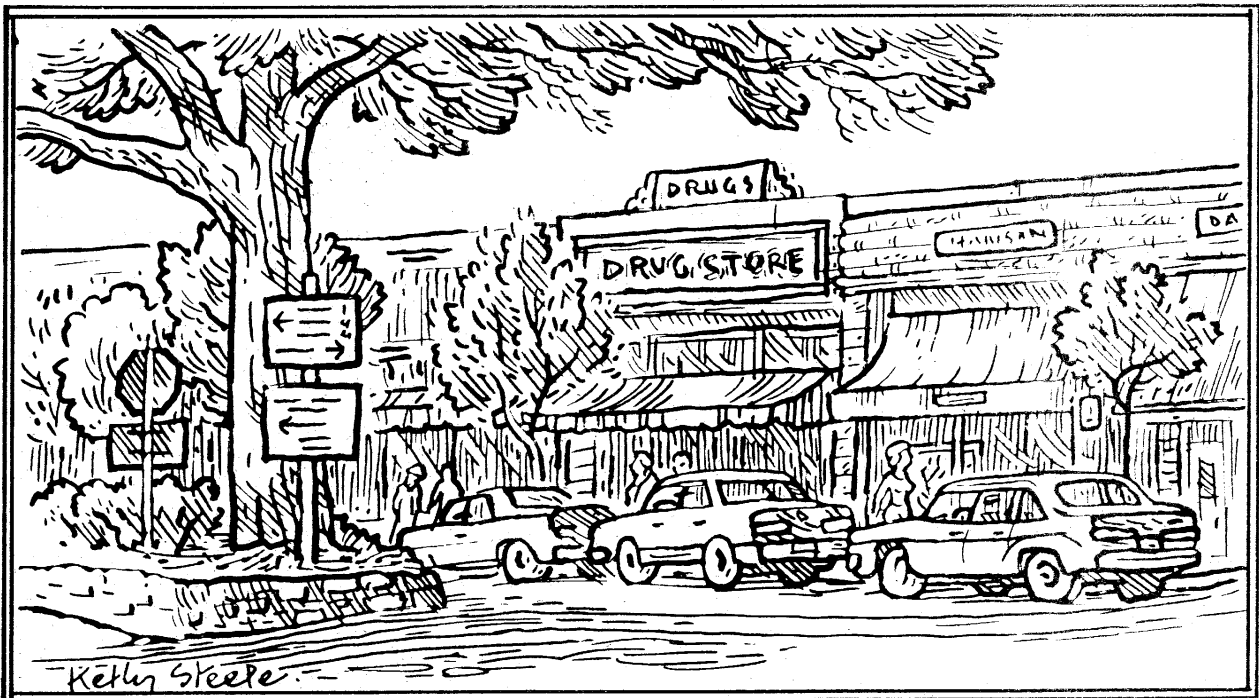

Circulation Element





CIRCULATION ELEMENT

Introduction and Purpose

The overall purpose of the Circulation Element, as outlined by the State of California General Plan Guidelines is to:

- coordinate the transportation and circulation system with planned land uses;
- promote the efficient transport of goods and the safe and effective movement of all segments of the population;
- make efficient use of existing transportation facilities;
- protect environmental quality and promote the wise and equitable use of economic and natural resources.

As a developed community with a centralized commercial core surrounded by residential land uses, Carmel experiences many unique situations relating to traffic, circulation, parking and pedestrian safety. The Monterey Peninsula has served as a recreational area for many years. Large numbers of people are attracted annually to the golf courses, coastal setting, historical landmarks, restaurants, specialty shops, and cultural events that take place in the Carmel-Monterey area. It has been estimated that approximately 9.7 million visitors come to the Monterey Peninsula annually (AMBAG). Many of these visitors can be considered short-term or “day visitors”; they travel by auto from other areas to Carmel and the Monterey Peninsula for the day and often return to their point of origin in the same day. It is this phenomenon that places a burden on Carmel's circulation and parking facilities. This Element will describe historic and existing conditions and will offer specific policies that can give direction over the coming years to control traffic volume and reduce traffic congestion in Carmel. As noted in the Introduction, many of the policies in this Element are also part of the Local Coastal Land Use Plan.

Issues of Local Significance

This Element addresses the following issues of local significance.

Traffic Congestion/Circulation Patterns. This entails:



- Traffic congestion in the commercial district and its effect on the residential district,
- Delivery trucks double parking,
- Tour buses,
- Resident access to the downtown,
- Seasonal traffic patterns,
- Peak hour congestion, and
- Pedestrian safety and auto/pedestrian conflicts at many of the downtown intersections.

Parking. Availability of parking for residents, employees and visitors, and the need for parking throughout the central business districts.

Alternate Transportation. Availability of alternate transportation in Carmel, including transit, car, and van pool.



Goals, Objectives and Policies.

G2-1 Provide and maintain a transportation system and facilities that will promote the orderly and safe transportation of people and goods, and at the same time, preserve the residential character and village atmosphere of Carmel. (LUP)

O2-1 Preserve the traditional grid pattern and two-way flow of most streets and ensure that street projects enhance pedestrian circulation in the community while minimizing the impact of motorized vehicles. (LUP)

P2-1 Maintain the current street configurations. Maintain or reduce paving widths in the residential areas, in order to maintain safe speeds compatible with pedestrian circulation and preserve the residential character. (LUP)

P2-2 Continue the City policy of not developing residential streets to full width.

P2-3 Prohibit the construction of formal sidewalks and concrete curbs in the R-1 district. Allow informal pedestrian paths and drainage improvements where needed. Control other construction (e.g., retaining walls, pavement, etc.) in the City's public rights-of-way. (LUP)

P2-4 Implement road maintenance and reconstruction practices that will preserve the hand-made appearance of City streets (e.g. meandering alignments, non-uniform surfaces, variable contours and informal edges). (LUP)

P2-5 Continue to restrict street signs and only permit those signs that are necessary and essential for public safety. (LUP)

P2-6 Maintain and encourage informal landscaped median strips and natural landscaped areas within public rights-of-way. (LUP)

P2-7 Discourage high volume through-traffic. (LUP)

P2-8 Prohibit the removal of significant trees within public rights-of-way except when required for health and safety. (LUP)

P2-9 Review the traffic patterns on Scenic Road.



- O2-2** Preserve and enhance the qualities that contribute to the residential character of the community, including quiet neighborhoods, low levels of illumination, lack of nighttime activity, safe environment, pedestrian use of streets, and maintenance of property values by mitigating the adverse impacts of high volume through-traffic. (LUP)
- P2-10** Design and construct where appropriate, roadway improvements which eliminate the adverse impacts of high volume through-traffic. (LUP)
- P2-11** Recognize that the impact of a large number of nonresident vehicles including tourist buses and resulting traffic patterns is not consistent with the residential character of Carmel. Mitigate impacts on visual quality, circulation and ambience to the extent possible. (LUP)
- P2-12** Limit the distribution, character and intensity of land uses that generate increased levels of traffic beyond the capacity of the existing street system.
- P2-13** Review land use and transportation actions to determine air quality impacts and ensure that air quality is preserved.
- O2-3** Recognize that Carmel is a limited resource and limited in size, and that it is not practical to provide sufficient parking for the total demand at every location; it is desirable, however, to remove parking off congested streets and provide, where practical, alternate parking where it could be removed from public view and in a scale appropriate to Carmel. (LUP)
- P2-14** Benefit to and impact on residents of Carmel-by-the-Sea and its visitors shall be the primary factors to be considered when evaluating and deciding upon development of off-street parking facilities. (LUP)
- P2-15** Encourage mixed-use developments on City owned lots in the downtown area (e.g. parking and housing).
- P2-16** Investigate possible public parking locations in the commercial areas, in the R-4 area and existing sites devoted exclusively to parking in the R-1 district.
- P2-17** Review and consider changes to the in-lieu parking regulations.



- P2-18** Explore and define a residential parking permit system that would limit residential parking area to residents and their invitees.
- P2-19** Investigate the possibilities of a commercial parking assessment district to finance parking facilities.
- P2-20** Explore as a long-term solution the provision and designation of a parking area outside of town for tour bus parking.
- O2-4** Require that all new developments provide sufficient off-street parking facilities. (LUP)
- P2-21** Adopt and enforce off-street parking and loading regulations that incorporate realistic requirements based on broad categories of land use as well as the amount of floor space and location of the property. Apply these requirements for all new development and for changes in use that will result in increased parking demand. (LUP)
- P2-22** Use average demand factors instead of peak demand when establishing parking requirements. Recognize that street parking resources are part of the supply. Avoid overbuilding parking capacity. (LUP)
- P2-23** Use off-site parking and fees in-lieu of parking, in order to meet parking needs generated by core area uses. (LUP)
- O2-5** Encourage and participate, where appropriate, in programs promoting alternative modes of transportation for employees working in Carmel.
- P2-24** Provide incentives for carpooling, particularly employee car pooling, and designate some parking spaces to be used for car pools only.
- P2-25** Encourage use of public transit by Carmel employees who reside outside the community. This could be accomplished through a joint effort of the City government, Carmel businesses and the Monterey-Salinas Transit through one or more of the following programs:
- Employer/City subsidized passes
 - Informational materials made available to all businesses



- Ride sharing or car/van pooling coordination program
 - With financial assistance from employers (where feasible), explore sites located along Highway-1 at Carmel Rancho, or on County property for the purpose of providing satellite parking lots with shuttle bus service to the downtown commercial area for employees. These parking lots could be combined with the areas needed for tour bus parking.
- O2-6** Maintain a sufficient supply of short-term parking with frequent turn over for the primary benefit of residents. (LUP)
- P2-26** Retain short-term parking spaces at the corner of each block to serve short-term parking needs. (LUP)
- P2-27** Consider a parking management program for the commercial area to provide for the needs of residents, employees and visitors in the most appropriate locations in the commercial area. The parking program shall ensure that the City maintains adequate, convenient parking for residents and visitors alike. (LUP)
- P2-28** Continue the City's strict enforcement of parking regulations.
- O2-7** Establish and maintain a smooth flow of traffic within the City and support efforts to establish smooth traffic flows within the City's Sphere of Influence.
- P2-29** Recognize that truck deliveries and double parking are a traffic circulation problem and evaluate legal methods for improving circulation patterns; evaluate establishing set delivery times and designating truck parking spaces as well as other methods; enforce the City's current policy which limits deliveries to one side of the street under certain conditions specified by law.
- P2-30** Explore removal of some parking on one side of some narrow commercial streets concurrent with the addition of new off-street parking and the creation of loading zones to improve traffic circulation.
- P2-31** Establish traffic volume counting and monitoring procedures on an annual and seasonal basis for the purpose of establishing an accurate local database.



Supporting Information

Historical Background

The first streets in Carmel were unpaved paths between scattered structures. For many years after incorporation in 1916 the streets of Carmel remained unpaved although streets were ultimately developed in accordance with the original City plat as proposed by S.J. Duckworth.

Early photographs of the village reveal Ocean Avenue as an unpaved road extending through what would become the center of the commercial area. At that time, there was little need for sophisticated management of a circulation system. Automobile, pedestrian and equestrian traffic was low in volume and generally meant to serve the residents and the few occasional and seasonal visitors. During those early years of the twentieth century, gradual growth was encouraged by local realtors and merchants, but in keeping with a truly village atmosphere; paved streets, gas and electric service and plumbing were nonexistent. The paving of streets was considered “destructive” (Orth, 1970).

Regional transportation accompanied settlement of the Monterey Peninsula and the Carmel Valley area. The original highways were wagon trails. In the 1920s, several years after Carmel's incorporation, the Monterey Highway (now State Highway 1) was constructed.

In 1931, Ocean Avenue was paved for the first time. Median parking was provided in the now planted median strip. During the late thirties and early forties, median parking was removed from Ocean Avenue and by 1968, diagonal parking along both sides of Ocean Avenue was replaced by parallel parking (Askew, Department of Public Works, 1981). This transition greatly altered the appearance of Ocean Avenue; its present paved condition is in sharp contrast to the original unpaved road bisecting the sparsely settled village.

The streets are narrow in width, 26 to 34 feet, with no gutters or sidewalks. This lack of formal development of streets throughout Carmel (with the exception of some of the downtown thoroughfares) has been a conscious effort on the part of residents to maintain a “village in a forest” atmosphere.

This desirable character of the community, however, coupled with increases in mobility, accessibility and leisure time over the years has contributed to visitor traffic in the village. This increased volume of visitor traffic has strained the capabilities of existing facilities in Carmel. Circulation Element goals, objectives and policies should



acknowledge visitor traffic, the need for shoreline access, and the longstanding local circulation needs and interests.

Traffic Congestion/Circulation Patterns

The amount of vehicular traffic in the City of Carmel is sometimes inconsistent with the orderly transport of people and goods. In addition, traffic volumes in the village are somewhat variable, depending upon the season, day of the week, or even time of the day. In summer and on most weekends throughout the year large numbers of tourists and smaller numbers of employees cause traffic volumes to increase on the major thoroughfares, particularly along Ocean Avenue.

Summary Traffic Volumes. Table 2.1 presents traffic volumes on Highway 1 in the Carmel area, from south of Rio Road to north of Carpenter Street. As indicated in Table 2.1, most of the congestion currently exists in the road segment from Carmel Valley Road to Carpenter Street. This volume of traffic has significant impacts on traffic in and through Carmel because this segment of Highway 1 has the three major entrances (Rio Road, Ocean Avenue, and Carpenter Street) into the City, and is an indicator of much of the traffic that travels to and from the Carmel area. These gateways into Carmel and the San Antonio Street Pebble Beach gate are the principal roadway entrances that lead to central Carmel. The traffic volumes are representative of averages for the entire year, but are not representative of averages for a shorter period such as the summer season. In particular, for the peak month (August), traffic volumes on the entrance roads into Carmel increase by an amount similar to the increases on Highway 1 20 to 30%. In the central Carmel area, including the central business area, orderly patterns of traffic circulation are constrained by street parking, deliveries by trucks (double parking) and the conflict between pedestrians and auto traffic (Particularly at Ocean Avenue and San Carlos Street). In addition, congestion on Ocean Avenue is partly due to motorists who make a scenic loop through Carmel by driving down Ocean Avenue to the beach, turning southbound onto Scenic Road and exiting either on Santa Lucia Avenue/Rio Road or on Carmelo Street/Santa Lucia Avenue/Rio Road back to Highway 1.

**Table 2.1: Traffic Characteristics on Highway 1 in the Carmel Area—Past, Existing, and Future**

(Average Annual Daily Traffic Volume – AADT)

ROAD SEGMENT	1988	1986			1990	
	Volume	Volume	LOS*	Average Speed	No of Lanes	Estimated Volume
South of Rio Rd.	1,360	9,900	D	35	2	10,494
Rio Rd. to Carmel Valley Rd.	18,580	16,500	E	30	2	17,114
Carmel Valley Rd. to Ocean Ave.	27,040	34,000	F	30	2-3	37,179
Ocean Ave. to Carpenter	31,030	38,000	E	30	4	41,435
Carpenter to State Route 68	42,200	51,000	E	30	4	36,962

* Criteria for Level of Service (LOS)

D - Unstable Traffic Flow @ 35 mph

E - Unstable Traffic Flow @ 30 mph (at capacity)

F - Forced Traffic Flow less than 30 mph

Source: Carmel Valley Master Plan EIR (1981 & 1986)

Downtown Circulation. As a result of externally generated traffic associated with visitors and tourists, many of the downtown streets and intersections in the commercial district carry traffic volumes that exceed their design capacity, especially during the peak season and peak hours of use in the downtown area. On an average day, over 65,000 vehicles travel in and out the four major entrances into Carmel, (See Table 2.2) most of them having destinations in the central six square block area of the downtown business district. This extremely heavy volume of traffic traveling into Carmel's small central business district was never anticipated many years ago. At certain times this traffic has grown beyond reasonable levels.

**Table 2.2: Traffic Volumes on Selected Streets in Carmel**

Area	Street and Location	Average Daily Traffic Volume		
		1971	1974-76	1985-87
Entrance to Roads into Carmel	San Antonio (Pebble Beach Gate)	3,460	3,550	4,343
	Carpenter @ Valley Way	11,810	14,600	13,244
	Ocean Ave. west of Carpenter	9,030	10,520	25,534
	Rio Rd. west of Highway 1	<u>7,380</u>	<u>9,610</u>	<u>22,018</u>
Subtotal		<i>31,680</i>	<i>38,280</i>	<i>65,139</i>
Central Carmel Area	Junipero Ave. – N. of Rio Rd.		3,210	6,000*
	Junipero Ave. – Commercial Dist.		6,600	5,000*
	San Carlos – N. of 13 th		4,010	6,699
	San Carlos – Commercial Dist.		5,400	4,734
	Mission St. – Commercial Dist.		2,400	1,306/ 2,000*
	Dolores St. – Commercial Dist.		3,600	1,955/ 3,000*
	Lincoln St. – Commercial Dist.		3,400	2,000*
	5 th Avenue – Commercial Dist.		2,700	2,000*
	6 th Avenue – Commercial Dist.		2,700	3,000*
	7 th Avenue – Commercial Dist.		1,700	2,518
8 th Avenue – Commercial Dist.		2,500	2,766	

Source: CalTrans: Carmel Department of Community Planning and Building; *Denise Duffy and Associates, 1986.

Visitor and Commercial Travel Patterns. Many studies have pointed out that there are two aspects to the congestion problem downtown. One is congestion caused by too many cars; the other is the conflict between motorists and pedestrians. High vehicular travel counts are closely related to high pedestrian counts. The intersection most directly affected by vehicular/pedestrian conflicts is the San Carlos Street/Ocean Avenue intersection. Often, cars must wait for several pedestrians to cross before proceeding. This situation is compounded by the fact that there are no traffic signals in Carmel and only a limited number of stop signs in the downtown area. It is noted that the lack of traffic controls has been a specific directed action over the years in Carmel in order to preserve the residential character; although additional stop signs have been added in some locations to improve safety.



In addition, the flow of auto traffic is often impeded by the presence of trucks double parking on downtown commercial streets. On some streets, including Dolores and San Carlos Streets, two-way traffic is channeled into a single lane, so traffic is very constrained by truck double parking. On Ocean Avenue, the problem of two-way traffic being channeled into a single lane is avoided due to the two-lane roadway in each direction. The higher traffic volume on Ocean Avenue, however, does make double parked delivery trucks a problem there as elsewhere in the downtown area. The lack of alleys, the difficulty of restricting deliveries to early morning hours, and financial impracticality of adopting another system (e.g., a centralized depot outside the congested area) have hindered efforts to mitigate the problem. This logistical problem, as well as the narrowness of other downtown commercial streets, has made serious consideration of converting Ocean Avenue into a pedestrian mall (as called for in the 1973 General Plan) an impractical alternative. The City should investigate measures to reduce traffic congestion and improve traffic flow through the central business district and adjoining areas. Measures investigated should include eliminating some curb parking to provide room for truck loading zones and replacement of this parking with new off-street facilities. The formation of a parking assessment district for the commercial districts should also be explored as a means of financing new parking facilities.

Beach Traffic. During most of the year there is not enough vehicular traffic at the beach to cause severe congestion; but during the summer or on sunny weekends, there is noticeably serious congestion at the western terminus of Ocean Avenue at the top of the beach. During a July 4th weekend, there may be as many as 18,000 cars a day on Ocean Avenue below San Antonio Street. The segment of Ocean Avenue seaward of San Antonio Street has had the highest number of accidents, and the highest rate of accidents per traffic volume, of all mid block locations in Carmel. During peak periods the parking at the Ocean Avenue beach lot and along Scenic Road is inadequate, and causes an intrusion of beach parking into nearby residential neighborhoods. However, much of the time there is more than adequate parking along Scenic Road, even when parking areas in the commercial districts are congested. (See Final EIR on Phase II of Beach Restoration Project, p. 11.) It should be noted that Scenic Road, therefore, presents a different set of parking problems than do Carmel's commercial districts and inadequacies in one area do not reflect on the other. The visual qualities of a drive on Scenic Road encourage low speeds, and only Scenic Road's one-way status keeps traffic moving at all times.

Tour Buses. Adding to the many pedestrians in the downtown area are the tour buses that bring in short term day visitors from outside the community. An August 1986 study indicated that the number of tour buses varies considerably. On peak days fewer than 35 tour buses may come to Carmel. On other days, fewer than 20 tour buses have been observed. Figure 2.1 illustrates the tour bus and truck route through Carmel. The tour



buses are directed in a large loop pattern through the community entering Carmel at Carpenter Street from Highway 1, traveling through Carmel-to-Carmel Plaza along Junipero Avenue where the visitors disembark for a short time in the commercial area. When the buses are to pick up the visitors assembled at the point of departure (Carmel Plaza), the tour buses must travel around this loop pattern north along Highway 1 and reenter at Carpenter Street and follow the same route as originally traveled.

This, in effect, doubles the tour bus traffic through Carmel (as well as doubling the incidents of the noise generated by them). Not all of the tour buses make a double loop through Carmel. Some buses wait at the point of arrival, in a small, designated area at Carmel Plaza.

A second alternative for the City to consider is to designate space elsewhere for bus parking. This could reduce loop trips and thereby reduce the total number of bus trips through Carmel.

Vehicular Pedestrian Conflicts/Safety. From 1974 to 1976, Carmel-by-the-Sea had the highest monthly number of injury and fatal traffic accidents of the 72 cities of similar size in the State of California. In this period, the City averaged 513 traffic accidents annually, of which one in ten involved an injury. Other than the high volume of traffic that entered the City each day, these accident statistics could be attributed to excessive speed, limited sight distances, and lack of positive rights-of-way assignment at numerous intersections.

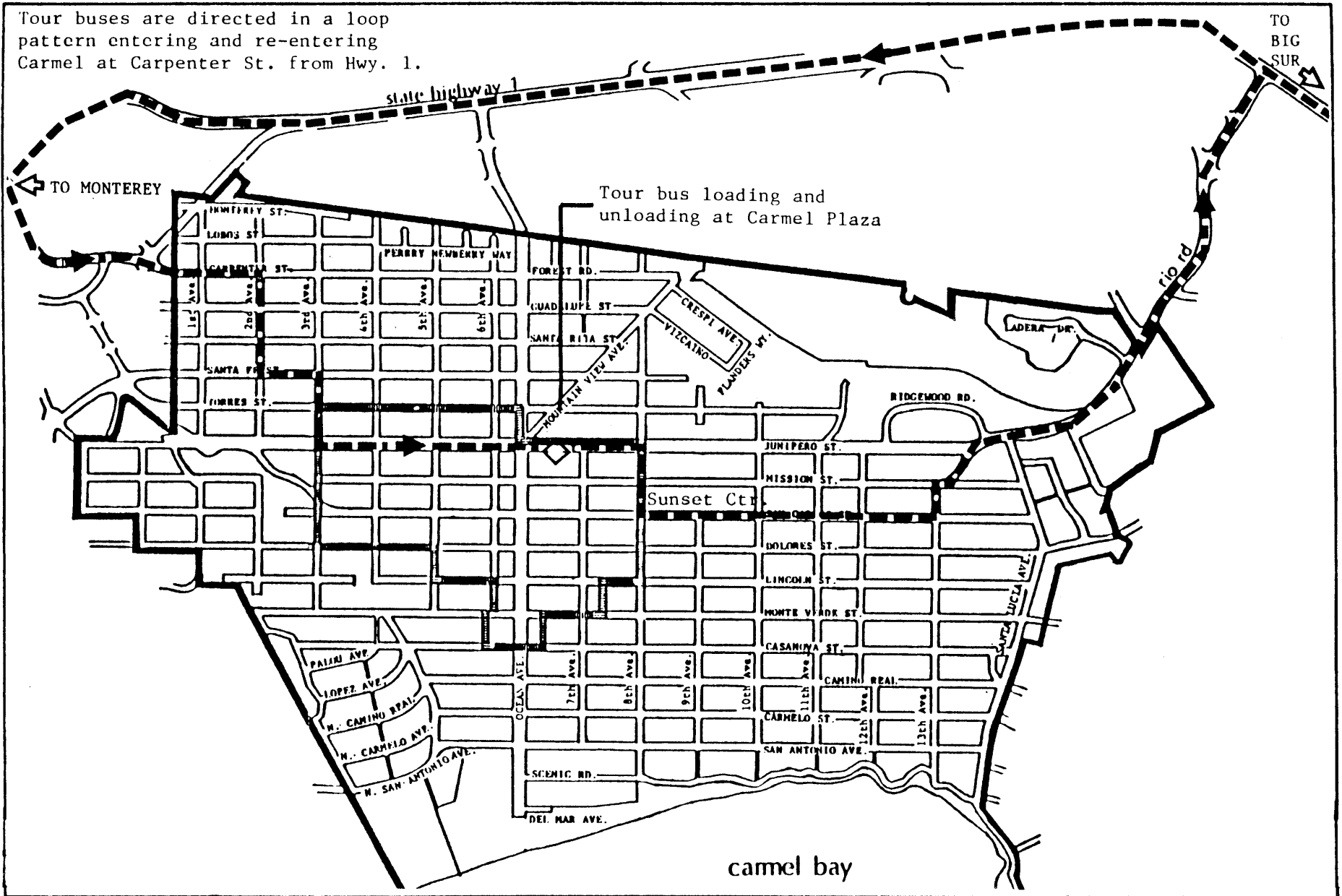
To reduce the number of accidents and injuries, the City applied for and received funds from the State of California Department of Transportation in 1977 for a Specialized Traffic Enforcement Program (STEP). The installation of 224 additional stop signs throughout the community in conjunction with increased enforcement activity was successful, and in 1979 and 1980, the City averaged 378 traffic accidents annually. Table 2.3 indicates the traffic accident record for the period 1974 to 1986.

Table 2.3: Traffic Accident Record for Carmel (1974 to 1986)

Accident	Average					
	1974 - 1979	1980	1983	1984	1985	1986
Collision without injury	466	316	157	241	256	242
Collision with injury	55	46	43	57	52	46

Source: City of Carmel Police Department (1986)

Tour buses are directed in a loop pattern entering and re-entering Carmel at Carpenter St. from Hwy. 1.



Carmel-by-the-Sea



SCALE

1" = 1100'

FIGURE 2.1 TOUR BUS AND TRUCK ROUTE THROUGH CARMEL



Resident Access to Downtown. The downtown congestion created by non-local traffic has contributed to a situation whereby residents find it undesirable and difficult to travel downtown for shopping or personal service related activities. The lack of parking facilities for residents also poses a constraint to downtown use. In addition to the land use policies which will promote residentially oriented businesses, the City should also explore policies that will improve parking for residents.

PARKING

Community opinion has supported the concept of public parking. The majority of residents think that parking is a problem now, that will continue and they favor reducing the parking problem by providing more parking opportunities. A minority are opposed to any more parking because they think more parking will attract more visitors.

Community Opinion on Parking. Several questions regarding traffic, circulation, parking, and public transportation were included in the 1982 General Plan Questionnaire. The following responses were received:

- 70.6% (1,254) of the respondents have trouble parking in downtown Carmel; 23.8% (423) do not have trouble.
- 50.4% (896) felt that both the City and the business community should finance parking in the business district; 22.1% (393) felt just business should pay; 18.5% (329) felt just City should pay.
- 60% (1,066) stated that neighborhood parking is not a problem; 36.9% (657) stated it was a problem.
- 71.1% (1,263) approved of a preferential parking program for residents within the residential area; 23.3% (414) did not approve.
- 68.7% (1,221) favored construction of a parking facility at the north end of the Sunset Community and Cultural Center; 24.9% (443) did not favor such facility.
- 51.4% (913) thought the City should acquire more property for public parking; 33.8% (602) were against this acquisition.

The influx of all day parkers caused by the daily commuting populations has caused problems on the fringe areas of the commercial district, and within the residential district. This problem is largely caused by the fact that the work force in the commercial district in the City does not reside within the City, and therefore, there is a daily commuting



situation. This situation is compounded by the significant number of visitors who also visit Carmel for a day trip and also require parking.

It is not possible or desirable to supply the total demand for parking within the City of Carmel either in terms of expense or in terms of the impact that the provisions of large amounts of parking would have upon the flavor and appearance of the community. It is a known fact that the provision of parking tends to encourage and not discourage the use of the automobile. Therefore, the community must decide what level of parking is appropriate for Carmel. An overall parking strategy for Carmel should integrate other types of transportation (transit, carpools, pedestrian and bicycles, etc.) as preferable to the approach of just supplying more parking. In cases where provision of more parking is deemed appropriate, design and scale must be foremost considerations in order to preserve the character of Carmel.

Parking Supply Off Street. In 1964, the City Council established minimum parking requirements for new buildings in the 47-acre commercial district. Although existing buildings were exempted, new buildings were required to provide one off-street parking space for each 2,000 square feet of floor space. Hotels and motels were required to provide one space for each unit. In 1974, the requirements were doubled: one space for every 1,000 square feet. In 1985, the City further increased the standard for parking—requiring one space for each 600 square feet of commercial floor space or one space for each shop or business (whichever results in the greater parking requirement). See Figure 2.2

Developers unable to provide the required parking may pay an in-lieu parking fee for each space they cannot provide. The money goes into the City's In-Lieu Parking Fund and is used only for the acquisition and development of off-street parking in or near the commercial district. Commercial requirements are directly responsible for approximately 250 new off-street parking spaces being developed over the last 15 years.

As property values have escalated, the required fee has been adjusted, as shown in Table 2.4.

**Table 2.4: Parking In-Lieu Fee Adjustments**

Date Established	Fee
August 8, 1972	\$ 4,500
June 5, 1973	\$ 6,500
April 6, 1976	\$ 8,000
October 3, 1977	\$ 13,750
September 30, 1980	\$ 18,936
June 4, 1985	\$ 20,865
December 7, 1999	\$ 49,980
June 3, 2003	\$54,080

Source: City of Carmel by-the-Sea (2003)

Regulations for off-street parking requirements should be adopted and enforced to ensure that adequate off-street parking is provided for new commercial development, for second story apartments and for certain changes in use that generate significant new parking requirements. Where adequate on-site parking cannot be provided, off-site parking or adequate in-lieu parking fees should be required. The Planning Commission should identify suitable sites for off-street parking to be acquired and should prepare appropriate design guidelines for these sites. The City Council could then initiate action to obtain preliminary design drawings and estimated construction costs and could decide whether the project should be financed by in-lieu fees, creation of a parking district, or eliminated from consideration because of costs or other factors.

Parking Supply On Street. Over the past twenty-five years the City has increased time-limited and the absolute number of on-street parking spaces. Table 2.5 shows the historical trend in parking space in and around the commercial district.

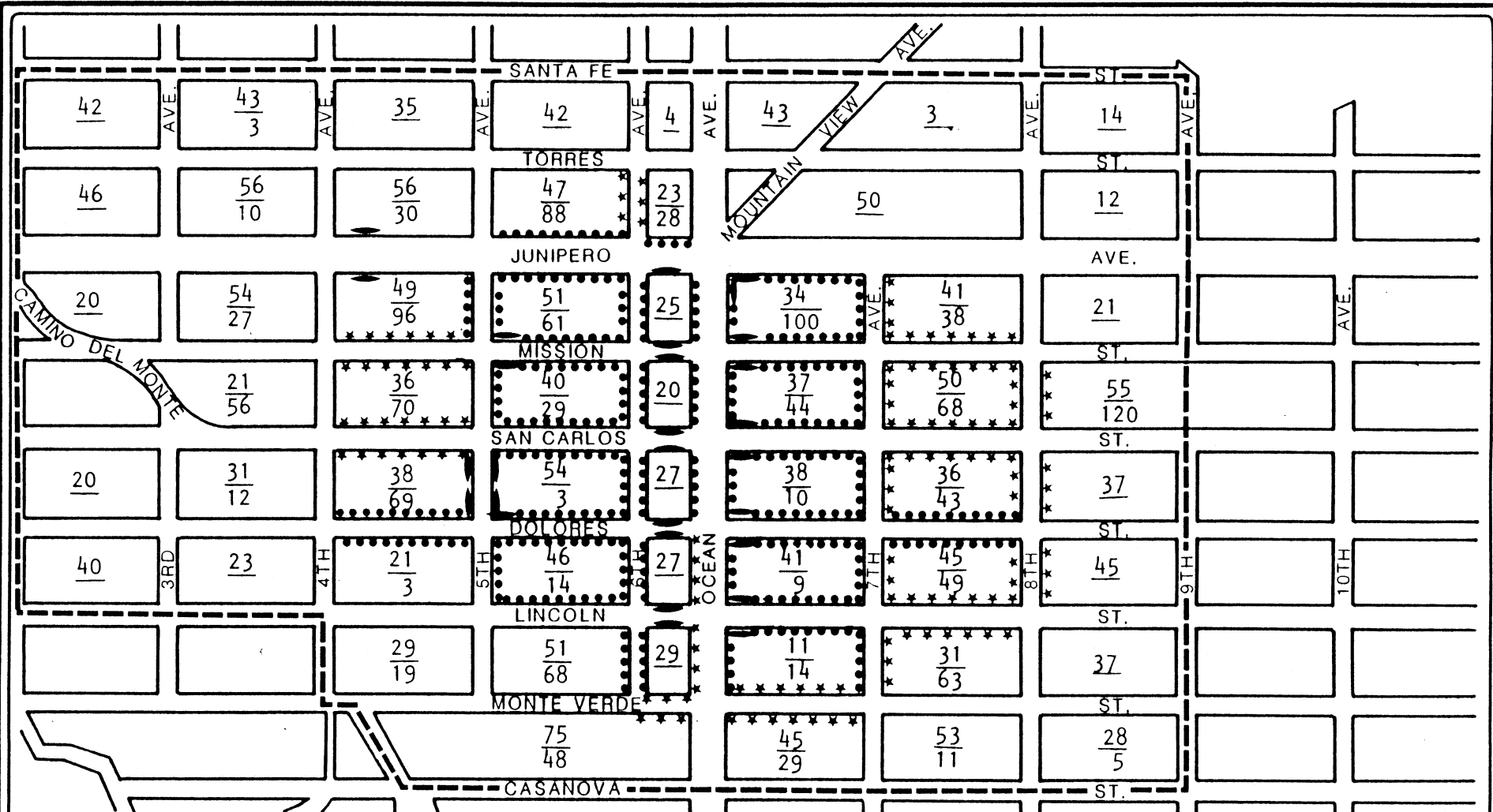
**Table 2.5: Inventory of Commercial District On-Street Parking Spaces**

Year	Total Designated Spaces		Time Limited Spaces	
	Number	% Change	Number	% Change
1950	701	--	333	--
1962	792	+12%	416	+25%
1974	1,116	+40%	798	+92%
1985	1,190	-3%	812	+2%

Source: City of Carmel by-the-Sea

In 1985, a study of on-street parking was conducted by Denise Duffy and Associates. The study's survey of on-street parking supply and use is summarized in Table 2.6 and mapped in Figures 2.2 and 2.3. The study found that a total of 1,090 on-street parking spaces exist in the commercial area and another 997 spaces in surrounding neighborhoods are used on a daily basis for commercial district activities.

Demand for street parking is fairly constant throughout the day and is greatest on Saturday from 11:00 A.M. to 3:00 P.M. Occupancy of parking spaces in the core of the commercial area is consistently over 90% and is 88% in other areas of the commercial district. Parking demand from visitors results in a peak demand beyond that required of the local population.



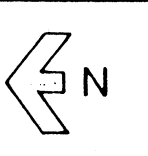
LEGEND

--- Parking Survey Boundary

Curb Restrictions:
 ——— 10 or 20 Minute Limit
 1 Hour Limit
 ***** 2 Hour Limit

49 - Curb Supply
 27 - Off-Street Supply

Wilbur Smith and Associates



PARKING SUPPLY AND RESTRICTIONS

Figure 2.2

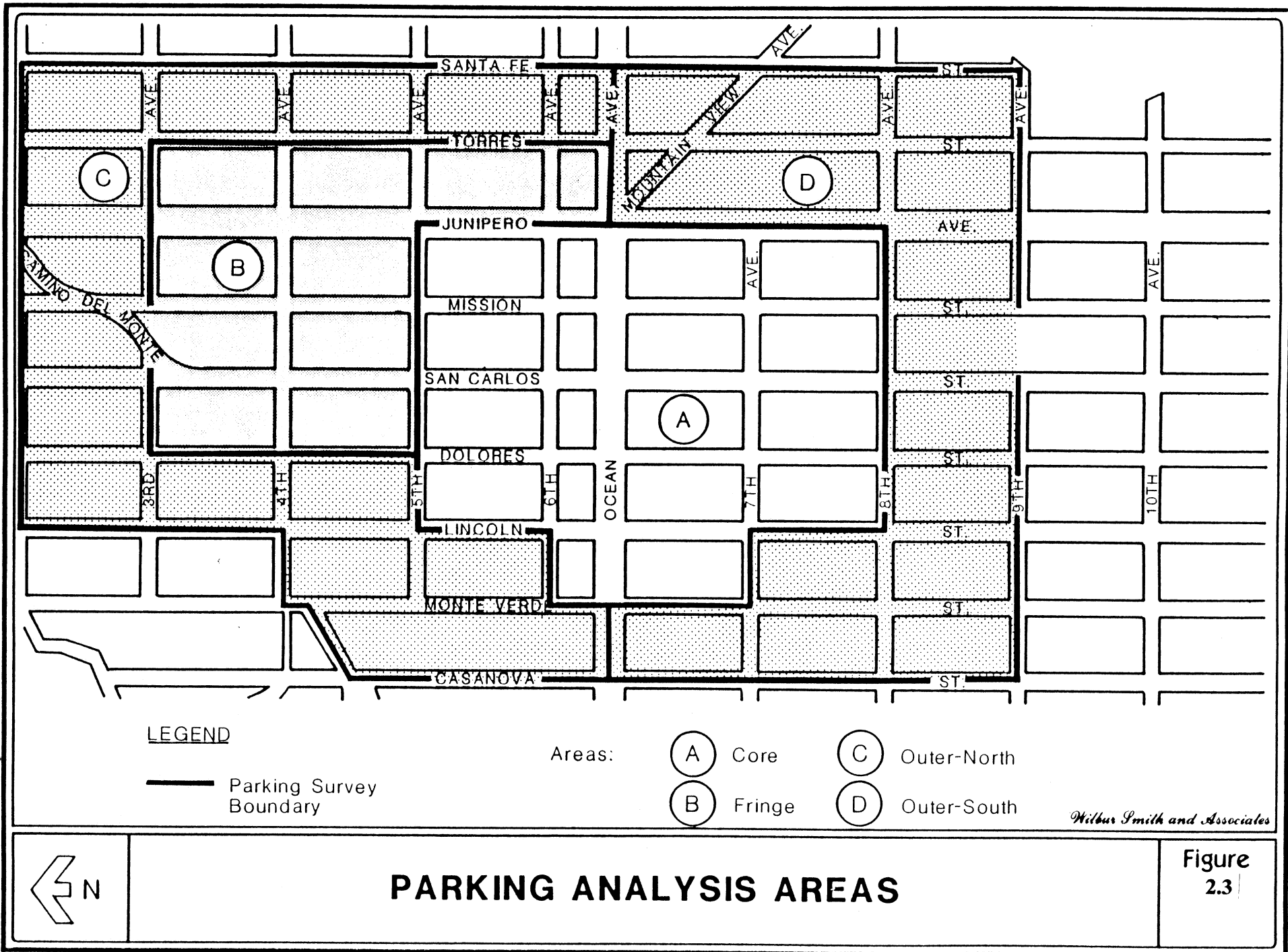




Table 2.6: Parking Restrictions and Uses

Area	Supply	RESTRICTIONS					
		10 Min.	20 Min.	1 Hour	2 Hour	Nil ¹	Other ²
A – Core *	677	10	100	377	117	48	25
B – Fringe *	413	6	8	29	47	321	22
C – Outer/North	493	0	0	34	4	453	1
D – Outer/South	505	0	0	12	37	453	3
Total	2,087	16	108	452	205	1,275	31

Area	Supply	USES					
		Peak Occupancy ⁴ (Percent)	Average Turnover ⁵ (Cars/Space)	Average Duration ⁶ (Hours)	Peak Occupancy (Percent)	Average Turnover (Cars/Space)	Average Duration (Hours)
A – Core *	677	90	2.3	1.4	94	3.0	1.3
B – Fringe *	413	88	1.9	4.0	87	2.1	3.1
C – Outer/North	493	43	0.7	4.7	56	1.0	3.6
D – Outer/South	505	73	1.	8.3	85	1.3	8.7
Total	2,087						

* Located within Study Area

Notes:

1. NIL = No time limit
2. Included loading zones, passenger loading zones, and special spaces (e.g. handicapped, library book drop, police department).
3. Surveys performed Tuesday, November 26 and Saturday, November 30, 1985.
4. Ratio of spaces occupied to supply 11:00 AM until 12:00 Noon.
5. Number of times each space was used during the survey period.
6. Average length of stay per parked vehicle.

Source: Wilber Smith and Associates, *On-Street Parking Supply and Use*, City of Carmel-by-the-Sea, 1985

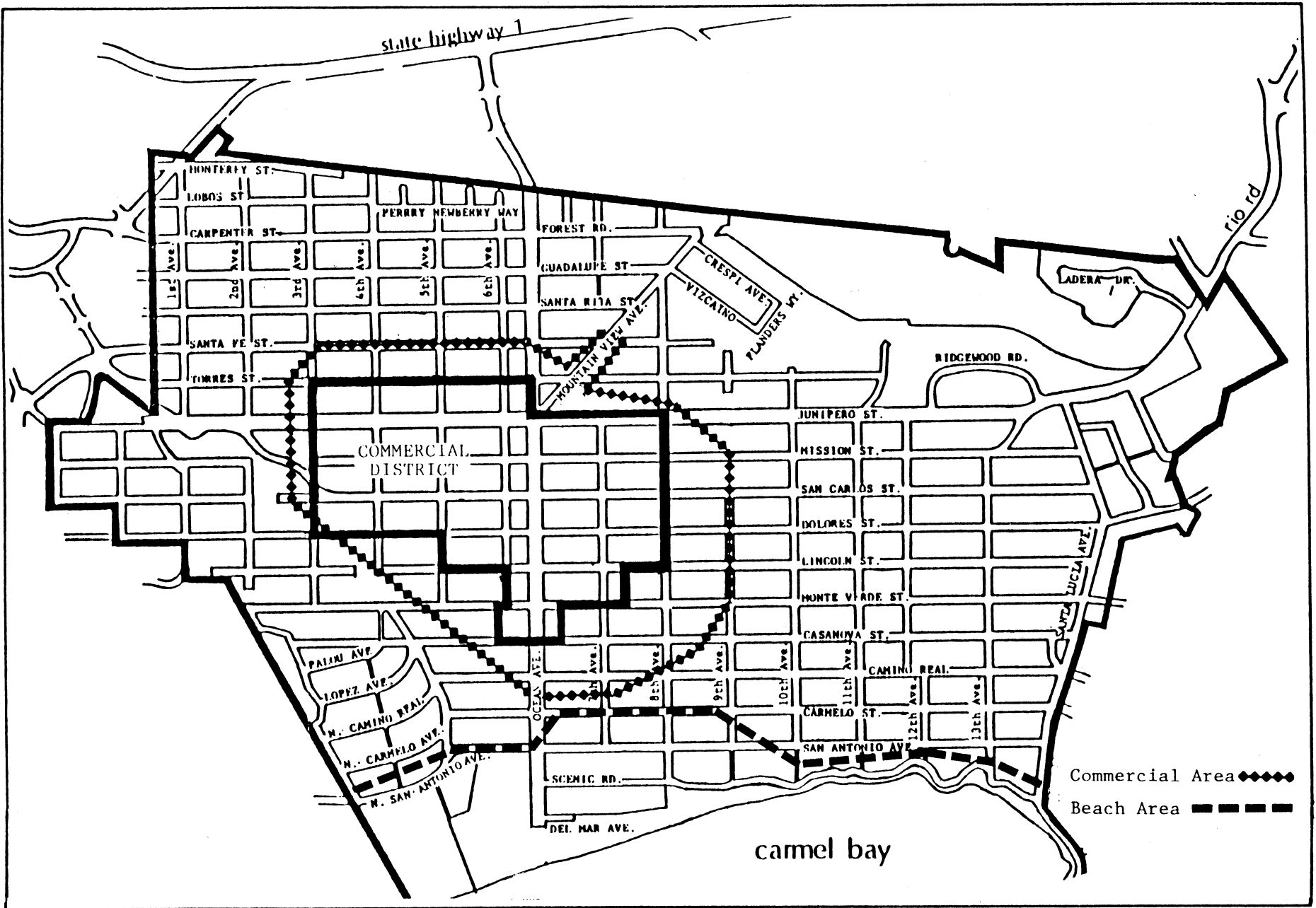


Parking Intrusion Into the Residential District. Two factors contribute to heavy use of the residential area surrounding the commercial district for parking by nonresidents. First is the minimal number of long-term parking spaces within the commercial district itself, which forces the all day parker into surrounding areas. Second, the consistent use of short-term spaces within the commercial district by all-day employee parkers perpetuates the practice of visitors being forced to park in the commercial periphery. Figure 2.4 indicates the extent of this intrusion as estimated on both weekdays and weekends. The boundaries shown are nearly identical to an earlier study done in 1976 and show the persistence of this problem over time.

A different residential intrusion problem, at different times, results from limited beach parking facilities, and is similarly shown in Figure 2.4. When the City's Local Coastal Land Use Plan was written, there were 124 parking spaces in the beach parking area at the foot of Ocean Avenue. The exact number of Scenic Road spaces varied at that time because the on-street parking stalls were not marked. It was estimated that there were 160 parking spaces on Scenic Road between Ocean Avenue and the south City limit.

As part of the Beach Restoration Phase I Project, 146 parking stalls were marked on Scenic Road between Eighth Avenue and the south City limit. Marking the stalls brought order to the haphazard fashion in which Scenic Road visitors parked. A field survey conducted for the Beach Restoration Phase II Project EIR revealed 37 parking spaces on Scenic Road between Ocean and Eighth Avenues and 146 marked stalls from Eighth Avenue south. Total parking now available on Scenic Road is therefore 183 spaces. It was estimated in the LUP that construction of a pedestrian walkway along Scenic Road between Eighth Avenue and the south City limits would result in a loss of approximately 30 parking spaces. The Phase II Restoration Project has been redesigned in order to bring the loss of spaces into conformity with that earlier estimated number. On days of heavy beach use, large numbers of vehicles park up hill from Scenic Road in residential areas. At other times, even when the commercial district is crowded, there are ample parking spaces available along Scenic Road.

Table 2.7 presents an illustration of the types and numbers of parking citations issued over the past few years, indicating the increasing demand for parking in the downtown area. It should also be noted however, that there has been an increase in parking citations issued over the years due to increased enforcement activity by the City.



Carmel-by-
the-Sea

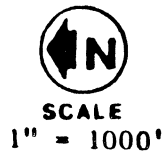


FIGURE 2.4 | AREAS OF PARKING INTRUSION INTO THE RESIDENTIAL DISTRICT

**Table 2.7: Parking Violations as an Indicator of Parking Demand**

Infraction¹	Parking	1981	1982	1983	1984	1985	1986
Pedestrian Conflict	On Sidewalk	148	118	78	98	97	
	In Crosswalk	176	171	133	218	224	
Safety Hazard	Near Hydrant	70	88	183	87	126	
	Double Parking	307	276	1076	254	215	
Loading Conflict	Loading Zone	1,614	1,099	1,254	1,169	761	
Parking in Restricted Areas	In Driveway	518	460	362	408	204	
	In Red Zone	1,587	1598	500	765	622	
	In No Parking Zone	778	767	600	713	821	
Total Parking	Overtime	35,474	27,253	29,881	39,956	40,498	
	Faulty ²	9,324	5569	6,392	8,908	5,351	
Total Violations		49,995	35,410	40,519	52,576	48,919	43,867
<i>Annual % Change</i>			-29%	+14%	+30%	-7%	-10%

Notes:

1. Infraction refers to parking violations cited by the Carmel Police Department
2. Miscellaneous category that includes parking over lines, obstructing lines, etc.

Source: City of Carmel-by-the-Sea Police Department, 1986

Public Transit and Alternate Modes of Transportation in Carmel

The 1982 General Plan Questionnaire asked several questions about public transit with the following responses:

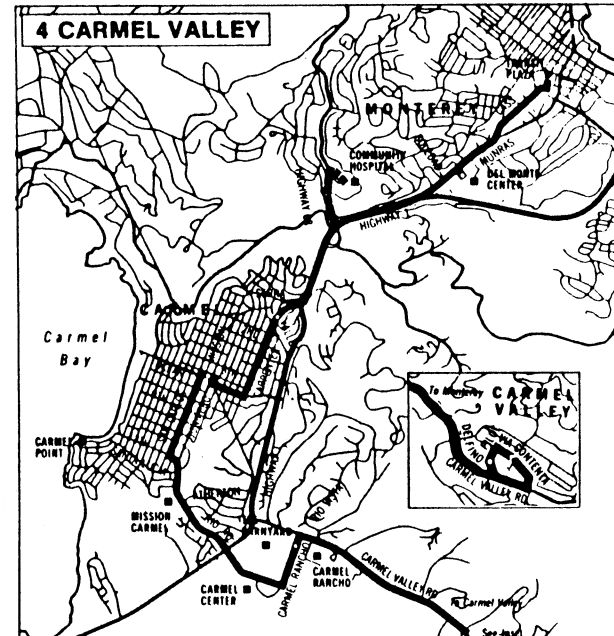
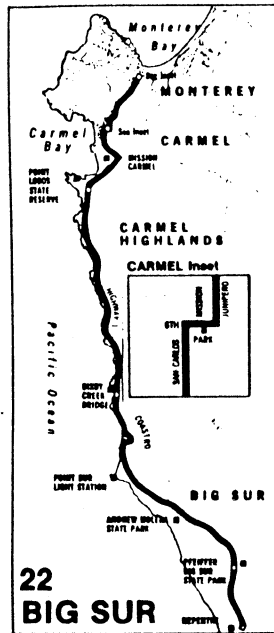
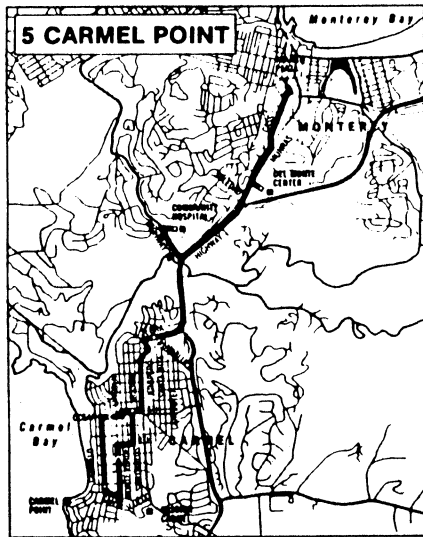
- 53.6% (952) of the respondents opposed additional public transportation within Carmel; 39.6% (705) favored additional public transportation.
- 72.1% (1,282) believed public transportation services to and from Carmel are adequate; 18.2% (325) did not believe these services were adequate.
- 63.7% (1,131) do not use public transportation services; 23.1% (411) use public transportation a few times a month; 5.9% (105) use them one to four times a week; 4.4% (79) use them five or more times a week. It should be noted that respondents








to the questionnaire are Carmel residents, who have answered the questions from the perspective of travel patterns of a resident. Many persons who use public transit may also be employees in Carmel and they may not be residents. Therefore, an evaluation of the need for more public transit must evaluate both resident serving and employee commute patterns.

The Monterey-Salinas Transit provides public transit service to Carmel (see Figure 2.5). Two routes serve Carmel, Carmel Valley and Monterey all year while a third serves Monterey, Carmel, and Big Sur only from June to September. This bus service provides transportation for segments of the population that do not have the use of a private automobile. The use of public transportation for those employed in Carmel helps to reduce the long-term employee parking requirements in the downtown area.

A concerted effort by employers to accommodate alternate modes of transportation for Carmel employees should be pursued in the future to reduce overall traffic, when appropriate. Informational programs sponsored by Monterey-Salinas Transit could prove valuable in coordinating employee efforts to increase transit ridership while utilization of car and van pooling would also reduce employee dependence on single-occupant autos.



-  MST Route
-  Special Service
See Timetable
-  Direction of Route
Buses travel in both directions unless otherwise indicated
-  Timepoints
See schedule for the time bus is due at this point
-  Places of Interest

Carmel-by-
the-Sea



SCALE
NO SCALE

FIGURE 2.5 MONTEREY-SALINAS TRANSIT ROUTES SERVING CARMEL