

**SALINAS**  
"CALIFORNIA RODEO JULY 15-18 '37"

# CITY OF SALINAS

## DOWNTOWN VIBRANCY PLAN



*While preserving the connection to history, downtown Salinas will offer a vibrant place where the City's past and future come together to create a healthy mix of residences, businesses, civic institutions, recreation and culture in a fun, safe, family-friendly setting.*

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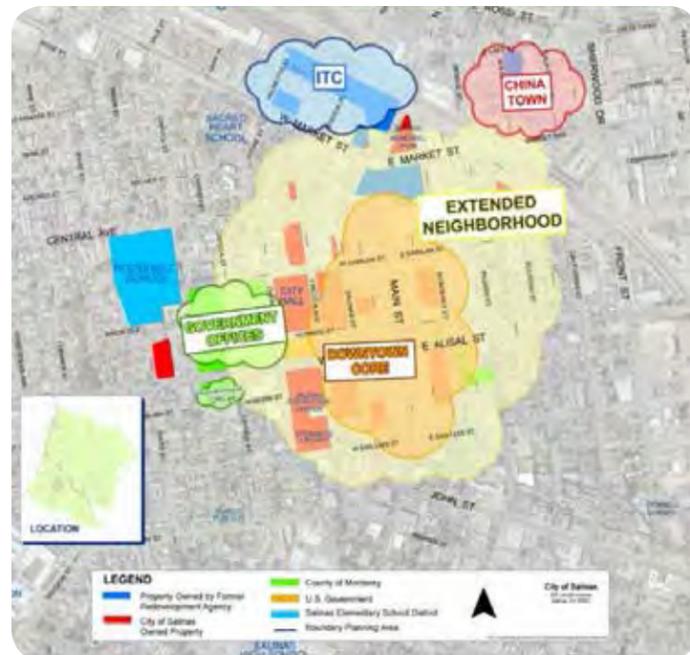
# CHAPTER 1 THE ROAD TO VIBRANCY



# 1.1 INTRODUCTION

The Salinas Downtown Vibrancy Plan has been developed to restore activity, commerce and vitality to downtown Salinas. By design, the plan relies heavily on input from those who will benefit from a vibrant downtown. Initially, two major outcomes were sought: improving mobility and effectively managing parking.

Through an extensive outreach process, which is summarized later in this chapter, the focus of the plan expanded. Residents expressed a desire for downtown to become the heart of the City; the place to gather for civic and community events. A Downtown Stakeholder Team (DST) stressed that land developers, County and City staff need to partner in delivering privately funded projects. This Vibrancy Plan has been shaped by public input, in fact, nearly all of the ideas and concepts presented in the plan were discovered through dialogue with residents, property owners, business owners, and others who cared enough to share their aspirations.



Early in the process of developing the Downtown Vibrancy Plan, stakeholders decided that the planning area needed to be fluid in order to take advantage of opportunities and to interface with adjacent areas. The cloud map pictured above was used to visualize the desired flexibility of the plan.

Through this process, the plan has evolved to include these four major themes:

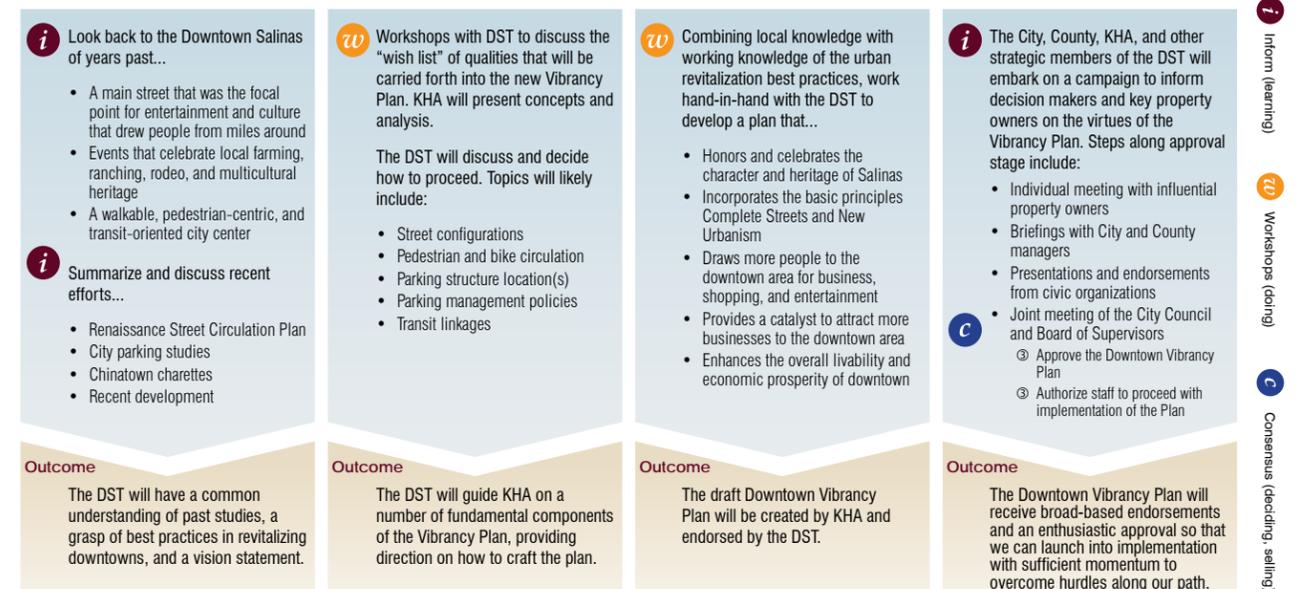
- Destination Downtown**  
 This chapter discusses improving mobility for pedestrians, bicyclists, transit riders, and vehicles. The title of this chapter emphasizes that streets should lead to downtown, not bypass the area with fast-moving, one-way traffic. By slowing traffic, the environment for pedestrians and bicyclists will improve.
- Managing Parking Resources**  
 This chapter explores where parking should be provided to serve anticipated demands and how that parking should be effectively managed. It also establishes a game plan for building structured parking and repurposing some surface parking lots for development activity.
- Building the Heart of Salinas**  
 This chapter discusses how we can make downtown the soul of Salinas by creating places to gather, a hub for arts and history, and a safe, family-friendly locale. By building the heart, a destination is created to attract visitors.
- Stimulating Development Activity**  
 This chapter discusses the creation of catalyst sites (former surface parking lots) that can be redeveloped into desired uses. It also suggests a means for aligning the land use approval process to facilitate private investments in downtown development.

These themes and implementation strategies are presented in the next four chapters. The final chapter presents an overall implementation plan.

The remainder of this chapter presents the process used to generate a cohesive plan that evolved through the four major themes and the ideas and support from stakeholders and the public.

## FIGURE 1-1 THE ROAD TO VIBRANCY

Learning from Our Past → Planning for the Future → Developing the Plan → Implementing the Plan



As previously mentioned, it was desired that this plan be developed with grass roots input. The process, which was dubbed **“The Road to Vibrancy”**, sought to construct a plan to capture and discuss aspirations, ideas and concepts, develop and expand concepts jointly through workshops and meetings, debate and refine the Vibrancy Plan to make sure it was done right, and gain broad based support so that the plan can and will be implemented. As depicted in Figure 1-1 the Road to Vibrancy consisted of four stages of plan development:

- In **Learning From the Past**, time was taken to review the history of downtown, past improvement and planning studies, best practice in mobility, parking, and revitalization. This process included a survey and a community meeting and several guest speakers. This stage could best be described as sharing, listening and discovering. The process culminated in the following project vision statement:
 

***While Preserving the connection to history, downtown Salinas will offer a vibrant place where the City's past and future come together to create a healthy mix of residences, businesses, civic institutions, recreation and culture in a fun, safe, family-friendly setting.***
- The next stage, **Planning for the Future**, was more hands-on featuring workshops, presentations, and debates all aimed at developing concepts and ideas for inclusion in the Vibrancy Plan. Workshops discussing parking, mobility, parks/plazas, and development sites were held with the DST and with the public.
- The third stage, **Developing the Plan**, was more iterative in nature. The consultant and City staff developed draft chapters of the plan for the DST to consider. These chapters were presented and debated using a process called “Gradients of Agreement”. This process successfully drew out critical discussion and critique of the plan that helped further develop concepts and recommendations. Some chapters of the plan were sent back for further work. Eventually, the DST reached a consensus on the plan.
- The final stage, **Implementing the Plan**, will be a long process that will outlive the Vibrancy Plan. This process has begun and will continue for the next decade. The plan has received nearly universal support, which is not surprising as most all of the expressed concerns have been addressed as plan components. Many “fast-track” improvements have already been built and some grant funding has already been secured.

## 1.2 GENERATING INPUT

### 1.2.1 Vibrancy Plan Meetings

To gain broad based support, an extensive outreach process was developed, including the following components:

- Formation of the Downtown Stakeholder Team (DST) as the primary advisory group for the plan. The DST met twenty-five times and was instrumental in generating outside support for the plan.
- Hosting three community events to provide input and feedback.
- An electronic survey was used to gain input and identify concerns. This survey was completed by over 500 individuals, including many downtown workers.

DST meetings are shown in **Black**. Community and Council meetings are shown in **Green**. Other meetings are shown in **Red**.

#### Learning From the Past

- Kick Off** - 09/25/2013
- Land Use and Boundaries** - 10/02/2013
- Street Configuration and Transit** - 10/09/2013
- For the Love of Cities** - 10/16/2013
- Mobility Part 2** - 10/23/2013
- Parking** - 11/06/2013
- Outreach Planning Session** - 11/20/2013
- Holiday Cafe** - 12/18/2013
- Vision for a Vibrant Downtown** - 01/08/2014
- Preparation for Community Workshop** - 03/05/2014
- Community Open House** - 03/07/2014
- Downtown Merchant Meeting: Retail Doctor** - 04/10/2014
- City Council Status Report** - 04/22/2014
- County Plans For Capital One** - 06/18/2014

#### Planning for the Future

- Discussion on Catalyst Sites** - 12/04/2013
- Traffic Circulation Concepts** - 01/15/2014
- Parking Model** - 01/22/2014
- Parking Workshop** - 02/04/2014
- Parking Workshop Day 2** - 02/05/2014
- Presentation of Parking and Mobility Concepts** - 02/19/2014
- Meeting with Property Owners (not a DST meeting)** - 02/26/2014
- Community Workshop #2** - 03/08/2014
- Form Based Code, Festoon Lights, Salinas Sign** - 04/02/2014
- Ballpark and Vibrancy Plan** - 10/15/2014

#### Developing the Plan

- Destination Downtown Draft Chapter and Discussion** - 04/16/2014
- Managing Parking Resources Draft Chapter** - 05/07/2014
- Destination Downtown Discussion and Approval** - 07/16/2014
- Building the Heart of Salinas** - 07/30/2014
- Managing Parking Resources** - 08/13/2014
- Stimulating Development Activity Discussion and Approval** - 09/17/2014
- Plan Implementation** - 10/15/2014
- City Council** - 10/21/2014
- Vibrancy Plan Final Draft** - 01/28/2015
- Review of Final Vibrancy Plan** - 02/04/2015
- Final Changes to Stimulating Development and Implementation** - 2/18/2015
- City Council Approval** - 3/17/2015

### 1.2.2 Downtown Stakeholder Team (DST)

While input and ideas for improving downtown came from hundreds of individuals, the heavy lifting in developing the Vibrancy Plan was done by a group of about 30 stakeholders that served as the project DST. This group shared their own time, experiences and passions to build the foundation of the plan. They offered critique and challenged the management team (City staff, County staff, and consultants), and actively participated in shaping recommendations. Members of the DST have been and will continue to be crucial in forming the public and decision makers and selling the virtues of the Vibrancy Plan so that elements of the plan are implemented. The DST consists of business and property owners, citizens, civic group representatives, government staff, and design professionals. The DST met 28 times in just over a one-year period.

#### Relationship to Economic Development Element (EDE)

Several members of the DST and three consultant team members were also involved in the development of the EDE for the General Plan. As the EDE and Vibrancy Plan were being developed concurrently, ideas flowed between the efforts to ensure consistency. The Vibrancy Plan provides more detailed and site-specific recommendations within downtown Salinas; while the EDE focuses on over-arching City goals and strategies.

#### Agency Interaction and Tech Advisory Input

The DST process was designed to include key agencies as team members so that their input and feedback could be considered in developing concepts and plan components. Monterey County, Monterey-Salinas Transit, Transportation Agency of Monterey County (TAMC) staff all participated in the DST. A handful of additional meetings were held with Monterey County and TAMC staff to better understand their programs and to delve deeper into agency issues and concerns. The Historic Resources Board (HRB), the Salinas Downtown Community Board (SDCB), and the Arts Council all also participated in the DST process and the creation of Vibrancy Plan.



### DST MEMBERS

**Frank Haffar**  
Maya Cinemas

**Margaret D'Arrigo**  
Taylor Farms

**Peter Kasavan**  
SPARC

**Doug Iwamoto**  
MKM Farms

**Debbie Hale & Ariana Green**  
TAMC

**Fred DeYoung**  
Peninsula Business Interiors

**Coleen Bailey**  
National Steinbeck Center

**Paul Farmer**  
Salinas Valley Chamber

**Carl Holm, John Ford, Benny Young, Raul Martinez & Marti Noel**  
County of Monterey

**Salvador Munoz**  
Architect

**Angel Garibaldo & Ken Steen**  
Oldtown Salinas Association

**James Serrano, Hilda Garcia, Gary Petersen, Doug Yount, Andy Myrick, Don Reynolds, Alan Stumpf, Rob Russell & Mike Garner**  
City of Salinas

**Larry Bussard**  
Retired Redevelopment Director

**Jeanette Pantoja**  
CA Rural Legal Assistance Building Healthy Communities

**Mike Gallant**  
Monterey-Salinas Transit

**Marilyn Dorman**  
Salinas Downtown Community Board

**Mark Dorman**  
Mo & Salinas Valley Model Railroad & Historic Society

**Greg Piini**  
Piini Realty

**Jim Gattis**  
Jim Gattis Real Estate

**Lucina Alcala**  
CHISPA



#### Project Storefront

A majority of the DST meetings were held in a project storefront located in a vacated bank space at 307 Main Street. The space allowed for a project office in a neutral space away from City Hall where deliberative materials and meeting results could be left on interior walls and referenced at future meetings. The space was used for related meetings and individual outreach with interested property and business owners who weren't able to participate in the DST. As shown in the photo above, the storefront windows were decorated with Vibrancy Plan materials, to stimulate interest from passerbys.

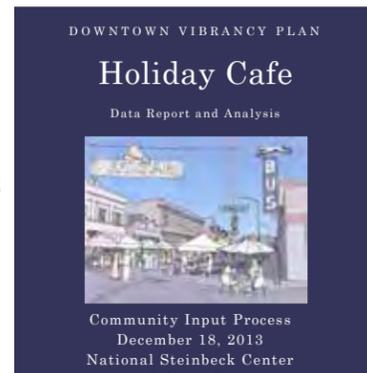
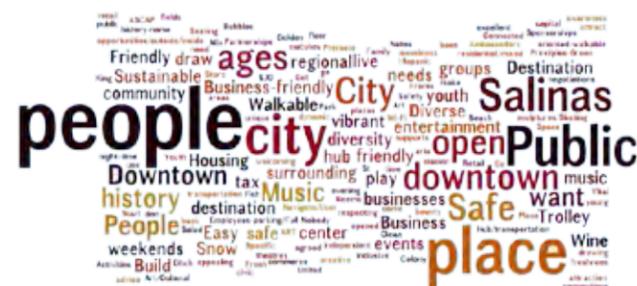


# SALINAS DOWNTOWN VIBRANCY PLAN

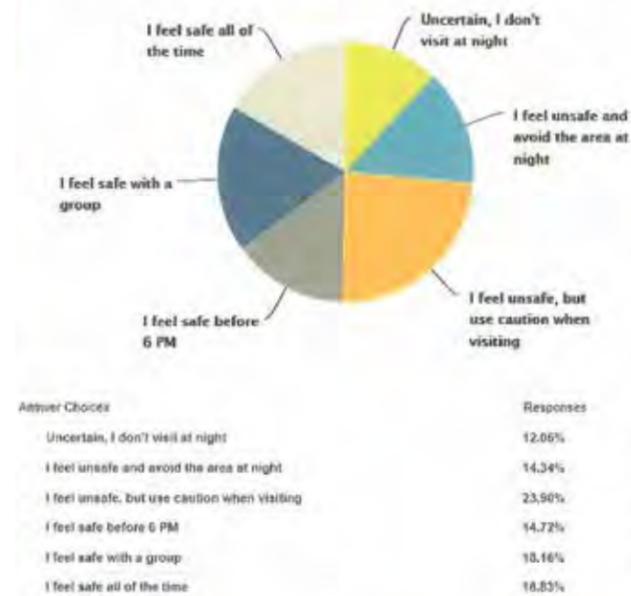
## 1.2.3 Public Engagement

### Holiday Café

The Holiday Café was the first community meeting and was held on the evening of December 18, 2013 at the National Steinbeck Center. This meeting was designed as a community dialogue with the purpose to answer four general questions; **What is it you most like about downtown Salinas? What are the five things you would change about downtown Salinas? What is your vision for the future of downtown Salinas? What are the themes and patterns you see running through the information that has been generated?** The ninety participants brainstormed answers to each of the questions as rotating groups sitting at round tables. A summary report and the following word clouds were developed after the meeting. This input was used by the DST and at a later community meeting to help shape the plan.



19. Do you feel safe from crime in downtown Salinas?



### Community Survey

An online community survey was conducted early in the process to gain feedback from the broader community and those who may not have had the time to participate in meetings. The survey, which was offered in both English and Spanish languages, was completed by 530 participants. Of those responding, a majority (54%) work downtown. Other respondents included merchants, property owners, residents, visitors and students. The survey sought opinions regarding parking, mobility, safety, and reasons for visiting downtown. Survey results were used to shape plan components.



### Second Community Workshop

The second community workshop was held on March 7th and 8th at the National Steinbeck Center. The first day was an open house held at the same time as the First Friday Art Walk. This event attracted some people who love downtown, but were unaware of the Vibrancy Plan effort. Members of the DST hosted an interactive orientation and opinion station that featured draft design of concepts, streetscapes, catalyst sites, public art, parking options, traffic flow patterns, bicycle concepts and public transportation options. The next day an intense workshop was held from 8 a.m. to 2 p.m. Participants drilled into key Vibrancy Plan subject areas including parking, mobility, public spaces, art, and ideas for the redevelopment of catalyst sites. Forty-four people attended either one or both days of the workshop.



### Facebook and City Web Pages

A Facebook page and City web page were established to get the word out of upcoming events and to share preliminary information on the Vibrancy Plan. Meeting results, survey results, and links to draft materials and meeting minutes were posted on the Facebook page. The Facebook page also contained a portal for community dialogue with the project team.



## 1.3 DEVELOPING THE PLAN

DESTINATION  
DOWNTOWN

MANAGING  
PARKING  
RESOURCES

BUILDING THE  
HEART OF  
SALINAS

STIMULATING  
DEVELOPMENT  
ACTIVITY

*With the four themes as the base, the Vibrancy Plan was developed through an iterative and collaborative process. Ideas and concepts from all contributors were continuously collected, debated, and expanded. Critical discussion and critique of the plan as it related to the four themes helped to further refine the concepts and recommendations. This patchwork-like process enabled the creation of an interconnected vision for a vibrant downtown. Figure 1-2 is the collective outcome that incorporates enhancements in mobility, parking, downtown activity, and land development. With the recommended improvements, downtown will become a destination that is easily accessible for pedestrians, bicyclists, and vehicles; a destination that provides the right amount of parking; an area for thriving businesses and safe homes; and most importantly a place of economic prosperity for business owners, residents and visitors to celebrate the unique character of Salinas. The map in Figure 1-2 is used throughout this plan to showcase the recommended improvements. Below is more information on the components of the map.*

### Destination Downtown

This plan proposes to improve circulation patterns and street characteristics to emphasize downtown Salinas as a primary destination for pedestrians, bicyclists, transit riders, and vehicles. Improvements identified on the map include:

- Bicycle Facilities

**Bike Lanes (Class II facility):** A bike lane is defined as a portion of the roadway that has been designated by striping, signage, and pavement markings for the preferential or exclusive use of bicyclists. Bike lanes enable bicyclists to ride at their preferred speed without interference from prevailing traffic conditions. Bike lanes can be colored (green in this case) to increase the visibility of the facility and reinforce priority to bicyclists in conflict areas.

**Bike Routes (Class III facility):** Bike routes provide shared use with motor vehicle traffic within the same travel lane. Bike routes can be designated by signage or striping. "Sharrows" or shared lane markings are recommended to be used in downtown to delineate that the road is a shared-use facility.

- Pedestrian Facilities

**Midblock Crossings:** Midblock crossings are a response to pedestrian behavior and can be installed at high pedestrian activity locations. In downtown, midblock and/or alleyway crossing are proposed at several locations to improve pedestrian walking distance, pedestrian connectivity and safety.

 **Proposed Pedestrian Connection**

 **Existing Pedestrian Connection**

- On-street parking

**Parallel Parking:** On street parallel parking has a large effect on roadway conditions and operations. It also takes up less surface area per car compared to off-street parking.

**Angled Parking:** Angled parking may be used on low-speed and low-volume commercially oriented roadways. It uses less linear curb length per parking space than parallel parking and therefore provides the opportunity to fit more parking spaces along a curb line.

- Transit

**Curbside Bus Stops:** Curbside stops can either be incorporated into the existing sidewalk or be extended out into the street as a bulb out. Bulb outs are best used on streets with on-street parking.

- Intersection Control

**New Traffic Signal:** Traffic Signals offer the maximum degree of control at intersections. New traffic signals are recommended for the intersections of Alisal Street at Capitol Street and Monterey Street at San Luis Street if traffic and pedestrian volumes, crash experience, roadway network, and/or other factors warrant installation.

**Roundabout:** A roundabout is an alternative recommendation for the intersection of Alisal Street at Capitol Street. Roundabouts offer a potentially cheap, safe, and aesthetically pleasing traffic control alternative.

### Managing Parking Resources

This plan proposes to reallocate downtown's parking resources, repurpose underutilized surface parking lots into structured parking and redevelopment sites, and construct a Monterey County and City of Salinas shared parking structure. Improvements identified on the map include:

 **Public Parking Sites:** These sites should act as supplements to on-street parking. Public parking facilities can be incorporated into the design of commercial developments to increase development potential.

 **New Parking Structures:** Parking structures are recommended to be used as a tool to revitalize downtown Salinas by consolidating parking and creating sites for new development.

### Building the Heart of Salinas

This plan proposes to update the infrastructure and services in downtown to encourage the gathering of residents and visitors. Improved public open spaces, public facilities, lighting, storefronts, and public art are all proposed to re-establish a positive self-image for the downtown area. Improvements identified on the map include:

 **Historic Resources:** The rich history of Salinas is preserved in many of the buildings in the downtown area. Historic resources and sites are invaluable to the downtown area and should be celebrated and recognized.

 **Historic Site**

 **Art & Music Resources:** Salinas is rich in art and music resources, public facilities in downtown present great opportunities for the display of these resources. The addition of public art to facilities can elicit conversation, interaction and bring people together.

 **Public Green Space:** These include plazas, parks, enhanced alleyways, other pedestrian connections, and green rooftops.

### Stimulating Development Activity

This plan proposes to stimulate investment in new development through the creation of catalyst sites. These new developments identified on the map include:

 **New Office/Residential Developments:** Office buildings that accommodate professionals and residential developments (market rate or upscale) are recommended for priority development.

 **New Mixed-Use Development:** Mixed-used developments blend a combination of residential, commercial, cultural, or institutional uses.

 **New Retail Development:** Urban grocery store or other targeted retail use are recommended for priority development.

 **New City Hall:** The New City hall will be part of a new Government Center campus that will help join City and County agencies with downtown.

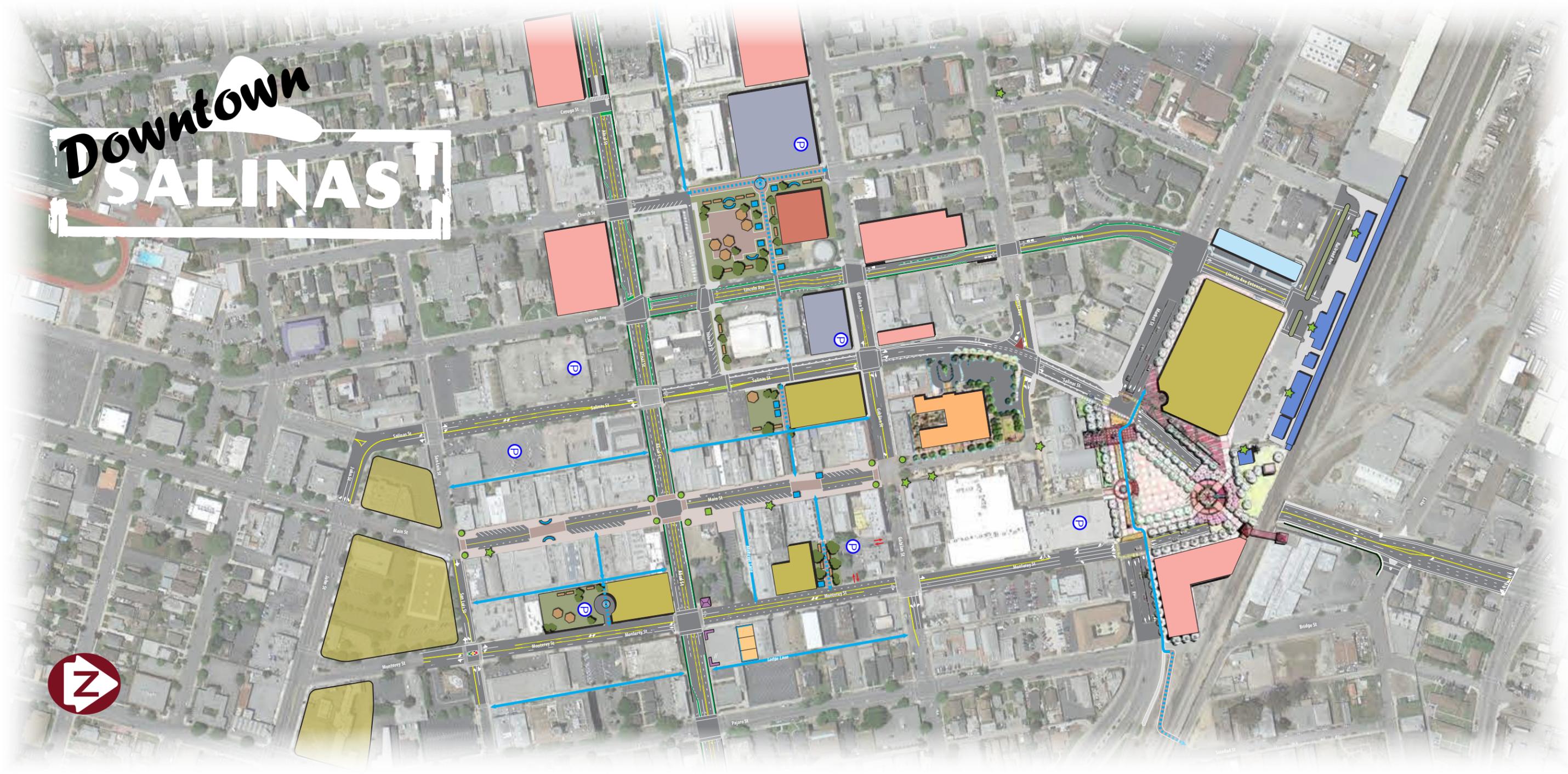
 **Intermodal Transportation Center (ITC):** The area near the Salinas rail station is being upgraded to accommodate an ITC. This site has a huge potential for transit oriented development and new connections with the rest of the City.

 **New Taylor Farms Headquarters:** The Taylor Farms corporate headquarters building is currently being constructed on the 100 block of Main Street. It represents a significant investment in downtown Salinas.





FIGURE 1-2 DOWNTOWN VIBRANCY MAP



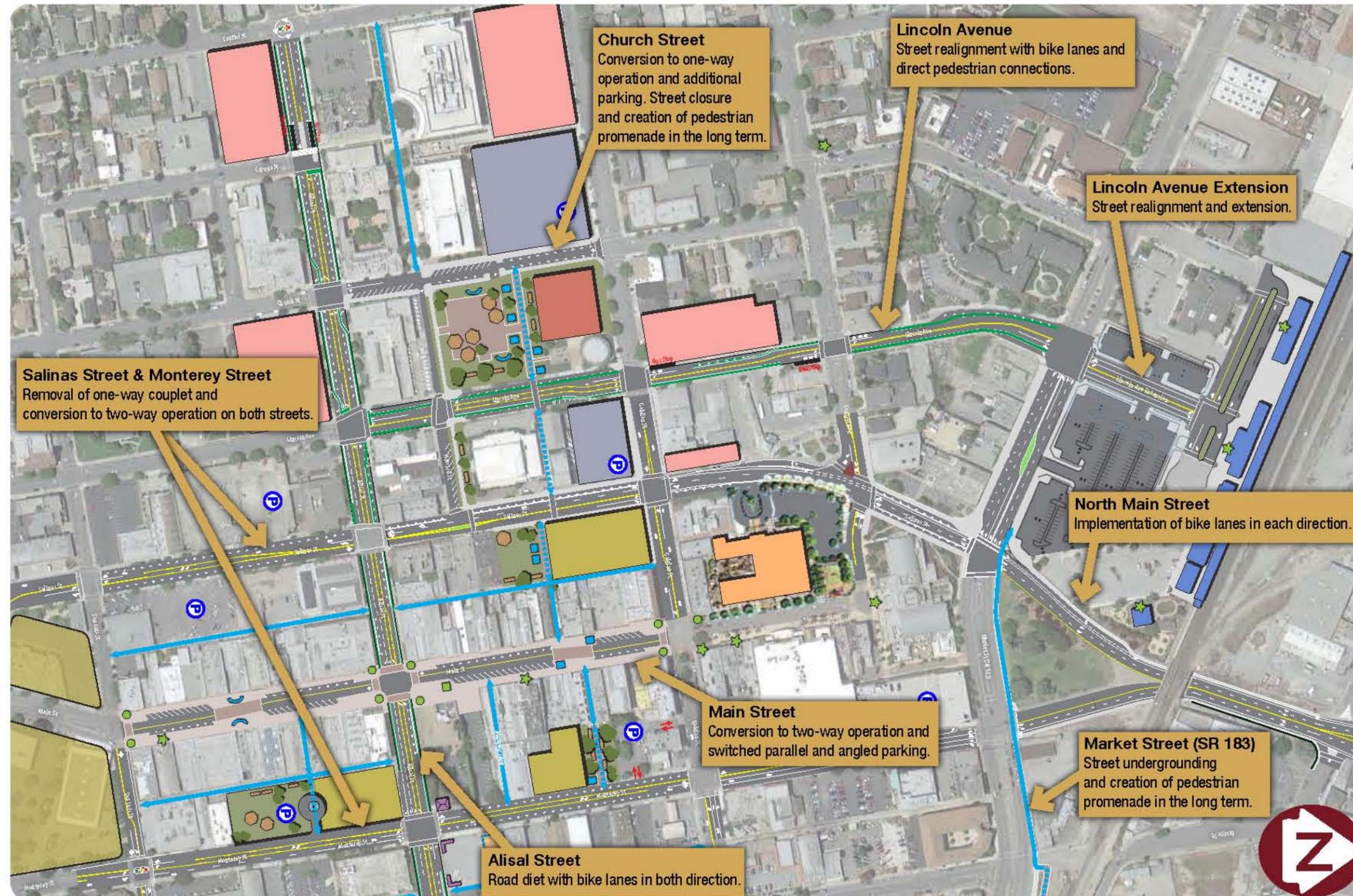
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# CHAPTER 2 DESTINATION DOWNTOWN



## 2.1 INTRODUCTION

**FIGURE 2-1 PROPOSED TRANSPORTATION CHANGES**



Streets often help to define places by how they are configured and the priorities they communicate to users. Originally, downtown Salinas was made up of two-lane streets, and was the commercial center of the City. Traffic was heavy and slow in the downtown area and pedestrian activity was prevalent. In the 1970's, highway engineers implemented a one-way couplet on Salinas Street and Monterey Street in the downtown area that promoted faster travel between Highway 101 and the City of Monterey. Later, the City developed several regional shopping centers to the north of town which dispersed commercial activity in Salinas. Main Street in the Oldtown Salinas area became a low-volume street that provided parking for businesses. The one-way couplet was too successful in moving traffic through the downtown, as fewer people chose to stop and shop in downtown Salinas. Over time, activity generating land use on Salinas Street and Monterey Street was replaced with surface parking lots. The abundance of free parking has resulted in a tendency to drive more and walk less. Also, due to the lack of traffic on Main Street and the large regional malls in North Salinas, businesses along that street are struggling to stay open; in fact, all but a few businesses close by 6 p.m. each evening. At certain times throughout the day, most of the street parking is occupied, with very few people walking along downtown sidewalks. Downtown Salinas is predominantly an automobile-centric area that does not experience levels of street front activity present in more successful downtowns.

As depicted in Figure 2-1, this plan proposes to alter circulation patterns and street characteristics to emphasize downtown Salinas as a primary destination and activity center for the City of Salinas and Monterey County. These changes will intentionally reduce vehicle speeds to emphasize pedestrian and bicycle travel. Pedestrian travel will be encouraged as the primary means of travel within downtown. Travel to and within downtown by bicycle will also be encouraged by providing safer routes leading into downtown. Investments in transit will be optimized by providing better connections and travel paths to transit hubs.

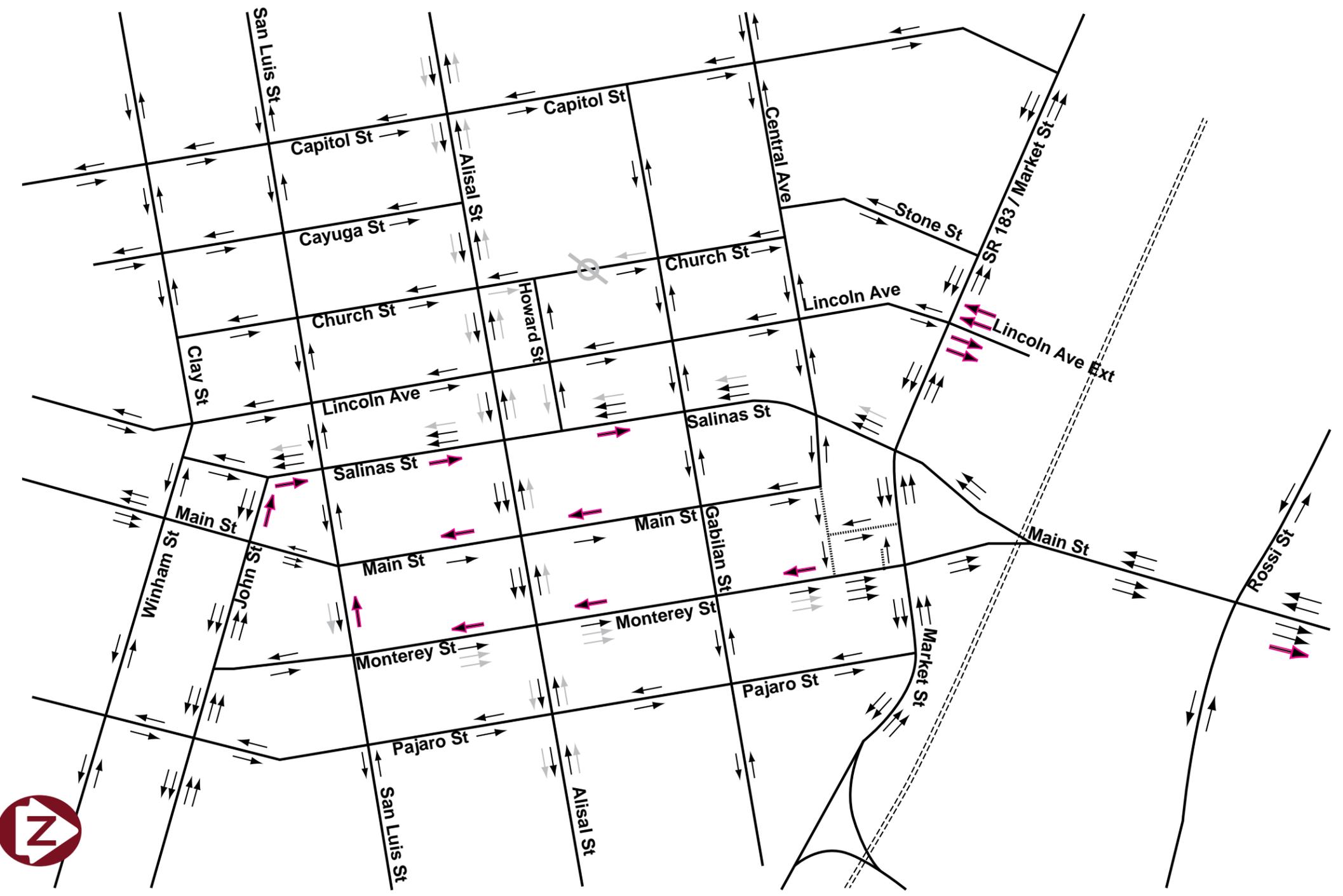


## 2.2 REVISED CIRCULATION PATTERNS

FIGURE 2-2 STREET FLOW MAP

As depicted in Figure 2-2, big changes to circulation patterns are recommended in this plan to increase downtown vibrancy. All of Main Street will become two-way travel which will increase visibility to businesses and eliminate out-of-direction travel. Most of Salinas Street and Monterey Street will also be converted to two-way traffic, which will improve access to downtown and reduce vehicular speeds. Alisal Street will be re-purposed by converting one of the automobile travel lanes into bicycle lanes, resulting in a narrower, slower roadway that is more in character with surrounding uses. Howard Street will be converted to one-way traffic, enabling Church Street to be closed to vehicular traffic between Howard and Gabilian Street. These changes will emphasize downtown as a destination, a place where streets are shared by vehicles, bicyclists, transit, and pedestrians. Pedestrian travel will be emphasized and encouraged as the primary means of travel in downtown. For the same reason, bicycle travel to and within the downtown area will also be enhanced. This includes Class II bikeways (bike lanes) and Class III bikeways (bike routes). As these streets are reconfigured, the traffic signal timings will also be modified and optimized to accommodate flows into and out of downtown Salinas. This will require coordination and cooperation with the California Department of Transportation (Caltrans), which operates all signals on state routes. The City of Salinas may benefit from taking over ownership and control of Caltrans operated signals and routes to allow for greater flexibility in implementing improvements to streets and intersections in downtown. The next few pages describe circulation pattern changes in more detail.

The revised circulation plan emphasizes downtown as the destination. Depicted in Figure 2-2 are the mid-block travel lanes and direction of travel on downtown streets.



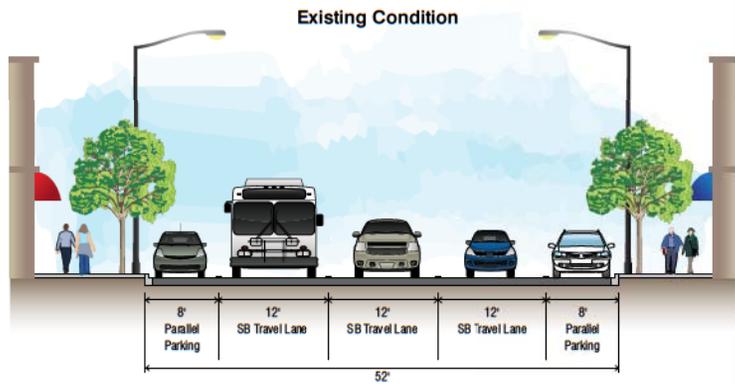
**LEGEND**

- Existing Vehicle Travel Lane
- Existing Lane to be Removed
- Travel Lane to be Added
- ⊘ Potential Future Street Closure



### 2.2.1 Salinas Street Improvements

As part of a one-way couplet, Salinas Street currently accommodates southbound travel only (as shown in existing cross section below). Removing the one-way couplet is important to boldly proclaim that all roads lead to downtown Salinas. With this change it will be easier for vehicles to reach downtown from any direction. Traffic speeds on Salinas Street will be reduced, creating a friendlier environment for pedestrians and bicyclists. Combined with policies that support living, working and playing in downtown, these conditions will create a street ambiance that will help attract businesses to vacant storefronts and redevelop surface parking lots into residential and mixed-use developments.

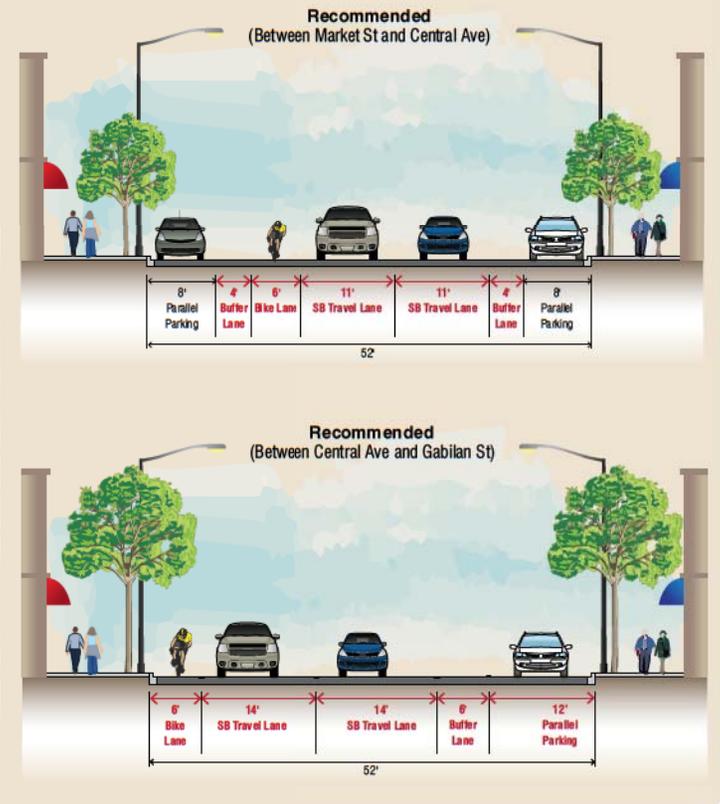


#### Salinas Street between Market Street and Gabilan Street

As depicted in Figure 2-3, this section remains one-way and serves as a transition area to the two-way configuration. The number of travel lanes is reduced from three to two and a bicycle lane is integrated. This will provide more comfortable bicycle access from the Intermodal Transportation Center, to the Monterey-Salinas Transit Center and downtown. Parking remains available on both sides north of Central Avenue, and parallel parking is provided on the east side south of Central Avenue. The Monterey-Salinas Transit Center will continue to be served with a bus only lane on Salinas Street for loading and circulation.

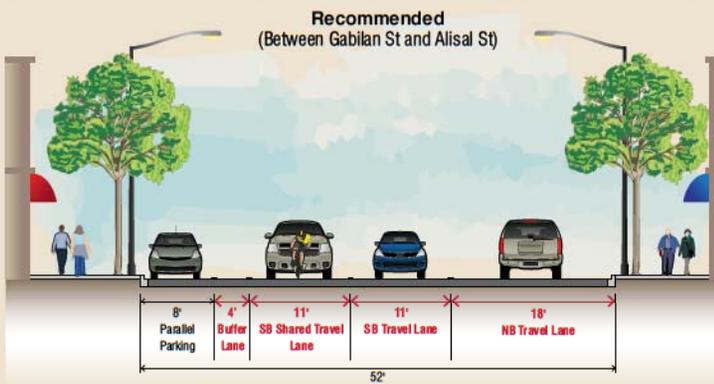


**FIGURE 2-3 RECOMMENDED IMPROVEMENTS SALINAS STREET BETWEEN MARKET STREET AND GABILAN STREET**

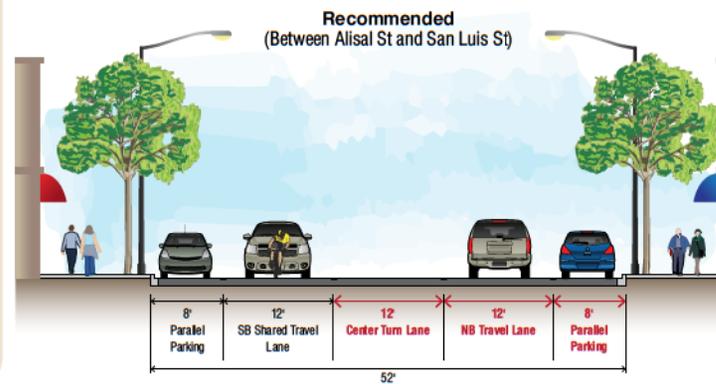


**FIGURE 2-4 RECOMMENDED IMPROVEMENTS SALINAS STREET BETWEEN GABILAN STREET AND ALISAL STREET**

As depicted in Figure 2-4, the existing three lane southbound configuration is replaced with two southbound lanes and one northbound lane. A raised median is added at Howard Street to restrict left-turn movements from and onto Howard Street and to provide a refuge for pedestrians crossing Salinas Street. Parking remains available for the southbound direction only. A pedestrian crossing at Howard Street provides a convenient crossing for pedestrians traveling to and from Government Center. A Class III (sharrows) bicycle route is provided in the southbound direction.



**FIGURE 2-5 RECOMMENDED IMPROVEMENTS SALINAS STREET BETWEEN ALISAL STREET AND SAN LUIS STREET**

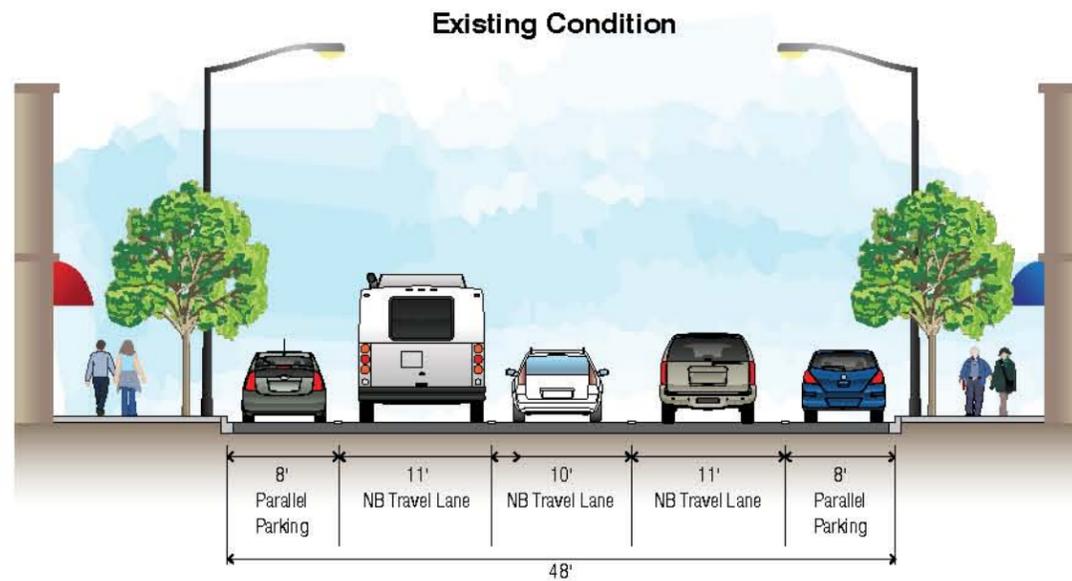


As depicted in Figure 2-5, this section of Salinas Street is converted to one lane in each direction with a center turn lane and parking available on both sides of the street. South of San Luis Street, Salinas Street is converted to a single travel lane in each direction. This requires John Street to become two-way between Salinas Street and Main Street. A Class III (sharrows) bicycle route is provided in the southbound direction.



## 2.2.2 Monterey Street Improvements

As the other half of the one-way couplet, Monterey Street accommodates northbound travel only (as shown in the existing cross section below). As part of the improvements, Monterey Street would also be converted to two-directional traffic to allow more circulation options to, from, and within downtown for drivers. These changes encourage new opportunities for development and promote occupancy of vacant buildings and surface parking lots, helping to create a more vibrant ambience along Monterey Street.

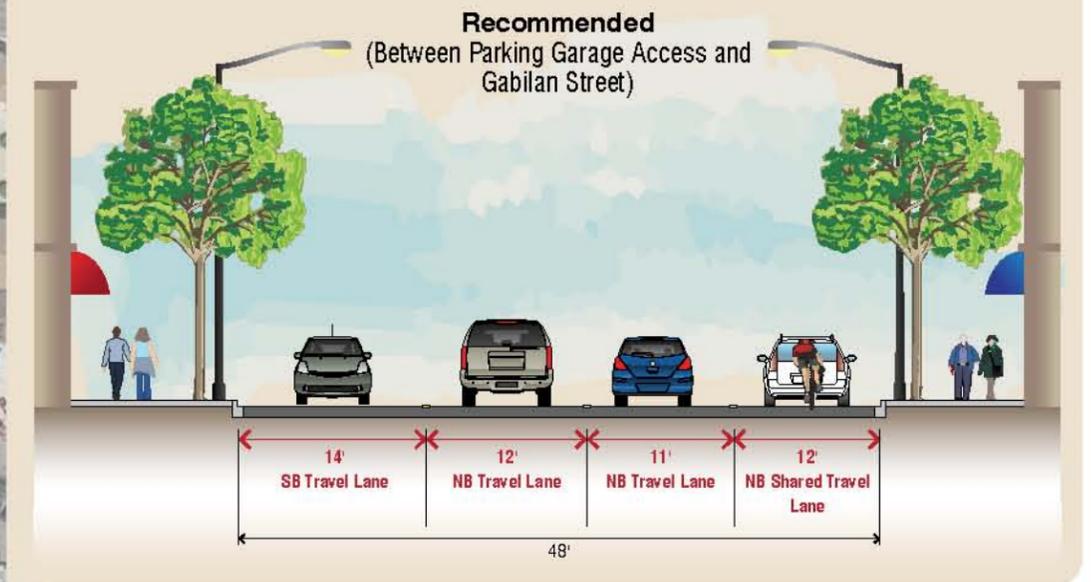


### Monterey Street between Market Street and Gabilan Street

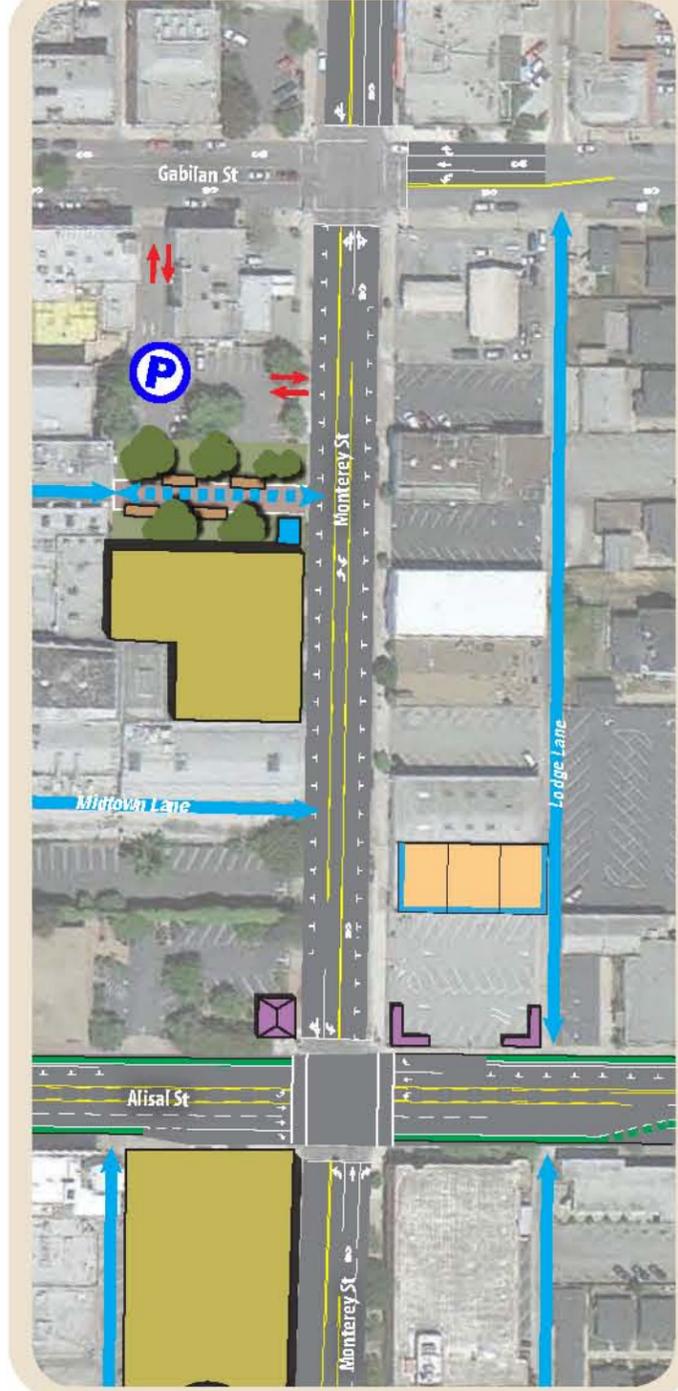
As depicted in Figure 2-6, the two-way configuration on Monterey Street begins at the parking garage exit just south of Market Street (shown in the picture to the right). Vehicles will now be able to exit the parking garage to both northbound and southbound travel lanes. While unchanged at the approach to Market Street, Monterey Street transitions to a single travel lane in the southbound direction and three travel lanes in the northbound direction. This concept improves the circulation and access for drivers, while preserving capacity at an important exit from the downtown. A Class III (sharrows) bicycle route is provided in the northbound direction.



**FIGURE 2-6 RECOMMENDED IMPROVEMENTS MONTEREY STREET BETWEEN PARKING GARAGE ACCESS AND GABILAN STREET**

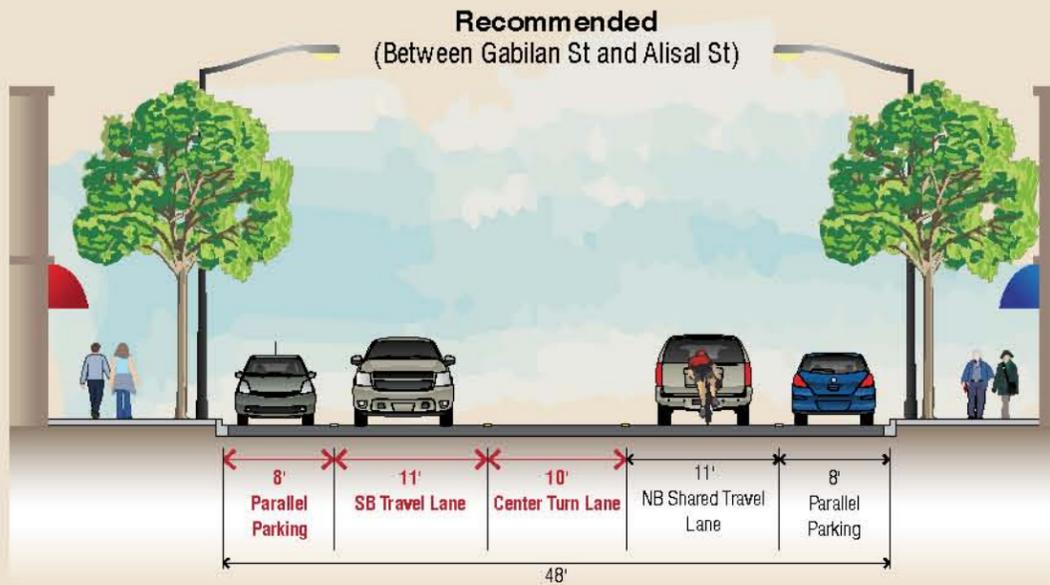


**Parking Garage Entrance off of Monterey Street**

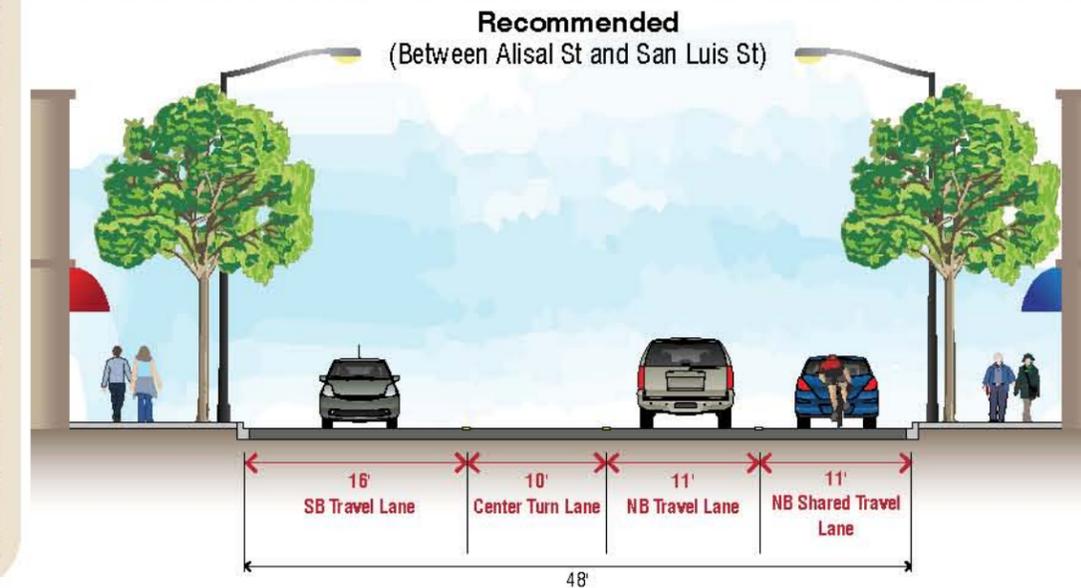


**FIGURE 2-7 RECOMMENDED IMPROVEMENTS  
MONTEREY STREET BETWEEN GABILAN STREET AND ALISAL STREET**

As depicted in Figure 2-7, the existing three lane northbound configuration is replaced with a single lane in each direction and a center turn lane. This allows for maximized vehicle access opportunities to the adjacent parcels. Parking will remain available on both sides of the street. A Class III (sharrows) bicycle route is provided in the northbound direction.



**FIGURE 2-8 RECOMMENDED IMPROVEMENTS  
MONTEREY STREET BETWEEN ALISAL STREET AND SAN LUIS STREET**



As depicted in Figure 2-8, this segment of Monterey Street provides two northbound travel lanes, one southbound travel lane, and a center turn lane. One of the northbound travel lanes terminates as a right-turn only lane at Alisal Street. A Class III (sharrows) bicycle route is provided in the northbound direction.



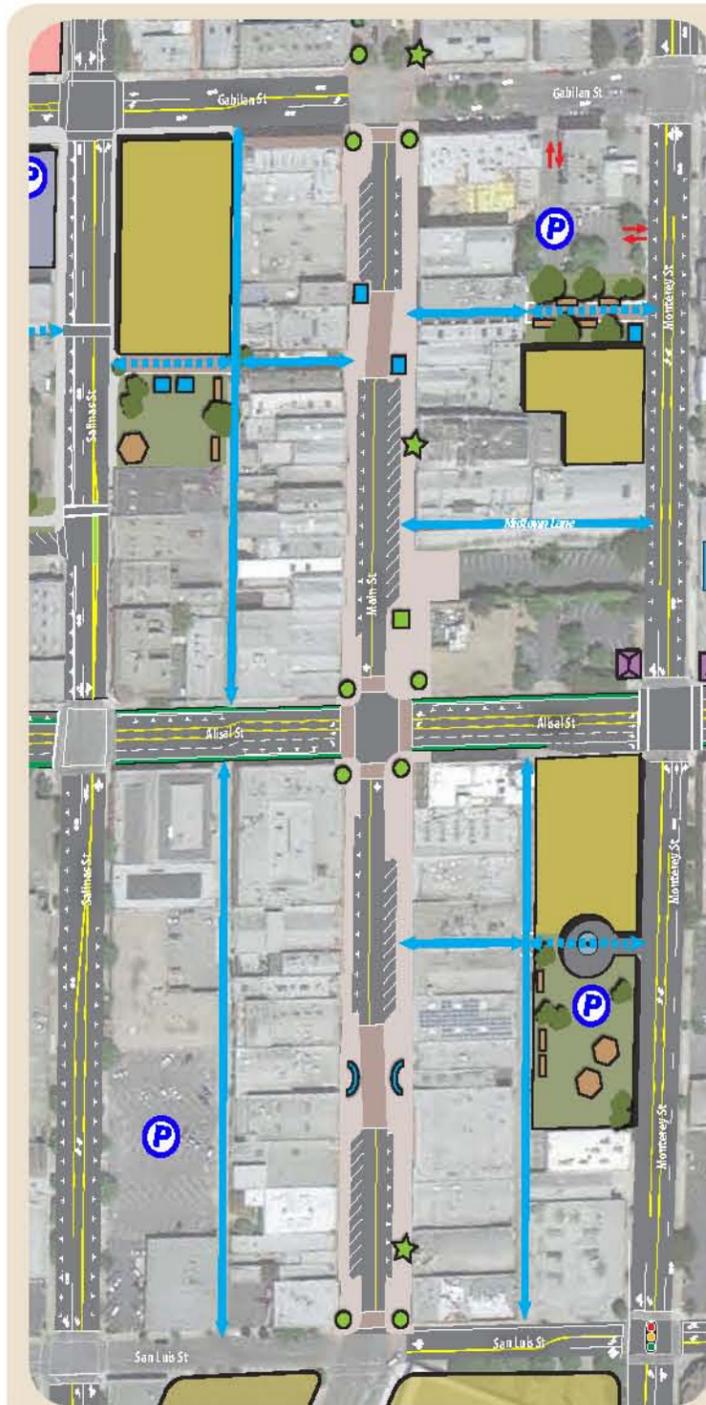
### 2.2.3 Main Street Improvements

In downtown Salinas, Main Street is a pedestrian-oriented facility. Speeds on the roadway are slow and sidewalks are wide. Charming, historic buildings dominate the streetscape creating an inviting ambiance. Currently, portions of Main Street operate as a one-way northbound street, between San Luis Street and Gabilan Street (as shown in the existing cross section to the right and the picture below). This causes difficulty for vehicles to circulate in the area and does not allow as much traffic and visibility to Main Street businesses. It is recommended that the 200 and 300 blocks be returned to two-way traffic flow.

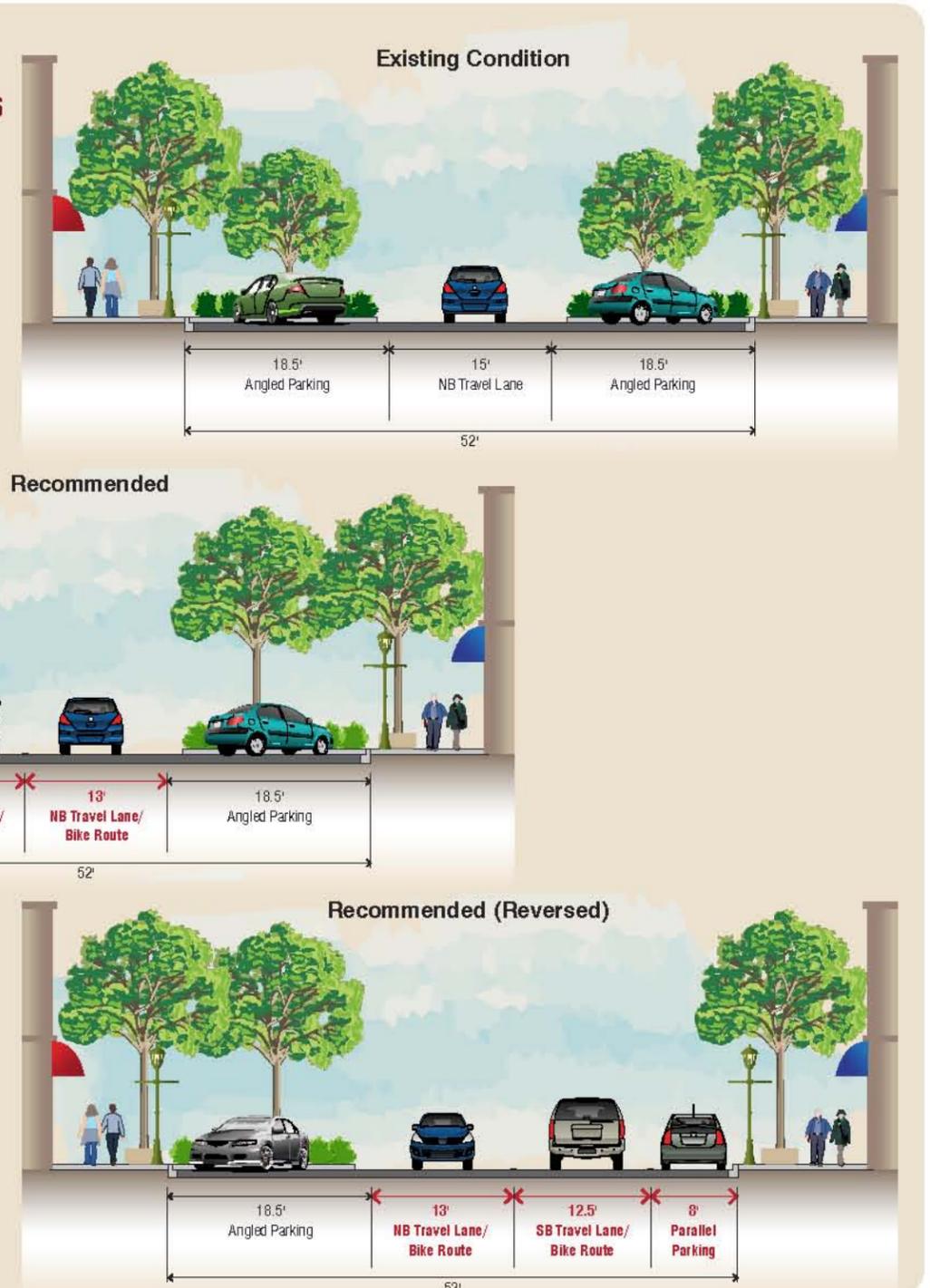
As depicted in Figure 2-9, in order to balance parking supply on both sides of the block, angled parking and parallel parking is switched at midblock. Angled parking allows for more spaces, while parallel parking provides for better loading zones and drop-off areas.



Existing Condition on Main Street



**FIGURE 2-9  
RECOMMENDED  
IMPROVEMENTS  
MAIN STREET  
BETWEEN GABILAN  
STREET AND SAN  
LUIS STREET**

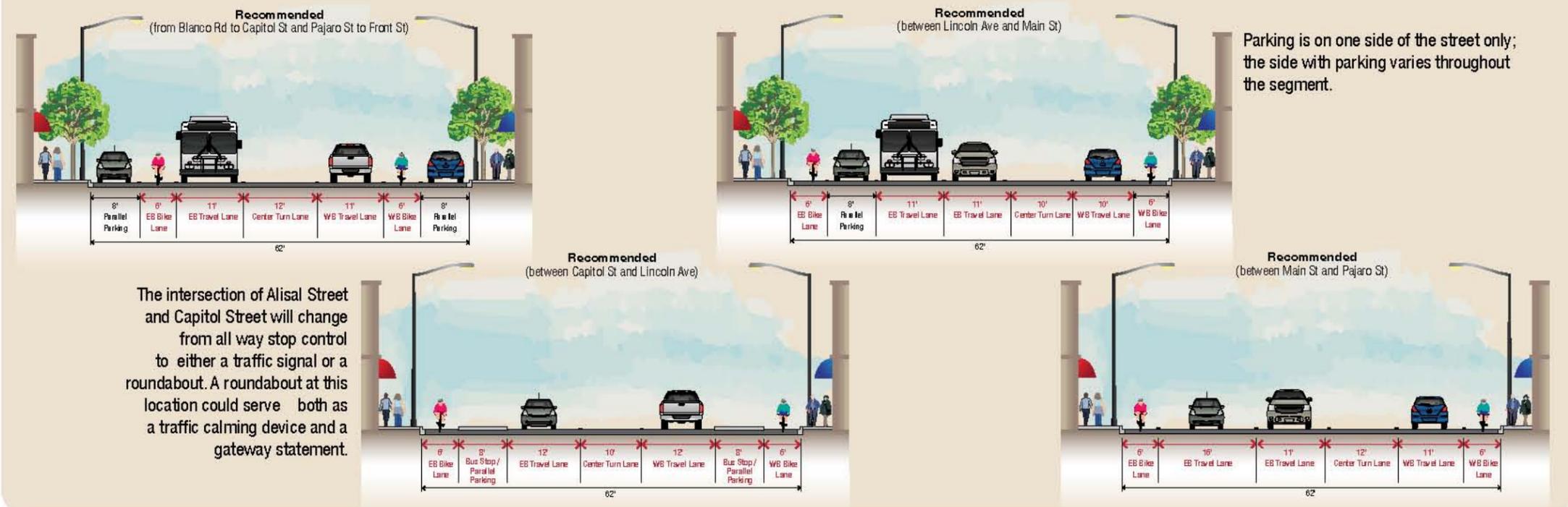
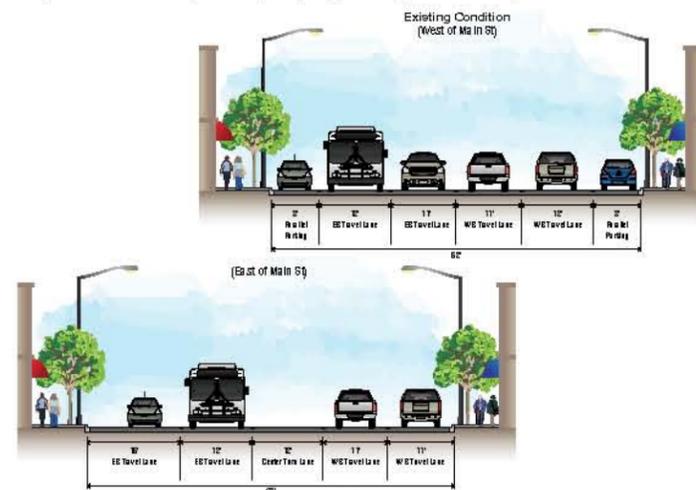
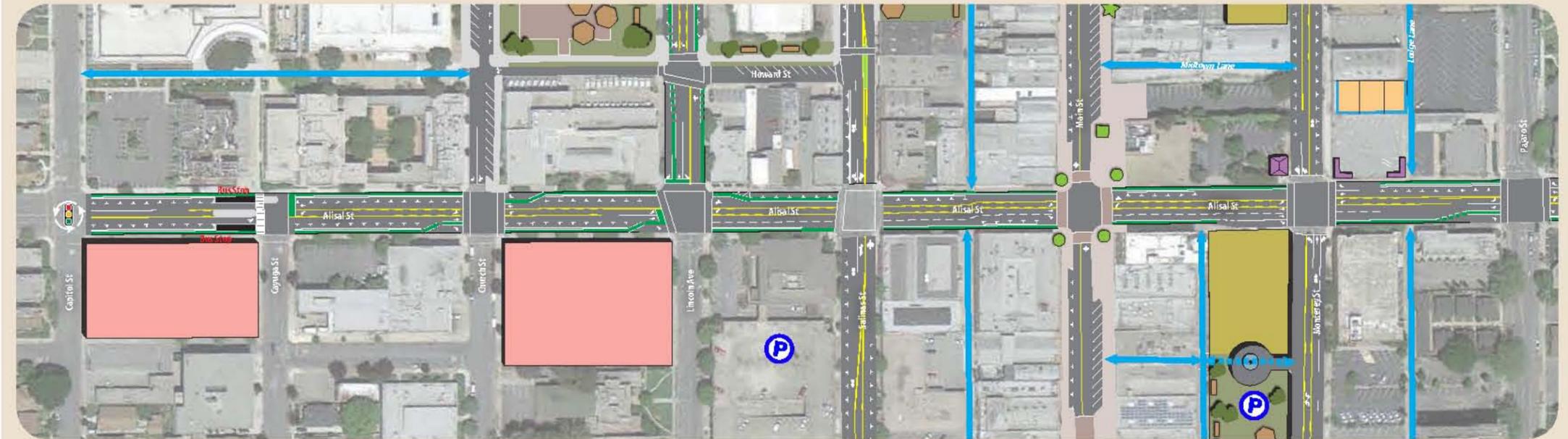


**2.2.4 Alisal Street Improvements**

Currently, Alisal Street provides an important east-west connection into downtown Salinas for automobile traffic (existing cross sections shown below). That function will continue, while transforming the street into a multi-modal corridor that will better serve pedestrians, bicyclists, and transit. As depicted in Figure 2-10, the roadway will be reduced from two travel lanes in each direction to one lane in each direction, a center lane will be added for left-turn movements, Class II bicycle lanes and pedestrian crossing treatments will also be added. The resulting roadway will have sufficient capacity to serve existing and future automobile and bus travel demands, while providing an excellent opportunity to access downtown Salinas by bicycle, as well as make for easier pedestrian crossings. The recommended improvements will extend beyond downtown Salinas to Blanco Road to the west and Front Street to the east in order to provide a continuous bicycle facility leading to downtown. The new bicycle connection between East Salinas and Hartnell College will provide an important and safe path of travel to the downtown and encourage more bicycle travel. Additionally, Monterey-Salinas Transit uses Alisal Street to operate two of its major bus routes and is considering operating a regional Bus Rapid Transit route on the street which would connect Salinas with Marina.

The heaviest travelled portion of Alisal, between Lincoln Avenue and Monterey Street will be configured with two eastbound travel lanes, one westbound travel lane, a left-turn lane, and bicycle lanes. Parking between Lincoln Avenue and Monterey Street is on one side of the street only; the side with parking varying throughout the segment.

**FIGURE 2-10 RECOMMENDED IMPROVEMENTS ALISAL STREET BETWEEN CAYUGA STREET AND PAJARO STREET**



The intersection of Alisal Street and Capitol Street will change from all way stop control to either a traffic signal or a roundabout. A roundabout at this location could serve both as a traffic calming device and a gateway statement.

Parking is on one side of the street only; the side with parking varies throughout the segment.

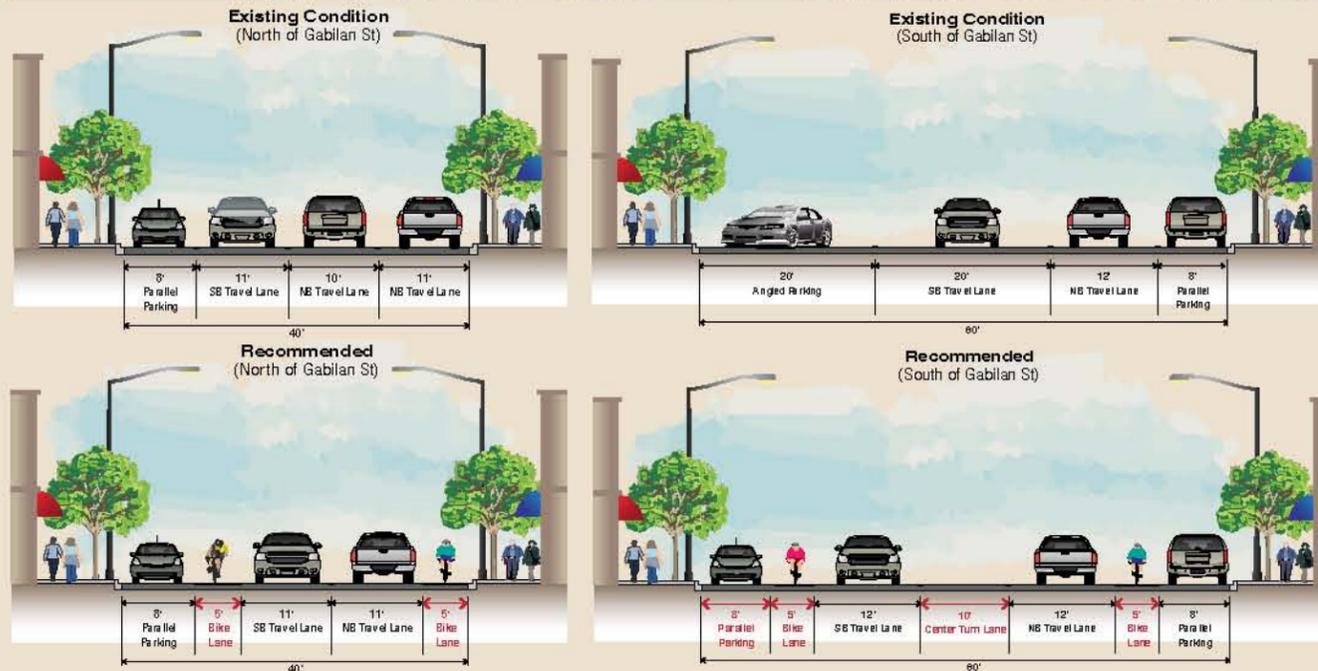
## 2.2.5 Lincoln Avenue Improvements

**FIGURE 2-11 RECOMMENDED IMPROVEMENTS LINCOLN AVENUE BETWEEN MARKET STREET AND ALISAL STREET**



### Lincoln Avenue between Market Street and Alisal Street

As depicted in Figure 2-11, Lincoln Avenue will be transformed into a multi-modal corridor that, like Alisal Street, will better serve pedestrians, bicyclists, and transit. The roadway will remain one travel lane in each direction. Parallel parking and a center turn lane will be added between Gabilan Street and Howard Street. Class II bicycle lanes and pedestrian crossing treatments will be added along the roadway. The resulting roadway will have sufficient capacity to serve existing and future automobile and bus travel demands, while providing an excellent opportunity to access downtown Salinas by bicycle, as well as make for easier pedestrian crossings. Additionally, Monterey-Salinas Transit uses Lincoln Avenue to operate major bus routes and is considering operating a regional Bus Rapid Transit route on the street which would connect Salinas with Marina.



### Lincoln Avenue Extension

Also depicted in Figure 2-11 and the image below, Lincoln Avenue will be extended north of Market Street to provide the new connection to the Intermodal Transportation Center (ITC) and Railroad Avenue. The roadway will be two travel lanes in each direction. This segment of Lincoln Avenue will be constructed as part of the Kick-Start rail project.



Visual Simulation of the new ITC Lincoln Avenue Extension



## 2.3 BICYCLE TRAVEL

Salinas has a climate that allows for year-round bicycling and the topography near downtown is relatively flat. These factors suggest that Salinas could be a great place to travel by bicycle. However, currently, most people do not travel by bicycle to reach downtown Salinas due to barriers, such as the lack of bicycle lanes and the differential in speeds between motor vehicle traffic and bicyclists.

Roadway operational changes to Alisal Street, Salinas Street, and Main Street will help attract more people to travel downtown on bicycles. In addition, the bicycle network in downtown will be expanded to include bicycle lanes (Class II) and signs augmented with pavement markings (sharrows) to designate bicycle routes (Class III). Refer to Chapter 1 for information on bicycle facilities.

The following streets will have new and/or upgraded bicycle facilities:

### Bicycle Lanes (Class II Facilities)

- Alisal Street – between Blanco Rd. and Front St.
- Lincoln Avenue – between Alisal St. and Intermodal Transportation Center
- Main Street – between Rossi St. and Market St.
- Salinas Street – between Market St. and Gabilan St.
- Monterey Street – between Market St. and N. Main St.

### Bicycle Routes (Class III Facilities)

- Salinas Street – between Gabilan St. and John St.
- Main Street – between Central Ave. and John St.
- Monterey Street – between Market St. and John St.
- Gabilan Street – between Lincoln Ave. and Pajaro St.

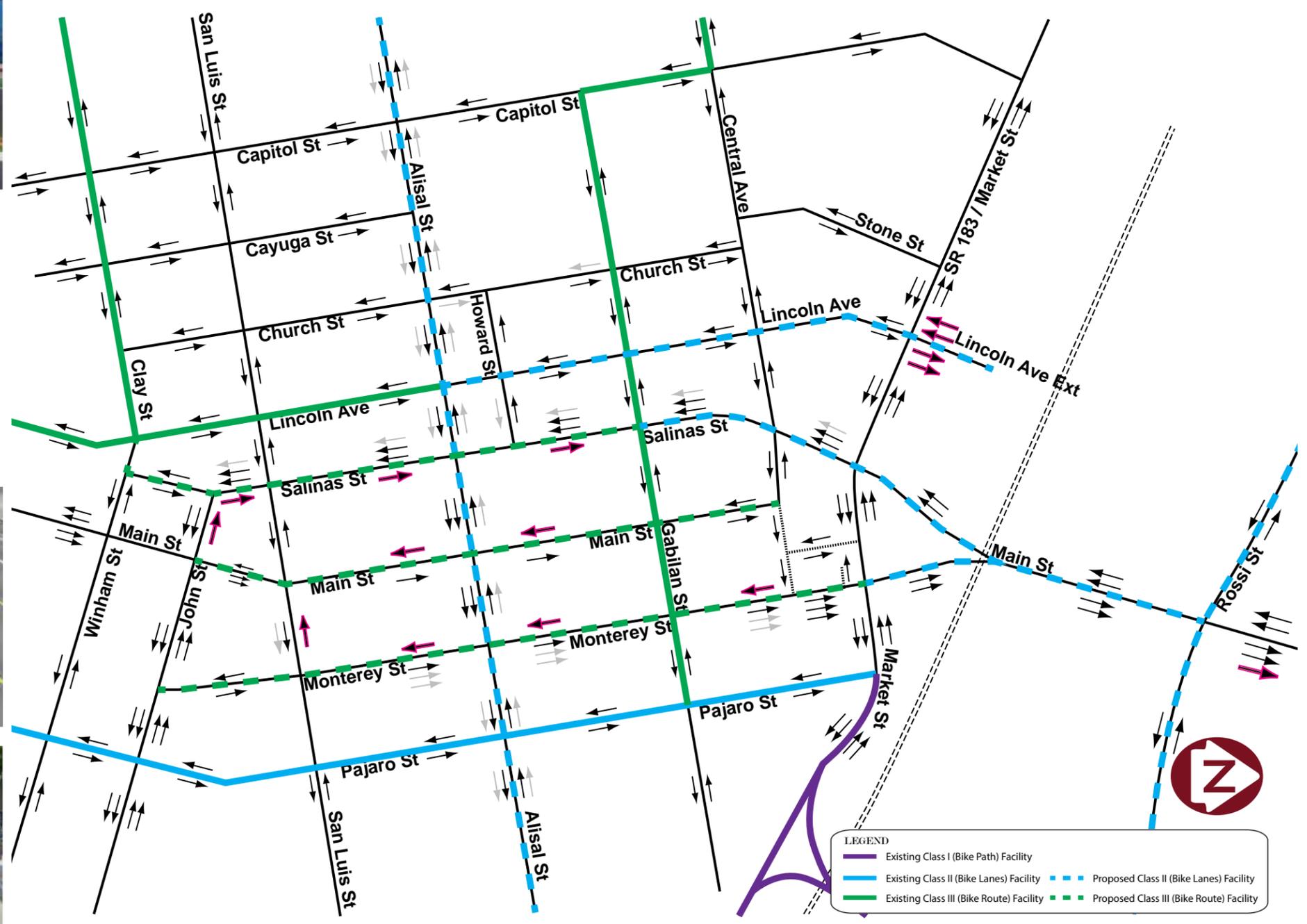


Bike Boxes (pictured above) provide bicyclists with a safe and visible way to get ahead of queueing traffic during the red signal phase.

Transit Island bus stops (pictured to the left) buffer bike lanes from mixed-flow travel lanes.



FIGURE 2-12 RECOMMENDED DOWNTOWN BICYCLE PLAN



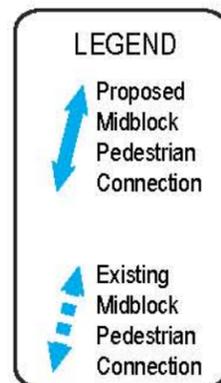
## 2.4 PEDESTRIAN MOBILITY

A healthy pedestrian environment is an essential element in a vibrant downtown. Nearly every trip begins and ends with a walk, whether it is a short walk from a parking space, a bus stop or bike rack, or an exclusive walking trip between two places. A pedestrian-friendly environment will encourage longer walking trips, and result in downtown workers and visitors choosing to linger longer in downtown and stop at multiple destinations. This plan places a priority on improving pedestrian travel in downtown Salinas. All other mobility improvements provide some degree of enhancement to encourage safer and more convenient walking, such as slower moving travel on Salinas Street and Monterey Street and the separation of bicycles and pedestrians on the North Main Street railroad undercrossing. In addition, several other pedestrian improvements are recommended in the plan.

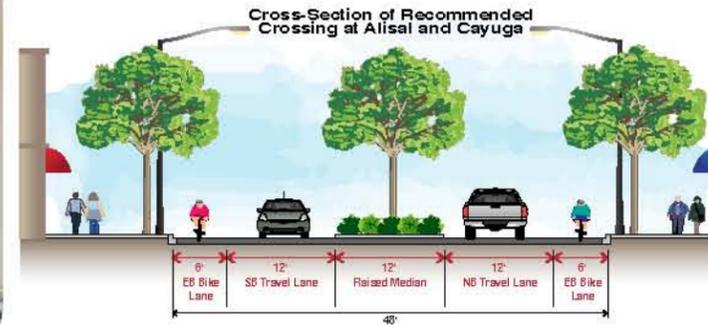
### Street Crossings at Strategic Locations

Heavy pedestrian flows don't always occur at locations where traffic signals exist. Many pedestrians often will not travel out of direction to find a protected crosswalk. In these locations, the use of midblock crosswalks should be considered. Depicted in Figure 2-13, midblock crosswalks are suggested on Lincoln Avenue and Salinas Street south of Gabilan Street to provide a pedestrian connection through Government Center from Capitol Street to Monterey Street.

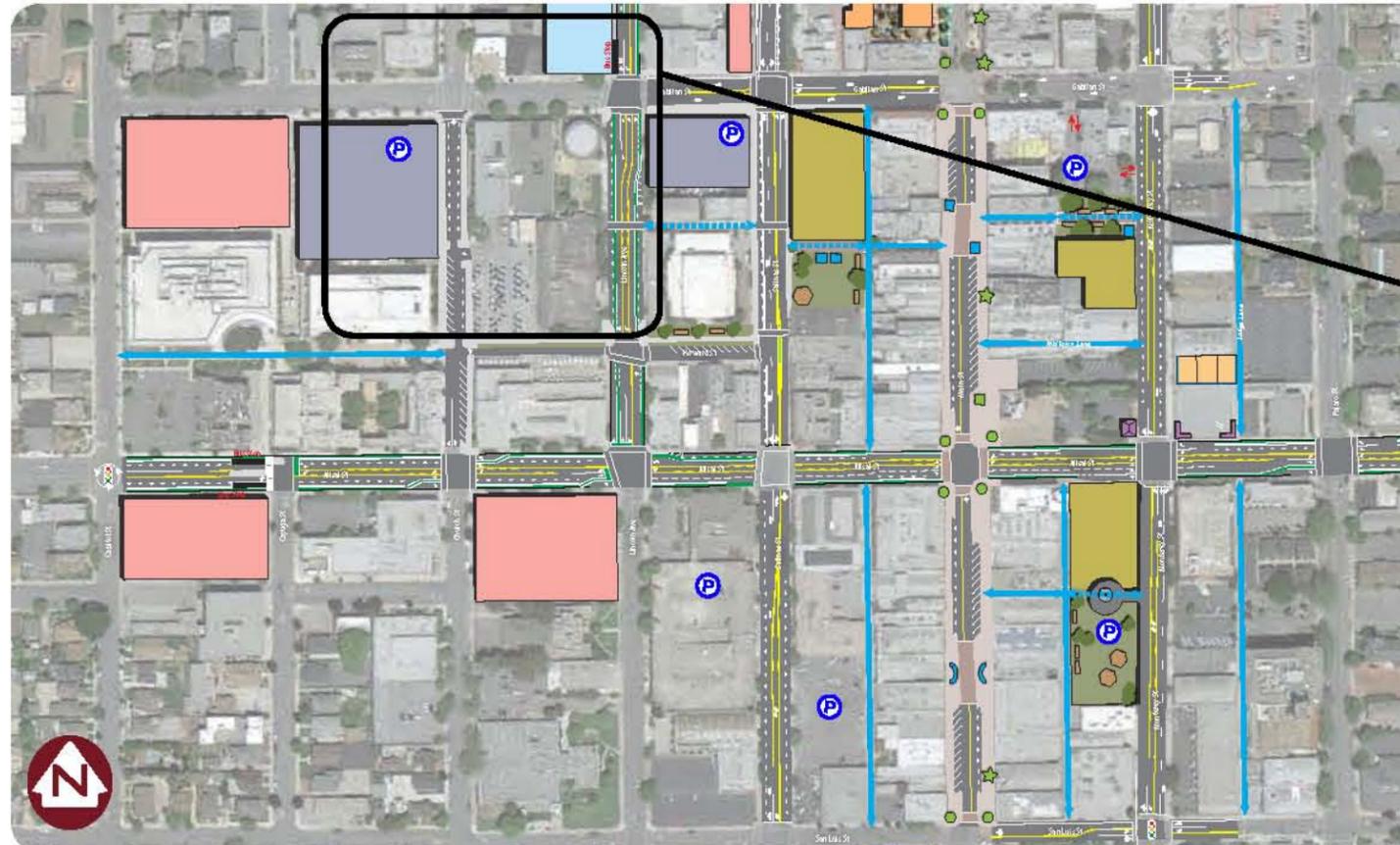
Between Gabilan Street and San Luis Street, the blocks are long—approximately 600 feet in length. This creates an impediment to walking, due to out of direction travel. Some midblock pedestrian connections occur, but more are needed. New and/or enhanced midblock connections are shown in Figure 2-13.



Existing Crossing on Alisal Street at Cayuga Street



**FIGURE 2-13 RECOMMENDED PEDESTRIAN CONNECTIONS**



The Alisal Street and Cayuga Street intersection already has a marked crosswalk and uses flashing rectangular beacons to alert motorists of crossing pedestrians. As shown in the cross section to the left, this crosswalk will be further enhanced with the Alisal Street improvements to add a raised center median refuge, allowing pedestrians to cross the street in two stages with a crossing distance of about 18 feet each. The raised center median takes the complex task of crossing a wide street with traffic coming from two opposing directions all at once and separates it into two simpler tasks. A similar crossing is suggested for pedestrians crossing Salinas Street travelling between Oldtown Salinas and Government Center. This crossing would occur at Howard Street.

### Long Range Pedestrian Connection

As changes to the Government Center area progress, Church Street between Gabilan Street and Howard Street is recommended to be closed to vehicular traffic and converted into a pedestrian promenade. Depicted below, the Church Street pedestrian promenade will act as an extension to the existing pedestrian space at the western end of Howard Street and further strengthen pedestrian connectivity through Government Center and the other planned midblock connections to the east through the downtown area.



## 2.5 INTERSECTION IMPROVEMENTS

It is important that pedestrian facilities provide an environment that encourages walking and evolves the roadside into a desirable place to be. Pedestrians represent the most vulnerable street users, therefore safety and the perception of comfort is very important. Intersections are the most common point of convergence between pedestrians and motor vehicles. The safety of downtown Salinas' busy intersections can be improved greatly with geometric and operational changes.

### Geometric Design Treatments

At an intersection, geometry is the prevailing influence; it sets a clear base for how all roadway users interact with one another. Geometric design treatments include all physical attributes of an intersection.

Curb extensions (sometimes referred to as "pop-outs" or "bulb-outs") can be an effective means to both reduce pedestrian crossing distances at busy intersections and place waiting pedestrians in locations more visible to turning traffic. With this treatment, pedestrians are able to walk toward the edge of the roadway (edge of parking lane when applicable) without entering the roadway. Curb extensions should be used when excess space exists, but should not block bicycle lanes. These extensions are best completed when existing properties redevelop.

Curb extension treatments offer the following benefits to downtown Salinas:

- Reduces pedestrian crossing distance
- Improves visibility for pedestrians and motorists by improving sightlines for both motorists and pedestrians
- Acts as a traffic calming device by physically narrowing the roadway and sending a visual cue to motor vehicles to slow down
- Creates tighter corners (radii), slowing the speeds of turning vehicles
- Allows for possible opportunities for additional street parking
- Allows for shorter pedestrian clearance intervals at signalized intersections
- Increases the amount of space available for sidewalk amenities
- Reduces crowding at high demand crossings



Curb extensions are recommended at crosswalk locations where on-street parking is allowed. Main Street currently has curb extensions at all designated crossing locations throughout the downtown area. As shown in the picture above, apart from the safety benefits, curb extensions can also provide additional space on downtown Salinas streets for signal infrastructure, street vegetation, street furnishings, etc.



[http://www.greatsecondstreet.org/2012\\_05\\_01\\_archive.html](http://www.greatsecondstreet.org/2012_05_01_archive.html)

Pictured above is the Pasadena Barnes Dance or "All Cross", this is an example of a pedestrian scramble phase.

### Operational Measures

Signalized intersections provide for additional opportunities to increase the convenience and safety for pedestrians. Pedestrian signal phasing and other operational measures at traffic signals can allow for pedestrians and bicyclists to have more control when crossing major streets.

A leading pedestrian interval gives pedestrians the walk signal for 3 to 5 seconds prior to the concurrent green interval for vehicles. This enables the crossing pedestrians to get a head start into the intersection. By doing this, drivers turning are more aware of crossing pedestrians, reducing conflicts between pedestrians and turning vehicles.

A pedestrian scramble phase is an exclusive pedestrian phase that stops traffic on all legs of an intersection to allow pedestrians to cross in all directions at the same time. As shown in the picture to the left, the scramble enables pedestrians to cross diagonally through the intersection, preventing them from having to cross two roadways and potentially wait for two signals to get to the opposite corner of an intersection. A scramble phase can be used where turning vehicles conflict with very high pedestrian volumes and pedestrian crossing distances are short.

A pedestrian recall phase requires no detection. Pedestrians receive a walk signal during every cycle. A pedestrian recall phase can be used in areas with high levels of pedestrian activity. It is recommended that a pedestrian recall phase be implemented if a pedestrian walk signal is actuated 75 percent of the time during three or more hours per day.

Pedestrian signals provide control exclusively for pedestrians. Generally, indications are given in "walk" and "don't walk" signals. These controls minimize vehicle and pedestrian conflicts by assisting pedestrians in deciding when to cross the roadways.

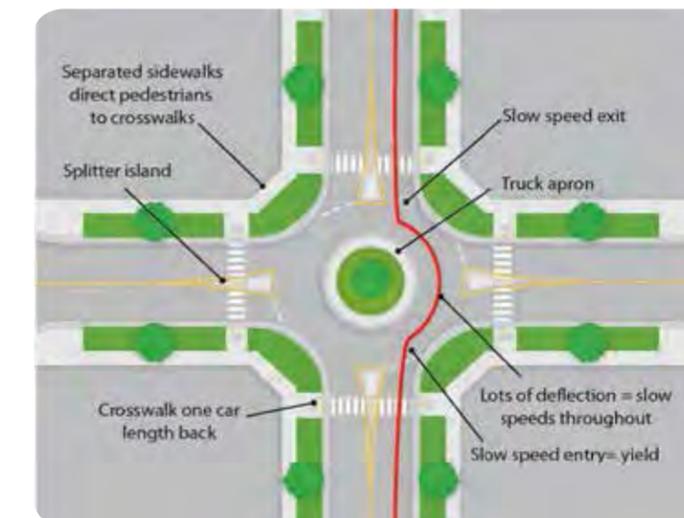
Pedestrian countdown signals inform pedestrians how long they have to cross the street. Research suggests that pedestrians are more likely to obey the "don't walk" signal when they know how much time there is left to cross.

Pedestrian detection is used to activate a pedestrian signal. Active Push Buttons are the most common form of detection, requiring the crossing pedestrian to physically push a button to receive a walk signal. Extended Push Buttons are an option that can be used to allow pedestrians to increase the crossing time allowed by pressing the push button longer (to activate the features, the push-button must be pushed and held for more than one second). Passive Detection Devices can also be used; these devices use video, radar, or other devices to detect the presence of pedestrians waiting to cross the street. Some devices can also track the location of a crossing pedestrian and determine if more crossing time is needed.

### Roundabouts

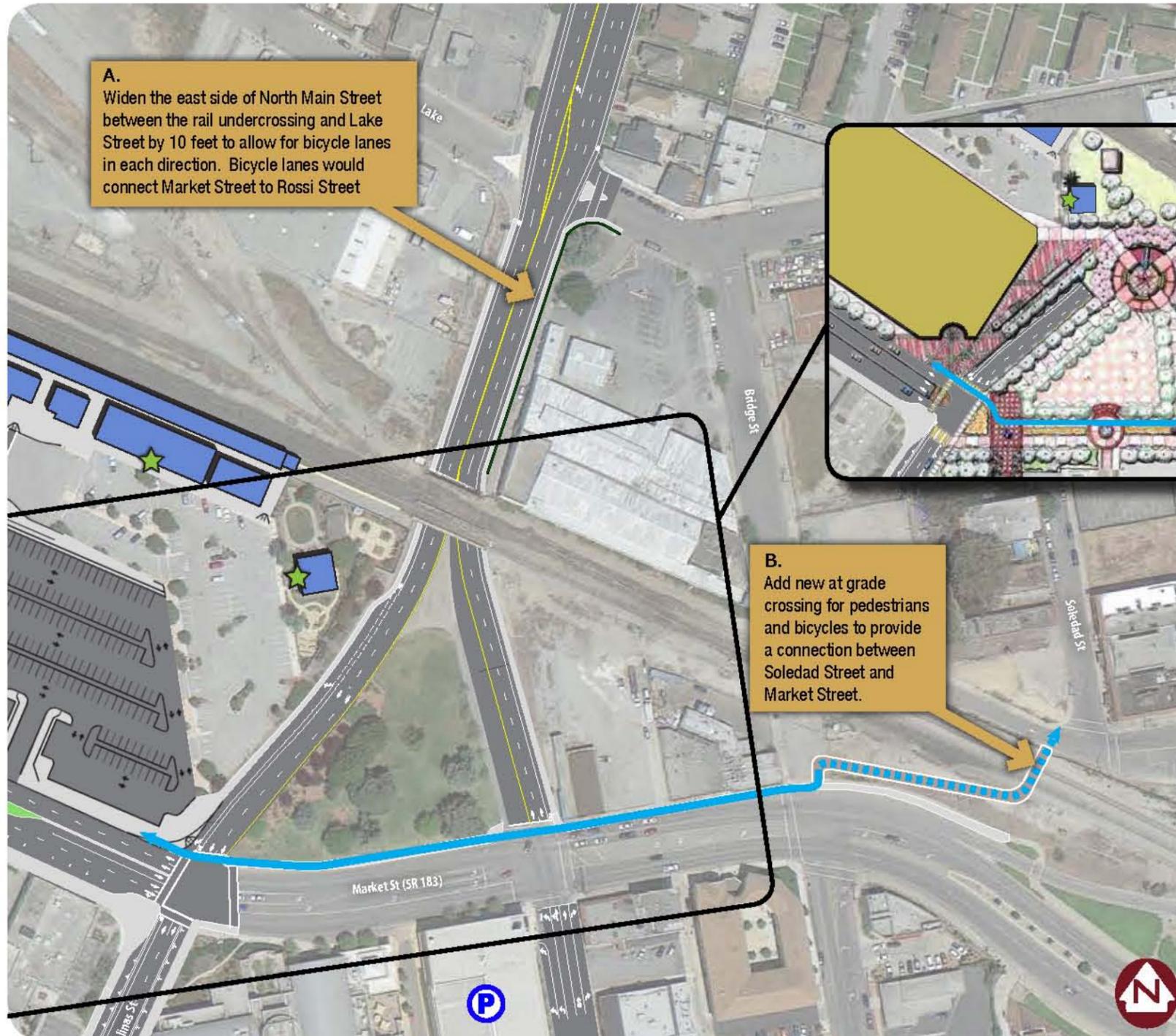
A roundabout is one recommendation for the intersection of Alisal Street and Capitol Street. Roundabouts offer a potentially cheap, safe, and aesthetically pleasing traffic control alternative.

Roundabouts offer a variety of safety and operational benefits for vehicles, bicyclists, and pedestrians. Most notably for pedestrian and bicycle mobility, roundabouts greatly reduce vehicular speeds. They also eliminate the most common form of crashes at signalized intersections; left-turn and right-angle crashes. Similar to the benefits of a center median refuge, roundabouts simplify the task of crossing the street by only having to cross one direction of traffic at a time<sup>1</sup>.



<sup>1</sup> Model for Living Streets Design Manual, Los Angeles County, 2011.

## 2.6 MARKET STREET MOBILITY



**A.**  
Widen the east side of North Main Street between the rail undercrossing and Lake Street by 10 feet to allow for bicycle lanes in each direction. Bicycle lanes would connect Market Street to Rossi Street

**B.**  
Add new at grade crossing for pedestrians and bicycles to provide a connection between Soledad Street and Market Street.

**FIGURE 2-14 RECOMMENDED IMPROVEMENTS MARKET STREET**

Market Street is part of California State Route 183 (SR 183). Running through downtown Salinas, SR 183 is a two-lane highway that provides regional access and connects Salinas with Castroville.

**East - West Pedestrian Connection**

Market Street (SR 183) is not only an important east-west connection in downtown Salinas for automobile traffic, it also provides an important east-west pedestrian connection from Chinatown to the Intermodal Transportation Center (ITC). With Market Street being classified as a highway, higher vehicular speeds are sponsored. A continuous pedestrian facility along Market Street is important to provide a safe place for pedestrians to travel and to encourage pedestrian activity from Chinatown to Bataan Park and the ITC. Depicted in Figure 2-14, one improvement option is for a new at grade pedestrian and bicycle crossing.

As part of the Bataan Park major capital improvement, described in detail in a proceeding chapter, portions of Market Street, Main Street, and Monterey Street are proposed to be undergrounded to provide room for a pedestrian promenade that connects Bataan Park with downtown Salinas (as depicted in the image to the left).

**North Main Street Bicycle Lane**

The existing undercrossing of the railroad tracks from downtown Chinatown, built in 1925, has two travel lanes in each direction with narrow sidewalks on both sides (shown in the figure to the right). The sidewalks are shared by pedestrians and bicyclists. These sidewalks have no protection from the adjacent travel lanes and are bounded by a wall on the opposite side. The resulting usable space on the sidewalk that is not in danger of conflict with vehicles or a second person on the sidewalk is minimal. One improvement option is to move the wall on the east side of North Main Street to provide space to implement bicycle lanes in both directions, providing a safer route for all modes of travel (refer to Figure 2-14 Item A). Another option is to provide a new at grade bicycle and pedestrian crossing over the railroad tracks connecting to Soledad Street (refer to Figure 2-14 Item B). This crossing is recommended in the 2010 Chinatown Plan and would require approvals by the California Public Utilities Commission and the Union Pacific Railroad.





## 2.7 TRANSIT

Downtown Salinas is already served by a robust bus transit network with plans for exciting new transit services, including commuter rail service and bus rapid transit service.

### Capitol Corridor

The Transportation Agency for Monterey County is planning improvements to the area near the Salinas rail station to accommodate an Intermodal Transportation Center (ITC). The center will accommodate transit service to the new Capitol Corridor Extension to Salinas, as well as existing Amtrak rail and bus service, Greyhound bus service, and certain Monterey-Salinas Transit bus routes. The initial phase of the ITC project will include parking for transit commuters, a train platform, bus facilities and a layover facility (located off-site from the ITC).

Capitol Corridor service is expected to begin as soon as 2018 with rail connections to Gilroy, San Jose, San Francisco, Oakland, and Sacramento. Initial service will consist of two outbound morning and two inbound evening trains on weekdays as well as two round trips on weekends.

### Greyhound Bus

Greyhound currently provides intercity bus service for Salinas with a station located at the southeast corner of Salinas Street and Gabilan Street. The site is located on prime downtown space, with very little activity, as only a few routes serve Salinas each day. Greyhound will be relocating from its present site to the ITC. This will allow Greyhound service to be located next to Amtrak's rail and bus service, as well as the new passenger rail service.

### CAPITOL CORRIDOR EXTENSION TO SALINAS

#### PROJECT OVERVIEW, OPERATIONS PLAN & INSTITUTIONAL ARRANGEMENTS

The Transportation Agency for Monterey County, as the local lead agency, grantee agency and owner of the project, proposes to extend passenger rail service from Santa Clara County south to Salinas.

The project would function as an extension of existing state-sponsored Capitol Corridor intercity passenger rail service, operated and maintained by the Capitol Corridor Joint Powers Authority.

The service will start with two round trips, expanding to up to six round trips as demand warrants.

#### CAPITAL IMPROVEMENTS

**Kick-Start:**

- A downsized Salinas station: Lincoln Avenue extension, improved car and bike parking facilities, two-train layover facility
- Track and platform improvements at Gilroy, Morgan Hill, and Tamien

**Future Phases:**

- A new station at Pajaro/ Watsonville (connection to the Santa Cruz branch line)
- Expansion of the Salinas train station and layover facility
- A new station at Castroville (connection to the Monterey branch line)

Track access rights and track improvements to 38 miles of existing Union Pacific Coast Mainline track between Gilroy and Salinas.

#### PROJECT BENEFITS

Provides an alternative to the highly congested US 101 corridor to access to jobs, education, health care and interregional transportation in Silicon Valley and the San Francisco Bay Area.

Promotes mixed-use, transit-oriented development, affordable housing, livable communities and economic growth around the three stations.

**825** new jobs created in an area with high unemployment

**\$2.2 million** saved annually in avoidance of highway accidents.

**40** tons annual reduction in carbon monoxide, a smog-forming toxic gas.

**34** tons annual reduction of carbon dioxide, a greenhouse gas and contributing factor in global climate change, as a result of reducing total vehicle miles traveled on the regional road and highway network.

**1** ton annual reduction in volatile organic compounds, also smog-forming toxic gases.

**150,000** estimated annual ridership.

**66%** estimated farebox recovery.

Extensively collaborative endeavor and has regional and statewide support, as well as support from every Congressional Representative along the rail corridor.

**Rail Mileage from San Jose to Salinas: 68 Miles**

- Proposed Passenger Rail
- Altamont Corridor Express
- Caltrain
- Capitol Corridor
- San Joaquin
- Proposed Santa Cruz Service
- Proposed Monterey Light Rail
- Amtrak Coast Starlight
- Existing Station
- Proposed Station

#### PROJECT TIMELINE

2013	2014	2015	2016	2017	2018
Environmental Right-of-way Acquisition	Engineering & Design			Construction	START OF SERVICE



**Salinas Transit Center**

Monterey-Salinas Transit (MST) provides bus service to Monterey County with a major transit center (Salinas Transit Center) located in downtown Salinas between Salinas Street and Lincoln Avenue, south of Central Avenue (as shown in Figure 2-15). Presently, there are 17 routes that stop at the Salinas Transit Center, serving most parts of the City of Salinas and Monterey County. Many downtown streets are used to reach the Salinas Transit Center. Approximately 435,000 transit riders use this station annually.



Existing Salinas Transit Center

**Bus Rapid Transit**

The Transportation Agency of Monterey County is planning for a regional Bus Rapid Transit route that will connect Salinas with Marina. The route will terminate at the Intermodal Transportation Center (ITC) and will use Lincoln Avenue and Alisal Street within downtown Salinas, with stops likely to occur at the Salinas Transit Center and near the County Government Complex. Bus Rapid Transit service operates more frequently and with shorter travel times as compared to traditional bus service. This is accomplished by having fewer stops/stations and providing priority treatments for transit vehicles at intersections. The JAZZ line in Monterey is a local example of a Bus Rapid Transit service.

**Intermodal Transportation Center**

As part of the Capitol Corridor Extension to Monterey County, the area near the Salinas rail station is being upgraded to accommodate an Intermodal Transportation Center (ITC). The ITC is being upgraded to include additional surface parking, bicycle lockers and racks, and other improvements to provide better access, circulation, and passenger loading and unloading (as shown in Figure 2-15 and the images below). Lincoln Avenue will be extended north of Market Street to provide a direct connection into the ITC for all types of mobility. The surface parking lot will be expanded and repaved to provide a total of 400 spaces. The train loading platform will be upgraded and designated loading berths will be added for MST and intercity buses.

As part of the ITC project, the City of Salinas received separate federal funding awards for the rehabilitation of the Southern Pacific Freight Depot and the Salinas Train Station that are located within the ITC site.



Visual Simulations of the new ITC (TAMC)  
[http://www.tamcmonterey.org/programs/rail/salinas\\_rail.html](http://www.tamcmonterey.org/programs/rail/salinas_rail.html)

**FIGURE 2-15 RECOMMENDED IMPROVEMENTS INTERMODAL TRANSPORTATION CENTER & SALINAS TRANSIT CENTER**



## 2.8 RECOMMENDATIONS

1. Convert Salinas Street from one-way to two-way flow between Gabilan Street and John Street. The segment between Market Street and Gabilan Street would remain one-way, but reduced to two travel lanes and bicycle lanes added. Convert John Street between Salinas Street and Main Street from one-way to two-way operations.
2. Convert Monterey Street from one-way to two-way flow between San Luis Street and the exit from the Monterey Street Garage. The segment between the Monterey Street Garage exit and Market Street would not be modified. Convert the portion of San Luis Street between Main Street and Monterey Street to two-way flow. The Salinas Street and Monterey Street conversions should occur at the same time, since they currently operate as a one-way couplet street.
3. Convert Main Street from one-way to two-way operations between Gabilan Street and San Luis Street.
4. Reconfigure Alisal Street as a multi-modal corridor between Blanco Road and Front Street to accommodate bicycle lanes and future Bus Rapid Transit service. One of the travel lanes would be converted to bicycle lanes, including parking buffered lanes in the downtown. Additionally, pedestrian flow would be enhanced by adding a signalized intersection at Capitol Street and a pedestrian refuge median at Cayuga Street.
5. Reconfigure Lincoln Avenue as a multi-modal corridor. Add Class II bicycle lanes and pedestrian crossing treatments.
6. Implement the Recommended Bicycle Plan for downtown Salinas, including the following new facilities:
  - a. Bicycle Lanes (Class II Facilities)
    - Alisal Street – between Blanco Road and Front Street
    - Lincoln Avenue – between Alisal Street and Intermodal Transportation Center
    - Salinas Street – between Market Street and Gabilan Street
    - N. Main Street – between Rossi Street and Market Street
    - Monterey Street – between Market Street and N. Main Street
  - b. Bicycle Routes (Facilities)
    - Salinas Street – between Gabilan Street and John Street
    - Main Street – between Central Avenue and John Street
    - Monterey Street – between Market Street and John Street
    - Gabilan Street – between Lincoln Avenue and Pajaro Street
  - c. Consider an at-grade bicycle and pedestrian crossing at Soledad Street as an alternative to providing bicycle lanes on N Main Street and Monterey Street north of Market Street
7. Improve pedestrian flow in downtown Salinas using the following techniques:
  - a. Use median pedestrian refuge islands to improve pedestrian crossings of Alisal Street at Cayuga Street and of Salinas Street near Howard Street.
  - b. Use curb extensions (pop-outs) where practical to reduce pedestrian crossing distances.
  - c. Improve traffic signals in downtown to add pedestrian count-down indications. Consider special operations such as early pedestrian indications (before the traffic green light) and/or pedestrian scramble (only pedestrians in any direction) phasing.
  - d. Extend Lincoln Avenue to align with the existing roadway south of Market Street to improve access to the Intermodal Transportation Center (ITC).
  - e. Add a midblock pedestrian connection between Lincoln Avenue and Salinas Street between the Armory building and the old fire station building. Enhance the aesthetics and lighting for existing midblock pedestrian connections.
  - f. As Government Center is redeveloped, close Church Street between Gabilan Street and Howard Street and convert into a pedestrian promenade.
  - g. Provide a continuous pedestrian facility along Market Street from the ITC to the at-grade crossing at Soledad Street.
8. Improve transit service and accessibility in downtown Salinas:
  - a. Initiate the phased construction of the ITC project by the Transportation Agency of Monterey County by providing enhanced bicycle and pedestrian connections between the ITC and downtown Salinas.
  - b. Implement rail transit service from the ITC to San Jose and the San Francisco Bay Area.
  - c. Implement Bus Rapid Transit Service between the cities of Salinas and Marina by changing the street configuration on Alisal Street and Lincoln Avenue including bus stops and transit signal priority treatments.
9. Make changes to signal timings to include those signals controlled by Caltrans. These changes need to be made before one-way streets are converted to two-way streets. Make other changes to signal timings as needed as changes to circulation patterns occur to optimize flow into and out of downtown Salinas.

**SALINAS**  
"CALIFORNIA RODEO JULY 15-18 '37"

# CHAPTER 3 MANAGING PARKING RESOURCES



## 3.1 INTRODUCTION

### Historical Perspective

Parking has always been a critical piece of the vibrancy in downtown. In its earliest years stakeholders discussed where to stable the horses to avoid the smell from fowling the air, the meal and the night's pleasure. Back then the downtown was comprised of many small parcels, some 15-feet wide by 150-deep.

To accommodate an increase in vehicular traffic and to maximize the access and use of retail opportunities on Main Street, Salinas began its initial efforts to reinvent parking systems after World War II, and more vigorously in the late 1950's into the mid 1970's. Parking was designed to enhance pedestrian traffic into the main corridor, using the "open air" downtown mall as a prototype. Centering its focus on Main Street and Lincoln Avenue, the City established a parking district for each proposed parking lot. At one point there were ten such districts, and each had a unique purpose to consolidate parcels into lots large enough for parking purposes.

The first was District 1 that established the Salinas Street Garage located south of 65 Alisal Street between Salinas Street and Lincoln Avenue in 1956. Several small lots were assimilated, and the last had to be acquired through condemnation. Bonds were then sold and the adjacent property owners were assessed for their repayment in short 10-year terms.

When redevelopment and tax increment financing came to Salinas in 1961, these resources were leveraged with other private interests, and additional properties were acquired. District Five focused on the current parking Lot 5 on Monterey and Alisal Streets. The City (redevelopment) and Crocker Bank (now Robo Bank) paid \$275,000 each and were forced to use condemnation to acquire these properties. District 4 is the current location of Parking Lot 3, which is on the 200 Block of Monterey Street. Property records indicate that Assessment District #9 issued \$13,743.71 in bonds in 1961, with a ten year-term. Adjacent business and property owners paid into this district until the debt was retired.

The old deeds have interesting restrictions, as for Lot 3, there is one restriction that describes that if a movie cinema is no longer operated on the adjacent property, (Fox Theater), then the original owner had the right to buy the property back. The same is true for the "Post Office" Parking

lot on the corner of Lincoln and Alisal. If it is no longer used for parking, it has to revert back to a school use (the home of the original "Brick-Yard"). Lot 2 is similar, where it has to be used for public parking, or revert to its original owners or heirs, for their determination of its future use.

And so the 17 original parking lots were established downtown over a course of two decades, with or without the cooperation of the property owners, but certainly with full cooperation of the adjacent property and business owners. Having paid to develop these parking assets, the City business owners soon celebrated the removal of parking meters for on-street parking. Overtime, these lots have evolved to include consideration of the alleys and their use, as well as shared solid waste receptacles. The future development of these parking assets into new or different uses, has to account for these original investors, many of whom still control the interest they had in the 1960's and 1970's.

This parking heritage explains the resistance felt in 2006-2008, when new and different methods of paying for parking emerged from the City's parking study. New technologies, a new parking garage, and new philosophies about the "high cost of free parking" made change seem inevitable. But during the time of this study, the demand for parking decreased as mortgage lenders were closing their doors. As demand diminished, vacancies increased, and support for paid parking went to the way-side. The paid parking that was established in Lot 13, and in the new garage have since disappeared since construction began on the 100 Block.

There should be no doubt that parking facilities and their operations are expensive. Postponing the development of a parking program and new assets until demand peaks is a mistake because it will be too late to respond rapidly or effectively. Incremental steps have to be taken now, or no parking assets will be built in time to accommodate vibrancy.

Having described this history, the City has budgeted for a parking management study to be completed in Fiscal Year 2014/15. The study from April 2006 will form the basis for this study, which will help expedite this work, but some important changes will be considered. There are nine sections in the 2006 study. The first seven review current management practices and facility conditions, a thorough comparative

study of best practices from other municipalities, and recommended infrastructure and organizational changes. On Section 8 page 106, a summary for various potential rate structures is considered, with anticipated revenue from each scenario. These estimates range from a little under one million dollars per year, to \$1.8 million per year. It is important to note that these do not include enforcement, which is deferred for the first two years. The original study suggests that enforcement be wrapped into the plan at the start of year 3.

During Fiscal Year 13-14, numerous discussions with the Police Department occurred concluding that parking enforcement move from the Police Department to the parking district as a first step toward implementation. This approach is much more efficient than that proposed in 2006, and allows the revenues to be balanced and enforced uniformly allowing payment rates to remain low or flat while enforcement takes hold. Public Works has already begun preparing a request for proposals for the purpose of hiring a private parking enforcement team to initiate this service sooner than later.

The Vibrancy Plan plays an instrumental role in this phase of planning for a professional parking management plan. The plan considers parking as a critical component for the economic vitality of the downtown. The land devoted to surface parking represents a source of new development sites, when combined with a program to construct strategically places parking structures. The plan also establishes options for financing parking supply and operations.

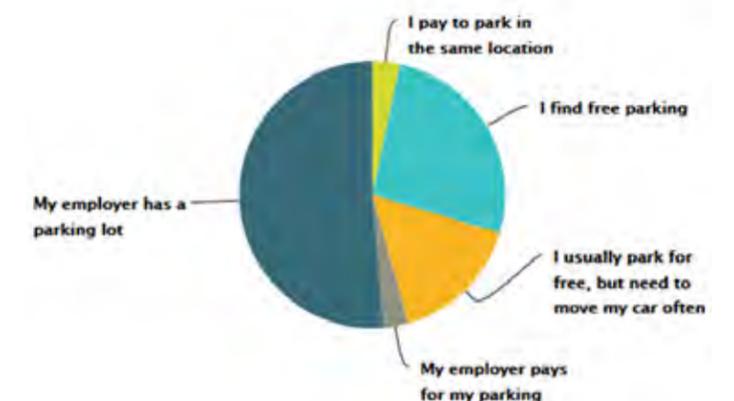
### Present Conditions

Downtown Salinas presently has more parking supply than the demand that is generated by users. Additionally, some of the parking is inappropriately located. Along Main Street and near the Government Center, on-street parking demands exceed supply. The City of Salinas is responsible for managing the on-street parking and provides over 1,300 parking spaces in public parking lots or structures. Of these, only the parking structure at Monterey Street and Market Street charges for parking (\$0.50/hour with a \$4 daily maximum). Most of the free parking is restricted with time limitations. Parking on Main Street is generally allowed for up to 90 minutes, while surface parking lots typically have 2-hour limits, and certain areas near the Government Center allow for 4-hour parking. A limited amount of shorter term parking, loading zones

and handicap parking occurs along most streets. Predictably, on street parking is mostly used, while the paid parking is used only when other parking cannot be found or longer parking durations are needed. In a survey of downtown property owners and merchants, the following responses were provided when asked what customers expressed about their experience in parking downtown. These results indicate that customers are accustomed to and expect to receive free parking near their destination.

Answer Choices	Responses	
Parking is plentiful and convenient	10.34%	3
Not enough parking downtown	55.17%	16
Parking is available, but fines are too rigorously enforce	31.03%	9
Unsafe walking from available parking	51.72%	15
Not enough parking close to my business	34.48%	10
Don't like to pay for parking	27.59%	8
<b>Total Respondents: 29</b>		

Downtown employees were asked which response best described their parking habits. The chart below indicates that very few downtown employees pay for their own parking. Over half of those responding indicated that their employer either provides or pays for their parking. This approach results in a bias toward using automobiles in their journey to work. Nearly ¼ of the respondents admitted to parking in time limit parking and then moving their cars. This behavior results in employees using valuable parking that would ideally be made available to customers.

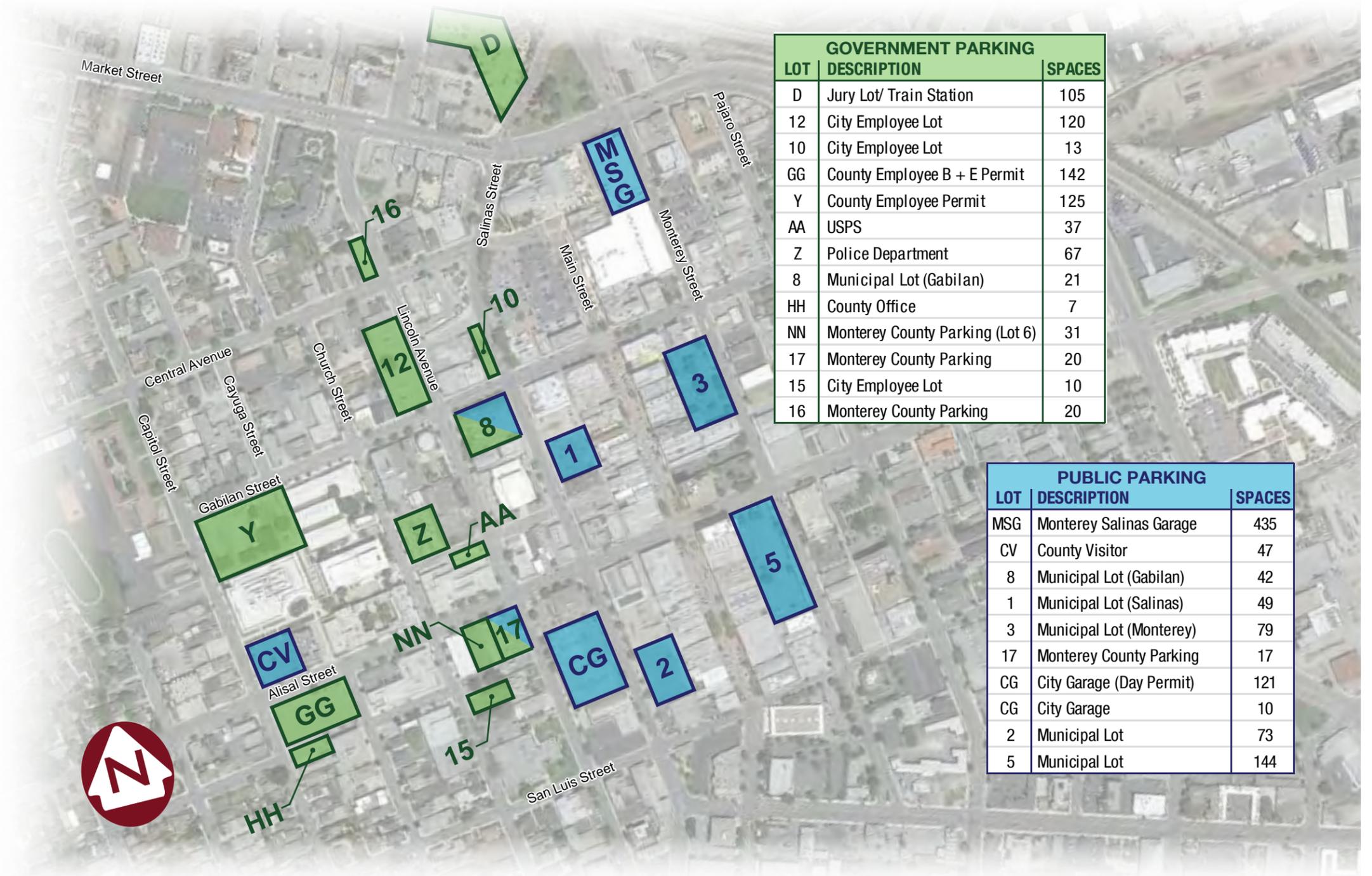


**FIGURE 3-1 EXISTING PUBLIC AND GOVERNMENT OWNED PARKING**

Parking in downtown Salinas is comprised of two parking structures, on-street parking, public surface parking lots, private on site parking, and parking dedicated to government use.

In Figure 3-1, those lots shown in green represent parking that is on government owned property that is designated for specific government uses (typically employee parking). Lots shown in blue represent government owned parking that is used for public parking or leased to the public as permit parking.

As depicted in Figure 3-1, a large portion of the downtown land area is used for parking.



GOVERNMENT PARKING		
LOT	DESCRIPTION	SPACES
D	Jury Lot/ Train Station	105
12	City Employee Lot	120
10	City Employee Lot	13
GG	County Employee B + E Permit	142
Y	County Employee Permit	125
AA	USPS	37
Z	Police Department	67
8	Municipal Lot (Gabilan)	21
HH	County Office	7
NN	Monterey County Parking (Lot 6)	31
17	Monterey County Parking	20
15	City Employee Lot	10
16	Monterey County Parking	20

PUBLIC PARKING		
LOT	DESCRIPTION	SPACES
MSG	Monterey Salinas Garage	435
CV	County Visitor	47
8	Municipal Lot (Gabilan)	42
1	Municipal Lot (Salinas)	49
3	Municipal Lot (Monterey)	79
17	Monterey County Parking	17
CG	City Garage (Day Permit)	121
CG	City Garage	10
2	Municipal Lot	73
5	Municipal Lot	144

## 3.2 BEST PRACTICES IN PARKING

### 3.2.1 The High Cost of Free Parking

In 2005, Dr. Donald Shoup, an economics professor at UCLA published *The High Cost of Free Parking*, which has revolutionized the way parking is managed. Some of Shoup's principals include:

- **There is no such thing as free parking.** Someone is paying for parking, in the case of Salinas, it is the City and/or employers.
- **Cheap street parking causes air pollution and congestion** (as cars circulate in search for a parking space), whereas bicycling and walking results in zero pollution and transit results in greatly reduced pollution levels.
- **Optimally 85% of a street's parking should be occupied, leaving one or two spaces available - per block face.** This is known as the 85% threshold. This can be achieved by setting the price of parking at market rates. The most desirable parking should be priced at a higher rate. Less desirable parking can be priced at lower rates (or free).
- **Development parking standards that require too many parking spaces result in high cost for goods, services and housing.** Business subsidize the parking market by providing more "free" parking than necessary
- **Park once, visit many** - providing centralized shared parking that helps to promote a vibrant and walkable downtown. Visitors tend to visit several establishments before returning to their parked cars.



### 3.2.2 Parking Management Approaches

Downtown Salinas' parking approach is based on antiquated parking practices that are not in line with progressive planning principals contained in the General Plan, such as transit oriented development or complete streets. The following approaches are being used by other agencies to better manage their parking assets.

#### Reduced Parking in Urban Areas

Developments in a vibrant urban setting do not generate the need for parking at the same level as suburban developments, because non-motorized travel options exist. Where a development is located close to good transit service, an integrated bicycle network and a dense pedestrian environment, parking requirements should be lowered. However, in many cases parking requirements do not vary for urban developments which results in excess parking and an unfair incentive for automobile travel. This results in high cost of development, increased congestion, and increased air pollution. Many cities tailor their parking requirements for urban developments to better reflect the travel options that exist and to provide the right amount of parking.

#### Shared Parking for Mixed-Use Development

The concept of shared parking is based upon the distinct peaking characteristic of individual uses, as shown below, many of the uses located in a downtown, have their highest parking demand occurring at different times. By sharing parking areas, the overall amount of parking provided can be reduced. The Urban Land Institute has developed hourly parking accumulation data for a variety of uses and developed procedures for applying these rates to mixed-use developments.

Parking Demand Times for Various Uses		
Weekday Peaks	Evening Peaks	Weekend Peaks
Government	Theaters	Museums
Schools	Restaurants	Shopping
Office	Bars	Religious
Banks		Parks

#### Unbundling Parking from Development Requirements

A more aggressive approach to providing parking is to unbundle it from development. Cities that unbundle their parking requirements from development standards don't require developments to provide any parking. This approach allows the "market" to decide how parking is provided. For instance, if a residential developer proposes to construct 90 dwelling units of condominium housing in an urban area with a variety of travel mode choices, he has the option on how much parking to provide and how to pass those costs on to consumers. Rather than spending the cost to build structured parking (about \$25,000 per space) and including that cost in the price of the condominium, he could sell the condominium and the parking separately. This would allow the buyer to decide how many parking spaces are desired, if any.

An example of this practice in downtown Salinas is Main Street between San Luis Street and Central Avenue. Most of the development along this section do not have its own designated parking. Customers and employees are on their own to find their parking, which typically occurs on City owned lots or streets. Some employers purchase permit parking passes for their employees.

#### Parking Credit Program

Another means of unbundling parking is through the use of a Parking Credit Program. This program is applicable in areas where a jurisdiction provides most of the parking in centralized locations. Individual businesses can provide their required parking through an annual fee, paid to the parking authority. The fee is typically set at a few hundred dollars per space, which is a much more manageable expenditure and allows for the parking authority to recoup its costs for providing parking. Spaces are typically not reserved and pricing is set at market rates. The cities of Pasadena and West Hollywood use parking credit programs.

### UNBUNDLED PARKING IN DOWNTOWN SALINAS

Certain properties in downtown Salinas were included in parking districts that collected monies to assemble land to build surface parking lots. Since these properties already paid tax assessments to provide parking, they are not required to provide their own parking unless they expand the size of their existing building. They are also not assigned specific, reserved parking spaces.

If the owner of one of these properties decided to construct residential uses on the upper floors, the owner could decide how to accommodate parking:

- The owner could develop his project with no parking. Those renting or purchasing the dwelling unit would be responsible for finding their parking. Those choosing not to own an automobile would not need to have the price of parking buried in the sales/rental price. The sales or rental price of the dwelling unit would be lower since parking is not provided.
- The owner could build some parking, on-site or nearby, and could sell or rent the parking to the buyer/renter as an optional purchase. This would allow for residents to have a reserved parking space(s).
- The owner could build parking and sell the parking as part of the purchase or rental price for the residential dwelling unit.
- In each of these situations, the marketplace is determining how much parking is provided.

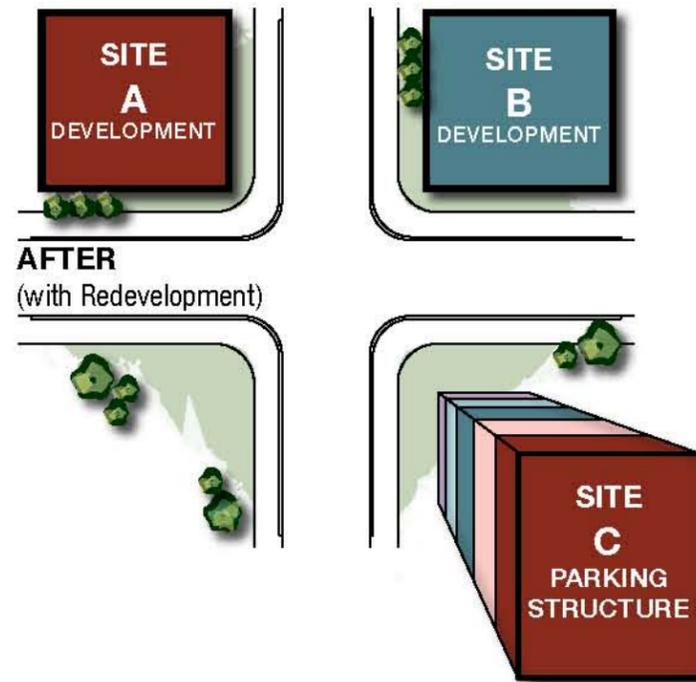
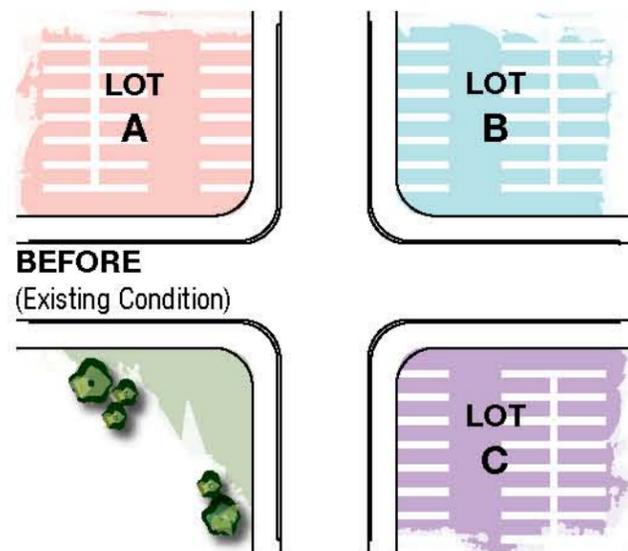


Vacant space on the 2nd floor of the Dick Bruhn building on Main Street could be redeveloped without providing any parking spaces.

**3.2.3 Repurposing Parking Lots**

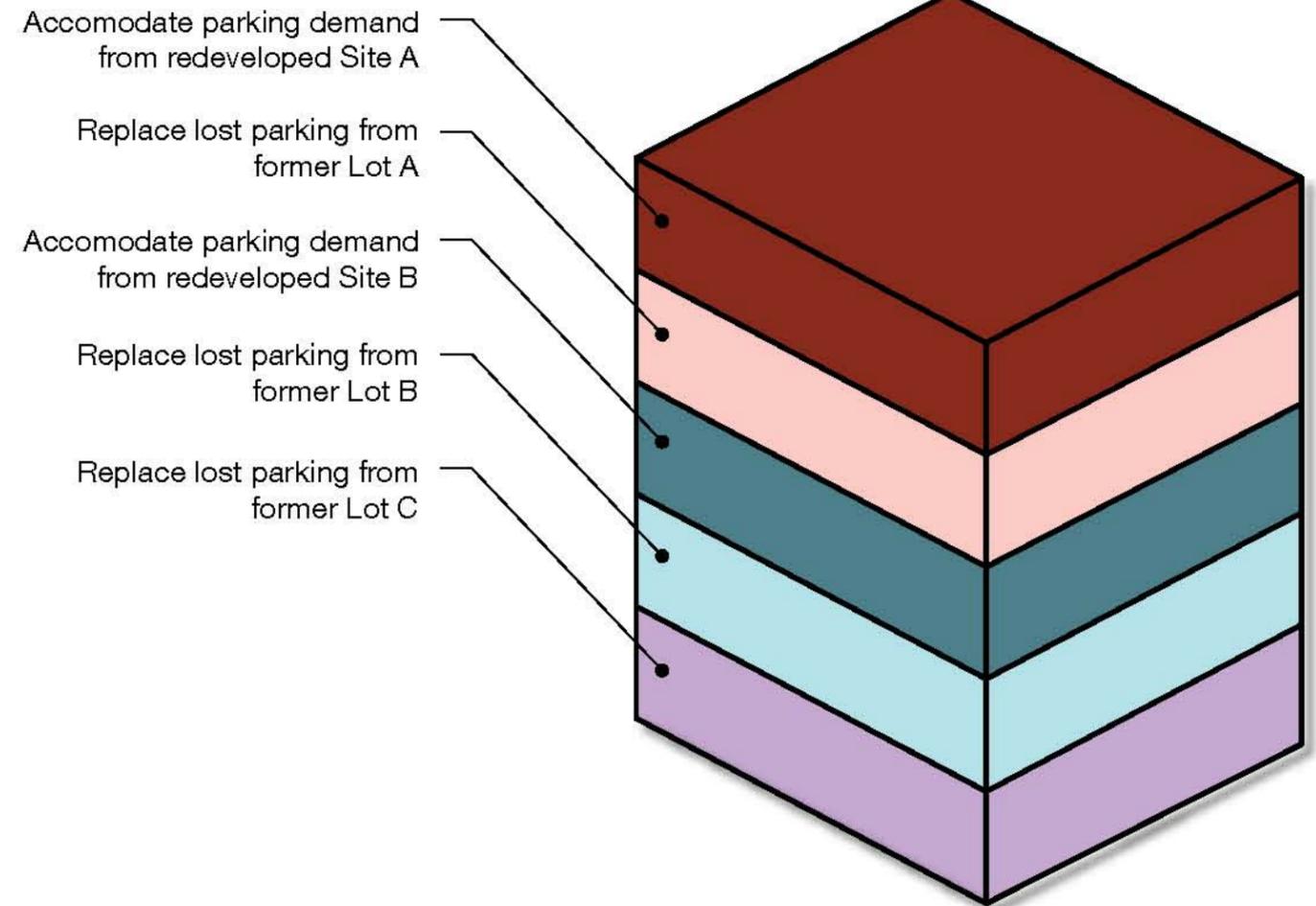
Parking structures can be used as a tool to revitalize downtown Salinas by not only improving the parking conditions and overall transportation network, but also improving the quality of downtown by creating sites for development. Specifically in Salinas, the repurposing of surface parking lots and the construction of parking structures will facilitate more efficient use of land by incorporating the parking needs of multiple sites into one site (as shown in Figure 3-2). The development flexibility associated with the construction of a parking structure provides Salinas with blank canvases to accomplish their downtown-wide goals.

**FIGURE 3-2 PARKING STRUCTURE OPPORTUNITIES**



In this example, surface parking lots A, B, and C can be repurposed and redeveloped to generate more activity in downtown. Well located, designed, and secured parking structures adjoined by mixed-use developments can be the catalysts for future development in helping to create vibrant and accommodating areas that attract more people.

In stacking the parking supply vertically, the amount of land dedicated to parking in downtown Salinas is reduced, creating development flexibility. With a five story garage (like the one pictured above), the amount of parking provided on one block of land is nearly five times greater than that provided in a surface lot on that same block. This enables the parking needs of multiple sites to be incorporated into one; the parking lost from the repurposing of the existing surface parking lots and the new parking demanded from the new developments can both be accommodated in one structure (as shown in Figure 3-2).



### 3.3 PARKING OPPORTUNITY SITES

#### 3.3.1 Structured Parking and Redevelopment

One of the City of Salinas' greatest downtown assets is the land it has assembled for parking. Currently, most of this land is being used for surface parking. Figure 3-3 depicts the parking lots and other properties the City of Salinas currently has assembled that can be repurposed either as structured parking or potential development sites. This figure represents the maximum potential of each site, recommendations for redevelopment are presented in Chapter 5.

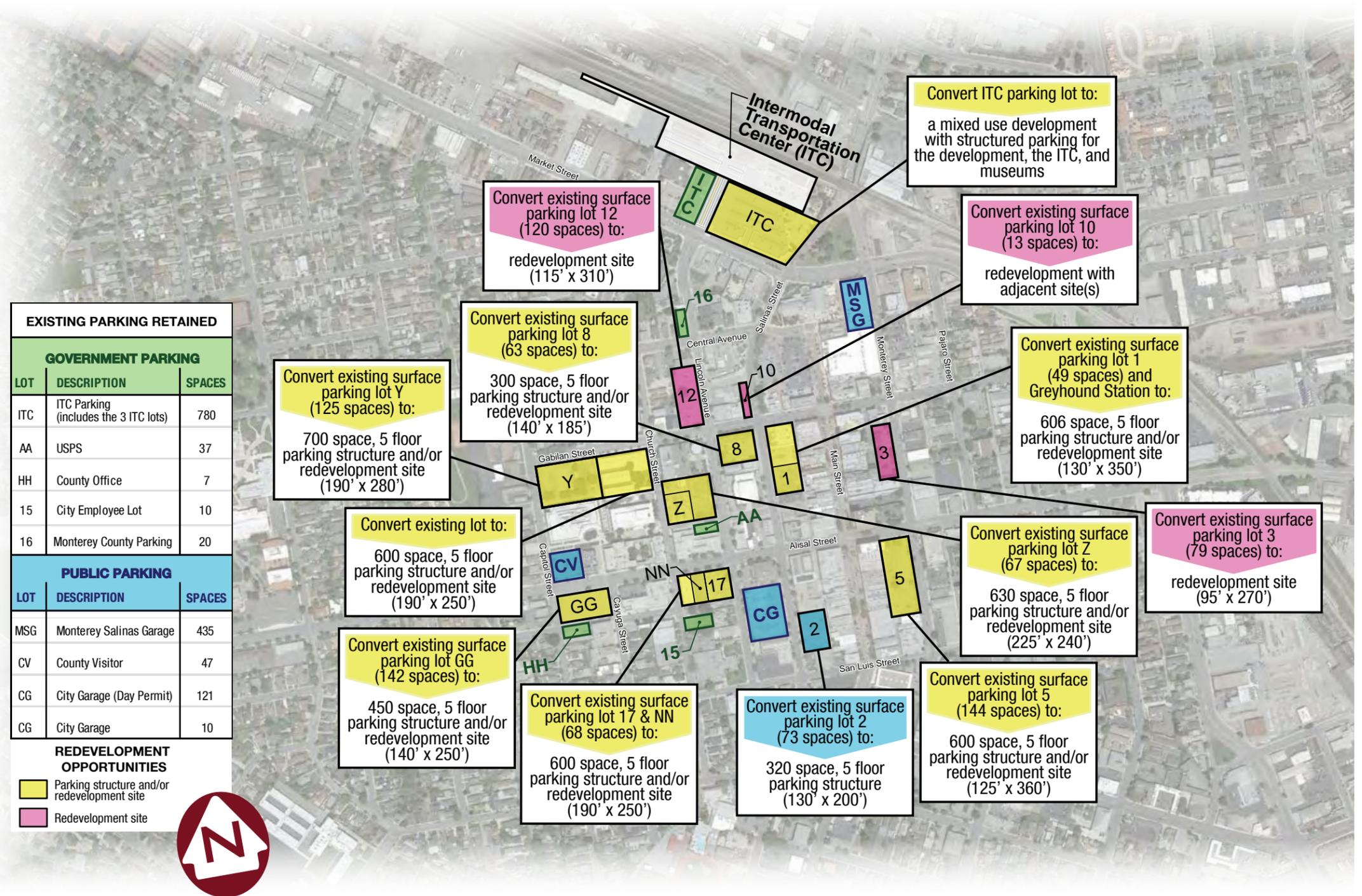
Properties depicted in green are current government parking lots that are recommended to remain as parking. Some of these lots are too small to be used for structure parking or to be redeveloped. Portions of the Intermodal Transportation Center parking are also recommended to remain as surface parking.

Properties depicted in blue are recommended to remain as public parking. Most of these properties are currently structured parking or too small to become redeveloped. As part of the old deeds created during the development of the City's parking districts, the redevelopment of Lot 2 requires the consent of the original owners or heirs. With that, Lot 2 is recommended to remain as public parking.

Properties depicted in pink are current surface parking lots that are too small to be considered for parking structures, but are recommended to be redeveloped. These lots can be redeveloped separately or combined with an adjacent property.

Parcels depicted in yellow are sites that could become structured parking or a redevelopment site with or without parking on site. These sites represent a tremendous development potential that can be used to create more jobs, residents, and commercial opportunities in downtown Salinas.

FIGURE 3-3 PARKING LOT REDEVELOPMENT OPPORTUNITIES

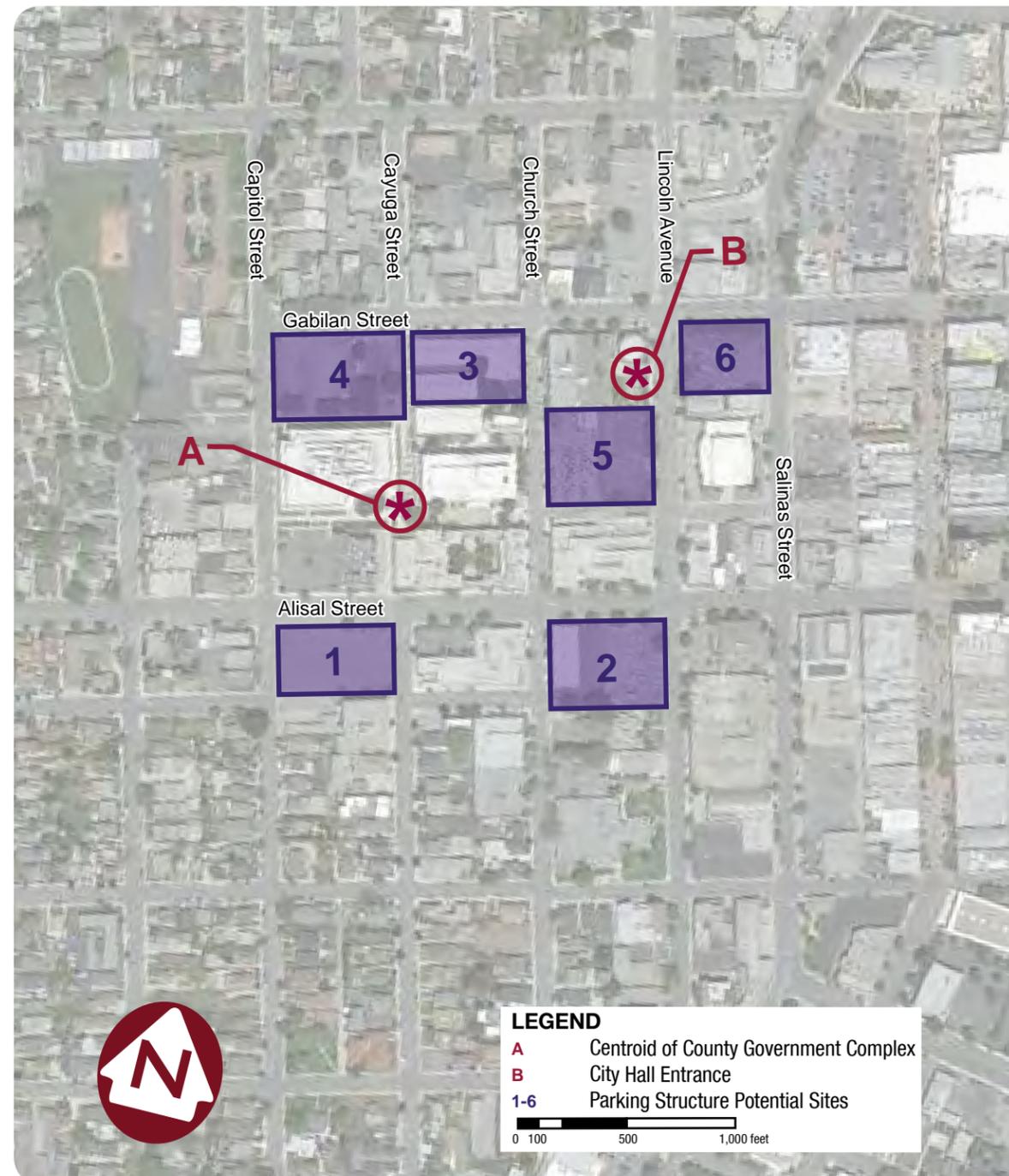


EXISTING PARKING RETAINED		
GOVERNMENT PARKING		
LOT	DESCRIPTION	SPACES
ITC	ITC Parking (includes the 3 ITC lots)	780
AA	USPS	37
HH	County Office	7
15	City Employee Lot	10
16	Monterey County Parking	20
PUBLIC PARKING		
LOT	DESCRIPTION	SPACES
MSG	Monterey Salinas Garage	435
CV	County Visitor	47
CG	City Garage (Day Permit)	121
CG	City Garage	10

REDEVELOPMENT OPPORTUNITIES	
<span style="background-color: yellow; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span>	Parking structure and/or redevelopment site
<span style="background-color: pink; border: 1px solid black; display: inline-block; width: 10px; height: 10px;"></span>	Redevelopment site



**FIGURE 3-4 GOVERNMENT CENTER PARKING STRUCTURE**



**3.3.2 Government Center**

The need for additional parking to accommodate Government Center uses was identified more than a decade ago as documented in Environmental Impact Report for the Monterey County Government Center (MCGC). County employees park in several lots surrounding the MCGC. Presently, the County is using shuttles to transport jurors and some employees between the MCGC and remote parking lots near the Amtrak Station at Market Street and North Main Street. On-street parking in the vicinity of the Government Center is mostly occupied during business hours. Visitors to the City and County desiring to park for more than two hour durations have difficulty finding available parking on-street or in surface parking lots due to time limit restrictions.

In 2007, the County evaluated four potential sites for a 550-space parking garage (depicted as Sites 1-4). They considered the following criteria in comparing the potential sites:

- Must be within a 3 minute walk distance of the County,
- Safety for pedestrians crossing Alisal Street, and
- Financial consideration (related to ownership of the lot and existing uses)

In August 2014, the County of Monterey purchased vacant office buildings at 1441, 1448, and 1494 Shilling Place. This purchase will result in an estimated 145 employees relocating from downtown Salinas. This will reduce the overall parking demand by about 120 spaces.

In considering parking in the Vibrancy Plan, the ability to provide shared use of parking has been identified as a desirable feature. The City of Salinas has expressed a willingness to partner with the County to consider a joint use facility. Also, the parking structure could be used during evenings and weekends for events and nighttime uses if located close enough to Main Street. Thus, the criteria were expanded to include:

- Proximity to City Hall, and
- Proximity to Main Street.

By including the City as a potential joint user of a Government Center parking structure, City owned property was also included as potential sites. Two sites were added:

- The current police station site (site 5), and
- Municipal Lot 8 (site 6)

The six sites under consideration for a potential Government Center parking structure are shown in Figure 3-4. These sites were evaluated using the expanded criteria. Each of the sites was assessed a rating of Great, Good, Neutral, or Bad for each of the evaluation criteria (shown in Table 3-1).

None of the sites were found to meet all of the criteria. Two sites rated Good or better on all but one of the criteria.

**Site 6 (City Parking Lot 8)** is an attractive site for parking. It could be delivered quickly, is close to City Hall, the County, and Main Street. Due to its size, this site would not be able to accommodate all of the parking needed for the Government Center. This site could likely accommodate City Hall parking, visitor parking for the County and potential parking from adjacent development sites. Existing County parking lots would need to remain or new lots constructed to accommodate the balance of the County's parking demands.

**Site 3 (Church & Gabilan)** meets all of the criteria, except for proximity to Main Street. This site is equally close to City Hall and the MCGC and can accommodate sufficient parking supply. The site does require that the District Attorney's office be relocated and the modular buildings be removed; however the County has initiated efforts to relocate the modular buildings.

Each of the other sites has strengths and drawbacks.

**Site 1 (Alisal & Cayuga)** scores well in all of the County's original criteria. Assuming pedestrian crossing could be improved, this would be an acceptable site for County use. The site rates Bad in terms of walking distance to City Hall and walking distance to Main Street.

**Site 2 (Alisal & Church)** is not close to any of the desired destinations, when factoring in the time required to cross busy streets. Modular buildings on the site will be removed by the County.

**Site 4 (Capital & Gabilan)** scores well in all of the County's original criteria. This site has longer than acceptable walk times to City Hall and Main Street.

**Site 5 (Police Station)** is close to both City Hall and the MCGC. It is longer to Main Street due to indirect paths, and there are complexities in developing this site - the Police Station needs to be relocated.

## 3.4 TRACKING DEMAND AND MANAGING SUPPLY

**TABLE 3-1 EVALUATION OF GOVERNMENT CENTER PARKING SITES**

Characteristics	Parking Site					
	1 Alisal & Cayuga (300 Cayuga St.)	2 Alisal & Church (111 W. Alisal St.)	3 Church & Gabilan (230 Church St.)	4 Capitol & Gabilan	5 Howard & Church Police Station	6 Lincoln & Gabilan Lot 8
Ownership	County	County/City	County	County	City	City
Current Use	141 space lot for County employees	42 space (public) 21 space (County employees) Modular bldg. for Public Defender <sup>1</sup>	Modular buildings for District Attorney <sup>1</sup>	115 space lot for County employees	Police Station 67 PD spaces	21 PD spaces 45 Public spaces
Ease of Walk to County Center (in minutes)	2.0	3.6	0.8	0.8	1.6	2.6
Ease of Walk to City Hall	5.5	3.6	1.6	3.5	0.5	0.8
Shared Use Potential - Distance to Main St.	5.7	3.6	4.5	5.6	3.9	2.3
Deliverability/Financial - Cost and complexities in developing	1	2	1	1	3	1
Sufficient Parking Supply (spaces)	450	600	600	700	630	300

1 - Modular buildings are programmed to be removed by the County

LEGEND				
Rating	Great	Good	Neutral	Bad
Walking Distance (in minutes) <sup>2</sup>	0 to 1.5	1.6 to 3.0	3.1 to 4.5	more than 4.6
Deliverability/Financial	County or City owned with parking	County and City owned with parking	City owned with building(s)	Non government owned
Parking Supply	more than 560	420 to 559	250 to 419	0 to 249

2 - Assumes 4 feet/second walking speed + 1 minute wait to cross Alisal Street or Salinas Street

3 - Relative to the County's need for 550 parking spaces

Parking demand in downtown Salinas will change over time due to numerous factors. New development will generate demand for additional parking and be expected to increase the supply of parking. Vacant properties that become occupied will increase the demand for parking, without a corresponding increase in parking supply. As companies hire new employees the demand for parking will increase without an increase in supply if more employees are placed in the same amount of space. Retail and entertainment uses will generate more customers and parking demand as an area becomes more vibrant. Parking rates will likely decrease over time as the area improves transit service, builds new bicycle facilities, and the area achieves a better mix of uses.

Parking supply not only needs to keep pace with demand, but these spaces need to be located in proximity to land uses creating the demand for the parking. A parking model was developed for downtown Salinas to track parking demand and manage parking supply over time.

### Park + Model for Downtown Salinas

The Park + Model uses traditional supply and demand evaluations, which includes a multi-step process for evaluating parking demand conditions for a development, community or a campus. The multi-step process typically includes gathering data, defining assumptions or characteristics, selecting parking generation rates, applying reduction factors, creating scenarios, and evaluating results. This methodology is founded on the relationship between walking distance, price, attractiveness of the facility, and general user decision making. The outputs of the Park + Model include parking demand, parking supply, general surplus or deficit, met demand, latent (unmet) demand, and traditional parking demand required.

A base model was built for downtown Salinas. This base model was built using existing data and known changes. Extensive parking supply and demand data had been previously collected in the study area. Both the City of Salinas and the County of Monterey conducted parking studies to evaluate retail parking and Government Center parking, respectively. These data were fused to produce a comprehensive parking database. In addition, these data were spatially linked to land use using the City's Geographic Information System (GIS) database. Near term conditions (pending projects) were updated to reflect pending projects, these included:

- Taylor Farms Corporate Headquarters
- Intermodal Transportation Center
- On-Street Adjustments to Reflect Changes in Street Configurations

The Park + Model was used in a two-day parking workshop to test various options for providing parking and development of downtown Salinas. Many hypothetical development scenarios were tested to help inform recommendations made in this plan. The Park + Model will be maintained and updated by City of Salinas staff as a tool to respond to market conditions, land use changes and parking operational changes.

## 3.5 RECOMMENDATIONS

Downtown Salinas is well positioned to implement parking management practices that are financially sustainable and supportive to new development activities. The City of Salinas owns the land that is being used to provide public parking, with most of this land being used for surface parking lots. Thus, the City can implement a centralized approach for providing and managing downtown public parking. The City can establish parking policies, pricing strategies to meet consumer demands, reinvestment programs to establish new parking supply and downtown amenities, and enforcement and maintenance practices.

### 1. Establish a Parking Management District

A critical first step in managing downtown parking is the establishment of a Parking Management District. This district would be tasked with all matters related to parking downtown. The district should be established as an Enterprise Fund, such that revenues generated by downtown parking fees and citations, would be used within the downtown for managing, enforcing, and maintaining an adequate parking inventory to meet demands. The district could be managed by the City Public Works department or another public or private entity. It is suggested that the Parking Management District establish an Oversight Committee to provide advice and guidance to the District. Retain a consultant to formulate a parking district downtown as a top priority. Establish the District by June 30, 2016.

### 2. Establish Enterprise Fund for Parking

An Enterprise Fund for parking would offer several advantages. The true cost of providing, maintaining, managing and enforcing parking would be captured as funding for these activities and would be paid out of the enterprise fund budget, rather than other City budgets. The cost of building new parking facilities would be financed through various use fees. An Enterprise fund would also allow for the collection of revenues generated from parking such as Parking Management District fees, fines, parking fees, and in-lieu fees paid by developments that do not provide all of their required parking. The advantage of using an enterprise fund is that a portion of the parking revenues can be used to reinvest in the downtown.

### 3. Reinvest Parking Revenues

Currently, revenues generated by parking fees and enforcement fines are placed in the City's General Fund. This does not allow the City to track the true cost of providing parking to the public. With an Enterprise Fund, the Parking Management District can identify how the parking revenues be spent.

***It is recommended that the entire cost of managing parking be paid by parking revenues, as well as part or all of the cost of providing new public parking, enhancements to lighting and pedestrian amenities.***

### 4. Provide the Right Amount of Parking

The Park + Model was used in this study to evaluate hypothetical land use and parking supply scenarios; however, the model's real value will occur through its use as a tool to manage downtown parking. The Park + Model for Downtown Salinas should be updated on a continual basis as changes to parking occur. These changes include parking supply added or removed, changes to parking restrictions (time of day, loading, handicap, and pricing structure) and changes to parking demand (land use changes). In doing so, Park + will identify how much parking should be provided, when it is needed, and where to provide the parking in order to provide optimal benefit.

- a. Establish parking ratios in downtown Salinas that reflect actual demand. The Park + model should be continually used to predict parking usage and be calibrated to reflect demands. As downtown Salinas become more walkable, bicycle friendly, and attractive to transit riders, the need for automobile parking will be reduced. Parking rates should be adjusted over time to more accurately reflect demand.
- b. Use progressive parking concepts like unbundled and shared parking. A more aggressive approach to providing parking is to unbundle it from development. Unbundling parking allows for developers to decide how parking is provided. Shared Parking is a practice that is currently allowed in Salinas within mixed-use zones and downtown overlay zones. The concept of shared parking allows two or more private development projects to share their parking at a reduced rate based upon differing time-of-day peaking characteristics. Currently, the Zoning Code allows for shared parking within a multi-use building, using data, methods and procedures developed by the Urban Land Institute. In practice, off-site shared parking is allowed on a case-by-case basis using property owner agreements. ***It is recommended that within downtown Salinas, shared parking be allowed for properties within a reasonable walking distance (600 feet).***

- c. Incentive the reduction of greenhouse gases to potential developers and current employers around parking. These measures, some of which are listed below, can reduce greenhouse gases and parking demands:
  - Reduce cost for employees who rideshare
  - Preferential parking location for carpool/vanpool vehicles
  - Secure bicycle parking facilities
  - Shower facilities for those who bicycle to work
  - Subsidized transit passes (participation in Monterey-Salinas Transit's employee programs)

- d. The ability for a development to satisfy its parking within a public parking lot should be allowed in downtown Salinas. The City zoning code allows for the collection of parking in-lieu payments within designated parking districts. This practice has not been implemented. This process should be expanded to cover a broader area of downtown and the in-lieu charges should be published to facilitate the use of the tool. The program should be established so the in-lieu fee could allow either an annual payment (more favorable for retail establishments) or a one-time fee (more favorable for residential or employment uses) as the developer could factor this cost into the sales price.

### 5. Price Parking to Meet Consumer Demand

As described in the current conditions section, parking is not available where customers desire. Much of the parking along Main Street is being used by shop or restaurant owners and employees, who move their cars to avoid parking tickets. A more desirable approach is to preserve this close-in parking for shoppers. The City should adopt the "85% Occupied Threshold" as a guide for managing parking use to accommodate the desires of customers of downtown shops and restaurants. Today, there is no charge for on-street parking and there is a fear that charging for parking may scare off customers. To be sensitive to this concern, it is recommended that the following approach to managing parking on streets and public lots be undertaken:

- a. Increase Enforcement and Education – Consistent enforcement of the 90-minute parking on Main Street should be made a priority. The City should create a regular enforcement presence with warnings for first time violators and escalated fees for

repeat offenders. The City should work through the Old Town Salinas Association to notify shop owners and their employees of the stepped up enforcement efforts.

- b. Implementing Paid Parking – As parking becomes a more valuable commodity, paid parking should be introduced as a tool to manage the supply of parking to meet customer demands. The most desired streets should initially be included in the shared parking model with more remote street parking offered at lower rates or free. Eventually, as parking demand increases, all on-street parking, public parking lots, and government designated parking should require payment whether paid by employers (monthly permits) or destination owner (validations).

### 6. Consolidate Government Center Parking

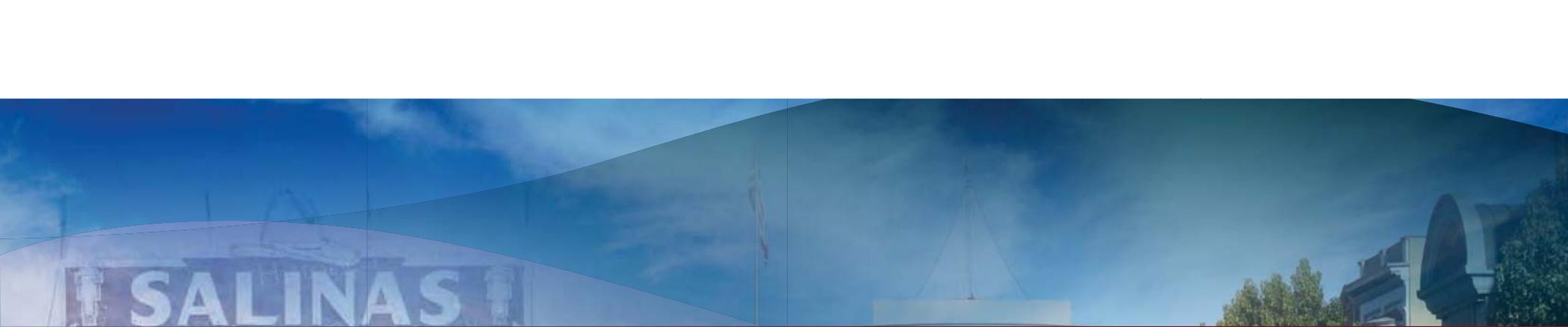
The County of Monterey and the City of Salinas should build a shared parking structure or two structures to take advantage of varying schedules for Board of Supervisor/City Council/Committee meetings. By providing a large parking structure, surface parking lots could be made available for land development. Ideally, this parking should be provided in proximity to Main Street to make it easier for employees to stay downtown after work and to attract other users during busy weekend events.

### 7. Build structured parking to free up developable land on unneeded surface parking lots

In addition to providing a consolidated government parking structure, other City parking lots should be converted to structured parking to free up some surface parking lots for redevelopment as retail, office, hotel, residential, open space or other viable uses. Metered on-street parking may be required to encourage the use of the structured parking.

### 8. Establish Neighborhood Parking Zones

Neighborhoods that are within walking distance of the downtown core should be priced accordingly to encourage people to park and walk. Parking in neighborhoods should be less expensive than in the downtown core, however, parking permits should be implemented in neighborhoods that have limited parking capacity to reserve space for residents.



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# CHAPTER 4 BUILDING THE HEART OF SALINAS



## 4.1 INTRODUCTION

Throughout downtown Salinas there is a need to update infrastructure and services to create a sense of place and encourage the gathering of residents and visitors and enhance the safety for all. Salinas is rooted in a rich and unique multi-cultural and multi-faceted past; within downtown there exists a great opportunity to create an area that visitors and residents love. Implementing both large and smaller scale changes to create an attractive and safe area will help Salinas re-establish a positive self-image. Through the creation and integration of gathering places that commemorate Salinas' rich past and celebrate its cultural and creative present, the distinct character of downtown Salinas that has evolved through the years can flourish and captivate.

Downtown public spaces provide a canvas to form a great harmony between Salinas' historical integrity and present-day appeal. Improvements, incrementally and overtime, can transform downtown Salinas into a central area that people will feel like they own; a place they want to show-off, share and tell the rich story of Salinas. Peter Kageyama, an internationally recognized expert on community development and author of "For the Love of Cities", shared at one of the stakeholder meetings that people love the small things in a community that make them feel connected to people and place. In creating an area that people feel like they own, people will find meaning in it, love it, and commit to it. With that, ordinary citizens, property and business owners have a large role in building the heart of Salinas.

### Creating Places to Gather

A desirable downtown requires the presence of people. Public events promote human activity and downtown vitality. Lively events have a cyclical effect; attracting increasingly more activity since people are drawn to bustling places. At the first community workshop, the Holiday Café, it was found that

***"generally participants visualize the future of downtown Salinas as a vibrant, diverse, family and multi-cultural oriented City center filled with activities, art, music, and entertainment day and night for people of all ages".*** -Holiday Cafe Report

Currently downtown Salinas does host an array of annual and monthly events that boast the unique characteristics of Salinas and bring people together. The food and wine festival, holiday parade of lights, California Rodeo, Kiddie Kaspers Parade, First Friday Art Walk, and Steinbeck Festival are all special events that attract residents and visitors to downtown. When asked their fondest memory of an experience in downtown Salinas, 30 percent of surveyors' responses were event related. Parades, Rodeo Week events, and other events such as the Farmer's Market and First Friday all contributed to memorable experiences. Expansions and additions to current downtown events to provide more activities, especially in the nighttime, are important to the enhanced attractiveness of downtown. Concerts and other live music events were identified in both the survey and public meetings as desirable downtown events.

### Improving Safety and Appearance

A desirable downtown also requires the assurance of safety for all who visit. Public safety is a powerful perception that can have a strong effect on when, where and if a person visits an area. To bring the vision of the future of downtown Salinas to fruition, the improvement of the image of safety is important. When asked what five things they would change about Salinas, public safety in downtown was the top concern. Throughout the public workshops there was a strong desire to make improvements in downtown that would make it safer, more appealing and pleasant to be in, particularly in the evening.

Safe and comfortable places harvest the temptation to linger and explore. An increase in safety in downtown will not only attract people to the area but it will also encourage people to stay downtown and visit more often. When asked if they felt safe from crime in downtown Salinas, the majority of people responded that they use caution when visiting. Some replying that they only feel safe with a group or before six in the evening. Some even went as far to say that after dark they avoid the downtown area all together. Recently merchants have seen an increase in the level of aggressiveness displayed by panhandlers. Panhandling, homelessness, and lighting concerns all dissuade people from visiting downtown.

Feeling safe is a subjective perception; however, an increase in lights, public activity, the presence and availability of public restrooms, and aesthetics can have a great impact on the ambiance of downtown and the feeling of safety. Clean and adequate facilities and illuminated spaces will significantly improve the safety conditions of downtown Salinas, making it easier to hold desirable special events especially at nighttime.

### Empowerment - A Call to Action

Ideas and suggestions for restoring downtown Salinas are nearly as endless as the spirit and enthusiasm of the people of Salinas. In working together toward a common plan, merchants, property owners, citizen volunteers and government officials can collectively transform the downtown into the heart and soul of Salinas.



Sources:  
Oldtown Salinas Association,  
California Rodeo Salinas  
National Steinbeck Center

## 4.2 CREATING PLACES TO GATHER

By developing places for people to gather, hold events, and perform activities, downtown Salinas can become an exciting and dynamic center for people of all ages, day and night.

### 4.2.1 Public Spaces

Landscaped areas and vegetation enhance the image of an area. Public parks provide places for people to sit and relax, engage in recreational activities, and do a host of other activities. Public Parks and streets are great open public spaces to accommodate community gatherings and events. With Bataan Park (Figure 4-1) and the Fine Arts Park (Figure 4-2), downtown Salinas has the ability to transform existing under utilized and ill-performing spaces into unique interactive spaces that reflect the past, present and future of Salinas and provide downtown Salinas with additional areas to cultivate their future vision and identity.

#### Bataan Park

Located in the middle of Salinas between the downtown area, the Chinatown district, and the Intermodal Transportation Center (ITC), Bataan Park is a triangular park bounded by Main Street, Market Street and Monterey Street. The park was originally built by the City of Salinas to honor the 105 Salinas and Pajaro Valley military members who fought in the Philippines during World War II. Lost in the midst of three wide busy streets, Bataan Park is now best known as a gathering place for the homeless people who populate the City's Chinatown district. Throughout the stakeholder meetings, the park continued to be the center of discussion as being in dire need of up-lighting and better pedestrian access.

To reclaim the space, a new design concept (see Figure 4-1) was requested to make the park a more celebrated, active, visible, and usable destination. Currently, access to the park is difficult, resulting in the stark underutilization of the space. As the City of Salinas has grown, Main, Market, and Monterey Street have become busy streets fostering high vehicular speeds and volumes. These streets have become barriers in accessing the park and have turned Bataan Park into an island of green space surrounded by asphalt.

Bataan Park presents a great opportunity to not just connect the downtown area with the Chinatown district and the ITC but also with the historic and ceremonial landmarks that exist around the space. The

First Mayor's House, Historic Train Depot, and the National Steinbeck Center all about the park. The park also presents an opportunity for future developments around it. The new design aims to create a symbolic and well-used space, rich in historical significance and celebration that reconnects the park to downtown and promotes future developments.

The design concept presented in Figure 4-1 is not a final design. Aspects of the design described below can be incorporated as separate improvements, and can be modified and/or changed based on City plans.

The design of the park looks to make these connections by expanding the parks footprint and undergrounding vehicular traffic Market Street (State Highway 183), Monterey Street, and Main Street. By dropping the streets below the park, pedestrian safe connections can be made on one level. This creates a more cohesive and open civic path that sets up opportunities for pour "back door" connections to be turned into valuable "second front door" connections and renew developments to be built near or in the park.



This concept, of creating a park that would serve as a direct pedestrian connection from downtown, was developed years ago by Downtown Stakeholder Team member, Peter Kasavan. With his concept, Bataan Park would be above grade and traffic from Main Street and Market Street would be redirected under the park.

The new design of Bataan Park was developed through a place-driven approach; using the concept of triangulation, the idea that elements in relationship to each other will stimulate linkages between people and places, to connect and promote activity between the various elements of the park<sup>2</sup>. Opening and extending the historic and ceremonial

<sup>2</sup>How to Turn a Place Around, Project for Public Spaces

landmarks onto the park and adding inviting amenities that tap into the creativity and uniqueness of Salinas throughout the spaces, promotes the movement and exploration of people through the park and creates a place where people want to stay. The new design utilizes the existing landmarks as central nodes, installing symbolic focal points around them to develop a series of visual lines that spark activity and pull people into and through the path. The central nodes in the new design include the Pedestrian Promenade, the Plaza, the Steinbeck Plaza, the Rail Yard Plaza, The First Mayor's House, and the Bataan Memorial. The proposed improvements, while expensive, would provide a tremendous improvement to the pedestrian open space environment downtown.

**A Pedestrian Promenade** can be created using reclaimed civic space when Market Street is pushed below ground. Situated above Market Street, the promenade would connect the park along the southern edge of the downtown area and serve as the main east-west connector through the park. The area would encourage strolling, with large perennial beds along its center and shade trees with seating along its length. The central fountain would perform multiple functions by also serving as a stage. Large public art installations on either end of the promenade would anchor and draw people through the space. This area would be focused on art and natural beauty and would be a great place for art shows or other concert venues that could possibly utilize the center stage and great plaza.

**A Pedestrian Connection to Chinatown** is an important connection that can help draw visitors to Chinatown as the area redevelops. Two options were explored in this plan; a new at grade crossing between Soledad Street and Market Street and a bridge just east of the Bataan Memorial. Both options provide an important connection over the railroad tracks from the downtown area to the Chinatown district.

**An Expanded Steinbeck Plaza** can be a gathering area with tables and chairs at the western end of the pedestrian promenade, offering the opportunity for the Steinbeck Center to extend into the park and create a second front entrance at the northern end of the building. Originally designed with the purpose of installing a restaurant with outdoor dining, this space is currently under-utilized. With the new extension, this area would open up and activity would increase.



Symbolic art in the Steinbeck Plaza could include a statue of John Steinbeck, a celebrated resident of Salinas who drew much inspiration for his novels from the Salinas Valley (potential example pictured above).

**A Plaza** can serve as the ceremonial civic space and "heart" of the park. The Plaza is a great place for concerts or ceremonies, tossing a frisbee, letting kids run around, picnics, and relaxing on a nice day.

**The First Mayor's House and Rail Museum Site** can be reconfigured and expanded to include the area northwest of the park where the historic train is currently displayed. This new space can incorporate the landscape, amphitheater, and John Ceirny Murals that are currently in front of the house. The fence that the first train coming to Salinas crashed through can also be added back. With the new design, the First Mayor's House (shown in the image below) becomes highly visible and a focal point in the park. This will help to attract more visitors and further celebrate the history of the space.

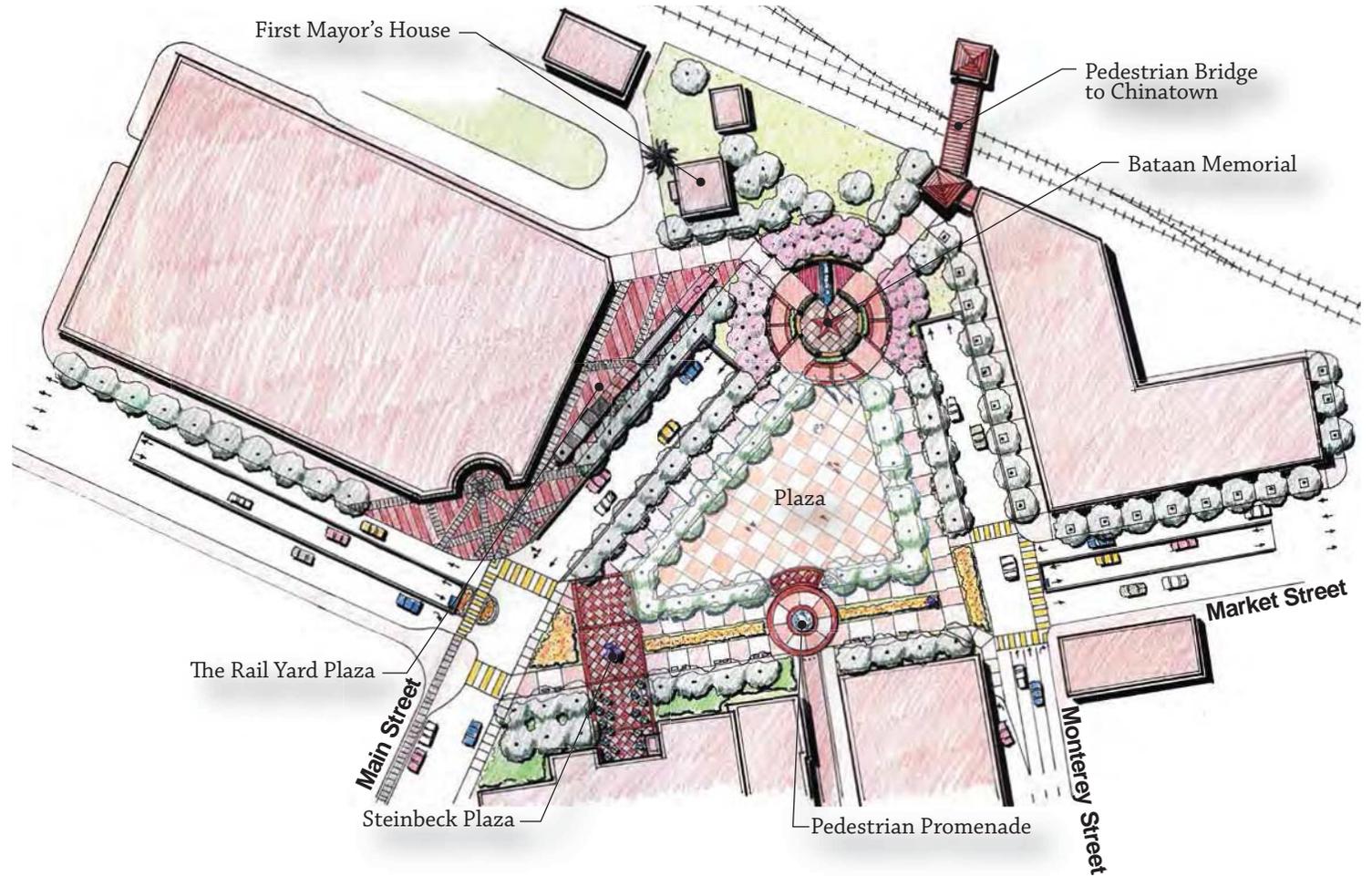


## FIGURE 4-1 RECOMMENDED IMPROVEMENTS FOR BATAAN PARK

Through the articulation of highly unique and personal focal points within the park's central nodes, this new design (shown in Figure 4-1) aims to create a public space that will become the civic park in the heart of downtown. The celebration of Salinas's literary, military, agricultural, and transportation past is stretched to every element of the design in hopes of fostering activity and soliciting thoughts of Salinas's past, present, and future.

Elements of the design, specifically the symbolic art, pedestrian promenade, and outdoor dining can be applied throughout the downtown area.

As discussed previously, the concept presented is not a final design. This includes the Rail Yard Plaza and the simulations presented on the next page. Aspects of the design can be incorporated as separate improvements, and can be modified and/or changed based on City plans. It is also recognized that approval of these improvements must be granted by the organizations that own and manage the surrounding properties.





## SALINAS DOWNTOWN VIBRANCY PLAN

**The Rail Yard Plaza** is a public plaza along the west edge of the park that is part of the future redevelopment of the train depot. It celebrates the agricultural importance and historic significance of the Salinas train depot. The focal point for this space is the historic Southern Pacific Railroad train. Relocated from its current location behind a chain link fence, the historic train becomes a permanent interpretative historic display in the plaza, educating all who visit on the industrial and agricultural advancements that have taken place in Salinas. The connection of the Steinbeck Center and historic train depot is one of historic and literary significance and one that is highlighted through the park design. The rail yard plaza also features a pedestrian walkway that would include scored concrete to mimic rail lines within a rail yard and connects the park with potential future developments to the west.

The Rail Yard Plaza with the incorporation of the historic Southern Pacific Railroad train is a direct reflection of the history of how Salinas has prospered.

The coming of the railroad to transport goods and people was a major turning point in the history and economic advancement of Salinas. Situated between the First Mayor's House and the Steinbeck Plaza, the Rail Yard Plaza has the unique opportunity to exhibit the literary, agricultural, technological, and economic history of Salinas. In the late 1800's, over six hundred railroad cards departed the Salinas railroad station everyday, transporting local produce across the United States. To this day, more than 80 percent of the lettuce grown in the United States comes from Salinas. By showcasing the historic train and encouraging activity around it, this rich history and significance can be imparted to all who visit.



**The Bataan Memorial** is the main theme of the current park and through interpretive and artistic enhancements becomes the focal point of the new design. Currently, the memorial is a rock with a plaque dedicating the park to the men who served with Company C, 194th Tank Battalion, California National Guard, during World War II. The new memorial celebrates the military history of Salinas by commemorating the national guardsman and telling the story of the heroic soldiers who, in early 1941, marched down Main Street to the train depot to the cheers of the City on their way to defend the Philippines. After the American troops surrendered in the spring of 1942, the soldiers that had survived fierce combat were prisoners of the Japanese. Their ordeal was far from over, it continued with the infamous Bataan Death March where they were forced to walk more than 70 miles without food or water. From there, they were scattered to multiple prisoner of war camps around the Japanese Empire. Along the death march and at the prisoner of war camps, an estimated 20,000 soldiers who defended the Philippines died from heat exhaustion, brutal beatings, bayonet attacks and other methods of execution. Out of the 105 men who paraded through Salinas in 1941, only 47 made it home in 1945 to tell the story. During the time the company was in combat, it earned three Presidential Unit Citations and the Philippine Presidential Unit. Additionally, six men received Silver Star medals for valor and the entire company received the Bronze Star medal.

The train was also a part of the story of the Salinas National Guardsmen who fought Japanese Troops in the Philippines during World War II. Pictured to the right, the military significance of the train depot can also be incorporated into the Rail Yard Plaza with sculptural footprints embedded in the pedestrian walkway. These footprints would represent the 105 men who lined up to take the train in 1941. This simulation pictured to the left represents a potential idea for the Rail Yard Plaza and is not a final design.

The design for the Bataan Memorial is inspired by the awards of valor received by the company in honor of their collective sacrifice. The memorial is at the northern intersection of two major park pathways. At this intersection, a central circular plaza would be surrounded by a circular path ringed by ornamental flowering trees. The exterior circular path would be a place to pause and reflect, as it consists of seating, interpretive signs, and flag displays. As one enters the center plaza one would pass through four vertical entry portals. These portals would symbolize the four presidential unit citations for valor that the men of this unit were awarded for the defense of the Philippines, Luzon and Bataan. In the center of the plaza would be a large bronze star inscribed in the paving. A blue fountain surrounded by a field of red and white paving would run from the point of the bronze star. This star and "ribbon" of paving and water would symbolize the Bronze Star medal for heroism that each man in Company C was awarded. Six fountain nozzles would line the blue fountain, paying homage to the six members of the unit that won the Silver Star medal for valor. Along the northern perimeter of the "ribbon" plaza would be a wall of honor inscribed with the names of each unit member. At the head of the fountain, the names of the six Silver Star heroes would be inscribed. This plaza, while symbolic in elements, would be meant to serve as a constant reminder of the fighting spirit, sacrifice, and heroism of Salinas's veterans as well as be a functional plaza within the park; serving both as a ceremonial and educational space.



**Bronze Star Medal, Philippine Presidential Unit Citation, Presidential Unit Citation, and Silver Star Medal, pictured respectively.**

### Fine Arts Park

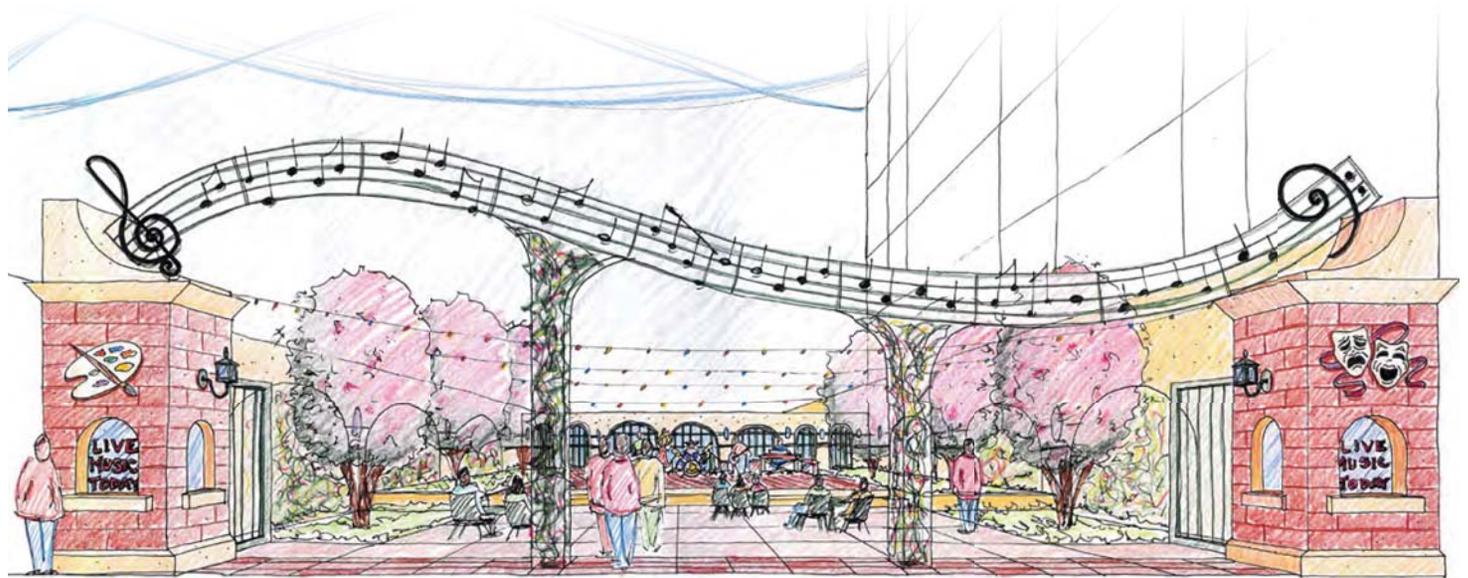
The Fine Arts Park is a proposed pocket park programed for art and music related events and activities, that utilizes an existing landscaped area situated between two buildings. The landscaped area would be extended approximately 40 feet into a privately-owned parking lot, removing 6-8 parking spaces.

The pocket park (shown in Figure 4-2) would offer a new location for local venues for people to encounter art and music and to participate in other cultural activities day and night. At the back of the park would be a raised platform stage, equipped with technology and power infrastructure to accommodate any type of venue. Behind the stage would be a decorative wall that creates a “back of house” stage condition for performers and event planners to utilize in organizing the events. Ornamental landscape would be incorporated on both sides of the park to soften the building edges and retain focus to the middle of the park. Festival lighting would be laced through the top of the space to enhance the ambience.

Framing the park from the outside would be a sculptural gateway that serves as an important detail for the park in both form and function. On either end of the entrance, would be theatre ticket kiosks that can hold advertisements of upcoming events as well as provide minor storage space to be used for power equipment and other utilities. To secure the park at night when not in use, accordion style gates that lock in the middle would be incorporated in the front of the venue. The gateway is a piece of art itself, with a theatrical theme that includes representation of art, theatre, and music.

While depicted at a specific location in a private lot on Main Street, the pocket park concept could be incorporated and developed anywhere. The programmatic design of the space is minimal in purpose to allow for the maximum flexibility in event organization. With the goal of increasing activity in downtown, the space is designed to accommodate many different uses. For the average day, the park could be used as a plaza with tables and chairs available for citizens for daily and spontaneous activities. Other times, the space could be turned into a performance venue that could extend onto Main Street for large street festivals, be used for standalone performances or other non-performance events.

FIGURE 4-2 RECOMMENDED FINE ARTS PARK CONCEPT



With a permanent venue like the Fine Arts Park, local acts that participate in the various annual events (like the ones pictured on this page) can perform on a more regular basis.





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## SALINAS DOWNTOWN VIBRANCY PLAN

### Street Closures for Events

Public streets are also great open areas that provide flexible, public spaces able to accommodate community gatherings and events. Public streets comprise of a significantly large portion of publicly owned land in downtown Salinas; closing some of these streets to automobile traffic could turn them into high-quality destinations. Historically, streets have been a huge part of a community's public space, serving as meeting places, market places, playgrounds, etc. Seasonal or weekly events activate the street and showcase participating businesses in the downtown area. When streets are designed as great spaces for people to come and stay for a while, it reinforces downtown Salinas's future vision and identity.

In downtown, the conversion of one-way streets to two-way operations can increase the flexibility to close streets. Depending on the time of day and day of the week, multiple street closure scenarios could occur. With close monitoring, additional protection, and adequate lighting, street events can be extended to night closures to provide more activities, especially in the nighttime. Programmed events with activities and concerts throughout the day and into the evening can reveal the attractiveness of downtown at different times of the day and provide residents with live music and other nighttime events. All of these events will also draw new people to downtown and introduce all the positive changes that are occurring downtown.

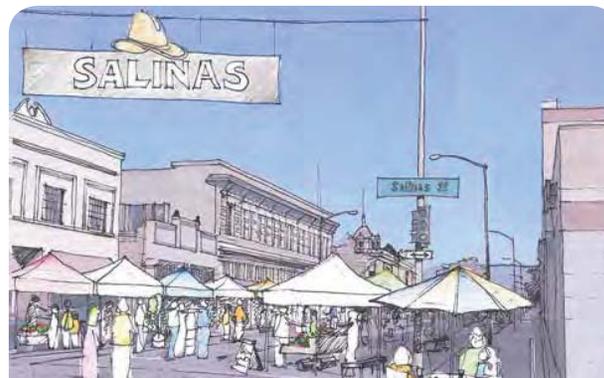
Overall, street closures will increase foot traffic in the downtown area, calling greater attention to local businesses. Some events will help increase sales by drawing people to the local shops and food and beverage establishments. On the other hand, some events can reduce local businesses access and parking, creating inconvenient conditions for local businesses. Proper City permits must be obtained to ensure that adequate business access is provided and transit service is adjusted if necessary.

### 4.2.2 Downtown Shuttle

Monterey-Salinas Transit (MST) previously operated a shuttle service that connected Hartnell College's main and east campus areas with stops in downtown Salinas. This route was temporarily operated through grant funding. Currently, the shuttle buses are being reused on MST's regular routes. As additional parking structures are built within downtown Salinas, it is recommended that shuttle service be resumed to provide connections to areas near downtown and to provide safe and convenient access from parking areas to downtown destinations. A shuttle system can be used to enhance mobility in downtown Salinas and connect gathering places. Shuttles present a simple and affordable alternative travel method to personal vehicles that can be used by residents, workers, and visitors. Designing different routes for various times of the day and special events, shuttles can connect key trip generators. A shuttle route can target commuters during the weekdays by providing connections between parking structures and busy office and other employment destinations; it can also target visitors and residents by providing access to the popular gathering places within downtown Salinas including tourist, commercial, entertainment, and recreational destinations. Operation times for shuttles can be very flexible; they can operate all day, for peak hours, or other specified time periods more reflective of special events.



Temporary shuttles can be implemented in the downtown for special events and community programs to encourage the spread of activity throughout downtown, not just the special event location. Additionally, as nighttime activities increase a free shuttle system could be incorporated between parking lots and the downtown area to increase both comfort and safety.



The Oldtown Salinas Farmers' Market (pictured to the left) is an example of a current successful weekly street closure event in downtown Salinas. Held every Saturday from 9 a.m. to 2 p.m. on Gabilan Street, the farmers market is an event for both locals and visitors to experience a mix of local items including produce, flowers, food, arts and crafts, wine, and live music. The farmers market was moved to Gabilan Street following recommendation during the vibrancy planning process. This move brought the farmers market to a more prominent location, bringing more activity to the center of downtown.



The Salinas Valley Food and Wine Festival (pictured to the left) is another example of a new successful annual street closure event in downtown Salinas. Held in the fall, the free family oriented community event celebrates the culture that emanates from the many communities in the Salinas Valley. There are many food, wine, beer, and craft vendors. Events include live entertainment, a classic auto show, a boat show and a kid zone with a petting zoo.



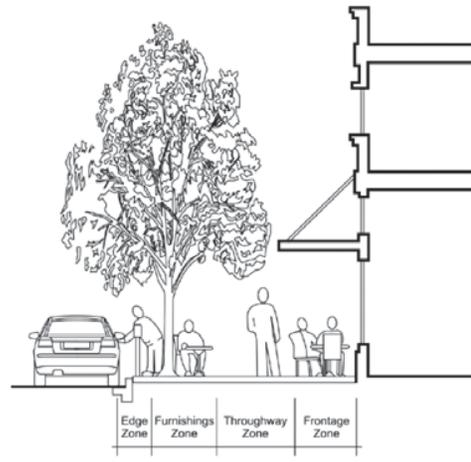
The Holiday Parade of Lights (pictured to the left) is another example of a current successful annual street closure event in downtown Salinas. Every year Salinas families line up along Main Street to watch a variety of floats and performances and wave to Santa and Mrs. Clause. Free pre-parade activities are also held each year.

## 4.3 IMPROVING SAFETY AND APPEARANCE

### 4.3.1 Stimulating Revitalization

As stated previously, public streets comprise of a significantly large portion of publicly owned land in downtown Salinas. The downtown streets not only provide the facilities to get from one location to another but are also the foundation of the downtown area; serving as a backdrop for the city. Active public streets can highlight local institutions and spur economic rejuvenation by serving downtown Salinas' needs and attracting more people to stay. As part of the public realm, streets must have a variety of functions while serving all who pass through.

Sidewalks (or roadsides) provide a great canvas for shared activities and uses. Active design techniques should be used to create great sidewalk experiences that accommodate the needs of the adjacent land uses and general civic functions. This can include aesthetics (such as street landscaping, lighting, historic markers, and public art), sidewalk cafes, architecturally defined street dining, plazas, and seating areas, public facilities and amenities. Sidewalks in an urban context should have four basic zones, as depicted in the illustration below<sup>3</sup>.



<sup>3</sup> Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities, An ITE Proposed Recommended Practice



**Example of architecturally defined street dining in Morgan Hill**

Using Main Street as an example, the edge zone should be used for parked vehicle access and provision of signs. The furnishing zone should be used for landscaping, lighting, information kiosks, shuttle loading stops, outdoor seating and tables, public art and historic markers. The throughway zone is the clear path sidewalk, which should be at least five feet in width. The frontage zone is related to the adjacent businesses and can include seating and tables, outdoor displays, pedestrian scale signs, and planters. The intent is to make the roadside inviting and functional for pedestrians while providing enough space for adjoining properties, clear zones, and utilities.

Downtown Salinas has been described by many as a downtown with "good bones." This is one way to characterize the value of the beautiful historic facades and streetscape. With a great foundation, small incremental improvements can create a large impact in downtown Salinas. Simple aesthetic improvements and additions can link dissimilar buildings and areas under one authentic theme. By providing clean and adequate facilities, illuminated spaces and intriguing storefronts, downtown Salinas can become a safe and secure area with an enhanced daytime and evening ambience for people of all ages, day and night.

**Many small steps and a few large strides in the same direction will take us far.**

At one of the first Downtown Stakeholder Team (DST) meetings Jim Daisa of Kimley-Horn discussed case studies where cities and property owners partnered to make streetscape, pedestrian, lighting, signage, and facade improvements that stimulate revitalization of

commercial districts. Mr. Daisa noted that in Barracks Row, Washington DC, "hundreds of small incremental improvements and a long-term management approach are the key to the success of revitalization".

This section summarizes the ideas suggested by the DST to improve the safety and appearance of downtown Salinas to activate the streets and surrounding areas. These ideas are ways to put "meat on the bones" and bring the heart of Salinas to the downtown area. This is an open invitation to celebrate the rich history and diverse community that is Salinas.

#### Landscape

Landscaping along a streets' edge can enhance a visitor's experience and affect the quality of an area. Green vegetation quickly enhances the visual quality of an area. The addition of flowers, trees, and bushes can provide a refreshed image to downtown Salinas. Whether in tubs, pots, gardens or hanging planters, flowers and other greenery can brighten up any area and soften a harsh environment. Landscape selections in downtown Salinas should be pre-determined based upon traits suitable for an urban retail environment.

#### Lighting

Lighting draws attention to storefronts, discourages crime, highlights pedestrian activity, and creates an evening ambience. Lighting plays a significant role in increasing the sense of security for visitors, giving people a wider scope of vision and eliminating dark corners. With increased street and parking lot lighting, display window lights, and architectural lighting downtown Salinas can boost nighttime activity and become a safer place.

#### Public Facilities and Amenities

Public facilities including bicycle racks lamp posts, trash receptacles, public bathrooms, benches, tables, kiosks, and way-finding signage make visitors feel comfortable and portray a sense of care that the City has for the public. Amenities that respond to the needs of a location and to the activities that take place there are a direct reflection of a downtown area. The simple cleaning and painting of existing facilities including trash receptacles, signal electrical boxes, light poles and fire hydrants can have a big impact on the aesthetic appeal of downtown.

#### Bicycle Racks

Free and/or discounted bicycle and skateboard racks are available through the Transportation Agency of Monterey County (TAMC). Having safe and easily accessible places to lock your bike or skateboard is a big incentive for urban cycling. While there are several bicycle racks along Main Street between the Steinbeck Center and San Luis Street, bicycle and skateboard racks should be distributed throughout downtown.

Through the TAMC application process, generic racks can be acquired at no price and "art racks" can be acquired at a discounted rate of up to half price. "Art racks" (non-standard bicycle racks) can be a great addition to downtown Salinas's streets. Local artists can be commissioned to design unique and innovative pieces that not only act as sculptural art but can also serve as bicycle and/or skateboard racks. This type of amenity will help enhance the aesthetic appeal of downtown, promote bicycle activity and can potentially help brand the downtown area.



The City of Carlsbad has installed bicycle racks (like the one pictured to the right) throughout the downtown Village area. These custom "Bike the Village" bicycle racks not only bring more bicyclist and visitors to the area, but also help to brand the area and lend character to the "village by the sea".  
<http://bikesd.org/2012/07/carlsbad-continues-to-make-carlsbad-better-for-biking/>

#### Way-finding Program

Way-finding signage is important to guide the movement of people into and through the downtown area. A way-finding program can help to alleviate any frustrations associated with finding particular destinations; particularly public parking. Making it easy for tourists, residents, business owners, and employees to navigate through downtown Salinas will have a lasting impact on their impression of an area.

Due to outdated, aged, and deteriorated amenities, the parking lots in downtown are not very inviting to downtown visitors. The walk from a parking lot to the activities and businesses is a visitor's first impression of downtown. Clean and friendly facilities between the parking lots and businesses are important to make visitors have a memorable experience.

### 4.3.2 Commercial Building Facades

To create a positive self-image and cohesive downtown character the unique physical environment of the downtown storefronts must be improved. Renovating and revitalizing these storefronts offers an opportunity to return to the authenticity of Salinas' past. Historic preservation and historic repurposing of existing store fronts can greatly add to the character and aesthetic appeal of downtown.

The storefront breaks the boundary between the interior of the shop and the street environment. The storefront is an opportunity for business to present the character of the business onto the sidewalk. When properly integrated, storefronts, along with the building facade and structure, can activate and unify a street and ultimately a downtown. Materials and color of a storefront have a great impact on both the building and the downtown image. Protection and maintenance of building features is also important to provide a clean and active setting.



The Salinas411 building is a great example of a unique, active and intriguing storefront that attracts visitors and livens up the adjoining sidewalk space.

Display windows are the character-defining element of a business. They offer opportunities to market and advertise, with the goal of inviting street users into the business. In downtown Salinas, merchants rarely change their store-front dressings. This represents a missed opportunity for business owners and portrays a sense of carelessness and lack of effort from the business owners. Vacant storefront window displays can also become temporary art exhibits. Displays of any kind have to be managed, and kept fresh; it is this freshness that is needed to attract visitors of all ages.

Storefront lighting creates a sense of security to passersby. It also presents opportunities to highlight window displays after closing time. In downtown Salinas, businesses should be lit even when closed to advertise the business, highlight the building features and downtown character, and illuminate dark corners of the property or street.

Security is an important concern for business owners in downtown Salinas. While security elements such as metal bars and blinking lights deter criminals, they also deter visitors as they portray a sense of fear and insinuate the presence of crime. These elements can have a great impact on the businesses and area around them; they not only detract from the quality of the street in both appearance and sensation, but also hide the interior of the shops from view.

General maintenance is a small improvement that can greatly change the appearance of downtown. Alternatively, inattention to peeling paint, ripped awnings, and window panes can worsen the appearance of downtown and contribute to an outdated and deteriorated look. Fixing broken items and repainting faded objects can also help to deter vandalism and assert ownership and pride. Even just washing the windows can transform a building at a very low cost. Sweeping entries, cleaning sidewalks, changing window displays, and watering planters demonstrates a sense of pride for both the business and the neighborhood and is easily recognized by visitors and shoppers. A city investment program (whether grants or low cost loans) can be established to assist business owners in minor improvements that will enhance the appearance of downtown businesses.

### 4.3.3 Design Guidelines

Design guidelines should be established to encourage good cohesive design and address issues in planning commercial properties. These issues can include storefront design, streetscape improvements, and the maintenance of buildings and the public pedestrian space. Design Guidelines can be developed with a individualized set of principles that address issues as they relate to the unique physical and historical environment of downtown Salinas.

Historic photos and drawings (like the ones pictured to the right) are invaluable for defining design principles to reflect Salina's unique history. Specifically in storefront design, where modern buildings can still utilize traditional architectural details and proportions. Pictured right are postcards from the Monterey County Historical Society of Main Street.

The top most picture was taken in 1906 and shows the McDougal Building and the Bardin House on the right and the Salinas City Bank, Abbott House, Fashion Livery Stable, and Opera House on the left. The two bottom pictures were taken in the 1920's and show the Franciscan (Bardin) Hotel and the Cominos Hotel, both considered some of the finest hotels in Salinas at that time. Sweeping architectural details and storefront features depicted are great examples of design concepts that can be utilized in modern storefront designs in downtown Salinas, like the new design of the Taylor Farms Building.

### Historic Quality

When developing the downtown district's design principles it is important to employ the existing buildings and their unique historic features and design constraints. With very little investment and effort older buildings can perform to modern standards without compromising their historic design quality. It should be the goal of the design guidelines to preserve the authenticity and historic quality of downtown Salinas by preserving, repurposing, and stimulating their existing resources and filling in the missing areas with new structures that are sensitive to downtown Salinas's revitalized image.



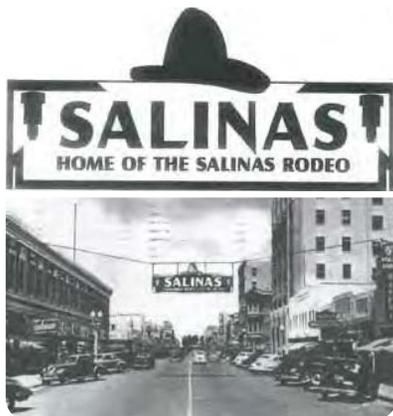
## Sign Plan

A Sign Plan can be adopted as part of the design guidelines to enhance the visibility of downtown. Currently, City staff is largely sympathetic and responsive to the needs of downtown businesses in regards to the current sign code. However, a detailed review of the code is recommended to echo the outcomes of the Vibrancy Plan. There are currently many great examples of downtown signs that keep with the quality and character of downtown and it's historic buildings; unique branding and use of nostalgic or historic features as part of the Sign Plan is important to distinguish the main commercial core of downtown and advertise important events.

## Markers, Kiosks & Plaques

Historic markers and plaques can be used to reflect historically significant places and events. Presented in a creative and visually appealing way, these historic markers can be a part of the sign plan to act as a form of permanent public art that educates and invites passerbys to linger and ponder the moment. Directional kiosks should also be part of the sign plan to provide additional information and assistance. Kiosks can help residents and visitors navigate to and from all the businesses and amenities in downtown and can also provide space for revolving advertisements and other information.

The installation of a landmark sign that reflects the historic Salinas sign that hung above Main Street many years ago is one such way to foster the future vision and capture the unique past of downtown Salinas.



The Salinas sign decorated the center of town for many years. In 1915, under the leadership of the Salinas mayor at the time, the Big Week Sign Committee was granted permission to erect the large sign over Main Street to advertise both the rodeo and the chamber of commerce. 22 years later the hat was added and the chamber of commerce was removed. The dates were changed every year to advertise the California Rodeo.



## Downtown Tours

Walking tours can be a great way to provide an overview of all the cultural and historic landmarks and tell the story of downtown Salinas. Walking tours can be self-guided through the use of maps or cell phone technology. Salinas 411, a local organization, created a cell phone App. that acts as a travel guide divulging insider information about downtown. One main feature of the App. is a self-guided audio tour of historic sites.

### 4.3.4 Public Art Art Displays

Public Facilities also present opportunities for the display of art and community bulletins. The addition of public art to facilities can elicit conversation, interaction and bring people together. Incorporating clean and durable facilities in downtown Salinas can have a lasting impression on visitors and can distinguish the downtown area from others.

Permanent murals and temporary art displays can be installed on the walls of parking structures, the sides of buildings along pedestrian walkways, and the back side of buildings in alleys. These murals can be painted by local children or local artists, depicting historic Salinas to bring back good memories of Salinas. When combined with lighting, these spaces can be visible at night and create a safer feel for nighttime visitors.

A balance of street furnishings and public facilities coupled with unique public art will create an inviting and comfortable environment that fits well into the future vision of downtown Salinas.

Currently, the City has little organizational structure in place to support public art. Members of the Downtown Stakeholder Team agree that public art is needed to help create a unique sense of place. Inspired by the work of Peter Kageyama, (author of the "For Love of Cities") it is recommended that the art be bright and colorful, be both temporary and permanent, and reflect the true colors of our diverse community.

### A Downtown Cultural Arts Advisory Board

**A review of the cities of Morgan Hill and San Buena Ventura revealed two different structures for an "art in public places" policy. Both utilize temporary and permanent public art to bring life and vibrancy into their downtown areas.**

In Ventura, it is believed that a commitment to public art fosters civic engagement, increases academic achievement, public safety, and fuels innovation. Art is recognized as a critical component of the City's economic engine. Ventura's program is more formal and structured compared to that of Morgan Hill; local artists make up the commission that governs all policies, and the City Council has the final word on all questions concerning the arts.

In 2008, Morgan Hill added "Art" to their Library and Cultural Commission. This one Commission is a seven member board appointed by the Council to oversee: 1) a definition and mission statement; 2) funding; 3) maintenance; 4) permanent and temporary exhibits, and; 5) collaborative community partnerships.

In discussions with the Library Services staff, local artists from Salinas, and members of the Monterey County Arts Council, it is agreed that a structure needs to be established that is flexible, easy to understand and implement. It was also agreed upon that each of the diverse communities within the City of Salinas must have a means for considering their own artistic representation. Like Morgan Hill, it is recommended to establish art policies from a City-wide advisory board, but take the system of decision making down as close as possible to each diverse neighborhood.

This plan can harness the energy of local artists to initiate the creation of a Downtown Cultural Arts Advisory Board. It is imagined that this board can become a subsection of the larger City Commission, and create its own arts, history and cultural district. The larger commission would assume the role of addressing many of the same policies addressed in Morgan Hill, including a city-wide arts "mission" statement, new and diverse funding mechanisms, maintenance and care of existing works, and determining the best policies to promote the development of both permanent and temporary presentations. However, the larger commission would yield to the local preferences of the downtown board and help to mediate any challenges that cannot be locally resolved.

The map on the preceding page reflects potential locations to place permanent and temporary art that when funded, can be commissioned by the Downtown Cultural Arts Advisory Board.

FIGURE 4-3 ART INSTALLATION LOCATIONS

A Permanent Art Collection can be a great means to celebrate downtown Salinas's heritage. Morgan Hill's "Permanent Art Collection" policy defines "permanent" as art which is installed for one year or more in open and freely accessible areas designed as a public area, lobbies and public assembly areas of City property, or on non-City property if the work is installed or financed, either wholly or in part, with City funds or grants procured by the City (Morgan Hill LCAC 08-04). To oversee this policy, a three-member review committee that includes one commission member, one member from the community at large and City staff representative was established. There are twelve specific criteria applied to each "review." The policy also includes a "Deaccession Procedure" if the value of an existing work is no longer being met, or if it is determined that maintenance costs are not feasible.

Permanent art displays can reflect historically significant events and places. In conversations with the Historic Resources Board, historically referenced art should be the focus of permanent displays downtown, but permanent art should not be completely restricted to only historic reference.



Examples of public art installations in the Little Italy district of downtown San Diego. As pictured to the left; public art can also double as advertising for local businesses.

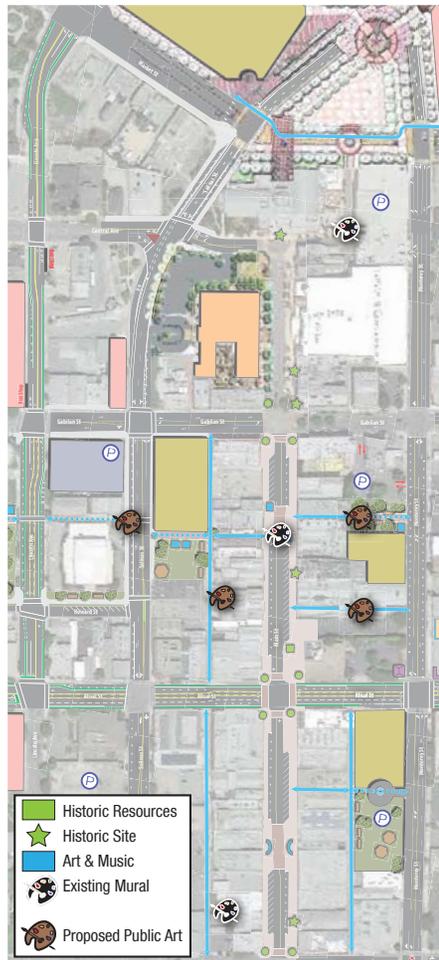


Figure 4-4 shows the locations of existing murals and the potential locations for both temporary and permanent art.

Within downtown Salinas, many historic referenced murals already exist (some examples are shown to the left). As a supplement to the existing artwork, it is suggested to install more three dimensional and sculptured pieces throughout the downtown area. Locations pictured on the map for new art installations include both public and private locations, and will therefore encourage creative collaborations between the City, community and property owners. Some locations included are alleyways and midblock crossings that through the installation of art and other amenities, can be converted into pedestrian malls and attractive outdoor spaces that can be used by local restaurants and retail stores.

The Urban Arts Collaborative is a great resource to discover diverse young urban artists living in East Salinas. The collaborative already works with existing public institutions, like the City of Salinas, and the County of Monterey, as well as with community and non-profit organizations and foundations. The Public Works Department is currently negotiating a license agreement with the Urban Arts Collaborative to rent the second floor of the Women's Club at 215 Lincoln Avenue. Permanent use of this building cannot be established until accessible restrooms are installed downstairs, but until this time, accommodations can be made that will help the collaborative establish its first home; where it belongs in the heart of the City of Salinas.



**Temporary art installation on Main Street in downtown Salinas.**

**Temporary Art** can be a great means to celebrate local artists and turn downtown into an ever changing canvas for the community to express itself. Morgan Hill defines “temporary art” as that which is exhibited for two weeks and not longer than one year”. Their policy, “LCAC 08-03 Temporary Art Exhibits at City Facilities”, sets forth five guiding principles for temporary art in their city. An “Art Exhibit Panel” was established for previewing and approving the art to be placed in temporary displays. The “AEP” also plans competitions and other events to encourage participation.

Temporary art exhibits that are dynamic and multi-faceted will help to attract all ages to downtown. It’s changing nature will invite the community to return often to see what is new. Following in the footsteps of Morgan Hill, holding competitions and other events can further encourage local groups and school participation. In conversations with the Urban Arts Collaborative there exists, “a cohort of young, diverse graffiti and urban artists living in East Salinas” that can be the exact vehicle to promote this spontaneous, colorful, constantly changing temporary art in the downtown.

Two steps need to be taken to make temporary art an attractive draw to downtown Salinas: 1) bring the Urban Arts Collaborative downtown, and; 2) pick up the Cultural Arts Map and begin to define where and how temporary art can be displayed, maintained and appreciated. If managed properly, the downtown’s new temporary galleries can be a magnet for economic change in the downtown.

It is recommended to proceed with the following steps to help facilitate the evolution of a Cultural Arts Advisory Board as a part of the Community Benefit District to make art in public places a priority for the City of Salinas and in turn bring more people and activity into the downtown area.

- Create funding for the arts by adopting an ordinance that funds these processes for new public art as well as maintenance of existing art
- Create an Arts Commission with clear by-laws that are inclusive and represent the whole community
- Establish a structure and a systematic process for honoring local artists in both a permanent and temporary nature
- Establish the first implementation plan for this art policy in the downtown
- Establish a criteria for permanent and temporary public art
- Establish a pre-approved list of artists to streamline art exhibits, their changing nature and solicit new pieces for downtown
- Incorporate into the business improvement district a review committee, or “Art Exhibit Panel” to act as jurors when art proposals are received
- Create a detailed map of the downtown that identifies potential locations for permanent and temporary art displays
- Actively solicit art for the downtown after the system is established.
- Make public art a part of all public spaces in the downtown, and use it to increase linkages between cultures, all ages, and different places in the downtown
- Establish a permanent home for the Urban Art Collaborative or similar artist studio.
- Connect permanent art displays to the historic heritage of the city
- Engage property owners in the public art process and create new public private partnerships in collaboration with CSUMB, Hartnell College and other educational resources.
- Quantify the economic benefit of art in the downtown
- Establish community-wide artistic competitions and special events that feature the downtown (concerts, kinetic sculpture races, food festivals, support First Friday Art Walk)

### 4.3.5 Enhanced Midblock and Alleyway Connections

Midblock and alleyways connections can become attractive places for pedestrians and business owners with no additional land or right of way acquisition required. The majority of alleyways in downtown Salinas are narrow public spaces maintained by the local government that are commonly used for storage of public facilities, trash collection, and vehicular access. The renovation of some of these alleyways into clean and accessible common areas can enhance the public activity in downtown. To encourage more walking downtown, pedestrian alley networks can also start to be developed.

Several blocks in downtown are fairly long, creating long pedestrian pathways. Midblock connections for these areas not only provide shorter pedestrian routes and greater access, but also provide unique public spaces. Many of the midblock connectors within downtown are regarded as dark and unsafe by visitors. Safety and visibility are most important due to their remote location and narrow nature. Providing public amenities such as lighting, landscaping, and street furniture can provide pedestrians with an opportunity to utilize the space, increasing activity and safety within the alleyways and midblock connections.

The walls within these midblock and alleyway connections are true blank canvases. With the cooperation from private property owners, hardware can be installed that will provide a secure method for displaying works of art of all types. Anchors can be installed to secure temporary sculptural three dimensional art that does not block pedestrian access.

Properly designed and maintained midblock walkways and alleyways allow for greater access to destinations and more choices for pedestrians, all together creating a more friendly pedestrian experience and increasing activity within the street atmosphere. These spaces can also be used for outdoor dining areas. Where possible, windows and doors can be added to the side of buildings to open up the street. This along with the incorporation of vegetation and public art can transform the alleyways into attractive places for relaxing.

Shown to the right are examples of art installations in Midtown Lane and the one just north connecting Main Street with the proposed “Cork-Yard” and the wall of Rosita’s.



## 4.4 EMPOWERMENT - A CALL TO ACTION

Peter Kageyama, author of "For the Love of Cities", visited Salinas in October to share his experience with creating great cities. Peter challenged the Downtown Stakeholder Team, City employees and individual citizens to do their part to turn the City that you live in, into the City you love. At the Holiday Café, one participant stated, "We want to help out, we just don't know how." Creating a program that can effectively utilize the time and talents of Salinas residents will be a critical component in creating downtown vibrancy. In his presentation, Peter gave several examples of how cities and residents throughout the United States have followed their passions to create unique signature places that help promote the love of their City.

**Mice on Main in Greenville, South Carolina** is an example of one person's idea blossoming into a unique attraction. High school student Jim Ryan developed a senior project to create a scavenger hunt on Main Street with brass mice (pictured to the right). Jim raised money, received the Mayor's support, and navigated through the red tape at City Hall to gain approvals. Jim partnered with local sculptor, Zan Wells to create nine individual, life-sized bronze mice that were placed throughout downtown Greenville.



**Cloud Gate in Chicago, Illinois** is an example of a piece of public art that attracts visitors from all over. The City of Chicago commissioned world renowned sculptor Anish Kapoor to create an iconic art piece for their downtown's Millennium Park (pictured to the right). The resulting Cloud Gate has become a must see tourist attraction for the City.



**Bubble Gum Alley in San Luis Obispo, California** is an example of an extremely unique attraction. At some point, someone started placing chewed gum on the walls of a downtown alley. While it is unclear who started the tradition, the alley walls have become filled with layers of used gum and visitors are excited to add to the collection when they visit San Luis Obispo.

Bob Phipps (known as the Retail Doctor) attended business owner meetings in April to assist local merchants in helping to transform their businesses, increase sales, and seize the competitive advance that they need. Some of the key points made by the Retail Doctor that apply to the Vibrancy Plan include:

- Storefronts need to be lit, even when closed.
- Local merchants rarely change their storefront dressing; their presentation is static. In doing so, they are missing a great advertising opportunity.
- Local business owners open when they feel like it, rather than when clients are present. Business owners should operate their business like a business, not a hobby.
- Local merchants are typically too hard on themselves when it comes to competing with chain stores. Instead, local businesses must gear up before chains come in, by promoting themselves and re-publicizing how special they are.
- Don't underestimate the value of stellar customer service.

Marco Li Mandri, president of New City America met with a group of 24 downtown property owners to discuss the formation of a Community Benefit District, also referred to as a PBID, to assist in paying for certain amenities to the downtown. New City America has prepared over 50 PBIDs across the County. PBIDs are becoming an important mechanism to fill revenue gaps left by inadequate or under funding of neighborhood services. Sales and property taxes are typically used to fund "General Benefit" services. For public streets, "General Benefit" funding typically relates to the area of the street between the curbs. While "Special Benefits" are funded with non-public sources and deliver services between the curb and the property line. Since customers walk on sidewalks, their experiences and perceptions a neighborhood are greatly influenced by the quality of this space. PBIDs are formed through a weighted vote of all property owners in the district, including governmental agencies, with assessments collected with property taxes. PBIDs are capable of funding the following:

- Cleaning of the public rights-of-way
- Steam cleaning of sidewalks
- Additional trash removal
- Graffiti removal
- Security services over and above the services of local police
- Installation of security cameras
- Parking services or transportation related services (private shuttles)
- Special lighting
- Economic development
- Business attraction and retention
- Planning, zoning and land use issues
- Beautification and decorations
- Tree maintenance, planting, watering
- Marketing and promotion within the district
- Special community or neighborhood fairs, festivals or events
- Public space development and management

Oldtown Salinas Association (OSA) is a non-profit business organization established in 1977 established to promote businesses in Oldtown. OSA is a Business Improvement District, which is capable of funding some of the same activities that PBIDs fund, with a focus more on operational improvements and services. OSA collects funding from business taxes. OSA is implementing a number of activities aimed at improving the safety and appearance of downtown Salinas.

City and other government staff will also play an important function, including:

- Identifying and applying for funding to implement capital improvement projects in the downtown
- Helping to streamline the approval process for events, art, and improvements
- Implementing improvements
- Policy Alignment
- Partnerships

### Ambassador Program

An Ambassador Program could provide a means of harnessing the energy and enthusiasm of Salinas' citizens who want to help create a successful downtown. Visitors' impression of an area is often shaped by the people they encounter. Currently, downtown Salinas does not have enough nighttime activity to make visitors feel safe, apart from times when special events occur. A nighttime visitor is just as likely to encounter a panhandler as she/he is to encounter other guests. One way to quickly change this experience is to create an Ambassador Program consisting of volunteers who can greet people, provide directions, report aggressive panhandling, and generally promote the downtown area.

The ambassadors should be branded with similar shirts or jackets to be easily identifiable. Ambassadors can also act as a link between shop owners, private security, and police to create a positive presence between all and effectively report potentially threatening behavior. The ambassador program could also lead campaigns to end homelessness in downtown Salinas. Furthermore, ambassadors could service as walking tour guides, story tellers, or facilitators of children activities. Ambassadors could also help in the set-up, take-down and staffing for special events and activities held downtown.

In downtown San Diego, the Make Change Count program was launched to discourage panhandling. Red parking meters are used as donation stations to promote awareness and provide the public an easy way to donate to programs and services to end homelessness.



## 4.5 RECOMMENDATIONS

Multiple recommendations are suggested to help create a downtown environment that attracts visitors. These recommendations are grouped into three categories: organizational changes, fast track actions, and capital intensive improvements:

### Organizational and Operational Changes

1. Form a Community Benefit District (CBD) to collect funds to make improvements to downtown public places, streetscape, parking, shuttles, and lighting.
2. Oldtown Salinas Association to partner with the CBD to provide complementary services.
3. Establish an Arts Oversight Committee to promote the use of art in public spaces and right-of-way. The committee will establish a protocol for incorporating public art and will identify locations for public art, interfacing with local artists, determining the appropriateness of proposed art pieces, and assisting artists with approvals for the placement of art.
4. Establish Design Guidelines within 18 months of the Plan's adoption by the council. Provide detailed options for facades, street furniture, signs, lighting standards, and trash receptacles. Work with building owners to preserve structures with historical significance.
5. Develop a Sign Plan within the Design Guidelines to update the current sign code and develop a consistent signing theme. Signage includes historic markers and plaques, and directional kiosks.
6. Establish a Way-Finding Program to guide residents and visitors through downtown and particularly to appropriate parking destinations. The program should include sign guidelines with a hierarchy for informational and directional signage.
7. Promote historic tourism in downtown, making it the hub for regional history. Develop historic walking tours weather self-guided or with a tour guide. Create a special event with a unique Salinas theme to celebrate history.
8. Establish and expand the Ambassador Program to provide readily available opportunities for citizens to volunteer, while promoting and enhancing a positive image of downtown Salinas to visitors. Use walking tours to showcase art, historic sights and events downtown.
9. Increase the frequency and variety of special events and activities held downtown. As street patterns switch from one- to two-way operation, seek multiple locations for event street closures to ensure that benefits of drawbacks of these events are shared among merchants.
10. Adopt local merchant strategies to attract more evening customers to downtown, to increase sales and encourage more people to visit at night. Strategies may include keeping storefront lights on in the evening, holding more evening events downtown, staying open late one or two nights per week, or simply staying open an extra hour.
11. Work downtown business owners to determine incentives for the implementation of architecturally defined street dining and promote the completion of sidewalk cafe encroachment permits in the downtown area.
12. Install new bike trail signage to connect north Salinas to Downtown; particularly from Sherwood Drive to downtown.
13. Apply to the Transportation Agency for Monterey County's Bicycle Protection Program to receive funding for the purchase of generic or artistic bicycle and skateboard racks and lockers.
14. Acquire right-of-way for the Lincoln Avenue Extension and finalize the design of Lincoln Avenue improvements.
15. Install new trash and recycle bins throughout the downtown area as part of a City and OSA project. New bins will help to improve the conditions of the City sidewalks.
16. Festoon Lighting has been sponsored by a few DST members to be installed in pedestrian midblock crossings. Also known as café bulbs and string lights, festoon lighting is a great and inexpensive way to improve the look and feel of an area. Expanding festoon lighting to Main Street and Lacy Lane will increase after-hours lighting and greatly enhance the ambiance.
17. Street Vegetation is planned to be purchased by property owners and planted by the City. Additionally, grant funds have been secured for an OSA project to paint the planters on Main Street and the City Parking Operations is currently repairing the planters on Salinas Street.
18. Panhandling Awareness Training is being sponsored by the OSA to train local business owners. Downtown area merchants have seen an increase in the level of aggressiveness displayed by panhandlers; while business owners have the right to seek police assistance for unruly behavior, additional knowledge on panhandling will be beneficial to business owners and their clients.
19. Security and private patrol in downtown has increased. There are currently two private patrol officers that walk downtown during the hours of 5-7 in the morning to clear the sidewalks of homeless encampments.
20. Way-finding and information signs have been ordered for parking facilities. In addition, the OSA and Leadership Salinas have ordered a total of six kiosks. Install gateway signs at significant downtown entries.
21. Public restrooms in parking facilities were included as a Capital Improvement Project for the City.
22. Install historic markers and plaques to identify the location of historic buildings or the location of historic events

### Capital Intensive Improvements

The following improvements will require time and funding to implement.

23. Activate Main Street through the use of seating, ornamental entries, special signage and lighting. Trim back trees and relocate some raised planters to open up the area for more active uses and improved lighting and visibility. Feature art and historic markers where feasible and applicable.
24. Develop a plan and implementation program for a small outdoor music venue (Fine Arts Park) along or near Main Street. The City should work with property owner(s) to locate site and the Arts Commission to establish a design and programming for the facility.
25. Develop a plan and implementation program for major capital improvements, including enhancements to Bataan Park, with a bridge or improved pedestrian access to Chinatown, and better connections to the National Steinbeck Center, in a manner that supports their programs and facilities. The City should seek funding for the design and implementation of improvement to the park.
26. Improve midblock walkways and alleyways to make them more visually appealing, better lit, and useful to the public. Consider the use of permanent and temporary public art to enhance these spaces.
27. Construct other pocket parks such as Founder's Plaza and "Cork-yard" as parking structures develop and surface parking lots are not needed.
28. As part of the Sign Plan, focus on the installation of a landmark sign based on the Historic Salinas Sign.

**SALINAS**  
"CALIFORNIA RODEO JULY 15-18 '37"

# CHAPTER 5 STIMULATING DEVELOPMENT ACTIVITY



## 5.1 INTRODUCTION

Private sector investment is a critical component in achieving a vibrant downtown. Public investments in mobility infrastructure, parking and public spaces all help to create an environment that will stimulate activity and investments in downtown development. With relatively low interest rates, now is the time to attract development partners to revitalize downtown.

Through public and stakeholder input, the following strategies have been suggested for stimulating economic development:

- Create development catalyst sites
- Create a strong job base around Government Center
- Add additional residential and mixed-used residential development
- Streamline the development approval process
- Increase the profitability and sustainability of retail businesses

The City's Economic Development Element (EDE) recognizes the importance of downtown to the economic vitality of the City. Action LU 1.3.2 from the plan states:

***“Support key catalyst development projects in the downtown area, such as Taylor Farms Corporate Headquarters and other development projects that bring more people into and help revitalize the downtown. With the implementation of the Downtown Vibrancy Plan and the completion of catalyst projects, the City should also consider the following action steps for the downtown:***

- ***Identify potential opportunities to expand the National Steinbeck Center footprint (e.g. conference room/gallery addition on open corner of Market and Salinas Street);***
- ***Prepare and implement a Government Center Plan which consolidates Federal, State, County and City assets with connections to Main Street. Work with the County of Monterey to implement the Government Center Plan;***
- ***Encourage development and parking structures on City-owned surface parking lots where surface parking can be replaced by structured parking.”***

The current “zoning by right” exists for those parcels zoned appropriately for development, however, since the re-zoning of public land is recommended in this document, special attention is needed for the environmental impacts associated with more intensified uses. This plan recommends that as much environmental work be done as possible in conjunction with the EDE based on programmatic recommendations contained for each catalyst site.

### Priority Development Projects

The City of Salinas has demonstrated that it can partner with businesses desiring to locate downtown. In order to attract the right development and to provide assistance, it is important that priority developments be identified.

Through input received in developing the Vibrancy Plan, the following types of development should be aggressively targeted and given special considerations in processing for City approvals:

- Office buildings that accommodate professionals
- Residential development (market rate or upscale)
- Urban grocery store or other targeted retail use
- Projects that fill vacant space on or near Main Street

This chapter summarizes the efforts of the public and stakeholders in developing concepts for catalyst sites for redevelopment; the following five areas were examined.

- Monterey Street
- Government Center
- Intermodal Transportation Center
- Historic Main Street
- Salinas and Gabilan Streets

Each of these catalyst sites has the potential to bring priority development projects to downtown and breathe fresh life into old and underutilized properties.

This chapter also discusses how to attract additional residential and mixed-use residential developments, identifies recommendations for streamlining the government approvals process, and summarizes ideas to improve the sustainability of downtown businesses.

## TAYLOR FARMS HEADQUARTERS - CASE STUDY

The Taylor Farms corporate headquarters building being constructed on the 100 block of Main Street represents a significant investment in downtown Salinas. Once complete, over 350 employees will work in the building, representing a new client base to downtown restaurants and shops. The headquarters will also bring out-of-town visitors who travel for corporate meetings. Parking and retail uses are also included with the project. This development represents the type of project that the Vibrancy Plan hopes to attract to downtown.



The process in gaining City approvals can proceed quickly, but not always smoothly nor with universal support. Some lessons learned through the development process of Taylor Farms that should be included or approved upon when dealing with priority development projects include:

### Positive Experiences

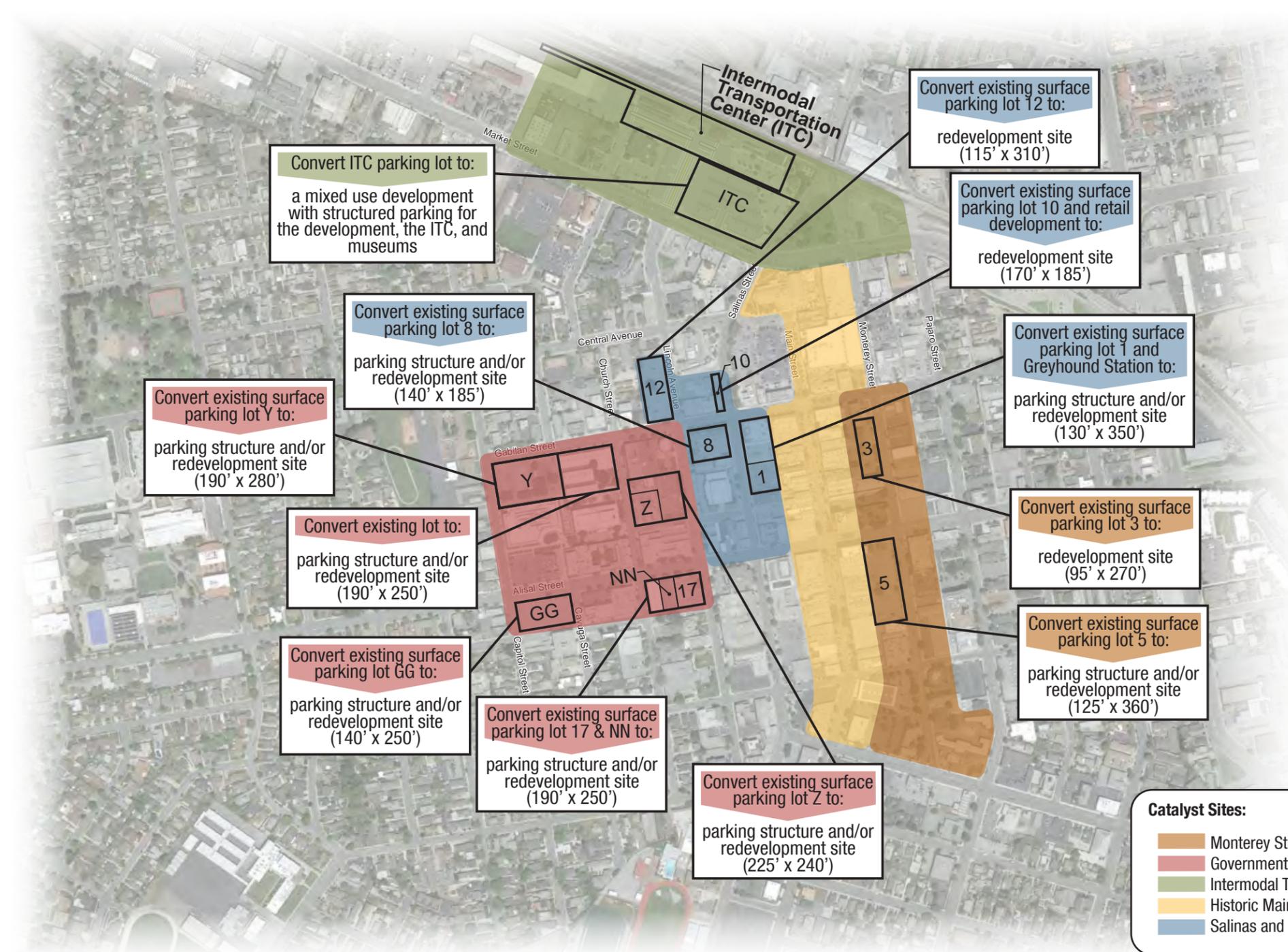
- ✓ Built on a former surface parking lot.
- ✓ Project was properly characterized as priority project.
- ✓ Political will to make the project happen (Mayor/City Manager).
- ✓ Development was administratively approved
- ✓ Designed to reflect historic character of Main Street.
- ✓ Accommodated half of the parking demand in the Monterey Street Garage

### Lessons Learned

- Localized parking shortages are anticipated to occur in the future if a new parking structure is not provided (No long term parking plan was presented particularly during construction).  
The loss of convenient surface parking was not supported by existing merchants.  
**Surface parking lot conversion to development and replacement parking structures should be integrated.**
- Local business didn't perceive an opportunity to provide meaningful input.  
**An aggressive schedule for project approvals should be developed that keeps the public informed.**

## 5.2 CREATING CATALYST SITES

FIGURE 5-1 CATALYST SITES



Investment in new development can occur on sites that are occupied with underutilized uses or on newly created sites that are made available to potential developers. The former occurs within the private sector with little or no involvement by the government. As discussed in the parking section, the City of Salinas and Monterey County own properties currently used for parking that can be made available to developers, provided that the existing parking is replaced on-site or in a nearby parking structure. These sites, which are depicted on the adjacent figure, represent potential catalyst sites that could be made available for priority development projects.

These sites should be made available using the following process:

1. Identify a site for structured parking,
2. Designate nearby surface parking lots for redevelopment,
3. Change the base zoning of redevelopment lots from Public/Semi-public to Mixed-Use or Mixed Arterial Frontage zones that are prevalent in the downtown.
4. Market redevelopment sites for priority development. Priority development should include developments that add base employment, housing and/or an urban grocery use downtown.
5. Expedite processing of the development.
6. Construct structured parking when needed.

It is recommended to combine the work required under the California Environmental Quality Act (CEQA) for the implementation of the Environmental Development Element (EDE) and that required for the implementation of the vibrancy plan under one study. Because the Vibrancy Plan is a subsection of the EDE, the two should be able to achieve a high level of efficiency by completing the same CEQA study. This will minimize the needs for a private developer to undergo, large costly, time consuming environmental studies in order to build their project.

Utilizing the “Repurposing Parking lots” idea discussed in Chapter 3, the Downtown Stakeholder Team developed concepts for redeveloping a number of surface parking lots and other underutilized properties. These areas are depicted on Figure 5-1. The next several pages depict the concepts and recommendations for the five catalyst sites that were examined.

The numbered and lettered lots designate government parking currently used for specific government uses (typically employee parking), public parking or leased to the public as permit parking. More information on the existing public and government owned parking sites is included in Chapter 3 (see Figure 3-1 & 3-3).

### 5.2.1 Monterey Street

The Monterey Street corridor encompasses Monterey Street from Gabilan Street to John Street and includes Parking Lots 3 and 5. As part of the plan discussed in detail in the “Destination Downtown” chapter, it is recommended to return Monterey Street to two-way traffic and add Class II bike lanes (see Figure 2-8, 2-9, 2-10). Five opportunity areas within the Monterey Street site are discussed below: City Lot 3, City Lot 5, private lots on the north side of Alisal Street, and private vacant sites on John Street, and bank properties just west of Monterey Street. The recommendations shown in Figure 5-2 represent an opportunity for one hundred thousand square feet of development, improved streetscape and traffic flow in the heart of the downtown area.

The preferred method of reconnecting Monterey Street to Main Street is through the use of public art, public amenities like fountains and benches, and good lighting along pedestrian connections. In Lot 3 for example, opening the building design to face the pedestrian walkway to Main Street provides room for a plaza and various amenities and public art displays. The existing cork trees in Lot 3 can be replanted to create a “Cork-yard” that joins the surface parking lot with the redevelopment site and extends the pedestrian access from Main Street to Monterey Street. Alternatively in Lot 5, the pedestrian access is limited because of the building at mid 300 block. Because of this, access to the redeveloped site can be centered toward Monterey Street, with an indoor connection through the building.

The corner of Monterey Street and Alisal Street is another significant opportunity to catalyze positive change. With a successful public/private partnership with 249 and 235 Monterey Street and 295 Main Street property owners, this whole intersection can come to life. Architect Sal Munoz lead the DST in a discussion regarding this corner. In the discussion, Sal suggested to re-orient 235 Monterey Street to face south and Alisal Street. These units can also increase value with the addition of glazing to the Monterey Street/ Alisal Street/ Lodge Lane access points. These changes will begin to activate the alley at Lodge Lane. Pending the improvements recommended at Parking Lot 5, the allowance of parking reductions based upon the future expansion of public parking across the street, allows for more room for public art, historic statuary or fountains at the corners. Additionally, the old planter in the parking lot of 295 Main Street (that still has the remnant of a Great Western Bank sign on it) could be replaced with a coffee cart or floral kiosk. Either option there would be a great addition that would win the business of passing traffic.

The area north of John Street between Monterey Street and Pajaro Street (depicted to the right) is quickly becoming a key component in the development of Downtown. At the April community meeting, an important link was brought to the attention of the DST at the intersection of Monterey Street and John Street. The vacant hotel, vacant lot that faces Pajaro Street, and the Valero Gas Station has tremendous development potential. Developing this area can help to begin a link between Pajaro Street and Monterey Street, and initiate the growth and redevelopment of John Street. In addition, if the current bank properties to the west of Monterey Street are reconsidered, this link could easily extend to Main Street.

#### Key recommendations for the Monterey Street Site include:

- Rezone Parking Lots 3 and 5 to mixed-use;
- Replace 232 parking spaces between the two Lots
- Consider housing and parking at Lot 5- open up in-door connection to Main Street
- Consider 10,000 square feet of office space, 50 residential, multi-family, and mixed-use units at Lot 3
- Consider 80 units of housing, 150 parking spaces 10,000 square feet of second floor open space at Lot 5
- Design each of the two developments in a horse-show or circular design with open space on the ground-level, to provide room for fountains and public art
- Encourage banks to redevelop their sites with a mix of other uses such as retail, office, or residential

**FIGURE 5-2 CATALYST IMPROVEMENTS  
MONTEREY STREET CORRIDOR**





**5.2.2 Government Center**

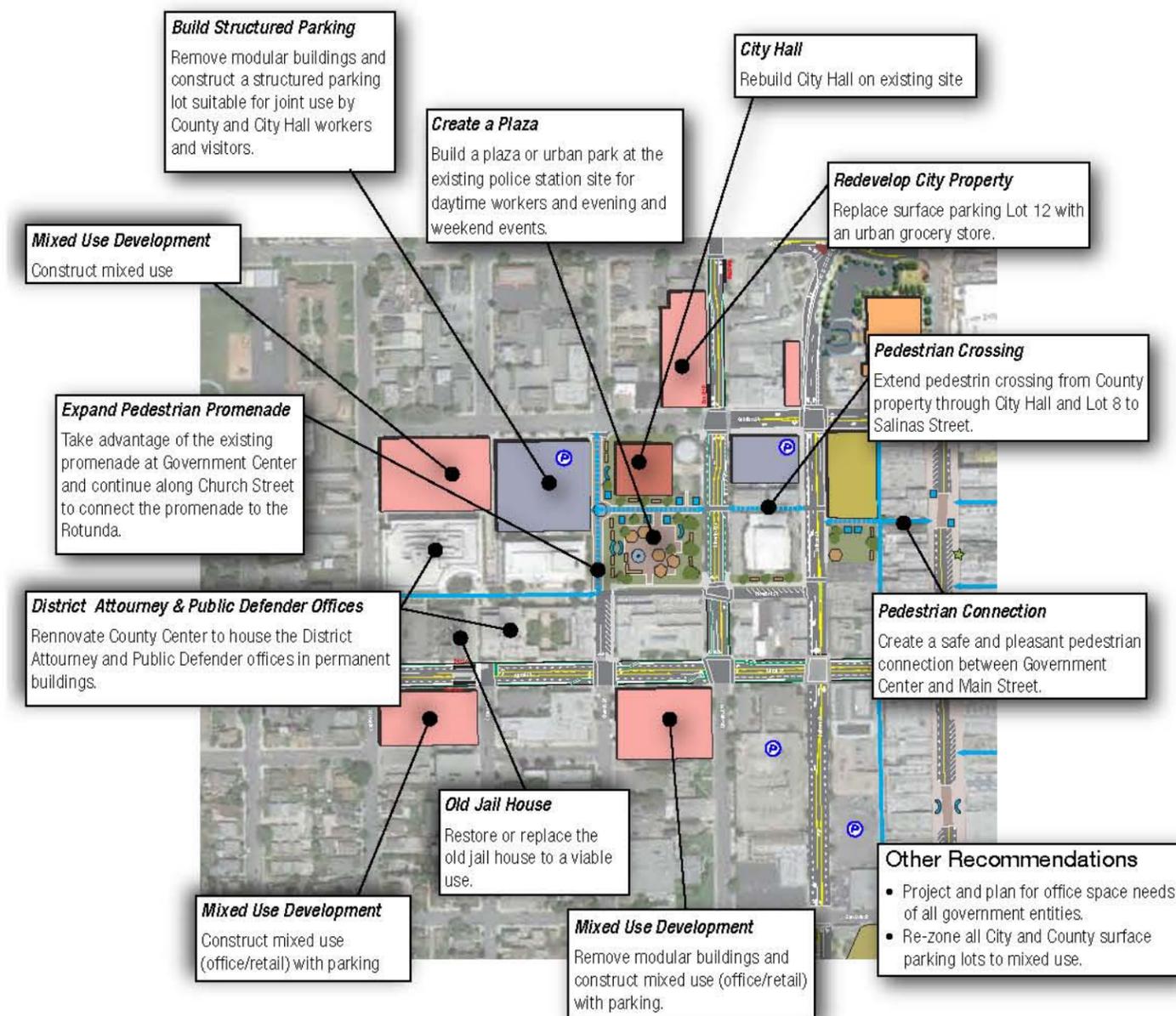
The Government Center contains City Hall, the County offices, the Post Office, federal offices, and the court system; a center that mostly draw daytime workers and visitors to downtown Salinas. The area has a deficit of available office space; which is witnessed by the District Attorney and Public Defender offices being housed in temporary, modular buildings. Parking shortages are also prevalent, creating spillover into adjoining residential neighborhoods. Due to spatial challenges and limited store hours, Government Center employees don't visit Main Street commercial establishments to a great extent after work. As of August 2014, the County purchased office buildings at Schilling Place and will be relocating nearly 150 persons of it's downtown workforce. This loss of downtown workers will impact retail business, but will also create some momentum for change in the Government Center.

Within it's boundary, the City owns Parking Lots 8, 12, 17, the Salinas Street parking garage, the parking lot on Alisal Street that is currently occupied by modular offices, the parking lot at the corner of Capitol Street and Alisal Street, and other surface parking and open space within the current campus. City Hall, the Police Station and Armory also fall within the current campus. The campus represents approximately 30-acres of space and opportunity for the four government agencies to work together to come up with viable solutions.

The City and County have an existing 2012 Memorandum of the Understanding that expires in 2014. It is a commitment of each agency to work together to build a government campus that connects to the downtown. The Government Center area has been studied by others over the past decade, including the County, Renaissance Partners, and SPARC. Additional planning was accomplished during the Vibrancy Plan planning process by the Downtown Stakeholder Team and by the public during a Community Workshop that was specifically focused on the Government Center (pictured below).



**FIGURE 5-3 CATALYST IMPROVEMENTS GOVERNMENT CENTER**



### 5.2.3 Intermodal Transportation Center

The Intermodal Transportation Center (ITC) has been studied for more than a decade as just a transportation center. This site, however, has a huge potential for transit oriented development and new connections with the rest of the City. Spanning 24-acres from Hap Place to Pajaro Street along Market Street. Developing this site will open up downtown and Bataan Park and new connections to Chinatown and north Salinas.

Currently, the ITC, Bataan Park, and Chinatown are three separate areas, like islands, with no clear connection to Downtown (the mainland). A key component of making downtown vibrant is unifying these three spaces within the urban heart of the City of Salinas so they function together as one site.

The first step in generating the reconnecting energy is to build upon the 2010 Chinatown Rebound Plan. Specifically, to look at how it reconnects Chinatown to downtown at Pajaro Street and East Market Street via an at grade pedestrian and bicycle crossing. At present, Chinatown is not a safe or desirable destination for visitors due to homelessness and substance abuse. This area needs attention so that its rich history and unique architecture can become an asset to the area. Bataan Park, described in detail in Chapter 4 (see Figure 4-1), is an ambitious plan to activate the park and provide seamless connections between Historic Main Street, the ITC and Chinatown.

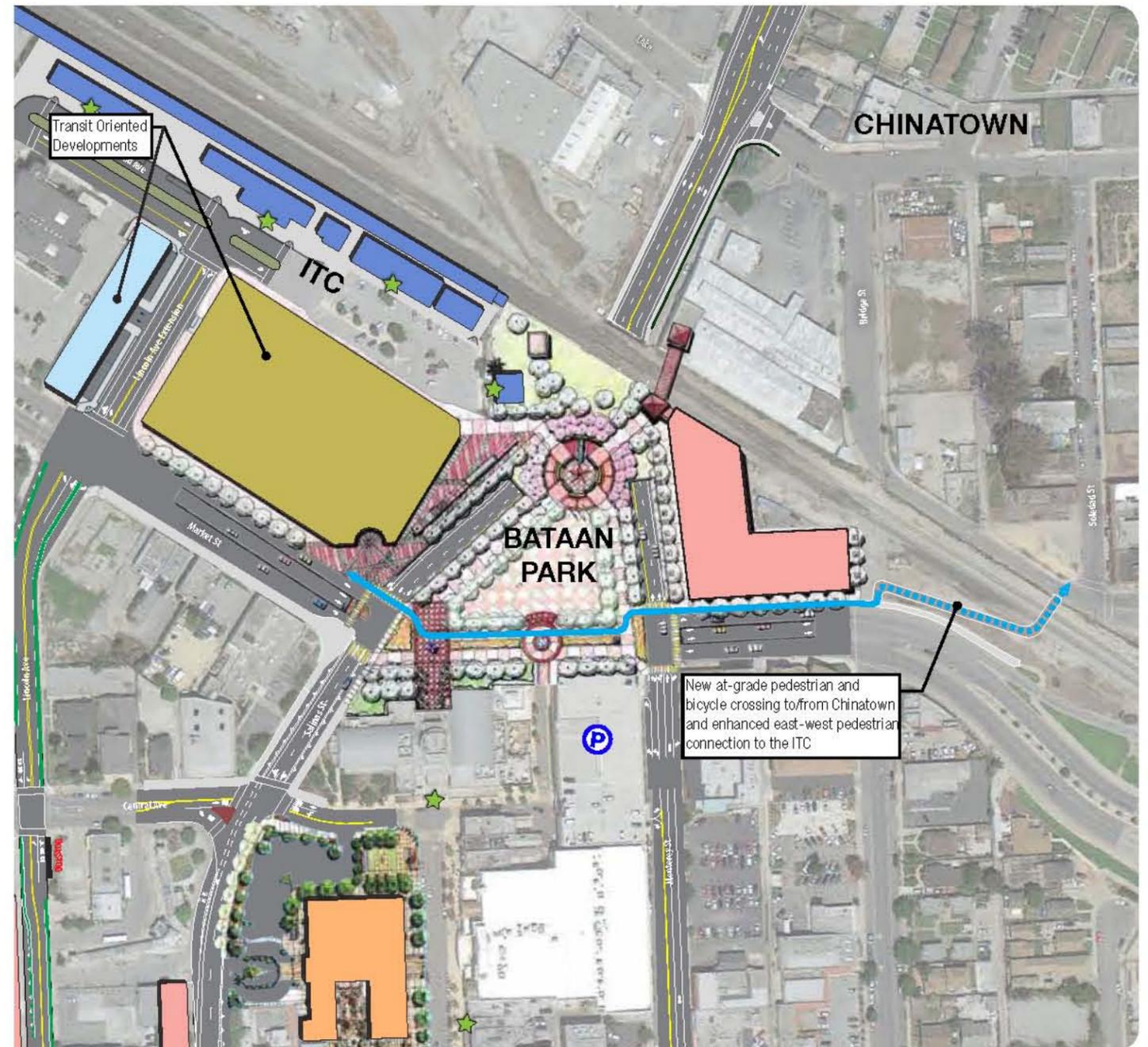
#### Transit Oriented Development

The ITC will serve as a hub for intercity bus and rail (commuter rail to the Bay area and local buses). Much of the land area will be used to provide parking needed for the commuter rail passengers (a total of 780 parking spaces). However, this site also provides opportunities for mixed-use, residential or hotel development that is extremely close to transit (shown in Figure 5-4). The parking lots located between Market Street, Lincoln Avenue, North Main Street and the rail tracks also provide potential opportunities for mixed-use development.

#### Key recommendations for the ITC development site include:

- Build structured parking to accommodate new uses and to ensure that adequate parking is available for the ITC uses and the museum uses (First Mayor's House and Train Museum)
- Construct Transit Oriented Development with residential, hotel and/or mixed-use development
- Provide stronger vehicular and bicycle connections to Main Street, the Monterey-Salinas Transit transit center, Chinatown, and Government Center
- Provide a safe pedestrian and bicycle connection from Chinatown, through Bataan Park, and to the ITC
- Construct ground floor, corner retail (ideally an urban grocery)
- Integrate development with Bataan Park improvements
- Provide pathway through Bataan Park that connects the ITC and downtown
- Develop at least 40 units of market rate housing

**FIGURE 5-4 CATALYST IMPROVEMENTS  
INTERMODAL TRANSPORTATION CENTER**



### 5.2.4 Historic Main Street

Historic Main Street refers to the first four blocks of Main Street; beginning at the National Steinbeck Center and ending at 400 Block. It is important to note that this site includes the alleys behind Main Street, a strategic location that represents great opportunities for public plazas and public art displays. Re-using these alleyways can encourage restaurateurs and other merchants to activate the sidewalks and expand beyond their walls.

Parking Lots 1, 2, 3, and 5 border the Main Street Site. The future of these surface parking lots will have an effect on the future development of Main Street. How these parking facilities are developed and how they interact with Main Street is a key component to the planning of Main Street and pedestrian access. Well designed connections and active spaces for light hearted activities should be the goal in developing Main Street to attract all ages to the heart of Salinas. These connections or transitional areas to Main Street must feel safe, be well lit, hide rubbish collection facilities, and smell and look attractive.

Downtown property owners have reported that their historic lots and buildings at 150 feet deep, are longer than their current tenants demand. Some owners have sub-divided their properties into smaller office uses, while others are operating in a cooperative venture with multiple tenants sharing spaces. One successful strategy is to sub-divide the first floor and allowing it to have two front doors; one facing the alley and one facing Main Street. An example of this approach can be seen at 230 Main Street, where the La Fogatta Restaurant faces Main Street, and the adjoining hair stylist faces the alley. Providing a land-use that facilitates this kind of change would help to incentivize landlords to lease-up vacant space, receive close to market rates for two tenants not just one, and add activity to the alleys, basically doubling the retail space downtown.

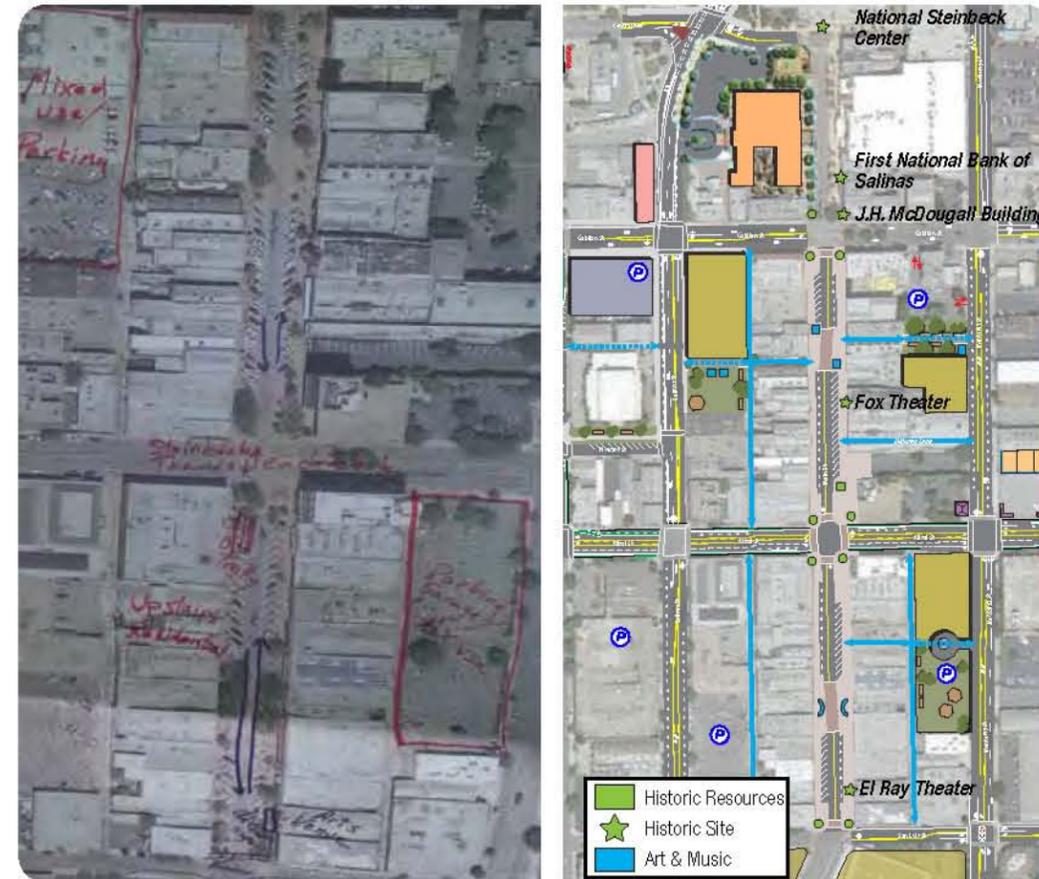
The 400 Block of Main Street also includes underutilized spaces in the form of older bank buildings that are either half-used or vacant. The model for the traditional banking function has taken a big turn towards smaller more intimate customer care. These attractive large buildings could also be subdivided, or re-built if incentives exist. There have been efforts in the past to use the upper floors of the buildings facing Main Street for housing. This has proved to be successful and the City plans to continue to seek incentives for this use. Programs to assist building owners in the restoration and reuse of historic buildings should be encouraged (like the State and Federal tax incentive programs that include the adopting the Mills Act). Green roof-tops could also be implemented in upper floors for an effective use of open space.



Architecturally defined street dining in Morgan Hill

As discussed in Chapter 4, sidewalks provide a great canvas for shared activities and uses. With the wide sidewalks along Main Street, active design techniques should be used to create great sidewalk experiences that accommodate the needs of the adjacent businesses. Aesthetics (such as street landscaping, lighting, historic markers, and public art) and architecturally defined spaces (such as sidewalk dining, plazas, and seating areas) can be installed to animate the sidewalk experience and enliven Main Street. The City currently allows for sidewalk cafes through the application of an encroachment permit. However, to date there have been no applications submitted. These improvements can be implemented quickly and economically and bring much benefit to both the businesses and the Main Street atmosphere.

### FIGURE 5-5 CATALYST IMPROVEMENTS HISTORIC MAIN STREET



Many of the City's best historic resources are part of the Historic Main Street catalyst site. When the HRB reviewed this plan, they recommended the addition of new plaques marking the age of our buildings downtown, and reference to historical events that occurred in and around the City's core. Reference was made to the founding fathers, the famous wagon that lost its wheel, (Taylor Site) and recognizing in the 100 Block the slough and half-way house that began Salinas' heritage. Some recommended areas for historic resources, art and music are highlighted in the picture to the left. This recognition should also flow into other catalyst sites including the ITC and Chinatown. Art in public places is reviewed in Chapter 4 this catalyst site is a great place to initiate this work.

#### Key recommendations for the Historic Main Street Site include:

- Connect parking lots to Main Street with well lit pedestrian walkway areas
- Re-zone lots for mixed-use development
- Look at land use that provides for alleys to become secondary store fronts or dining spaces
- Strengthen the downtown's historic value by installing historic placards and statues in key locations on Main Street
- Identify locations for rotating public art and graffiti art displays
- Create a Downtown Art District as a subcommittee of an at-large City Art Commission
- Establish designated locations for public music
- Further incentivize use of the sidewalk for retail and food services (architecturally defined sidewalk dining)
- Support the Community Benefit District, promote special events downtown, support Oldtown Salinas Association

### 5.2.5 Salinas and Gabilan Streets

The area surrounding Salinas and Gabilan Streets offers an excellent opportunity for development (as shown in Figure 5-6). This area could build on the momentum created with the construction of Taylor Farms' new corporate headquarters building. City parking lots 1, 8, 10, and 12 could be repurposed for structured parking or mixed-use development. In addition, the Greyhound Bus site is available for development, since Greyhound operations are being relocated to the Intermodal Transportation Center.

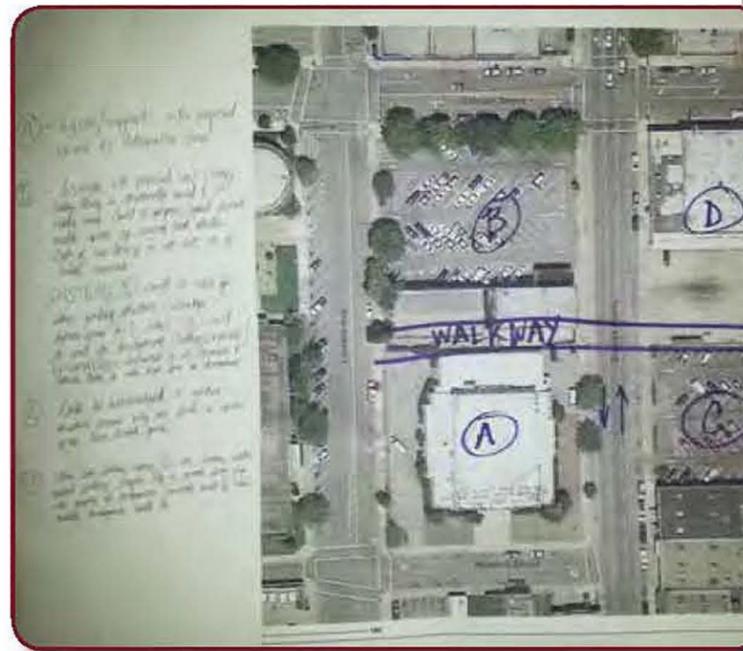
Lot 8 could be converted from a surface parking lot to a three-level parking structure. This structure would have a level of parking at street level and a level above and below ground. The parking would be for development on adjacent lots including potential residential use and reuse of the Women's Club and Fire Station buildings.

Lot 10 is too small to be efficiently used for public parking and should be offered for sale to adjacent properties as an effort to intensify the development on this site. Lot 10 should be re-zoned to mixed-use.

Lot 1 could be designed as a Founder's Plaza, which could be used to fulfill the open space requirements for new housing in the vicinity. The old Greyhound site could be developed with a combination of parking, retail, office, and residential use. A key component of this site should be a pedestrian connection from Salinas Street to Main Street, which can be accomplished by using the existing walkway between the alley and Main Street.

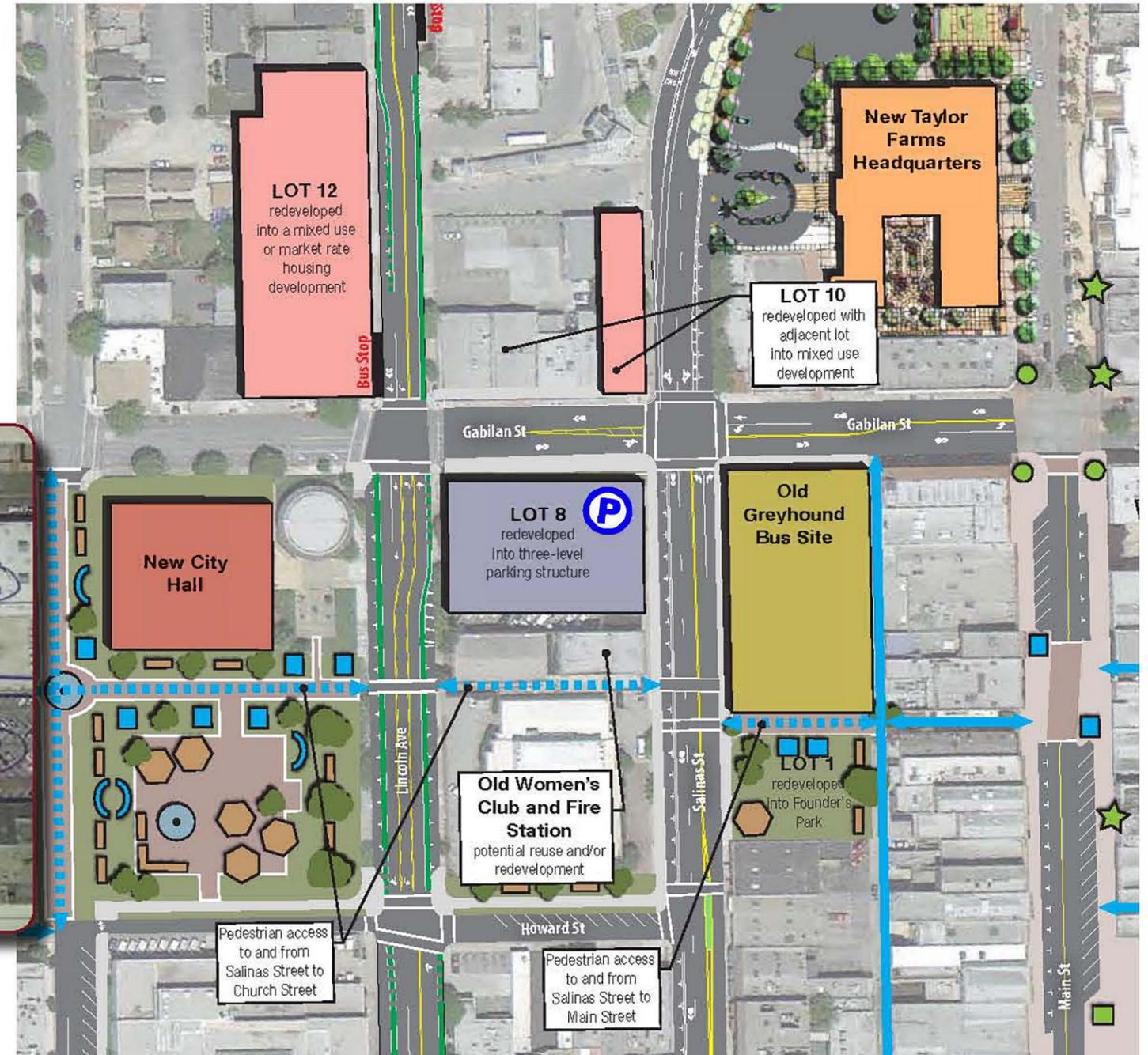
#### Key recommendations for the Salinas and Gabilan Streets Site include:

- Build a parking structure on Lot 8
- Redevelop Lot 12 into a mixed-use or market rate housing development
- Sell Lot 10 to redevelop with adjacent properties
- Enhance pedestrian crossing at Salinas Street through Armory and through City Hall
- Combine Lot 1 with the Greyhound Station; provide structured parking for existing demand plus new uses; develop an urban park
- Incentivize the re-use of the Women's Club as an Urban Arts Center
- Develop the Fire House into a fire museum and restaurant; can utilize Lot 8 for parking
- Develop as many as 60 market rate housing units



Pictured Above: Ideas from one of the DST meetings

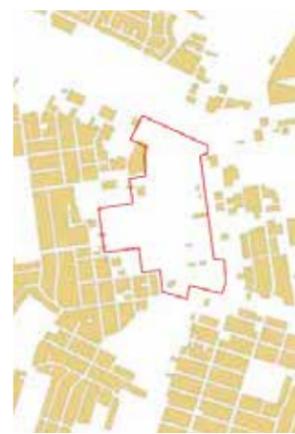
### FIGURE 5-6 CATALYST IMPROVEMENTS SALINAS AND GABILAN STREETS





### 5.3 HOUSING IN THE DOWNTOWN

As past studies have concluded, housing is critical to growth in the downtown. The “Downtown Salinas Revitalization Report” prepared by the Urban Design Associates August 12, 2009, provides the graphic below to illustrate the point.



**The yellow color represents existing residential units in the downtown. In the report it was observed that “although residential neighborhoods surround the study area, downtown housing is sparse”. In conclusion, the study recommended 750 new market rate housing units in the form of condominiums and apartments in the downtown. Encouraging mixed-use developments downtown that include new housing is important.**

Fixing the “housing desert” has many benefits to the downtown that includes a direct lift to retail and turning the district into a 24/7 operation. This lift will also attract more retail, help fill vacancies, and fill the need for a new grocery store. Market rate housing is desirable for retail businesses because occupants generally have more disposable income to spend locally. Housing can also benefit downtown workers who desire to live nearby. Urban infill of this nature is consistent with Smart Growth Policies and the City’s General Plan.

**The questions then remain: Why hasn’t market rate housing been considered in downtown, and how can incentives be created to make it happen?**

Beginning with the General Plan, adopted in 2002, and in a subsequent “Downtown Rebound” planning program in 2006, land use policies and regulations have favored housing development in the downtown, with higher densities and relaxed open space, unit type, and parking requirements compared with the rest of the city. Within existing commercial buildings, the “Downtown core” regulations also allow conversion of commercial to residential use with no parking or open space requirements. The City also developed a “single room occupancy”, or “SRO” ordinance to allow even higher densities for very small, “single occupant” units. However, a review of the land use policies in the City indicates that these favorable housing policies may not be enough. Because parcels in the downtown are generally very small, requirements for parking and open space for each individual development site may be difficult to satisfy. Instead, if these requirements can be “bundled” and addressed collectively rather than on a parcel by parcel basis, there would be a lot more flexibility in developing market rate housing. This could be accomplished, as an example, by taking a City surface lot and producing two levels of parking, with open space on the second story roof top. The developers building housing on the adjacent lots would be able to rely on this open space and parking and reduce their individual requirements.

Housing densities and the height of buildings is liberal at the Downtown’s core, but less so two to three blocks from the Main Street. Extending these housing densities and building heights out from the core to include parts of East and West Market Streets, John Street, Lincoln Avenue and Pajaro Street would more than double the opportunities to build high density housing in our urban core this will require a General Plan Amendment.

Numerous smart growth studies have provided demographics showing a high demand for housing from “empty nesters” and from Millennium singles and couples. These are smaller one and two bedroom spaces, where convenient location is driving the demand. If development could occur that allows one bedroom and studio apartments these numerous amenities exist within walking distance, then market rate housing might be more incentivized to develop downtown.

Other impediments include impact fees, school fees and storm water retention requirements (National Pollution Discharge Elimination Systems). Not all of these requirements are City controlled.

The City’s Inclusionary Housing Ordinance is another factor in this market rate housing formula. The current ordinance requires that when market rate housing is developed (for projects 10 units and larger), that a portion of the units be set aside as affordable for lower income residents. This greatly reduces the profitability of the development, particularly for smaller projects. It has also been pointed out in this study that the downtown has already accommodated a large number of affordable housing units, and there are fewer and fewer opportunity sites to build any kind of housing in the downtown. It has been argued in other cities that downtown areas should be exempt from the inclusionary housing altogether. If the City cannot exempt the downtown from this inclusionary requirement, it has the justification to propose a waiver in the downtown until such as time that the ratio of new housing units reaches a balance between affordable and market rate. As the City updates its Inclusionary Housing Ordinance in 2015, these are some of the special considerations that should be made for the downtown and perhaps elsewhere in the City where affordable housing has been concentrated.

Concurrently, the General Plan Housing Element is also being updated, which provides further opportunities for achieving a balance of housing for all income types in the downtown. The catalyst sites have identified a potential for at least 230 market rate housing units:

- 130 on Monterey Street
- 40 at the ITC
- 60 adjacent to Government Center on Lincoln Avenue

Many other possibilities exist, and the target for full-build out is between 650 and 700 units.

In summary, there is no single land use or other policy that will promote housing in the downtown, but downtown housing opportunities, particularly those that promote market rate housing, should be paramount in evaluating and modifying all City policies. The changes referenced in this section should be strongly considered for gathering more people and creating a larger residential community in the city’s center. This mass of people will stabilize the downtown’s economy and create a demand for new and exciting amenities. People will bring vibrancy.

**TABLE 5-1 HOUSING UNITS BUILT IN OR NEAR DOWNTOWN BETWEEN 1996 AND 2013**

Property Name	Property Address	Total Units	Single Room Occupancy (SRO)	Studio (S)	1 Bedroom (1B)	2 Bedroom (2B)	3 Bedroom (3B)	No. of Agency Restricted Units	Income Level			Year Constructed	Affordability Term	Restricted Expiration	
									Very Low	Low	Mod.				
<b>Central City Project Area</b>															
Plaza Grande	50 E Main St	95	95					45	45	0	0	2003	40 years	12/1/2043	
Forester Building	369 Main St	10		8	2			10	0	0	10	2000	20 years	4/12/2020	
Pajaro Triplex	139 Pajaro St	3				3		3	0	3	0	1996	30 years	5/6/2026	
Lupine Gardens	118 E Alisal St	20	20					20	20	0	0	2006	30 years	8/8/2036	
California House	436 California St	8		3	5			8	8	0	0	2002	30 years	7/3/2032	
Soledad House	439 Soledad St	8	8					8	8	0	0	2000	30 years	12/14/2030	
Tynan Village	323 Front St	171		8	25	32	8	83	33	0	50	2008			
Gateway	25 Lincoln St	52		52					28	14	10	2012	55 years	8/28/1905	
<b>Total</b>		<b>367</b>	<b>123</b>	<b>71</b>	<b>32</b>	<b>35</b>	<b>8</b>	<b>177</b>	<b>142</b>	<b>17</b>	<b>70</b>				

Housing developments that are heavily subsidized with restricted affordable rents have provided the only housing units built in and around downtown in the past sixteen years. The table to the right highlights those units built with redevelopment and other subsidies.

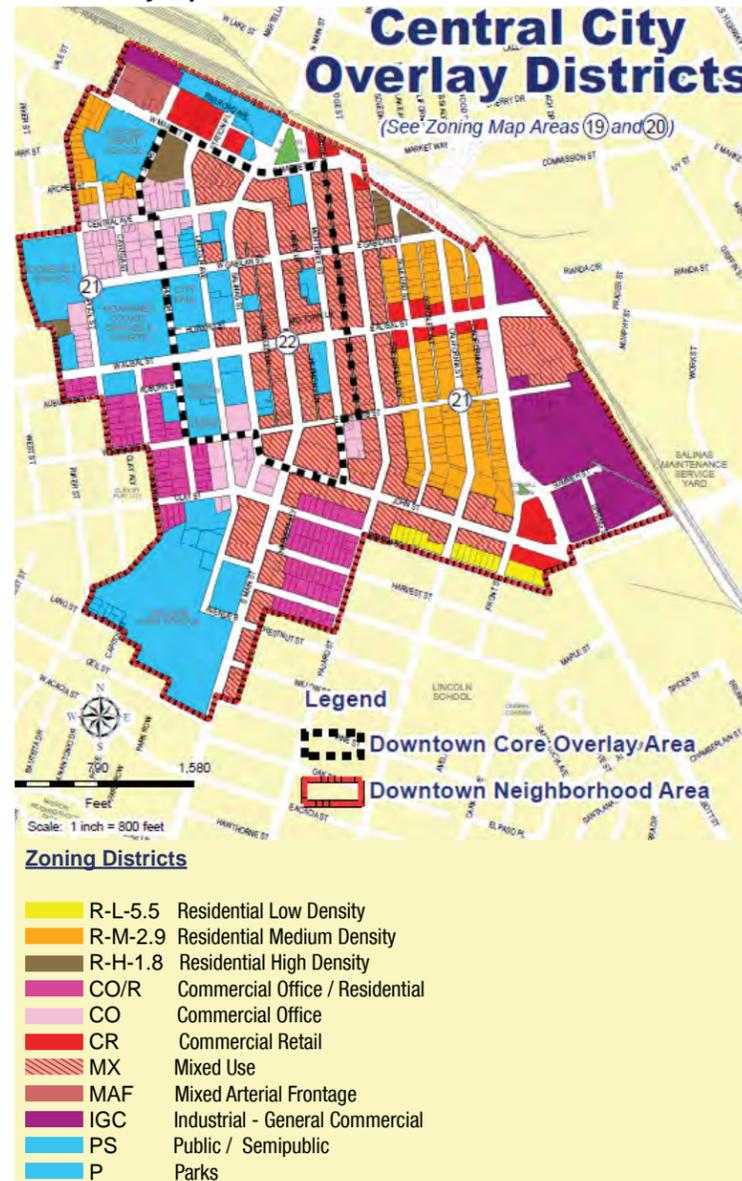
## 5.4 STREAMLINING DEVELOPMENT APPROVALS

*Citygate Associates, the City and Chamber's Building Development Committee conducted an assessment of the City of Salinas Community and Economic Development Department in October of 2013 with the goal of designing a forward-looking Strategic Action Plan for improvements in the Department. In general, Citygate observed that the Department is in a good position to commit to continuous improvement and the Department has an opportunity to get out ahead of the uptick in building and development activity. Suggestions made in this report that could have a big impact on downtown development include the employment of "investment thinking" rather than "reactive thinking"; to get out ahead of demand and reach out to developers and builders to fine-tune permit activity projections. It was also suggested to utilize Determinate Processing Agreements for high priority projects and for customers that have a history of performance issues.*

The following recommendations are made in an effort to facilitate downtown development. These recommendations are focused on improving development approvals. The extent to which the development approval process is viewed as being quicker, more predictable, and less risky relative to other places will influence developers' decisions to invest in downtown projects.

The recommendations are made based on review of the Zoning Codes, observations from two case studies, and Downtown Stakeholder Team input.

- Priority should be given to attracting and processing quickly and efficiently approvals for downtown projects that add residential, professional employment, targeted retail, and fill vacant building spaces.
- City and County owned surface parking lots should be rezoned from Public/Semipublic to Mixed-Use or Mixed Arterial Frontage to increase their value as potential redevelopment sites.
- Promote a "can do" culture within the Community and Economic Development Department that helps developers deliver new projects in downtown.
- Provide a five-year waiver of the inclusionary housing ordinance as it applies to Downtown until at least 230 units of market rate housing are built or entitled. Once this threshold is reached, evaluate parameters and consider incentives to build another 500 market rate unites.
- In addition to expedited permit processing, consider other incentives for attracting Priority Development Projects.
- Reduction in Development Impact Fees, waiver, or a referral. And conduct a nexus study to show that sufficient infrastructure exists downtown to justify the change.



- Develop a means of clearly communicating zoning requirements for the downtown area to prospective developers. This could take the form of a consolidated code for the downtown area, or "Cliff Notes" approach. However presented, this effort would provide simplified guidance on how to apply the several applicable Zoning Code sections to a development proposal in the downtown area. This would reduce the potential for applicants to misinterpret the code, and save City staff time in project review.
  - In several areas the codes are not immediately clear. For example, it was unclear if the residential code section is applicable to residential uses within mixed-use buildings. The applicability of yard setbacks for mixed-use buildings with residential components was also unclear. It would be useful if the City issued publicly available official interpretations for code sections for which questions of interpretation have arisen.
  - The Zoning Code currently provides incentives for selecting mixed-use development over single-use development, such as reduced open space and parking requirements. The code includes additional incentives for particular emphasis within a mixed-use development; however, at least in the case of parking, this additional incentive appears to match the standard regulatory requirement, so does not provide a bone fide incentive. These additional incentives should be reviewed in the context of the downtown core overlay standards and adjusted to provide valuable incentives.
- Expand the additional incentives to encompass the preservation and rehabilitation of historic structures. Means of off-setting engineering costs (such as for seismic retrofitting) of historic buildings should be explored.
- A shortage of on-site parking is likely to be a common issue with downtown development, and a district-wide approach to providing parking is recommended.
  - The applicability of parking standards should be clarified, and consolidated standards applicable within each of the downtown areas should be provided (Downtown Core and Downtown Neighborhood). An

across-the-board reduction and some type of in-lieu provision should be provided for both new construction and rehabilitation or reuse of existing buildings.

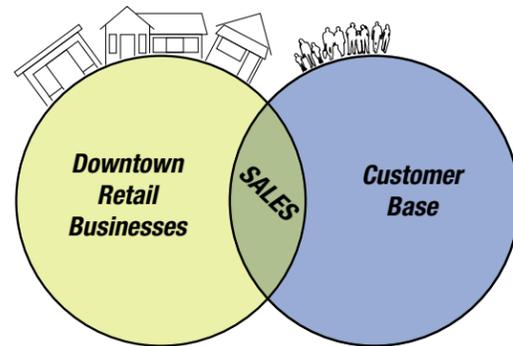
- If a parking fee program is developed, the City should consider incentives or compensation for projects that develop excess parking capacity that is available to other sites.
- The parking structure design guidelines laudably aim to protect a pedestrian-oriented streetscape; however, this objective could still be achieved with some relaxation in standards that would make development of parking structures easier. As examples, partial screening of ground floor parked cars, or partial intermixing of ground-floor uses could substantially reduce adverse streetscape effects of a parking garage. Standard parking lots require an eight-foot landscape area fronting on streets, while there are no landscaping requirements associated with parking structures. A revised landscape standard, applying more uniformly, and stressing quality of screening over a fixed minimum width could better achieve objectives. Another approach to achieve adequate structured parking would be to establish parameters under which for relaxed frontage and visibility regulations could be applied at limited locations; those parking areas should dispersed to carefully selected peripheral locations that do not disrupt the pedestrian environment and provide convenient access to or from major entry streets; and should be allowed only when physical constraints (such as inadequate depth to allow double-loaded parking) exist.
- Implement an Enhanced Infrastructure District that re-establishes tax increment financing within downtown to help off-set developer impact fees and to pay for new infrastructure in the catalyst sites.

## 5.5 SUSTAINABILITY OF DOWNTOWN RETAIL

The health and sustainability of downtown retail is a key measure of the success of the Vibrancy Plan. Presently, many businesses are struggling to make profits and many storefronts are vacant. Furthermore, many potential customers don't shop or eat downtown, due to a variety of impediments.

The Vibrancy Plan addresses a number of factors that should improve the vitality of shops and restaurants, including expanding the customer base and removing barriers that influence customers desire to shop downtown. Another critical component in attracting customers is through expanding and aligning businesses to respond to consumer needs.

### Existing Condition in Downtown



### Expand and Align Businesses to Match Consumer Needs

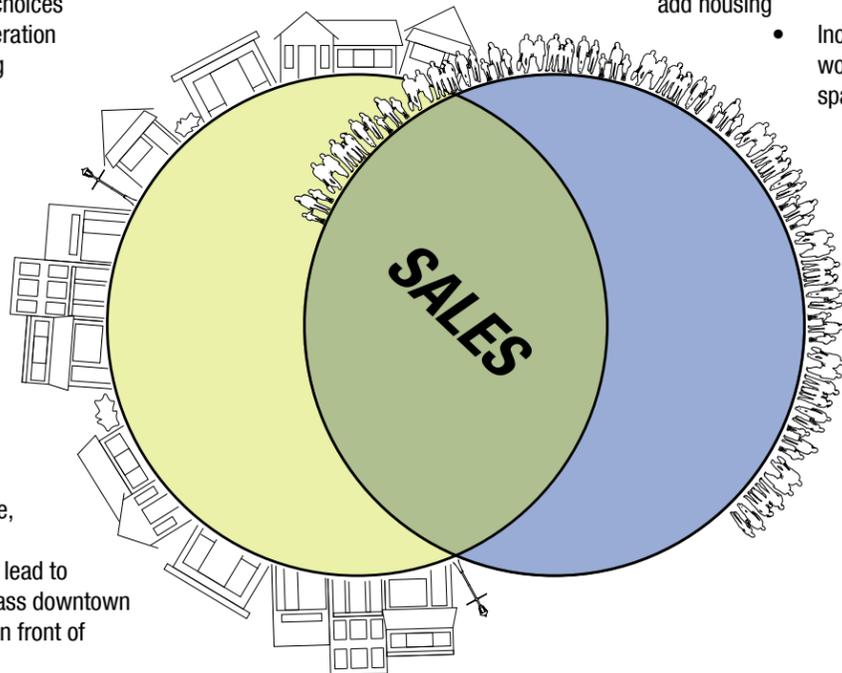
- Add competition - fill vacant storefronts
- Diversify business choices
- Extend hours of operation
- Increase advertising and promotion
- Enhance facades and storefronts

### Remove Barriers

- Improve parking availability
- Improve appearance, lighting, and safety
- Provide streets that lead to downtown, not bypass downtown
- Provide bike racks in front of storefronts

### Expand Customer Base

- Increase the amount of people living downtown - add housing
- Increase the number of people working downtown - add office space
- Expose new people to downtown - hold more events



## 5.6 RECOMMENDATIONS

### Summary

Change is occurring in downtown Salinas that will help to transform the area into a vibrant center for the city. The Taylor Farms' headquarters and Intermodal Transportation Center investments are dramatic examples of positive change. On the heels of these two big investments, this chapter presented some creative ideas for redevelopment in five catalyst areas in downtown. These areas were developed during the planning process by the Downtown Stakeholder Team with input from the public. The basis of these ideas followed the following priorities for stimulating economic development.

- Create development catalyst sites
- Create a strong job base around Government Center
- Add residential development
- Streamline the development approval process
- Increase the profitability and sustainability of retail businesses

### Recommendations

1. The following types of developments (listed in order of priority) should be aggressively targeted and given special considerations in processing for City approvals:
  - Residential development (market rate or upscale)
  - Entertainment, multigenerational, or destination retail
  - Urban grocery store and other targeted retail use
  - Office and mixed-use buildings that accommodate professionals
  - Projects that fill vacant space on or near Main Street
2. Create catalyst sites by repurposing City surface parking lots to structured parking and/or redevelopment sites. Rezone sites to allow mixed-use in order to increase the value of the property to prospective developers.
3. Encourage and promote a "can do" attitude within the Community and Economic Development Departments that helps to deliver new projects downtown.
4. Publish a summary sheet ("Cliff Notes" style) for prospective developers to assist in their interpretation of zoning and development regulations and/or amend unclear zoning regulations.
5. Provide appropriate and effective incentives to attract priority developments to downtown. These incentives could include some or all of the following:
  - Waiver from participation in the City's Inclusionary Housing program as it applies to downtown until at least 230 units of market rate housing are built or entitled
  - Reductions in traffic development impact fees for infill projects
  - Take advantage of Environmental Impact Analysis streamlining for Urban Infill and Transit Oriented Development projects
  - Combine the work required under the California Environmental Quality Act (CEQA) for the implementation of the Environmental Development Element (EDE) and that required for the implementation of the vibrancy plan under one study
  - Reduced parking requirements; use of shared parking over multiple properties; and payment of fees in lieu of providing on site parking
  - Relief from on-site open space requirements, where suitable parks and plazas are nearby
  - Implement an Enhanced Infrastructure District to re-establish tax increment financing within downtown

**SALINAS**  
"CALIFORNIA RODEO JULY 15-18 '37"

# CHAPTER 6 IMPLEMENTATION STRATEGY

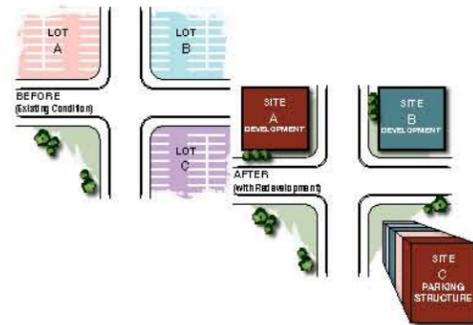


## 6.1 INTRODUCTION

Through an extensive outreach process, four major themes were developed for the Vibrancy Plan. These themes were used to define the structure and effectively became the main chapters of the report. At the end of each chapter, recommendations have been made with the goal of restoring activity, commerce, and vitality in downtown Salinas.

### Chapter 2 Destination Downtown

Chapter 2 discusses how to improve mobility for pedestrians, bicyclists, transit riders, and vehicles in downtown. By altering the circulation patterns and street characteristics downtown, Salinas can be emphasized as a primary destination and activity center. Two-way roadway operations, multi-modal corridors, new bike and pedestrian facilities, traffic signal retimings, roadway extensions and street closures have all been recommended to create a destination where streets are comfortably shared by all users. The recommendations included in this chapter also embrace the Capitol Corridor Extension to Salinas project and the improvements to the Intermodal Transportation Center.

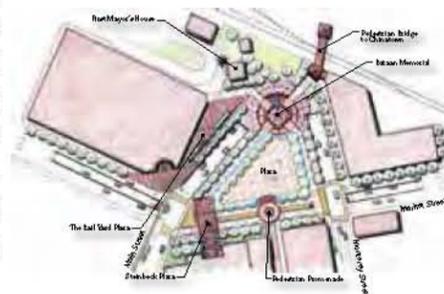


### Chapter 3 Managing Parking Resources

Chapter 3 discusses where parking should be provided, how unused City and County owned surface parking lots should be redeveloped and how that parking should be effectively managed. Parking has always been a critical piece to the vibrancy and economic vitality of downtown. A professional parking management plan and district is recommended to take advantage of one of downtown Salinas' biggest assets. As part of the Vibrancy Plan a parking model (Park +) was developed for downtown Salinas. It is recommended to continue to use and update this model to effectively track parking demand and manage parking supply.

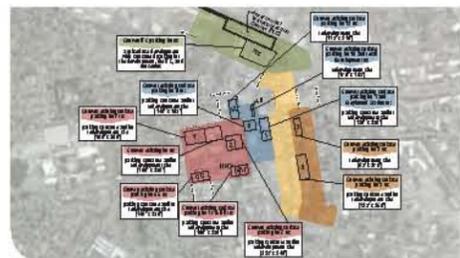
### Chapter 4 Building the Heart of Salinas

Chapter 4 discusses how to turn downtown into an attractive and vibrant destination. Public events, parks, lighting, landscape, facilities, amenities, art and historic marker installations are all recommended to create a desirable downtown. Salinas is rooted in an unique multi-cultural and multi-faceted past, it is recommended to implement both small and large scale changes to create an attractive and safe downtown. In working together, merchants, property owners, citizens, volunteers, and government officials can successfully implement changes and create the districts, boards, and programs recommended in this chapter. In fact, the people of Salinas, with their spirit and enthusiasm, will be instrumental in transforming downtown into the heart and soul of Salinas.



### Chapter 5 Stimulating Development Activity

Chapter 5 discusses the means for aligning the land use approval process to attract and help facilitate private investments in downtown. Five strategies are recommended in this chapter to stimulate economic development. By creating development catalyst sites, creating a strong job base around Government Center, adding additional residential development, streamlining the development approval process, and increasing the profitability and sustainability of retail businesses private sector investment downtown Salinas can be transformed into a vibrant center.



As discussed in the beginning of this plan, the final and arguably most important stage is implementing the plan. This final chapter (Chapter 6) merges the recommendations from each previous chapter into comprehensive implementation strategies. These strategies have been divided into three main categories;

## Policy and Process Changes

### Process changes by City Council

#### Big Changes:

- Create new Districts and Boards
- Amend the General Plan to reflect changes in land use and circulation element
- Initiate relinquishment of SR 183 to local control
- Rezoning of City and County owned parking lots to allow for development
- Streamline Downtown Development Review and Approval Process

## Financing, Management, and Oversight Districts

### Organized structure to effectively fund and implement Vibrancy Plan elements

#### Enhanced Management:

- Parking Management District
- Community Benefit District
- Arts Oversight Committee
- Historic Resources District
- Enhanced Infrastructure District

## Capital Projects and Studies

### One time expenditure to build, design, or study something

#### Big Projects:

- Pedestrian, bicycle, and roadway improvements
- Capital Corridor Passenger Rail Extension
- Public Transportation
- Downtown Improvements
- Parking Structures
- Parks and Plazas
- New Market Rate Housing Developments

The Vibrancy plan has received nearly universal support, and is in good standing for an enthusiastic approval. The strategies included in the plan vary greatly in procedure and complexity. The process as a whole is expected to continue for the next decade and there are sure to be hurdles along the way. However, with positive endorsements and support, the plan has successfully created sufficient momentum to launch into implementation and overcome these foreseeable obstacles. This strong momentum is already exhibited in some "fast-track" improvements and development projects that have already been built and in some cases, secured grant funding.



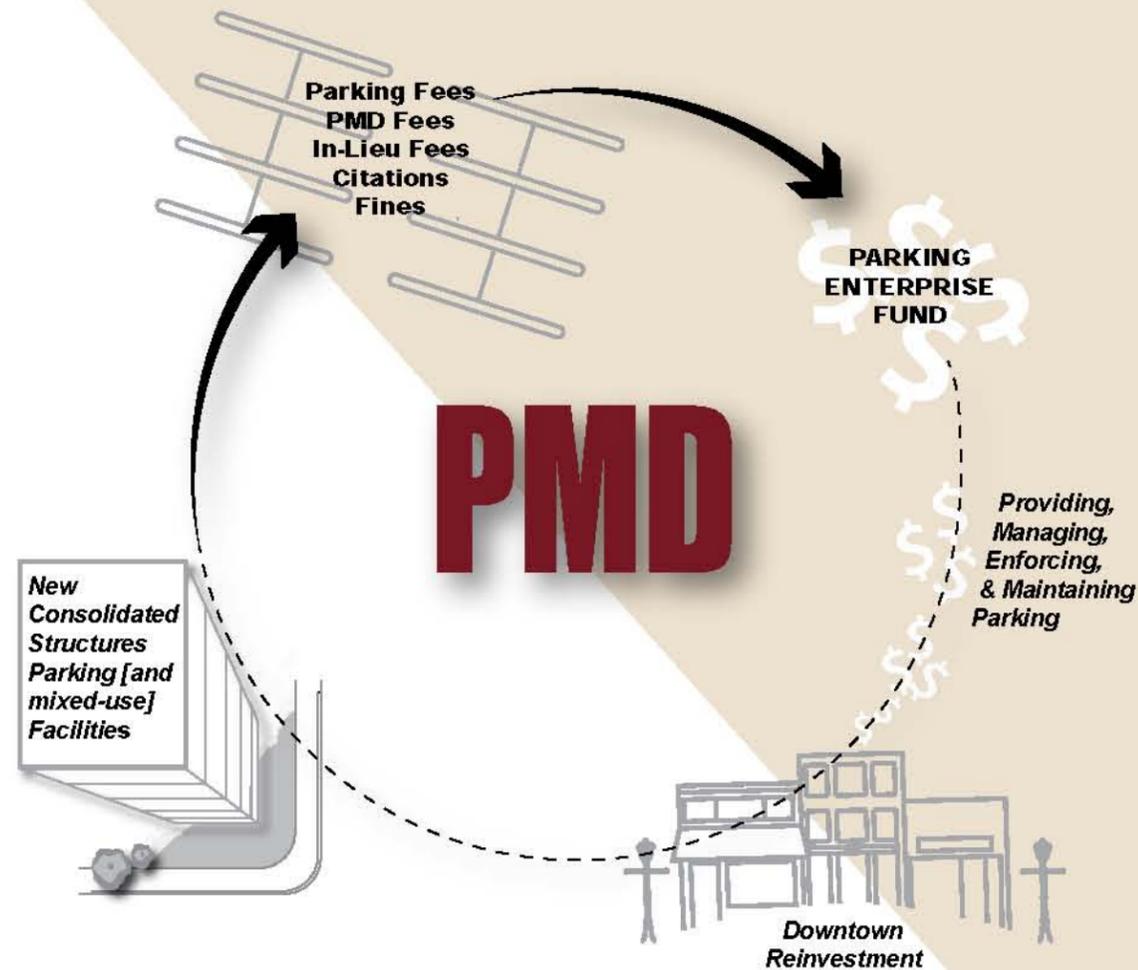
## 6.2 POLICY AND PROCESS CHANGES

	SHORT TERM 2015 - 2016	MEDIUM TERM 2017 - 2020	LONG TERM 2020 - 2025		SHORT TERM 2015 - 2016	MEDIUM TERM 2017 - 2020	LONG TERM 2020 - 2025
<b>New Districts and Boards</b>				<b>Downtown Development Process Streamlining</b> <i>Lead Implementer: City of Salinas</i>			
• <b>Parking Management District (PMD)</b>	✓				• Enhance the Community and Economic Development Department services		
• Parking Oversight Committee					• Implement customer service training to promote streamlining of City review processes where possible	✓	
• Parking Enterprise Fund					• Implement organizational alignment with ED element (including Vibrancy Plan as key policy)	✓	
• <b>Community Benefit District (CBD)</b>	✓				• Prepare development application guide and/or other documents detailing the zoning and development regulations process	✓	
• Ambassador Program					• Create development priority strategies		
• <b>Enhanced Infrastructure District</b>	✓				<b>1.</b> Identify key sites		
• <b>Arts Oversight Committee</b>		✓			• Residential development (market rate)		
• <b>Historic Resources District</b>		✓			• Entertainment, multi-generational, or destination retail		
<b>New Plans, Guidelines, and Code Changes</b>					• Urban grocery store or other targeted retail use	✓	
• <b>Downtown Design Guidelines</b>				• Office and mixed-use buildings that accommodate professionals			
• Sign Plan	✓			• Projects that fill vacant space on or near Main Street			
• Updates to Sign Code				<b>2.</b> Create and distribute marketing materials and packages	✓		
• <b>Way-Finding Program</b>	✓			<b>3.</b> Conduct follow up with interested parties			
<b>General Plan to Reflect Changes in Land Use &amp; Circulation Element</b>				<b>4.</b> Facilitate development of key sites			
<i>Lead Implementers: City of Salinas (Public Works, &amp; Community and Economic Development)</i>				• Develop incentives to attract priority developments			
• Update Circulation Element	✓			Incentives can include;			
• Active Management Plan				• Allow a waiver from participation in City's inclusionary housing program until market rate housing is built	✓	✓	
• Rezone catalyst sites to allow for mixed-use development				• Infill reductions in development impact fees			
• Fulfill CEQA Requirements				• Environment impact analysis streamlining for urban infill and transit oriented development projects			
<b>Caltrans Relinquishment of SR 183 in Downtown</b>				• Reduce parking requirements	✓		
<i>Lead Implementers: City of Salinas (Public Works) &amp; Caltrans</i>				• Relief from on-site open space requirements when parks and plazas are nearby			
• Begin conversations with Caltrans staff and City representatives to initiate relinquishment process for state routes designated for local control		✓					

## 6.3 FINANCING, MANAGEMENT, AND OVERSIGHT DISTRICTS

### Establishment of a Parking Management District

- 1 Work with the City Public Works department to consolidate existing parking management and enforcement activities into one single Parking Management District (PMD).
- 2 Establish a Parking Oversight Committee to provide guidance to the district
- 3 Establish a Parking Enterprise Fund so all parking revenues (parking management district fees, fines, parking fees, in-lieu fees, etc.) can be used to reinvest in downtown.



### Once the PMD is Established;

- 4 Develop reinvestment plan for Enterprise Fund funds
- 5 Continue (continuously updating) the Park + Model for downtown Salinas and determine parking supply

*How much parking should be provided, when is it needed, where to provide the parking in order to provide optimal benefit?*

### Work with the City of Salinas to . .

- 6 Modify Zoning Code to allow shared parking for properties located within a reasonable walking distance (600 ft) from a parking facility
- 7 Implement parking in-lieu payment program already included in the City zoning code
  - A. Expand the program to cover a broader area of downtown
  - B. Publish in-lieu fees to facilitate better use of the program
- 8 Establish Neighborhood Parking Zones
  - Implement parking permits in neighborhoods within walking distance of the downtown core that have limited parking capacity
- 9 Implement paid parking
  - A. Establish parking rates (may require modification to the Zoning code)
    - Publish a list of new parking rates
    - Adjust rates over time to reflect parking demand
  - B. Implement paid parking for on-street and off-street parking

### Work with the Salinas Police Department to . .

- 10 Increase enforcement and education
  - Provide a consistent enforcement presence
  - Notify shop owners and their employees of the increased enforcement

### Work with downtown business owners to . .

- 11 Implement incentives to reduce parking demand and automobile trips for customers and employees

#### *Incentives can include:*

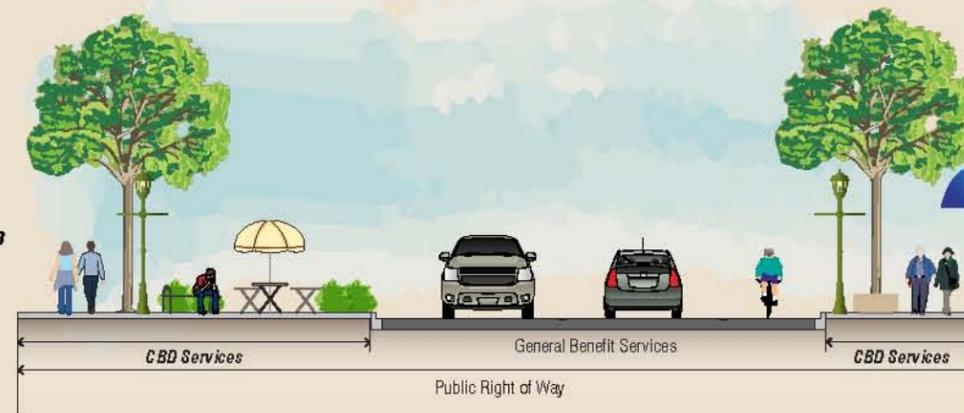
- Reduce cost for employees who rideshare
- Preferential parking locations for carpool/vanpool vehicles
- Secure bicycle parking facilities
- Shower facilities for those who bike and/or walk to work
- Subsidized transit passes

### Work with the City of Salinas, downtown business owners, and private developers to . .

- 12 Build structured parking
  - A. Identify locations, prepare designs for parking structures, develop plans for unused surface parking lot(s)
  - B. Construct parking structure(s)
  - C. Redevelop unused site(s)

**Establishment of Financing Districts and Review Boards**

- 1** Establish a stakeholder team and work with downtown property owners and government agencies to vote and establish a **Community Benefit District (CBD)** to assist in making improvements to downtown.
  - A.** Partner with the Oldtown Salinas Association
  - B.** Expand the Ambassador Program
  - C.** Establish Design Guidelines and Sign Plan
- 2** Establish an **Arts Oversight Committee**  
*Adopt policies for the placement and maintenance of permanent and revolving public art in downtown*
- 3** Establish a downtown **Historic Resources District**
- 4** Establish an **Enhanced Infrastructure District**  
*re-establish tax increment financing within downtown*



Revenues from taxes are allocated to deliver general benefit services within the public right of way. These services are normally distributed from “curb to curb”. A CBD offers the opportunity for additional special benefits that extend from “curb to property line”. It is this section of the public right of way that has the ability to shape a district and its visitors’ experience.

**Once Districts and Boards are Established; Work with the City of Salinas to . .**

- 5** Complete “Fast Track” items
  - Install new bike trail signage
  - Apply for the TAMC Bicycle Protection Program
  - Acquire right-of-way for the Lincoln Avenue Extension and finalize the design of Lincoln Avenue improvements
  - Install and maintain new trash and recycle bins
  - Install festoon lighting
    - A.** Start on Main Street
    - B.** Identify new areas for additional lighting
    - C.** Work to light up all trees and public right of way
  - Plant and maintain new street vegetation
  - Paint and repair planters on Main Street and Salinas Street
  - Install way-finding and information signs, historic markers/ plaques, and directional kiosks
  - Increase private security presence
    - A.** Hire permanent private security officers for downtown
    - B.** Establish community based policing

- Install and maintain public restrooms in parking facilities  
\* Part of City Capital Improvement Program
- 6** Plan for capital intensive improvements
  - Develop a plan and implementation program for active enhancements to Main Street
  - Develop a plan and implementation program for a small outdoor music venue (Fine Arts Park)
    - A.** Establish design and programing for the facility
    - B.** Attract musicians
  - Develop a plan and implementation program for Bataan Park, pedestrian access to Chinatown and the National Steinbeck Center enhancements
  - Develop a plan and implementation program for midblock walkways and alleyways
    - A.** Identify locations
    - B.** Prepare designs including art installations
    - C.** Assist adjoining businesses to develop second storefronts and sidewalk dining spaces

- Develop a plan and implementation program for new pocket parks
  - A.** Develop an action plan and identify alternatives for current surface parking  
*ex. Heritage Plaza and “Cork-yard”*
  - B.** Design
- 7** Adopt local merchant strategies to attract more business
- 8** Preserve structures and/or facades with historical significance
- 9** Develop and perform panhandling awareness training
- 10** Implement new special events and activities  
*ex. Founder’s Day*
- 11** Encourage and facilitate the implementation of sidewalk dining areas for their establishment

**Work with downtown business owners to . .**

**Work with Monterey-Salinas Transit to . .**

- 12** Restore downtown Salinas Shuttle

**Work with the Historic Resources Board, City of Salinas, downtown property owners, and local artists to . .**

- 13** Install public art
  - A.** Identify locations for public art
  - B.** Interface with local artists to determine pieces for installation
  - C.** Install public art
  - D.** Generate revolving public art exhibits
- 14** Develop way finding and information signage program
  - A.** Develop unified design for signs, maps, and kiosks to be installed throughout downtown
  - B.** Install information and directional signs in parking and roadway facilities
  - C.** Install historic markers and plaques
  - D.** Install landmark gateway sign based on the Historic Salinas sign

## 6.4 CAPITAL PROJECTS AND STUDIES

ACTIONS	LEAD IMPLEMENTER(S)	SHORT TERM 2015 - 2016	MEDIUM TERM 2017 - 2020	LONG TERM 2020 - 2025
<b>Multi-Modal Improvements</b>				
Implement bicycle connection between downtown and Chinatown	City of Salinas, Caltrans & Public Utilities Commission	Identify funds, Study & design the best option for providing a connection using North Main or Soledad Street	Widen the grade separation at North Main Street and tracks. Implement improvements and secure funding for construction	
Convert Main, Monterey and Salinas Streets from one-ways to two-way operation	City of Salinas Public Works	Secure Caltrans concurrence and relinquishment of State Highway to the City, Design improvements, & Secure construction funding	Construct improvements (includes signs, striping, pavement overlay and signal reconfiguration)	
Complete multi-modal street improvements on Alisal Street and Lincoln Avenue	City of Salinas Public Works	Design improvements & Secure construction funding <i>* funding for design has been secured</i>	Construct improvements (includes signs, striping, pavement overlay and signal reconfiguration)	
Retime traffic signals	City of Salinas Public Works	Feasibility phase	Collect data & Retime traffic signals	
Add countdown pedestrian signal heads and modify signals to include early pedestrian indications	City of Salinas	Secure Funding	Construct with other projects or as funding becomes available	
Implement bicycle facility improvements	City of Salinas Public Works	Update Active Transportation Plan to include Vibrancy Plan changes. Install new bike trail signage	Begin design & Construct bicycle improvements with roadway changes (as streets are repaved, implement bicycle striping and marking changes)	
Install pedestrian refuge islands, curb pop-outs (specifically at Alisal Street at Cayuga Street and	City of Salinas	Design as part of Alisal and Salinas Streets roadway projects	Construct with roadway projects	
<b>Public Transportation</b>				
Initiate the phased construction of the Intermodal Transportation Center (ITC)	TAMC	<i>*Design is underway</i> Finalize Marina and Salinas corridor design & ROW acquisition	Construct with Capital Corridor Extension project	
Extend Lincoln Avenue	TAMC	<i>* Design is underway</i> Complete Design & Acquisition	Construct with Capital Corridor Extension project	
Implement Rail Transit Service from the ITC to San Jose and other northern California cities	TAMC & MST	<i>*Study is underway</i> Complete Study	Implement Passenger Rail Service	
Implement Bus Rapid Transit Service between the cities of Salinas and Marina	TAMC & MST	<i>*Study is underway</i> Complete Study	Implement BRT	

### Mobility Improvements

Improvements to enhance mobility in downtown Salinas can be funded through a variety of sources and the City of Salinas should actively pursue funding for these improvements.

- Regional Surface Transportation Program (RSTP) is administered by TAMC through a competitive grants process. The City has received funding for complete street improvement design for Alisal and Lincoln Streets. Additional funding for improvements to these and other streets could occur in future funding cycles.
- Transportation Development Act is administered by TAMC.
- Affordable Housing and Sustainable Communities funding is a new program that is administered by the state Strategic Growth Council. The City of Salinas has applied for funding to implement downtown street improvements.
- Active Transportation Program (ATP) is administered by the state, Caltrans, and targets improvements to bicycle and pedestrian facilities.
- State Transportation Improvement Program (STIP) is administered by Caltrans.
- Gas Tax Funding (Highway User Tax) is allocated to the City of Salinas. Typically, this fund is used for street repaving, but could be used to supplement the cost of street modifications.
- Traffic Impact Fees are collected by the City of Salinas from developers to pay for roadway improvements. These fees could be modified to pay for a portion of the downtown mobility improvements.
- Developer Improvements can be obtained through review of a project. Typically these improvements are limited to fronting improvements to streets and sidewalks or traffic impacts of the project.

Mobility improvements should be implemented as quickly as possible, but be phased to maintain adequate traffic flow and property access during construction.

**Other Downtown Infrastructure**

Improvements to non-mobility infrastructure will be funded from different sources, including new sources identified in the Vibrancy Plan. As mentioned previously a Parking Management Plan will be prepared that will identify how parking improvements will be funded. A Parking Enterprise Fund will be used to collect and disperse the funds to pay for infrastructure. The following sources of parking revenue will be collected:

- Parking fees collected from structures, surface lots and future parking meters
- Monthly parking passes collected from City owned parking lots or structures
- Parking fines collected
- Parking in-lieu fees paid by developments that do not provide all of their required parking

Funding for parks, streetscape improvements and other improvements could be funded by a variety of funding sources, including:

- Community Benefit District
- Enhanced Infrastructure District
- Parking Management Plan
- Development fronting improvements
- Various grants

ACTIONS	LEAD IMPLEMENTER(S)	SHORT TERM 2015 - 2016	MEDIUM TERM 2017 - 2020	LONG TERM 2020 - 2025
<b>Downtown Improvements</b>				
Complete activate enhancements on Main Street	<i>CBD</i>	Trim back trees, relocate some raised planters, & construct improvements to physically define sidewalk dining	Install public art, historic markers, & other special signage	Construct enhancements (seating, ornamental entries, lighting, etc.)
Construct New Small Outdoor Music Venue ( <i>Fine Arts Park</i> )	<i>City of Salinas, property owners, and Arts Commission</i>	Identify location & Secure funding	Construct venue	
Construct Bataan Park, pedestrian access to Chinatown, and the National Steinbeck Center enhancements	<i>City of Salinas, National Steinbeck Center, Railroad Museum, First Mayors House foundation, and China Town Association</i>	City and affected organizations design park	Implement short term connections & seek funding	Construct park and reconfigure roadways
Construct midblock alleyway pedestrian connections between Lincoln Avenue and Salinas Street & between the Armory Building and the old	<i>City of Salinas</i>	Prepare designs	Complete short-term pedestrian enhancements	Construct improvements as part of development or parking lot modifications
Construct new pocket parks ( <i>Heritage Plaza &amp; "Cork-yard"</i> )	<i>City of Salinas</i>	Develop an action plan and identify alternatives for current surface parking demand.	Design	Construct enhancements as parking structures are developed and surface parking is not needed
Build consolidated government parking structure(s)	<i>City of Salinas and Monterey County</i>	Identify location (s), Prepare design(s), & Develop plans for unused surface parking lot(s).	Construct parking structure(s)	Redevelop unused site(s)
Build structured parking	<i>City of Salinas &amp; PMD</i>	Identify location (s), Prepare design(s), & Develop plans for unused surface parking lot(s).	Construct parking structure(s)	Redevelop unused site(s)
Implement paid parking for on-street and off-street parking	<i>City of Salinas &amp; PMD</i>	Identify busy parking structures and streets	Install meters and pay stations	
Restore downtown Salinas Shuttle Service	<i>MST</i>			
Develop way finding and information signage program	<i>City of Salinas &amp; CBD</i>	Install information and directional signs in parking and roadway facilities	Install historic markers and plaques	Install landmark gateway sign based on the Historic Salinas sign
Complete "Fast Track" items	<i>City of Salinas &amp; CBD</i>	See Chapter 4 for more information		