

WALKER
PARKING CONSULTANTS

SUPPLY / DEMAND UPDATE AND
ALTERNATIVES ANALYSIS

CITY OF FERNANDINA
BEACH

FERNANDINA BEACH, FLORIDA

Prepared for:
CITY OF FERNANDINA BEACH

October 17, 2000

Mr. Peter J. King, AICP
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City of Fernandina Beach
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Re: Supply/Demand Update and Alternatives Analysis

Dear Mr. King:

Enclosed is our report updating the supply/demand conditions and alternatives analysis of the historic, downtown Fernandina Beach. This report examines the current conditions for parking adequacy and identifies alternative parking solutions. This report also addresses issues created by anticipated Marina and CBD developments, the Centre Street renovation project, two city lot projects, the dumpster program, signage, zoning and enforcement. Attached is our findings, conclusions and recommendations regarding these issues.

Please call if you have any questions.

Sincerely,

Walker Parking Consultants

John W. Dorsett
Principal, Director of Study Services

Jonathan H. Efroymson
Parking Specialist

Encl.

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Parking alternatives and parking management strategies must be developed and instituted within 6 to 12 months to better utilize existing parking and to alleviate the projected parking shortage that will become apparent with the arrival and operation of the new gaming boats and other Marina and CBD development by 2001.

The supply/demand situation was re-examined in light of the known and most likely development projects, and the current effective utilization within each district was determined. After adjustment for the Centre Street streetscape project, the city dumpster program, city lot projects, and the known and most likely development projects, the current effective supply/(deficit) within each district was determined. The projected parking deficit is presented as follows:

	CBD	Marina	Church/ Residential
Effective Supply	549	248	654
Less: Existing Peak Demand	(248)	(205)	(463)
Less: Projected Demand Increase	(416)	(147)	(40)
Gain from Paving and Striping		24	34
Net Eff. Parking Surplus/(Deficit)	(114)	(80)	185

Five parking alternatives were evaluated for the potential to provide additional supply to meet the CBD and Marina Districts' parking needs at reasonable cost. Based on a matrix analysis, the highest ranking alternatives are presented as Recommendation "A." These include Alternatives #2 (Broome Street Lot), #3 (Antique Warehouse Lot) and #4 (Police Station Lot). With the completion of Recommendation "A," approximately 236 spaces can be added to the parking supply of downtown Fernandina Beach. This addition to the parking supply will satisfy the projected effective 194-space shortage and provide a modest cushion for unforeseen additional parking demand.

The City of Fernandina Beach may decide to retain the police station building improvement at its current location, either for its continued use by the city or for lease. If this alternative site is not available, Alternatives #1 (2nd Street and Alachua Street Lot), #2 (Broome Street Lot), and #3 (Antique Warehouse Lot) are recommended as the best remaining combination. By developing these three sites, a total of approximately 173 spaces will be created. While Recommendation "B" is less than optimal, this addition to the parking supply will address the majority of the immediate parking problem, satisfying more than 80% of the projected unmet demand.

There is a small Church/Residential District surplus, but the perception

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of a shortage exists. Addressing the CBD and Marina Districts shortages will relieve the perception of a parking shortage in the Church/Residential District.

Recommendations are also made that the City of Fernandina make immediate changes to the Zoning Ordinance with regard to changes in striping dimensions, parking signage requirements, specify increased parking requirements for a broader selection of potential land uses, address parking regulation signage to assure enforceability, and consider a parking meter program to help absorb the costs of municipal parking solutions.

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The City of Fernandina Beach engaged Walker Parking Consultants (Walker) to perform an alternative parking analysis of historic downtown Fernandina Beach. Walker was previously engaged to complete a parking supply/demand analysis of the historic downtown city district. The purpose of this earlier study was to quantify the existing and future parking supply and demand, based on certain assumptions regarding known development plans in the area, increased marina demand, and future parking demand resulting from possible Courthouse redevelopment activity. The results of this previous study were reported in draft form on June 23, 1999 and finalized on April 5, 2000. The conclusions of the previous, Phase I Walker supply/demand study are summarized as follows:

- The study area had 1,535 spaces, comprised of 432 off-street spaces (28%) and 1,103 on-street spaces (72%).
- The Marina district's peak demand occurs on a Saturday at noon, with a peak occupancy rate of 71% (meaning that 71% of all parking spaces located in the Marina district were occupied at noon on Saturday). Based on 1999 data and future developments, it was indicated that the Marina District will need 80 additional spaces to meet its future parking demand.
- The Central Business District's peak demand also occurred on Saturday at noon. The peak occupancy rate for the CBD is 58%. Based on 1999 data and future developments, it was indicated that the CBD will need 70 additional spaces to meet its future parking demand.
- When the courts return to the Courthouse in the Historic District, the CBD is projected to need 138 additional parking spaces. If the Courthouse is expanded, an additional need for 282 to 361 spaces was projected, depending on the scenario.
- The peak demand for the Church/Residential district occurred on Sunday at 10 a.m. with a peak occupancy rate of 61%. Existing parking is adequate to meet the future demand for the Church district if the parkers are willing to park 2-3 blocks from the church.
- The current occupancy rates indicate that there are enough spaces within each district to accommodate the current parking demand. However, crowded conditions exist in "preferred" spaces.
- It was further suggested that parking management strategies should be developed to better utilize existing parking and to alleviate the perception of a parking shortage. These management strategies will be addressed in this second phase of this study, along with the impact of the ongoing streetscape redevelopment, continuing retail/restaurant development, and Marina-related concerns.

INTRODUCTION

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Since the completion of the first phase of this study, a number of changes and continuing developments have occurred in the study area.

- Marina management is engaged in a dock extension project, and anticipates that an additional 30 parking spaces will be necessary to support this project. A new 200-250 seat restaurant, Curt's Raw Bar, is planned to be developed on a lot just north of Brett's Waterway Café. This will put more pressure on marina parking.
- Plans have also firmed up regarding two gaming boats that are coming on-line. Star Dancer (300± person capacity) is located about three blocks to the north of the marina, outside the CBD area. This boat will conduct 2 cruises/day – 1-day and 1-night. Based on code requirements of 1 space for every 4 persons, Star Dancer has been required to supply 70-80 graded gravel or better spaces, plus an additional 15-20 overflow spaces on grass. The Emerald Princess has executed a lease to moor adjacent to the marina. This lease stipulates that 125 non-exclusive spaces at marina be available for the use of the Emerald Princess.
- The South 2nd Street phase of the Centre Street renovation and streetscape project was completed in support of the new Fernandina Beach Hampton Inn & Suites, 19 South 2nd Street (at Ash Street). This hotel has 122 rooms, 2,000 square feet of meeting space, and provides 123 off-street parking spaces.
- Future phases of the CBD streetscape project will include improvement to the first block of North 2nd Street, the first block of North 3rd Street, the first block of South 3rd Street, and similar improvements to Centre Street from 6th Street to 8th Street. Also within the CBD, the Palace Saloon was restored following a recent fire. The restoration of the Courthouse will utilize the existing structure, but plans for expansion were shelved.
- St. Michael Catholic Church expanded its facility to increase seating capacity to 660 persons and expand and renovate the Jr. High School, increasing capacity to 200 students and 20 faculty.

The study boundaries for this analysis are Dade Street on the north, Ash Street on the south, 8th Street on the east, and the Intercoastal Waterway/Amelia River on the west, as in the previous supply/demand report. The study area consists of 35 blocks in historic downtown Fernandina Beach and is separated into three districts: the Marina, the Central Business District (CBD), and the Church/Residential district. Figure 1 illustrates the study area and the three districts.

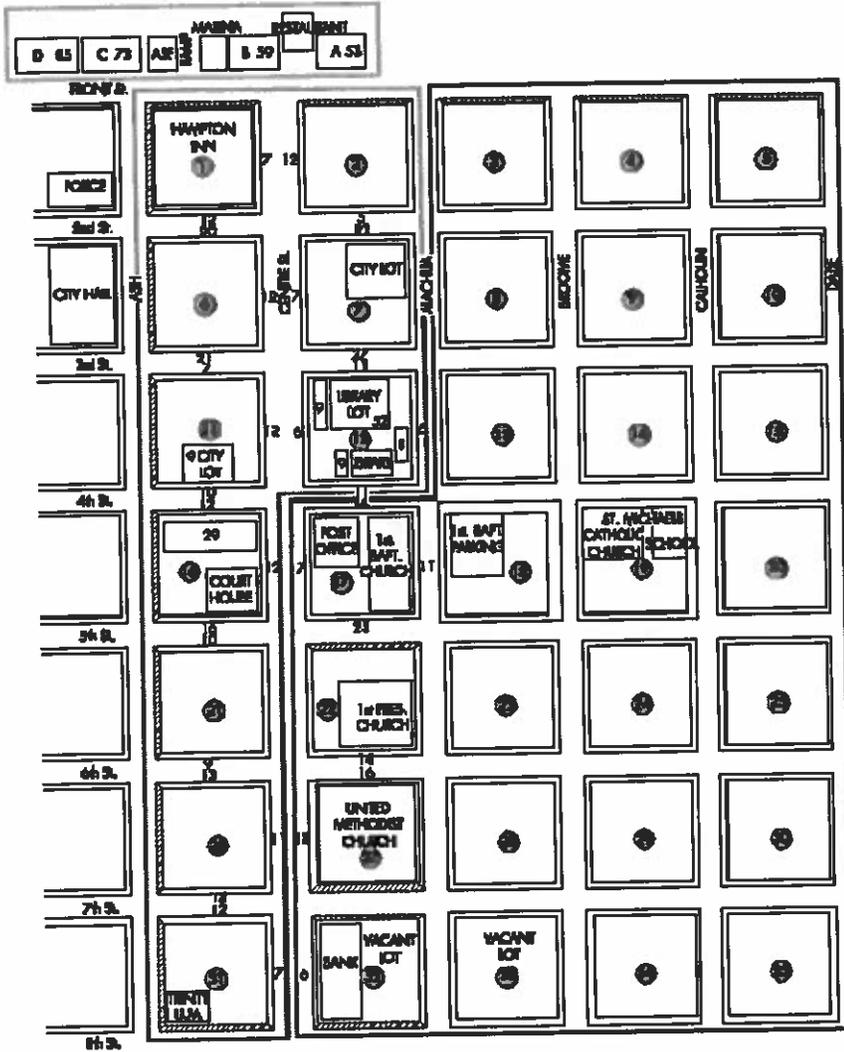
STUDY AREA

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FIGURE 1: City of Fernandina Beach Study Area



LEGEND:

-  Black Numbers
-  Lined Spaces
-  Estimated Spaces
-  Church/Residential District
-  Central Business District
-  Marina District
-  No Parking
-  NORTH

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The parking supply includes both on-street parking and surface parking spaces located off-street. On-street parking includes angled and parallel parking spaces located along the primary city streets. The study area was previously determined to have 1,535 spaces comprised of 432 off-street spaces (28%) and 1,103 on-street spaces (72%). All parking is free to both visitors and employees. The location of the 1999 parking supply by district is illustrated in the following table.

Table 1: 1999 Parking Supply

	Off-Street	On-Street	Total Spaces
Marina District	274	15	289
Central Business Dist.	158	334	492
Church/Residential	---	754	754
Total Spaces	432	1,103	1,535
Percent of Total	28%	72%	100%

Several ongoing municipal programs directly impact the parking supply. Jim Higginbotham, Director of Public Works, presented a copy of the Centre Street renovation and streetscape project plans (Waitz & Moye, Inc., project 97-131, dated 7/25/97). The most recently completed phase of the project is found along South 2nd Street in proximity to the new hotel. Future phases of the streetscape project will include improvement to the first block of North 2nd Street, the first block of North 3rd Street, the first block of South 3rd Street, and similar improvements to Centre Street from 6th Street to 8th Street.

The following changes in the CBD on-street supply are projected from these plans and notes thereon, and result in an overall negative impact on supply, as follows:

Table 2: Changes in On-Street CBD Parking

		1999	2000	Change
2 nd Street:	N of Centre	26	28	+2
	S of Centre	32	26	-6
3 rd Street:	N of Centre	38	30	-8
	S of Centre	28	30	+2
Centre Street:	6 th St. to 7 th St.	24	24	+0
	7 th St. to 8 th St.	13	10	-3
Net Change:				-13

PARKING SUPPLY UPDATE

Streetscape Project

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The Hampton Inn & Suites completed construction in mid-2000, adding 123 spaces to the off-street supply. The Marina restriped lot B, increasing capacity by 2 to 61 spaces.

The Department of Public Works also presented plans for improvements to two public parking lots. The 42-space gravel city lot, located at the northeast corner of North 2nd and Alachua Streets, is scheduled for paving, landscaping, and general renovation. According to the most recent plans, completion of this project will reduce the lot capacity to 39 spaces. An alternative to increase the area of this lot by acquiring the two lots to the south has the potential to increase capacity to 58 spaces, but this alternative is not assured.

The second city-owned lot, located on the west side of South 4th Street between Centre and Ash Streets, is scheduled for paving, landscaping, and general renovation. The city's improvement plan for this 9-space lot includes vacating the adjoining portion of the east-west Florida House drive (alley) on the south side of the site, resulting in a potential parking capacity of 22 spaces.

Changes in the CBD off-street supply are projected from these changes, and result in an overall positive impact on supply, as follows:

Table 3: Changes in Off-Street CBD Parking

	1999	2000	Change
Marina Lot B Restripe		+2	+2
Hampton Inn & Suites		123	+123
North 2 nd Street, at Alachua	42	39	-3
South 4 th Street, S of Centre	9	22	+13
		Net Change:	+135

The Department of Public Works trash dumpster placement program also has a negative impact on the parking supply. Various sized municipal trash collection dumpsters are located throughout the study area. Many of these receptacles are located on interior pads, off sidewalks, and in corner locations that do not impact the parking supply. However, a number of these receptacles are located in private and commercial parking lots, and within on-street parking spaces. The Department of Public Works supplied a list of dumpster locations.

The dumpster program impact on CBD on-street and off-street parking supply was observed and is reported in the following table.

Hampton Inn & Suites

North 2nd and Alachua Lot

South 4th Street Lot

Trash Dumpster Program

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Table 4: Dumpster Placement Impact

Location:	Description:	Impact:
<u>Front Street</u>		
1 S. Front Street	Brett's Waterway Café – (4 yard & 4 yard corrugated recycle). NW side of the waterfront lot at the end of Centre Street.	-2 (Marina) (off-street)
10 Ash Street	Atlantic Bait & Tackle and Fernandina Harbor Marina – (4 yard & 6 yard). S of boat ramp on the E side of S. Front St.	-1 (Marina) (off-street)
<u>North 2nd Street</u>		
31 N. 2 nd Street	Crab Trap Restaurant – (4 yard). West side of N 2 nd St. between Centre and Alachua on the SW corner of property.	-0-
201 Alachua Street	Golden Grouper Restaurant – (4 yard & 4 yard corrugated recycle). East of N. 2 nd St. between Alachua and Broome St.	-0-
401 N. 2 nd Street	Standard Maine Hardware – (3 – 4 yards). Kept inside fence until service, then placed on west side of N. 2 nd between Alachua and Broome St.	-0-
201 Centre Street	Chanderly Building – (6 yard & recycle). Located inside fence. Entrance off 2 nd St.	-0-
<u>South 2nd Street</u>		
101 S. 2 nd Street	Police Department – (4 yard). S of Ash St. between railroad tracks and S 2 nd St.	-1 (Marina) (on-street)
115 S. 2 nd Street	New England Flag and Banner – (4 yard). West side of S. 2 nd St. between Ash and Beech Streets.	-1 (CBD) (on-Street)
20B Beech Street	American Systems – (2 yard). SW corner of Beech St. and 2 nd Street.	-0-
Share Dumpsters	(Two 6 yard). East and west sides of S. 2 nd St. between Centre and Ash Streets on the street.	-2 (CBD) (on-Street)
<u>North 3rd Street</u>		
25 N. 4 th Street	Library Lot – (8 yard & 6 yard). E side of N. 3 rd St. between Centre and Alachua St.	-2 (CBD) (off Street)
113 Centre Street	Palace Saloon – (4 yard). Inside fence between Centre and Alachua.	-0-
<u>South 3rd Street</u>		
112 S. 3 rd Street	Ends-up-Upholstery – (2 yard). East side of S. 3 rd St. between Ash and Beech Streets.	-0-
117 S. 3 rd Street	Fernandina Lumber company – (two 6 yards & one 4 yard). Kept inside fence.	-0-
<u>North 4th Street</u>		
401 Center Street	US Post Office – (6 yard). On property behind the post office building.	-1 (CBD) (off street)

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Table 4: Dumpster Placement (Continued)

Location:	Description:	Impact:
<u>South 4th Street</u>		
318 Centre Street	O'Kanes Pub – (two 6 yards, & 6 yard recycle). In S. 4 th St. lot between Centre and Ash. Also grease container.	-4 (CBD) (off-street)
30 S. 4 th Street	Health Department – (6 yard, & 4 yard recycle). In corner of lot, and off sidewalk.	-0-
<u>North 5th Street</u>		
501 Centre Street	Rayland Company – (6 yard). E side of N. 5 th St. between Centre and Alachua St.	-0-
<u>South 5th Street</u>		
503 Centre Street	Barnett Bank – (6 yard). East side of N. 5 th Street between Centre and Alachua St.	-1 (CBD) (off-street)
502 Ash Street	Bottie B's Florist – (2 yard). East side of S. 5 th St. just off the street between Ash and Beech Streets.	-0-
511 Ash Street	Newsleader – (4 yard). N side of Ash St. in the lot between S. 5 th and S. 6 th .St.	-1 (CBD) (off-street)
<u>North 6th Street</u>		
515 Centre Street	Wass Drug Store – (2 yard). W side of N. 5 th St. just off the street between Centre St. and Alachua St.	-0-
<u>South 6th Street</u>		
516 Ash Street	Amelia Island Paint and Hardware – (2 yard). W side of S. 6 th St. just off the street between Ash St. and Beech St.	-0-
<u>North 7th Street</u>		
601 Centre Street	Methodist Church – (2 yard). W side of N. 7 th St. between Centre and Alachua, just off the street.	-0-
<u>South 7th Street</u>		
614 Centre Street	Bamboo House – (2 yard). W side of S. 7 th Street on the pad between Centre Street and Ash Street.	-0-
<u>North 8th Street</u>		
None.		
<u>South 8th Street</u>		
11 S. 8 th Street	Fernandina Schwinn Bicycle Shop – (6 yard). W side of S. 8 th St., SW corner of lot between Ash St. and Centre St.	-2 (CBD) (off-street)
17 S. 8 th Street	Nickle Pickle Deli – (2 yards). W side of S. 8 th St. in SW corner of the lot between Ash St. and Centre St.	-2 (CBD) (off-street)
710 Centre Street	Downtown Shell Station – (6 yard). W side of S. B th St., rear SW corner of site.	-0-

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St. Michael Catholic Church completed the expansion of its facility to increase seating capacity, and expand and renovate the Jr. High School. As a part of this project, the church increased on-street parking supply along the north, east, and south sides of the property by adding 10± graveled curbside spaces.

The combined impact of construction, restriping, streetscape, known city lot projects, and the municipal dumpster program is illustrated in the following table.

Table 5: Projected Parking Supply

	1999 Base	Development, Restripe & Lot Projects	Dumpster Program	Projected Supply
Marina District				
Off-Street	274	+2	-3	273
On-Street	<u>15</u>	0	-1	<u>14</u>
Total:	289			287
Central Bus. District				
Off-Street	158	+133	-13	278
On-Street	<u>334</u>	-13	-3	<u>318</u>
Total:	492			596
Church/Res. District	754	+10		764
Total Spaces	1,535	+132	-20	1,647

An inventory of vehicles parked in the study area was taken on March 7, 1999 at 12:00 p.m. and 7:00 p.m. and on Sunday, March 8 at 8:30 a.m., 10 a.m. and 12:00 p.m. The counts were performed during the weekend, which is the period that generates the peak demand for each district. Due to time constraints and low activity, off-street parking was not counted in the Marina District on Sunday at 10 a.m. and the Church/Residential District on Saturday.

Occupancy rates are the number of parked vehicles divided by the total number of spaces. The result is the percentage of spaces occupied at a given point in time.

The peak demand for the entire study area was found to peak on a Saturday evening at 703 vehicles. However, the total overall occupancy was only 46% at that time. This gives the impression that there is abundant parking available when in reality some areas are

OCCUPANCY RATES

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crowded while others are empty. It is more useful to determine the occupancies by district. This allows the peak demand to be compared to the parking supply for each district. The following table displays the vehicle counts taken at each peak time and the occupancy rates by district for the entire study area.

Table 6: Peak Occupancy Rates by District

Time	Marina		CBD		Church/Res.	
Saturday, Noon	205	71%	284	58%	46	6%
Saturday, Evening	155	54%	236	48%	312	41%
Sunday, 8:30 a.m.	75	26%	49	10%	387	51%
Sunday, 10:00 a.m.	0	0%	50	10%	463	61%
Sunday, Noon	128	44%	155	32%	357	47%

As shown in Table 5, the Marina peak demand was 205 vehicles, which occurred on Saturday at noon and produced an occupancy rate of 71%. This means that 71% of all parking spaces located in the Marina district were occupied at noon on Saturday.

The peak demand of 284 vehicles for the Central Business District (CBD) also occurred on Saturday at noon. The peak occupancy rate for the CBD was 58%.

The peak demand for the Church/Residential District of 463 vehicles occurred on Sunday at 10 a.m. The peak occupancy rate was 61%.

The occupancy rates indicate that there are enough spaces within each district to accommodate the current parking demand. However, crowded conditions exist in "preferred" spaces during each of the counts. Illustrations of the parking occupancies for the peak periods of Saturday noon and Sunday at 10 a.m., and the occupancies for the remaining three count periods may be found in the previously referenced report. The following observations regarding the typical parking patterns and behavior are noted by parking district.

Most of the parking spaces along Centre Street between Front Street and 5th Street tend to remain fully occupied during peak hours.

One-way streets within one block of Centre Street, and radiating away from Centre Street, tend to remain fully occupied during peak hours.

SUMMARY OF PARKING ACTIVITY

CBD Observations

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For example, the first block of 2nd Street north of Centre Street is directed away from Centre Street, and tends to be fully occupied. In a similar fashion, 3rd Street is directed southbound and the first block south of Centre typically is fully occupied. The spaces along these blocks are considered the preferred parking spaces because they are easily accessible and do not require circumnavigating the block. The appearance of insufficient parking occurs because the unused spaces require more effort to locate. It was noted that only 50% of the spaces along 3rd Street to the north of Centre Street, also in the heart of the CBD, were occupied during the peak period. The reason is that 3rd Street is one-way south, and to park along this section of 3rd Street requires the driver to go around the block to park.

It was also reported that local business employees occupy a significant number of the preferred spaces. This is a common problem in retail shopping areas.

In summary, there is adequate parking within one block on each side of Centre Street to accommodate the peak demand. However, the public prefers the convenience of the preferred parking spaces and may perceive that there is a parking shortage when, in reality, there is simply a shortage of preferred parking spaces, but plenty of reasonably located spaces.

As shown in Table 5, the Marina peak demand was 205 vehicles, which occurred on Saturday at noon and produced an occupancy rate of 71%. Parking supply in the Marina District is provided within the following areas, as follows:

Marina District Observations

Table 7: Marina Parking Supply

	2000 Base	Dumpster Program	Parking Supply
Lot A	53	-3	50
Lot B	61		61
Atlantic Seafood	4		4
Lot C	73		73
Lot D	<u>85</u>		<u>85</u>
Total Off-Street	276		274
On-Street	<u>15</u>	<u>-1</u>	<u>14</u>
Total:	291	-4	287

Lot A, to the north of Brett's Waterfront Café, is paved, well marked and striped. This lot is primarily accessed by restaurant patrons, and is not generally used by marina patrons. Approximately half of this lot is

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currently barricaded for marina construction purposes, which does not appear to negatively impact parking.

Lot B, to the south of Brett's Waterfront Café, is a mixed-use facility for restaurant and marina patrons. Lot B is paved, well marked and striped, and is the most heavily used facility.

Lots C and D, to the south of Atlantic Seafood, are non-striped, gravel lots. Signage indicates that Lots C and D are oriented to boaters, overnight and long-term parking. Lot D is the only lot to allow trailers. Access to these lots is fair, and irregular parking results from ponding and improper parking, and at various times, the 2nd center aisles may disappear altogether. Lot C appeared to be heavily used, but Lot D was only lightly used.

During the peak demand period on Saturday noon, parking within the Marina is more than adequate for current demand. Lots A and B tend to be occupied to capacity, while Lot C cannot be maximized because of the gravel surface and lack of striping, and Lot D is sparsely occupied due to its gravel surface, ponding, and poor condition.

The previous report illustrated the peak demand period for Church activity. Churches are located on blocks 17 (First Baptist), block 19 (St. Michael Catholic), block 22 (First Presbyterian), and block 27 (Memorial United Methodist). During peak demand periods on Sunday morning, most of the parking within one block of each church is full. However, there are many spaces available within two or three blocks of each church.

Even during the peak Sunday demand period, the library parking lot and Courthouse lot were empty. These lots are located within a reasonable walking distance (2 to 3 blocks) of these churches and provide comfortable, spacious parking. However, congregants perceive a parking shortage within a block of these churches and experience significant frustration as a result of this immediate traffic congestion, instead of walking two or three blocks.

Church/Residential District
Observations

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The City of Fernandina Beach is continuing to grow, and the Historic District is no exception. As development occurs, the demand for parking increases. The city is perceived as ultimately responsible to provide the needed parking supply.

A review of the City's zoning codes reveals that most businesses operating in the Historic District are not required to provide parking for their customers and employees. The only businesses required to provide parking are hotels and bed & breakfast establishments. Restaurants, retail shops, office buildings, and churches are exempt from parking requirements.

While the existing parking supply is adequate for the current demand, shortages will occur with future development. For this reason, we will project future parking demand for the known existing and most likely future development.

METHODOLOGY TO PROJECT FUTURE BASE RATIOS

Computing future demand begins with industry standards referred to as base ratios. The sources of these ratios include Urban Land Institute (ULI) studies, Walker Parking Consultants' national database, and client provided information. Parking demand ratios are generally based on parking spaces required per 1,000 square feet of gross leasable area (GLA). However, sometimes it is more accurate to project demand based on rooms (i.e. hotels), seats (i.e. stadiums, churches), or some other standard that better measures parking demand for the particular land use.

ADJUSTMENT TO BASE RATIOS

After the base ratios are determined, some are modified to reflect captive market effects and modal split.

CAPTIVE MARKET

The term "captive market" reflects the adjustment of parking needs and vehicular trip generation rates due to the interaction among land uses. It is used to adjust the parking needs of such uses as restaurants that are patronized by retail shoppers or nearby office employees. Parkers who plan to visit retail shops and restaurants and perhaps even an office building often use the parking spaces in the CBD. To avoid

FUTURE PARKING DEMAND

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double counting the parking demand, a captive market adjustment was made to acknowledge that retail shops, restaurants, and office traffic share parking spaces.

MODAL SPLIT

The base parking demand ratio assumes that all parking patrons arrive by private vehicle rather than by transit, carpooling, walking, or other alternate modes. This analysis includes auto use of 98 percent for the CBD, which indicates an assumption that only two percent of the visitors and employees will use an alternative transportation mode.

The base parking ratio is multiplied by the adjustments to produce a project ratio. The ratios are further subdivided into visitor and employee components. The purpose of this latter breakdown is to assist in subsequent parking planning, whether it is for feasibility analysis or parking management strategies. The allocation of parking demand to visitor and employee components is based on Walker experience and industry standard ratios.

The following table demonstrates the development of the project demand ratios for the study area.

Table 8: Project Parking Demand Ratios

Land Use	User Group	Base Ratio	Captive Market Adj.	Modal Split Adj.	Project Ratio	Unit
Central Business District						
Retail Stores	Customers	3.40	0.50	0.98	1.67	/1,000 sq. ft.
	Employees	0.60	1.00	0.98	0.59	/1,000 sq. ft.
Restaurants	Customers	5.00	0.50	0.98	2.45	/1,000 sq. ft.
	Employees	2.00	1.00	0.98	1.96	/1,000 sq. ft.
Office Buildings	Visitors	0.15	0.90	0.98	0.13	/1,000 sq. ft.
	Employees	2.85	1.00	0.98	2.79	/1,000 sq. ft.
Hotel	Customers	1.00	1.00	0.98	0.98	/room
	Meeting Rooms	40.00	1.00	0.98	39.20	/1,000 sq. ft.
Saloon	Visitors	13.30	0.80	0.98	10.43	/1,000 sq. ft.
	Employees	6.70	1.00	0.98	6.57	/1,000 sq. ft.
Church/Residential						
St. Michael Jr. High School	Visitors	0.10	1.00	1.00	0.10	student capacity
	Employees	1.00	1.00	1.00	1.00	/faculty
St. Michael Church Expansion	Members	0.40	1.00	1.00	0.40	/seat

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In addition to the observed occupancy data collected in 1999, the following developments were recently completed or are expected to be completed in the near term with sufficient certainty to be included in this analysis of the future demand.

FUTURE DEMAND PROJECTIONS

CBD DEVELOPMENT

One site consists of a 7,500 square foot vacant lot, located on the north side of Centre Street between 2nd and 3rd Streets, to be developed into a one-story retail store. Although the building will be constructed to support two additional floors, the specific time frame for the addition is unknown and therefore we used the one-story plan for projecting future demand. The exact size of the building is unknown. For this reason several assumptions were made to project future demand. The square footage of the building was calculated using the lot size less setback requirements. The square footage was then reduced by 15 percent to determine the gross leasable area (GLA) of the structure.

The fire-damaged saloon, located on parcels 30, 31, and 32, has been reconstructed. The first floor is remodeled for saloon and restaurant use. The second level will be office space. The leasable area of the structure was unavailable, so the GLA square footage was computed using the same assumptions as the first parcel.

Hampton Inn & Suites has been constructed at 19 South 2nd Street (at Ash Street). This hotel has 122 rooms, 2,000 square feet of meeting space, and is contractually committed to provide 123 off-street parking spaces.

The 1999 Walker report relied in part on the Pappas report of alternatives for Courthouse expansion and use. The report contains four possible scenarios for Courthouse expansion. Based on recent discussions with Fernandina Beach city officials, the most likely alternative is that the Courthouse and bank will remain at their current size (Scenario A). Scenarios B, C, and D assumed expansion of the Courthouse and bank, but neither appear likely at this time. Demand is projected using the office parking ratio of (visitors 0.13 + employees 2.79 =) 2.94 spaces per 1,000 square feet.

Table 9: Projected Courthouse/Bank Bldg. Parking Demand

Courthouse	Bank	Total	Office Ratio	Demand
9,566 S.F.	13,687 S.F.	23,253 S.F.	2.94	68 spaces

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MARINA DISTRICT

Marina management is engaged in a dock extension project, and anticipates that an additional 30 parking spaces will be necessary to support this project. A new 200-250 seat restaurant, Curt's Raw Bar, is planned to be developed on a lot just north of Brett's Waterfront Café.

Two land based gaming boats are coming on line. The Emerald Princess has executed a lease to moor adjacent to the marina. This lease stipulates that 125 non-exclusive spaces at the marina be available for the use of the Emerald Princess. A 50% captive market adjustment is applied on the basis of the previously developed restaurant/marina shared parking ratio.

A second gaming boat, Star Dancer (300± person capacity) is located about three blocks to the north of the marina, just outside the CBD area. This boat will conduct 2 cruises/day – 1-day and 1-night. Star Dancer has been required to supply 70-80 (graded gravel or better) spaces, plus an additional 15-20 overflow spaces on grass. While this is south of the Marina District, the presence of its patrons in the market area is anticipated to put more pressure on Marina parking.

CHURCH/RESIDENTIAL DISTRICT

Since the previous report, the St. Michael Catholic Church has completed renovation of the school to a capacity of 200 students and 20 faculty. The church also expanded its church by 582 square feet, for a total of 1,382 square feet, and increased seating capacity to 660 persons.

The following table illustrates the expected increase in peak parking demand, projected by district for these existing and most likely future developments.

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Table 10: Projected Increase in Peak Demand

Land Use	User Group	Project Data	Unit	Peak Parking Demand for Each Use	
				Project Ratio	Spaces
Central Business District					
Retail Stores	Customers	4,250	Sq. Ft.	1.67 /1,000 sq. ft.	7
	Employees			0.59 /1,000 sq. ft.	2
Restaurants	Customers	2,125	Sq. Ft.	2.45 /1,000 sq. ft.	5
	Employees			1.96 /1,000 sq. ft.	4
Office Buildings	Visitors	6,375	Sq. Ft.	0.13 /1,000 sq. ft.	1
	Employees			2.79 /1,000 sq. ft.	18
Saloon	Customers	4,250	Sq. Ft.	10.43 /1,000 sq. ft.	44
	Employees			6.57 /1,000 sq. ft.	28
Hotel Meeting Rooms	Customers	122	Rooms	0.98 /room	120
	Customers	2,000	Sq. Ft.	39.20 /1,000 sq. ft.	78
	Employees			0.32 /room	39
Courthouse and Bank Bldg.	Visitors	23,253	Sq. Ft.	2.94 /1,000 sq. ft.	68
Total					416
Marina					
Emerald Princes Casino Boat		125 non-exclusive		50% captive ratio	75
Marina Dock Extension				Estimated	30
Curt's Raw Bar	Customers	5,000	Sq. Ft.	2.45 /1,000 sq. ft.	12
	Employees			1.96 /1,000 sq. ft.	10
Star Dancer Casino Boat	Marina impact		Estimated		20
Total					147
St. Michael Church Expansion					
St. Michael Jr. High School	Visitors	200	Students	0.10 /student capacity	20
	Employees	20	Faculty	1.00 /faculty	20
St. Michael Church Expansion	Members	278	Seats	0.00 /seat	0
Total					40

From these calculations, it can be seen that the increase in peak future demand for the CBD is 416 spaces. The peak increase in the future demand for the Marina District is 147 spaces, and the peak increase in the Church District is 151 spaces.

An important concept in determining the required number of spaces is that of "effective supply." The total number of spaces is adjusted to reflect the effective parking supply. This adjustment provides a cushion of spaces to allow for the dynamics of vehicles moving in and out of parking stalls and to reduce the time required to search for the last few spaces. When occupancy exceeds the effective supply, parking patrons may experience delays and frustration while searching for a space. When this occurs, the parking supply may be perceived as inadequate even though there are some spaces available.

PARKING SURPLUS/DEFICIT

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The adjustment factor is based on the type of parking, the size of the area, and the users of the area. For instance, on-street parking is adjusted by 90% because it is more difficult to search for spaces on the street than it is in a lot, and is further reduced to 85% if on-street spaces are not striped. Small lots have little or no adjustment because it is easier to find the last spot in a small area. Lots that are not paved and striped are adjusted 80% due to inefficient parking. Based on Walker's experience and the mix of parking and utilization observed, the effective supply of parking available to the public in the Marina, CBD, and Church districts is shown in the following table.

Table 11: Effective Parking Supply

	Parking Supply	Adjustment Factor	Effective Supply
CBD			
Off-Street - Lined	277	95%	263
Off-Street - Non-Marked	0	80%	0
On-Street - Lined	318	90%	286
On-Street - Non-Marked	0	85%	0
	<u>595</u>		<u>549</u>
Marina			
Off-Street - Lined	115	95%	109
Off-Street - Non-Marked	158	80%	126
On-Street - Lined	8	90%	7
On-Street - Non-Marked	6	85%	5
	<u>287</u>		<u>248</u>
Church/Residential			
Off-Street - Lined	0	95%	0
Off-Street - Non-Marked	0	80%	0
On-Street - Lined	87	90%	78
On-Street - Non-Marked	677	85%	575
	<u>764</u>		<u>654</u>
Total Effective Supply			1,451

The parking demand for each of the three districts is compared to the effective supply to determine the projected parking surplus or deficit. Table 9 shows the computation of the projected parking surplus/deficit.

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Table 12: Projected Parking Surplus/Deficit

	CBD	Marina	Church/ Residential
Effective Supply	549	248	654
Less: Observed Peak Demand	(248)	(205)	(463)
Current Surplus	301	43	191
Less: Projected Demand Increase	(416)	(147)	(40)
Parking Surplus/(Deficit)	(114)	(104)	151

The CBD 301-space effective surplus includes the addition of new hotel spaces, before the projected impact of new hotel business is factored into the scenario. As stated in the previous Walker report, the existing parking supply appears to be adequate for peak demand prior to factoring the impact of projected increases in demand from new and most likely development in the CBD and the Marina Districts.

When the existing demand and the projected additional parking demand of these known and most likely future developments are deducted from the effective supply, the CBD will need an additional 114 spaces to meet future projected parking demand. The Marina district will need 104 additional spaces to meet its future parking demand.

A 40-space surplus is projected for the Church/Residential District. This indicates that existing parking is adequate to meet the future demand for the Church district, if these parkers are willing to park 2 to 3 blocks from the church. However, this assumes that church parkers will use all of the on-street spaces available within the study area excluding parking on blocks 3, 4, 5, 29, 30, 34, and 35 within this radius of the churches.

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A "public forum" was held on March 3, 1999, which allowed local individuals and groups to voice their opinions concerning the parking situation in downtown/historic Fernandina Beach. A more recent meeting attended by the Director of Community Development, the Director of Public Works, the Marina Director, and Walker Parking Consultants was held on May 24, 2000. The following comments and concerns were gleaned from these meetings, and are paraphrased and grouped by district, as follows:

A. Downtown Merchants

1. The peak demand for merchants is 10:00 a.m. to 6:00 p.m. The average closing time is 6:00 p.m. It was reported that the library parking lot empties at 5:30 - 6:00 p.m. A lot of employees park in this public lot.
2. Merchants are concerned that the streetscaping project will remove parking spaces along Centre Street from 6ⁿ to 8ⁿ Streets. (City plans indicate that no spaces will be lost between 6ⁿ and 7ⁿ Streets, and 3 spaces will be lost between 7ⁿ and 8ⁿ Streets. One block north and 1 block south on 2nd and 3rd Streets will lose 10 spaces.) It was noted that 58 spaces were added by the last major street project, making streets one-way with parallel parking on one side and angled parking on the other side.
3. It was mentioned that the city-owned lot at the southeast corner of Alachua and 2nd street lot is not maximized due to the arrangement of spaces. (Per our observation, this is a gravel lot with no spaces marked, but plans for renovation are noted.)
4. The city-owned lot behind the Florida House (4ⁿ Street Lot) needs to be improved to maximize usage (again, this is a gravel lot with no spaces marked, but plans for renovation are noted.)
5. It was suggested that the city should acquire land first. Construction of a garage should be the last thing done.
6. Bus parking was a frequent complaint. It was mentioned that the Freeman property behind the Golden Grouper would be good for bus parking.
7. Some merchants think that signs are confusing for first time users due to placement.

PUBLIC FORUM

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8. Centre Street parking is limited by signage stating "2-hr Parking, Customer Only," yet employees admit parking there. Parking limits are not enforced because the city ordinance doesn't support the current signs and they don't meet the uniform traffic code. Therefore, the courts won't uphold violations.
9. There are no delivery alleyways for merchants. All deliveries are made in front. Could deliveries be restricted in the CBD during certain hours and not be allowed during lunch?
10. Merchants want and need to be informed of any traffic flow changes.

B. Marine Advisory Commission

1. Marina representative acknowledges that it is responsible to maintain lots, but cannot charge for parking, and receives no city money to maintain parking. Slip fee is per foot. Currently 70% of slip fees are transient, and 30% are for permanent mooring.
2. A new dock will be constructed just north of Brett's restaurant. The environmental protection permit for Marina expansion beyond mud flats is requiring construction of a new Marine Education Center. Marina management concedes that the parking lot entrance is a mess, and is interested in looking at on-street style pay system alternatives.
3. A new restaurant, Curt's Raw Bar, is planned for a lot just north of Brett's. This will put more pressure on the marina. 200-250 seats planned.
4. The Marina is also concerned about the two boats that are coming on line. Star Dancer, a 300± capacity boat, is located about three blocks to the north of the Marina, outside the CBD area. . Will conduct 2 cruises/day – 1-day and 1-night. Star Dancer has been required to supply 70-80 graded gravel or better spaces + 15-20 overflow spaces on grass. Emerald Princess, a 350± capacity boat, is going to be moored adjacent to the Marina. Its lease requires 125 non-exclusive spaces at the Marina.
5. First priority should be people with boat slips, who should receive a pass to parking anywhere, anytime. – 24-hour parking okay. Second priority is charter boat customers.
6. Lot A is primarily for restaurant use, and is generally not used by

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marina customers. Lot A is paved and striped. Lot B is used mostly by Brett's restaurant patrons, but also is used by boaters, and is paved and striped. Lot C is occupied mostly by marina patrons, but has long term parkers who commute to Cumberland Island by boat but who don't pay any slip fees. Lot C is not paved and not striped. Lot D is lightly used as an overflow parking area, and is signed for trailers and long-term parking. Lot D is not paved and not striped. Long-term parking needs to be shifted away from core activity.

7. The new hotel is required only to provide 1 space for each hotel room (this includes employees), who will park where Marina employees now park.
8. The lot next to the North Lot of the Marina is going to be leased for a new restaurant. Land appears to be available between the beach and 2nd Street, north of the Marina and south of the switching yard. Diagonal parking could be located at switching yard on 2nd street going west. Also, there is vacant land by the museum and 2nd street.
9. Could be used for buses and campers.
10. Double-decker buses tour through residential areas. Need area for RV's and buses. Although, it was noted that buses usually drop off people and don't stay, so this isn't a real problem. 2nd to 6ⁿ Street on either side of Centre can be used. Reasonable walking distance for the Marine Advisory Commission is ½ mile.

C. Church Representatives

1. St. Michael's Catholic Church's busiest periods are on Saturday from 4:30 p.m. to 6:15p.m. and Sunday from 7:30 a.m. to 1:15 p.m. (peaking during the one-hour interval between services). Participants noted that cars parked on both sides of the street, which worked until recent complaints were made, and ticketing began. (Note: Walker observation showed cars still park on both sides of street. Ticketing was not observed. They used to have all cars park in same direction, which made entry and exit easier. Now, all cars are required to have the right wheel to the curb.
2. Methodist, Presbyterian, and Baptist Church's have daycare. Busiest hours are drop-off between 7:00 a.m. to 8:30 a.m., noon,

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and during pick-up between 5:00 p.m. to 5:30 p.m.

3. Catholic Church's representatives stated that expansion of the church (plans to renovate and expand Catholic Church and also open a renovated building for a Jr. High school with 200 children) will not increase demand but merely accommodate people currently standing and crowded in the sanctuary. Residents are concerned about safety when the school opens.
4. During funerals at the Catholic Church, all three street lanes are blocked while the service is on.
5. ADA spaces have been moved. Access is now at the end of the street and is farther from the entrance. (It is noted that current placement appears to meet handicap access requirements.)
6. Residents stated that painting lines on the street for spaces would be acceptable and would help, if a few feet on each side of residents' driveways were reserved for access. Residents feel like they're labeled anti-Catholic if they call police to report cars parked in front of their driveways.
7. According to attendees, the acceptable walking distance is about 2 blocks.
8. Centralized parking is inconvenient for the elderly and young. Not willing to provide valet services for handicap and elderly and utilize remote parking. The churches are not interested in a shuttle because it doesn't fit with culture, increases liability, and may not be handicap accessible.
9. Church representatives state that it is not financially feasible to pool their resources and pay for a parking solution. It was noted that the Bank on the corner by the Methodist Church is for sale. Could the City buy it?

D. Chamber of Commerce

1. Chamber of Commerce representatives recommended a review of the city ordinances. They are concerned about the impact of future demand generators, and they want the maximum parking available on city-owned land.
2. It was reported that office workers have limited places to park

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downtown since most on-street parking is limited to 2 hours. Employees are willing to pay for monthly parking, if close.

3. The Chamber is more interested in conceptual recommendations for retail parking, not specific locations. It is felt that if the courthouse comes back, church issues, except Catholic, will be solved. On Sunday, the Library lot is empty.
4. Three times suggested that land behind the Crab Trap be used for parking.
5. Chamber representatives were concerned that the Bookstore block behind Florida House is under-developed. (Again, plans for renovation of this lot are noted.)
6. In the downtown retail and marina districts, new developments might be required to provide parking or pay a city CBD fund "in lieu" of replacing lost parking.

In response to our review of the various development plans presented to the city, Walker Parking Consultants engaged in an effort to determine if the projected future shortfall in CBD and Marina parking and the various concerns of each constituent group can be addressed by the development of various options, such as 1) restriping of existing parking to gain additional parking capacity, 2) determining whether existing public parking facilities may be expanded to increase parking capacity, and 3) evaluating potential sites for the suitability of future parking lots or parking structures.

Walker Parking Consultants evaluated the existing parking dimensions in downtown Fernandina Beach to determine whether or not they could be restriped in order to gain parking spaces. Generally, there are three methods by which restriping may be accomplished. The first method by which striping may be accomplished is by simply reducing the stall width, without changing the angle or module. Gains from this method are usually minimal, on the order of two to five percent of original capacity.

The second option is to change the angle and the stall width so that the combination of stall/angle/module meets new dimensional standards. If a facility was originally striped with one-way traffic flow, both the angle and the stall width may be changed on the same module, with a five to ten percent increase in capacity.

SOLUTIONS AND ALTERNATIVES ANALYSIS

STRIPING OPTIONS

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The third method of restriping is to change the entire configuration of a parking facility to achieve the maximum possible capacity. This generally requires relocating islands, light poles, etc. within the facility. This option is the most expensive approach to facility restriping, but significant increases are common. Thus, Walker Parking Consultants conducted an analysis of the existing parking facilities to determine if there is the potential to construct increased capacity. In examining the potential to modify such parking dimensions, two problems were immediately encountered.

The first restriction to on-street improvement from restriping is the result of the basic streetscape design. This design typically segments blocks of on-street parking into small sections of 5 to 7 spaces in a group divided by concrete curbed landscaped islands. The impact of these parking segments is that most reductions in space width are not sufficient to generate an additional space in such a segment. Also, the use of poured concrete curbs results in fixed angles that cannot accommodate a change in parking angle. Thus, significant improvements in on-street parking in the CBD area cannot be achieved by restriping.

The areas with the greatest potential for gain are areas that are not striped at the present time. These areas include the gravel Lots C and D at the Marina, and on-street parking spaces in the Church/Residential District. The true benefit of striping of the Marina lots cannot be realized without grading and paving. These improvements will result in a substantial improvement in parking efficiency with is reflected in a higher effective supply factor, and a corresponding increase in the effective supply, as estimated:

	<u>Capacity</u>	<u>Factor</u>	<u>Effective Supply</u>
<u>Marina District:</u>			
Off Street - Non-Marked	158 spaces	80%	126 spaces
After Striping	158 spaces	95%	<u>150 spaces</u>
Net Gain			24 spaces
<u>Church/Residential District:</u>			
On Street - Non-Marked	677 spaces	85%	575 spaces
After Striping	677 spaces	90%	<u>609 spaces</u>
Net Gain			34 spaces
Total Gain in Effective Parking:			58 spaces

Thus, it is shown that an immediate gain of approximately 58 spaces can be achieved simply by paving and marking spaces. However, at this point, a second major problem is found within the Fernandina

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Beach Zoning Ordinance itself.

Zoning Section 126-456: Design Requirements states "Parking space dimensions shall be a minimum of ten (10) feet by twenty (20) feet." This description is too inflexible to adequately provide for today's needs and does not allow sufficient flexibility for changes in parking angle and other applications. In fact, it was noted that some on and off-street parking areas have been striped in violation of this ordinance.

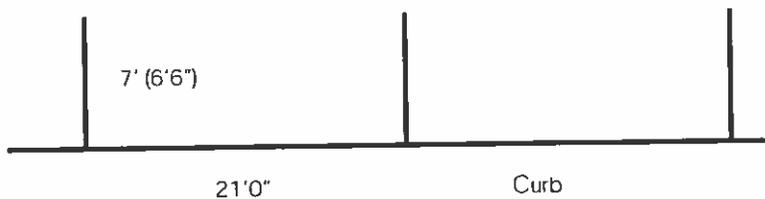
In order that the city may embark on such a striping program, and be able to maximize its effects and that of the current CBD streetscape redevelopment project, it is recommended that the Zoning Ordinance of Fernandina Beach be amended to include the following basic minimum dimensions for the painting of on and off street parking spaces.

On-Street Parallel Space Dimensions:

Typical space length along curb = 21'0"

Typical space width from curb = 7'0"

Recommended dividing line length = 6'6" projection from curb.



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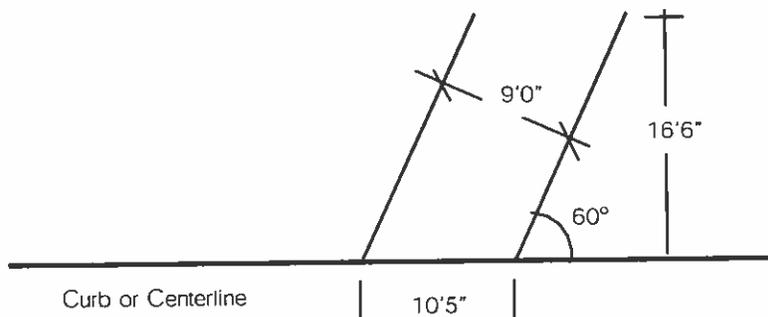
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Typical Angled Space (60°):

Typical space width = 9'0"

Typical space length along curb = 10'5"

Typical space projection from curb = 16'6"



90° On-Street and Off-Street Parking:

Walker has developed a "level of service" (LOS) approach to parking dimensions. This approach classifies different combinations of parking geometrics as providing a certain level of service. Five levels of service are used: LOS A (excellent) to LOS E (unacceptable). LOS A provides the most generous parking geometrics, while subsequent levels provide less generous parking geometrics. Through this approach, the design can be tailored according to the expected type of users and mix of vehicles. Unfortunately, because of the overall market shift to larger SUV type vehicles and greater use of sport pickups, we do not recommend striping any spaces less than 8'6" wide (LOS C). The following criteria define each level of service.

LOS A: Typical user – First time and short-term customers and visitors, high turn-over locations.

Typical space width = 9'0"

Recommended space depth = 18'0"

Recommended line length = 16'6"

LOS B: Typical user – Short-term customers and visitors, familiar with location, moderate turn-over locations.

Typical space width = 8'9"

Recommended space depth = 18'0"

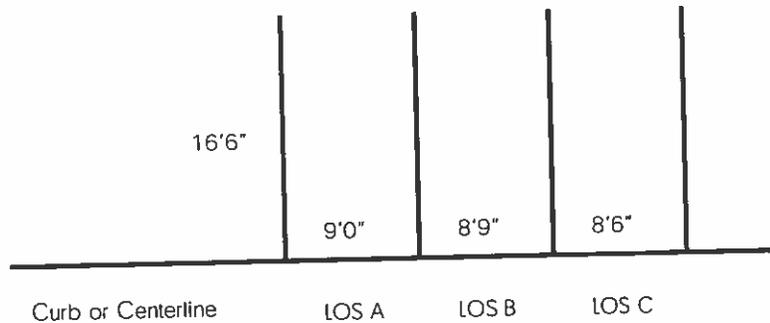
Recommended line length = 16'6"

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LOS C: Typical user – Employees and all day parkers, low turnover locations
Typical space width = 8'6"
Recommended space depth = 18'0"
Recommended line length = 16'6"



Due to the particular concerns of the City of Fernandina Beach, the LOS A is generally recommended for most circumstances; however, use of LOS B and LOS C can result in more parking spaces for employees and all day parkers in the same land area. Even when maintaining the desired 9 foot wide space dimension, many other dimensions change when differing degrees of angled parking is considered. A complete discussion of the impact of these inclusions are not discussed within this report, but a description of typical parking dimensions recommended by Walker Parking Consultants is included in the Appendix.

In discussing the impact of the Fernandina Beach Zoning Ordinance, another powerful section is exerting a negative impact on parking supply. The current code does not require any uses, other than lodging businesses, to supply parking.

Zoning Section 126-455: Design Requirements states, "Due to the nature and character of the Central Business District, the provision of off-street parking and loading will not be required, except for hotels, motels and bed and breakfast accommodations (one space per room). For these uses, the off-street parking requirements shall be satisfied within 1,000 feet of the property involved and as otherwise required under this article."

This is interpreted to require parking within 1,000 feet for such new hotel uses, but not even on the subject property. It is assumed that new development by all other uses is going to consume land currently used for

ORDINANCE ISSUES

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parking, and many uses cannot be forced to supply more parking. This leaves the City to supply virtually all additional parking in the future.

Another ordinance failure is evident with regard to Centre Street parking. On-street parking along Centre Street is limited by well posted signs stating "2-hr. Parking, Customer Only," yet employees continue to park there. Parking limits are not enforced because the city ordinance doesn't support the current signs, as they do not meet the uniform traffic code. Therefore, the courts won't uphold violations.

In order to deal with the various zoning issues, it is recommended that the city seek to enact appropriate changes to the current zoning ordinance as soon as possible. As one solution, Fernandina Beach may wish to enact new legislation to establish the CBD as a Planned Development District. Within such a district, it may be required that a parking lot plan must be submitted to the Planning Advisory Board for investigation and recommendation to the Board of Adjustment as part of the consideration of any Development. The Board of Adjustment has the authority to issue zoning variances, including reducing or increasing the general zoning requirements as part of the overall approved development plan. Many times, specific requirements may be modified to meet the needs of the project.

As a registered historic landmark, it may be possible for Fernandina Beach to achieve a waiver to the uniform traffic code for standard parking signs within the historic Central Business District, accept the use of existing signage within the CBD, or establish acceptable language for the alteration of these signs. The cost of such a program is nominal in comparison to the parking benefit.

Since the number of parking spaces to alleviate the parking shortage could not be gained solely from re-striping, Walker Parking Consultants conducted an analysis of the existing parking facilities to determine if there is the potential for existing public parking facilities to be expanded to increase parking capacity. This included an analysis of alternative surface parking or development sites for new parking facilities.

As part of this study, the following steps were taken.

1. Developed a map identifying the footprint of all potential development sites within the study area.
2. Identified the current use of each alternative site.
3. Identified any development restrictions on each site.
4. Observed the accessibility of each site and attempted to determine

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- any significant conflicts with current traffic patterns.
5. Evaluate each site's future versatility. Does the site have the ability to meet short-term needs while providing expandability/adaptability for future unknown conditions?
 6. Does the site best serve the community from an urban planning approach?
 7. Evaluate the added capacity needed to account for the displaced spaces on each potential development site.
 8. Evaluate each site in relation to its proximity to dominant demand generators in the area.
 9. Evaluate each site based on its accessibility to pedestrians walking to and from the parking facility.
 10. Evaluate the security risks and benefits of each potential site.
 11. Evaluate the relative costs associated with each potential site.

Having re-examined the supply/demand situation in light of the known and most likely development projects, the current supply/(deficit) within each district was calculated. This effective supply/(deficit) is altered by assumptions of gains from paving and striping of Marina Lots C and D, and by marking of on-street spaces within the Church/Residential District, as follows:

	CBD	Marina	Church/ Residential
Eff. Parking Surplus/(Deficit)	(114)	(104)	151
Gain from Striping		24	34
Net Eff. Parking Surplus/(Deficit)	(114)	(80)	185

A study was completed to identify and evaluate potential parking solutions for this deficit. Discussions with Fernandina Beach staff and Walker investigation have resulted in four potential parking solutions being identified. The alternatives described herein are based on the best information currently available. We have been conservative in our estimate of the new spaces produced by each alternative. The actual number of spaces to be gained may vary based upon the actual site dimensions and the final design selected.

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Alternative #1: Expansion of the North 2nd Street and Alachua Street Lot. The Department of Public Works also presented plans for improvements to two public parking lots. The 42-space gravel, city-owned lot located at the southeast corner of North 2nd Street and Alachua Street, is scheduled for paving, landscaping, and general renovation. According to the most recent plans, completion of this project will reduce the lot capacity to 39 spaces. An alternative exists to increase the area of this lot by acquiring the two lots to the south. This has the potential to increase capacity to 58 spaces. The land is currently offered for sale for \$180,000 or \$9,474 per added space. Traffic would be unchanged, and motorists would continue to enter from Alachua Street. As the existing lot is currently scheduled for improvement, only the additional incremental cost is considered in this alternative. Alternative parking during construction is not a factor.

This site is of insufficient size to accommodate a parking structure. However, if the blue restaurant building site to the south could be acquired, the resulting site would be 205 feet in length, which could be long enough to accommodate a parking structure. However, this site is considered to be too remote from primary traffic generators to justify development of a parking structure at this time.

Alternative #2: Broome Street Lot. The city owns an undeveloped lot at the southeast corner of Broome Street and North 2nd Street. This lot is approximately one block north of Alternative #1. The site has approximately 125 feet of frontage along the south side of Broome Street and 150 feet of frontage along the east side of North 2nd Street. Ingress and/or egress are possible from either street. The property appears to be sunken in the center, and will require significant fill to be developed for parking, but paving may not be necessary. The potential space gain is 58 spaces, and would be of service to all three parking districts. Traffic patterns would be relatively unaffected and alternative parking during construction is not a factor.

Alternative #3: Antique Warehouse Lot. A vacant site owned by Mr. Robert Selton, broker, is currently offered for sale at \$1,512,500. The site contains 14 city lots in the center of the block bounded by Front Street, Centre Street, Alachua Street, and North 2nd Street, and is partially occupied by a 6,000 SF vacant warehouse improvement at \$457,500. Demolition of the 6,000 square foot warehouse is not considered, due to the historic nature of the area. The remaining land area is assumed to contain approximately 28,750± square feet of land area. The remainder of the asking price is \$1,055,000. It is assumed that this land can be acquired for \$800,000 (75% of the asking price). As an alternative parking location, if 28,750 square

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feet is improved for parking at 300 square feet per space, approximately 96 new spaces can be introduced to the Marina and CBD area. Traffic patterns would be relatively unaffected by this alternative. Access could be from Front Street and North 2nd Street. Alternative parking during construction is not a factor.

Alternative #4: Police Station Lot. The city owns the police station located at the southeast corner of South 2nd Street and Ash Street. The site has approximately 165 feet of frontage along the south side of Ash Street and approximately 150 feet of frontage along the west side of South 2nd Street, and contains approximately 24,750 square feet. Relocation of this office is under discussion, and the site is potentially available for conversion to parking. The building is not considered to be historic. Demolition and site preparation are estimated at \$75,000. At 300 square feet per space, approximately 82 new spaces can be created within the Marina and CBD area. Traffic patterns would be relatively unaffected by this alternative. Access could be from Front Street, Ash Street or South 2nd Street. As the current parking is for police only, alternative parking during construction is not a factor.

Alternative #5: Library Lot. The Library Lot is located on the east side of North 3rd Street between Centre Street and Alachua Street. The site is also bounded by the Allen Building and its associated 5,000 square foot tenant parking lot to the south and by the Alachua Club to the north. The current footprint of this combined open area is approximately 260 feet in length and approximately 120 feet wide, and currently provides 88 parking spaces.

While this area is under separate ownership and is intensively utilized, we believe that there is a possibility that these parking areas can be cooperatively combined into a more efficient configuration, and has the potential to be improved with a single level, parking deck. Assuming a two-way, two bay structure, it is estimated that the capacity of the combined area can be increased from 88 spaces to 170± spaces, for an increase of 82± spaces. Approximately 100 spaces could be added per additional floor. Assemblage of this site will be difficult. Construction costs are much higher for a structure. Traffic patterns would be affected by this alternative and such a development would impact the surrounding properties. Access could be from North 3rd Street, North 4th Street or Alachua Street. Alternative parking during construction is an important consideration for this site.

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Please note that each of these alternatives represent concepts only and not necessarily final designs. Each scheme is used to generate discussions regarding site selection and also to determine the parking capacity that could be realized on each site. The alternatives presented could be modified by changes in design. In some cases, flexibility may exist to expand to the maximum dimensions. In other cases beautification requirements, setbacks, or other factors may alter the actual dimensions and capacity of each alternative.

Cost Comparison

A tabulation of the preliminary estimated costs for the five alternatives is shown in the following table. The construction cost represents the estimated costs (2000 dollars) of the facilities based on unit costs known to Walker. These estimates include typical amenities, concern for pedestrian comfort, security considerations, etc.

The construction cost does not include any costs associated with the relocation of utilities. Only the incremental cost of land acquisition is estimated. The site development costs include estimated costs to demolish existing structures.

The total project cost is the sum of the estimated construction cost and an additional 25% for soft costs, which include the estimated costs of design, construction observation, surveys, and contingencies. The project cost is then divided by the number of added spaces (cost per added space) which most fairly represents the economy of each solution for comparison purposes.

Although the cost per added space might seem at first to be the overriding concern, the alternatives also have operating costs. Therefore, an estimate of the annual cost to own and operate each alternative is performed. Although it may be necessary to pay cash for land, financing costs have also been assumed at 7% interest over 20 years.

Estimated operating costs are based on our data bank of parking facility operating costs. All of the alternatives are assumed to be unattended. The reader is cautioned that these figures are preliminary estimates, only, and are based on typical unit costs, which may vary from actual results. It must be remembered throughout this analysis that the purpose is to compare the alternatives on an *apples to apples* basis.

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"cost analysis" excel page.

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COMPARISON OF ALTERNATIVES

The matrix shown in the following table evaluates the five parking alternatives for Fernandina Beach on the basis of objective and subjective criteria. Some of the criteria, such as net marginal cost per added space, can be scored objectively. The associated value is shown in the matrix. For each subjective category, such as internal function, a value of 5 = excellent, down to 1 = poor may be awarded. Next, each is weighted by assigning it points, the sum of which total 100 points. These points have been reviewed to be consistent with the values of Fernandina Beach. The criteria chosen to evaluate the alternatives are as follows:

Net Annual Marginal Cost per Added Space: The estimated annual cost to own and operate the facility divided by the number of spaces added. The scores were assigned to each alternative based on the net annual marginal cost per added space with the more costly being 2 and the less costly being 3.

Location vs. Program: A judgement of how closely the location of a new alternative matches the location of the generator of parking demand and meets the need for additional spaces. This is a partial measure of user acceptance.

Visibility: The ability to identify the parking location both to the driver arriving in town and to the pedestrian returning on foot. It has recently been recognized that visibility of a parking facility from points along major paths is more significant in its acceptance than the walking distance. One example is that relatively long walking distances are acceptable in large shopping centers while people resist parking around the corner in the typical central business district. Security is a big factor, but other perceptual forces are at work as well.

Pedestrian Experience: Consideration of the walking path and distances to/from the facility and conflicts with traffic patterns.

Traffic Impact: The ability of vehicles to move to and from the area without conflicting with existing and future traffic patterns. A large parking facility with its access onto major streets would have the greatest parking impact.

Internal Function: The ease of finding the available space, of relocating the parking facility on return, and the ease of exiting the system.

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Security: The ability to safeguard the personal safety and property of the potential users. The key to security is visibility; those facilities with the best internal and external visibility are ranked the highest. Surface lots provide good security because of their lack of hiding places; however, high visibility from the activity centers is also a determining factor of security. Parking structures with flat levels above ground are best from a security standpoint. Conversely, the more the facility is obscured, located underground, and/or the more complex the ramping system, the more difficult it is to provide security.

Future Versatility: The ability to gain additional spaces in the future, as well as to retain sites for future construction.

Image/Visual Impact/Aesthetics: The compatibility of the proposed parking facility with the present and future surroundings and the adjoining neighbors.

A total rating was determined for each of the alternatives. A weighted average rating, determined by Walker from our meetings with the city staff, was also calculated to reflect the relative importance of the criteria. The solutions were then ranked utilizing both total ratings (weighted and unweighted). The final determination of the relative attractiveness of the alternative solutions must rest with the City. However, this analysis provides a reasonable and supportable look at the alternatives upon which to base such a decision.

On the basis of this analysis, Alternatives #2 (Broome Street Lot), #3 (Antique Warehouse Lot) and #4 (the Police Station Lot) are determined to be the highest ranking alternatives. By completing the construction of these alternatives, a total of approximately 236 spaces may be added to the off-street parking supply.

Operational considerations of the City of Fernandina Beach may lead to the decision to retain the police station building improvement at its current location, either for its continued use by the city or for lease. In this event, Alternatives #1 (2nd Street and Alachua Street Lot), #2 (Broome Street Lot), and #3 (Antique Warehouse Lot) are recommended as the best alternatives. By completing the construction of these alternative development sites, a total of approximately 173 spaces may be added to the off-street parking supply.

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CONCLUSIONS

Parking alternatives and parking management strategies must be developed and instituted within the next 6 to 12 months to better utilize existing parking and to alleviate the projected parking shortage that will become apparent with the arrival and operation of the new gaming boats and other anticipated Marina and CBD development.

Having re-examined the supply/demand situation in light of the Centre Street streetscape project, the city dumpster program, city lot projects, and the known and most likely development projects, the current effective supply/(deficit) within each parking district was determined. Immediate gains are found to be realizable within the Marina District by paving and striping existing off-street parking areas, and similar gains are found to be possible within the Church/Residential District from striping of on-street spaces. Thus, the effective parking shortage is reduced by the assumed gains from paving and striping of Marina Lots C and D, and by marking of on-street spaces within the Church/Residential District. The projected effective parking deficit is restated, based on these assumptions, as follows:

CBD (114)	Marina (80)	Church/Residential 74
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Thus, based on the information provided to us by the City of Fernandina Beach and the data gathered by Walker, it is determined that the historic area will need approximately 114 additional spaces in the CBD and 80 additional spaces in the Marina to handle the projected parking needs through year 2001.

The *perception* of a parking shortage in the Church/Residential District is more evident than an actual shortage. In fact, our observations tend to confirm that there is a small surplus. But, addressing the CBD and Marina Districts shortages will also make significant progress toward relieving this *perceived* parking shortage in the Church/Residential District, as most new spaces will also be available to this district on Sundays.

To provide additional supply to meet the CBD and Marina Districts' parking needs, we evaluated five parking alternatives. Each alternative was compared to the others using a weighted matrix. Based on that matrix, alternatives #3 and #4 are determined to be the highest-ranking alternatives. The strategic locations of these two properties are such that they support both the north and south ends of the Marina District as well as the west side of the CBD.

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Recommendation "A:" Through the recommended construction of Alternatives #2 (Broome Street Lot), #3 (Antique Warehouse Lot), and #4 (Police Station Lot), a total of approximately 236 spaces could be added to the off-street parking supply. At the average effective supply factor of 90%, construction of 236 spaces should result in an addition to the effective off-street parking supply of 212 spaces.

Recommendation "B:" As previously mentioned, the City of Fernandina Beach may decide to retain the police station building improvement at its current location, either for its continued use by the city or for lease. If this alternative site is not available, Alternatives #1 (2nd Street and Alachua Street Lot), #2 (Broome Street Lot), and #3 (Antique Warehouse Lot) are recommended as the best remaining combination. By developing these three sites, a total of approximately 173 spaces will be created. At the average effective supply factor of 90%, construction of 173 spaces should result in an addition to the effective off-street parking supply of 156 spaces.

Table 15: Supply Comparison

	Recommendation "A"	Recommendation "B"
Alt. #1 (2 nd & Alachua)	0	19
Alt. #2 (Broome St.)	58	58
Alt. #3 (Antique WH)	96	96
Alt. #4 (Police Station)	<u>82</u>	<u>0</u>
Total	236	173
Effective Supply Factor	<u>x .90</u>	<u>x .90</u>
Effective Supply	212	156
Less: Unmet Demand	<u>.194</u>	<u>.194</u>
Surplus (Deficit)	18	(38)

The 212-space addition to the effective parking supply afforded by Recommendation "A" will address the immediate parking concerns through 2001 by satisfying the projected effective 194-space shortage, and provide a small cushion for the occurrence of some unforeseen additional parking demand. While Recommendation "B" is less than optimal, this addition to the parking supply will address the majority of the immediate parking problem, satisfying more than 80% of the projected unmet demand.

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Table 16: Development Cost Comparison

	Recommendation "A"	Recommendation "B"
Alt. #1 (2 nd & Alachua)	\$000	\$229,063
Alt. #2 (Broome St.)	\$148,438	\$148,438
Alt. #3 (Antique WH)	\$1,175,000	\$1,175,000
Alt. #4 (Police Station)	<u>\$248,438</u>	<u>\$000</u>
Total Estimated Project Cost	\$1,571,875	\$1,552,500
Physical Supply Added	236 spaces	173 spaces
Cost per Space	\$6,660	\$8,974
Effective Supply Added	212 spaces	156 spaces
Cost per Effective Space	\$7,412	\$9,952

While the cost of development appears to be slightly lower for Recommendation "B," the cost of development per space is considerably lower for Recommendation "A." Based on the number of effective spaces created, the cost of development for Recommendation A is approximately \$2,540 less (25% less) per effective space than Recommendation "B."

Table 17: Marginal Annual Cost Comparison

	Recommendation "A"	Recommendation "B"
Alt. #1 (2 nd & Alachua)	\$000	\$23,211
Alt. #2 (Broome St.)	\$19,610	\$19,610
Alt. #3 (Antique WH)	\$118,917	\$118,917
Alt. #4 (Police Station)	<u>\$31,314</u>	<u>\$000</u>
Total Estimated Annual Cost	\$169,840	\$161,738
Physical Supply Added	236 spaces	173 spaces
Annual Cost per Space	\$720	\$935
Effective Supply Added	212 spaces	156 spaces
Annual Cost per Eff. Space	\$801	\$1,037

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The estimated marginal annual cost of Recommendation "A" is approximately \$170,000 per year, compared to approximately \$160,000 per year for Recommendation "B." However, because of the greater number of spaces created, the annual cost per space of Recommendation "A" is approximately \$236 less (23% less) per effective space than Recommendation "B."

The net annual cost to support these recommended parking projects are substantial, but appear to be manageable. Walker feels that these and other parking projects must be supported by new sources of revenue. Two such sources include a parking development fund and the installation of on-street parking meters.

It is important to note that if the Zoning Ordinance is not amended, the continued development of Fernandina Beach will require ever greater investments by the City in parking infrastructure. Such Zoning Ordinance changes must include the previously described changes in striping dimensions, parking signage requirements, and specify increased parking requirements for a broader selection of potential land uses.

Zoning Ordinance changes might include new legislation to establish the CBD as a Planned Development District. Within such a district, it may be required that a parking lot plan must be submitted to the Planning Advisory Board for investigation and recommendation to the Board of Adjustment as part of the consideration of any Development. The Board of Adjustment has the authority to issue zoning variances, including reducing or increasing the general zoning requirements as part of the overall approval of such a plan. Many times, specific requirements may be modified through negotiation. One such negotiating tool that can be established may be the creation of an alternative parking fund, supported by a parking impact fee, to replace a portion of a legislated on-site parking requirement.

A second source of parking development funding is the establishment of an on-street parking meter program in the CBD. At the conclusion of the Centre Street streetscape redevelopment project, the CBD will contain approximately 318 on-street parking spaces within one block of either side of Centre Street from Front Street to 8th Street. Establishment of a \$0.50 per hour parking fee within the CBD for 318 metered spaces would collect more than \$200,000 per year (assuming an average \$0.25/hr. meter collection for 10 hours per day per meter from 7:00 a.m. to 5:00 p.m. over 260 days per year).

It is noted that the streetscape project already includes numerous

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modern appliances for electrical outlets and street and security devices in support of the annual Shrimp Festival. Objections to the aesthetic impact of parking meters in the historic district can be minimized by the use of a new class of parking meters, the "multi-bay parking meters." The visual impact of parking meters can be minimized in this application, because one meter can collect parking revenue for a block of parking spaces (typically 3 to 12 spaces), and not require that the entire block be cluttered with meters.

Meter parking in the Marina lots for short-term parkers (2-hr. or less) is not recommended at this time, however, a parking enforcement policy, appropriate signage, and a parking permit system for long-term parking may need to be implemented in the near future. Parking can be designated for restaurant and Marina use in Lots A and B, and for Marina and Casino Boat use in Lots C and D. Long-term parking and trailer parking can be relocated. But, perhaps the greatest impact from such a policy is that employees can be identified and relocated to the more remote alternative lots.

It was also reported that a significant number of the preferred spaces in the CBD District are occupied by local business employees. This is a common problem in retail shopping areas, but these employees also need to be relocated to less desirable spaces. The use of parking meters, 2-hour parking limits, and other parking regulations must be enforceable. To achieve this, Fernandina Beach must either seek a waiver to the uniform traffic code for standard parking signs within the historic Central Business District, or establish acceptable language for the alteration of these signs. The cost of such a program is nominal in comparison to the parking benefit.

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A limited investigation has been made and therefore, no responsibility is assumed for legal matters associated with this analysis. This includes but is not limited to property ownership issues, tax matters, occupancy rates, etc.

1. Information furnished by others, upon which portions of this report are based, is believed to be reliable, however, it has not been verified in all cases. No warranty is given as to the accuracy of such information.
2. No soil analysis or geotechnical surveys were ordered or made in conjunction with this report, nor was an investigation made of any water, oil, gas, coal or other subsurface mineral and use rights conditions.
3. It is assumed that there are no hidden conditions of the property, subsoil, or structures that render it more or less costly to construct. No responsibility is assumed for such conditions or for arranging for engineering studies that may be required to discover them.
4. Responsible ownership and competent property management are assumed.
5. No responsibility is taken for changes in market conditions, and no obligations assumed to revise this report to reflect events or conditions, which occur subsequent to the date hereof.
6. Any estimates, projections, or information provided by Walker may be premised in part upon assumptions provided by others. Walker may not have independently investigated the accuracy of all assumptions.
7. Estimated costs and operating expenses are projected based on preliminary functional designs and may vary according to the final design.
8. As a result of the inherent uncertainty and probable variation of the assumptions, actual results will vary from estimated or projected results. The variations can be material and Walker makes no warranty or representation, expressed or implied, as to the accuracy of estimates or projections.
9. This report should not be used to obtain project financing.

LIMITING CONDITIONS