



City of Sacramento

# ZONING CODE PARKING UPDATE

## Draft Report

May 2012





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# EXECUTIVE SUMMARY

## OVERVIEW

Like most California cities, Sacramento is constantly evolving in an effort to respond to the growing challenges of the 21<sup>st</sup> 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.

### **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.

### **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 and 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: 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**

In order to meet the requirements of the California Green Building Standards Code, 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 pay an in-lieu fee instead of installing bicycle parking, equal to the cost of the City installing on-street bicycle parking adjacent to the project.

### **Recommendation #9: Allow development relief from minimum parking requirements by allowing alternatives to on-site parking and/or implementing Transportation Demand Management programs**

If developments opt to introduce Transportation Demand Management (TDM) measures that have shown to reduce or manage parking demand, they would be eligible for reductions in their minimum parking requirements. In addition, 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. 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 1-2 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 Supply<sup>1</sup>**

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*

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<sup>1</sup> 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**

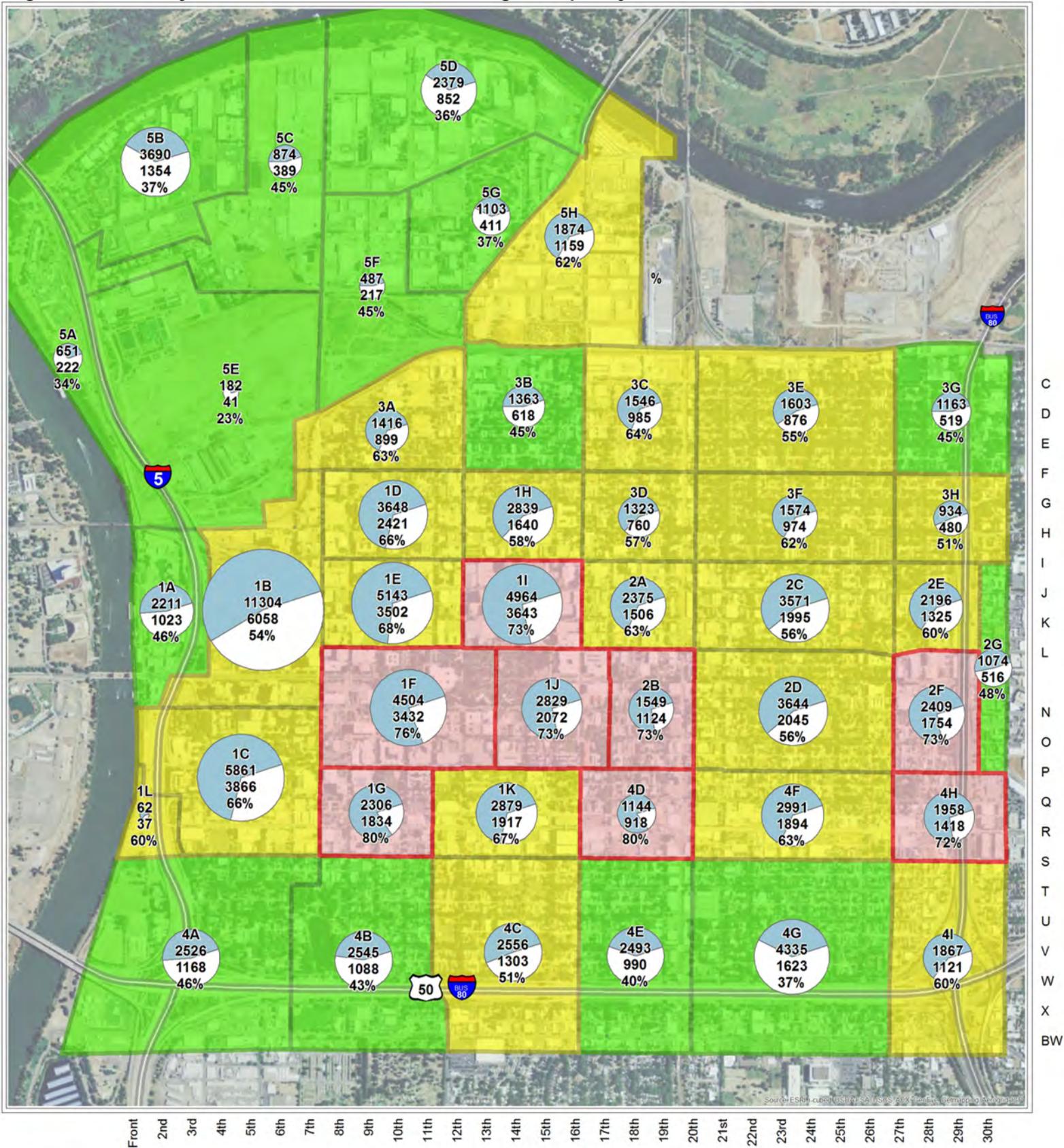
Focus Area	On-Street Occupied Spaces	On-Street Parking Supply	On-Street Occupancy Rate	Off-Street Occupied Spaces	Off-Street Parking Supply	Off-Street Occupancy Rate	Total Occupied Spaces	Total Parking Supply	Total Occupancy Rate
1	4,939	5,718	86%	26,526	42,832	62%	31,465	48,550	65%
2	3,391	4,465	76%	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).

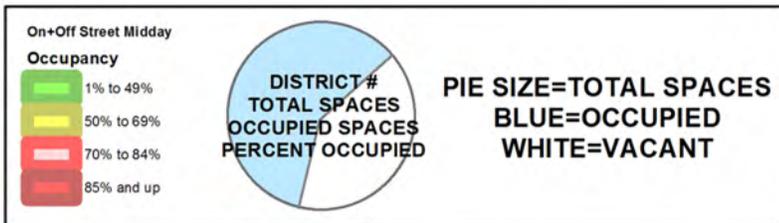
**Figure 1-5 Parking Occupancy Rates by Access**

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

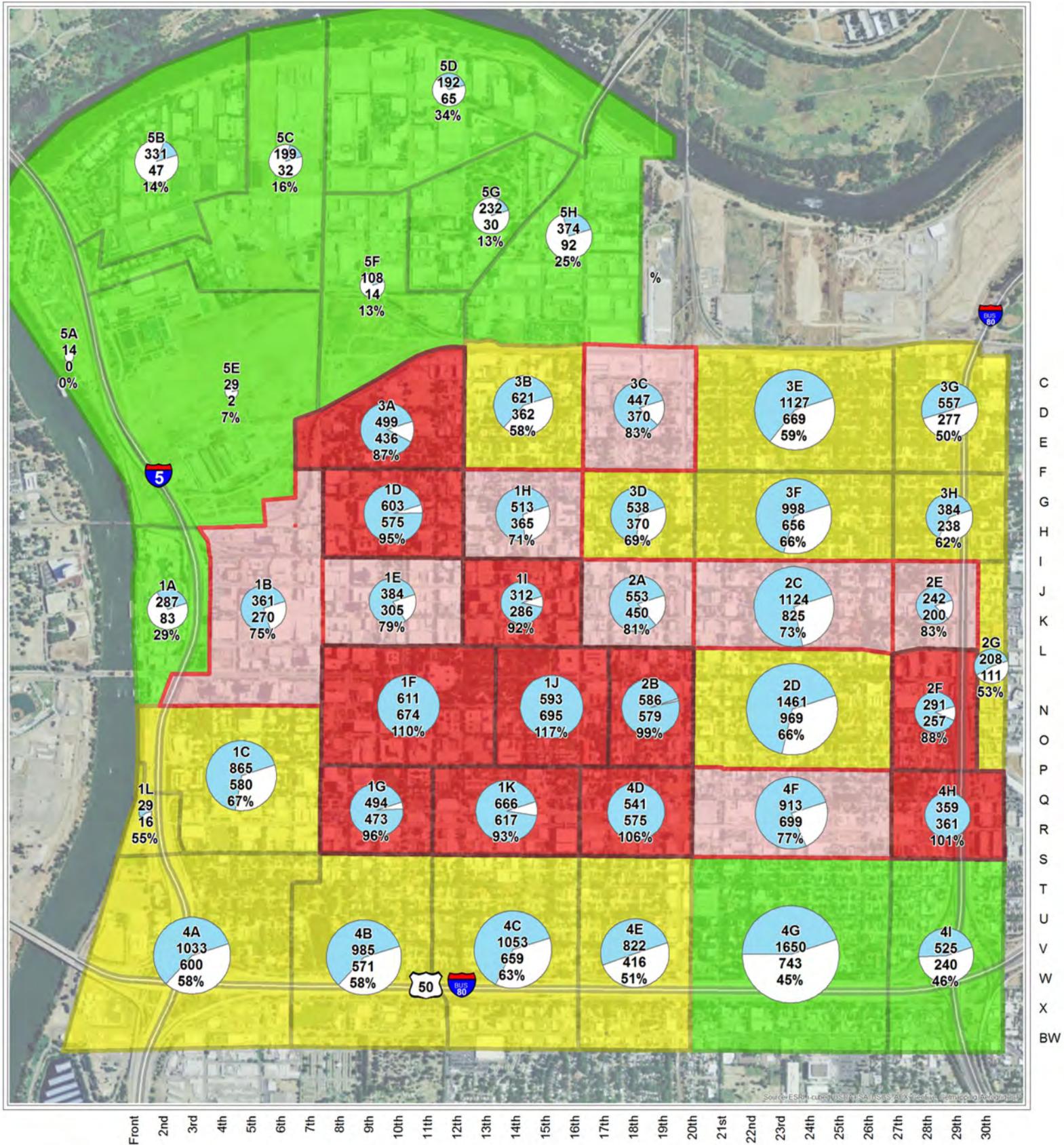


0 0.1 0.2 0.4 Mile  
DKS Associates



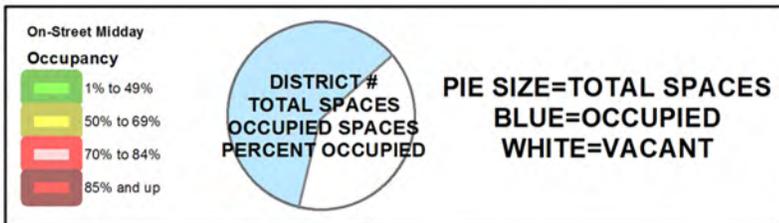
**ON + OFF STREET  
MID-DAY (10am-2pm)  
OCCUPANCY  
BY DISTRICT**

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



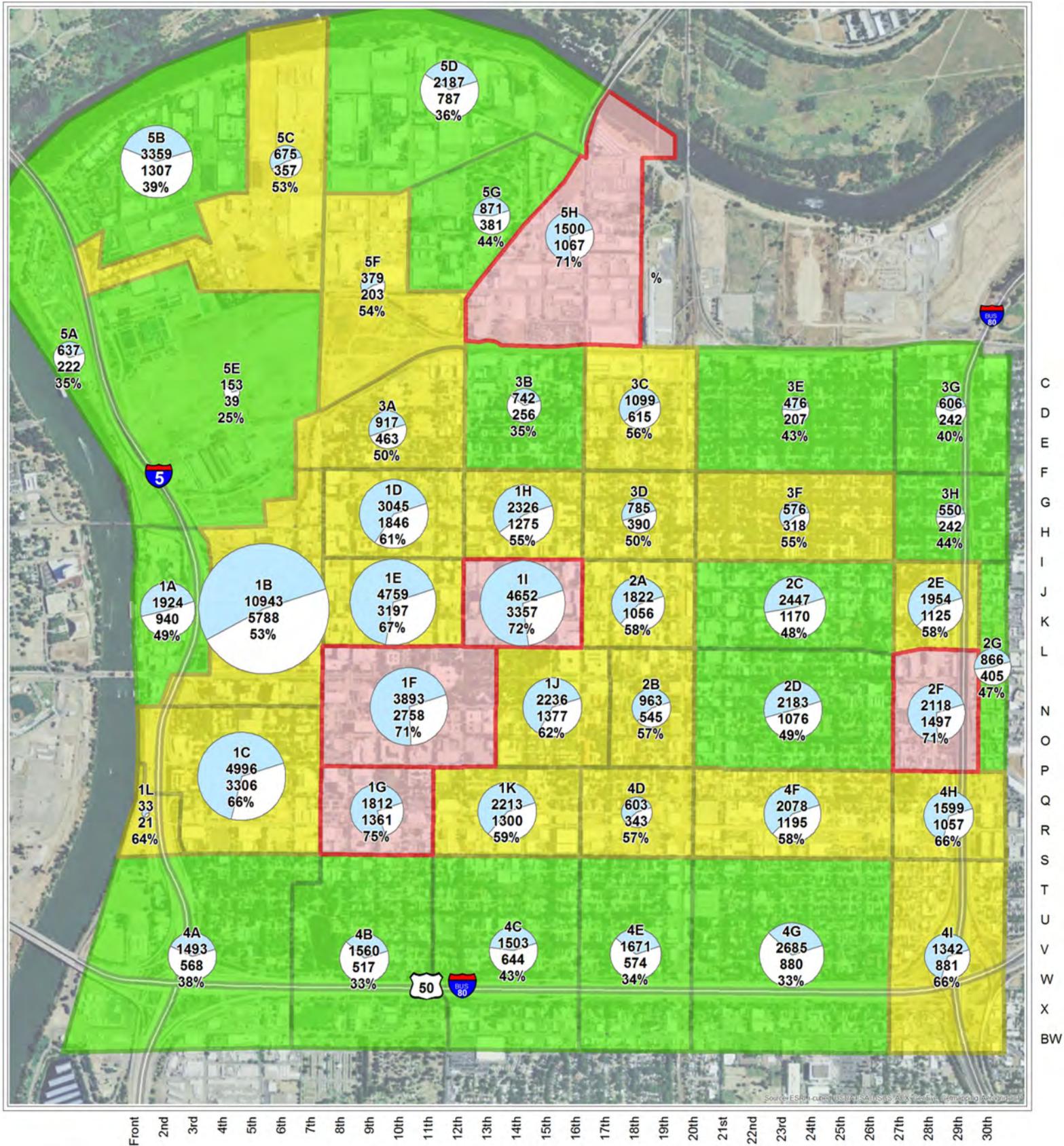
0 0.1 0.2 0.4 Mile

DKS Associates

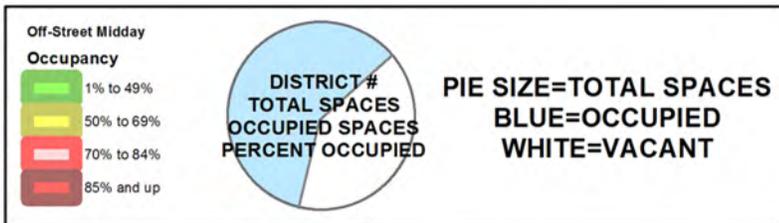


**ON STREET  
 MID-DAY (10am-2pm)  
 OCCUPANCY  
 BY DISTRICT**

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



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.<sup>2</sup> 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.

<sup>2</sup> 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

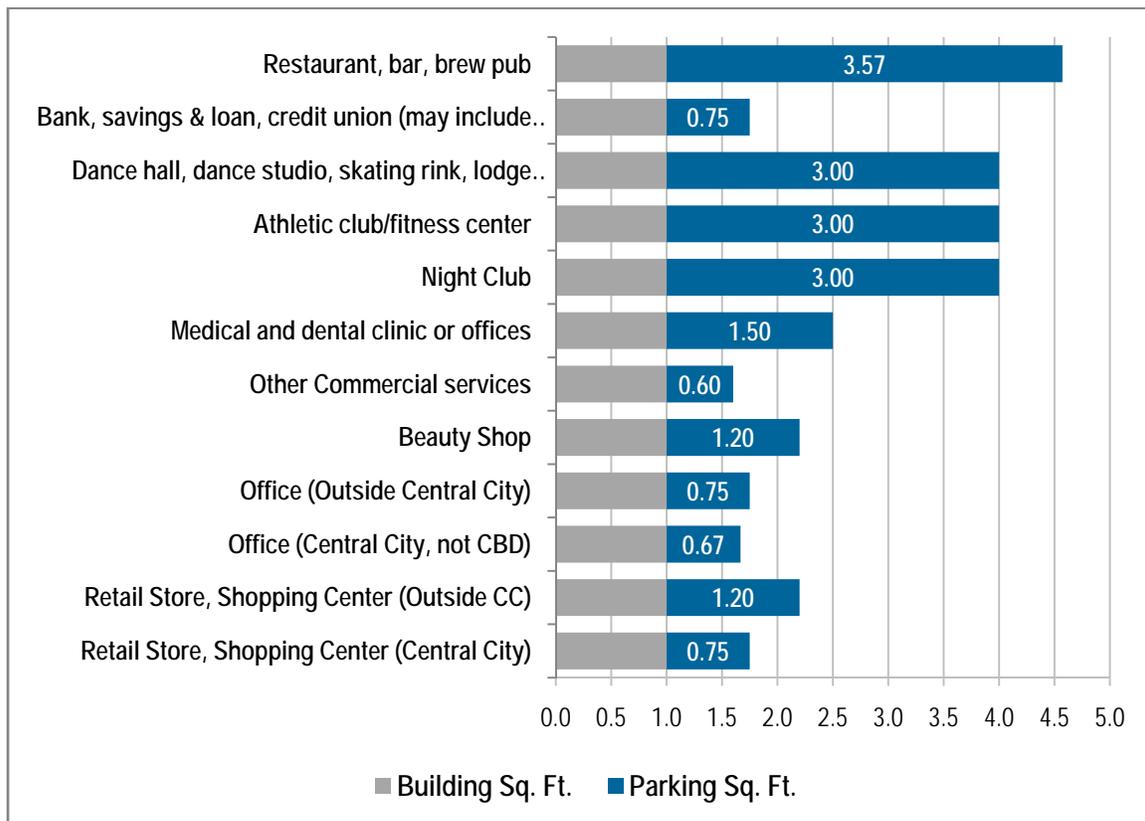
A practical consequence of minimum parking requirements is that a portion of a property is dedicated to parking, rather than to more active uses. For a developer, this can affect the financial viability of projects. In addition to the economic dimension of requiring too much parking, another consequence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



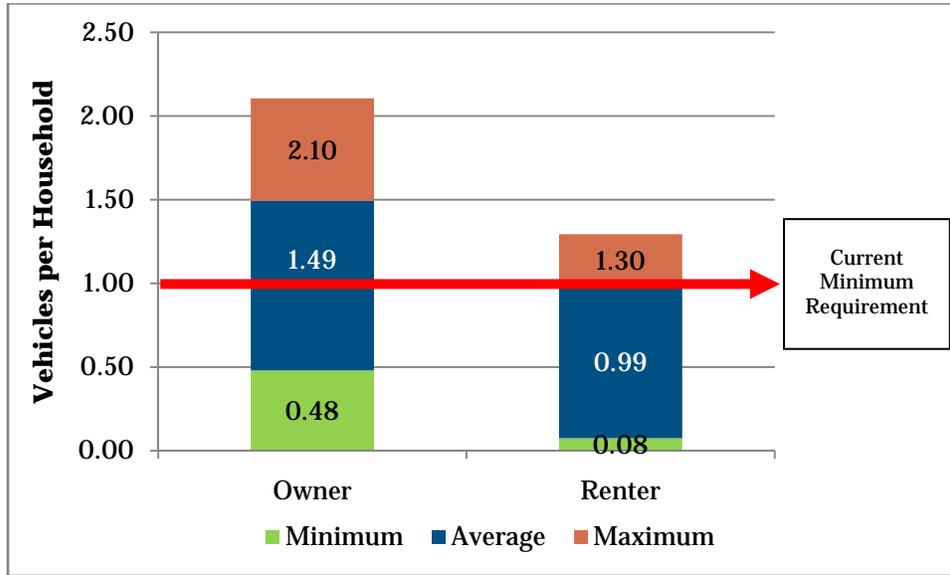
Note that for Restaurants the requirement is expressed as 1 space per 3 seats. This was converted using 28 square feet per seat, an industry average number.

## 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

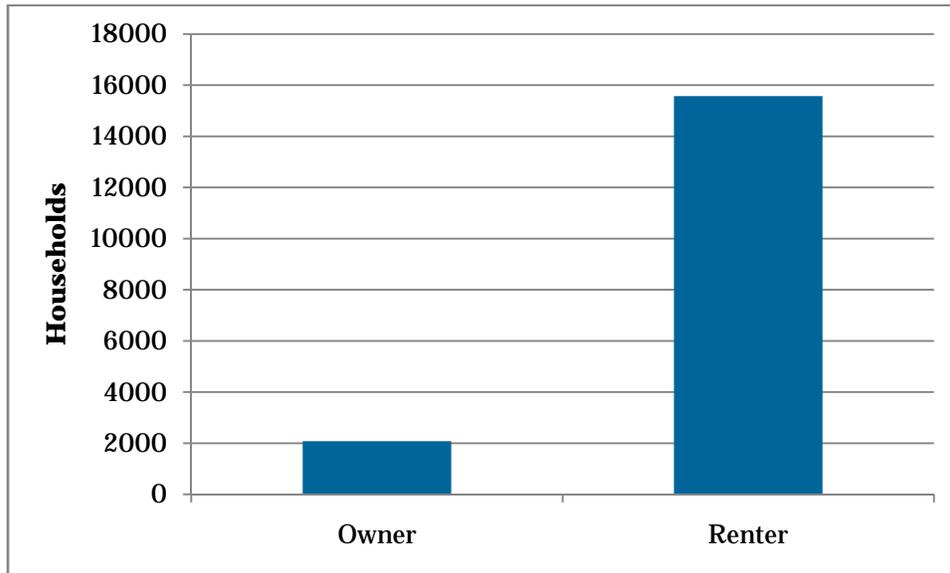
units, vehicle ownership ranges from a minimum of 0.48 to a maximum of 2.11 vehicles per household while rental-occupied vehicle ownership ranges from a minimum of 0.08 to a maximum of 1.29 vehicles per household. Minimum parking requirements should ultimately be set to accommodate the full range of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

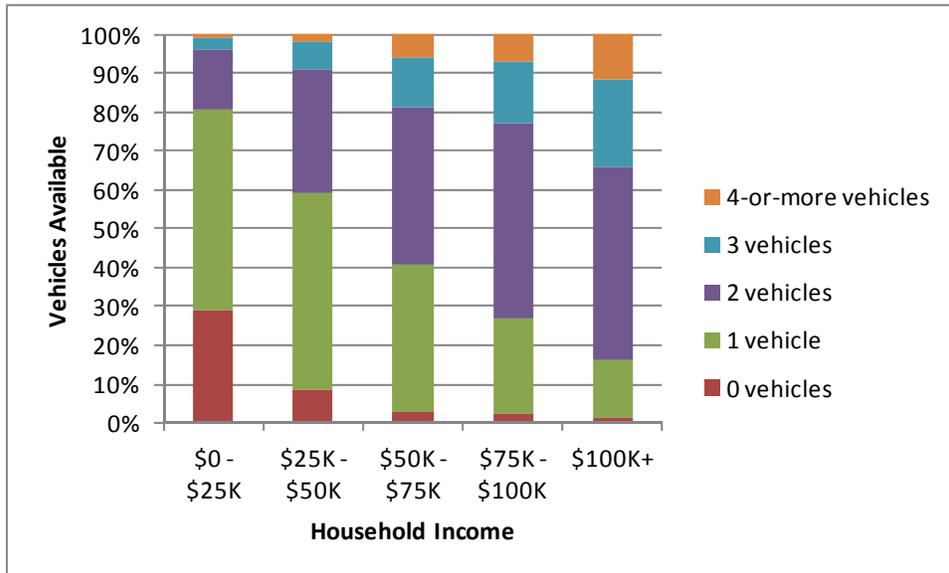
Figure 1-13 Housing Tenure, Central City



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.”<sup>3</sup>

## 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:

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<sup>3</sup> 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 Plan<sup>4</sup>



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.<sup>5</sup>
- 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.”<sup>6</sup>

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

<sup>5</sup> 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.

<sup>6</sup> 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.<sup>7</sup> 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.

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

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
<b>St. Rose of Lima Park RT Light Rail Station – Downtown Plaza</b>	<b>Sacramento</b>	<b>1</b>	<b>2</b>	<b>1.7</b>
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	-	-

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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
<b>Sacramento, CA*</b>	<b>2.19</b>	<b>1.18</b>	<b>1.01</b>
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.”<sup>8</sup>

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

<sup>8</sup> 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.”<sup>9</sup> 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* (3<sup>rd</sup> 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.

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<sup>9</sup> Urban Land Institute (ULI), *Shared Parking Manual*, 2<sup>nd</sup> 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 environments<sup>10</sup>. 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 56<sup>th</sup> 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:

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<sup>10</sup> 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,<sup>11</sup> 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.<sup>12</sup> 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.<sup>13</sup> 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 literature<sup>14</sup> 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.<sup>15</sup> 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.

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

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

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

<sup>14</sup> 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.

<sup>15</sup> 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 56<sup>th</sup> 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 59<sup>th</sup> 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 Parking<sup>16</sup> 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 Standards<sup>16</sup>

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.

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<sup>16</sup> Urban Land Institute, The Dimensions of Parking, 5<sup>th</sup> 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

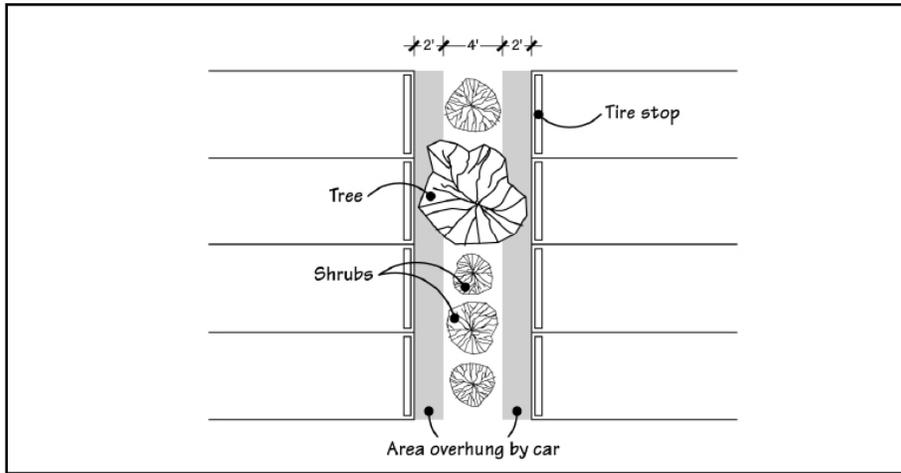
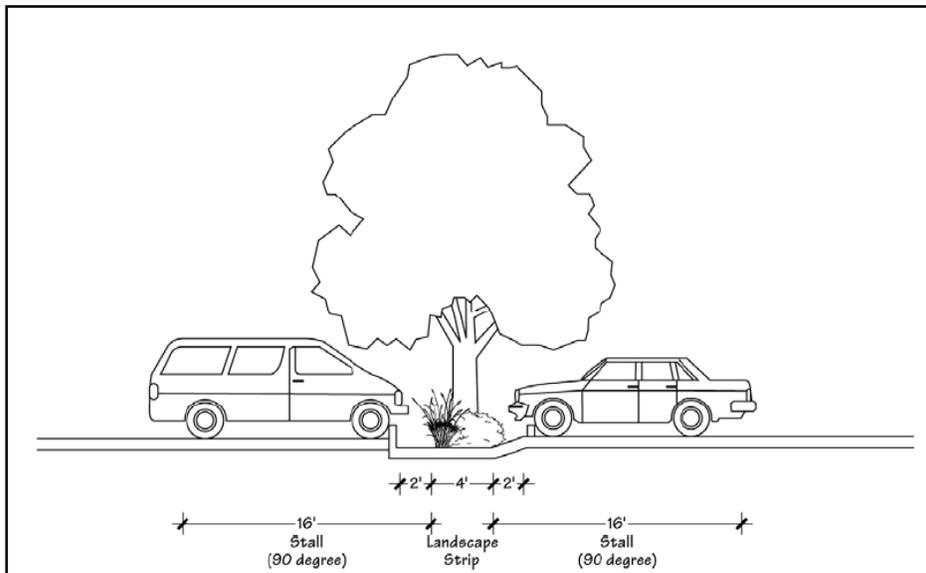


Figure 4-4 Portland, Oregon Parking Landscaping Diagram



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 1<sup>st</sup> and December 15<sup>th</sup>, 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 29<sup>th</sup> and 30<sup>th</sup>, 2011), round-table session conducted by City staff with the Strategic Development Task Force of the Sacramento Downtown Partnership (October 27<sup>th</sup>, 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.<sup>17</sup>

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.<sup>18</sup> 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

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<sup>17</sup> 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.

<sup>18</sup> 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.<sup>19</sup> 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.

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<sup>19</sup> 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.

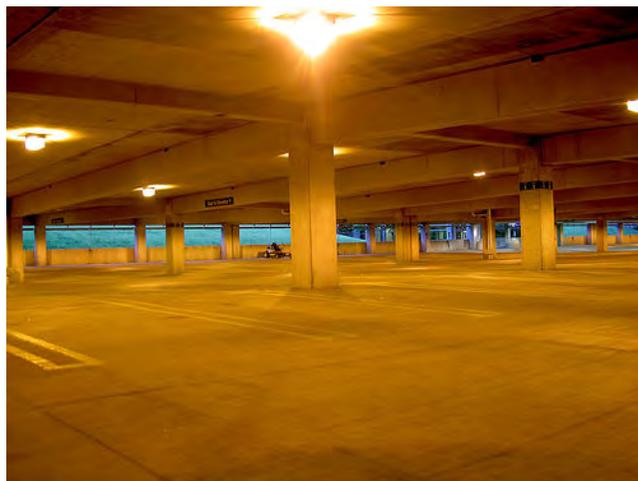
Developers described lengthy entitlement processes involving multiple discretionary reviews that re-opened questions of parking requirements. One example, a significant mixed use development on one of the inner commercial corridors, involved the re-opening of retail parking requirements at permitting 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 and 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 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.<sup>20</sup> 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.<sup>21</sup>

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.<sup>22</sup>

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

<sup>20</sup> 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.

<sup>21</sup> 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.

<sup>22</sup> 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.<sup>23</sup> 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

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<sup>23</sup> 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 <sup>1</sup>	Weighted Average <sup>2</sup>	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	

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

<sup>2</sup> 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.<sup>24</sup> 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.

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<sup>24</sup> 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.

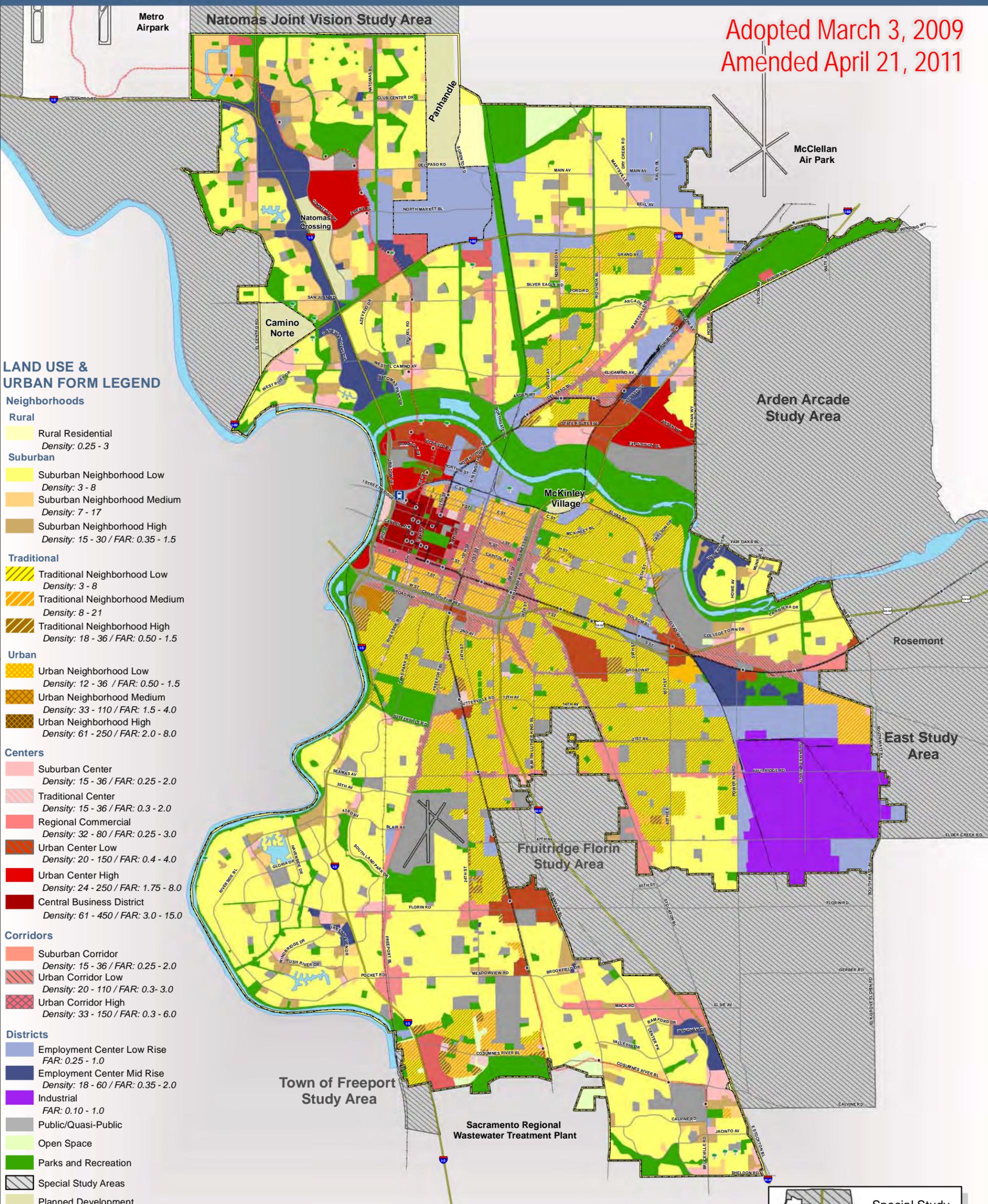
**Figure 6-1 Zoning Code Land Use Categories**

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**

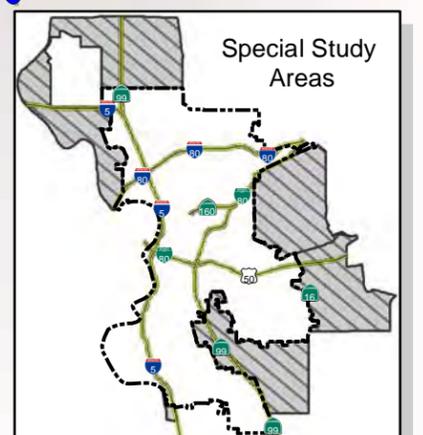
- Neighborhoods**
- Rural**
- Rural Residential  
Density: 0.25 - 3
- Suburban**
- Suburban Neighborhood Low  
Density: 3 - 8
  - Suburban Neighborhood Medium  
Density: 7 - 17
  - Suburban Neighborhood High  
Density: 15 - 30 / FAR: 0.35 - 1.5
- Traditional**
- Traditional Neighborhood Low  
Density: 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**

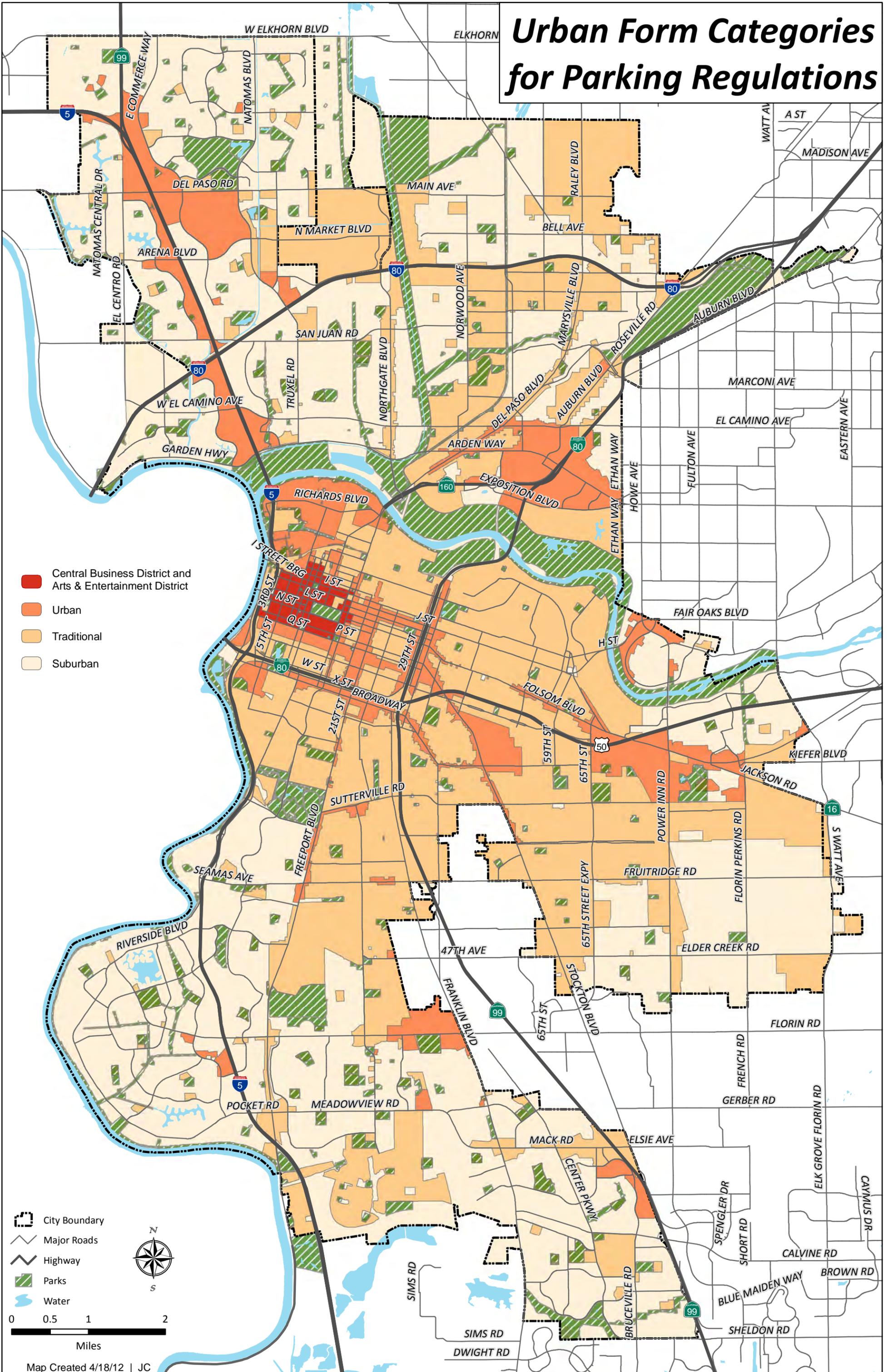
- Policy Area
- City Limits
- Waterways
- Proposed Parks/Parkways
- Major Road
- Expressway
- Existing LRT Line
- Proposed LRT Line
- Major Rail
- Existing LRT Stations
- Proposed LRT Stations
- Intermodal Station



Map Revised: December 1, 2011



# Urban Form Categories for Parking Regulations



## 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 <sup>27</sup>					
LAND USE	SPACES REQUIRED FOR EACH LAND USE <sup>25</sup>				
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) <sup>26</sup>	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 <sup>27</sup>	1 space per 3 occupants	Determined by Planning Commission	Determined by Planning Commission	Determined by Planning Commission	Determined by Planning Commission

<sup>25</sup> 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.

<sup>26</sup> Based on Sacramento vehicle ownership and income data as well as ITE senior housing data.

<sup>27</sup> 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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Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
Residential hotel (SRO)	1 space per 10 units + 1 space for manager	Determined by Planning Commission	Determined by Planning Commission	Determined by Planning Commission	Determined by Planning Commission
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	▼ Parking for additional services (conference center/restaurant/etc.)	▼ 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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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

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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.			
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.			

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Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
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>	<p><b>Short-Term bicycle parking.</b> If the project is anticipated to generate visitor traffic, provide permanently anchored bicycle racks within 200 feet of the visitors' entrance, readily visible to passers-by, of a type recommended by the Association of Bicycle and Pedestrian Professionals<sup>28</sup>.</p> <p><b>Long-Term bicycle parking.</b> Acceptable parking facilities shall be convenient from the street and may include:</p> <ol style="list-style-type: none"> <li>Covered, lockable enclosures with permanently anchored racks for bicycles;</li> <li>Lockable bicycle rooms with permanently anchored racks; and</li> <li>Lockable, permanently anchored bicycle lockers.</li> </ol> <p><b>Residential:</b> Single family units: none required. Multifamily units: 0.5 Class I spaces per bedroom, 0.1 Class II spaces per bedroom (unless private garages are provided).</p> <p><b>Commercial:</b> 1 Class I space and 1 Class II space per 10,000 s.f. of gross floor area. Retail: 2 Class II spaces per 10,000 s.f. Minimum 2.</p> <p><b>Cultural/Education:</b> 1.5 Class I spaces per 10 employees, 1 Class II space per 10,000 s.f. gross floor area.</p> <p><b>Off-Street Parking Facilities:</b> Any facility open to the public. Minimum 6 spaces, or 1 per 10 auto spaces, within view of the attendant. Unattended surface lots excepted.</p>	<p><b>Short-Term bicycle parking.</b> If the project is anticipated to generate visitor traffic, provide permanently anchored bicycle racks within 200 feet of the visitors' entrance, readily visible to passers-by, of a type recommended by the Association of Bicycle and Pedestrian Professionals<sup>28</sup>.</p> <p><b>Long-Term bicycle parking.</b> Acceptable parking facilities shall be convenient from the street and may include:</p> <ol style="list-style-type: none"> <li>Covered, lockable enclosures with permanently anchored racks for bicycles;</li> <li>Lockable bicycle rooms with permanently anchored racks; and</li> <li>Lockable, permanently anchored bicycle lockers.</li> </ol> <p><b>Residential:</b> Single family units: none required. Multifamily units: 0.5 Class I spaces per bedroom, 0.1 Class II spaces per bedroom (unless private garages are provided).</p> <p><b>Commercial:</b> 1 Class I space and 1 Class II space per 10,000 s.f. of gross floor area. Retail: 2 Class II spaces per 10,000 s.f. Minimum 2.</p> <p><b>Cultural/Education:</b> 1.5 Class I spaces per 10 employees, 1 Class II space per 10,000 s.f. gross floor area.</p> <p><b>Off-Street Parking Facilities:</b> Any facility open to the public. Minimum 6 spaces, or 1 per 10 auto spaces, within view of the attendant. Unattended surface lots excepted.</p> <p><b>Rail stations:</b> Bicycle parking should provide Class I spaces for 5% of projected am peak period ridership.</p>	<p><b>Short-Term bicycle parking.</b> If the project is anticipated to generate visitor traffic, provide permanently anchored bicycle racks within 200 feet of the visitors' entrance, readily visible to passers-by, of a type recommended by the Association of Bicycle and Pedestrian Professionals<sup>28</sup>.</p> <p><b>Long-Term bicycle parking.</b> Acceptable parking facilities shall be convenient from the street and may include:</p> <ol style="list-style-type: none"> <li>Covered, lockable enclosures with permanently anchored racks for bicycles;</li> <li>Lockable bicycle rooms with permanently anchored racks; and</li> <li>Lockable, permanently anchored bicycle lockers.</li> </ol> <p><b>Residential:</b> Single family units: none required. Multifamily units: 0.5 Class I spaces per bedroom, 0.1 Class II spaces per bedroom (unless private garages are provided).</p> <p><b>Commercial:</b> 1 Class I space and 1 Class II space per 10,000 s.f. of gross floor area. Retail: 2 Class II spaces per 10,000 s.f. Minimum 2.</p> <p><b>Cultural/Education:</b> 1.5 Class I spaces per 10 employees, 1 Class II space per 10,000 s.f. gross floor area.</p> <p><b>Off-Street Parking Facilities:</b> Any facility open to the public. Minimum 6 spaces, or 1 per 10 auto spaces, within view of the attendant. Unattended surface lots excepted.</p>	<p><b>Short-Term bicycle parking.</b> If the project is anticipated to generate visitor traffic, provide permanently anchored bicycle racks within 200 feet of the visitors' entrance, readily visible to passers-by, of a type recommended by the Association of Bicycle and Pedestrian Professionals<sup>28</sup>.</p> <p><b>Long-Term bicycle parking.</b> Acceptable parking facilities shall be convenient from the street and may include:</p> <ol style="list-style-type: none"> <li>Covered, lockable enclosures with permanently anchored racks for bicycles;</li> <li>Lockable bicycle rooms with permanently anchored racks; and</li> <li>Lockable, permanently anchored bicycle lockers.</li> </ol> <p><b>Residential:</b> Single family units: none required. Multifamily units: 0.5 Class I spaces per bedroom, 0.05 Class II spaces per bedroom (unless private garages are provided).</p> <p><b>Commercial:</b> 0.8 Class I spaces and 0.6 Class II spaces per 10,000 s.f. of gross floor area. Retail: 1.5 Class II spaces per 10,000 s.f. Minimum 2.</p> <p><b>Cultural/Education:</b> 1 Class I spaces per 15 employees, 1 Class II space per 10,000 s.f. gross floor area.</p> <p><b>Off-Street Parking Facilities:</b> Any facility open to the public. Minimum 6 spaces, or 1 per 10 auto spaces, within view of the attendant. Unattended surface lots excepted.</p>
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.			

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

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Code Section	Current Requirement	Proposed Requirements			
		Central Business District	Urban	Traditional	Suburban
<b>NEW SECTIONS</b>					
Low-Emitting, Fuel-Efficient, Carpool/Vanpool Requirements	(None)	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:			
		<b>Total Number of Parking Spaces</b>	<b>Number of Required Spaces</b>		
		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 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.			
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.			
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-citta-vita/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 the new 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	8.25 feet	18 feet	24 feet	90 degree	8 feet	15 feet	24 feet
60 degree	8.25 feet	19 feet	14 feet	60 degree	8 feet	17 feet	14 feet
45 degree	8.25 feet	18 feet	12 feet	45 degree	8 feet	16 feet	12 feet
30 degree	8.25 feet	15 feet	11 feet	30 degree	8 feet	13 feet	11 feet
Parallel	8 feet	22 feet	11 feet	Parallel	8 feet	20 feet	11 feet

**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 requirements of the California Green Building Standards Code, 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. There should be a process whereby the public can request racks for installation by the Department of Public Works (or agency with responsibility for maintaining streets) on public property as close to the location requested as possible.

2. 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

3. 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.
4. In lieu of meeting the bicycle parking requirements non-residential developers may pay the City the full cost of providing on-street bicycle parking, where the developer can demonstrate that providing the required bicycle parking spaces is not physically practical, that undue economic hardship would result from strict compliance with the regulation, or that the nature of the building use is such that bicycle parking spaces would not be used.

**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.

As such, bicycle parking facilities should be designed and installed according to best practices defined by the Association of Pedestrian and Bicycle Professionals (APBP)<sup>29</sup>. Particular attention should be paid to using an approved type of rack for short term parking (Class II), such as the “inverted U”, and optimizing location as close as practicable to the entrance of the facility served.

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

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.

In addition, 4% of new parking lot surfaces should be dedicated to landscape-based stormwater facilities with a soil infiltration rate of no less than 5-inch/hr, unless the parking lot is less than 5,000 sq.ft. or located in a City-designated infill area. When the 4% criteria cannot be met due to soil condition or other site constraints, alternative pavement for permeable surfaces can be provided to meet

the Low Impact Development standards required in the Stormwater NPDES permit (as per Sacramento Municipal Code section 13.16).

### 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/drdu/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:** 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. 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.<sup>30</sup>

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%<sup>31</sup> depending on circumstances. A conservative approach may be to ease minimum requirements by 20%.

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<sup>30</sup> 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.

<sup>31</sup> 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.

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**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	5%
	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	5%
	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%

**Code:** Exemption for Mixed-Use Developments

**Amendment:** There are no minimum parking requirements in the Urban and Traditional areas for retail, restaurant, and other service uses 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 service uses are exempt from minimum parking requirements.

**Discussion:** In order to promote mixed use development and encourage the placement of residential in very close proximity to shopping (which in turn reduces traffic, parking demand, and vehicle ownership), parking requirements are eliminated for smaller retail, restaurant, and service uses within mixed-use developments. For more detail regarding the market analysis for the mixed-use exemption, please refer to Chapter 5.

**Code:** Exemption for Small Lot Sizes

**Amendment:** No minimum parking requirements will be required for retail, restaurant, or service uses on lots equal to or less than 6,400 square feet in the Urban and Traditional areas.

**Discussion:** As a historic city, Sacramento contains many buildings that were constructed before the advent of parking requirements. As such, there are many smaller structures throughout the city without private parking lots. Currently, it can be very difficult for a new business to enter an empty building simply because more parking is required than can reasonably be provided either on-site or nearby. In addition, the impact of parking standards on development feasibility weigh more heavily on smaller sites (i.e. it is more difficult to fit the current amount of parking required into a buildable project on a small site). For more detail regarding the market analysis for the small lot size exemption, please refer to Chapter 5.

**Code:** Exemption for Historic Structures

**Amendment:** 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, in the Urban and Traditional areas. 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, in the Urban and Traditional areas.

**Discussion:** Minimum parking requirements should be flexible enough to facilitate the reuse of historic structures. By granting these exemptions, the City will be encouraging the preservation of historic buildings that may otherwise remain vacant and become more susceptible to demolition.



# APPENDICES

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# Appendix A Stakeholder Feedback

## PURPOSE OF THIS MEMO

The City of Sacramento has asked Nelson\Nygaard to lead a study to update the zoning code parking regulations, so that the code will support better parking management, stimulate economic development and infill development, and meet wider community goals for the environment, public health, and alternative transportation modes. During the kickoff meetings, community outreach was undertaken with key stakeholders to obtain the perspective and ideas of a variety of local organizations and groups whose organizational mission and member interests relate to parking in Sacramento.

The purpose of this memo is to provide a summary of stakeholder input received during the kickoff meeting, impressions from the site tour, and confirm the project understanding and expectations that was developed at the kickoff meeting based on the discussions between the City, stakeholders, and consultant team.

## STAKEHOLDER INTERVIEWS

On September 29 & 30, 2011, the Nelson\Nygaard team with City staff interviewed a variety of stakeholders including residents, developers, business/merchants, and architects. The following is the list of individuals/organizations that were able to participate.

### Residents

Bill Burgua (Neighborhood Advisory Group for the Central City and East Sacramento)

Patty Kleinknecht (River District)

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

Danielle Biller, Downtown Sacramento Partnership

## **Public Sector**

Greg Sandlund, Associate Planner, CDD

Leslie Fritzsche, Downtown Redevelopment Manager, Economic Development Department

Tom Pace, Long-Range Planning Manager, CDD

Jim McDonald, Senior Planner, CDD

Howard Chan, Parking Manager, DOT

Matt Eierman, Operations General Supervisor, Onstreet Parking, DOT

Stacia Cosgrove, Senior Planner, CDD

Todd Leon & Marc Delavergne, Capitol Area Development Authority

The interviews sought to elicit their 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. The key themes from these interviews are summarized below and are organized by stakeholder group. Issues that were raised by all stakeholders are listed first under "General Issues."

## **General Issues**

While the different stakeholders' opinions varied on some issues, there were a significant number of common issues raised:

- The primary topics focused on transit not currently providing a viable alternative to driving for most people, which increases the pressure on downtown parking as well as the difficulty in gaining acceptance of paid parking.
- There was also broad agreement that parking requirements should not be the deciding factor in determining the approval or form of new projects with other goals such as livability, community amenity, or economic development, viewed as more important.
- Light rail is primarily used by commuters as opposed to shoppers and visitors.
- Bus routes connect downtown with suburban residential neighborhoods, though the "hub and spoke" model combined with the fare structure does not serve local neighborhood travel equally well.
- Recent cuts to transit funding have caused less frequent headways and transit stops running early in the evening.
- The need for maximum parking requirements was questioned by multiple stakeholders, however advocates of transportation demand management approved of limits in parking spaces provided to encourage alternative means of transportation.
- Most people have few appealing alternatives to driving into Sacramento. The lack of alternatives increases parking demand.
- A challenge for parking requirements is the balance between providing adequate parking for those who currently need to drive, against providing gentle pressure to encourage people to seek alternative transportation.
- Off-site parking is good for business because it increases the amount of pedestrian traffic along a strip of businesses.

- Dependable late night transit would take drunk drivers off the road and avoid drunken revelers returning to their vehicles in residential neighborhoods (see below).
- Stakeholders felt that paid parking is difficult for many people to accept. They are accustomed to unlimited free parking in most places and unless paid parking provides tangible benefits, users will go to considerable lengths to avoid paying. For example, they will park on the street quite far from downtown in order to avoid paid off-street parking.
- Parking requirements should be more flexible, so as to better suit the challenges that vary from neighborhood to neighborhood. At the same time, predictability must be preserved so that all parties know what is required and how reductions can be earned.
- While there are localized parking shortages (primarily on-street), there is often underutilized off-street parking nearby. The solution does not have to be simply adding more parking, but making better use of existing parking through improved information, wayfinding and signage.



Innovative rooftop parking – underutilized spaces that could potentially help alleviate neighborhood parking shortages after business hours

Source: Nelson\Nygaard

The La Valentina Station development is symptomatic of some of the problems with the current zoning code. It is a mixed use development featuring affordable housing, near the city center, and right next to a light rail station. Despite being a near perfect location and project for transit-oriented development, the project required a parking waiver along with 12 other entitlements. Ideally projects of this nature would be approved automatically if they meet a set of predetermined mitigating criteria (such as proximity to transit, mix of surrounding land uses).

## Residential Issues

Resident stakeholders' opinions varied on some issues, but there were a significant number of common issues raised:

- Midtown Sacramento has multiple nodes of high-density commercial activity, much of it focused on night-time entertainment (bars, clubs), surrounded by established residential neighborhoods.
- Residents voiced concerns about the lack of neighborhood-serving retail (grocery stores, other amenities) and prioritizing entertainment for visitors.
- Residents stated that inadequate on-street parking management drives visitors to park in residential areas (which lack parking restrictions after 6 pm). These visitors bring with them a set of related problems, as described below.
- Spillover parking from entertainment districts causes two main problems:
  - It can be difficult for residents to find parking in their own neighborhoods unless they park before evening visitors arrive

- After bars close at 2 am, visitors returning to their vehicles cause disturbances in residential neighborhoods – including noise, vandalism, and littering (trash, hypodermic needles).
- If underutilized parking in the entertainment district were used instead, these problems could be limited to predominantly non-residential areas, which would reduce disturbances in adjoining neighborhoods, and make it easier for police to maintain the peace and manage drunk driving.
- Temporary surface parking lots should be exactly that, temporary. The profit derived from these parking lots perpetuates the land banking of what otherwise would be prime lots for development. The convenience and low cost of driving and parking continue to be very attractive compared to transit, though some visitors park in downtown adjacent neighborhoods and take transit for a short distance. This contributes to parking impacts to those neighborhoods.

## Developer Issues

Developer stakeholders' opinions varied on some issues, but there were a significant number of common issues raised:

- Developers, in general, seek more flexible parking requirements, and more leeway in meeting development standards.
- It was noted that designing and constructing new development to accommodate parking regulations can be so onerous, in terms of both time and money, that it often dictates whether or not a project is feasible.
- Maximum parking requirements may not be necessary as parking is very expensive to provide and can be technically challenging to fit into smaller downtown footprints. Therefore, developers are unlikely to provide more parking than they think is absolutely necessary.
- Minimum parking requirements are important, but a “one size fits all” approach is seen as too rigid. Planning staff should have greater flexibility to consider a project's location in relation to transit, bicycle and pedestrian facilities, and the surrounding diversity of land uses (or lack thereof). Respondents stated their support for context-sensitive requirements.
- There are other categories of development where more flexibility is needed: affordable housing, senior housing, and various types of assisted living facilities – all of which have lower vehicle ownership per unit than the average residential stock.
- Residential parking is less the concern than visitor parking from a developer's perspective:
  - People moving to central neighborhoods come for the attractions of urban living and know that parking shortages are part and parcel of the urban experience.
  - Visitor parking is a concern – if it is not easy to park, will visitors just go to another city instead? Having voiced that concern, some of the developers acknowledged that no one visits somewhere for its parking lots - the other virtues of a place are ultimately what attracts people.
- Shared parking between nearby complementary uses was met with cautious enthusiasm – the logic and efficiency of shared parking was clear, but there were practical concerns about management and liability.

## Architect Issues

Architect stakeholders' opinions varied on some issues, but there were a significant number of common issues raised:

- Architects feel that current parking requirements are too prescriptive.
- Infill development often presents smaller and more challenging spaces, where conventional design standards are not appropriate and/or feasible.
- When exact dimensions are dictated, architects stated that they cannot use creative solutions to meet requirements.
- There is a deep concern that parking drives the use and design of most projects. In order to design a project, one must essentially begin with parking. Sacramento is perceived to be inflexible with parking standards compared to others. Parking dimensions, maximum parking angles, minimum drive aisle, etc. make it difficult to meet parking requirements in infill projects with tight dimensions.
- Older buildings with parking dimensions smaller than current regulations have in many cases functioned well. If these smaller dimensions are proven to work, respondents felt they should be permitted.
- Parking standards need to reflect the Central City context of long, narrow lots. As such, it is questionable whether parking should be required for certain lots.
- The parking code appears to have evolved to avoid what the City does not want, and is very prescriptive. A different approach would describe what goals the City has, and then let developers and architects find ways of meeting those goals that fit their project and budget.
- There should be more flexibility with shading requirements. Currently trees are required, but alternatives proposed include solar panels and fabric "shade sails."

## City Staff Issues

City staff opinions varied on some issues, but there were a significant number of common issues:

- If certain development conditions are met, approval should be automatic.
- For the approval of parking reductions below a certain level, it should be a ministerial decision. Potentially developers could fill out a checklist of mitigating measures, and if a sufficient number are met then approval is granted.
- While there should be flexibility in parking lot design standards we need to keep in mind building codes and fire codes that relate to accessibility and public safety (i.e. maneuvering space for fire trucks)
- The provision of parking should begin with the notion of "acceptable shortage" rather than "maximum availability."
- Currently, waivers are granted with nothing in return. In-lieu fees appear to be a good way for developers to meet parking requirements on smaller infill lots and simultaneously help mitigate the impacts of development by funding expanded city parking, paying to use existing parking lots, street amenities, transit, or a variety of transportation demand management (TDM) measures. These policies might be linked to the upcoming Climate Action Plan.

## SITE TOUR



Pleasant entryways and community space at SoCap Lofts off R Street, where parking does not dominate the facade

Source: Nelson\Nygaard

The site tour guided by City staff took the consultant team to visit 28 locations throughout central and east Sacramento. The tour demonstrated the variety of downtown neighborhoods and commercial districts – some with bustling, vibrant, urban atmospheres and dense mixes of uses, excellent pedestrian facilities and close proximity to transit. Others are more traditional downtown office areas with good transit access, but less mix of uses. The outlying areas proved to be more inner-suburban with less density, less transit, and are dominated by single land uses on

individual lots. Lessons learned from the site tour included:

- A “one size fits all” approach to parking will likely not succeed due to the large discrepancy in transportation characteristics between the neighborhoods and commercial districts.
- Several successful mixed-use developments were seen as part of the tour. Parking waivers were necessary for several projects due to lack of on-site parking, making approval of the projects contentious. However, with some shared parking, off-site parking, and good on-street parking management, the developments have thrived.
- Both residential and office developments were seen with underground parking, demonstrating the viability of this approach and the resulting good urban form. However, depending on the location, ground water can make underground parking (of more than one level) cost prohibitive.
- Several sites intended for new/infill/reuse development were visited, where the common theme was delay due to concern over parking requirements.
- The East End garage is a prime example of under-utilized parking in a good location, a few blocks away from neighborhood business/entertainment districts with very high on-street parking demand. It is also a good example of shared parking, where a non-public garage is opened to the public after hours and at weekends.
- Yoga studios emerged as an example of a land use that has not always functioned well in locations that were granted parking waivers. Successful yoga studios draw customers from outside their own neighborhoods, most of which drive. This leads to spillover parking issues in surrounding residential neighborhoods.

All these factors point to a zoning code that must provide greater flexibility, so that parking can be provided to meet varying needs throughout the City. Feedback from stakeholders indicated a desire for a code that allows wider community goals to play a more important role in project approval, rather than parking requirements that may doom otherwise worthy projects. In addition, the code could provide a feedback mechanism so that neighbors (residents or other businesses) can initiate a process to develop improved parking management strategies where a new project has had greater than anticipated impacts on the surrounding neighborhood.



Mixed retail on R Street with on-street parking only  
Source: Nelson\Nygaard

## **SUMMARY**

### **Project Management**

The City and Consultant planning teams agreed on the following administrative protocols to ensure that the project moves forward on schedule:

- Time for a biweekly conference call will be established to appraise the status of each task and resolve any potential issues.
- The default line of communication will be between the City and Consultant team project managers, who will then distribute and delegate.
- Nelson\Nygaard will provide monthly progress reports including completed tasks, next steps and budget status.

A project directory of all team member contact details was created, to facilitate communication.

## Project Goals



Increased transit ridership helps reduce parking demand

Source: Nelson\Nygaard

To close the kick-off meeting, the City and consultant teams articulated their goals for the Zoning Code Parking Update in light of the stakeholder input received and the preceding discussions.

The successful project will lead to a council-approved, clear, concise, and implementable strategy for updating the parking code, as well as any immediate code changes that are supported by the consultant's recommendations and analysis. The update will recognize the tradeoffs inherent to any changes, and seek to balance the diverse interests presented for the greatest common

benefit. The document's clarity should provide developers with a credible and predictable process based on technical rigor, giving them confidence in investment decisions and saving time at the planning stage. A clear process for parking waivers should be included, where projects that meet certain criteria (for example transit-oriented development) receive automatic approval. Finally, while the code must recognize and manage current parking conditions, the code update should also be flexible enough to adjust to and help bring about wider community goals in the future including encouraging increased transit ridership, bicycling and walking.

# Appendix B Financial Analysis Inputs and Outcomes

## Scenario 1.1 - Central Business District / Podium Parking

### Value of Podium Parking in the Central Business District

-	<u>Unit</u>	<u>Amount</u>	<u>Total Project</u>
<u>DEVELOPMENT COSTS</u>			
Parking			
Surface	Per space	\$6,250	
Podium	Per space	\$18,000	
Structured	Per space	\$15,000	
<i>Subtotal Hard Costs</i>			<i>\$18,000</i>
Soft Costs			
Legal/design/city/overhead/insurance	Pct hard costs	30%	\$5,400
<i>Subtotal Soft Costs</i>			<i>\$5,400</i>
Financing Costs			
Construction Loan Fee			\$147
Construction Interest			\$639
<i>Total Financing Costs</i>			<i>\$786</i>
			<i>Subtotal Above Costs</i>
			<i>\$24,186</i>
Developer Profit on Costs		0%	\$0

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**REVENUES**

**Residential parking**

Assumptions

Monthly Rent (FS)	Per space	\$123
Vacancy	Percent	10.0%
Non-Reimbursable Expenses	Percent	15.0%
Capitalization Rate	Percent	5.0%

Estimated Value

Gross Annual Parking Income	Per SF	\$1,478
Less Vacancy	Per SF	-\$148
Less Non-Reimbursable Exp	Per SF	-\$222
Net Operating Income	Per SF	\$1,108
Capitalized Value	Per SF	\$22,165

-			
Residential Parking	Per space	\$22,165	\$22,165
<i>Subtotal Revenues</i>			\$22,165
-			
Podium parking space value	Project		-\$2,021
Equivalent Value of One-time Fee	Per space		<b>-\$2,021</b>

**Scenario 1.2 - Central Business District / Structured Parking**

**Value of Structured Parking in the Central Business District**

-	<u>Unit</u>	<u>Amount</u>	<u>Total Project</u>
<u>DEVELOPMENT COSTS</u>			
Parking			
Surface	Per space	\$6,250	
Podium	Per space	\$18,000	
Structured	Per space	\$15,000	
<i>Subtotal Hard Costs</i>			<i>\$15,000</i>
Soft Costs			
Legal/design/city/overhead/insurance	Pct hard costs	30%	\$4,500
<i>Subtotal Soft Costs</i>			<i>\$4,500</i>
Financing Costs			
Construction Loan Fee			\$123
Construction Interest			\$532
<i>Total Financing Costs</i>			<i>\$655</i>
<i>Subtotal Above Costs</i>			<i>\$20,155</i>
Developer Profit on Costs		0%	\$0

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**REVENUES**

**Commercial parking**

Assumptions

Monthly Rent (FS)	Per space	\$164
Vacancy	Percent	25.0%
Non-Reimbursable Expenses	Percent	20.0%
Capitalization Rate	Percent	6.0%

Estimated Value

Gross Annual Parking Income	Per SF	\$1,970
Less Vacancy	Per SF	-\$493
Less Non-Reimbursable Exp	Per SF	-\$394
Net Operating Income	Per SF	\$1,084
Capitalized Value	Per SF	\$18,061

-			
Commercial Parking	Per space	\$18,061	\$18,061
<i>Subtotal Revenues</i>			<i>\$18,061</i>
-			
Podium parking space value	Project		-\$2,095
Equivalent Value of One-time Fee	Per space		<b>-\$2,095</b>

**Scenario 2.1 - Midtown & Central Urban Corridors / Podium Parking**

**Value of Podium Parking in Midtown & Central Urban Corridors**

-	<u>Unit</u>	<u>Amount</u>	<u>Total Project</u>
<u>DEVELOPMENT COSTS</u>			
Parking			
Surface	Per space	\$6,250	
Podium	Per space	\$18,000	
Structured	Per space	\$15,000	
<i>Subtotal Hard Costs</i>			<i>\$18,000</i>
Soft Costs			
Legal/design/city/overhead/insurance	Pct hard costs	30%	\$5,400
<i>Subtotal Soft Costs</i>			<i>\$5,400</i>
Financing Costs			
Construction Loan Fee			\$147
Construction Interest			\$639
<i>Total Financing Costs</i>			<i>\$786</i>
<i>Subtotal Above Costs</i>			<i>\$24,186</i>
Developer Profit on Costs		0%	\$0

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**REVENUES**

**Residential parking**

Assumptions

Monthly Rent (FS)	Per space	\$75
Vacancy	Percent	15.0%
Non-Reimbursable Expenses	Percent	15.0%
Capitalization Rate	Percent	5.0%

Estimated Value

Gross Annual Parking Income	Per SF	\$900
Less Vacancy	Per SF	-\$135
Less Non-Reimbursable Exp	Per SF	-\$135
Net Operating Income	Per SF	\$630
Capitalized Value	Per SF	\$12,600

-			
Residential Parking	Per space	\$12,600	\$12,600
<i>Subtotal Revenues</i>			<i>\$12,600</i>
-			
Podium parking space value	Project		-\$11,586
Equivalent Value of One-time Fee	Per space		<b>-\$11,586</b>

**Scenario 2.2 - Midtown & Central Urban Corridors / Structured Parking**

**Value of Structured Parking in Midtown & Central Urban Corridors**

-	<u>Unit</u>	<u>Amount</u>	<u>Total Project</u>
<u>DEVELOPMENT COSTS</u>			
Parking			
Surface	Per space	\$6,250	
Podium	Per space	\$18,000	
Structured	Per space	\$15,000	
<i>Subtotal Hard Costs</i>			<i>\$15,000</i>
Soft Costs			
Legal/design/city/overhead/insurance	Pct hard costs	30%	\$4,500
<i>Subtotal Soft Costs</i>			<i>\$4,500</i>
Financing Costs			
Construction Loan Fee			\$123
Construction Interest			\$532
<i>Total Financing Costs</i>			<i>\$655</i>
<i>Subtotal Above Costs</i>			<i>\$20,155</i>
Developer Profit on Costs		0%	\$0

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**REVENUES**

**Commercial parking**

Assumptions

Monthly Rent (FS)	Per space	\$100
Vacancy	Percent	25.0%
Non-Reimbursable Expenses	Percent	30.0%
Capitalization Rate	Percent	6.0%

Estimated Value

Gross Annual Parking Income	Per SF	\$1,200
Less Vacancy	Per SF	-\$300
Less Non-Reimbursable Exp	Per SF	-\$360
Net Operating Income	Per SF	\$540
Capitalized Value	Per SF	\$9,000

-			
Commercial Parking	Per space	\$9,000	\$9,000
<i>Subtotal Revenues</i>			<i>\$9,000</i>
-			
Podium parking space value	Project		-\$11,155
Equivalent Value of One-time Fee	Per space		<b>-\$11,155</b>

**Scenario 2.3 - Midtown & Central Urban Corridors / Surface Parking**

**Value of Surface Parking in Midtown & Central Urban Corridors**

-	<u>Unit</u>	<u>Amount</u>	<u>Total Project</u>
<u>DEVELOPMENT COSTS</u>			
Parking			
Surface	Per space	\$6,250	
Podium	Per space	\$18,000	
Structured	Per space	\$15,000	
<i>Subtotal Hard Costs</i>			\$6,250
Soft Costs			
Legal/design/city/overhead	Pct hard costs	15%	\$938
<i>Subtotal Soft Costs</i>			\$938
Land Cost			
	Per square foot	\$30	
	Square feet per space with aisle	300	
<i>Subtotal Land Costs</i>			\$9,000
Financing Costs			
Construction Loan Fee			\$45
Construction Interest			\$196
<i>Total Financing Costs</i>			\$242
			<i>Subtotal Above Costs</i>
			\$16,429
Developer Profit on Costs		0%	\$0

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**REVENUES**

**Surface parking**

Assumptions

Monthly Rent (FS)	Per space	\$102
Vacancy	Percent	25.0%
Non-Reimbursable Expenses	Percent	10.0%
Capitalization Rate	Percent	5.0%

Estimated Value

Gross Annual Parking Income	Per SF	\$1,218
Less Vacancy	Per SF	-\$305
Less Non-Reimbursable Exp	Per SF	-\$122
Net Operating Income	Per SF	\$792
Capitalized Value	Per SF	\$15,834

-			
Commercial Parking	Per space	\$15,834	\$15,834
<i>Subtotal Revenues</i>			<i>\$15,834</i>
-			
Surface parking space value	Project		-\$595
Equivalent Value of One-time Fee	Per space		<b>-\$595</b>