

Final Report

of the

Chancellor's Special Advisory Committee on Parking

August 12, 2002

Introduction

In the Spring of 2001, UCSB parkers learned of plans to build new parking structures that would raise monthly parking fees from the present \$35/month to \$50/month on July 1, 2002, and to \$125/month or more by 2005-06. This set off a significant outcry on campus.

The roots of the issue can be traced to the recommendations of a predecessor committee, dubbed Parking Plus Two (PP2). In May of 1999, recognizing the impending loss of parking spaces in Lot 1 (due to the construction of the Bren School and Marine Science Research Buildings) and Lot 10 (due to the construction of the Engineering-Science Building), PP2 recommended that “two parking structures be built as soon as possible, one in the vicinity of Lot 3 and the other in the vicinity of Lot 11.” Moreover, PP2 recommended that the Lot 3 structure “insofar as possible should be located below grade level.”¹

Subsequently, the campus engaged the services of Barton Myers Associates to further analyze parking facilities for the campus. As part of that process, it was concluded by the “the Design Review Committee that the Library Site, Lot 3, should have no above ground parking structure. It is to be reserved as a 'trophy site' for a future building.”² The consequence of having to build underground and preserve the above ground site for an undetermined building type was that the projected cost for this structure had to be considerably increased.

In the meantime, the discovery of a fault line below Lot 11 precluded construction of any building on this site, and the potential location for a second structure was moved to Lot 10. Subsequently, the California Institutes for Science and Innovation initiative was set in motion by Governor Davis, and UCSB partnered with UCLA to successfully obtain one of these institutes – the California Nanosystems Institute (CNSI). To take advantage of the collaboration among the sciences and engineering on the UCSB campus, Lot 10 was proposed for the site of the CNSI building. This would further aggravate the loss of parking on the eastside, but it also provided the opportunity to construct the second parking structure. Initial studies focussed on a completely underground structure.

Finally, two new buildings were added to the campus planning agenda, the Student Resources Building and the New Academic Building. Although initially the sites for these buildings were not known, it was anticipated they would be constructed on surface parking lots on the west side of campus.

As reported in the June 2001 issue of the *UCSB Faculty Association Newsletter*, the “Administration ... looked into the future and found that UCSB requires additional

¹ Parking Plus Two Committee Report, May 12, 1999.

² page 5 of Barton Myers Associates, "UCSB Campus Parking Area Plan", May 16, 2000

parking spaces to deal with campus growth. Their solution: build three parking structures in sequence over the next few years, the first in Lot 3 (between Music and Psychology), the second in Lot 10 (between Engineering II and Mesa Road) and the third in Lot 27 (between the Events Center and El Colegio Road). The total cost of these structures is now projected to be over \$89 million . . . Is it realistic to assume that there will be no behavioral response to parking rate increases that are scheduled to go as high as \$125 per month or more by 2005?" Moreover, as reported in the May 29, 2001 issue of *93106*, the reasons for such a rapid increase in fee hikes were attributed to "...several factors that accelerated building plans for the east side and central area of the campus; the need to consider three parking structures (two of which will be wholly underground); and the decision to increase fees sooner rather than later to repay parking loans."

The magnitude and rapidity of the projected fee hikes reopened an old wound, as parking and parking permit rates have been the source of contention on this campus for many years. The announcement of significant new and pending rate increases gave rise to suspicions that the need for three new structures and the financing for them were based on flawed analyses.

In response to the outcry from the campus faculty, staff and students over these rate hikes, the Chancellor appointed a Special Advisory Committee on Parking (CSACOP) in November 2001.

The composition of the committee is listed on Table 1. It is largely comprised of leadership from faculty, staff and student organizations, as well as representatives from the Parking and Transportation Committee. It was given the following charge:

- To establish effective communication links with concerned campus constituencies
- To evaluate current parking rate policies and recommend alternatives to take into account current University of California and State policies as well as affordability
- To assess and recommend needed long term capital improvements to meet campus supply and recommend potential alternative means for financing these improvements
- To recommend methods for improving campus consultation and needed new policies related to parking and transportation.

Since its establishment the Committee has met for two hours weekly from November 2001 through July 2002. It has also held two all day retreats and a number of special topic meetings. In its initial meetings it reviewed campus long range and capital construction plans, parking and transportation operations and financing, transportation alternatives, parking supply and demand, the parking operations and permit fees on other UC and CSU campus and the plans for the Lot 10 structure. It also met with deans, provost, vice-chancellors for institutional advancement and for student affairs,

transportation alternatives advocates, MTD representatives, and campus planners. It assembled a list of potential actions and mitigations to the parking problem, as well as pros and cons of implementing such mitigations. These were shared with the campus in a status report posted to a Committee web site linked to the campus home page. In addition, the status report was presented to the campus in two public forums and six presentations to faculty, staff and student groups. The mitigations were also reported by the *Daily Nexus*, 93106 and local area newspapers and radio stations. Feedback was solicited at the public presentations as well as by electronic mail submissions posted to the web site. The feedback was used by the committee to filter through the potential mitigations, and to develop a set of draft recommendations. The draft recommendations were again shared with the campus by public presentation, web site and campus and community publications, and feedback solicited. Based on this process, we developed a set of final recommendations, and we report below our findings and recommendations.

Table 1 – The Committee

Gene Lucas, Chair	College of Engineering
Brian Hampton	President, Associated Students (2001-02)
Chrystine Lawson	President, Associated Students (2002-03)
Bruce Straits	Chair, Faculty Welfare Committee
Bruce Tiffney	Chair, Committee on Capital Projects
Diana Alvarado	Co-Chair, Chancellor’s Staff Advisory Committee
Doug Morgan	Former Divisional Chair, Academic Senate
Tacy Costanzo	Co-Chair, Chancellor’s Staff Advisory Committee
Hal Drake	Academic Senate Faculty-at-Large Representative
Jacob Haik	President, Residence Hall Association
John Doner	Chair, Parking and Transportation Committee
Sandra Featherson	Staff Rep., Parking and Transportation Committee
Shawn Landres	President, Graduate Students Association (2001-02)
Mario Garcia	Academic Senate Faculty-at-Large Representative

Staffed by Martie Levy, Director of Capital Development, Office of Budget and Planning

The Problem

The problem begins with the need to add buildings to the campus. In 1990 the Long Range Development Plan identified the need to add 1.2 million assignable square feet (asf) – including instruction and research space, library, student support space, and administrative services -- to the campus inventory. This was to catch up to the enrollment growth of the campus in the 1980's, as well as accommodate an additional growth in the student population to a cap of 20,000 (three-quarter average) by the end of the LRDP period (2005-2006). Despite an aggressive building program on this campus, there will still be a remaining need of 500,000 asf (out of the 1.2 million asf) even after all the buildings currently on the campus' five year capital plan are built. In the near term, growth beyond the 20,000 student population is anticipated to largely occur in summer session and off-campus instruction. However, even summer session growth implies some growth in faculty and staff and the need to house them on campus. Although the campus has not come to any decision regarding attempting to raise the cap on student population, it has undertaken a precinct planning activity to ascertain what sort of building capacity remains on the main campus. The preliminary results suggest an additional 2.3 million asf could be built – however, most of this would be on land currently occupied by surface parking lots.

Surface parking lots are targeted for new buildings for several reasons. First, there is dwindling open space to site buildings, and there is a strong desire by at least some significant fraction of the campus community to retain some open space to make this campus a nice place to live, and work and study. There is also some desire to demolish the single and two story “temporary” buildings and replace them with multistory buildings on the same site, and some of this is happening (e.g., the site for the new Life Sciences Building is currently occupied by one of these “temporary” buildings – Building 478). There have also been suggestions that one and two story permanent buildings – including the residence halls on the southeastern side of the campus -- be replaced by multistory buildings. In all of these cases, there is usually an added cost to the campus to house the occupants of the building(s) being demolished in “surge” space until construction is complete, which makes the project more expensive and diverts campus dollars from other programs. In the case of replacing the residence halls, this is particularly expensive because the project would also have to pay for the remaining debt on residence halls renovation as well as revenue lost until new housing could be provided.

Replacing surface parking with structured parking is expensive (e.g, nominally \$25,000 per stall vs \$5,000 per stall). The existing University of California policy treats parking systems as an auxiliary enterprise, which is “financed from parking fees collected from students, faculty and staff.”³ Hence, the construction cost of new structures is borne by those that pay parking fees, and fees rise unless one or more of the following actions is

³ A-783-1 of the UC accounting manual

taken: 1) supply is increased on existing lots by changes in policy; 2) demand for parking spaces is reduced by changes in behavior or policy; 3) alternative sources of revenue are found.

Findings

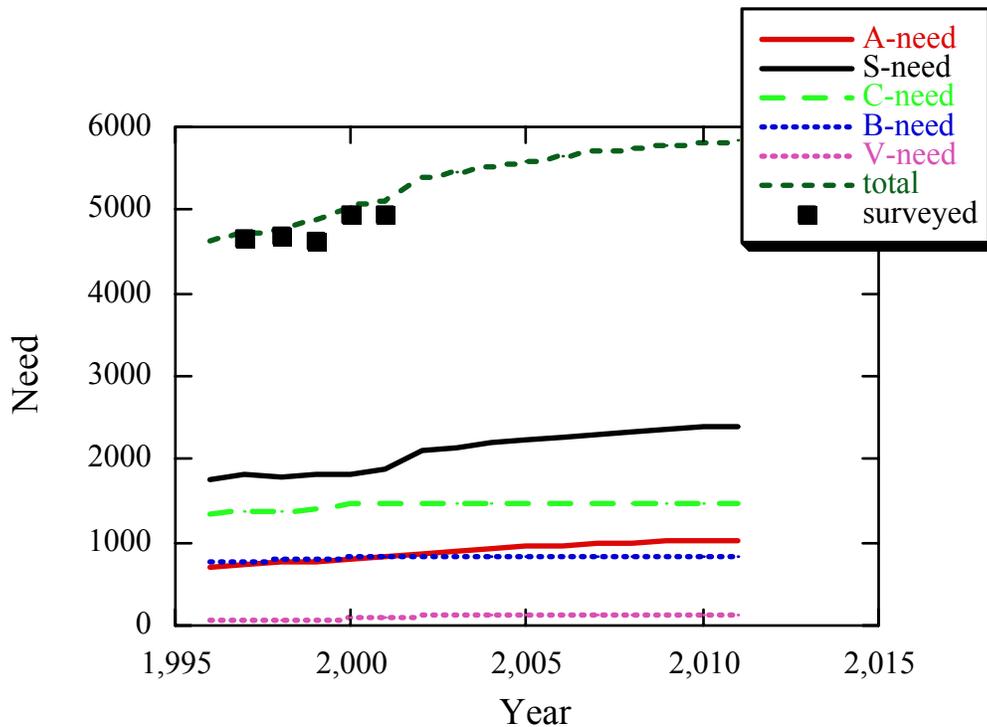
In interacting with the campus population, and in reviewing information available to it, the Committee developed a number of “findings” that it felt important to record as part of the preamble to its recommendations. These include the following:

- There are deep philosophical differences on parking at UCSB (as well as other UC campuses). For example, the campus has adherents that feel parking should be free and as convenient as possible, but it also has protagonists for the concept that parking should be made expensive and/or inconvenient in order to promote the use of alternative transportation. Reconciling these divergent views will continue to be a difficult and on-going task, beyond the purview of any transient committee or organization.
- There is a significant level of frustration and anger on campus over parking issues. This suggests that the campus administration has previously failed to adequately and effectively inform and consult with its constituencies on university goals, policies, procedures, rates and financing. Any agency charged with overseeing parking and transportation will need to significantly improve the communication and consultation process on these issues.
- Much of the anger and frustration stems from the basic UC policy that parking is administered as an auxiliary enterprise. As such, it operates by charging users a fee to cover the costs of construction, operation and maintenance of parking spaces. While employees paying for parking is the norm in academia, it is not the norm in industry. Moreover, the current situation has a contrary historical basis. The 1960 Master Plan for Higher Education recommended that parking be offered to faculty as a fringe benefit, and that it be offered to students as an auxiliary enterprise. The UC policy that derived from this recommendation resulted in parking being offered as an auxiliary enterprise for faculty, staff and students.
- A monthly permit cost of more than \$35/month will create a hardship for a significant fraction of employees, especially those on the low end of the salary scale. This is compounded by the high and increasing cost of living in the Santa Barbara area, the small cost of living increases this year, and increases in other costs such as health plans.
- While there is strong advocacy for promoting alternative transportation – that is, transportation to and from UCSB by means other than single occupancy cars -- there are circumstances that argue for continued provision of parking; these include but are

not limited to: 1) inadequate or inconvenient bus service; 2) personal schedules or demands that necessitate access to a personal automobile; 3) safe access, particularly in the evenings.

- Transportation alternatives are not plentiful or well developed for the campus, because the campus has not adequately developed them. For instance, despite being the biggest employer in the area, the campus has had little success in persuading MTD to provide the kind of service that would promote more use by its faculty and staff. In part this is because interactions between the campus and MTD have largely occurred at the staff level. The senior administration has not pursued this.
- Changes in access and parking at the UCSB campus affect traffic and parking in Isla Vista. Likewise redevelopment plans for Isla Vista will affect access to UCSB. For instance, increases in permit rates tend to shift commuters to park in Isla Vista, thus exacerbating the parking problem there. Moreover, plans to develop parking facilities or transportation alternatives to campus, particularly on the west side, will need to be coordinated with the Isla Vista traffic and parking needs. This will be especially true should a parking permit plan be implemented in Isla Vista.
- Pricing and convenience issues currently make driving to campus on a daily basis the most attractive alternative for many employees and students.
- The campus currently has no stated objectives relative to growth beyond its current cap of 20,000 students (Fall-Winter-Spring Quarter average) as currently set by the 1990 Long Range Development Plan. In the absence of additional information and a long range academic plan, planning relative to infrastructure beyond the next 5-10 years is difficult at best.
- Past estimates of the need for additional structured parking have been exaggerated. This is said not to assign blame, but to identify the problem. Reliable estimates have been hindered by an absence of periodic survey information on employee/student transportation needs, parking facility use, and long range population growth plans.

On this latter point, the Committee has taken some time to develop an approach that is used on other campuses to estimate parking need. We began by dividing up the population into faculty, staff, graduate students, undergraduate students and visitors. Based on survey data (taken 10 years ago, but the only data that can be used at this point) on what fraction of each population buys an A,S, C or B permit, the number of ASC and B permits sold can be calculated. Then based on survey data (more recent) of what fraction of permit holders are parked on campus at any point, the number of spaces that are needed to accommodate those permit holders can be calculated. This number is then increased by 10% for ASC permits, to provide sufficient vacancies for permit holders to find a place to park on campus without driving around. This method was tested against past data on permit sales and survey data on occupancy, and then was applied to the forecasted growth in populations. The figure below illustrates this.



The number of spaces needed to accommodate each category of ASCB and V permit holder (V represents permits for visitors) in the campus core (not including off-campus lots, Public Safety, EH&S, or Central Receiving) plus the total is shown as a function of time. The black squares represent survey data of total spaces occupied on campus on average during peak periods (plus an additional 10% to compare to the model predictions); the data agree pretty well with the calculated value, giving some credence to the method (other calibrations have been performed but are not shown here). The forecasted growth in need to about 5850 spaces by the year 2011 is based on the projected growth in faculty and staff and a cap of 20,000 students beyond 2002. That is, it is assumed that student growth beyond 20,000 will be largely in summer session and off-campus programs, and hence will not affect the need for parking beyond what's needed in the Fall, Winter and Spring for on-campus programs.

Based on this approach, it is anticipated that the need for ASCB spaces in the campus core will grow from about 5200 (current) to about 5700-6000 spaces by 2010. The range reflects the uncertainty in growth predictions.

Currently, the following upcoming projects result in a permanent loss of spaces for AS and C permit holders (note the recent start of construction of the Engineering Science Building has resulted in the loss of almost 300 spaces in Lot 10):

<i>Year</i>	<i>Project</i>	<i>Lot</i>	<i>ASC Spaces Lost</i>
2004	Student Resource Building	23	230
2004	California Nanosystems Institute Building and Lot 10 Structure	10	100
2005	New Academic Building	20,21	500
Total			835

Hence, the supply of ASCB spaces in the campus core may diminish from about 5330 (current) to about 4500 by 2004. This will necessitate the mitigation of somewhere between 1200 and 1500 spaces in the next several years. This suggests the need for, at most, two more parking structures, rather than the three that were under consideration last year. Other measures, such as more aggressive alternative transportation programs or policy changes, could reduce this need further.

Underlying Ideas

In developing its recommendations, the committee developed a number of underlying ideas, based on its deliberations and feedback from the campus. These are listed below.

- At the core of our deliberations lies the fact that the University budget derived from fees, tuition and state support is not sufficient to cover the cost of educating students in a research university in the numbers mandated by state law. For many years the solution has been to tax students, staff and faculty by a number of means, including parking, to cover the short-fall. Tuition, fees and state support will all have to be raised if the University of California is not to fail in its mission.
- The University treats parking as an "auxiliary enterprise" in part to avoid having to deal with it out of already meager state funds. Parking is a work/life issue for employees and an education access issue for commuting students, and its status as an "auxiliary enterprise" needs to be re-examined at the systemwide level.
- Even if it is decided that it is in the best interests of the University to effect fundamental change, rapid changes are unlikely for a number of reasons. For instance, moving suddenly to make parking a benefit, as envisaged for faculty in the Master Plan, would increase the demand for spaces beyond existing supply. Hence, near term solutions to the parking problem need to be found within the existing framework.

- The prevailing perception that the university derives no benefits from offering convenient and accessible parking to users in addition to its employees and commuting students is untrue. Relying solely on user fees to finance parking is a failure to recognize these benefits and the obligations of the campus to support them.
- The definition of Parking Services as an auxiliary enterprise cuts two ways. While it may charge users to cover the costs of constructing, operating and maintaining lots and structures, funds collected for this purpose can not be used for campus projects unrelated to parking as they have in the past.
- The goal of parking policies should be to allow future increases only when they can be justified by parking-specific expenditures. New capital construction must be considered within the framework of what can be afforded. When increases are justified, policies should also work to minimize the impact of rate increases by spreading them over time
- Since the University operates 24h/day, 7 days/week, and since the current philosophy requires parking services to be self-supporting, there is no rationale for the present policy of allowing free night and weekend parking. There are indeed benefits that accrue to the University from this policy, but at present the costs of these benefits are borne by daytime parkers whose fees must make up the lost revenue. This policy puts Parking Services in violation of its fiduciary responsibility to the rate payers.
- Users of parking facilities must play a lead role in determining parking policies, operations and financing. A governance structure for meaningful and representative oversight of parking operations by the rate payers must be established, budgeted and maintained.
- Creating cost effective access to campus should become an integral part of future long range plans.
- While there are safety issues associated with access, the costs borne by parking rate payers should only cover those associated with parking facilities.

Recommendations

The Committee recommends the following, with a brief explanation and comment on each:

1. *The Chancellor should initiate a process with the University of California Office of the President and the Chancellors of all other UC campuses to revisit UC policies on parking and transportation.*

The 1960 Master Plan recommended that parking be a fringe benefit for faculty, and that it be treated as an auxiliary enterprise for students. In implementing parts of the Master Plan, UC ultimately adopted a policy whereby parking is treated as an auxiliary enterprise for everyone -- faculty, staff and students. One of the consequences has been increasing conflict on parking issues on all campuses and a loss of morale throughout UC. This has certainly been reflected in the significant level of frustration and anger on this campus over parking issues, as well as in the Parking Principles recently adopted by the Academic Council upon the recommendation of the UC Faculty Welfare Committee. Given that this policy is well over 40 years old, and that all but the newest UC (Merced) face the same issues of increasingly urbanized campuses where the competition for space for buildings and infrastructure has become fierce, and given that parking is a key work life and educational access issue on all campuses, we believe that it is time for the top administrators in the UC system to re-examine UC policies on transportation and access, including parking. The Chancellor should keep the new Parking Ratepayer Board and other appropriate campus agencies informed of this process as it develops.

2. *The Parking & Transportation Committee should be discontinued, and separate Parking Ratepayer and Alternative Transportation boards should be established.*

The Committee felt that the existing oversight structure is susceptible to administrative selectivity, and not sufficiently responsible to those currently paying for parking on campus. Moreover, it felt that alternative transportation access to campus would be better served by an oversight committee specifically charged with enhancing this access option. The Committee recommends the following structure and responsibilities for each:

a) The Parking Ratepayer Board:

- i) The new board should be known as the Parking Ratepayer Board to eliminate possible confusion about constituency and membership.
- ii) The Parking Ratepayer Board will have oversight of all campus policies related to parking, and of parking operations and finances. It will advise the Chancellor on parking rates and the allocation of funds raised by parking rates, and it will vote on all new facilities supported by ratepayer funds. The Board should have representation on the administrative Campus Planning Committee and the Senate Budget and Planning Council.
- iii) The Ratepayer Board will have nine members: three each from faculty, career staff, and the student body. Student membership will be made up of one member each from the undergraduate, graduate and residence hall student populations. The Chair of the Alternative Transportation Board will serve in an ex-officio capacity.

- * Faculty and career staff members must be annual permit holders. They will be elected to one or two-year terms by their respective constituencies, as described below.
 - * Because of the logistical difficulties in holding elections for student representatives, these will be appointed to either one- or two-year terms by the Associated Students, Graduate Students Association and Residence Hall Association, respectively. Student members must at least hold a quarterly permit.
 - * Membership should be staggered so that no more than five members are replaced in any one year.
 - * The members shall elect a chair and vice chair from among their own number. The chair should serve for no more than two consecutive years.
- iv) The Ratepayer Board will hold public meetings, beginning at least once a month, with the frequency to be determined subsequently by the Board. Staffing will be provided by Parking and Transportation Services.
- * The Director of Parking and Transportation Services will report to the Board at its regular meetings.
 - * The Board will invite, at its discretion, other participants that are necessary to its deliberations.
 - * The Board must receive and disburse full and continual disclosure of all data necessary for its members to form and express educated judgments about parking rates, expenditures, parking supply and demand, and policies.
 - * The Board will conduct an ongoing review of parking income and expenditures and will be empowered to conduct outside reviews when necessary.
 - * The Board will approve all decisions affecting the availability of parking spaces and parking permits.
 - * It shall disseminate its findings to the Campus community through regular public meetings and an annual public report.
 - * The Board will review all parking mitigation plans submitted as part of the capital construction process on campus.
- v) Elections. Faculty and career staff members will be elected to one or two-year terms by faculty and career staff ratepayers, respectively.
- * Initially, elections will be held via a web-based voting process, established through the Social Science Survey Center.
 - The election will be administered by an appointee of the Chancellor.
 - Nominations will be solicited via a list-serve provided by Parking Services. Self nominations will be permitted.
 - A permit holders will only be able to vote for candidates holding A permits.
 - S permit holders will only be able to vote for candidates holding S permits.

- The web-based voting procedure will permit only one vote per permit holder.
 - Eligibility of candidates and voters will be verified against the Parking Services data base.
 - Elections will take place in November.
 - Terms for new members will begin in January.
- * Upon establishment of the new Board, changes in the election procedures can be made by the Board.

b) The Alternative Transportation Board

- i) The new board should be known as the Alternative Transportation Board to distinguish it from the Parking Ratepayer Board.
- ii) The Alternative Transportation Board will have oversight of all campus policies related to campus access by other than single occupancy vehicles as well as around campus. It will advise the Chancellor on ways of funding alternative transportation programs, the allocation of these funds, and the implementation of programs to enhance cost-effective and convenient access to and around campus. The Board should have representation on the administrative Campus Planning Committee and the Senate Budget and Planning Council
- iii) The Alternative Transportation Board will have nine members: three each from faculty, career staff, and the student body. Student membership will be made up of one member each from the undergraduate, graduate and residence hall student populations. The Chair of the Parking Ratepayers Board will serve in an ex-officio capacity
- * Faculty will be nominated by the Academic Senate Committee on Committees.
 - * Staff will be nominated by the Staff Assembly and Chancellor's Staff Advisory Committee.
 - * Students will be nominated by the Associated Students, Graduate Students Association and Residence Hall Association.
 - * The members of the Board shall elect a chair and vice chair from among their own number.
- iv) The Alternative Transportation Board will initially hold public meetings at least once a month, with the frequency to be determined subsequently by the new Board. Staffing will be provided by Parking and Transportation Services.
- * The Director of Parking and Transportation Services and the Director of the Alternative Transportation Program will report to the Board at its regular meetings.
 - * The Board will invite, at its discretion, other participants that are necessary to its deliberations.

- * The Board must receive and disburse full and continual disclosure of all data necessary for its members to form and express educated judgments about alternative transportation programs, expenditures, and policies.
- * The Board will conduct an ongoing review of alternative transportation program income and expenditures and will be empowered to conduct outside reviews when necessary. It shall disseminate its findings to the Campus community through regular public meetings and an annual public report.
- * The Board will review all transportation mitigation plans submitted as part of the capital construction process on campus.

3. *The Campus Master Plan and the next Long Range Development Plan (LRDP) must explicitly integrate parking and access, including consideration of the distribution of cost impacts, into the planning process.*

While the current LRDP identifies sites for parking structures, it does not sufficiently weight the issues of transportation, access and parking so that the planning for infrastructure and parking and transportation operations proceeds at a pace concomitant with the addition of new buildings on campus. The Campus Master Plan and LRDP need to be structured so that the planning process for every capital project addresses parking, alternative transportation and access, including the budgetary implications. In addition, campus parking and transportation planning should be sensitive to the needs of the surrounding community, which in turn should be kept informed of these planning outcomes.

4. *Every new capital project must have a parking and transportation plan that addresses parking replacement costs and proposes mitigations. The plan must be submitted to the Parking Ratepayer Board and the Alternative Transportation Board as part of the site selection and project budget process.*

New capital projects on this campus face limited site choices: 1) dwindling open space, 2) locations of existing one and two story buildings and 3) surface parking lots. Construction on parking lots leads to a reduction in the parking inventory which inevitably leads to issues concerning replacement parking, funding and alternative transportation. Given that the new Rate Payers Board and Alternative Transportation Board are being established to address these issues, a formal process should be established requiring proposals for new capital construction to address any parking replacement costs and to propose mitigations to these boards that will address the impact of the project on parking, transportation and access to the campus.

5. *The Transportation Alternatives Program (TAP) should be established as a financially independent operation, encouraged to becoming increasingly profitable as*

it decreases campus need for single-occupant-vehicle use, measured as a demonstrable drop in the need for parking places.

The Committee believes that UCSB not only will rely increasingly on TAP to provide improved access to campus, but that it should. The Committee developed and considered a list of possible actions that could be taken as part of an expanded TAP program, and these are provided as an addendum to this report. We make specific recommendations on three more TAP issues below (recommendations 5a, b and c). Many of the programs that could improve TAP require increased funding, and we suggest several ways of accomplishing this: a) since fines and forfeitures income is, in part, used to fund TAP, citation charges should be reviewed annually and maintained commensurate with those of the County; b) a portion of the additional core funding from the campus to Parking Services (see recommendation 10 below) should be used for TAP; the amount should be in proportion to the demonstrable reduction in use of single occupancy vehicles to access the campus; c) a process should be established, whereby the Rate Payers Board can annually approve purchase from TAP a reduction in single occupancy vehicle access to the campus as a means of providing cost effective access to parkers. These latter two sources of funding will require the development of a reliable method whereby TAP can demonstrate and quantify reduction in single occupancy vehicle access.

- 5a. As soon as the grant money is available, the TAP program should purchase in-vehicle parking meters and institute a program to offer these to the campus community in a way that encourages participation in the TAP program and that gives some preference to part time employees.*

The campus will acquire funding this Fall to purchase up to 1800 in-vehicle parking meters. These devices reside in a user's automobile and activate only when the car is on campus; thus the user is charged only for the time parked on campus. TAP has been awaiting direction on how and when to implement them. They should be purchased and implemented as soon as the funding is acquired. They should be implemented to price parking in a way that encourages their use as an alternative to purchasing and using a monthly permit. They should be offered preferentially to TAP program users and to part-time employees.

- 5b. The administration must immediately take a more proactive role in garnering improved service from MTD.*

We feel it is imperative that the administration act immediately on two issues regarding MTD. First, the Chancellor needs to meet with MTD to establish the importance of this transportation service to the campus. A whole host of issues, including faculty and staff bus passes, more convenient routes, and coordination of timing with campus activities needs to be addressed by MTD, and the Committee is of the belief that this will not happen unless the Chancellor personally engages the leadership of MTD. Secondly, the Downtown Parking Commission is presently negotiating with MTD for better service. The campus should not wait for these

negotiations to be completed, but rather should send a senior person to join these negotiations now, thus working with the Downtown Parking Commission in making MTD more responsive to the needs of the community, including UCSB.

- 5c. *The administration should make it a priority to implement and support a set of "Scheduling Initiatives."*

Part of the parking and access problem arises from a mismatch between peak demand (between the hours of 10 am and 2 pm) and the parking space inventory in the core of the campus. This could be mitigated in a variety of ways: a) alternative scheduling of classes to spread demand over a longer period of each day and over more days of the week; b) implementing staff flex-time to spread demand over a longer period of each day; c) greater usage of "telecommuting" as a viable alternative for staff. Flex time and telecommuting have already been used successfully on this campus, but their use is not widespread. In part, this is attributable to a lack of action by the administration to help disseminate the lessons of successful application to supervisors throughout the campus. We recommend that the Senior administration play a proactive role in correcting this situation. It is a solution with little cost and significant potential, and has the added potential benefit of increasing staff morale and productivity.

6. *The monthly permit rate (A,S,C, and B1-B3) should remain at \$35/month for the academic 2002-03 year.*

As discussed below, we believe that a second parking structure can be built on this campus without raising the current monthly permit rate, and hence the rates can remain at this level for the upcoming academic year.

We have heard little objection to leaving the rates at their current level, but much objection to raising them.

7. *The daily rate should increase to \$7/day for the academic 2002-03 year.*

The daily rate has not been increased from its current level since 1992-93, despite a three-fold increase in the monthly rate over the same time period. The committee believes it is time to increase the daily rates to bring them into alignment with the monthly permit rates.

One of the main arguments we have heard against this is that part time employees or persons enrolled in the transportation alternatives program (TAP), who do not regularly use a car to come to campus, will be disadvantaged. However, we believe that the campus can mitigate this disadvantage by offering in-vehicle parking meters to this group of people, as described above in recommendation 5a.

8. *The differential rate for "Top-of-the-Mesa" parking should be discontinued.*

This differential rate (currently \$15/month versus \$35/month) was initially put in place when Lot 1 was about to be lost to the construction of the Environmental Science and Management Building, followed by the Marine Science Research Building. The intent was to entice users of Lot 1 with a reduced rate to park in the top of the Mesa Parking Structure to reduce the demand on the remainder of the parking lots – mainly Lot 10 -- on the east side of campus. With Lot 10 having largely been consumed by the Engineering Science Building, and the rest to be consumed by the California Nanosystems Institute (and Parking Structure 2 – see below) project, the committee felt that this incentive was no longer justifiable, since the majority of faculty, staff, and commuting students accessing the east side of campus are now or will soon be parking elsewhere.

9. *A night and weekend parking permit program should be implemented as rapidly as possible during the 2002-03 academic year. We recommend consideration of an initial fee structure of \$10/month or \$2/night or weekend day. This would only apply to persons who do not already hold a monthly, quarterly or annual ASCB permit. After one year's experience, the rate structure and impact of this permit program should be reviewed.*

This recommendation is based on our position that the current situation is wrong. That is, persons purchasing monthly and daily permits should not be subsidizing the construction, maintenance, and operation of lots for those parking on these lots at night and on weekends. The existing situation also provides a double standard for public access. For example, those attending arts and lectures or athletic events during the weekday pay for parking, whereas those that attend night and weekend events do not.

Objections to the institution of night and weekend permits have come from essentially two sources – students and units engaged in public functions (arts and lectures, athletics, music, drama, faculty club...).

Student objections are based on added costs of their education and safety issues associated with accessing the campus at night. These concerns are understandable, and the graduate students largely mitigated these objections for themselves by passing a lock-in fee to cover the cost of night and weekend parking. The Associated Students were unable to do so, as they had passed a moratorium on lock-in fees. However, the current AS leadership is intent on effecting a similar arrangement.

The issue of night time safety is independent of parking fees, as it already exists, absent any night parking fees. The Committee supports the student concerns that additional measures, including further patrols, lighting, and emergency phones, are needed. However, these are a general campus concern, not specifically a parking concern, nor should they be funded with parking fees.

The concerns of units engaged in public functions include loss of business, public relations, and the mechanics of issuing permits. While these concerns are

addressable, each of these units has a different set of needs and issues regarding implementation, and these will have to be addressed on a case-by-case basis as part of the implementation of this new permit policy. Once it is established, the Parking Ratepayer Board should oversee this implementation so that consistency of rates and adherence to the principle of all parkers paying for parking are maintained.

10. *The campus should provide net new core funding to Parking Services, beginning at a level of \$250,000 in the 2002-03 academic year.*

The committee believes that such a provision should be made in recognition that parking is a work-life issue for employees and an educational access for students, and that the University derives some benefits from parking that should not be borne by employees and students. This proposed level of core funding is based on commensurate levels provided to other auxiliary enterprises on campus that have similar work-life issues associated with them, e.g., child care.

11. *The committee recommends that the campus proceed with the construction of a second parking structure on the east side of campus, with a budget of no more than \$16 million.*

Within the rate and revenue framework recommended above, the campus can afford to build another parking structure at this time with a total project cost not exceeding \$16 million without raising the monthly rate. Given the recent and impending losses of parking on the east side of campus, this next structure should be built on the east side as soon as possible. During the period in which this committee met, the architects for the CNSI Building and Lot 10 structure evolved the parking structure from an underground to an above ground structure. An above ground structure with a total project cost of \$16 million should provide more than 600 spaces.

12. *If the University negotiates a lower rate for some purchasers of parking permits (for example, under the terms of a collective bargaining agreement), it should reimburse the parking program for the difference between the negotiated rate and the rate otherwise charged for the same category of permit.*

This recommendation arises from the concern that collective bargaining might result in one group of employees paying a lower parking rate than others, thereby unfairly shifting the financial burden of parking onto unrepresented employees. The recommendation is intended to provide incentive for the University to keep in mind the well being of all its employees during collective bargaining.

13. *The Chancellor should immediately set in place policies to discourage students from bringing cars to UCSB, and to continue a program of restricting on-campus residence hall automobile storage, with a target of no more than 500 spaces occupied by residence hall student automobiles by 2003-04.*

UCSB currently provides 13% of its parking inventory to residence hall parking storage compared to the 3% provided by sister campuses (UC Berkeley and UCLA), which face similar constraints on land use. As parking supply becomes more difficult and costly to provide, steps should be taken to reduce the fraction of the inventory allocated to residence hall parking at UCSB. One of the steps that should be taken is to discourage freshmen from bringing cars to campus. All but one other UC campus have instituted a policy of prohibiting freshmen from bringing cars to campus. Improved alternative transportation access, including improved MTD service, will be a key element of implementing this recommendation, so that residence hall students have compelling choices other than personal automobiles to satisfy their transportation needs.

14. *Residence hall parking in the core lots (currently B1 and B2) should be limited to Resident Assistants and students with special needs for automobile access. All other resident student parking should be restricted to the peripheral lots (currently B3 and B4).*

This recommendation is consistent with recommendation 13. The committee recognizes that RAs and students with special needs require an automobile in close proximity to the residence halls. Most other students have need for occasional access to an automobile, which is more appropriately stored out of the core of the campus, as parking in the core becomes increasingly impacted by building projects. The Residence Hall Association, in conjunction with Parking Services, should determine the students with special needs for automobile access.

15. *The loss of approximately 200 spaces in Lot 23 due to construction of the Student Resources Building (SRB) should be mitigated by the following two actions:*

- a) *Use the \$400k of parking mitigation funds from the SRB budget to construct at least 100 surface spaces near Lot 3.*

This action will actually address two problems: it will restore about half of the inventory lost to SRB, and it will provide additional parking in a location on campus that is in significant need of more parking. Plans for a parking structure in the vicinity of Lot 3 have been put on hold, pending reassessment of coordinating construction with a new building. This will provide a partial interim solution for this need. Since it is an interim solution, care should be taken to invest in an interim, not a permanent lot. The spaces should be added in conjunction with the Psychology Renovation project.

- b) *Convert 50 B1 permits to ASI Lot 2 and reduce the inventory of B2 permits in Lot 23 by 50.*

This recommendation is consistent with recommendations 13 and 14 above. It will not be popular with the residence hall students, and the recommendation was opposed by the Residence Hall Association member on this committee. However, it does

place part of the solution for parking inventory lost to SRB on the students. Together, these two recommendations result in no increased parking fees for the campus to mitigate the construction of SRB. This is consistent with the Campus Planning Committee's recommendation that the SRB should result in no net ASC parking loss to the campus.

16. *The campus should conduct a biennial survey of faculty, staff and students to determine their transportation needs, practices and desires, and it should integrate these data into a GIS-based data set on an annual basis to allow proactive planning.*

The last comprehensive survey of this nature was conducted more than a decade ago. The lack of current survey information makes forecasting parking and transportation needs very difficult, and hence inhibits the planning process. The campus has a Social Science Survey Center, which could establish and conduct such a biennial survey for a modest investment. A GIS-based data set would allow the campus agencies to seek proactively time and cost-effective ways of encouraging alternative access to campus. Efforts should be made to improve the graduate student address information in the existing data base, perhaps by accessing the library address data base.

17. *Parking Services should biennially adjust the forecast of parking need and supply for a ten year period and report this to the Rate Payers Board, the Transportation Alternatives Board, and the Campus Planning Committee.*

Based on biennial survey information and population forecasts, the estimated parking inventory necessary to meet the anticipated need should be annually revisited. We recommend an approach similar to the one developed and used in our efforts. The approach should be re-calibrated against the most recent survey and lot use data. To assist in the planning effort throughout campus, the adjusted forecast should be reported to all of the planning groups on campus.

18. *Parking Services should be streamlined and run on the basis of cost containment.*

Under new management, the process of overhauling Parking Services has begun and should continue. Staff should be reorganized to eliminate redundant positions, and facilities should be modernized, particular with regard to point-of-sale computers and permit-dispensing machines in individual lots. One of the primary reasons we were able to recommend no rise in parking rates for this year was because we anticipate the cost savings of these changes.

Additional Considerations

The committee makes no recommendations on the issues of replacement parking, differential rates, and sizing and financing of another parking structure on the west side

of campus. However, we forward in this final report a summary of our deliberations on these issues for consideration by the new Rate Payers Board and the Alternative Transportation Board.

Replacement Parking

The concept of replacement parking is born of the notion that when buildings are sited on existing surface parking lots the project should pay for the replacement of parking spaces destroyed in the process. Otherwise, parkers are in essence asked to foot part of the bill for campus growth. One argument along these lines is that parkers have already paid for the parking lot, and therefore should not have to again pay for another because a building has removed the original one. Moreover, the increasingly common replacement for a surface parking lot is a parking structure, which is more expensive, as noted earlier in the report. Some proponents of replacement parking argue that the full, current cost of replacement parking should be incorporated into the costs for new construction and that the policy should be applied to both state and non-state funded projects. Another argument for replacement parking is that it forces decision makers to consider sites for buildings other than existing surface parking lots, such as open space or pre-existing single story buildings, by placing the cost considerations for these alternatives on a more equal footing. A replacement parking policy could include a provision to make exceptions when a project was deemed crucial to the academic mission of the campus, with the burden of proof resting on the advocates for exception.

The counter arguments to replacement parking are several. First, not all of the surface parking lots at UCSB were paid for by Parking Services. Some were built as part of the marine air base, and some were built as part of housing projects. Second, as an auxiliary enterprise, parking is not eligible to use state funds for building parking lots or structures, and therefore state-funded buildings would have to find alternative sources of funding (e.g., fundraising) to pay for any replacement parking. Similarly non-state funded buildings would have to derive additional funds from non-state sources to pay for replacement parking. While this may not be a large problem if the number of spaces lost is relatively small and can be replaced by surface parking, it could be an almost insurmountable problem if, for instance, a project needed to pay for an entire parking structure. Fundraising to help cover the cost of this, while feasible, is not expected to be easy. Moreover, building sites are not selected by project proponents but by the campus. Thus, a building project could be penalized and thwarted by being sited on a parking lot and forced to comply with a replacement parking policy. Finally, implementation of a replacement parking policy at a campus, and not throughout the system, could disadvantage that campus relative to others with respect to capital expansion.

At UCSB, a specific proposal on replacement parking policy⁴ was supported by the Academic Senate Committee on Faculty Welfare, the Parking and Transportation Committee, The Chancellor's Staff Advisory Committee and the Staff Assembly. However, it was opposed by the Academic Senate Committee on Capital Projects and

⁴ dated 12/6/00

Committee on Educational Policy and Academic Planning, and the Student Affairs Council. That is, rate-payer oriented committees endorsed this policy, and committees concerned with capital projects were opposed. At the systemwide level, a replacement parking policy is part of the UC Faculty Welfare Committee's Parking Principles, which have recently been approved by Academic Council. UC Berkeley has adopted a replacement parking policy, but only for non-state funded buildings and only then at the Chancellor's discretion. It has only been applied once, to a housing project. UC Davis and UC Santa Cruz also have parking replacement policies. Finally, there is some precedent for replacement parking at UCSB; for example, both SAASB and the UCEN expansion projects paid for some replacement parking.

An alternative to a replacement parking policy was also discussed. This is the concept of applying an "infrastructure tax" to all building projects, something on the order of 1-2% of the construction budget. This tax could be used to build a pool of funds for various infrastructure projects, including bike paths, sidewalks, traffic lights and parking. As a tax on all projects, the burden would not fall on only those projects sited on parking lots, and thus it would be a smaller increment to project budgets than replacement parking. This is an approach implemented in some private universities. The counter-argument to an infrastructure tax (as well as replacement parking) is that there is already insufficient funds in the capital construction budget to build the necessary buildings to fulfill the academic mission of the university, so diverting any dollars for other uses only worsens the problem.

Differential Rates

In its deliberations, the Committee considered a number of financing scenarios that included differential rates. All other UC campuses employ a differential rate structure. UCSB has a small number of spaces differentially priced: R spaces, B4 permits, and Top-of-the-Mesa permits (the latter recommended to be discontinued). A few scenarios were considered:

Providing differential rates by income level was discussed, but appeared problematic – for instance in accounting for two income families, etc. to maintain parity -- and was not pursued. Moreover, income-based differential rates would be inconsistent with our recommendation 12 above, in that higher income ratepayers could be subsidizing parking for lower-income employees. For example a 50% reduction in parking rates for employees earning less than \$3000 per month might require about a 30% increase in monthly rates for higher income employees. Several other institutions in the US, however, do offer differential rates by income bracket.

Another scenario considered designating some fraction of the parking inventory as "premium" parking and charged a higher rate. The "premium" parking spaces would have a higher value in terms of proximity to buildings and fewer permit holders per space.

Instead of location, a differential rate could be based on time of day and hours of use per day. This is the method used in public parking lots, and it is already implicit in the committee's recommendation to charge a lower rate for night and weekend parking. Under this scenario, ratepayers who stayed longer hours on campus would pay proportionately more than those who parked for relatively fewer hours. In-vehicle parking meters could be used to monitor this system.

Support for differential rates comes from campus members, who are concerned about potential rate increases and who asked for a greater variety of choice in the permit structure. Some object to the existing preferential location of A versus S permits without differential price, although less than 19% of the A and/or S spaces are A only. Others object to having to pay the same rate for the relatively few hours a day they park as do others who occupy a space during peak demand hours for the entire day.

The objections to a more widespread differential rate structure were several. First, premium parking could decrease the effective inventory of available parking spaces if it resulted in fewer permit holders per space. It was felt that such a rate structure could disadvantage the lower income staff and faculty, who might be forced to pay the higher rate to avoid the higher competition for the lower priced spaces. An end to ASC designations could open up spaces now reserved for faculty and staff to student parkers, making the hunt for an open space even more difficult. There was also suspicion that once a differential rate structure was put in place, the number of "premium" spaces would grow relative to the lower rates, and hence a general rate increase to all parkers might be implemented in a backhanded way. Finally, it was felt that the added income of a differential rate structure might relieve the pressure of finding alternative ways of financing new construction and/or streamlining operations and/or expanding TAP.

West Side Structure

The recommendations made above will mitigate at least 800 of the 1200-1500 spaces identified in our analysis of parking supply versus need. Additional mitigations might be obtained if the TAP program is successfully expanded, and there may be opportunities to build some additional small surface parking lots on campus and to convert some non ASCB spaces into ASC spaces. Moreover, MTD is trying to implement electric shuttle service from a transit center near the Calle Real Shopping Center through Isla Vista to campus; and if such a service is established, a remote surface lot west of the main campus could become operationally and financially feasible. However, the anticipation of the start of construction of the New Academic Building in Lots 20 and 21 and the concomitant loss of over 500 spaces as early as 2004-05 suggests some wisdom in at least considering another parking structure on the west side of campus in the near future.

A preliminary study of a possible parking structure in Lot 22 was performed as part of the massing study for the Student Resources Building, and this suggested that a 600-900 car structure might be built there for \$15-20 million (project cost). The Committee developed a number of financing scenarios in considering these options. For instance, without differential rates, it appears possible to build the smaller structure (\$15 million)

and still keep rate increases to \$1/month every three years to a cap of \$39/month. With differential rates, and less than a third of the spaces designated “premium” it appears possible to maintain the lower priced rate at \$35/month and a “premium” rate at \$60/month. The Committee also discussed building a larger structure and using any excess to store cars for Isla Vista residents if and when an Isla Vista parking permit plan is implemented. Residence hall car storage is also an option. However, to cover the marginal costs of providing additional structured spaces for Isla Vista (or residence hall) car storage without spreading that cost to UCSB parkers, a charge in excess of \$150/month per space would have to be assessed. This may be too high to be an option. The Committee did not want to tie the hands of the new Rate Payers Board with a recommendation on this structure, so it leaves the decision to the new Board. However, it does recommend that planning and analysis of a west side structure and alternatives continue in order to provide the new Ratepayer Board with additional information to help in the decision making process on this issue.

Addendum on Alternative Transportation

The Committee considered and deliberated a list of alternative transportation options, and records its deliberations here for consideration by the Alternative Transportation Board.

Car Pooling

This appears to be one of the most cost effective ways to reduce the number of single occupancy vehicles coming to campus. The current program does not provide the kind of financial and convenience incentives that are employed on other campuses (e.g., permit discounts beyond the two-for-one, three-for-one cost sharing). Hence, development and implementation of an incentive system to attract car pool participants should be a high priority. TAP should also work with local and regional associations to develop a county-wide ride-share on-line database.

Van Pools

Currently, the Van Pool program is captive to UCSB employees, the vans are only brought into service when a waiting list gets large enough to justify a new one, the wait for a new van is long, and the vans are only used to transport in the morning and evening, sitting idle all day. Hence, there may be opportunities to increase ridership and more rapid response to potential van poolers by including non-UCSB employees (an insurance issue), which could be enhanced by working with local and regional associations to develop a county-wide van-pool on-line database. There may also be opportunities to use vans more than once during the day, particularly if they are used to transport riders from the local area, or used for another purpose during the day.

Bus -- MTD

A first step in increasing the use of MTD for faculty and staff is to improve the convenience of bus service to UCSB. Engaging the MTD at the senior level has been identified as a key part of this, and hence is listed as one of our recommendations above. Moreover, the Committee initiated a GIS study of the distribution of faculty, staff and students to assist MTD in planning its routes to achieve better service. Without frequent and convenient service, even a free bus pass program would not improve ridership.

Based on the GIS study, TAP and the Alternative Transportation Board (ATB) should work with environmental groups, county and city governments, the Air Pollution Control District and other agencies to establish commuter bus routes not only in the Santa Barbara area, but from Santa Maria, Lompoc, Ventura, Oxnard and other areas with accumulations of employees. TAP/ATB should also work with the City of Santa Barbara, the MTD, and the Air Pollution Control District to establish more effective local bus service; this should include: a) determining routes that more effectively service the needs of employees in Goleta Valley, including UCSB; b) establishing route timings that reflect the work hours of employees in the Goleta Valley, including UCSB; c) to establish ways to carry more bicycles on buses; d) establishing an Isla Vista to campus shuttle.

Moreover, preliminary analysis of the GIS study suggests the population of UCSB employees is fairly uniformly distributed in Goleta and Santa Barbara; hence, park-and-ride transit centers may be a better solution to provide more convenient bus service.

For its part, the campus should establish more logical and convenient locations for MTD bus terminals and drop-off points. The campus should also install a bus gate on Sabado Tarde to allow MTD buses to circulate in a more effective manner.

As convenience and frequency is improved TAP/ATB should consider ways of implementing a faculty/staff bus pass program that makes it considerably cheaper to ride the bus than park a car.

Bicycle and Pedestrian Circulation

Given the large number of students that access the campus via bicycle from Isla Vista, and the increasing number of faculty and employees that also bike to campus, the bicycle is one of the most effective modes of alternative transportation that is practiced at UCSB. However, bicycle circulation on campus suffers from inadequate funding and an incomplete through-campus circulation network. A priority for the campus should be the establishment of permanent planning and maintenance for bike paths on campus to move people freely and easily across campus and to and from Isla Vista. The campus should work to consolidate the various interest groups and committees dealing with bicycles under the umbrella of the new ATB. Additional goals for the bicycle component of TAP should include: a) establishing adequate bike parking areas; b) installing high-end bike lockers available at a monthly rental rate; c) working with environmental groups, county and city governments, the Air Pollution Control District and other agencies to develop new bicycle paths linking campus to other portions of the Goleta-Santa Barbara area; d) seeking external support from granting agencies to forward the above.

Pedestrians also need to move freely and safely across campus. A priority for the campus should be bike-sidewalk over- or underpasses to facilitate pedestrian flow and minimize bike-pedestrian accidents. TAP bicycle gains will intensify the campus bicycle congestion problem.

Long-Term Initiatives

A number of long term initiatives were identified in the course of our interaction with the campus and our discussions with TAP. One of these is light rail. Clearly, an increasing number of faculty and staff are living further from campus because of the high cost of housing in Santa Barbara, and this trend reflects the business community in Santa Barbara as a whole. As more people live outside of Santa Barbara and commute in, the need for public transit increases. Beyond improved bus service, there is a significant interest and momentum building for establishing rail commuter service from Oxnard to Santa Maria. The campus should be playing a leadership role in working with local, County, State and National sources to establish this.

In the nearer term, there seems to be a significant opportunity for increased reliance on existing rail service. For instance, the campus should co-ordinate planning with MTD to

ensure a linked (single fee) system allowing commuters to get from the Goleta train station to places of work throughout the Goleta Valley via bus or other surface means.