



City of Sacramento City Council

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915 I Street, Sacramento, CA, 95814
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Meeting Date: 10/30/2012

Report Type: Public Hearing

Title: Zoning Code Parking Update (LR11-005) (Passed for publication on 10-23-12, published on 10-26-12)

Report ID: 2012-00697

Location: Citywide

Recommendation: Conduct a public hearing and upon conclusion, pass an Ordinance repealing and reenacting chapter 17.64, and amending sections 17.16.010, 17.24.040, 17.24.050, 17.28.030, 17.40.040, 17.68.010, 17.68.020, 17.96.090, 17.104.020, 17.120.070, 17.120.080, 17.120.090, 17.120.100, 17.120.110, 17.120.120, 17.124.050, 17.128.030, 17.168.050, 17.172.040, and 17.178.060 of Title 17, and repealing sections 10.44.140 through and including section 10.44.200 of Title 10, of the Sacramento City Code, relating to off-street parking; and 2) a Resolution establishing permit fees for administrative parking permits and temporary surface parking lot permits.

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Department: Community Development Dept

Division: Long Range Planning

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Attachments:

- 01-Description/Analysis
- 02-Background
- 03-Key Findings and Recommendations
- 04-Frequently Asked Questions
- 05-Outreach Summary
- 06-Final Report
- 07-Ordinance Related to Off-Street Parking
- 08-Ordinance Related to Off-Street Parking Redlined.
- 09-Resolution Establishing Permit Fees for Administrative Parking Permits & Temporary Surface Parking Lots
- 10-Exhibit A-Administrative Parking Permit
- 11-Exhibit B-Temporary Surface Parking Lot Permits
- 12-5.7.12 Karen Jacques Letter
- 13-5.8.12 Michael Heller Letter
- 14-4.9.12 Sacramento Old City Association Letter
- 15-5.9.12 Midtown Business Association Letter
- 16-5.9.12 Dale Kooyman Email
- 17-5.10.12 WALKSacramento, SABA, Breathe California Letter
- 18-5.10.12 Region Builders Letter
- 19-9.11.12 Harv's Carwash Letter
- 20-9.11.12 Midtown Business Association Letter
- 21-9.11.12 Paesanos Pizzeria Letter
- 22-9.12.12 Handle District Letter
- 23-9.13.12 Bicycle Kitchen Letter
- 24-10.15.12 Patrick Tully Letter

City Attorney Review

Approved as to Form
Sabina D. Gilbert
10/24/2012 12:50:59 PM

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Reviewed for Impact on Cash and Debt
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Approvals/Acknowledgements

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Description/Analysis

Issue: A key initiative of the Planning and Development Code Update is to modernize the City's parking requirements. The Zoning Code Parking Update is intended to strike a balance between encouraging infill development consistent with the 2030 General Plan while reducing potential parking impacts to existing neighborhoods, particularly those that are adjacent to commercial corridors. The Zoning Code Parking Update is part of the City's effort to develop the new Planning and Development Code; however, it has maintained a separate schedule and outreach effort.

The 2030 General Plan and the Central City Parking Master Plan acknowledge the challenge of providing adequate off-street parking to meet the needs of businesses and residents, while also balancing the need to reduce development constraints caused by onerous or inflexible parking requirements. Parking requirements for new land uses are outdated and designed primarily for suburban development, as opposed to existing urban and traditional neighborhoods.

Since the project began in September 2011, Staff has conducted extensive outreach to a variety of interest groups including neighborhood organizations, business and property owners, and advocacy groups. These groups are listed in Attachment 5. Input from stakeholders as well as analysis of parking supply, transit resources, and the regulatory environment was incorporated into a report, developed by Nelson/Nygaard Consulting Associates, which can be found in Attachment 6. On May 10, 2012, staff received positive input from the Planning Commission on the report's findings and recommendations. Highlights of the findings and recommendations can be found in Attachment 3. Key recommendations include:

- Context-based parking requirements with lower requirements in urban areas
- Flexibility in meeting parking requirements
- Urban parking lot dimensions
- Incentives for residential mixed use and adaptive reuse projects

Policy Considerations: The Zoning Code Parking Update is consistent with the 2030 General Plan and Central City Parking Master Plan policies that support the adoption of parking standards to facilitate urban, infill development:

- **Mobility Implementation Program 28.** The City shall conduct a study of current parking requirements in the Central City and urban centers (i.e., Urban Center Low and Urban Center High) to evaluate options for dedicated parking spaces for car-sharing and incentives (e.g., receive credit for meeting the "parking minimum" zoning requirements).
- **M 6.1.1 Appropriate Parking.** The City shall ensure that appropriate parking is provided, considering access to existing and funded transit, shared parking opportunities for mixed-use development, and implementation of Transportation Demand Management plans.
- **M 6.1.2 Reduce Minimum Parking Standards.** The City shall reduce minimum parking standards over time to promote walkable neighborhoods and districts and to increase the use of transit and bicycles.
- **CC.M 1.2 Adequate Parking.** The City shall provide adequate off-street parking to meet the needs of shoppers, visitors, and residents.

- **CC.M 1.3 Residential Street Parking.** The City shall reduce the adverse impact of commuter parking on residential streets.

Economic Impacts: The proposed ordinance will have a positive economic impact because it reduces development process time, cost, and unpredictability by creating accurate and flexible off-street parking requirements. As a result, more financial resources and land will be directed to economically productive land uses citywide.

Environmental Considerations: The proposed ordinance constitutes general policy making (California Environmental Quality Act (CEQA) Guidelines section 15378(b)(2)). The action would not result in any direct physical change in the environment, and would not result in cumulative demand for new facilities. Therefore, the adoption of the ordinance is exempt from the provisions of CEQA (CEQA Guidelines Section 15061(b)(3)).

Public Comments: Staff has conducted outreach with stakeholders representing neighborhoods, developers, public agencies, and business groups, which are listed in Attachment 5. Throughout this process, concerns about parking impacts have been expressed by midtown residents, specifically regarding evening visitors to the Central City.

Members of the public, advocacy organizations, and business districts have submitted letters that range from support to concern. These letters can be found in Attachments 12-24. Staff addressed these comments and others in a question and answer format that can be found in Attachment 4.

Staff presented its recommendations to the Sacramento Bicycle Advisory Committee (the Committee) on June 12th. The Committee recommended that that bicycle parking be provided to accommodate 7.5% of a building's occupancy in urban areas, and 5% of a building's occupancy in suburban areas. Staff is concerned that the Committee's recommendations are too aggressive and overly specific for each use. The recommended bicycle parking ratios in the draft ordinances (Attachment 7) are based on the Association of Pedestrian and Bicycle Professionals Bicycle Parking Guidelines. The Bicycle Parking Guidelines are based on best practices from cities that included Portland, San Francisco, Oakland, Seattle, and Vancouver, and are consistent with the Committee's goal to provide more bicycle parking.

Sustainability: The Zoning Code Parking Update is consistent with the City's Sustainability Master Plan goals and policies as adopted by the Council in December 2007. The update of parking regulations will make possible sustainable land use and transportation policies identified in the 2030 General Plan and the Sacramento Blueprint by adapting the Zoning Code to incorporate development standards that are appropriate for new urban uses.

Commission/Committee Action: On September 13, 2012 the Planning Commission unanimously recommended, approved, and forwarded the draft ordinances to City Council (Attachment 7). The Law and Legislation Committee met on October 16, 2012 and unanimously approved and forwarded the draft ordinances to City Council.

Rationale for Recommendation: The Zoning Code Parking Update is a priority implementation program for the 2030 General Plan. Improving development regulations will help ensure consistency

between planning policies and zoning regulations; ensure a timelier, more predictable development review process; and send a message that the City wants to encourage development consistent with its general plan.

Financial Considerations: Consistent with the City Council's adopted Fees and Charges Policy, the proposed fees for parking permits and temporary surface parking lot permits are appropriate mechanisms to reduce General Fund expenditures. The approval of the fees outlined in Attachments 9-11 will provide the means to recover the cost of staff administration of the permits; fees do not exceed the estimated costs of providing these services.

Emerging Small Business Development (ESBD): No goods or services are being purchased under this report.

Background

The Zoning Code's parking requirements for new land uses are outdated and designed primarily for suburban development, as opposed to redeveloping our existing urban and traditional neighborhoods. These existing neighborhoods often include the reuse of lots and buildings that were created prior to the significant increase in the use of the automobile.

The Problem:

- Parking requirements can create substantial challenges to not only the cost, design, and development of infill projects but also the community's perceived negative impacts of the new development.
- Current regulations do not acknowledge the benefits of mixed-use, walkable neighborhoods that are well-served by transit in terms of reducing trips and the need for parking; they also do not provide incentives for owners of existing parking facilities to share their parking when it is not being used.
- Current regulations are inflexible both in how off-street parking can be provided but also in how parking lots are designed.
- Many existing infill sites contain little or no parking.
- New infill development is often expensive and cannot afford the cost or space required for suburban parking standards.

Recommended Solution:

In response, the City has contracted with Nelson/Nygaard Consulting Associates to assist staff in:

- Determining whether our current parking requirements are accurate for new land uses.
- Considering current parking supply and transit resources to identify appropriate context for parking considerations.
- Evaluating the economic feasibility of complying with current parking requirements.

With information from this initial analysis, as well as input from the community, staff has developed a report that includes:

- The evaluation of the existing regulatory environment.
- Recommended revisions to the existing parking ratios (if necessary).
- Recommended tools to provide alternatives to onsite or off-site parking requirements (e.g. in-lieu fees, car sharing, ministerial process).

- Recommended policy changes to support alternative parking standards (if necessary).

Timeline:

1. Planning Commission Discussion of the Preliminary Analysis **March 8, 2012**
2. Planning Commission Confirmation of Key Findings and Recommendations **May 10, 2012**
3. Law and Legislation Committee Confirmation of Key Findings and Recommendations **June 7, 2012**
4. Planning Commission Workshop to Review Draft Ordinances **August 16, 2012**
5. Planning Commission Hearing **September 13, 2012**
6. Law and Legislation Committee Hearing **October 16, 2012**
7. City Council Hearing **October 30, 2012**

Key Findings and Recommendations

The following highlighted findings and recommendations are informed by the Nelson/Nygaard report which can be found in Attachment 5. The final report provides further detail and the rationale behind the recommendations.

Findings

- Constructing more off-street parking will not relieve on-street parking congestion.
- The impact of parking standards on development feasibility is highly sensitive to the size of the site and scale of the project, especially for mixed-use projects.
- Current parking requirements associated with storefront commercial uses are exceeding parking demand rates associated with urban retail, are onerous for in-fill projects, and are overly specific.
- Current Central City office and residential parking standards are consistent with the current market. However, greater flexibility to meet evolving market demand for onsite parking is desirable.
- The current entitlement process regarding parking creates uncertainty and absorbs an inordinate amount of time and resources.
- Parking dimensions are oversized and unnecessarily consume valuable land.

Recommendations

- Organize parking requirements into four zoning code land use designations based on general plan urban form designations:
 - Central Business District/Arts & Entertainment District
 - Urban
 - Traditional
 - Suburban
- Eliminate minimum parking regulations for the Central Business District/Arts & Entertainment District.
- Exempt nonresidential projects on lots 6,400 square feet or less from minimum parking requirements.
- Exempt vertical mixed-use projects that have more than 50% of the building's square footage devoted to residential uses from minimum parking requirements for the nonresidential component.
- Exempt historic resources that are converted to residential uses from minimum parking requirements.
- Allow multifamily developments the ability to require less than one parking space per unit in urban areas.
- Use the same parking requirement for restaurants, office, and retail in urban and traditional areas.

- Permit, through an administrative process, offsite parking for clients and/or employees; carsharing; parking space sharing; scooter/motorcycle parking; and/or additional bicycle parking.
- Allow projects that have transportation management plans the ability to reduce their parking requirement by 35%.
- Adjust minimum stall depth and width as well as maneuvering width dimensions for compact and standard spaces.
- Require both short-term and long-term bicycle parking for all land uses.
 - The central business district, urban, and traditional areas will have requirements reflecting a bicycle mode share greater than 5%.
 - The suburban areas will have requirements reflecting a bicycle mode share of less than 5%.
- Allow up to 50% of the parking lot to have compact spaces.
- Allow alternative parking lot dimensions through the administrative parking permit process, provided that the space dimensions do not cause vehicle stacking in the adjacent public right of way.
- Require a six-foot landscape planter around the perimeter of the parking lot greater than 30 spaces.
- Allow the Zoning Administrator to waive up 75% of the required parking.
- Allow parking lots along the Union Pacific's railroad right of way in the Central City in order to create more shared parking opportunities.
- Allow building permit applications submitted by December 28, 2012, to use the current parking regulations and standards.

Frequently Asked Questions

1. Why is the City updating its off-street parking requirements?

- The purpose of this effort is to establish off-street parking requirements that balance the City's goals to encourage walking, bicycling, and transit use while providing adequate off-street parking to meet the needs of shoppers, visitors, and residents, and reduce on-street parking demand on nearby residential streets.
- The new off-street parking requirements are based on the urban form type and consider the context of the neighborhood, transit availability, on-street parking availability, density and mix of uses, walkability, and the use of alternative modes of transportation.
- The new parking requirements are designed to accommodate average day-to-day demand, as opposed to peak demand, in order to reduce excessive off-street parking and free up land for more economically productive uses.

2. How will parking impacts to neighborhoods be addressed in the future?

- Currently, our parking requirements require a waiver of on-site parking for most commercial development in the Central City and older commercial corridors. This permit process discourages development and does not effectively address neighborhood parking impacts.
- Staff is proposing that parking demand be met by allowing alternatives to onsite parking such as bicycle, scooter/motorcycle parking, carsharing, and other methods of encouraging alternative modes of transportation.
- An integral part of minimizing on-street parking impacts in residential neighborhoods include the following measures:
 - Expand parking meter time limits in residential/business transition areas.
 - Where feasible, convert existing parallel parking spaces into more efficient angled parking spaces.
 - Partner with residents to expand the use of the Residential Permit Parking Program, which restricts or prohibits non-resident parking in neighborhoods.
- Existing on-street and off-street parking has been found to be underutilized in certain parts of the Central City. Property owners of existing surface parking lots that would otherwise allow the public to park on their lots during non-business hours are concerned about the liability that comes with the more intense use of the parking lot.
 - Efforts are currently underway by the City's Parking Division to make these strategically located parking lots in midtown available to the public during evenings and weekends.

3. What is the Residential Parking Permit Program?

- This program allows residents within city limits to restrict the use of on-street parking spaces by non-residents for limited amounts for time or prohibit non-resident parking altogether. On March 6, 2012, the Council amended the

program to allow the Parking Manager greater flexibility to administratively adjust these permit areas.

- The Parking Manager is currently working to expand the size of residential parking permit areas in Midtown to address residents' concerns related to special events during evenings and weekends.

4. Out of town patrons of bars and nightclubs have created a nuisance late at night for residents. How are the new parking regulations going to address this problem?

- Accurate, context sensitive, parking requirements coupled with alternative ways of reducing parking demand will be an improvement from the current system of requiring too much parking and then waiving it.
- Parking impacts to neighborhoods can be better addressed by on-street parking management and more shared parking opportunities.

5. If you do not have minimum parking requirements, how will this impact the parking supply in the long term?

- Nothing prevents a developer from providing more parking than is required. Parking adds value to a project, and staff anticipates that parking will be provided when there is an opportunity to do so. Some development projects will not be financed if the funder is not comfortable with how clients/residents will park.
- Data is collected every three years in the Central City to determine how much our on-street and off-street parking is utilized. Staff will be able to see how changes to the Zoning Code's parking requirements and our parking management efforts are affecting the parking supply.
- Also, see number 2 above.

6. Do we need to improve our transit service before reducing our on-site parking requirements in urban areas?

- The City cannot continue to unnecessarily constrain development while waiting for transit to improve. Furthermore, abundant and free on-site parking will discourage the use of transit rather than improve it.
- Transit is improving. Regional Transit's light rail service has been extended to approximately 11 p.m. on weekdays and Saturdays; and bus service on nine routes has been extended to approximately 10 p.m. on weekdays. Other bus service improvements are increased frequency, realigned routes and added service. Additionally, a new private bus service called the Sactown Hopper is connecting the Sacramento State campus with Central City restaurants and bars until 3 a.m. on Friday and Saturday nights.

7. How can our parking requirements encourage adaptive reuse?

- Staff is recommending that if a historic resource is to be converted from a nonresidential use to a residential use, no minimum parking would be required for the residential units. Only the original square footage would be exempt from the minimum parking requirements. If the project is a mixed-use

development, the nonresidential component would not have a minimum parking requirement if at least 50% of the total building square footage is devoted to residential uses.

8. Why do we have parking maximums?

- Parking maximums are intended in many cases to reduce traffic, parking demand, and CO2 emissions; preserve space for active uses; and incentivize alternative modes of transportation. Staff is recommending that relief from parking maximums be allowed on condition that the project provides active ground floor uses and allows the additional parking to be publicly accessible.

9. Why have minimum parking requirements at all?

- Minimum parking requirements will continue to address parking demand in areas that do not have excessive parking reserves, lack adequate transit service, are not walkable, or lack other factors that reduce parking demand. Eliminating minimum parking requirements in these areas could create a shortage of parking in the long term.

Outreach Summary

To date, Staff has presented the project to the following organizations, or their representatives:

Neighborhood Groups

- Neighborhood Advisory Group for the Central City and East Sacramento
- Sacramento Old City Association
- McKinley East Sacramento Neighborhood Association
- East Sacramento Improvement Association
- Community Partnership Meetings representing neighborhood associations from the north, south and southeast sections of the City

Business Districts

- Sacramento Downtown Partnership Strategic Development Task Force
- Midtown Business Association
- Greater Broadway Partnership
- River District

Advocacy Groups

- WALKSacramento
- Breathe Sacramento
- Sacramento Area Bicycle Advocates
- California Infill Builders Association
- Urban Land Institute
- Central Valley Chapter of the American Institute of Architects
- Sacramento Builders Exchange
- Sacramento Region Builders
- Sacramento Metro Chamber of Commerce

Public Agencies

- Regional Transit
- Sacramento Metropolitan Air Quality District
- Capitol Area Development Authority
- Sacramento Area Council of Governments

Transportation Management Authorities

- Sacramento Transportation Management Authority
- North Natomas Transportation Management Authority
- South Natomas Transportation Management Authority
- Power Inn Alliance

Sacramento Bicycle Advisory Committee

The following stakeholders were interviewed when the project began in October 2011:

Residents

- Bill Burgua, Neighborhood Advisory Group for the Central City and East Sacramento
- John Holm, McKinley East Sacramento Neighborhood Association
- Dale Kooyman, Boulevard Park resident
- Paul Noble, East Sacramento Improvement Association

Private Sector

- Marilyn Bryant, Sacramento TMA
- Mike Malinowski, AIA
- Rob Kerth, Midtown Business Association
- Josh Wood, Sacramento Builders Exchange
- Meea Kang, California Infill Builders Association
- Teresa Rocha, Greater Broadway Partnership
- Patty Kleinknecht, River District
- Danielle Biller, Downtown Sacramento Partnership

The interviews sought to elicit views and opinions on parking conditions across the City (with a focus on the Central City and transit nodes/corridors) including parking problems in residential neighborhoods and commercial districts, how parking poses a barrier to new development and redevelopment, and general issues with the parking requirements and parking design standards in the City's zoning code.



City of Sacramento

ZONING CODE PARKING UPDATE

Final Report

July 2012



Table of Contents

	Page
Executive Summary	1
Overview	1
Key Findings.....	1
Primary Recommendations	4
1 Existing Conditions	1-1
Existing Parking Supply and Occupancy	1-1
Observed Private Parking Ratios.....	1-9
Building Area vs. Parking Area.....	1-10
Residential Vehicle Ownership.....	1-11
2 Comparative Analysis of Parking Demand Rates.....	2-1
What are Parking Demand Rates?	2-1
Parking Demand Influences & Limitations of Current Practices	2-1
Parking Demand Rates – Literature Review.....	2-2
Comparison with Sacramento City Code	2-10
3 Parking Variable Impacts.....	3-1
Site & Neighborhood Setting	3-1
Sample Development Scenarios	3-3
4 The Physical Dimensions of Parking	4-1
Parking Stalls and Parking Lot Design	4-1
Types of Parking.....	4-4
Landscaping	4-6
Other Innovative Practices	4-8
5 Real Estate Analysis	5-1
On-site Parking and Central City Real Estate Development	5-1
Key Findings.....	5-2
Proposed Future Voluntary In-lieu Parking Fee Formula & Findings.....	5-7
6 Zoning Code Recommendations	6-1
Analysis.....	6-1
Recommendation Inputs	6-5
Recommendations	6-7
Appendix A: Stakeholder Feedback	A-1
Appendix B: Financial Analysis Inputs and Outcomes.....	B-1

Table of Figures

		Page
Figure 1-1	Central City Focus Areas.....	1-2
Figure 1-2	2011 On-Street Parking Supply	1-3
Figure 1-3	2011 Off-Street Parking Supply	1-3
Figure 1-4	Parking Occupancy Rates by Focus Area.....	1-4
Figure 1-5	Parking Occupancy Rates by Access	1-4
Figure 1-6	Mid-Day Peak On- and Off-Street Parking Occupancy.....	1-5
Figure 1-7	Mid-Day Peak On-Street Parking Occupancy	1-6
Figure 1-8	Mid-Day Peak Off-Street Parking Occupancy	1-7
Figure 1-9	Economic Costs of Vacant Parking Spaces at Peak Hour	1-8
Figure 1-10	Private Parking Ratios per Square Foot	1-10
Figure 1-11	Ratios of Parking Area to Building Area	1-11
Figure 1-12	Vehicles per Household, Central City	1-12
Figure 1-13	Housing Tenure, Central City	1-13
Figure 1-14	Vehicle Ownership by Household Income	1-14
Figure 2-1	Parking Requirements at California TODs.....	2-5
Figure 2-2	Built Parking Supply and Actual Demand, Selected Cities.....	2-7
Figure 2-3	ITE Parking Demand Rates for Selected Land Uses.....	2-8
Figure 2-4	Selected Sacramento Parking Requirements in Context.....	2-10
Figure 3-1	Parking Reductions Based on Project Setting and Current Parking Policy	3-4
Figure 4-1	Multi-Family and Non-Residential Use Parking Design Standards.....	4-1
Figure 4-2	ULI Parking Standards.....	4-3
Figure 4-3	Portland, Oregon Landscape Strips Diagram	4-7
Figure 4-4	Portland, Oregon Parking Landscaping Diagram	4-7
Figure 5-1	Value of On-site Parking by Location and Construction Type & Proposed Fee.....	5-10
Figure 6-1	Zoning Code Land Use Categories	6-2
Figure 6-2	General Plan Land Use & Urban Form Diagram	6-3
Figure 6-3	Urban Form Categories for Parking Regulations	6-4
Figure 6-4	Impact of Environment on Parking Demand, by Area	6-6
Figure 6-5	Current and Proposed Zoning Code.....	6-9
Figure 6-6	Summary Table of CBD Parking Requirements.....	6-15
Figure 6-7	Recommended Multi-Family and Non-Residential Use Parking Design Standards	6-19
Figure 6-8	Effect of Unbundled Parking on Monthly Rental Price	6-25
Figure 6-9	TDM Measures and Point Values.....	6-28

EXECUTIVE SUMMARY

OVERVIEW

Like most California cities, Sacramento is constantly evolving in an effort to respond to the growing challenges of the 21st century. Many of these challenges are transportation-related, as public agencies and individuals seek out new and improved modes of travel in response to rising gas prices, increasing congestion, and changing demographics. With the economic recession and the loss of redevelopment agencies as a key economic tool, California cities also face unprecedented fiscal challenges. The breadth and depth of these challenges require innovative and creative approaches that target our transportation systems, but do so in a way that also fosters continued economic growth.

Parking is undoubtedly a crucial transportation issue. Parking affects how the overall transportation network functions while impacting individual choices about where people live and how they travel. Parking is also an economic issue which is intimately connected to the vibrancy of commercial districts and small business, and is a key factor in the success of new office, commercial, and housing developments.

The City of Sacramento Zoning Code Parking Update is a citywide effort to fundamentally reform how Sacramento plans, designs, builds, evaluates, and thinks about its parking resources. It seeks to address both transportation and economic challenges through a comprehensive and data-driven evaluation process that allows a deeper understanding of Sacramento's parking issues. The Zoning Code Parking Update works within the existing policy framework for parking, but seeks to incorporate innovative and creative solutions to common and long-standing parking challenges.

In the end, this project will enable more effective management of Sacramento's parking resources with the goal of creating flexibility to meet market demands while minimizing impacts on residents and neighbors. The recommendations provided in this report are also designed to support and reinforce other City parking reform efforts, such as the updated Residential Permit Parking Program. Equally important, however, is that the recommendations for a new zoning code seek to create a flexible regulatory environment in which developers are empowered to explore creative parking plans and utilize proven tools to manage parking.

KEY FINDINGS

Based on the analysis of existing conditions, stakeholder interviews and a review of the current City parking standards, a number of key findings can be made.

Finding #1: Constructing more off-street parking will not relieve on-street parking congestion.

Throughout Sacramento there is a large amount of publicly available parking that already exists, but is largely underutilized. While several stakeholders mentioned that on-street parking congestion is a key concern, data show that there is ample off-street parking capacity at peak hour, with almost 46,000 vacant spaces in the Center City alone. These spaces are underutilized because of pricing structures that encourage the use of free on-street parking and discourage the use of expensive off-street lots and garages. Many available parking facilities are also difficult to locate due to poor wayfinding. In brief, it makes little sense to require already challenging infill projects to provide significant amounts of additional parking while large amounts of parking remains unused.

Finding #2: The impact of parking standards on development feasibility is highly sensitive to the size of the site and scale of the project, especially for mixed use projects.

It is increasingly difficult to fit the current amount of parking required into a buildable project as the site and project become smaller. This is broadly true, from both a design and a financial perspective. Developers of larger projects in both Downtown and the commercial corridors emphasized that their ability to accommodate or exceed current standards for residential and office was largely due to the size of their projects and sites. Developers of small mixed use and retail projects reported great difficulty accommodating current standards on-site, especially for retail uses, and *all projects attained some combination of off-site parking allowance and/or parking waivers.*

Finding #3: Current parking requirements associated with storefront commercial uses are exceeding parking demand rates associated with urban retail, are onerous for in-fill projects, and are overly specific.

Based on current retail parking requirements in the Central City, a typical 2,800 square foot restaurant would need approximately 37 on-site parking spaces, or 13 spaces per 1,000 square feet. These requirements do not reflect actual parking conditions within the Central City, in particular within the Downtown and Midtown, where numerous businesses are located on a single block and pedestrians can easily walk from business to business. Because many of these businesses have different hours of operation, and different times of peak demand for parking, it is unnecessary and inefficient for buildings in districts containing complementary businesses to provide 100% of potential demand for parking for each individual business. Current retail parking standards do not take into consideration the character of urban shopping districts and would produce excessive amounts of parking, if applied.

Current zoning standards include six distinct parking requirements for different types of commercial and recreational uses that are likely to locate in the Central City. These distinctions mean that successive businesses moving into the same retail space over time are asked to provide changing amounts of on-site parking within a site and for buildings which have not changed except for tenant improvements. In practice, such requirements cannot be reasonably accomplished, thereby requiring discretionary waivers or allowances for off-site parking for changes in use or tenancy. This additional effort and risk complicates the leasing process for both tenant and landlord and discourages natural turnover which is necessary to keep retail space occupied and encourage business growth.

Current zoning in the Central City (C-2 NC) is intended to encourage development of new housing in commercial corridors in low to medium density residential neighborhoods and allows a building height of 45 feet. However, *all* developer interview subjects described current on-site retail parking standards, especially restaurant standards, as impossible to accommodate, thereby requiring that all built projects receive waivers and/or allowances for off-site parking.

Finding #4: Current Central City office and residential parking standards are consistent with the current market. However, greater flexibility to meet evolving market demand for on-site parking is desirable.

Developers and brokers of office space in the Downtown were generally satisfied with current standards, including the maximum of not more than one space per 400 square feet. The large amount of existing commercial parking available in Downtown is also a resource that new projects should be allowed to draw on.

Developers of larger in-fill residential projects thought the current one parking space to one unit ratio for multi-family projects of three units or more was consistent with the current market. However, developers of smaller mixed use projects believed that the market would support lower parking requirements.

In general, developers interviewed stated that on-site parking for office and residential uses is best determined by the market and expressed a preference for greater flexibility.

Finding #5: The current entitlement process regarding parking creates uncertainty and absorbs an inordinate amount of time and resources.

Since current retail parking requirements are largely infeasible for infill projects, many projects require special public hearings regarding parking waivers or allowance of off-site parking. Developers also described lengthy entitlement processes involving multiple discretionary reviews that revisited parking requirements, even after project construction had begun. While waivers or allowances are frequently approved, the need for public hearings increases the cost of the entitlement process, delays the approval of projects and increases the risk associated with entitlements. The degree of uncertainty regarding entitlements is also a significant barrier to new development.

Finding #6: Parking dimensions are oversized and unnecessarily consume valuable land

A review of other industry standards, typical design vehicles sizes, and other municipalities found that Sacramento's required parking dimensions sizes are larger than necessary, particularly in terms of the length of parking stalls and maneuvering aisles. This complicates redevelopment as many older lots struggle to accommodate oversized parking layouts - the smaller a lot, the greater the problem. Because larger stalls consume more space the existing code directly affects the financial viability of many projects – effectively swaying the market away from smaller infill projects, in favor of larger projects.

PRIMARY RECOMMENDATIONS

This report makes a series of recommended modifications to the City's zoning code. The most influential of those recommendations include:

Recommendation #1: Exempt projects on small lots, and retail, restaurant, and service uses within mixed-use developments, from parking requirements

Current standards exempt retail development projects on lots of less than 5,200 square feet in the Central City from providing parking. A more appropriate ceiling for a parking exemption would be for retail, restaurant, and service uses on a typical historic single-family Midtown lot size, or no more than 6,400 square feet. In addition, retail, restaurant, and service uses within larger vertical mixed-use projects should be exempt from minimum parking requirements as long as at least 50% of its square footage is devoted to residential uses in order to create a truly mixed-use environment that decreases both parking demand and traffic generation. Allowing retail uses within larger residential developments contributes greatly to the livability of the development and surrounding area, and has minimal side effects because most of the trips to these uses can be on foot – reducing external trips, and reducing the necessity of vehicle ownership.

Recommendation #2: Permit shared parking, and adjust restaurant requirements

Recommendation #2-1: Create context-sensitive standards that reflect the range of hours of operation and peak customer hours for businesses common to urban shopping districts, the walkability of these areas, and the increased likelihood that customers park once and visit multiple establishments, or take transit. Allow for shared parking solutions that take advantage of this potential, as-of-right.

Recommendation #2-2: Adjust on-site parking standards for restaurants so that the amount of space devoted to parking is roughly commensurate with the amount of space devoted to the restaurant use. Adjust commercial categories for storefront retail and personal services businesses that have more evenly distributed customer flows so that the amount of space devoted to parking is approximately one quarter of the space devoted to storefront commercial uses. Allow off-site parking as-of-right within a specified distance.

Recommendation #3: Introduce greater flexibility to meet future demand

In order to allow greater flexibility to build projects that meet market demand as it evolves over time, reduce current residential standards to allow the inclusion of units without parking (i.e. a ratio of less than 1:1). Allow off-site office parking, as-of-right within a specified distance.

Recommendation #4: Simplify parking requirements across categories and make process more predictable

Develop identical parking requirements for multiple categories, in order to simplify redevelopment. In fully developed areas, existing buildings tend to be stuck with the amount of parking that was included when originally built (if any). If multiple uses are required to provide the same amount of parking, then it is easy for businesses to move in to existing properties.

Reduce requirements for public hearings before appointed or elected bodies. Increase the certainty of the approvals process by bringing standards into better alignment with the market (as previously recommended), providing a greater number of as-of-right options, such as off-site parking, shared parking a future voluntary in-lieu fee. Allow staff greater authority to grant waiver requests without public hearing, as appropriate.

Recommendation #5: The Central Business District, many areas within Midtown, and several commercial corridors have a substantial available supply of parking. These facilities should be maximized before additional commercial parking is built.

Maximize use of existing parking for new development, before requiring additional onsite parking. As steps to achieving this:

- Eliminate minimum parking requirements in the Central Business District.
- Reduce minimum parking requirements primarily in Urban and Traditional districts.
- Eliminate parking requirements for retail, restaurant, and service uses on lots equal to or less than 6,400 square feet.
- Eliminate parking requirements for retail, restaurant, and service uses within mixed-use developments where at least half the total area is residential.

In addition, developers should be able to meet their minimum parking requirements by right through the provision or leasing of nearby off-site facilities. Due to the denser nature of urban districts, 1,250 feet (a 5-minute walk) is considered acceptable for commercial and 400 feet for residential (a 1.5-minute walk). In more inner suburban locales, parking within 1,000 feet (a 4-minute walk) is considered acceptable for commercial and 300 feet for residential (a 1-minute walk). In the rest of the city, 300 feet (a 1-minute walk) is allowed for all uses.

Finally, available on-street parking abutting a project site may be counted toward the minimum parking requirement, by right.

Recommendation #6: In the future, introduce a voluntary parking in-lieu fee

A voluntary parking in-lieu fee program would allow proposed projects or uses to pay a designated fee rather than provide an on-site parking space. The purpose of the program would not be to impose an additional fee on development but to provide an alternative for projects having difficulty meeting on-site requirements. The fee would be a one-time, \$4,000 per-space fee with revenues dedicate to the construction of new public parking facilities and improvements that result in greater potential for use of alternative transportation modes, reducing the need for parking in the same area in which the project was built.

Recommendation #7: Allow greater flexibility in parking dimensions

It is recommended that the City provide more flexibility in parking lot design by allowing for lower minimum stall depth and maneuvering width dimensions for non-parallel spaces to offer developers the opportunity to meet site-specific needs. Parallel space sizes should be reduced to a minimum of 8' x 22'. By providing these minimum standards, the City can ensure both efficient parking space access and circulation design of the parking lot to minimize both on-street queuing and ingress/egress conflicts with pedestrians and bicyclists.

Based on the review of minimum compact car stall sizes in other cities and ULI's concerns regarding compact spaces, Sacramento should reduce the stall depth for compact cars by almost one foot and increase the allowable number of compact spaces to 50%. Requiring a 15-foot stall depth for compact parking stalls along with guidance for longer end stall depths for maneuvering requirements is a standard practice for all the other cities reviewed. However, planning staff's approval should be required to introduce compact spaces once the applicant has shown that they can function properly.

Recommendation #8: Enhance bicycle parking facilities

The City should require both short-term and long-term bicycle parking for all land uses. The amount of bicycle parking would be tied to land use, not to vehicle parking. The type and location of parking must meet best practices, as articulated by the Association of Pedestrian and Bicycle Professionals. Where appropriate, developers may install bicycle parking on-street adjacent to the project.

Recommendation #9: Allow development relief from minimum parking requirements by allowing alternatives to on-site parking

If developments opt to introduce alternatives to on-site parking, they would be eligible for reductions in their minimum parking requirements. In addition, those employers who have an approved transportation management plan (TMP), which may include some Transportation Demand Management (TDM) measures, should be automatically granted a minimum 35% reduction in their minimum parking requirement. This makes it more feasible to meet the individual needs of sites rather than relying on a one-size-fits-all system.

1 EXISTING CONDITIONS

Sacramento's Central City possesses a diverse set of commercial and residential districts within a relatively small area, each with its own traits and characteristics that make them distinct. All of these districts and neighborhoods are continuing to revitalize themselves during a period of evolving demographics, a volatile economic climate, and various planning processes that are seeking to improve the areas. An integral part of this process is effective parking management. By examining the Central City's existing parking conditions, built characteristics, and relevant Zoning Code requirements, this chapter facilitates a better understanding of how people are utilizing the current parking facilities, highlights parking challenges and inefficiencies, and provides a framework for developing a targeted parking management plan.

EXISTING PARKING SUPPLY AND OCCUPANCY

Existing parking supply and occupancy was studied in detail in the recent Sacramento Central City Parking Master Plan Year 2011 Data Update. This section summarizes the trends observed in that document, particularly in light of the feedback received from the wide range of stakeholders interviewed during this project and summarized in Appendix A.

The Master Plan Update covered the entire Central City, dividing it into five study areas (see Figure 1-1). A full inventory was taken of both the on-street and off-street parking spaces in these areas, including both public and private spaces.

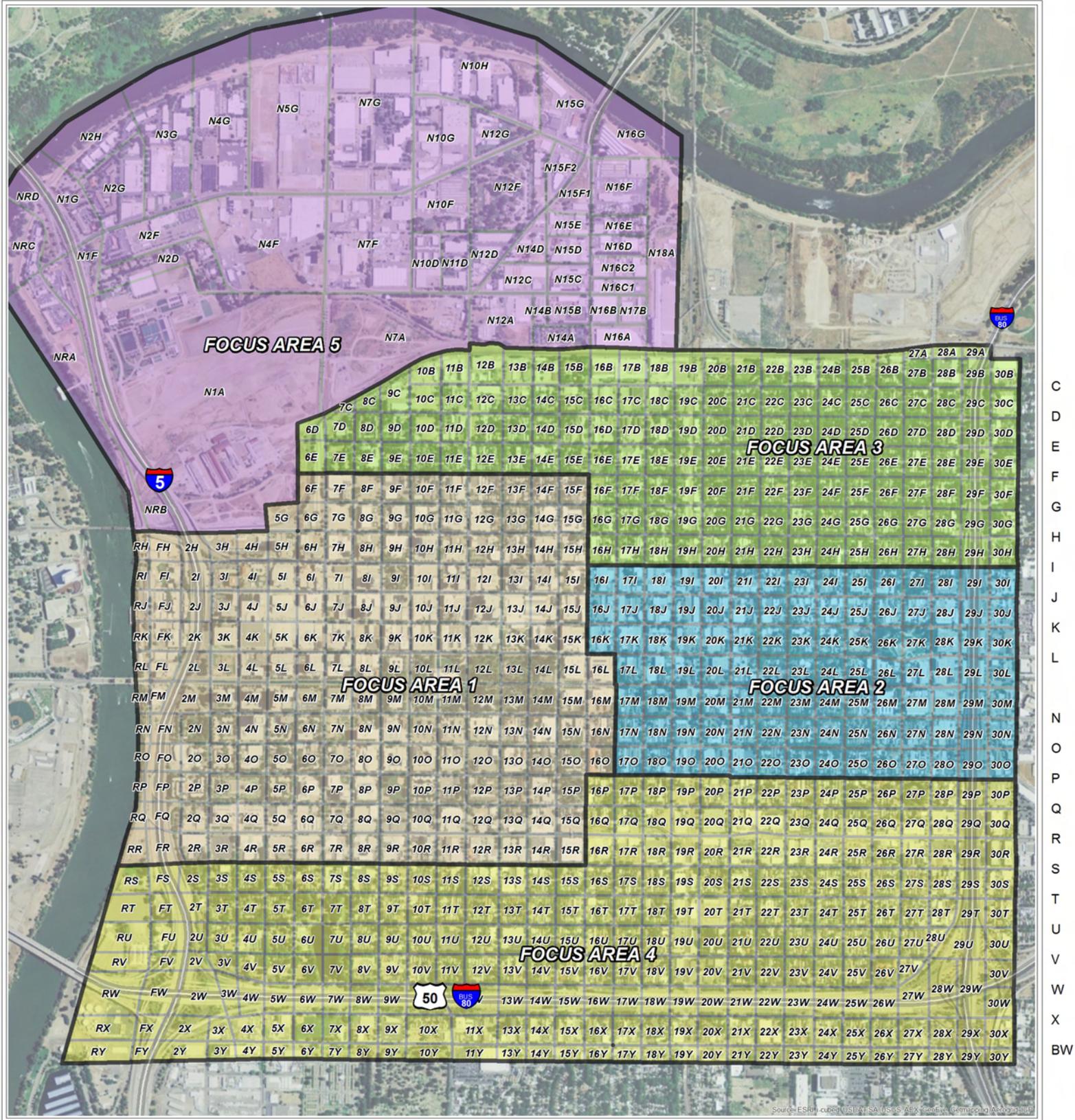


Reserved parking restricts shared opportunities
Source: Nelson\Nygaard

Figure 1-2 and Figure 1-3 show that there are a total of 24,714 on-street parking spaces and 85,231 off-street parking spaces combined in the five areas. The off-street spaces are a mix of public spaces that are available to the public on an hourly, daily or monthly basis, and private spaces that are reserved for tenants, building occupants or business customers.

It is important to note the distribution of off-street spaces in the focus areas. In Focus Area 1 (Central Business District), roughly two-thirds of the off-street supply is publicly-owned and accessible due to the abundance of public garages and lots. These facilities make a “park-once” district feasible, in which motorists can park in one location and frequent several land uses. By contrast, Focus Areas 2, 3, 4, and 5 all possess a much greater proportion of private off-street parking facilities.

Figure 1-1 Central City Focus Areas



Front 2nd 3rd 4th 5th 6th 7th 8th 9th 10th 11th 12th 13th 14th 15th 16th 17th 18th 19th 20th 21st 22nd 23rd 24th 25th 26th 27th 28th 29th 30th



0 0.1 0.2 0.4 Mile

DKS Associates

SUPDIST

- Focus Area 1
- Focus Area 2
- Focus Area 3
- Focus Area 4
- Focus Area 5

**CENTRAL CITY
BLOCKS, DISTRICTS,
AND
FOCUS AREAS**

26 of 215

Figure 1-2 2011 On-Street Parking Supply

Focus Area	Parking Spaces
1	5,718
2	4,465
3	5,171
4	7,881
5	1,479
Sum	24,714

Figure 1-3 2011 Off-Street Parking Supply¹

Focus Area	Parking Spaces (Percent of Total in Focus Area)				
	Public Use		Private Use		Total
1	28,240	66%	14,592	34%	42,832
2	3,058	25%	9,295	75%	12,353
3	71	1%	5,680	99%	5,751
4	2,054	14%	12,480	86%	14,534
5	0	0%	9,761	100%	9,761
Sum	33,423	39%	51,808	61%	85,231

In regards to the Central City’s peak parking occupancy levels, the daytime combined on- and Off-street parking occupancy is overall moderate with occupancy rates ranging from 41% to 65% by Focus Area (see Figure 1-4). However, rates reach up to 80% in the central portions of Focus Area 1 and small areas of Focus Area 2 (see Figure 1-6). In addition, by examining on- and off-street parking occupancy separately, as in Figure 1-4, Figure 1-7, and Figure 1-8, the average combined occupancy can be misleading – while off-street parking occupancy is quite low, on-street occupancy is very high. In some central parts of Focus Area 1 on-street occupancy exceeds available spaces, presumably meaning that double parking, blocked driveways and other parking problems are evident.

Clearly there is an imbalance between fully-occupied on-street parking and nearby off-street parking with ample capacity. This situation suggests that the inherent issue may lie in the underpricing of on-street parking relative to off-street parking and/or the lack of information offered to motorists searching for parking who are not aware of nearby off-street alternatives to on-street parking. Drivers’ preferences and habits also play a part, as different kinds of parking are not all equally popular – in order of popularity (from most to least popular): on-street, private parking lot, public parking lot, and underground parking. With almost 46,000 spaces vacant at peak hour, it is clear that *insufficient parking supply is not the cause of high on-street occupancy*

¹ The 2011 Master Plan Update defines a public use lot as one that may be publicly or privately owned, but publicly accessible. A private use lot may also be publicly or privately owned, but is not available to the public.

rates. Put another way, constructing more off-street parking will not relieve on-street parking congestion.

In the evenings, the pattern is similar but more centralized. Primarily, on-street parking occupancy remains very high for a few blocks either side of Capitol Avenue (eastern Central City, Focus Area 2).

Figure 1-4 Parking Occupancy Rates by Focus Area

Focus Area	On-Street Occupied Spaces	On-Street Parking Supply	On-Street Occupancy Rate	Off-Street Occupied Spaces	Off-Street Parking Supply	Off-Street Occupancy Rate	Total Occupied Spaces	Total Parking Supply	Total Occupancy Rate
1	4,939	5,718	86%	26,526	42,832	62%	31,465	48,550	65%
2	3,391	4,465	76%	6,874	12,353	56%	10,265	16,818	61%
3	3,378	5,171	65%	2,733	5,751	48%	6,111	10,922	56%
4	4,864	7,881	62%	6,659	14,534	46%	11,523	22,415	51%
5	282	1,479	19%	4,363	9,671	45%	4,645	11,240	41%
Sum	16,854	24,714	68%	47,155	85,231	55%	64,009	109,945	58%

With regards to the relative parking occupancy in publicly accessible parking compared to private parking, it can be seen in Figure 1-5 that both on- and off-street public parking experience higher occupancy rates than private (off-street) parking. This is a common phenomenon since reserved parking cannot be utilized to its maximum effectiveness, except during that particular land use’s peak hour (e.g. noon for restaurants).

Figure 1-5 Parking Occupancy Rates by Access

Focus Area	Public On+ Off Street			Public On Street			Public Off Street			Private		
	Inventory	Occupancy	% Occupied	Inventory	Occupancy	% Occupied	Inventory	Occupancy	% Occupied	Inventory	Occupancy	% Occupied
1	33,958	22,742	67%	5,718	4,939	86%	28,240	17,803	63%	14,592	8,723	60%
2	7,523	5,242	70%	4,465	3,391	76%	3,058	1,851	61%	9,295	5,023	54%
3	5,242	3,431	65%	5,171	3,378	65%	71	53	75%	5,680	2,680	47%
4	9,935	5,608	56%	7,881	4,864	62%	2,054	744	36%	12,480	5,915	47%
5	1,479	282	19%	1,479	282	19%	-	-	-	9,761	4,363	45%
Total	58,137	37,305	64%	24,714	16,854	68%	33,423	20,451	61%	51,808	26,704	52%

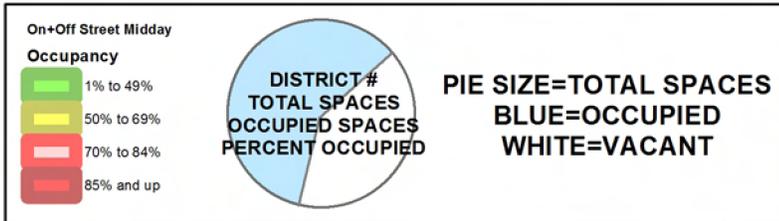
Figure 1-6 Mid-Day Peak On- and Off-Street Parking Occupancy



Front 2nd 3rd 4th 5th 6th 7th 8th 9th 10th 11th 12th 13th 14th 15th 16th 17th 18th 19th 20th 21st 22nd 23rd 24th 25th 26th 27th 28th 29th 30th

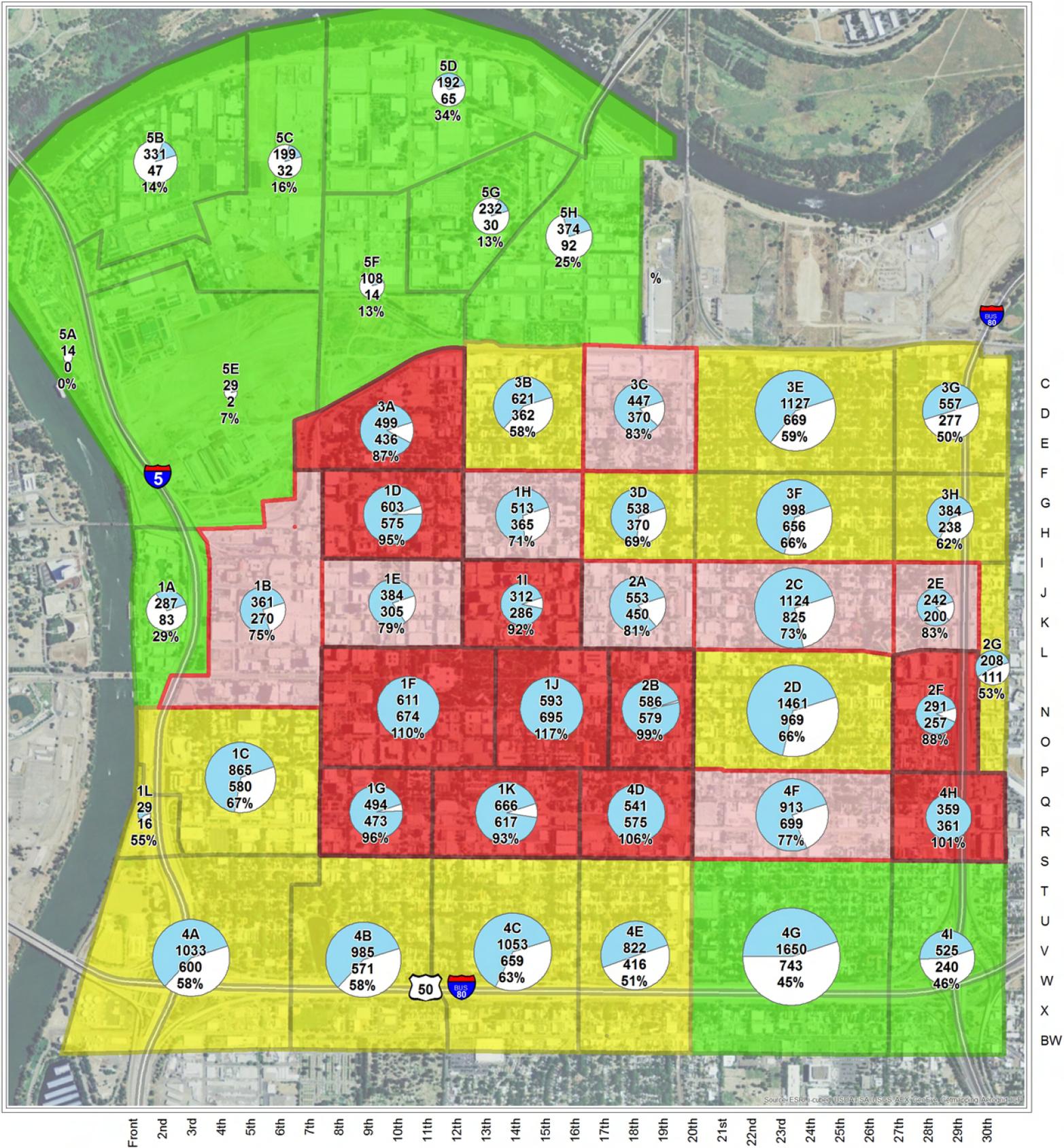


0 0.1 0.2 0.4 Mile
DKS Associates

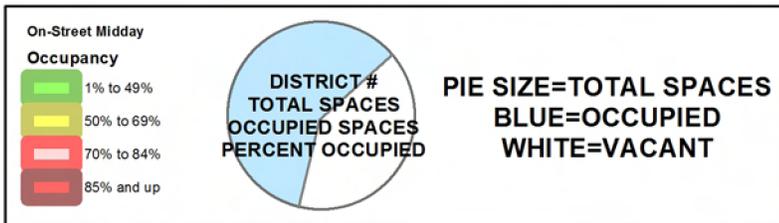


**ON + OFF STREET
MID-DAY (10am-2pm)
OCCUPANCY 29 of 215
BY DISTRICT**

Figure 1-7 Mid-Day Peak On-Street Parking Occupancy



0 0.1 0.2 0.4 Mile
DKS Associates



ON STREET MID-DAY (10am-2pm) OCCUPANCY BY DISTRICT 30 of 215

Figure 1-8 Mid-Day Peak Off-Street Parking Occupancy

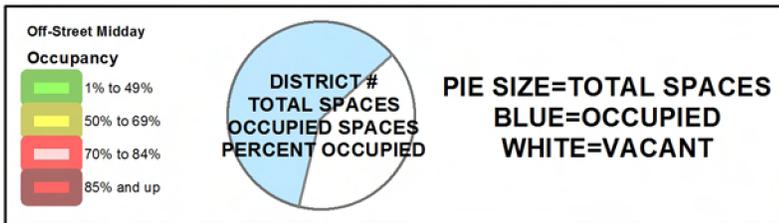


Front 2nd 3rd 4th 5th 6th 7th 8th 9th 10th 11th 12th 13th 14th 15th 16th 17th 18th 19th 20th 21st 22nd 23rd 24th 25th 26th 27th 28th 29th 30th



0 0.1 0.2 0.4 Mile

DKS Associates



OFF STREET MIDDAY (10am-2pm) OCCUPANCY BY DISTRICT

Another way to consider the information above is in economic terms.

Figure 1-9 summarizes the financial impact of the number of occupied and vacant spaces in the study area. The construction cost of a parking space in Sacramento can range from \$4,000 to \$25,000 depending on the type of space (surface, structure, underground) and how the lot itself is configured to maximize space.² At these prices, the value of the 46,000 vacant spaces at peak hour in the Central City lies between \$184 million and \$1.15 billion. These values exclude the cost of land as well as any ongoing costs for operations, maintenance, enforcement, or insurance, all of which can increase costs considerably.



Underutilized lots represent millions of dollars in idle assets

Source: NelsonNygaard

Figure 1-9 Economic Costs of Vacant Parking Spaces at Peak Hour

Focus Area	Total Occupied Spaces	Total Parking Supply	Total Vacant Spaces	Cost per Space	Total Vacant Space Costs
1	31,465	48,550	17,085	\$4,000 - \$25,000	\$68M - \$427M
2	10,265	16,818	6,553	\$4,000 - \$25,000	\$26M - \$164M
3	6,111	10,922	4,811	\$4,000 - \$25,000	\$19M - \$120M
4	11,523	22,415	10,892	\$4,000 - \$25,000	\$44M - \$272M
5	4,645	11,240	6,595	\$4,000 - \$25,000	\$26M - \$165M
Total	64,009	109,945	45,936	\$4,000 - \$25,000	\$184M - \$1.15B

Public Perception of Parking Issues

A diverse group of stakeholders was interviewed at the beginning of this project, including residents, non-profits, public sector employees, developers and architects. Opinions were many and varied, and there was variation between neighborhoods as well as between different stakeholder groups. While there was some discussion of the best possible solutions to current problems, there was more general agreement in identifying the most pressing issues.

- The general abundance of free parking provides little incentive to seek alternative transportation, which leads many to continue to drive. This in turn perpetuates high parking demand.
- Recent reductions in transit service have increased the number of drivers, also increasing parking demand.

² International Parking Design supplied hard costs for recent projects in Sacramento, to which an additional 25% soft costs were added.

- An imbalance between on- and off-street parking occupancy is exacerbating the perception of a parking “shortage”, which could be much improved through better signage and wayfinding.

The high demand for on-street parking is felt particularly keenly by residents living within a few blocks of commercial areas.

- The current preference for free on-street parking leads many business customers to seek available spaces in adjoining neighborhoods once parking closer to businesses is full. This “spillover” problem results in parking scarcity for residents.
- Customers at late night entertainment businesses also park in surrounding neighborhoods, causing noise disturbances and concerns over drunk driving.

Business owners are also sensitive to on-street parking issues, particularly in areas with no time limits, or long time limits. The prime spaces at the curb outside their business are often taken by commuters who stay all day, instead of leaving the spaces free for customers to use for shorter periods. From the development perspective, developers noted that minimum parking requirements, particularly as they applied to infill sites, were hampering the potential to make use of valuable Central City sites. In addition, the entitlement process itself appeared to be very cumbersome and several stakeholders expressed their interest in having it streamlined.

A more detailed discussion of stakeholder feedback can be found in Appendix A.

OBSERVED PRIVATE PARKING RATIOS

Sacramento, like most cities, requires new developments or redevelopments to provide a certain amount of dedicated off-street parking. The requirement is usually expressed as the number of off-street parking spaces in relation to either the size of development in thousands of square feet or another suitable metric (e.g. per seat). The type of measure applied (square feet, seat, etc.) depends on the type of development (e.g. general retail, restaurant).

In order to provide an accurate and relevant comparison of current City requirements to observed parking demand, data regarding the amount of existing private development (built square footage derived from employee figures) in the Central City supplied by the Sacramento Council of Governments (SACOG) was analyzed in conjunction with parking inventory and occupancy figures from the 2011 Master Plan Update. The result allows for a comparison of City Code requirements to actual private parking demands (e.g. See Figure 1-10 for parking ratios by Focus Area).

It is important to observe that in all five focus areas, there are significantly more spaces built than occupied. In all cases, the observed ratio of occupied spaces was less than 2.7 spaces per thousand square feet, even in the more auto-oriented areas in the Central City. In the Central Business District, the ratio was on average less than one occupied space per thousand square feet. This is important to bear in mind when considering the proposed changes to the Zoning Code discussed in Chapter 6. The proposed changes to the parking requirements are designed to provide as much flexibility to new development as possible. As such, proposed minimum requirements are not simply based on the average occupancy rates observed, which would result in half of all new development being required to build too much parking. An appropriate minimum requirement should be set at a level to allow new development that generates less demand to construct parking to meet market demand while allowing projects with more demand to build as much parking as is necessary.

Since the data set from SACOG did not quantify residential built square feet and the 2011 Master Plan Update included parking occupancy figures that could include residential vehicles (particularly on-street vehicles parked in residential neighborhoods), this analysis makes some assumptions to ensure a realistic projection of parking ratios:

- As the primary purpose of this analysis is to compare parking demand ratios to City Code requirements for new private development, only private off-street supply was considered in the calculations. For example, public parking for a light rail station that is not associated with any (Code-related) built land use was not included. For the 2011 Master Plan Update, DKS Associates defined private as: “A private use facility is not available to the public; examples include parking reserved for building occupants, tenants, and business customers. Public use and private use categorizations are not based on ownership; either category could be owned by a government agency or a private organization.”
- Since the data update survey could not realistically record which user groups were parked in given locations, on-street occupancy data was excluded from Focus Areas 2, 3 and 4. Due to the high proportion of residential land uses, on-street parking in these areas are likely dominated by resident vehicles, which would affect the results. In Focus Areas 1 and 5, where vehicles associated with private development were likely parking on- and off-street, both on-street parking and private off-street parking were included.
- The number of square feet of existing development is calculated based on the number of employees per square foot provided by SACOG as raw square footage information is not currently available. By calculating square footage based on the number of employees, the ratios are inherently taking into account the occupancy rates of buildings, so that vacant buildings are not driving demand rates artificially lower.
- The 2008 SACOG data on employment and the built environment and the 2011 Master Plan parking data represent the most current information available. Given the fluctuations in the economy both in terms of employment and parking demand over this period, future counts may produce varying results.

Figure 1-10 Private Parking Ratios per Square Foot

Focus Area	Building Area Occupied (1,000 GSF)	Total Parking Supply	Built Ratio of Parking (per 1,000 GSF)	Total Occupied Spaces	Actual Ratio of Parking Demand (per 1,000 GSF)
1	17,119	20,310	1.19	13,662	0.80
2	4,272	9,295	2.18	5,023	1.18
3	1,016	5,680	5.59	2,680	2.64
4	2,168	12,480	5.76	5,915	2.73
5	2,423	11,240	4.64	4,645	1.92
Total	26,998	59,005	2.19	31,925	1.18

Note: GSF = Gross Square Feet

BUILDING AREA VS. PARKING AREA

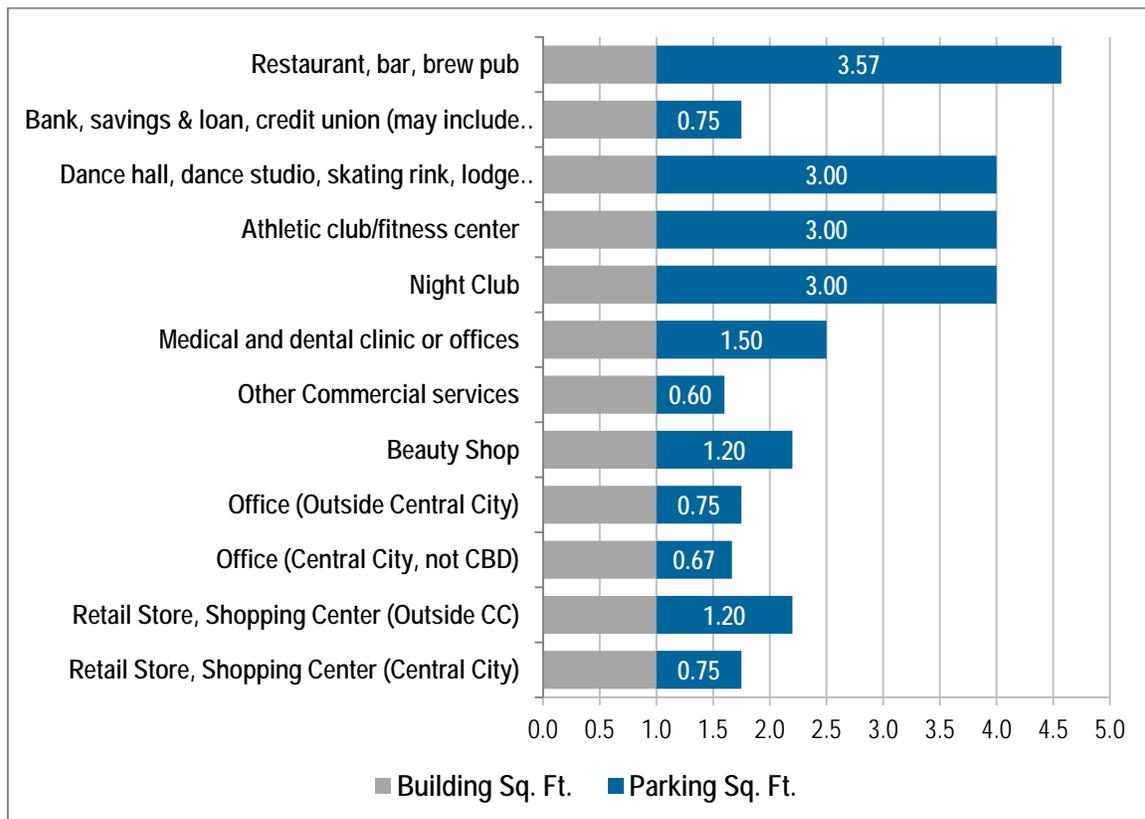
A practical consequence of minimum parking requirements is that a portion of a property is dedicated to parking, rather than to more active uses. For a developer, this can affect the financial viability of projects. In addition to the economic dimension of requiring too much parking, another consequence of requiring so much land to be dedicated to parking is that it is very

difficult to create a walkable and bikable environment when more land is dedicated to parking than to buildings.

Figure 1-11 shows the ratio of building area to parking area for different land uses. The area used by parking was calculated using the City’s parking requirements and multiplying by an average parking space size of 300 square feet (including aisles, landscaping, etc).

For example, a developer planning to build a restaurant or night club will end up with more than three-quarters of their plot occupied by parking, rather than the club or restaurant itself. The resulting oversupply of parking can be particularly damaging to uses such as eating establishments, which help create a sense of activity and life.

Figure 1-11 Ratios of Parking Area to Building Area



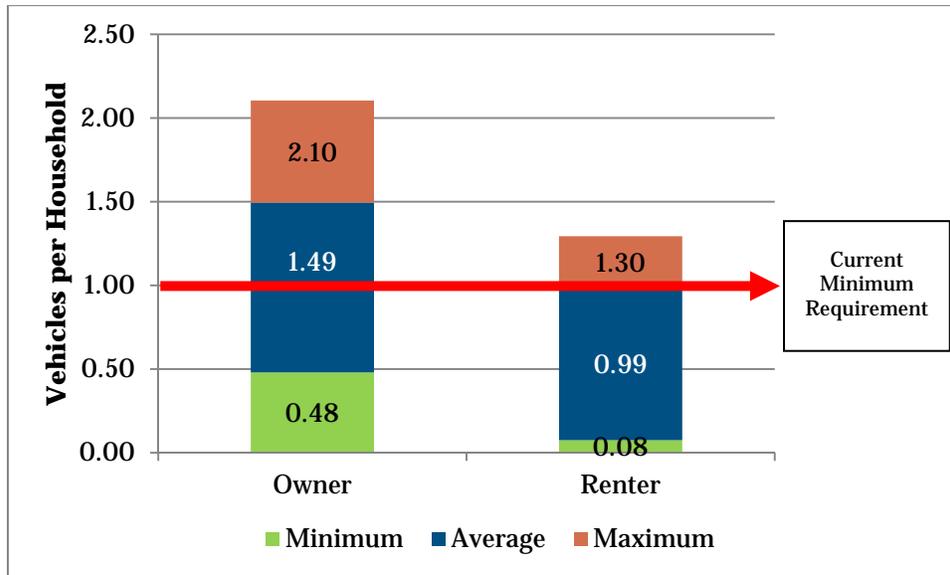
Note that for Restaurants the requirement is expressed as 1 space per 3 seats. This was converted using 28 square feet per seat, an industry average number.

RESIDENTIAL VEHICLE OWNERSHIP

Residential household vehicle ownership is a key component in determining the most appropriate residential parking requirements. Figure 1-12 shows vehicle ownership by housing tenure in the Central City. The data show several key points. First, vehicle ownership (average number of vehicles per housing unit) is higher for owner-occupied units than renter-occupied units. In the Central City, owner-occupied units have 1.49 vehicles per household on average, while in renter-occupied units the number of vehicles per household drops to 0.98. However, the number of vehicles per household varies significantly within the Central City by area. For owner-occupied

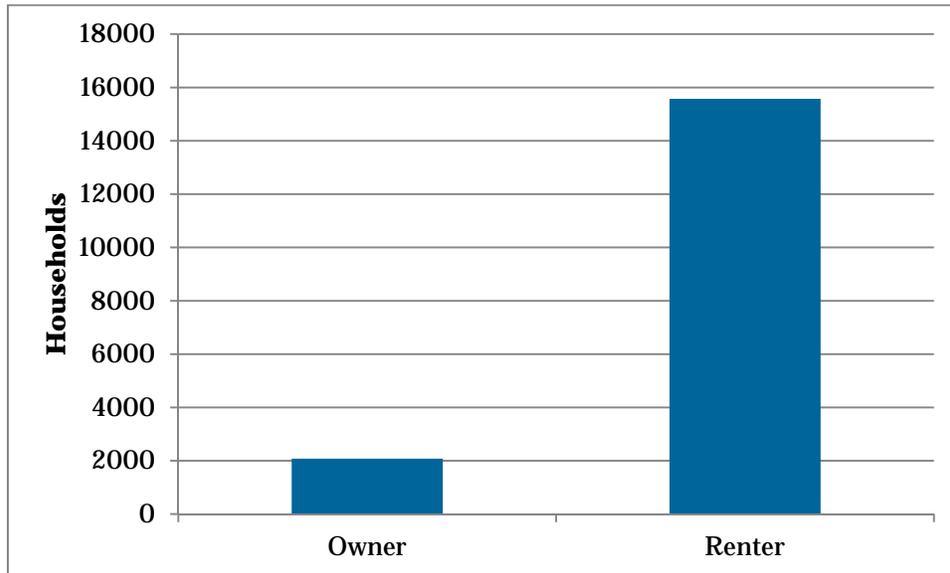
units, vehicle ownership ranges from a minimum of 0.48 to a maximum of 2.11 vehicles per household while rental-occupied vehicle ownership ranges from a minimum of 0.08 to a maximum of 1.29 vehicles per household. Minimum parking requirements should ultimately be set to accommodate the full range of development patterns experiencing these varying rates.

Figure 1-12 Vehicles per Household, Central City



In addition, Figure 1-13 shows that there is a much larger number of renter-occupied units in the study area (15,574) than owner-occupied (2,076), further reinforcing the fact that the study area has lower vehicle ownership rates. Moving forward, this information provides a framework for a parking plan that not only addresses parking supply, but also emphasizes alternative strategies that reflect lower vehicle ownership rates and drive alone rates in the study area.

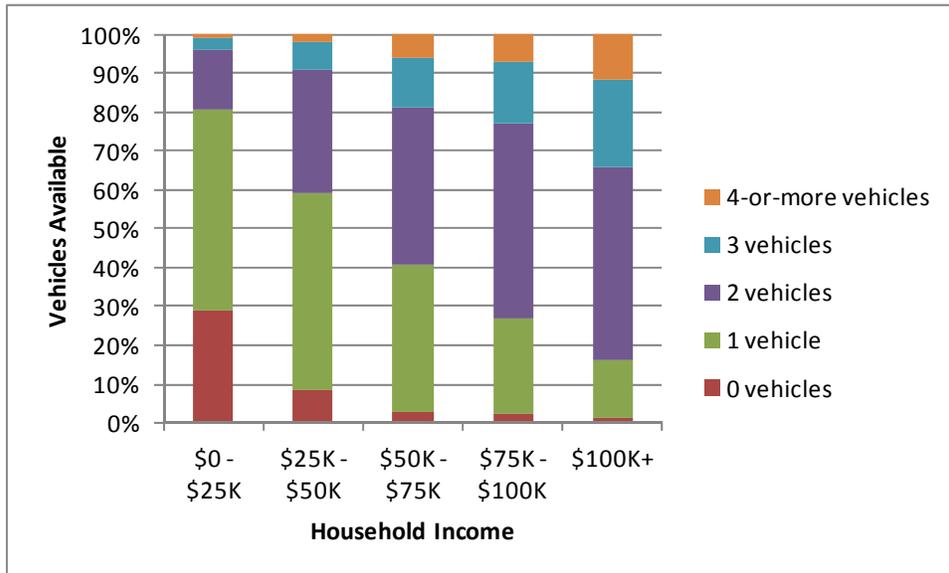
Figure 1-13 Housing Tenure, Central City



Similar to housing tenure, vehicle ownership increases with income. Data from the US Census Bureau shows that almost one-third of Sacramento households in the lowest income bracket own no vehicle, and more than 80% own one vehicle or no vehicle. For the middle and higher income groups, owning one or two vehicles remains the norm. Households owning three or more vehicles make up a minority across all income groups.

This data has serious repercussions in regards to setting standards for low-income housing. Not only does lowered parking requirements for low-income households better match parking supply to the actual parking demand these developments are likely to experience, but it will also make low-income housing more affordable. High parking requirements can often make a project financially unfeasible in this particular market. In addition, the space required for parking can sometimes make developments on smaller lots physically impossible. See Figure 1-14 for details.

Figure 1-14 Vehicle Ownership by Household Income



2 COMPARATIVE ANALYSIS OF PARKING DEMAND RATES

This chapter offers an overview of Sacramento’s current parking requirements and compares them with industry standards as well as actual (observed) parking demand rates in several peer cities. In practice, many cities’ minimum (and maximum) parking requirements – that is, how many parking spaces developers are required to construct as part of any development project – are not empirically linked to actual demand for parking at a particular development site. Parking requirements that do not reflect the contextual variability of parking demand incur unnecessary costs on both developers and cities, and create excesses of parking supply that may reduce an area’s walkability and attractiveness.

WHAT ARE PARKING DEMAND RATES?

As a general concept in this report, *parking demand* refers to observable parking occupancy, or to what extent drivers use existing supplies of parking, such as on-street parking spaces or off-street parking garages. Specific *parking demand rates* are determined by dividing observed parking occupancy by other metrics, such as building square footage (usually 1,000 square feet), the number of a retail establishment’s employees, or a residential dwelling unit. Parking demand rates offer a quantitative, and thus comparative, method of evaluating parking supply usage across multiple levels, from a single building to a neighborhood to an entire city. In many cases, actual rates of parking demand for various land uses often differ greatly from a city’s official parking requirements.

In fact, many minimum parking requirements are designed to address peak period parking demand. As a result, many mixed-use or transit-oriented developments that are not primarily designed to attract drivers may be forced to construct parking supplies that grossly exceed demand. Consequently, parking requirements should be as flexible as possible to best match context-sensitive parking demand rates.

PARKING DEMAND INFLUENCES & LIMITATIONS OF CURRENT PRACTICES

Parking demand is driven by a number of important factors primarily related to location and/or context, including:

- **Density** – what is the total amount of residential units, offices, or retail establishments per acre at a particular origin or destination? Denser developments and neighborhoods are more walkable and less auto-oriented, thus attracting fewer single occupancy vehicle trips.

- **Land use mix** – are destinations or neighborhoods characterized by a mix of uses, such as joint residential-retail developments, or do they reflect a suburban single-use model?
- **Access to and availability of alternative modes** – is there adequate and accessible bus, rail, demand-responsive service, or quality pedestrian and bicycle facilities nearby that may be more attractive than car travel?
- **Parking pricing** – do businesses or retail centers charge for parking? Are daily or monthly subscription parking plans available? The availability of free parking or the ability to purchase parking in advance may encourage higher parking demand.
- **Parking supply** – how much parking is available at a given destination?
- **Household size and income level** – some residents and/or households may not be able to afford a car, and thus rely on transit or bicycling for travel. Conversely, larger households may rely on more than one car for their travel needs.

As noted above, most city zoning codes and standard parking manuals (such as the Institute of Transportation Engineers (ITE)'s *Parking Generation Manual*) do not take into account these variable factors when establishing minimum (or maximum) parking requirements. As noted below, however, ITE acknowledges the limitations of its current survey scope and provides its own list of parking demand factors, including “type of area, parking pricing, transit availability and quality, transportation demand management plans, mixing of land uses, pedestrian-friendly design, land use density, trip chaining/multi-stop trip activity, the split between employee and visitor parking, [and] the split between long-term and short-term parking.”³

PARKING DEMAND RATES – LITERATURE REVIEW

This section includes a comprehensive overview of parking demand rates across a variety of contexts, including denser, mixed-use areas and among several single generalized land uses such as residential, retail, and offices. The results demonstrate that parking demand rates vary greatly and are highly context-sensitive. In particular, surveyed sources include:

- Parking supplies provided at transit-oriented developments (TOD).
- City parking requirements at recent California TOD projects.
- Built parking supplies and observed demands in several cities nationwide.
- Single-use parking demand rates presented in the ITE's *Parking Generation Manual*.
- Time-of-day analysis and other guidance provided in the Urban Land Institute (ULI)'s *Shared Parking Manual*.

Parking supply provided at TOD projects. Parking supplies provided at a range of transit-oriented development projects in the Bay Area were examined:

- A parking analysis for a transit-oriented development proposed for the new West Dublin/Pleasanton BART station determined that the proposed parking supply would be adequate for the estimated parking demand for that project, and that the parking supply ratios were consistent with other TOD projects surveyed in California and the Bay Area:

³ Institute of Traffic Engineers (ITE), *Parking Generation Manual*, 4th Edition (2010), page 2.

- An average of 1.41 spaces/unit supplied at TOD projects across the state
- A range of 1.08 spaces/unit to 1.5 spaces/units supplied at Pleasant Hill BART TOD project
- An average of 1.31 spaces/unit supplied at the Alameda County BART TOD project and Fruitvale BART TOD project
- 1.5 spaces/unit required in the East Dublin BART Transit Center Stage 1 Development Plan⁴



Fruitvale BART

Source: <http://www.flickr.com/photos/paytonc/1321711571/>

- A 2004 memo from the Contra Costa Community Development Department determined that “based on the operating experience of [the built] properties” in the vicinity of the Pleasant Hill BART station, the optimal parking supply for these transit-oriented developments was 1.35 spaces/unit. The parking supply ratios of built projects around the Pleasant Hill BART station ranged from a low to 1.03 spaces/unit to a high of 1.37 spaces/unit:
 - Treat Commons I: 1.03 spaces/unit
 - Treat Commons II: 1.15 spaces/unit
 - Bay Landing: 1.30 parking spaces/unit
 - Station Park Apartments: 1.35 spaces/unit
 - Park Regency: 1.37 spaces/unit
- A 2004 survey of four relatively new, market-rate rental projects in the city of San Francisco found that the average off-street parking supply provided was 0.6 spaces/unit, about 40% less than the City parking requirements at the time the projects were approved. Even with the parking supply reduced below City requirements, only 83% of the off-street parking was rented by project occupants at the time of the survey, meaning that the actual usage rate of off-street parking at these projects was about 0.5 spaces/unit.⁵
- A 2009 study determined that, on average, transit-oriented developments in the Bay Area and Portland, Oregon were “over-parked” (i.e., that they provided more parking supply than was necessary to accommodate parking demand). In fact, “the weighted-average supply of 1.57 spaces per unit was 37% higher than the weighted-average peak demand of 1.15 cars per unit.”⁶

⁴ TJKM Transportation Consultants, “Draft Triggering Analysis for the West Dublin BART Transit Village Development in the City of Dublin” (7/19/07), page 25.

⁵ Luke Klipp, “The Real Costs of San Francisco’s Off-Street Residential Parking Requirements: An analysis of parking’s impact on housing finance ability and affordability” (unpublished UC Berkeley Master’s Thesis, 2004), page 23.

⁶ Robert Cervero, Arlie Adkins, and Cathleen Sullivan, “Are TODs Over-Parked?,” UCTC Research Paper No. 889 (2009), page 40.



Source: City of Sacramento

City parking requirements at recent California TOD projects. Parking requirements for residential units of recently-developed TOD projects from across California are listed in Caltrans' TOD database.⁷ It should be noted that some of these projects may contain rental units, for-sale units, or a mix of both. In addition, *it must be emphasized that parking requirements are not necessarily based on any empirical demand analysis, and therefore do not imply the "right" amount of parking that should be required for the proposed project.* Noting these caveats, the residential parking requirements for recent California TOD projects ranged from 0.33 spaces/unit to 2.5 spaces/unit, as shown in Figure 2-1.

⁷ Caltrans' "California Transit-Oriented Development (TOD) Searchable Database", accessed at <http://transitorienteddevelopment.dot.ca.gov> in December, 2011.

Zoning Code Parking Update | Final Report
City of Sacramento

Figure 2-1 Parking Requirements at California TODs

Transit Station - TOD	Metropolitan Area	Parking Requirements/Standards		
		Residential (per dwelling unit)	Retail (per 1,000 square feet)	Office (per 1,000 square feet)
Berkeley BART Station – The Gaia Building	San Francisco Bay Area	0.33	-	-
Berkeley BART Station – The Berkeleyan Building	San Francisco Bay Area	0.33	-	-
Hayward BART Station – Atherton Place Townhomes	San Francisco Bay Area	1	-	-
12th Street Oakland City Center BART Station – The City Center	San Francisco Bay Area	1	1	1
12th Street Oakland City Center BART Station – The Rotunda Building	San Francisco Bay Area	1	2	2
Gateway Plaza-Union METRO Station – Gateway Center	Los Angeles	1	1.1	1.1
St. Rose of Lima Park RT Light Rail Station – Downtown Plaza	Sacramento	1	2	1.7
South Beach-King and 4th Street MUNI Station – Mission Bay	San Francisco Bay Area	1	2	1.7
Rio Vista West SD Trolley Station – The Promenade	San Diego	1	2.1	
Memorial Park METRO Station – Holly Street Village	Los Angeles	1.1	2.5	3
Emeryville Amtrak Station – EmeryStation Development	San Francisco Bay Area	1.2	3	3
Pleasant Hill BART Station – Millennium Partners	San Francisco Bay Area	1.35	3.3	3.3
Ohlone-Chynoweth VTA Light Rail Station – Ohlone-Chynoweth Commons	San Francisco Bay Area (San Jose)	1.7	4	-
San Antonio Caltrain Station – The Crossings	San Francisco Bay Area (San Jose)	2	-	-
Sylmar Metrolink Station – Village Green	Los Angeles	2	-	-
Villages of La Mesa/Amaya Trolley Station – Villages of La Mesa	San Diego	2	-	-
Villages of La Mesa/Amaya Trolley Station – Campina Court	San Diego	2	-	-

Zoning Code Parking Update | Final Report
City of Sacramento

Transit Station - TOD	Metropolitan Area	Parking Requirements/Standards		
		Residential (per dwelling unit)	Retail (per 1,000 square feet)	Office (per 1,000 square feet)
Uptown District Bus Center – Uptown District	San Diego	2.25	2	2.25
Whisman VTA Light Rail Station – Whisman Station	San Francisco Bay Area (San Jose)	2.5	5.5	
Fremont BART Station – Civic Center Place	San Francisco Bay Area	-		3.33
Fremont BART Station – The Village	San Francisco Bay Area	-	3.33	3.33
Willow METRO Station – Wrigley Marketplace	Los Angeles	-	5	
Pleasant Hill BART Station – Vodafone Plaza	San Francisco Bay Area	-	3.3	3.3
Pleasant Hill BART Station – Treat Towers	San Francisco Bay Area	-	3.3	3.3
Hollywood and Highland METRO Station – Hollywood & Highland	Los Angeles	-	2	
America Plaza Multimodal Station – America Plaza	San Diego	-	2.2	2.2

Built parking supply versus actual demand in several cities nationwide. Figure 2-2 provides a summary of built supply to actual demand for several cities that Nelson\Nygaard and its associates have observed. The minimum parking requirements and demand rates are primarily for mixed commercial areas. The data show that many American cities, even those in suburban areas such as Chico, CA, are currently building more parking than demand warrants.

Figure 2-2 Built Parking Supply and Actual Demand, Selected Cities

City	Minimum Requirement / 1,000 SF or Actual Built Supply	Actual Demand / 1,000 SF	Gap between parking built and actual parking demand (for every 1,000 GSF)
Hood River, OR	1.54	1.23	0.31
Oxnard, CA	1.70	0.98	0.72
Corvallis, OR	2.00	1.50	0.50
Monterey, CA	2.14	1.20	0.94
Sacramento, CA*	2.19	1.18	1.01
Seattle, WA (SLU)	2.50	1.75	0.75
Kirkland, WA	2.50	1.98	0.52
Palo Alto, CA	2.50	1.90	0.60
Santa Monica, CA	2.80	1.80	1.00
Ventura, CA (Westside)	2.87	1.26	1.61
Chico, CA	3.00	1.70	1.30
Hillsboro, OR	3.00	1.64	1.36
Bend, OR	3.00	1.80	1.20
Salem, OR	3.15	2.04	1.11
Lancaster, CA	3.67	1.37	2.30
Redmond, WA	4.10	2.71	1.39
Beaverton, OR	4.15	1.85	2.30
Soledad, CA	4.21	1.21	3.00

* As discussed in Chapter 1.

Single-use parking demand rates presented in the ITE’s *Parking Generation Manual*. The Institute of Transportation Engineers (ITE)’s *Parking Generation Manual* includes parking demand rates primarily collected from single-use, low-density projects with little or no transit access. Even ITE’s findings from “Urban” study areas are comprised of data from very different contexts, including Central Business Districts, Central City (Not Downtown), and “Suburban Centers” such as downtown Walnut Creek, CA. In light of these shortcomings, ITE acknowledges that “additional parking data are needed in order to understand the complex nature

of parking demand,” and cautions that the report “does not provide authoritative findings, recommendations, or standards on parking demand.”⁸

Figure 2-3 below provides an overview of ITE’s findings of peak parking demand rates for several single uses. Despite the limitations of ITE’s methodological approach, these data confirm that parking demand rates are extremely context-sensitive.

Figure 2-3 ITE Parking Demand Rates for Selected Land Uses

ITE Code	Land Use	Unit of Comparison	Average Peak Parking Demand Rate on Weekday: “Suburban”	Average Peak Parking Demand Rate on Weekday: “Urban”
221	Low/Mid-Rise Apartment	Dwelling Unit	1.23	1.20
222	High-Rise Apartment	Dwelling Unit	-	1.37
310	Hotel	Room	0.89	-
444	Movie Theatre	Seat	0.26	-
492	Health/Fitness Club	1,000 square feet	5.27	-
530	High School	Student	0.23	0.09
565	Day Care Center	1,000 square feet	3.16	-
590	Library	1,000 square feet	2.61	-
701	Office Building	1,000 square feet	2.84	2.47
720	Medical Office Building	1,000 square feet	3.20	-
730	Government Office Building	1,000 square feet	4.15	-
820	Shopping Center	1,000 square feet	2.55	-
850	Supermarket	1,000 square feet	3.92	2.27
851	Convenience Market	1,000 square feet	3.11	-
880	Pharmacy/Drugstore	1,000 square feet	2.20	-
896	Video Rental Store	1,000 square feet	2.41	-
931	Quality Restaurant (non-Friday)	1,000 square feet	10.60	-
932	High Turn-Over (Sit-Down) Restaurant with Bar/Lounge	1,000 square feet	10.60	5.55

Guidance for shared parking arrangements from the ULI’s *Shared Parking Manual*. The Urban Land Institute (ULI)’s *Shared Parking Manual* provides policy guidance regarding the maximization of finite parking resources by sharing supply among multiple land uses, often at different times of the day. In other words, the manual describes the mission of shared parking as

⁸ Institute of Traffic Engineers (ITE), *Parking Generation Manual*, 4th Edition (2010), pages 1-2.

“find[ing] the balance between providing adequate parking to support a development from a commercial viewpoint and minimizing the negative aspects of excessive land area or resources devoted to parking.”⁹ Although the manual includes a summary of recommended parking requirements for single land uses, the source for over half of these figures is the ITE’s *Parking Generation Manual* (3rd Edition).

Beyond recommending parking requirements based on industry standards, ULI offers a summary of time-of-day factors (or observed parking occupancy percentages by land use, by user, and by time of day) for weekdays and weekends. These charts reinforce that parking demand is highly variable and dependent on a number of contextual factors, such as location, special event occurrence, and time of day. Finally, although the manual’s analysis of mixed-use developments is limited to regional malls and “town center” style shopping centers that do not include residential components, ULI’s analysis determines that due to time-of-day parking demand variability, parking can be shared among different types of retail and office uses. For instance, the same parking resource may be used primarily by retail and office customers until 6 PM; thereafter, the same supply may be taken over by cinema patrons and restaurant-goers.

⁹ Urban Land Institute (ULI), *Shared Parking Manual*, 2nd Edition (2005), page 1.

COMPARISON WITH SACRAMENTO CITY CODE

Figure 2-4 below shows to a modest extent how Sacramento’s current parking requirements compare with selected parking requirements and parking demand rates from the literature review. For the most part, Sacramento’s existing Code requirements exceed the requirements set by Bay Area TODs even in more suburban contexts, and do not consistently match observed parking demand rates.

Figure 2-4 Selected Sacramento Parking Requirements in Context

Generalized land use	Unit	Parking Requirements			Parking Demand Rates	
		Existing Sacramento City Code	Selected California TOD Requirements	Downtown Plaza (Sacramento TOD) Requirements	ITE Parking Demand Rate	Selected Bay Area TOD Parking Demand Rate
Multifamily Housing (Sacramento "central city"/ITE "urban")	dwelling unit	1.00	0.33 (1)	1.00 (8)	1.20	0.92 (2)
Multifamily Housing (Sacramento "outside central city"/ITE "suburban")		1.50	1.0 (3)	-	1.23	1.07 (4)
Retail (Sacramento "central city"/ITE "urban")	1,000 square feet	0 – 4.00	1.0 (5)	2.00	-	1.45 (7)
Retail (Sacramento "outside central city"/ITE "suburban")		4.00	3.33 (6)	-	2.55	-
Office (Sacramento "central city"/ITE "urban")	1,000 square feet	2.22 (min) 2.50 (max)	1.00 (5)*	1.70*	2.47	-
Office (Sacramento "outside central city"/ITE "suburban")		2.50 (min) 3.63 (max)	3.33 (6)*	-	2.84	-

* On-Street Spaces

Sources:

(1) Gaia Building, Berkeley (Caltrans TOD Database), (2) Archstone, Walnut Creek (Cervero 2009), (3) Atherton Townhomes, Fremont (Caltrans TOD Database), (4) The Hamlet, San Leandro (Cervero 2009), (5) The City Center, Oakland (Caltrans TOD Database), (6) The Village, Fremont (Caltrans TOD Database), (7) Archstone, Fremont (Cervero 2009), (8) Caltrans TOD Database

With the exception of the special regulations for the Central Business District, Sacramento’s current parking requirements assume suburban parking demand rates that are not appropriate for many parts of the city, such as light rail transit-oriented developments, denser mixed-use areas like Midtown, and other future catalyst development sites. For maximum effectiveness, parking requirements should reflect the context-sensitive nature of parking demand.

3 PARKING VARIABLE IMPACTS

This chapter analyzes the effect of various features of the built environment on parking demand, and highlights the importance of modifying parking requirements in light of project context. In order to quantify the effects of features such as transit service and commuter subsidies on parking demand, the analysis utilizes the URBEMIS software model. URBEMIS is a program developed for the California Air Resources Board to calculate emissions resulting from new developments. This program is an industry standard air emissions calculator for California Environmental Quality Act (CEQA) documents and is also used in calculating trip generation rates by using the ITE 8th Edition Trip Generation manual as a base. Since trip generation is closely correlated to parking demand, we have used the model as a proxy to calculate the parking demand reductions that can be anticipated from different measures.

Both ITE trip and parking generation rates are based largely on observations made at single-use sites in suburban locations with free parking, little or no transit service and no transportation demand management programs. The URBEMIS model uses extensive research findings to adjust the trip generation that can be expected when locating high-density development in mixed-use high-density areas with alternative transportation modes available and transportation demand management programs in place.

SITE & NEIGHBORHOOD SETTING

Site-specific conditions can have a significant effect on overall parking and travel behavior. An office located in a dense, compact, multi-use neighborhood with excellent transit service will almost certainly generate significantly less auto demand than an office located in an office park near a freeway exit. Unfortunately, the ITE Parking Generation demand rates make little distinction between these two types of environments¹⁰. In order to show that significant reductions in parking demand are also possible outside the Central City, a hypothetical site was chosen at Folsom Boulevard and 56th Street, an inner-suburban location, to demonstrate the parking demand effects of various factors. Elements that impact parking demand as determined by the URBEMIS model and an appropriate level of parking reduction from each element are summarized below:

¹⁰ As noted in Chapter 2, a large majority of ITE data (including “Urban” designations) was collected in suburban locations. ITE itself cautions that though their data is the most comprehensive currently available, it should be tailored to local conditions. Future editions hope to incorporate the effects of location, parking pricing, transportation demand management, presence of transportation alternatives, etc.

Mix of Uses. Many references point to the impact of “diversity” or mix of uses on parking behavior. The mix of uses is measured by calculating the jobs-housing balance in the area to gauge the potential for employees to take alternative modes of transportation to work. The jobs-housing balance can be derived from employment and housing data from the US Census Bureau and measured within a half-mile radius of the project. For the three scenarios below, the balance of housing and jobs surrounding the site contributed to a 4-7% reduction in demand.

Local Retail. The presence of local serving retail can be expected to further encourage alternative modes as nearby residents can simply access retail on foot, with URBEMIS providing a credit of 2%. This is towards the lower end of the range given in published research,¹¹ in order to avoid double counting with the Mix of Uses mitigation measure described above.

Transit Service. In examining local transit service, it is important to consider both the amount of service (i.e., frequency and service span), and quality of service (particularly speed), which have a strong relationship with ridership.¹² The index used by URBEMIS places an emphasis on frequency, but gives greater weight to rail service (in view of greater speed and comfort). It considers the quantity of bus service within one-quarter mile, and rail service within one-half mile.¹³ Given the high frequency of rail transit in the area combined with commuter bus service, parking demand is reduced by less than 2%.

Pedestrian/Bicycle Environment. Research for the Florida Department of Transportation, the Federal Highway Administration (FHWA) and other organizations has shown that there are numerous statistically significant factors that can assess the quality of the bicycle and pedestrian environment. URBEMIS uses three of the most important variables that are identified in the literature¹⁴ to calculate the quality of the bicycle and pedestrian environment - intersection density, (which measures street connectivity), sidewalk completeness, and bike network completeness. For the project site, one can anticipate a reduction of almost 4.5%.

Parking Price. There is a considerable difference in demand between a free, unconstrained, supply of parking, and paid parking. In fact, parking pricing has been demonstrated to be one of two tools available (the other road tolling) to influence long-term travel behavior.¹⁵ For a daily charge of \$2, URBEMIS estimates approximately an 8% reduction in demand. Note that paid parking is merely included to demonstrate what a powerful trip-reduction and parking management tool paid parking can be, and it does not constitute a recommendation to introduce paid parking in all areas at this time.

In addition to the current physical conditions in and around the project site, transportation demand management programs that an employer or developer might put in place can influence parking demand. The measures suggested below would result in a combined drop of over 2.5% in demand:

Secure Bike Parking. For longer stays, such as during the work day, secure parking increases peace of mind and supports bike commuting.

¹¹ E.g. Parsons Brinkerhoff (1996); and NTI (2000), both cited in Kuzmyak et. al. (2003).

¹² See, for example Kittelson & Associates et. al, (2003); Holtzclaw et. al. (2002) Pratt et. al. (2003); Nelson\Nygaard (2002).

¹³ See Lund et. al. (2004) for a discussion of walking distances to transit.

¹⁴ See, for example, Dill (2003); Parsons Brinkerhoff (1993); Kuzmyak et. al, (2003); Ewing & Cervero (2001); and Ewing (1999). Note that network density is inversely related to block size, which is sometimes considered in the research.

¹⁵ Moving Los Angeles: Short-Term Policy Options for Improving Transportation, RAND Corporation, 2008.

Shared Vehicle/Guaranteed Ride Home/Information. The Guaranteed Ride Home (GRH) program is an important component of commuter subsidy programs as the fear of needing a ride home in case of an emergency during the work day is one of the most cited obstacles to transit use. In addition, a shared vehicle available to tenants or employees can make it easier to leave the car at home by providing a means to run errands or attend meetings during the day. It is important to provide clear information about the availability of these programs – so much so that the provision of transportation information is considered a measure in its own right.

Taken together, these measures lead to significant reductions in parking demand. It is important to note, however, that these factors cannot simply be summed to arrive at a total demand reduction. Several of these factors may “overlap” or reinforce one another. For example, a motorist who opts to use transit due to parking pricing will not be influenced by a free transit pass as he has already stopped driving. Alternatively, certain programs, such as GRH, work best when paired with other programs such as carsharing, but may not be as robust as a stand-alone program.

SAMPLE DEVELOPMENT SCENARIOS

All of the hypothetical developments are set at Folsom Boulevard at 56th Street, an inner suburb, to demonstrate that significant reductions in demand are possible outside the Central City from modest transit service and transportation demand management programs. Based on data from the 2010 US Census, the area within a half-mile radius has 3,946 jobs and 1,821 housing units. The area has commuter bus service, with a morning and afternoon service each from lines 210 and 211. It is also less than a half-mile from the Gold Line light rail station at 59th and Folsom. Most streets in the area have sidewalks on both sides, and one of the four arterial/collector streets has a bike lane.

The street network is relatively complete, but has some large suburban blocks and many T-intersections that reduce walkability. The network has 308 valences per square mile (total intersection legs), compared to a dense downtown grid with all 4-way intersections which might have 1300 valences per square mile.

Note that these scenarios are purely hypothetical, and do not constitute recommendations. For example, the priced restaurant parking is merely intended to illustrate the effects of paid parking on parking demand.

Scenario 1 – Restaurant

This scenario includes a simple 6,000 square foot restaurant that is equal to a typical suburban restaurant in transportation characteristics except that this scenario assumes a \$2 daily parking charge in addition to the physical characteristics and transit services described above.

Scenario 2 – Residential

Scenario 2 includes a 100 unit mid-rise apartment building that is equal to a typical suburban mid-rise apartment building. However, this scenario assumes the development is denser than a standard suburban development at one acre, contains 15% below-market rate units, and is located near local serving retail. All the physical characteristics and transit services above are also included.

Scenario 3 – Mixed Use

In this scenario, we assume an 80 unit mid-rise apartment building with 15,000 square feet of ground floor retail. This development, though, is denser than a standard suburban development at one acre, contains 15% below-market rate units, a \$2 daily parking charge, and a host of supporting TDM measures including bicycle parking, a Guaranteed Ride Home program, on-site carsharing, an employee transportation coordinator, a carpool matching service, and preferential carpool parking. All the physical characteristics and transit services above are also included.

All three development scenarios result in significantly lower parking demand rates than those found in typical suburban developments (as observed by ITE). This has a profound effect in terms of parking requirements as it demonstrates that not only do highly visible measures, such as transit service, have an impact on parking demand, but other factors such as introducing a mix of uses to allow users to access multiple uses by foot, have an even greater impact. Figure 3-1 summarizes the reductions for each hypothetical project.

Figure 3-1 Parking Reductions Based on Project Setting and Current Parking Policy

Scenarios	Total Floor Area/Units	% Reduction in Parking Demand
1- Restaurant	6,000	24%
2- Residential	100	43%
3 – Mixed Use	15,000 + 80	27%

4 THE PHYSICAL DIMENSIONS OF PARKING

This chapter analyzes the development standards and design guidelines of parking as they relate to the City Code. These features impact the safety and efficiency of parking facilities as well as the look and feel of parking to better incorporate it into the community. The chapter is divided into the following sections:

1. Parking stalls and parking lot design
2. Types of parking
3. Landscaping
4. Other innovative practices

Each section describes the standards currently included in the City’s Zoning Code, provides examples of best practices from other cities, and recommends the next steps for consideration during the update process of the City of Sacramento’s Parking Code.

PARKING STALLS AND PARKING LOT DESIGN

Current Code

City Code Section 17.64.030 provides minimum standards for the physical dimensions for parking stalls, maneuvering areas, and lot design for multi-family and non-residential off-street parking areas.

Figure 4-1 Multi-Family and Non-Residential Use Parking Design Standards

Standard Car				Compact Car			
Type	Stall Width	Stall Depth	Maneuvering Width	Type	Stall Width	Stall Depth	Maneuvering Width
90 degree	8 feet	18 feet	26 feet	90 degree	7.5 feet	16 feet	25 feet
60 degree	8 feet	20 feet	20 feet	60 degree	7.5 feet	18 feet	19 feet
45 degree	8 feet	19 feet	14 feet	45 degree	7.5 feet	17 feet	13 feet
30 degree	8 feet	16 feet	12 feet	30 degree	7.5 feet	14 feet	12 feet
Parallel	9 feet	24 feet	12 feet				

Note: Approvals for other types of angles are determined by Planning Commission.

Case Studies

On review of codes from other cities such as Los Angeles, San Jose, Monterey, Beverly Hills, and Portland, OR, it was found that these codes provide more flexibility in the physical dimensions of the parking bay design based on greater choices for parking angles and corresponding maneuvering widths.

For example the City of Los Angeles (LA) recommends a minimum standard parking stall width of 8'4" and depth of 18 feet. However, the LA Code also provided the flexibility of using wider stall dimensions based on the angle of parking and required maneuvering width. Therefore, the stall size may vary between 8'4" to 9'4" based on parking angles, drive aisle width and parking circulation design.

In terms of parallel parking, the City of San Jose mandates stall widths of 8' and lengths of 20' to 22' for compact and full-sized spaces, respectively. These dimensions are typical of many cities.

Another approach to parking stall dimensions can be to mandate a minimum area requirement as seen in the City of San Francisco Code. An excerpt of the parking stall dimension from the San Francisco code states:

Each independently accessible off-street parking space shall have a minimum area of 144 square feet for a standard space and 112.5 square feet for a compact space, except for the types of parking spaces authorized by Paragraph (a)(4) below and spaces specifically designated for persons with physical disabilities, the requirements for which are set forth in the Building Code. Every required space shall be of usable shape. The area of any such space shall be exclusive of driveways, aisles and maneuvering areas.

By requiring minimum area for parking space, the City of San Francisco provides flexibility for narrower stall widths based on project context.

Industry Standards

The Urban Land Institute (ULI) has produced some of the latest parking geometric standards. The ULI's The Dimensions of Parking¹⁶ handbook is currently one of the most authoritative sources on parking dimensions, and is the result of a 30-year collaboration between the ULI, the National Parking Association, and leading practitioners. In comparison to the current Sacramento parking space size requirements, ULI's dimensions are smaller in length, but provide slightly wider stall widths (although flexibility is given ranging from 8'3" to 9'0" depending upon the anticipated amount of parking turnover). The most significant difference in ULI's standards is the maneuvering width. Whereas Sacramento's Code calls for widths from 12 to 26 feet, ULI recommends widths from 11 to 23 feet, which represent significant space savings. A review of standards from the Institute of Transportation Studies (ITS) Fundamentals of Traffic Engineering revealed similar dimensions to those of ULI.

Figure 4-2 ULI Parking Standards¹⁶

Standard Car			
Type	Stall Width	Stall Depth	Maneuvering Width
90 degree	8 feet 3 inches – 9 feet	18 feet	23 feet
60 degree	8 feet 3 inches – 9 feet	19 feet	13 feet 6 inches
45 degree	8 feet 3 inches – 9 feet	17 feet 7 inches	11 feet 10 inches
30 degree	8 feet 3 inches – 9 feet	15 feet 1 inch	11 feet

In addition to their recommendations regarding stall and maneuvering sizes, ULI also notes that compact parking spaces may not be effective in today’s auto-market. When compact stall guidelines were first established, vehicles were generally very large or very small, which made compact spaces essentially self-regulating. Since that time, however, small vehicle sizes have tended to increase as fuel-efficiency standards have improved leading to a large concentration of mid-sized cars. ULI observes that, “by the late 1980’s, over two-thirds of vehicles sold in the U.S. were within 1 foot in length and a few inches in width of the traditional boundary between large and small cars.” The result has been for larger vehicles to attempt to park in compact spaces resulting in encroachment on other parking spaces. It should be noted, however, that future changes to gas prices may affect average vehicle sizes by increasing the market for smaller vehicles.

Observations/Recommendations

The City of Sacramento’s standard parking stall size of 8’ x 18’ at 90 degree angle is narrower in width compared to standard stall sizes in LA (8’4” x 18’), Portland (9’ x 18’), and ULI (8’3”-9’ x 18’). Both the latter require minimum stall sizes, but provide flexibility based on greater parking angle and bay design choices. In addition, Sacramento’s parallel stall sizes of 9’ x 24’ are larger than those of San Jose and other comparable cities.

It is recommended that the City provide more flexibility in parking lot design by allowing for lower minimum stall depth and maneuvering width dimensions for non-parallel spaces to offer developers the opportunity to meet site-specific needs. Parallel space sizes should be reduced to a minimum of 8’ x 22’. By providing these minimum standards, the City can ensure both efficient parking space access and circulation design of the parking lot to minimize both on-street queuing and ingress/egress conflicts with pedestrians and bicyclists.

Based on the review of minimum compact car stall sizes in other cities and ULI’s concerns regarding compact spaces, Sacramento should reduce the stall depth for compact cars by almost one foot and increase the allowable number of compact spaces to 50%. Requiring a 15-foot stall depth for compact parking stalls along with guidance for longer end stall depths for maneuvering requirements is a standard practice for all the other cities reviewed. However, planning staff’s approval should be required to introduce compact spaces once the applicant has shown that they can function properly.

All of these recommendations are detailed in Chapter 6.

¹⁶ Urban Land Institute, The Dimensions of Parking, 5th Edition, 2010.

TYPES OF PARKING

Current Code

City Code section 17.64 contains guidance on both permanent and temporary on-street and off-street parking types under same or different ownership. However, the intent of the section is to provide parking on the same site as the land use it is intended to serve.

Parking requirements are based on mostly minimum requirements per land use and in some cases maximum ratio. Parking standards are focused on automobiles and bicycles.

Case Studies

Cities such as LA, San Diego, San Francisco and Portland provide more flexibility in the parking lot placement and types by allowing for shared or joint-use parking, tandem parking (attendant serving or mechanical automobile lifts), motorcycle parking and includes guidance on other creative ways to reduce parking demand and footprint through access to transit and implementation of transportation demand management techniques (such as carpool spaces, rideshare information sharing, flex-schedules, etc). For example, LA's Code contains Code language specific to tandem and mechanical lift parking:

- 1. Tandem parking stalls are permitted in public garages and public parking areas providing an attendant. A "Covenant and Agreement to Provide Parking Attendant" will be required.*
- 2. Tandem stalls are permitted in private parking garages and private parking areas provided:
 - a. At least one parking stall per dwelling unit and all stalls required for any guest parking shall be individually and easily accessible.*
 - b. At least one standard stall per dwelling unit shall be provided.**
- 3. Tandem parking shall be limited to a maximum of two cars in depth except for additional parking required in accordance with Section 12.21A17(h).*
- 4. Mechanical automobile lifts and robotic parking structures complying with Section 12.21A5(m) can be used to provide required parking spaces. A mechanical automobile lift can be used with each pair of tandem stalls.*
- 5. When determining access aisle widths for tandem parking having both standard and compact stalls in tandem, the aisle widths for standard stalls shall be used.*

San Diego's Code also contains Code text relating to mechanical automobile lifts:

Mechanical automobile lifts may be incorporated into developments to meet required parking in any area where tandem parking is permitted as identified in section 142.0555, or where the mechanical automobile lift design allows for access to a specific car on demand. Parking spaces within the lift may be counted towards the required parking requirement. The mechanical automobile lift shall be fully enclosed in a structure.



Mechanical Automobile Lifts

Source:

<http://www.flickr.com/photos/maveric2003/2256685517/sizes//in/photostream/>

Portland's Code offers parking exceptions to encourage transit and bicycle use:

Transit-supportive plazas and bicycle parking may be substituted for some required parking on a site to encourage transit use and bicycling by employees and visitors to the site. The required parking numbers correspond to broad use categories, not specific uses, in response to this long term emphasis. Provision of carpool parking, and locating it close to the building entrance, will encourage carpool use.

Observation/Recommendation

The City's Code already includes guidance regarding attendant-served parking facilities. However, there should be greater flexibility given to planning staff to allow for tandem parking, valet parking, and stacked mechanical lift parking where appropriate. The Code should also allow for shared parking uses to help facilitate these arrangements. These changes can be especially effective in managing parking demand in the Central City and are discussed in greater detail in Chapter 6.

LANDSCAPING

Current Code

The current Code's sections 17.64.030 and 17.64.040 include guidance on parking lot landscaping such as requirements for tree shading, vehicle overhang, plant installation and maintenance. Tree shading is covered in greater detail in 17.68.040. The current code also includes requirements for stormwater management in sections 13.16 and 15.92, which is particularly critical to parking because of the large areas of impervious surfaces typically involved. There is also some guidance in terms of paving and lighting to be used. However, the paving and lighting standards may be further enhanced by including guidance for energy efficiency, and reduction of urban heat island effect through use of high albedo (reflection coefficient) materials.



Source: <http://www.flickr.com/photos/egoant/3550812094/sizes//in/photostream/>

Case Studies

Cities such as San Francisco and Portland have parking lot landscaping guidance that responds to the need for stormwater management and reduction of urban heat island effect. San Francisco's Code contains informative language regarding interior landscaping and permeable paving:

All permanent parking lots are required to provide 1 tree per 5 parking spaces in a manner that is compliant with the applicable water use requirements of Administrative Code Chapter 63 and a minimum of 20% permeable surface, as defined by Section 102.33 Permeable Surfaces. The trees planted in compliance with this Section shall result in canopy coverage of 50% of the parking lots' hardscape within 15 years of the installations of these trees. Permeable surfaces and grading shall be coordinated so that stormwater can infiltrate the surface in areas with less than 5% slope.

Other standards, such as those found in Gilbert Arizona's Commercial and Industrial/Employment Design Guidelines, include cool pavement guidelines:

"Section B, Site Design and Planning, Vehicular Circulation and Parking:

d) Disperse parking into smaller fields instead of large paved areas and consider cooler paving materials.

h) Use of canopy trees in parking lots to break up the scale of large parking lots, provide additional shading and reduce "heat island" impacts."

Observation/Recommendation

Tree shading requirements for parking lots (Section 17.64.040) should be enhanced by adding a list of more climate appropriate plants to the tree shading requirements. For example, San Francisco Public Utilities Commission's (SFPUC) Low Water Use and Climate Appropriate Plant List identifies hundreds of plants, their water use rankings, and appropriateness to San Francisco's climate. Adding diagrams to explain landscape setbacks may also be helpful. Figure 4-3 and Figure 4-4 show some examples of diagrams explaining landscaping setbacks within parking lots from the Portland Zoning Code.

Figure 4-3 Portland, Oregon Landscape Strips Diagram

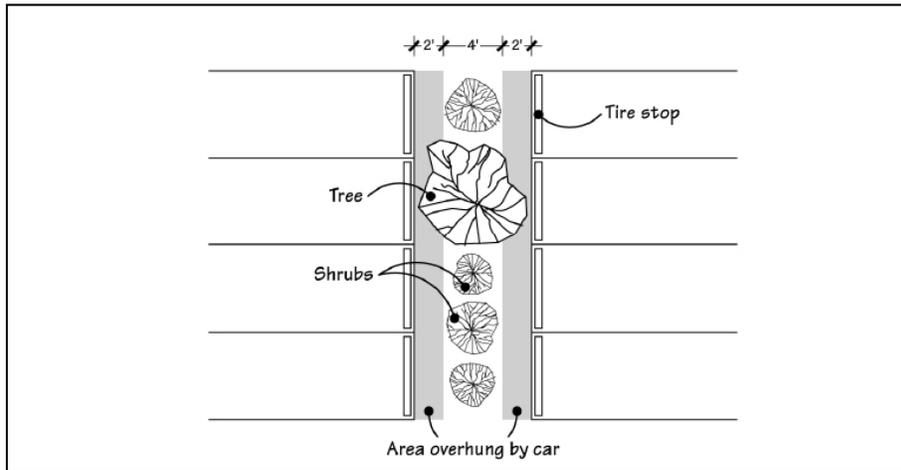
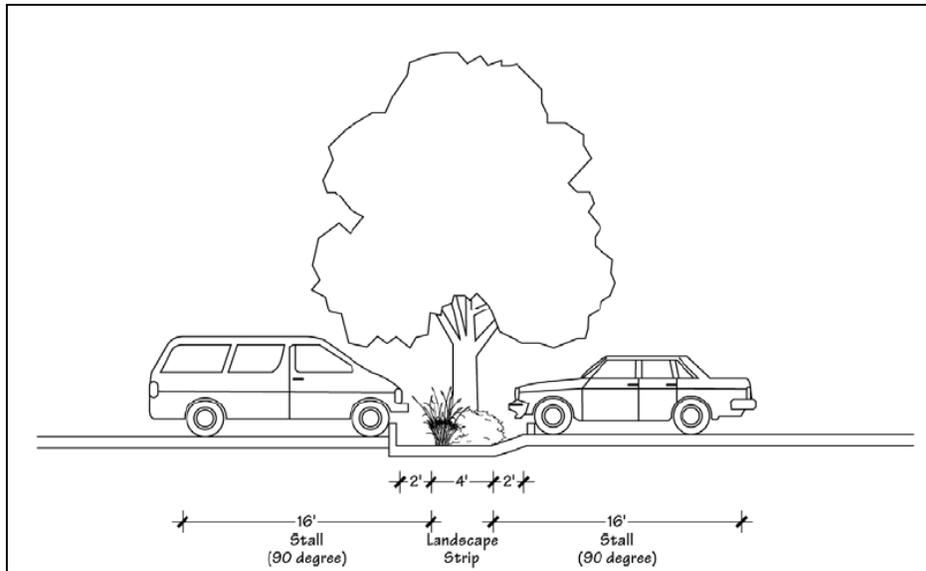


Figure 4-4 Portland, Oregon Parking Landscaping Diagram



Paving requirements (Section 17.68.020) should also be revised to include guidance of permeable paving surfaces and high albedo paving materials in order to reduce stormwater runoff and urban heat island effect.

OTHER INNOVATIVE PRACTICES

Section 17.64 of the City's current parking code could be further enhanced with the addition of allowing relief from minimum parking requirements if developers implement carsharing. Carsharing programs allow people to have on-demand access to a shared fleet of vehicles on an as-needed basis. Usage charges are assessed at an hourly and/or mileage rate, in addition to a refundable deposit and/or a low annual membership fee. Car sharing is similar to conventional car rental programs with a few key differences:

- System users must be members of a carsharing organization.
- Fee structures typically emphasize short-term rentals rather than daily or weekly rentals.
- Vehicle reservations and access is "self-service."
- Vehicle locations are widely distributed rather than concentrated.
- Vehicles must be picked up and dropped off at the same location.

Carsharing programs reduce the need for businesses or households to own vehicles, and reduce personal transportation costs and vehicle miles traveled (VMT). Through car sharing, individuals gain access to vehicles by joining an organization that maintains a fleet of cars and light trucks in a network of locations.

Car sharing has sometimes been referred to as the "missing link" in the package of alternatives to the private automobile. For example, vehicles available near a person's workplace or school can enable them to commute to work via transit or other means, knowing that they'll have a carshare vehicle available to them throughout the day for unanticipated work or personal trips but will pay for the service only if it is needed and on an "a la carte" per-trip basis. San Francisco's code (Article 1.5: Section 166) is unique in having established carsharing standards.

5 REAL ESTATE ANALYSIS

This chapter summarizes research and findings regarding the feasibility of current central Sacramento on-site parking standards and their impact on real estate development and investment in the Central City. It also assesses the cost and value of parking from a development perspective, in order to provide the basis for an economically accurate voluntary in-lieu fee program. Findings and pro forma financial evaluation (see Appendix B) are based on in-depth interviews with commercial and mixed-use developers and brokers with recent experience entitling and building projects in the central business district, midtown and surrounding inner commercial corridors, as well as local, regional and national survey data regarding cost inputs and financial terms. These tasks have been undertaken in order to assist in evaluating and refining existing parking standards and proposing new regulatory practices that better meet demand for on-site parking in the Central City, allow for the complexities of in-fill development, and meet smart growth and downtown revitalization goals.

ON-SITE PARKING AND CENTRAL CITY REAL ESTATE DEVELOPMENT

Strategic Economics interviewed the following individuals regarding the role of parking in real estate development in central Sacramento: John Frisch (Cornish & Carey Commercial), David Taylor (David S. Taylor Interests, Inc.), Mike Notestine (Mogavero Notestine Associates), Brian Holloway (Holloway Land Company), Steve Hester (Trammell Crow Residential), David Gull (New Helvetia Brewing Company, Inc.), Julie Young (Young Clifford, LLC and Valley Commercial Contractors, LP), and John Hodgson (The Hodgson Company). Interviews were conducted between November 1st and December 15th, 2011. Questions covered a range of issues, including:

- Demand for parking from tenants and buyers for different use types
- Recent experience programming, entitling, financing, building and selling or leasing projects in the Central City
- Alternate methods of regulating on-site parking
- Development cost and pricing of parking spaces by construction type
- Use of parking in projects

The following findings also draw on group interviews of key informants conducted by the consultant team (September 29th and 30th, 2011), round-table session conducted by City staff with the Strategic Development Task Force of the Sacramento Downtown Partnership (October 27th, 2011) and review of survey data collected by Planning staff regarding projects that have requested parking waivers, or other parking exceptions, between 2006 and 2011.

Key informants have a broad range of development and leasing experience in central Sacramento. Given the sensitivity of parking demand and pricing to location, as well as the significance of site and project size in programming for on-site parking, as wide of an experience base as possible was sought in selection of interview subjects. Project types discussed in detail include mid- to high-

rise office and mixed commercial, vertical mixed retail, restaurants, services and residential on sites ranging from 6,400 square feet to four and a quarter acres, small-lot single family, and retail adaptive re-use. Project locations include Downtown, Midtown, R Street, Alhambra Boulevard and Broadway.

The following findings are based on the local experience of Sacramento's development community, as well as Strategic Economics' broader knowledge of urban real estate market dynamics and the sensitivity of development feasibility to parking ratios and construction types. Whenever possible, findings are linked to specific recommendations that can be implemented through reform of existing parking standards or regulatory practices.

KEY FINDINGS

1. The impact of parking standards on development feasibility is highly sensitive to the size of the site and scale of the project, especially for mixed use projects.

It is increasingly difficult to fit the current amount of parking required into a buildable project as the site and project become smaller. This is broadly true, from both a design and a financial perspective. A larger site offers greater opportunity to program in parking alongside other uses in an efficient way, as well as allowing the potential for some spaces to be built more cheaply through surface parking. A larger project, such as a high-rise project in the Downtown, is at such a height and scale of magnitude as to require steel-frame construction, and therefore structured parking, which is effectively less expensive than concrete podium construction. The greater amount of parking required for a larger project also provides for a lower cost per unit, through efficiencies of scale. Finally, parking is often bundled in with other uses as an amenity, rather than being offered as a distinct real estate product type that is priced separately, and is effectively subsidized by the income generated by other uses. This means that larger projects are more financially able to support higher parking ratios, because they also benefit from efficiencies of scale achieved by other income-earning uses.

Developers of larger projects in both Downtown and the commercial corridors emphasized that their ability to accommodate or exceed current standards for residential and office was largely due to the size of their projects and sites. Developers of small mixed use and retail projects, i.e. less than 20,000 square feet, reported great difficulty accommodating current standards on-site, especially for retail, restaurant and services uses, and all attained some combination of off-site parking allowance and/or parking waivers. Small in-fill sites are especially challenging for mixed use, given the complexity of vertical mixed use development programs.

Recommendation: Current standards exempt retail development projects on lots of less than 5,200 square feet in the Central City from providing parking. A more appropriate ceiling for a parking exemption would be for retail, restaurant, and service uses on a typical historic single-family Midtown lot size, or no more than 6,400 square feet. In addition, retail, restaurant, and service uses within larger vertical mixed-use projects should be exempt from minimum parking requirements as long as at least 50% of its square footage is devoted to residential uses in order to create a truly mixed use environment that decreases both parking demand and traffic generation. Given the longer duration of office and residential parking, size exemptions are not proposed, as parking for small increments of these uses are better managed by secured off-site or shared

parking solutions, or payment of an in-lieu fee that contributes to better use of existing parking and transit resources.

2. Current parking requirements associated with storefront commercial uses are exceeding parking demand rates associated with urban retail, are onerous for in-fill projects, and are overly specific.

Developers of mixed use or retail, restaurant or services projects pointed to the inappropriateness of current retail standards for urban shopping districts, the infeasibility of building projects that meet these standards, and the challenge of meeting the specificity of standards for different types of tenants that change over time, or are uncertain at the time of entitlement.

Demand for retail parking in urban shopping districts

Current on-site general retail parking requirements in the Central City are two and a half spaces per 1,000 gross square feet for the first 5,200 to 9,600 square feet and four per 1,000 for the area in excess of that. Current on-site parking standards for a beauty shop, a typical personal services business in a walkable urban shopping district, are four spaces per 1,000 gross square feet. Current on-site restaurant parking standards are one space per three seats, regardless of location. For a typical 2,800 square foot restaurant, this would result in the need for approximately 37 on-site parking spaces, or 13 spaces per 1,000 square feet.¹⁷

Each of these uses might require the above described dedicated amounts of parking *at peak use* and if located outside of walking distance of other businesses with complementary business hours that also provide on-site parking. However, most businesses within the Central City, in particular within the Downtown and Midtown, are located within walkable urban shopping areas that include anywhere between four and fifteen businesses in a single block.¹⁸ While some urban shopping areas may have concentrations of particular business types that are a niche destination (i.e. restaurant row), the majority of urban business districts are mixed within blocks, offering an array of businesses that achieve synergies through being complementary, rather than depth of choice in a particular business type. Because different types of businesses have different hours of operation, and different times of peak demand for parking, it is unnecessary and inefficient for buildings in districts containing complementary businesses to provide 100% of potential demand for parking for each individual business.

For example, the south side of the 2400 block of K Street in Midtown includes the popular Mexican restaurant, Tres Hermanas. This restaurant is open from lunch through dinner, Monday through Friday, and all day, Saturday and Sunday, but experiences peak use Friday, Saturday and Sunday nights. Located on the same block are a hair salon, a skincare aesthetician, and a fashion boutique, as well as several health care associated office uses. Across the street are a tattoo parlor, gift shop, specialty clothing shop, City Bicycle Works and a laundry. The majority of these retailers and personal service businesses are open all day, all week, but close in the early evening

¹⁷ This is approximately the size of a sit-down restaurant that could be accommodated on a typical single Central City in-fill parcel with on-site residential or office parking in the rear. Restaurant space is typically 40% kitchen and 60% eating area; approximately 15 square feet is required per seat.

¹⁸ This range of the number of businesses was derived from the Midtown Alley Survey, Yelp and Google Maps business listings for central Sacramento.

on the weekends. Demand for parking for the restaurant and retail or personal services businesses are concentrated at different times of day; additionally customers may park once and shop at more than one business. Current retail parking standards do not take into consideration the character of urban shopping districts and would produce excessive amounts of parking, if applied.

Recommendation: Create context-sensitive standards that reflect the range of hours of operation and peak customer hours for businesses common to urban shopping districts, the walkability of these areas, and the increased likelihood that customers park once and visit multiple establishments, or take transit. Allow for shared parking solutions that take advantage of this potential, as-of-right.

Feasibility of standards

Many of these uses in Midtown and the inner commercial corridors are located in one or two-story older single family homes or commercial buildings with 60 percent or less lot coverage and rear or front surface parking that may not meet current standards. Current C-2 NC zoning is intended to encourage development of new housing in commercial corridors in low to medium density residential neighborhoods and allows a building height of 45 feet.¹⁹ With on-going expansion in the market for urban apartments, and the strength of an existing stable tenant with potential for expansion, such a property might be feasible for mixed-use redevelopment in the near to mid-term future. However, for any of these properties to be redeveloped as mixed-use projects that would include current tenants as ground-floor storefront uses, a significant amount of required retail parking would have to be waived, or receive a special allowance for off-site parking.

For example, as the ground floor tenant in a new building, Tres Hermanos, which is currently approximately 3,150 square feet including outdoor seating area, would require approximately 42 on-site parking spaces. Assuming podium or structured parking requires at least 320 square feet per space for the stall and circulation, approximately 13,440 square feet of on-site retail parking would be required to meet the current standard. Given the parcel's total size is approximately 7,425 square feet, two entire floors of built space would be devoted to retail parking alone; this is infeasible. Even half the current standard, or one space per six seats, would result in an entire floor of dedicated restaurant parking. *All* developer interview subjects described current on-site retail parking standards, especially restaurant standards, as impossible to accommodate and all built projects received waivers and/or allowances for off-site parking. If the City wishes to see C-2 NC zoning have its intended effect of stimulating mixed use in-fill, retail standards should be adjusted down considerably.

Recommendation: Adjust on-site parking standards for restaurants so that the amount of space devoted to parking is roughly commensurate with the amount of space devoted to the restaurant use (i.e. no greater than 3 spaces per 1,000 square feet). Adjust commercial categories for storefront retail and personal services businesses that have more evenly distributed customer flows so that the amount of space devoted to parking is approximately one quarter of the space devoted to storefront commercial uses (i.e. no greater than 1 space per 1,000 square feet). Allow off-site parking as-of-right.

¹⁹ City of Sacramento Zoning Map Book, page 7.

Specificity of commercial categories

Current parking standards include six distinct standards for commercial and recreational uses that are likely to locate in storefront spaces in the Central City: beauty shop (4 spaces per 1,000 gross square feet), medical and dental clinic or offices (5 per 1,000 square feet), restaurant/bar/brew pub (one per three seats), retail store (2.5 spaces per 1,000 square feet up to 9,600 square feet, 4 spaces per 1,000 square feet in excess of 9,600 square feet), athletic club/fitness center (10 spaces per 1,000 square feet), pool or billiard hall (two spaces per table). These distinctions in requirement mean that successive businesses moving into the same retail space over time are asked to provide changing amounts of on-site parking within a site and building which has not changed except for tenant improvements. Because this is not possible, every change in tenancy which includes a change between categories requires discretionary waivers or allowances for off-site parking. This additional effort and risk complicates the leasing process for both tenant and landlord and discourages change in business type that may be necessary to keep space occupied and encourage business growth.

Additionally, because retail tenancy is a moving target and a business that is looking for space now is unlikely to be able to wait through a nine-month entitlement process, in-fill development projects must generally proceed with entitlements processes well before finding storefront tenants. The required on-site retail parking may then change depending on the eventual tenant. One developer recounted having the on-site parking requirement for a mixed-use project change due to storefront tenancy *after* receiving the building permit and build-out of the external shell of all buildings.

Recommendation: Where appropriate, collapse storefront commercial categories or develop identical requirement for multiple categories. It is recommended that uses that have concentrated customer usage during peak hours, such as restaurants and exercise studios, have a common standard, and that uses that have more evenly distributed customer patronage, such as retailers, beauty salons and small medical offices, have a common standard.

3. Current Central City office and residential parking standards are generally in keeping with the current market. However, greater flexibility to meet market demand for on-site parking as it evolves over time is desirable.

The availability of on-site parking is viewed by residential buyers and office buyers and tenants as an essential amenity that strongly influences the value of the residential or office product. Most of the developers interviewed stated that on-site parking for office and residential uses is best determined by the market. Development projects that are slow to lease or sell due to insufficient parking (or other characteristics) influence the ability of future similar projects to obtain financing because equity investors and lenders closely monitor the lease-up or sale of comparable projects in defined market areas. In general, developers expressed a preference for greater flexibility to build projects that meet market demand.

At the same time, developers and brokers of office space in the Downtown were generally satisfied with current standards, including the maximum of not more than one space per 400 square feet. One developer reported that a recent Downtown office project developed to existing standards has only leased approximately 70 percent of parking; however, earlier projects have leased all parking. One office broker described differences in types of office tenants: public tenants have

less need for on-site parking than private tenants, for example. The large amount of existing commercial parking available in Downtown is also a resource that new projects should be allowed to draw on.

Developers of larger in-fill residential projects thought the current one parking space to one unit ratio for multi-family projects of three units or more was in keeping with the current market. One developer described a significant price differential for units without parking. However, developers of smaller mixed use projects (i.e. less than six units) as well as below-market rate developers reported that there is a niche market of buyers interested in living without a car, or alternately, parking on street, given a lower price. It should be noted that all residential or mixed use projects discussed were entitled prior to the recession and therefore were designed as for-sale projects, although most are currently renting due to the recession and financial crisis. Given the current strength of the apartment market and likely on-going restriction of mortgage credit, central Sacramento may begin to see project proposals designed as apartments, rather than condominiums. Because renters are less sensitive to the availability of on-site parking, there is potential for demand for a greater number of units without parking.

Recommendation: In order to allow greater flexibility to build projects that meet market demand as it evolves over time, reduce current residential standards to allow the inclusion of units without parking (i.e. a ratio of less than 1:1). Allow off-site office parking, as-of-right.

4. The current entitlement process regarding parking creates uncertainty and absorbs an inordinate amount of time and resources.

Since current retail parking standards cannot be met by infill projects, all projects, including retail discussed with interview subjects, required special public hearings regarding parking waivers or allowance of off-site parking. While these waivers or allowances are frequently approved, the need for public hearings increases the cost of the entitlement process, delays the approval of projects and increases the risk associated with entitlements. While Strategic Economics did not interview lenders active in the Sacramento market as part of this effort, it is generally true that the greater the risk associated with a project, whether market, entitlement or construction risk, the greater the cost of financing. The uncertainty of the Sacramento approvals process may increase the cost of development by raising the cost of equity and lending capital.

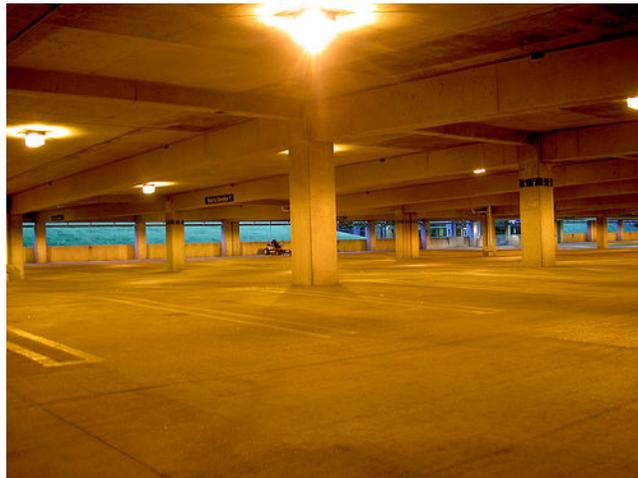
Developers described lengthy entitlement processes involving multiple discretionary reviews that re-opened questions of parking requirements. One example, a significant mixed use development on one of the inner commercial corridors, involved the re-opening of retail parking requirements at permitting for tenant improvements and certificate of occupancy, long after a year's long entitlement process, issuance of a building permit, and *construction* of the project's external shell. This degree of uncertainty regarding entitlements is a significant barrier to new development. It penalizes smaller projects that are less able to absorb unexpected fees for re-design, legal and other consultant cost over-runs, as well as the cost of delay (i.e. renewing options, etc.). It also inserts greater opportunity for political influence over entitlements processes, rather than established public policy direction.

Recommendation: Reduce requirements for public hearings before appointed or elected bodies. Increase the certainty of the approvals process by bringing standards into better alignment with the market (as previously recommended), providing a greater number of as-of-

right options, such as off-site parking, shared parking a future voluntary in-lieu fee. Allow staff greater authority to grant waiver requests without public hearing, as appropriate.

5. The Central Business District and many areas within Midtown and the commercial corridors have significant parking reserves, whether in existing parking garages, surface lots or rear alley-loaded lots that should be maximized before additional commercial parking is built.

Many key informants mentioned that most of the areas in which they've developed projects and struggled with on-site parking requirements have significant amounts of existing under-used parking. Some of this existing parking is publicly available but poorly used because it is either difficult to locate or potential users choose instead to park for free in residential neighborhoods. Current reforms to the residential permit parking program should assist with the latter issue, the former requires a coordinated parking information and signage system. Other parking reserves are owned by the state and reserved for state employees. While obtaining access to this parking requires an ongoing, long-term effort with uncertain result, the alternative is requiring highly challenged in-fill projects on the edge of the urban core to provide additional parking within blocks of major under-used reserves.



Building more parking is often not the appropriate solution
Source: <http://www.flickr.com/photos/timsamoff/17388830/>

Recommendation: Maximize use of existing parking for new development, before requiring additional on-site commercial parking. Other California cities, such as Pasadena, use a parking credit program to allow new in-fill projects to make use of existing public parking for a modest annual fee. When existing parking reserves are completely subscribed on a shared basis, these credits are no longer available. Sacramento could use such a program to organize use of existing parking and help pay for a parking information and signage system.

PROPOSED FUTURE VOLUNTARY IN-LIEU PARKING FEE FORMULA & FINDINGS

As part of the Sacramento Parking Standards Update, staff is evaluating the potential for a voluntary in-lieu fee program to provide an alternative method for development projects, or new uses within existing buildings, to meet on-site parking requirements. A voluntary in-lieu parking fee program allows proposed projects or uses to pay a designated fee rather than provide an on-site parking space. The purpose of the program is not to impose an additional fee on development but to provide an alternative for projects having difficulty meeting on-site requirements.

Findings regarding programs in other cities

Voluntary in-lieu parking fee programs have existed for decades at more than a dozen cities in California, both large and small.²⁰ Programs are typically one-time fees, often based off of the cost of constructing public structured parking, and are intended to help pay for building shared public parking garages that provide parking for those projects that paid into the fund. However, both because the fees for these programs are typically quite high and because fee revenue is unpredictable and therefore challenging to use as a revenue base for bond financing, the programs have been little used and have not generally resulted in new parking garages.²¹

One of the few cities in which the voluntary in-lieu parking fee program is well-used, the City of Davis, has amended their program multiple times since the 1970s in order to better encourage re-investment in the downtown. In 1998, the City created a fee reduction program that allowed waivers or reductions in the fee based on meeting specific policy objectives. While better used, the fee reduction structure was found to be cumbersome and uneven in application and in 2004 the City adjusted the fee to “be set at a rate that does not recover the full cost for structured parking downtown but requires a ‘fair share’ contribution to the development of such parking facilities.” The fair share contribution was determined to be \$4,000 per space for uses in the Central Commercial and Mixed Use Zoning Districts.²²

The City of Pasadena also provides an alternate means for providing required on-site parking in Old Pasadena that has been well-used. Applicants may pay an annual fee for “zoning credit parking spaces,” or publicly available spaces within existing facilities. Existing parking may be



Old Pasadena

Source: <http://www.flickr.com/photos/fboyd/1308044100/sizes/z/in/photostream/>

oversubscribed by not more than 50 percent, and capacity is limited to existing or planned and financed garages. This program has also been well-used as long as there has been sufficient capacity at existing public parking garages built in the 1980's and subsidized via tax increment finance. These garages are, however, currently reaching over-subscription and new garages are required. Because the annual parking credit fee has been adjusted down multiple times in keeping with the recommendation of advisory boards dominated by merchants, the current fee of \$151 per year provides only six percent of required debt service on existing

²⁰ Californian cities with voluntary in-lieu parking fee programs include Berkeley, Beverly Hills, Carmel, Claremont, Concord, Culver City, Davis, Emeryville, Hermosa Beach, Huntington Beach, Lafayette, Manhattan Beach, Millbrae, Mill Valley, Mountain View, Palm Springs, Palo Alto, Pasadena, San Francisco, San Luis Obispo, San Rafael, Ventura, Pismo Beach and Walnut Creek.

²¹ A recent survey conducted by Nelson\Nygaard found that eight out of thirteen cities surveyed had in-lieu fees of over \$20,000 per space.

²² Staff Report to City Council, City of Davis, January 28, 2004.

garages. This is not sufficient to meet the finance gap between parking revenues and the cost of development, so the on-going viability of the program rests on procuring other means of subsidy.

Proposed Sacramento parking in-lieu fee formula method and outcome

When asked about the potential utility of a voluntary parking in-lieu fee program for Sacramento, developer interview subjects were cautiously optimistic. Most expressed that this could be a useful alternative, but cautioned that current standards must be updated first so that the in-lieu fee does not become a de facto additional fee given that current retail parking standards are infeasible for in-fill development. With appropriate reforms to current standards, such as those recommended here and in Chapter 6, a parking in-lieu fee program provides projects with a reliable alternative means of meeting standards when all required on-site parking cannot be accommodated.

In order to provide the City with a fee structure that has an economically valid basis, it is proposed that the fee be derived from the actual cost and value of providing on-site parking to development projects. Other cities have based their fees on the cost of building public parking, with results ranging from \$8,000 to \$67,100, depending on when those fees were proposed, how they are updated and the cost of public construction in different locations. These programs have generally not succeeded, in part because they ignore that parking also creates value, either in the form of a significant bundled amenity for other uses, or in direct revenue derived from parking fees. A more appropriate formula for a parking in-lieu fee includes the costs of developing an on-site space discounted by the value of future revenue that space would have contributed to the project. The resultant fee should be equivalent to the value of that on-site parking from a development perspective and should be palatable to developers looking for alternatives to meeting all parking requirements on site. It should also provide the City with a significant source of funding to assist with the subsidy gap between the cost of building parking and parking revenue fees, or, alternately, to pay for other types of improvements that help maximize use of existing parking or alternative forms of transportation and reduce the need for additional on-site parking (see Recommended fee program features, below). In addition, in-lieu fees should permit developers to exceed the maximum parking requirement, as long as the parking in excess of the requirement is made publicly available.

Strategic Economics developed pro forma financial models of parking development scenarios by construction type for the Central Business District and Midtown/Central Commercial Corridors. Podium parking and structured parking scenarios were developed for the CBD; podium parking, structured parking and surface parking scenarios were developed for Midtown/Central Commercial Corridors. Scenarios were developed by construction type and general market area because there are significant differences in the costs of different parking construction types, as well as significant differences in the value of parking between the CBD and other parts of the Central City.²³ Cost inputs were derived from recent local projects, as well as regional and national sources regarding the cost of building and operating parking. Revenue assumptions were gathered from local commercial parking garages and surface lots, as well as residential projects currently leasing parking to residents. The pro forma financial models and outcomes, as

²³ There are also differences between the value of parking in Midtown and the Broadway and Alhambra corridors. In order to keep the analysis and results roughly in line with the City's designated land use categories which encompass these areas (the Urban Corridor Low designation includes both 16th Street and Alhambra Boulevard and Broadway), pricing inputs for these areas were blended in a single set of scenarios.

well as more detailed information regarding sources, can be found in Appendix B. Figure 5-1 summarizes the outcome of the financial analyses and proposed fee.

Figure 5-1 Value of On-site Parking by Location and Construction Type & Proposed Fee

	Podium Parking	Structured Parking	Surface Parking ¹	Weighted Average ²	Proposed Blended Fee
Central Business District	-\$2,021	-\$2,095	N/A	-\$2,076	\$4,000
Midtown & Inner Commercial Corridors	-\$11,586	-\$11,155	-\$595	-\$6,048	

¹ Surface parking has a negative value in part because land costs were included in the cost of development.

² In order to arrive at a single average value for all types of parking, a weighted average was derived by extrapolating the proportion of likely parking type from data regarding all projects that have applied for parking waivers or other parking exceptions over the past six years. Source: City of Sacramento.

Currently, all types of parking have a negative value. Because the costs and revenues associated with parking are typically bundled together with development of other uses, residential and commercial uses effectively subsidize parking development. The negative value of on-site parking varies by parking type; because parking built within a ground-floor concrete podium or multi-story steel and concrete structure is significantly more expensive than surface parking, parking built within projects that require this type of construction has a more negative value. Similarly, because there is a stronger market for parking in the CBD, parking in Midtown and the inner commercial corridors built using the same construction types has a more negative value.

In order to arrive at a single value for all types of parking within the two generalized market areas, Strategic Economics reviewed data regarding all projects that have requested parking waivers or other parking exemptions within the past six years. Based on the proportion of different types of approved projects by construction type, the likely proportion of construction types was extrapolated for future projects seeking an alternative to provision of on-site parking. For the CBD, the projected proportion is 75 percent structured parking and 25 percent podium parking; for Midtown and the central commercial corridors, the projected proportion is 10 percent structured parking, 40 percent podium parking and 50 percent surface parking. Weighted averages result in a negative value of -\$2,076 for on-site parking in the CBD, and a negative value of -\$6,048 for on-site parking in Midtown and the inner commercial corridors.

Recommended in-lieu parking fee program features

Although financial assessment of the worth of the proposed in-lieu fee results in differing fees for different market areas, a tiered fee structure is not recommended. Both from a public policy perspective regarding encouragement of in-fill development on the edges of the urban core, where development is most challenging, and from an operational perspective regarding ease and simplicity of administration, one blended fee is recommended. A one-time voluntary in-lieu parking fee of \$4,000 per space should provide new development projects, or uses, with a reasonable alternative to on-site requirements, in addition to the as-of-right off-site and shared parking options recommended previously.

A \$4,000 per space fee should also provide the City with some basis of subsidy for meeting the gap between the cost of building public parking and the revenues it can produce.²⁴ As noted earlier, however, few cities have succeeded in building parking using in-lieu fees, both because most programs have been little used, but also because fee revenue from development is unpredictable and difficult to use as a revenue source for bond financing. It is recommended that staff consider allowing fee revenues to be used for local transit or right-of-way improvements that result in greater potential for use of alternative transportation modes, such as walking, biking, light rail and bus, reducing the need for parking in the same area in which the project was built. Decisions regarding the use of fee revenues for either type of improvement could be related to assessment of the existing supply of parking in a given area, as well as broader transportation demand management goals.

This measure may require a thorough review by City staff before implementation. In particular, details regarding the types of projects to be funded by in-lieu fees (e.g. parking facilities, bicycle infrastructure, sidewalk improvements, etc.) and the areas in which fees will be dedicated (e.g. locally within districts or more broadly) should be clearly defined in advance to ensure a streamlined development process.

²⁴ The construction cost estimates used to develop the fees are based on private-sector costs, in order to derive fees that are roughly equivalent to the cost of meeting the on-site requirements. However, labor costs for publicly financed projects are typically significantly higher due to prevailing wage requirements in compliance with the Davis-Bacon Act. For example, the City's planned Class I Railyards 5th/6th Street Garage has an estimated development cost of \$56,316 per parking space (Railyards 5th/6th Street Garage Design Report, 2009). It is likely that the City would need to procure additional subsidy to fully fund the gap between public garage development costs and net parking revenues, beyond the in-lieu fee funds.

6 ZONING CODE RECOMMENDATIONS

ANALYSIS

As discussed in Chapters 1 and 2, the Central City possesses a combination of parking challenges and opportunities. On-street parking is constrained in some areas, while nearby off-street parking sits underutilized. Developers and residents feel that parking requirements should not dictate which projects are feasible – rather, considerations of the marketplace and local needs should determine how projects are built. As explored in Chapter 1, the total amount of parking available in relation to the amount of building area is high in all of the Central City’s Focus Areas. At the same time, average parking occupancy, barring some localized hotspots, is reasonably low. In the entire Central City, including the more auto-oriented areas, the ratio of occupied parking spaces to developed building area is below 2.7 spaces per thousand square feet. In the CBD, the ratio is less than one space per thousand square feet. In comparing these occupancy rates to existing parking requirements for many types of commercial development (see Figure 6-5), it is apparent that considerably more parking is required than needed. Furthermore, there is little need for new parking construction with almost 46,000 vacant spaces available at peak hour. In order to manage uses that require more parking than the average, the amendments seek to simplify and encourage more shared parking between adjacent uses that experience peak parking at different times.

The zoning code amendments recommended in this chapter also build on the recognition that in some areas and for certain types of projects, parking requirements can be relaxed either because sufficient parking is already available or because real alternatives to driving exist. Other amendments seek to simplify infill development and redevelopment by establishing similar requirements between different uses, and reducing the amount of additional parking required for changes of use at existing properties. By doing so, several commercial categories will have identical requirements, thereby allowing for multiple categories to be collapsed into one.

Finally, the changes seek to emphasize local context. In order to create standards that meet the context-sensitive nature of Sacramento’s development areas (density, level of transit service, etc.), the recommended amendments are separated into four areas based on General Plan land use categories that differ in transportation characteristics such as density, mix of uses, grid street pattern, on-street parking, and transit availability.

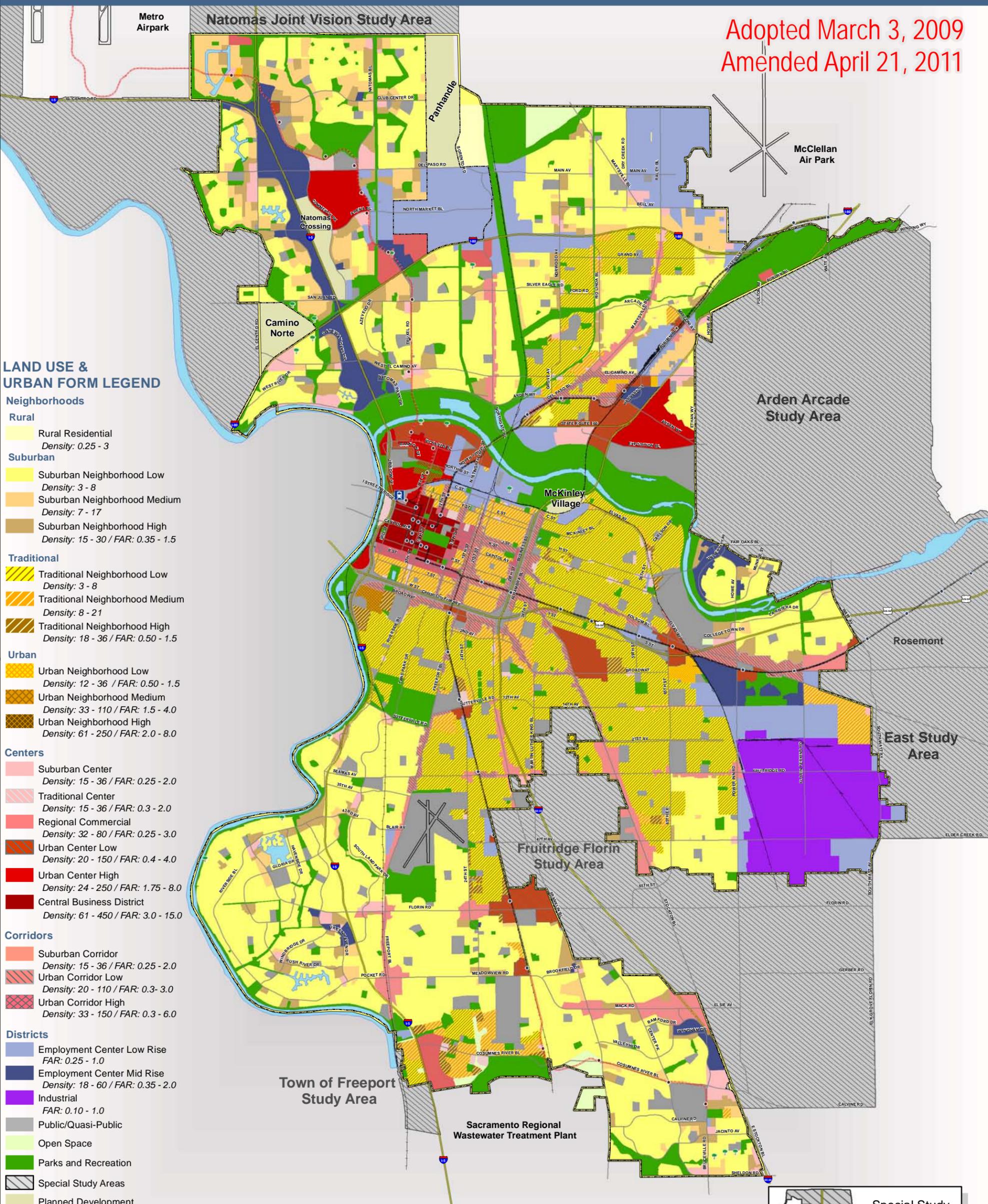
Figure 6-1 Zoning Code Land Use Categories

New Zoning Code Designation	General Plan Land Use Categories
Central Business District and Arts & Entertainment District	Central Business District
Urban	Urban Neighborhoods, Urban Centers, Urban Corridors, Employment Center Mid Rise
Traditional	Employment Center Low Rise, Suburban Corridor, Traditional Neighborhoods, Public/Quasi Public
Suburban	All other designations

By making these changes, the parking code will be brought into alignment with other City objectives such as economic vitality, creating a welcoming urban environment, and encouraging walking, bicycling and transit.

The map of General Plan land use designations and details of each proposed change are summarized in Figure 6-2 and Figure 6-3.

Adopted March 3, 2009
Amended April 21, 2011



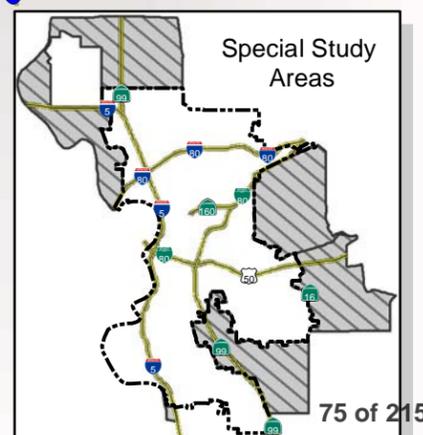
LAND USE & URBAN FORM LEGEND

- Neighborhoods**
- Rural**
- Rural Residential
Density: 0.25 - 3
- Suburban**
- Suburban Neighborhood Low
Density: 3 - 8
 - Suburban Neighborhood Medium
Density: 7 - 17
 - Suburban Neighborhood High
Density: 15 - 30 / FAR: 0.35 - 1.5
- Traditional**
- Traditional Neighborhood Low
Density: 3 - 8
 - Traditional Neighborhood Medium
Density: 8 - 21
 - Traditional Neighborhood High
Density: 18 - 36 / FAR: 0.50 - 1.5
- Urban**
- Urban Neighborhood Low
Density: 12 - 36 / FAR: 0.50 - 1.5
 - Urban Neighborhood Medium
Density: 33 - 110 / FAR: 1.5 - 4.0
 - Urban Neighborhood High
Density: 61 - 250 / FAR: 2.0 - 8.0
- Centers**
- Suburban Center
Density: 15 - 36 / FAR: 0.25 - 2.0
 - Traditional Center
Density: 15 - 36 / FAR: 0.3 - 2.0
 - Regional Commercial
Density: 32 - 80 / FAR: 0.25 - 3.0
 - Urban Center Low
Density: 20 - 150 / FAR: 0.4 - 4.0
 - Urban Center High
Density: 24 - 250 / FAR: 1.75 - 8.0
 - Central Business District
Density: 61 - 450 / FAR: 3.0 - 15.0
- Corridors**
- Suburban Corridor
Density: 15 - 36 / FAR: 0.25 - 2.0
 - Urban Corridor Low
Density: 20 - 110 / FAR: 0.3 - 3.0
 - Urban Corridor High
Density: 33 - 150 / FAR: 0.3 - 6.0
- Districts**
- Employment Center Low Rise
FAR: 0.25 - 1.0
 - Employment Center Mid Rise
Density: 18 - 60 / FAR: 0.35 - 2.0
 - Industrial
FAR: 0.10 - 1.0
 - Public/Quasi-Public
 - Open Space
 - Parks and Recreation
 - Special Study Areas
 - Planned Development

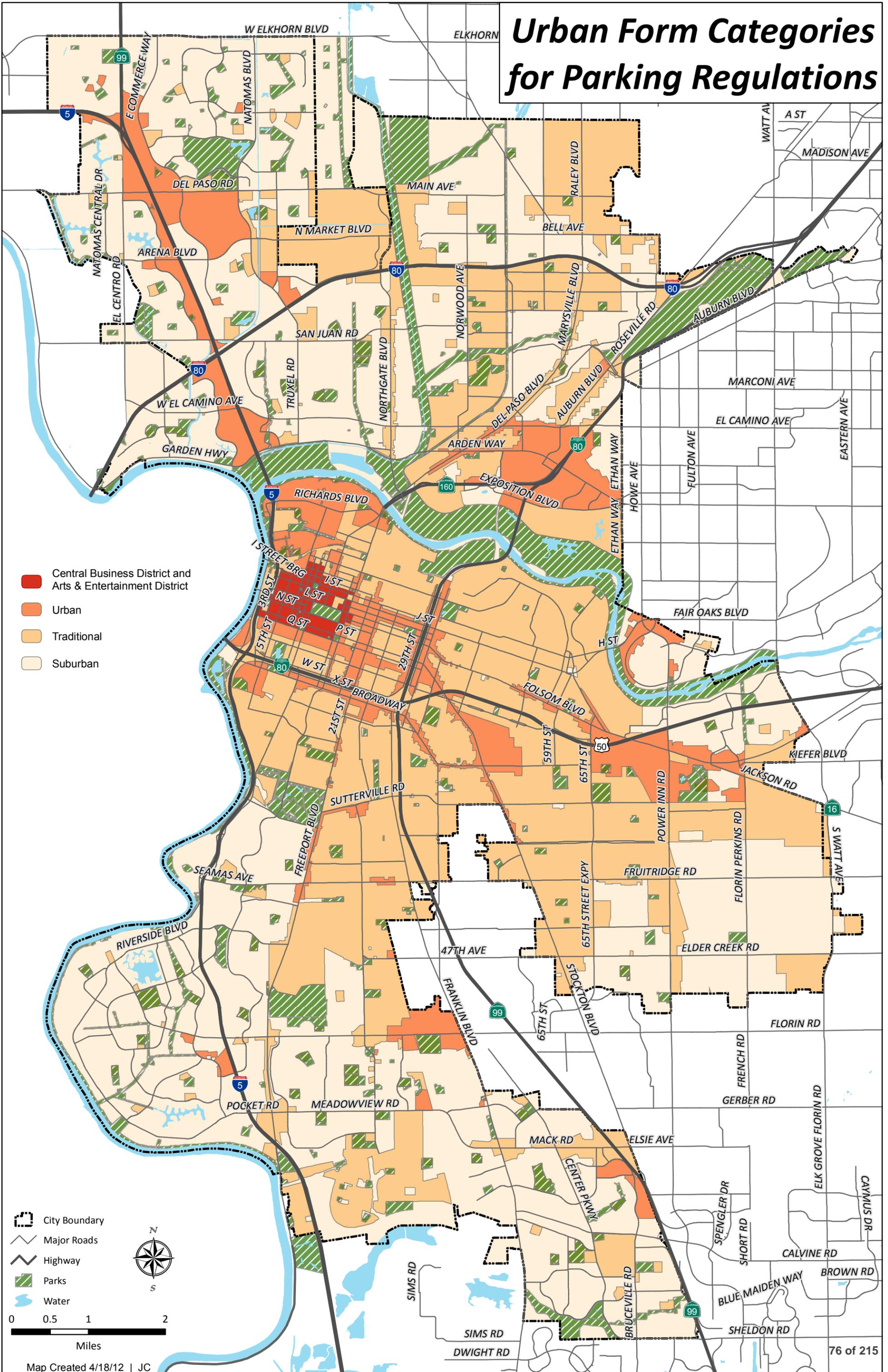
- Additional Map Features**
- Policy Area
 - City Limits
 - Waterways
 - Proposed Parks/Parkways
 - Major Road
 - Expressway
 - Existing LRT Line
 - Proposed LRT Line
 - Major Rail
 - Existing LRT Stations
 - Proposed LRT Stations
 - Intermodal Station



Map Revised: December 1, 2011



Urban Form Categories for Parking Regulations



- Central Business District and Arts & Entertainment District
- Urban
- Traditional
- Suburban

- City Boundary
- Major Roads
- Highway
- Parks
- Water

0 0.5 1 2
Miles

Map Created 4/18/12 | JC

RECOMMENDATION INPUTS

The changes in the proposed zoning code evolved through a combination of the City's vision for its future – expressed through City staff and stakeholder interviews – and out of the analysis of existing conditions and code discussed in the first five chapters. The proposed zoning code seeks to align the two, so that Sacramento's parking regulations will support the vision for economic vibrancy, safe and convenient transportation using many different modes, and the creation of great places where people want to be.

Themes that have been analyzed include:

- **Perception of parking scarcity.** Studies of existing parking usage demonstrate that while there is high demand for on-street parking near popular destinations, there is often plenty of available parking both on- and off-street only short distances away. This creates the impression that parking is scarce, when in fact the parking supply is adequate and is likely underutilized through a combination of inadequate signage and inappropriate parking pricing.
- **Parking demand surrounding transit-oriented development.** There is a large and growing body of work showing that parking demand is significantly lower near transit of all kinds. The effect is particularly strong near rail transit, as the permanence of light and heavy rail gives developers confidence to invest in the sorts of dense, high quality, mixed use environments that attract people and entice them to walk.
- **The gap between the built parking supply and actual parking demand.** The analysis of Sacramento's parking supply and parking demand shows that Sacramento, like many other cities state and nationwide, has a parking supply that greatly exceeds parking demand. Sacramento has 2.19 spaces per 1,000 square feet of building area, but has an average parking demand of only 1.18 spaces per 1,000 square feet.
- **Economic Vibrancy, Developer Confidence, and Code Complexity.** In Sacramento most areas are fully built out. When businesses start, grow, or move, they may very well move into an existing property or redevelop an existing lot rather than move to a greenfield site. However, the current code can make this a complicated process, especially if the new use is required to provide more parking than the old use. This requirement often makes projects economically unviable, or physically impossible in the case of older downtown properties that were originally built with no parking at all.

From these diverse topics, it became clear that the revised zoning code should be simplified in order to facilitate the transition of businesses and encourage economic vibrancy, and that existing parking supply is adequate such that parking requirements can be reduced in many areas without causing future parking scarcity.

As discussed in Chapter 3, parking demand and trip generation are heavily influenced by various features of the built environment. In revising the parking code, these factors were taken into account by adjusting parking rates down only in areas that have a mix of factors which will be able to support lower parking rates. The table below summarizes how strongly these factors come into play in each of the area types. For example, transit service typically works best in central areas where high density, close destinations, parking availability and parking price all work together to make transit an effective and convenient option. In suburban areas, transit is less effective at providing viable alternatives to driving, with the exception of the area immediately near premium transit solutions such as Sacramento's light rail – which is treated separately. By comparing this table to the proposed zoning code, one will observe that parking requirements are frequently reduced in the central business district and in urban areas, reduced moderately in traditional areas, and largely remain unchanged in suburban locations. In this way, the parking code is

shifting from a largely one-size-fits-all approach to one that is more context-sensitive. Note that paid parking is not currently being considered outside the CBD. It is a very powerful parking management tool that might be appropriate outside the CBD in the future when density and parking demand increase to the point that existing management strategies become less effective.

Figure 6-4 Impact of Environment on Parking Demand, by Area

Factor	CBD	Urban	Traditional	Suburban
Mix of Uses				
Local Retail, Restaurants and Services				
Transit Service				
Pedestrian/Bicycle Environment				
Parking Price		N/A	N/A	N/A
Secure Bicycle Parking				
Shared Vehicles/Guaranteed Ride Home/Information				
Legend:	Significant Effect	Moderate Effect	Minor Effect	

Off-Street Requirements and “Spillover”

Since parking requirements are being eliminated in the central business district, and reduced in some other areas, it is natural for residents to express concern that lower off-street parking requirements may worsen spillover parking issues in their neighborhoods. During stakeholder interviews, though, many resident stakeholders did acknowledge that the current method of requiring large amounts of off-street parking is not necessarily “solving” the issue. By reducing minimum requirements, parking conditions should not deteriorate for three reasons. First, the recommended minimum requirements take into account both the number of available parking spaces and actual parking demand levels. The survey of parking spaces showed that there are significant amounts of parking available in virtually every area surveyed, even during the peak hour, which indicates that *the management of parking resources, not the supply, is the underlying issue*. However, to conservatively ensure adequate future parking availability, requirements still were adjusted to actual levels of demand. Second, the reduction of parking requirements does not prevent developers from providing parking. It simply relieves developers from having to provide more parking than the market deems necessary. Most residential development, and many commercial developments, will continue to provide either on-site or off-site parking because of market demands. Lastly, the City is expanding its neighborhood parking management program to minimize impact on residents. This program should be a positive step towards alleviating on-street neighborhood parking problems, which was a stated concern among several neighborhood stakeholders.

RECOMMENDATIONS

1. Specific Parking Requirements

A common source of parking demand figures is the ITE's Parking Generation manual. The average peak parking demand ratios for different land uses in the ITE manual are frequently applied by planners and architects for parking standards. However, ITE itself cautions against using the manual in this way. While the Parking Generation manual is certainly one of the most comprehensive collections of parking data available, most of the sites surveyed are in suburban locations with discrete land uses, dedicated parking supplies, and no transportation alternatives. In such an environment, virtually all trips require a vehicle and spaces to park it in. Also, surveys for some land uses only covered a few sites (or even a single site), meaning that the data in many cases is not statistically significant. The ITE therefore recommends using local data wherever available, and to take into consideration such factors as mixed land uses and proximity to transit.

Where the ITE Parking Generation manual represents the suburban end of the scale, the central business districts of cities predating the automobile represent the other – for example much of downtown New York, San Francisco, and some sites in Sacramento consist of buildings with not a single parking space. And yet workers fill these buildings every day because these cities have developed many different transportation alternatives. Clearly, Sacramento lies somewhere in the middle of this scale, with the denser, older, central parts of Sacramento offering greater transportation choice and requiring fewer parking spaces; while the newer outskirts are more suburban. As noted above in “Shaping the Recommended Zoning Code”, all these various factors were taken into account in the instances where ITE parking ratios were applied.

Note that when calculating the parking requirement based on the table on the following pages it should be rounded to the nearest whole number with spaces up to 0.49 rounded down, and spaces from 0.50 rounded up.

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Figure 6-5 Current and Proposed Zoning Code

Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
17.64.010 A.1.a.	Allows off-site parking under same ownership within 300 feet with permit. Requires a zoning administrator's permit to locate non-required parking off-site.	No minimum requirements	Allow off-site parking under same ownership within 400 feet for residential and 1,250 feet for commercial by right. Allow off-site parking that exceeds the minimum requirement by right.	Allow off-site parking under same ownership within 300 feet for residential and 600 feet for commercial by right. Allow off-site parking that exceeds the minimum requirement by right.	Allow off-site parking under same ownership within 300 feet by right. Allow off-site parking that exceeds the minimum requirement by right.
17.64.010 A.1.b.	Allows off-site parking under different ownership within 300 feet; 1,000 feet for retail or in the CBD with permit	No minimum requirements	Allow off-site parking under different ownership within 400 feet for residential and 1,250 feet for commercial by right	Allow off-site parking under different ownership within 300 feet for residential and 600 feet for commercial by right	Allow off-site parking under different ownership within 300 feet by right
17.64.010 B. 1.	Limits the maximum amount of parking the zoning administrator may waive from 10% for halfplexes, duplexes, and multi-family to 50% for residential adaptive reuse.	Limit the maximum amount of parking the zoning administrator may waive to 75%.	Limit the maximum amount of parking the zoning administrator may waive to 75%.	Limit the maximum amount of parking the zoning administrator may waive to 75%.	Limit the maximum amount of parking the zoning administrator may waive to 75%.
17.64.010 B. 2.	Allows the zoning administrator to approve a special permit to waive or reduce required parking for nonresidential buildings less than or equal to 10,000 sq. ft. Allows the planning commission to approve a special permit to waive or reduce required parking for nonresidential buildings greater than 10,000 sq. ft.	For all nonresidential development, all the zoning administrator to waive up to 75% of the minimum parking	For all nonresidential development, all the zoning administrator to waive up to 75% of the minimum parking	For all nonresidential development, all the zoning administrator to waive up to 75% of the minimum parking	For all nonresidential development, all the zoning administrator to waive up to 75% of the minimum parking
17.64.010 B. 3.	Establishes criteria to exceed the maximum parking allowance for offices	Adds another criterion allowing maximums to be exceeded if publicly accessible parking and active ground floor uses are provided in a mixed use building.	Adds another criterion allowing maximums to be exceeded if publicly accessible parking and active ground floor uses are provided in a mixed use building.	Adds another criterion allowing maximums to be exceeded if publicly accessible parking and active ground floor uses are provided in a mixed use building.	Adds another criterion allowing maximums to be exceeded if publicly accessible parking and active ground floor uses are provided in a mixed use building.
17.64.010 B. 4.	Limits the maximum amount of parking the zoning administrator may waive for mixed use developments to 4 spaces or 50% (whichever is greater) for ground floor retail/service uses.	Limit the maximum amount of parking the zoning administrator may waive to 75%.	Limit the maximum amount of parking the zoning administrator may waive to 75%.	Limit the maximum amount of parking the zoning administrator may waive to 75%.	Limit the maximum amount of parking the zoning administrator may waive to 75%.
17.64.020 ²⁷					
LAND USE	SPACES REQUIRED FOR EACH LAND USE ²⁵				
Single-family/ halfplex/ duplex	Central City: 0 spaces per dwelling unit (lot < 3,200 sf) General: 1 space per dwelling unit	▼ No minimum requirements	= Central City: 0 spaces per dwelling unit (lot < 3,200 sf) General: 1 space per dwelling unit Second unit: 1 space per unit	= Central City: 0 spaces per dwelling unit (lot < 3,200 sf) General: 1 space per dwelling unit Second unit: 1 space per unit	General: 1 space per dwelling unit Second unit: 1 space per unit
Multi-family (3 units or more) ²⁶	Central City: 1 space per dwelling unit + 1 guest space per 15 unit General 1.5 spaces per dwelling unit + 1 guest space per 15 units (guest space shall be clearly marked) (7 units or fewer do not require a guest space)	▼ No minimum requirements	▼ 0.5 spaces per dwelling unit Minimum requirements for senior and affordable units shall be halved.	▼ 1 space per dwelling unit Minimum requirements for senior and affordable units shall be halved.	▼ 1.5 spaces per unit Minimum requirements for senior and affordable units shall be halved.
Artist's live/work space	1 space per 1,000 gross sq. ft. or comply with Section 17.24.050(49)	Designation Eliminated			
Fraternity/ sorority house, dormitory ²⁷	1 space per 3 occupants	▼ No minimum requirements	= 1 space per 3 occupants	= 1 space per 3 occupants	= 1 space per 3 occupants

²⁵ Note that the parking requirement will be rounded to the nearest whole number with spaces up to 0.49 rounded down, and spaces from 0.50 rounded up. The arrows indicate whether requirements have increased, decreased, or remained the same. Requirements for non-residential uses are generally based on Sacramento survey data for the CBD, Urban, and Traditional zones with Suburban requirements largely based on ITE data.

²⁶ Based on Sacramento vehicle ownership and income data as well as ITE senior housing data.

²⁷ Note that Fraternities and SROs require a conditional use permit. The parking requirement will be determined when the use is reviewed.

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City of Sacramento

Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
Residential hotel (SRO)	1 space per 10 units + 1 space for manager	▼ No minimum requirements	= 1 space per 10 units + 1 space for manager	= 1 space per 10 units + 1 space for manager	= 1 space per 10 units + 1 space for manager
Art gallery	Same ratio as "retail" below	Same ratio as "retail" below	Same ratio as "retail" below	Same ratio as "retail" below	Same ratio as "retail" below
Auto sales lot	1 space per 500 gross sq. ft. of building (2 spaces per 1,000 gross sq. ft.) (minimum 1 space)	▼ No minimum requirements	▼ 0.5 spaces per 1,000 gross sq. ft.	= 2 spaces per 1,000 gross sq. ft.	= 2 spaces per 1,000 gross sq. ft. of building
Bank, savings & loan, credit union (may include ATM)	1 space per 400 gross sq. ft. (2.5 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	▼ 0.5 space per 1,000 gross sq. ft.	▼ 2 spaces per 1,000 gross sq. ft.	= 2.5 spaces per 1,000 gross sq. ft.
Beauty shop	1 space per 250 gross sq. ft. (4 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	▼ 0.5 space per 1,000 gross sq. ft.	▼ 2 spaces per 1,000 gross sq. ft.	= 4 spaces per 1,000 gross sq. ft.
Bed and breakfast inn/rooming and boarding House	1 space per 2 guest rooms + 1 for resident owner/manager	▼ No minimum requirements	▼ 1 for resident owner/manager	▼ 0.5 spaces per 2 guest rooms + 1 for resident owner/manager	= 1 space per 2 guest rooms + 1 for resident owner/manager
Commercial services (except those specifically included in chart)	1 space per 500 gross sq. ft. (2 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	▼ 0.5 spaces per 1,000 gross sq. ft.	= 2 space per 1,000 gross sq. ft.	= 2 spaces per 1,000 gross sq. ft. of building
Deli, food store, grocery	Same ratio as "retail store" below	No minimum requirements	Same ratio as "retail store" below	Same ratio as "retail store" below	Same ratio as "retail store" below
Hotel	1 space per 2 guest rooms + parking for additional services (conference center/restaurant/etc.)	▼ No minimum requirements	▼ No minimum requirements	▼ 0.5 spaces per 2 guest rooms + parking for additional services (conference center/restaurant/etc.)	= 1 space per 2 guest rooms + parking for additional services (conference center/restaurant/etc.)
Medical and dental clinic or offices	1 space per 200 gross sq. ft. (5 spaces per 1,000 gross sq.ft.)	Same ratio as "offices" below	Same ratio as "offices" below	Same ratio as "offices" below	Same ratio as "offices" below
Motel	1 space per guest room	▼ No minimum requirements	▼ 1 for resident owner/manager	▼ 0.5 spaces per guest room	= 1 space per guest room
Night club (w/o fixed seats)	1 space per 100 gross sq. ft. (10 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	▼ 0.5 spaces per 1,000 gross sq. ft.	▼ 2 space per 1,000 gross sq. ft.	= 10 spaces per 1,000 gross sq. ft.
Offices:	CBD: See Section 17.64.060 Within Central City, outside CBD: Not less than 1 space per 450 gross sq. ft. (2.2 spaces per 1,000 gross sq.ft.) and not more than 1 space per 400 gross sq. ft. (2.5 spaces per 1,000 gross sq.ft.) Outside Central City: Not less than 1 space per 400 gross sq. ft. (2.5 spaces per 1,000 gross sq.ft.) and not more than 1 space per 275 gross sq. ft. (3.6 spaces per 1,000 gross sq.ft.)	= No minimum requirements and not more than 2.0 spaces per 1,000 gross sq. ft. Maximum may be exceeded as part of the administrative review of parking.	▼ Not less than 0.5 spaces per 1,000 gross sq. ft. and not more than 4 spaces per 1,000 gross sq. ft. Maximum may be exceeded as part of the administrative review of parking.	▼ Not less than 1 space per 1,000 gross sq. ft. and not more than 4 spaces per 1,000 gross sq. ft. Maximum may be exceeded as part of the administrative review of parking or in return for in-lieu fees if the additional parking is made publicly available.	▲ Not less than 2.5 spaces per 1,000 gross sq. ft. and not more than 4 spaces per 1,000 gross sq. ft. Maximum may be exceeded as part of the administrative review of parking or if the applicant makes a good faith effort to reduce demand.
Restaurant, bar, brew pub	1 space per 3 seats (up to 10% of total building area of the center may be used as restaurant(s) and bar(s) with the parking based on the shopping center as a whole rather than the above seating capacity requirements)	▼ No minimum requirements	▼ Same ratio as "retail" below	▼ Same ratio as "retail" below	▼ 8 spaces per 1,000 gross sq. ft.

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City of Sacramento

Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
Retail store, shopping center (parking requirements for retail uses located within a shopping center shall be calculated based on the square footage of the shopping center as a whole, not the individual retail uses) :	Inside the central city (all zones, except as otherwise provided in Section 17.64.060) and C-1 and C-2 zones: Lots less than 5,200 square feet: 0 parking spaces Lots 5,200 square feet or greater: 1 space per 400 gross sq. ft. (2.5 spaces per 1,000 gross sq.ft.) for the first 9,600 sq. ft. of total gross floor area. 1 space per 250 gross sq. ft. (4 spaces per 1,000 gross sq.ft.) for the area in excess of 9,600 sq. ft. of total gross floor area. Outside the central city excluding C-1 and C-2 zones: 1 space per 250 gross sq. ft. (4 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	▼ 0.5 spaces per 1,000 square feet	▼ 2 space per 1,000 square feet	▼ 2.5 spaces per 1,000 gross sq. ft.
Theater (movie, performing arts):	In the transit overlay (TO) zone: Maximum of 1 space per 4 seats; no minimum number of spaces required Outside the transit overlay (TO) zone: 1 space per 3 seats	▼ No minimum requirements. Category will be renamed "Assembly" and include theaters, churches, mortuaries, and sports arenas.	▼ 1 space per 6 seats. Category will be renamed "Assembly" and include theaters, churches, and mortuaries, and sports arenas.	▼ 1 space per 5 seats. Category will be renamed "Assembly" and include theaters, churches, and mortuaries, and sports arenas.	= 1 space per 4 seats. Category will be renamed "Assembly" and include theaters, churches, and mortuaries, and sports arenas.
Warehouse retail	Same as "retail" except if 50% or more of gross sq. ft. is used for warehouse then retail area shall meet retail ratio + warehouse area shall meet warehouse ratio (see Ch. 1 Sec. 4 for definitions)	▼ No minimum requirements	= Same as "retail" except if 50% or more of gross sq. ft. is used for warehouse then retail area shall meet retail ratio + warehouse area shall meet warehouse ratio (see Ch. 1 Sec. 4 for definitions)	= Same as "retail" except if 50% or more of gross sq. ft. is used for warehouse then retail area shall meet retail ratio + warehouse area shall meet warehouse ratio (see Ch. 1 Sec. 4 for definitions)	= Same as "retail" except if 50% or more of gross sq. ft. is used for warehouse then retail area shall meet retail ratio + warehouse area shall meet warehouse ratio (see Ch. 1 Sec. 4 for definitions)
Wholesale, warehousing and manufacturing	Not less than 1 space per 1,000 gross sq. ft. and not more than 1 space per 500 gross sq. ft. (2 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	▼ Not less than 0.25 space per 1,000 gross sq. ft. and not more than 2 spaces per 1,000 gross sq. ft.	▼ Not less than 0.5 spaces per 1,000 gross sq. ft. and not more than 2 spaces per 1,000 gross sq. ft.	= Not less than 1 space per 1,000 gross sq. ft. and not more than 2 spaces per 1,000 gross sq. ft.
Individual locker storage building/mini storage facility	1 space per 100 storage units and 1 space for the manager	▼ No minimum requirements	▼ 1 space for the manager	▼ 0.5 spaces per 100 storage units and 1 space for the manager	= 1 space per 100 storage units and 1 space for the manager
Athletic club/fitness center	1 space per 100 gross sq. ft. (10 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	▼ 3 spaces per 1,000 gross sq. ft.	▼ 4 spaces per 1,000 gross sq. ft.	▼ 6 spaces per 1,000 gross sq. ft.
Bowling alley	6 spaces per lane	▼ No minimum requirements	▼ 1 spaces per lane	▼ 2 spaces per lane	▼ 5 spaces per lane
Card room, Bingo, Mahjong Parlor (uses with seats)	1 space per 3 seats	▼ No minimum requirements	▼ 0.5 spaces per 1,000 gross sq. ft.	▼ 2 spaces per 1,000 gross sq. ft.	▼ 8 spaces per 1,000 gross sq. ft.
Dance hall, dance studio, skating rink, lodge hall (uses without seats)	1 space per 100 gross sq. ft. (10 spaces per 1,000 gross sq.ft.)	▼ No minimum requirements	See "night club" use	See "night club" use	See "night club" use
Pool hall, billiard hall	2 spaces per table	▼ No minimum requirements	▼ 0.5 spaces per 1,000 gross sq. ft.	▼ 2 spaces per 1,000 gross sq. ft.	6 spaces per 1,000 gross sq. ft.
Racquetball, tennis, handball (court games played with 4 or fewer players)	2 spaces per court	▼ No minimum requirements	▼ 0.5 spaces per court	▼ 1 space per court	= 2 spaces per court
Indoor soccer/volleyball/hockey	(No. of players on field x 2 + spectator occupancy) / 3 = No. of spaces	▼ No minimum requirements	▼ (No. of players on field + spectator occupancy) / 5 = No. of spaces	▼ (No. of players on field + spectator occupancy) / 4 = No. of spaces	= (No. of players on field x 2 + spectator occupancy) / 3 = No. of spaces

Zoning Code Parking Update | Final Report
City of Sacramento

Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
Batting cages/golf driving range (indoor or outdoor)	1-1/2 spaces per batting stand or tee	▼ No minimum requirements	▼ 0.5 spaces per batting stand or tee	▼ 1 space per batting stand or tee	= 1.5 spaces per batting stand or tee
Child care center	1 space per 8 children except for C-3 zone where required parking will be determined pursuant to a zoning administrator's special permit	▼ No minimum requirements	▼ 1 space per 12 children except for C-3 zone where required parking will be determined pursuant to a planning staff's special permit	▼ 1 space per 10 children except for C-3 zone where required parking will be determined pursuant to a planning staff's special permit	= 1 space per 8 children except for C-3 zone where required parking will be determined pursuant to a planning staff's special permit
Church, worship facility	1 space per 4 seats within the main assembly room (if no seats, use maximum occupancy of room per building division)	See "theater" category.	See "theater" category.	See "theater" category.	See "theater" category.
Hospital	1 space per patient bed	▼ No minimum requirements	= 1 space per patient bed	= 1 space per patient bed	= 1 space per patient bed
Marina	1 space per 2 boat berths	▼ No minimum requirements	▼ 1 space per 4 boat berths	▼ 1 space per 3 boat berths	= 1 space per 2 boat berths
Mortuary	1 space per 6 seats	See "theater" category.	See "theater" category.	See "theater" category.	See "theater" category.
Nursing Home	1 space per 2 patient beds	▼ No minimum requirements	▼ 1 space per 5 patient beds	▼ 1 space per 4 patient beds	▼ 1 space per 3 patient beds
School that requires a special permit	Determined by planning commission	▼ No minimum requirements	= Determined by planning commission	= Determined by planning commission	= Determined by planning commission
Sports arena	1 space per 4 seats	See "theater" category.	See "theater" category.	See "theater" category.	See "theater" category.
Tutoring center	Less than 50 students, use office ratio 50 or more students, use retail ratio	▼ No minimum requirements	= Less than 50 students, use office ratio 50 or more students, use retail ratio	= Less than 50 students, use office ratio 50 or more students, use retail ratio	= Less than 50 students, use office ratio 50 or more students, use retail ratio
Vocational school	1 space per 3 persons (use maximum occupancy per building division)	▼ No minimum requirements	= 1 space per 3 persons (use maximum occupancy per building division)	= 1 space per 3 persons (use maximum occupancy per building division)	= 1 space per 3 persons (use maximum occupancy per building division)
Other	Determined by planning commission	▼ No minimum requirements	= Determined by planning commission	= Determined by planning commission	= Determined by planning commission
17.64.030 C.	Requires off-street spaces to function independently of other spaces. Allows for attendant special permit.	Requires off-street spaces to function independently of other spaces. Allows for attendant and tandem spacing by special permit from planning staff.			

Zoning Code Parking Update | Final Report
City of Sacramento

Code Section	Current Requirement	Proposed Requirements																					
		Central Business District	Urban	Traditional	Suburban																		
17.64.030 F.	Requires Minimum Dimensions for Parking Facilities	Reduce parking stall and aisle widths per Figure 6-7. Reduce the stall depth for compact cars by almost one foot and increase the allowable number of compact spaces to 50%. Require planning staff's approval to introduce compact spaces. Allow planning staff to approve tandem parking, valet parking, and stacked mechanical lift parking where appropriate.																					
17.64.050	<p>Calculation of bicycle parking facilities shall be based on the off-street vehicle parking spaces required prior to consideration of any vehicle parking reduction measures. Fractional requirements up to one-half shall be omitted. One-half or over shall require one space.</p> <p>1. Central Business District. One bicycle parking facility is required for every ten (10) off-street vehicle parking spaces required. Fifty (50) percent of the required bicycle parking facilities shall be Class I. The remaining facilities may be Class I, Class II or Class III.</p> <p>2. Outside the Central Business District. One bicycle parking facility is required for every twenty (20) off-street vehicle parking spaces required. Fifty (50) percent of the required bicycle parking facilities shall be Class I. The remaining facilities may be Class I, Class II or Class III.</p>	Bicycle parking in the Central Business District, Urban and Traditional areas should follow the recommendations of the Association of Bicycle and Pedestrian Professionals ²⁸ for urbanized areas. The APBP provides guidance on the recommended amount, placement, and type of both short term parking for customers and visitors, and long term parking for employees and commuters for various land uses.		Bicycle parking in suburban areas should follow the recommendations of the Association of Bicycle and Pedestrian Professionals ²⁸ for basic parking requirements. The APBP provides guidance on the recommended amount, placement, and type of both short term parking for customers and visitors, and long term parking for employees and commuters for various land uses.																			
17.68.020	Paving Requirements	Include guidance of permeable paving surfaces and high albedo paving materials in order to reduce stormwater runoff and urban heat island effect. At least 4% of surface area must have a permeable surface.																					
NEW SECTIONS																							
Low-Emitting, Fuel-Efficient, Carpool/Vanpool Requirements	(None)	<p>Developments with off-street parking shall provide designated parking for any combination of low-emitting, fuel-efficient and carpool/van pool vehicles as directed by the California Green Building Code sections applicable to low emitting and fuel-efficient vehicles. Current requirements are as follows:</p> <table border="1"> <thead> <tr> <th>Total Number of Parking Spaces</th> <th>Number of Required Spaces</th> </tr> </thead> <tbody> <tr> <td>0-9</td> <td>0</td> </tr> <tr> <td>10-25</td> <td>1</td> </tr> <tr> <td>26-50</td> <td>3</td> </tr> <tr> <td>51-75</td> <td>6</td> </tr> <tr> <td>76-100</td> <td>8</td> </tr> <tr> <td>101-150</td> <td>11</td> </tr> <tr> <td>151-200</td> <td>16</td> </tr> <tr> <td>201 and over</td> <td>At least 8% of total</td> </tr> </tbody> </table>				Total Number of Parking Spaces	Number of Required Spaces	0-9	0	10-25	1	26-50	3	51-75	6	76-100	8	101-150	11	151-200	16	201 and over	At least 8% of total
Total Number of Parking Spaces	Number of Required Spaces																						
0-9	0																						
10-25	1																						
26-50	3																						
51-75	6																						
76-100	8																						
101-150	11																						
151-200	16																						
201 and over	At least 8% of total																						
On-Street Parking	(None)	Allow on-street parking abutting a development to count towards minimum parking requirements																					
In-Lieu Fee	(None)	Establish a future optional fee that would allow applicants to pay a \$4,000 per-space amount in-lieu of providing required parking. The fee should be able to satisfy 100% of the minimum parking requirement with proceeds deposited into a Mobility Fund for investment in specific areas.																					
Optional Leasing Program	(None)	Maximize use of existing parking for new development, before requiring additional on-site commercial parking, by allowing applicants to fulfill their minimum parking requirements by leasing spaces in underutilized parking facilities.																					

²⁸ <http://www.apbp.org/?page=Publications>

Zoning Code Parking Update | Final Report
City of Sacramento

Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
Unbundled Parking	(None)	Minimum parking requirements may be reduced by up to 20% if the developer implements unbundled parking. To qualify, all off-street parking spaces accessory to uses in new buildings, or in new conversions of buildings, shall be leased or sold separately from the rental or purchase fees for the life of the units or nonresidential space.			
Carsharing	(None)	Allow relief from minimum parking requirements if carshare spaces are included in certain developments once a provider is established in Sacramento.			
Transportation Demand Management	(None)	Allow development relief from minimum parking requirements by implementing Transportation Demand Management (TDM) plans that reduce or manage parking demand. Figure 6-9 shows the reduction in minimum parking requirements that may be claimed for each measure.			
Exemptions for Mixed-Use Developments	(None)	There will be no minimum parking requirements for retail, restaurant, and other services in vertical mixed use buildings in which at least 50% of its square footage is devoted to residential uses. To clarify, there is no limit on the total size of the development, but only individual retail, restaurant, and other services are exempt from minimum parking requirements.			
Exemption for Small Lots	(None)	No minimum parking requirements will be required for retail, restaurant, and service uses on lots equal to or less than 6,400 square feet.			
Exemption for Historic Structures	(None)	No minimum parking requirements will be required of the original square footage of the building if a listed historic structure is to be converted from a nonresidential to a residential use. No minimum parking requirements will be required for nonresidential uses of a listed historic structure as part of a mixed use development if at least 50% of the square footage is devoted to residential uses.			

Figure 6-6 Summary Table of CBD Parking Requirements

Code Section	Current Requirement	Proposed Requirements
Residential Uses	Single-family: 0 spaces per dwelling unit (lot < 3,200 sf). Multi-family: 1 space per dwelling unit + 1 guest space per 15 units	No minimum requirements
Hotels	1 space per 2 guest rooms + parking for additional services (conference center/restaurant/etc.)	No minimum requirements
Motels	1 space per guest room	No minimum requirements
Offices	1.67 spaces for every 1,000 gross sq. ft. in excess of 20,000 gross sq. ft.	No minimum requirements, and not more than 2.0 spaces per 1,000 gross sq. ft.

2. Revisions to Existing Code

The following offers a more detailed description of the recommendations summarized in Figure 6-5. Each corresponding Code section includes an explanation of the proposed amendment as well as a discussion of the reasons for the proposed change and the benefits it brings to the City of Sacramento.

Code: 17.64.010 A. Off-Site Parking

Amendment: Applicants shall be able to meet their minimum parking requirements by right through the provision or leasing of nearby off-site facilities. Due to the denser nature of urban districts, 1,250 feet (a 5-minute walk) is considered acceptable for commercial and 400 feet for residential (a 1.5-minute walk). In more inner suburban locales, parking within 1,000 feet (a 4-minute walk) is considered acceptable for commercial and 300 feet for residential (a 1-minute walk). In the rest of the city, 300 feet (a 1-minute walk) is allowed for all uses. Note that shopping centers on multiple parcels with reciprocal access agreements are considered on-site by right.

Discussion: Fundamental to the continuing success of commercial and mixed use areas is the creation of a “park once” environment. The typical suburban pattern of isolated, single use buildings, each surrounded by parking lots, requires two vehicular movements and a parking space to be dedicated for each visit to a shop, office, or civic institution. To accomplish three errands in this type of environment requires six movements in three parking spaces for three tasks. With virtually all parking held in private hands, spaces are not efficiently shared between uses, and each building’s private lots are therefore typically sized to handle a worst-case parking load. Most significantly, when new and renovated buildings are required to provide such worst-case parking ratios, the result is often stagnation and decline: buildings are not renovated, since no room exists on-site for the required parking; new shops often demand the tear-down of adjacent buildings, generating freestanding retail boxes surrounded by cars, or pedestrian-hostile buildings that hover above parking lots; and the resulting low density fabric generates too few pedestrians. Shared parking within easy walking distance (1,250 feet or 5 minutes) can be very effective.



Park-once districts can facilitate the creation of walkable, mixed use neighborhoods

Source: <http://www.flickr.com/photos/la-cittavita/5659374631/sizes/z/in/photostream/>

Make efficient use of the parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces. This simplifies parking from a visitor's perspective. From a management point of view, shared parking lets businesses that experience peak demand at different times of day share parking, for example offices and movie theaters. Additionally, sharing parking between businesses allows the amount of spaces provided to be based on the average demand of all businesses rather than the worst case demand of each one. In this way businesses with above-average demand are balanced by businesses with below-average parking demand. As shown in Chapter 2, the actual parking demand observed in mixed-use districts of many comparable cities is less than 2 spaces per 1,000 square feet. In contrast, many standard City codes require much more parking, which produces more spaces than is necessary in denser or mixed-use areas.

Where currently businesses that exceed minimum parking requirements need a special permit for off-site parking, the permit should only be required for businesses that wish to exceed the *maximum* parking requirement.

Finally, and perhaps most importantly, by transforming motorists into pedestrians, who walk instead of drive to different destinations, a "park once" strategy is an immediate generator of pedestrian life, creating crowds of people who animate public life on the streets and generate the patrons of street friendly retail businesses.

Code: 17.64.010 B. Parking Waivers

Amendment: Increase the maximum amount of parking that can be waived and shift all approvals of waivers to the zoning administrator.

Discussion: Providing a clear and predictable process will give developers confidence when planning the time and funding required for approval.

Allowing a higher maximum amount of parking to be waived will facilitate redevelopment of existing properties and infill development as well as give City staff greater flexibility during the entitlement process.

In addition, by allowing maximums to be exceeded if publicly-accessible parking and active ground floor uses are provided, the City is promoting both a more efficient pool of parking and mixed-use development, which produces less parking demand than single-use development.

Code: 17.64.020 Residential Off-Street Parking Requirements.

Amendment: Eliminate residential off-street parking requirements in the CBD and reduce for Urban and Traditional locations. In the rest of the city, shift requirements to a per bedroom basis to better account for actual parking demands. Eliminate guest spaces in all areas as on-street parking is sufficient given adequate on-street parking management.

Discussion: Residential parking requirements should be set to be flexible, promote infill development and meet actual market demands. According to the economic analysis, there is a strong likelihood that rental apartments may dominate the market ahead of owner-occupied condominiums. As data show in Chapter 1, renter-occupied units in Sacramento experience considerably less household vehicle ownership than owner-occupied units (a range of 0.08 to 1.29 vehicles per household). Given this wide variety in demands, residential developers should be able to construct as much or as little as necessary to meet the anticipated parking demand rates.

Code: 17.64.020 Commercial Off-Street Parking Requirements

Amendment: Eliminate minimum parking requirements in the CBD. In Urban and Traditional areas, parking requirements are reduced, while in the remainder of the city requirements are marginally lowered to levels observed by ITE in suburban settings. In addition, the requirements for different uses have been streamlined so that most uses have one of a small range of requirements.

Discussion: The aim of the changes is to allow development to meet actual market demands, simplify the turnover of properties between different uses, and encourage infill development/redevelopment. In neighborhoods that are fully built out, current requirements can make it difficult for new businesses to start in existing properties. For example, a building originally built for a small hardware store may not have enough off-street spaces to meet parking requirements under the existing code for a restaurant. By eliminating the parking requirement in the CBD, it will become much easier for businesses to move into vacant properties and bring new commercial activity. In Urban and Traditional, requirements are set to meet the low range of parking demand ratios observed in the 2011 Master Plan Update. By doing so, the City will allow for new businesses to build as much parking as desired to meet actual anticipated demand. Together with a future in-lieu fee, this will provide a mechanism for developers to either meet their parking needs onsite or make it financially feasible to contribute to transportation improvements off-site that can reduce or manage parking demands. In addition, requiring the same parking for most business types will simplify the process of properties changing uses. In combination with the proposed changes to encourage off-site shared parking (17.64.010), the changes are also supportive of a park-once environment with pedestrian activity and the consequent economic and safety benefits.

Code: 17.64.030 Location and dimensions of off-street parking facilities

Amendment: Reduce parking stall and aisle widths per Figure 6-7. Reduce the stall depth for compact cars by almost one foot and increase the allowable number of compact spaces to 50%. Require planning staff's approval to introduce compact spaces. Allow planning staff to approve tandem parking, valet parking, and stacked mechanical lift parking where appropriate. Per ULI guidelines, the stall dimensions in the table below may be increased by 1 foot where stalls are adjacent to an island or curb.

Figure 6-7 Recommended Multi-Family and Non-Residential Use Parking Design Standards

Standard Car				Compact Car			
Type	Stall Width	Stall Depth	Maneuvering Width	Type	Stall Width	Stall Depth	Maneuvering Width
90 degree	8.5 feet	18 feet	24 feet	90 degree	8 feet	15 feet	24 feet
60 degree	8.5 feet	19 feet	14 feet or 20 feet for two way traffic	60 degree	8 feet	17 feet	14 feet or 20 feet for two way traffic
45 degree	8.5 feet	18 feet	12 feet or 20 feet for two way traffic	45 degree	8 feet	16 feet	12 feet or 20 feet for two way traffic
30 degree	8.5 feet	15 feet	11 feet or 20 feet for two way traffic	30 degree	8 feet	13 feet	11 feet or 20 feet for two way traffic
Parallel	8 feet	22 feet	11 feet or 20 feet for two way traffic	Parallel	8 feet	20 feet	11 feet or 20 feet for two way traffic

Discussion: It is recommended that the City provide more flexibility in parking lot design by allowing for lower minimum stall depth and maneuvering width dimensions for non-parallel spaces to offer developers the opportunity to meet site-specific needs. By providing these minimum standards, the City can ensure both efficient parking space access and circulation design of the parking lot to minimize both on-street queuing and ingress/egress conflicts with pedestrians and bicyclists.

These recommendations are based on a review of the ULI’s *The Dimensions of Parking*, one of the most authoritative sources on parking design and the result of a 30-year collaboration between the ULI, the national parking association and leading practitioners.

Based on the review of minimum compact car stall sizes in other cities and ULI’s concerns regarding compact spaces, Sacramento should reduce the stall depth for compact cars by almost one foot and increase the allowable number of compact spaces to 50%. Requiring a 15-foot stall depth for compact parking stalls along with guidance for longer end stall depths for maneuvering requirements is a standard practice for all the other cities reviewed. However, planning staff’s approval should be required to introduce compact spaces once the applicant has shown that they can function properly.

The City’s Code already includes guidance regarding attendant-served parking facilities. However, there should be greater flexibility given to planning staff to allow for tandem parking, valet parking, and stacked mechanical lift parking where appropriate.

Code: 17.64.050 Bicycle parking facilities.

Amendment: In order to meet the recommended standards of the Association of Pedestrian and Bicycle Professionals (APBP), the City shall require both short-term and long-term bicycle parking for all land uses. In addition to the number of spaces required for each use, the following amendments should also apply to bicycle parking in all areas:

1. Where a property does not have adequate space to install bicycle parking, the City shall permit the installation of bicycle parking on public property, such as adjoining sidewalks, as long as the installation does not interfere with pedestrian access or ADA regulations.



Source: NelsonNygaard

2. Allow on-street bicycle parking, sometimes called “bike corrals”, at the request of property owner or where planning staff determine that there is significant demand for bicycle parking and sufficient off-street space is not available. Bike corrals replace one or more auto spaces with 10 or more short term bicycles parking spaces per auto space.

Discussion: Providing adequate amounts of bicycle parking at all destinations is critical in encouraging bicycle use and reducing auto travel for all types of trips (recreational, commuting, school, etc.) The intent of the proposed changes is to increase bicycle mode share not only through the provision of adequate parking to meet existing demand but also by ensuring that the parking provided meets current best practices in terms of type, installation and location.

Bike parking types fit within two broad categories: short and long-term parking. Where short term parking emphasizes convenience with reasonable security, long term parking emphasizes security while being slightly less convenient. Short-term parking caters to customers and visitors who need a secure place to lock their bicycle for errands from a few minutes up to a few hours. For long term parking, individual storage solutions such as lockers can be used, or access-controlled “bike cages”, or staffed bike stations. While it is still important that cyclists can easily access the parking facility, long term parking does not need to be immediately adjacent to a building’s entrance as with short term parking.

Bicycle parking facilities should be designed and installed according to best practices defined by the APBP²⁹. Particular attention should be paid to using an approved type of rack for short term parking (Class II), such as the “inverted U”,

²⁹ <http://www.apbp.org/?page=Publications>

and optimizing location as close as practicable to the entrance of the facility served.

In addition, new innovations such as bike corrals have created new public spaces for bicycles. Corrals can free up valuable sidewalk space, benefit business owners by significantly increasing capacity compared to auto parking, and can increase safety when located at corners by increasing visibility for drivers. Typically the removal of 1-2 auto parking spaces is only a small percentage of the total on- and off-street parking supply in a given area, and the inconvenience to motorists is insignificant. They can be particularly effective at popular destinations in dense neighborhoods with no room for off-street bicycle parking and high bicycle mode shares. Bike corrals have proved to be effective in many cities including San Francisco and Portland, at destinations such as grocery stores, bars, or restaurants with outdoor seating.



Source: <http://www.flickr.com/photos/paytonc/5081628080/sizes/l/in/photostream/>

Code: 17.68 Paving and Tree Shading Regulations

Amendment: This amendment is to be evaluated in the future, if necessary. Include guidance of permeable paving surfaces and high albedo paving materials in order to reduce stormwater runoff and urban heat island effect. The planning director's existing list of approved shade plants should be reviewed to ensure that climate appropriate plants are required. Use the San Francisco Public Utilities Commission's (SFPUC) Low Water Use and Climate Appropriate Plant List as a template informed by the shade tree program operated by the Sacramento Municipal Utility District.

Discussion: Landscaping requirements should reflect Sacramento's goal of environmental stewardship. As such, requirements should be adjusted to provide developers with more guidance as to the types of trees that are best suited to Sacramento's climate. These guidelines can help reduce water usage and increase canopy coverage to lessen the heat island effect.

3. New Code Provisions

This section offers several options for applicants to meet their parking requirements by allowing alternatives to on-site parking and/or implementing TDM programs. Those employers who have an approved transportation management plan (TMP), which include many of these TDM measures, should be automatically granted a minimum 35% reduction in their minimum parking requirement. By doing so, it will provide flexibility to new development and promote the use of alternative modes.

Code: Low-Emitting, Fuel-Efficient, Carpool/Vanpool Requirements

Amendment: In order to meet the requirements of the California Green Building Standards Code, the City shall require that a portion of designated parking be maintained for any combination of low-emitting, fuel-efficient and carpool/van pool vehicles.

Discussion: By allotting a certain number of parking spaces to fuel-efficient and multi-passenger vehicles, the City will be endorsing a more environmentally and cost-effective agenda. There are numerous benefits to low-emission vehicles and ridesharing. Together, they can reduce vehicle greenhouse gases, lower peak-period vehicle trips, cut parking facility costs, and increase commuters' travel choices. All of these options also tend to have the lowest cost per passenger-mile of any motorized mode of transportation, since they provide consumer financial savings by decreasing fuel and parking costs, and make use of vehicle seats that would otherwise be empty.



Source: <http://www.flickr.com/photos/drdu1/423813351/sizes/z/in/photostream/>

Code: Available on-street parking abutting a property may be counted by right towards its minimum requirement.

Discussion: On-street parking abutting a property is most likely to be used by tenants, visitors, or customers of the property. This code merely formalizes a current practice, and helps avoid building excessive amounts of parking. Developers and businesses will benefit by being able to use more of their property for uses more lucrative than parking. The city will also benefit as more active uses provide greater revenues and less infrastructure is necessary to meet oversupplied off-street lots.

Code: Optional In-Lieu Fee

Amendment: In the future, establish an optional fee that would allow applicants to pay a \$4,000 per space amount in-lieu of providing required parking. The fee should be able to satisfy 100% of the minimum parking requirement with proceeds deposited into a Mobility Fund for investment in specific areas. In addition, the fee should allow applicants to exceed the maximum parking requirements, but only if the spaces in excess of the requirements are made publicly available.

Discussion: A one-time voluntary in-lieu parking fee of \$4,000 per space should provide new development projects, or uses, with a reasonable alternative to on-site requirements, in addition to the as-of-right off-site and shared parking options recommended previously. There are several key elements considered in developing the in-lieu fee price structure. The fee must serve the goals of the City, but it must also be flexible enough to encourage economic growth while providing an adequate pool of revenue for future parking facilities and alternative mode programs.

Prior to establishing the in-lieu fee, the City should clarify the exact mechanism regarding the types of projects that qualify to receive funds and in what areas those funds would be spent.

An effective in-lieu fee program should seek to:

- **Avoid large up-front costs to developers that would deter investment.** Many cities make the mistake of creating a “simple” in-lieu fee structure based on large initial lump sum payments. These in-lieu fees can prove excessively costly to developers who ultimately forgo construction or build parking on-site that is not efficient in terms of parking or land resources.
- **Guarantee a revenue stream for the City.** A workable fee structure will both provide the City with enough initial funding to finance parking space construction (if necessary) and give the City a continuous long-term revenue stream for other transportation improvements.
- **Fully utilize existing parking capacity.** The actual fee amount should be based on a City’s individual circumstances. In the case of Sacramento, there is already a large, vacant pool of parking to utilize. Therefore, a fee structure that favors a long-term revenue stream over immediate funds may be more effective.
- **Justify costs for both the City and developer.** Neither the City nor the developer should pay more than their fair share. A \$4,000 per space fee should provide the City with some basis of subsidy for meeting the gap between the cost of building public parking or introducing alternative mode improvements and the revenues it can produce.

The intention behind permitting parking in excess of the maximum parking requirements is to recognize that some niche developments/businesses may require more parking than most, while balancing this with some public benefit against the negative externalities associated with increased private parking.

Code: Optional Leasing Program

Amendment: Maximize use of existing parking for new development, before requiring additional on-site commercial parking, by allowing applicants to fulfill their minimum parking requirements by leasing spaces in underutilized parking facilities.

Discussion: As noted in the analysis of parking demand, there is a significant amount of under-utilized off-street parking throughout the Central City. Some of this existing parking is publicly available but poorly used because it is either difficult to locate or potential users choose instead to park for free in residential neighborhoods. Many downtown parking turnover studies have shown that two or more vehicles may park in a single space each day, if that space is publicly available. The City can maximize parking resources by allowing developers to lease spaces in public lots during certain hours of the day, thereby guaranteeing an employee a reserved space during work hours, but freeing that same space for shoppers and visitors during non-work hours.³⁰

Other California cities, such as Pasadena, use a parking credit program to allow new in-fill projects to make use of existing public parking for a modest annual fee. When existing parking reserves are completely subscribed on a shared basis, these credits are no longer available. Sacramento could use such a program to organize use of existing parking and help pay for a parking information and signage system.

Code: Unbundled Parking

Amendment: If developers choose to implement unbundled parking they will be eligible for reduced minimum parking requirements. To qualify for reduced parking requirements, all off-street parking spaces accessory to uses in new buildings, or in new conversions of buildings (in the CBD, Urban, and Traditional Areas), shall be leased or sold separately from the rental or purchase fees for the life of residential units or nonresidential space, such that potential renters or buyers have the option of renting or buying at a price lower than would be the case if there were a single price for both the built space and the parking space.

Discussion: The purpose of this amendment is to make the cost of providing parking clear to residential and commercial tenants and buyers, and to help them make more informed decisions about their transportation needs. Unbundled parking also makes housing more affordable for tenants or buyers who do not have a vehicle, without affecting price for others (see a hypothetical example in Figure 6-8). Typically, unbundled parking leads to reduced parking demand, which in turn lets developers build less parking and more of the functional building space (whether that is living units, commercial space or office space). Typically unbundled parking reduces parking demand by 10-30%³¹ depending on circumstances. A conservative approach may be to ease minimum requirements by 20%.

³⁰ As an example of locally leased parking, a new agreement by developer Dan Fredrickson in downtown Ventura for his office/retail building will lease over 50 parking spaces over a 25-year period from the City.

³¹ Todd Litman, Victoria Transport Policy Institute.

Figure 6-8 Effect of Unbundled Parking on Monthly Rental Price

	Conventional Pricing	Unbundled without Parking	Unbundled with Parking
Unit	\$2,000	\$1,800	\$1,800
Parking	Included in Unit Fee	\$0	\$200
Total Cost	\$2,000	\$1,800	\$2,000

In the hypothetical example above, the landlord has determined that \$200 is a reasonable monthly cost per parking space given the monthly expenses required to maintain a parking space (lighting, cleaning, down payment on financing etc.). When the cost of parking is separated from the cost of the rental unit itself, the total cost does not change for someone who requires a parking space. But for someone who does not need parking, monthly rent is effectively reduced by \$200, to \$1800. This makes housing more affordable for those who do not want, or cannot afford, a vehicle. It also increases flexibility by allowing people that need more than one parking space to rent more.

Code: Carsharing

Amendment: Allow developers to seek reductions in the minimum parking requirement in return for providing carsharing spaces.

Discussion: Convenient access to shared vehicles has been demonstrated to lower average vehicle ownership. City CarShare and Zipcar are the two carshare operators in the Bay Area. Zipcar recently expanded their operations to Sacramento, beginning with 18 on-street spaces. In other markets they have been willing to work with developers in providing carshare vehicles in new projects. In untested areas this may require an agreement of minimum guaranteed revenue.

Code: Transportation Demand Management

Amendment: Allow developers to seek reductions in the minimum parking requirement in return for implementing a Transportation Demand Management (TDM) program that reduce or manage parking demand.



Source: CityCarshare

Discussion: TDM programs provide a powerful tool to cut congestion, improve air quality, and improve employee commuting choice. TDM programs also tend to benefit developers and employers, since it allows them to devote valuable land to more lucrative purposes than parking spaces. As such, a well conceived TDM program can be of mutual benefit to the City, businesses, and residents.

Rather than a single, one-size-fits-all approach, employers should be allowed to choose the measures that work best for their specific project. They should be free to mix and match from the following matrix of TDM measures, each of which has a documented impact on trip generation and parking demand.

The policy framework outlined below is designed to link the need for TDM policies to a standardized system of reductions in parking requirements. Figure 6-9 provides a menu of TDM measures organized into six general categories. Some of these measures are more applicable to retail/commercial/office developments, others would work best with residential projects, and some are applicable to all types of land uses. While it is not an exhaustive list, it does include the most commonly utilized TDM measures. Additional programs could be included if found to be applicable to the City of Sacramento.

A “conversion factor” has been listed for multimodal infrastructure improvements to show the ratio at which many parking spaces can be replaced. For example, one carsharing vehicle can replace four standard vehicle spaces. Other measures do not include conversion factors as they are largely programmatic with varying degrees of effectiveness (e.g. parking pricing can range from low to high prices) and reductions for those measures should be determined on a case-by-case basis.

In order to ensure that developers do not attempt to “overuse” a particular TDM measure beyond reasonable levels, each strategy also includes a maximum percentage reduction. For example, in the case of carsharing, no more than 20% of the minimum parking requirement can be fulfilled through carshare vehicles. However, each measure should be guaranteed a minimum reduction of one space.

As several of the measures listed in Figure 6-9 are similar to those listed in the TMP ordinance, those employers who have an approved TMP should be automatically granted a minimum 35% reduction in their minimum parking requirement.

As part of the project approval process developers would submit their TDM plan to the City, and would be granted a reduction in parking requirements based on how comprehensive and robust a program they offer. Each TDM plan would be subject to review and final approval by City staff. Because choice and implementation TDM strategies are also dependent on specific project conditions or site context, staff would have the authority to revise proposed TDM plans and parking reductions to ensure maximum effectiveness.

Finally, it is recommended that certain developments wishing to obtain a parking reduction by implementing a TDM program should also be subject to the following conditions:

- **Annual Reporting:** TDM programs are only as effective as their ongoing management. As a result, it is recommended that the City of Sacramento require that for developments that implement TDM measures outside of the multimodal infrastructure category monitor their TDM programs annually to not only ensure compliance among businesses and tenants, but also document effectiveness. The City should require that each of these developments conduct an annual survey of its TDM programs and participants. This survey information would then be used to produce an annual citywide report which would document the mode share shifts and TDM participation.
- **Leasing Requirement:** Any development that obtains a parking reduction via a TDM program would need to include in the tenant lease a requirement for mandatory implementation of the approved TDM measures. This requirement would help to ensure that approved TDM measures are being implemented by all tenants of any new development, and that the parking reductions are justified. This requirement would run with the lease and not with the tenant. For residential projects, the TDM measures would be a part of the HOA agreement and could not be changed without penalty to the City.

Zoning Code Parking Update | Final Report
City of Sacramento

Figure 6-9 TDM Measures and Point Values

TDM Category	TDM Measure	Description	Conversion Factor	Maximum % Reduction
Multimodal Infrastructure	Additional Secure Bicycle Parking	Provide additional secure and convenient bicycle spaces above that of the requirement.	4:1	10% or 2 spaces, whichever is greater
	Bicycle Sharing / Loan Program	Provide bicycle sharing or loan program.	2:1	5%
	On-site Facilities	Provide lockers and showers for employees.	2:1	5%
	Car-sharing	Provide car-sharing vehicles on-site (provided service is available).	1:4	20%
	Scooter/Motorcycle Parking	Provide scooter or motorcycle stalls.	1:1	10% or 2 spaces, whichever is greater
	Shared Parking	Utilize the same parking facility with a land use that experiences peak demand at a different hour.	1:1	100%
	Tandem/Stacked Parking	Provide parking in tandem or stacked spaces.	1:1	100%
Parking Management	Pricing of Parking	Price on-site parking for commuters to achieve target occupancy rates.	N/A	30%
	Unbundle Parking	Charge separately for the cost of parking and the cost of residential/commercial space.	N/A	15%
Financial Incentives	Free Transit Passes	Provide free monthly transit passes.	N/A	25%
	Parking Cash-out	Commuters who do not drive are offered a cash value equal to the parking subsidy provided to drivers.	N/A	25%
	Tax-free Commuter Benefit Programs	Provide commuter program that allows for pre-tax deductions from paycheck.	N/A	2%
	Free Car-sharing Membership	Provide free car-sharing membership (provided service is available).	N/A	2%
Vehicle Trip Consolidation	Rideshare Matching Services	Utilize web-based technologies to help commuters find travel partners and share costs.	N/A	2%
	Shuttle Services	Shuttle service to/from location and public transit facilities or key destinations.	N/A	25%
	Subsidized Vanpool Programs	Subsidize cost of rented/purchased vans.	N/A	5%
	Guaranteed Ride Home	Provide occasional subsidized taxi rides home to commuters who travel by non-SOV.	N/A	2%
Promotion	Marketing/Outreach	Provide online and on-site travel information.	N/A	1%
	On-site Coordinator	Professionals who implement TDM and travel programs.	N/A	1%
Scheduling	Telecommute	Use of telecommunications to substitute for physical travel.	N/A	20%
	Compressed work week	Employees work fewer but longer days.	N/A	20%
	Staggered shifts	Shifts are staggered to reduce the number of employees arriving and leaving at one time.	N/A	10%