

# **Attachment 1a:**

## **City of San Diego**

### **Parking Policy Reform Non-Residential Uses within Transit Priority Areas and Neighborhood Commercial Uses Citywide**

**DRAFT: Peer City Review Memo**

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# 1 Introduction

The City of San Diego adjusted minimum parking requirements for multifamily residential developments in Transit Priority Areas (TPAs) in early 2019. Due to the success realized with the multifamily residential program, and continuing the effort to meet the City and the State of California's goals regarding reductions in greenhouse gases (GHG), vehicle miles traveled, and congestion, the City is looking to adjust parking requirements for non-residential uses in TPAs.

In 2013, Transit Priority Areas were established and defined in California Senate Bill 743 as, an area within one-half mile of a major transit stop that is existing or planned, if the planned major transit stop is scheduled to be completed within the planning horizon included in a Regional Transportation Improvement Program. A major transit stop is defined in California Public Resources Code (CPRC) 21064.3, as *"a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two or more major bus routes with a frequency of service interval of 15 minutes or less during the morning and afternoon peak commute periods."*

## 2 Peer City Selection

Preliminary research was conducted to see which cities nationally had enacted parking reforms for non-residential uses. Cities that did not require minimum parking ratios for either certain land uses, or in specific geographical areas of the city were examined. **Table 1** outlines the initial peer cities that were investigated, as well as some of the key demographics and statistics that were utilized to determine their similarity and applicability to San Diego.

**Table 1 List of Cities with Population Size, Households, Jobs, Jobs per Household and Vehicles per Household**

City	Population Size	Households	Jobs	Jobs per HH	Vehicles per HH
San Diego, CA	1,390,966	504,000	723,119	1.43	1.86
Atlanta, GA	465,230	200,000	253,859	1.27	1.48
Austin, TX	916,906	377,000	551,084	1.46	1.71
Boise, ID	220,859	88,900	115,521	1.30	1.84
Cleveland, OH	385,552	172,000	159,210	0.93	1.42
Columbus, OH	881,901	355,000	463,996	1.31	1.65
Costa Mesa, CA	112,930	40,600	63,205	1.56	1.94
Denver, CO	678,467	297,000	402,288	1.35	1.68
Los Angeles, CA	4,000,000	1,380,000	2,050,000	1.49	1.73
Newport Beach, CA	86,793	38,000	43,305	1.14	1.91
Minneapolis, MN	411,452	176,000	247,103	1.40	1.54
Oakland, CA	425,204	159,000	224,968	1.41	1.62
Phoenix, AZ	1,630,000	559,000	791,996	1.42	1.80
Portland, OR	630,331	266,000	365,134	1.37	1.65
Sacramento, CA	489,650	189,000	233,716	1.24	1.76
Salt Lake City, UT	194,188	76,900	106,439	1.38	1.71
Seattle, WA	688,245	330,000	435,541	1.32	1.54

Source: American Community Survey, Census

Peer cities were selected based on a combination of factors and similarities to the San Diego region including population size, jobs per household and the relevancy of parking reductions.

The list in Table 1 was narrowed down to seven cities, which were carried forward for further examination. This included Seattle, Portland, Sacramento, Salt Lake City, Austin, Denver, and Minneapolis.

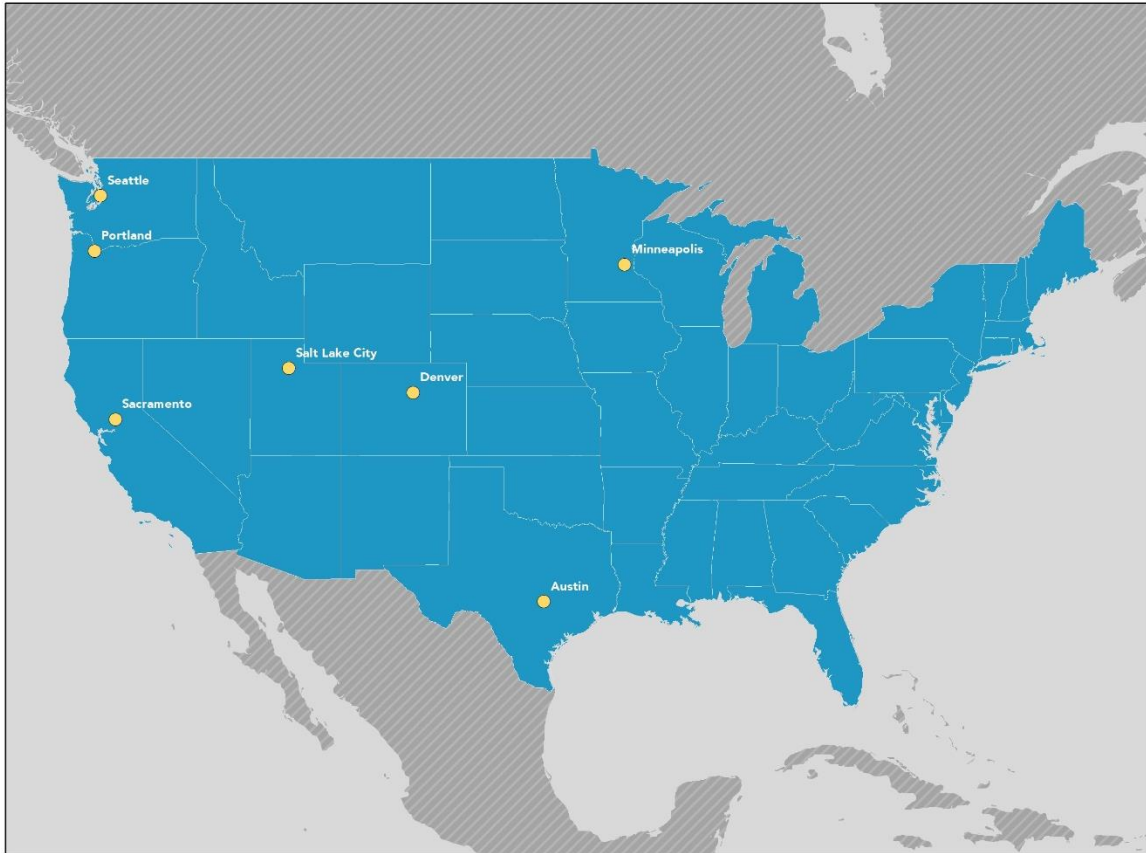


Figure 1: Shown above are the geographic locations of the 7 cities which were included in the peer city review.

The final seven peer cities are listed below. Each city was selected for a particular reason(s) which is stated below.

- Seattle, WA
  - Seattle is a west coast city which has not required parking for commercial uses in the downtown since 1980. This makes Seattle a leader in the parking reform arena and gives them decades of experience/data to draw upon. Seattle was chosen for this reason and as an inspirational example for the City of San Diego.
- Portland, OR
  - Portland is another west coast city which has not required parking for commercial uses in the downtown since 1980. Like Seattle, this makes Portland a pioneer in the parking reform arena and gives them decades of experience/data to draw upon. Portland was chosen for this reason and, similarly to Seattle, as an inspirational example for the City of San Diego.
- Sacramento, CA
  - Sacramento is a city in Northern California that has several years of no required off-street parking minimums for certain zone districts. Similar to the aforementioned cities, it gives Sacramento some historical data to draw upon. It also provides San Diego with an example within the state.

- Salt Lake City, UT
  - Salt Lake City is in the midst of reforming their parking requirements. They have structured their parking reform around typologies (or zone districts). Since San Diego has recently explored categorizing parts of the City, in similar typologies, based on the vehicle miles traveled (VMT) efficiency, this made Salt Lake City a noteworthy peer city.
- Denver, CO
  - Similar to Salt Lake City, Denver uses typologies to inform their parking requirements. This is something that the City of San Diego is currently exploring to incorporate into their non-residential parking requirements. This approach and experience made Denver an attractive peer city.
- Austin, TX
  - Austin is in the process of adjusting parking requirements for their University Neighborhood Overlay Area. This neighborhood is the densest neighborhood in the Southwest United States. Austin also has a similar jobs-to-household ratio as the City of San Diego and was evaluated as a peer City in the multi-family parking requirements as well. This context made Austin an appealing peer city.
- Minneapolis, MN
  - Over the last decade Minneapolis has been reforming parking standards. Additionally, like Austin, the jobs-to-household ratio in Minneapolis is similar to that of San Diego. Due to the City's earnest commitment to reducing parking and similarities to San Diego, Minneapolis was found to be an eye-catching peer city.

**Table 2** provides a summary of the key demographics and statistics for the seven peer cities that were selected for further research.

**Table 2 City of San Diego compared to Peer Cities**

City	Total City Population	Population per Sq Miles	Jobs per household	Jobs per Square Miles	Bike Commuters	Walk Commuters	Transit Commuters	Carpool	Transit Ridership per capita	Vehicles per Household
San Diego, CA	1,390,966	4,277	1.43	2,224	1.0%	3.1%	4.0%	8.6%	0.20	1.86
Austin, TX	916,906	3,078	1.46	1,850	1.3%	2.3%	3.9%	9.5%	0.11	1.71
Minneapolis, MN	411,452	7,624	1.40	4,579	4.1%	7.0%	13.4%	7.9%	0.50	1.54
Portland, OR	630,331	4,724	1.37	2,737	6.5%	5.7%	12.3%	8.9%	0.48	1.65
Denver, CO	678,467	4,434	1.35	2,629	2.2%	4.4%	6.8%	8.1%	0.62	1.68
Sacramento, CA	489,650	5,000	1.24	2,387	2.0%	2.9%	3.7%	11.1%	0.15	1.76
Salt Lake City, UT	194,188	1,748	1.38	958	2.6%	5.4%	6.7%	11.4%	0.76	1.71
Seattle, WA	688,245	8,199	1.32	5,189	3.5%	10.2%	21.4%	7.6%	0.83	1.54

### 3 Peer Cities' Regulations and Demographics

The following sections provide the historical setting and background of each of the peer cities parking standards, a description of the current standards, and the relevant demographics for each peer city and how they compare to San Diego.

#### SALT LAKE CITY

##### HISTORICAL DEVELOPMENT

	San Diego	Salt Lake City
Population	1,390,966	194,188
Pop. per Sq Miles	4,277	1,748
Jobs per HH	1.43	1.38
Jobs per Sq. Mile	2,224	958
Bike Commuters	1.0%	2.6%
Walk Commuters	3.1%	5.4%
Transit Commuters	4.0%	6.7%
Carpool	8.6%	11.4%
Transit Ridership per Capita	0.20	0.76
Vehicles Per Household	1.86	1.71

**Table 3 Salt Lake City: Demographics**

Salt Lake City is in the process of adopting new policies regarding parking requirements. Planning Commission and Council hearing dates are set for early 2020.

According to the project's website for Salt Lake City, the proposed updates seek to accomplish the following:

- Align with the goals of Plan Salt Lake (City's General plan) and the various neighborhood master plans
- Encourage infill development and redevelopment
- Simplify to be more user-friendly and easier to implement
- Modernize to reflect best practices and current market trends for parking
- Reconsider the "one-size fits all" approach in favor of "context based" parking

Salt Lake City looked at four place types when adjusting parking requirements:

- Transit Context: This category includes those zoning districts that immediately surround mass-transit facilities and/or are in the downtown core.
- Urban Center Context: This category includes zoning districts with dense, pedestrian-oriented development within more intensely developed urban centers.
- Neighborhood Center Context: This category includes zoning districts with pedestrian-scale development patterns, building forms, and amenities. It includes areas with small- or moderate-scale shopping, gathering, or activity spaces.
- General Context: This category includes zoning districts that are more auto-dependent and/or suburban in scale and parking needs. This context applies broadly to all zoning districts not specifically listed in the other context areas.

The transit context has no minimum parking requirements for any uses. Salt Lake City also instituted parking maximums; however, allowable maximum parking ratios do not apply to structured parking.

Salt Lake City's Context Specific Fact Sheets, as well as, the proposed Ordinance can be found in **Appendix A**.

## CURRENT POLICIES

The proposed changes to Salt Lake City's parking requirements can be found both on the project website<sup>1</sup>, as well as in the proposed ordinance (November 2019) which would replace the current Chapter 21A.44: Off Street Parking, Mobility, and Loading in the zoning code. A sample of uses – office, retail, and restaurant – are shown below in Table 4.

The proposed Ordinance was slated to go to Council in early 2020, due to the COVID-19 pandemic, it is not clear when this item will be heard.

**Table 4 Proposed Context Specific Parking Requirement Adjustments – Salt Lake City**

Use	Contexts <sup>^</sup>			
	Proposed Transit	Proposed Urban Center	Proposed Neighborhood Center	Proposed General
<b>Office</b>	Min: None Max: 2/1000 sq ft	Min: 1/1000 sq ft Mx: 2/1000 sq ft	Min: 2/1000 sq ft Max: 3/1000 sq ft	Min: 3/1000 sq ft Max: 4/1000 sq ft
<b>Retail</b>	Min: None Max: 2/1000 sq ft	Min: 1/1000 sq ft Max: 3/1000 sq ft	Min: 1.5/1000 sq ft Max: 3/1000 sq ft	Min: 2/1000 sq ft Max: 4/1000 sq ft
<b>Restaurant</b>	Min: None Max: 5/1000 sq ft	Min: 2/1000 sq ft Max: 5/1000 sq ft	Min: 2/1000 sq ft Max: 7/1000 sq ft	Min: 2/1000 sq ft Max: 7/1000 sq ft

<sup>^</sup>Source: Proposed Ordinance Chapter 21A.44 Table 21A.44.040-A

**Table 5** below lists the policies from Salt Lake City's proposed Ordinance.

**Table 5 Parking Requirements for Non-Residential Uses – Salt Lake City**

Policies	
Zero Required Parking for Non-Residential Uses	* Transit Context
Reductions to Minimum Required Parking allowable (21A.44.050)	<ul style="list-style-type: none"> <li>* Shared Parking</li> <li>* Proximity to Transit</li> <li>* Carpool space – for parking lots with 100+ spaces, each designated carpool space counts as 3 spaces</li> <li>* Vanpool – for parking lots with 100+ spaces, each designated vanpool space counts as 7 spaces</li> <li>* Carshare – for each designated and signed carshare vehicle space, counts as 4 spaces</li> <li>* Valet Parking Services</li> <li>* Parking Study Demonstrating Different Parking Needs</li> </ul>

## LIST OF LESSONS LEARNED FROM CONVERSATION WITH SALT LAKE CITY STAFF

<sup>1</sup> <https://www.slc.gov/planning/2019/05/24/off-street-parking/>



Part of the peer city review included phone interviews with City staff from the local jurisdictions. The interviews provided important insight and nuance that can easily be lost in the data or the code update processes. Below, is a bullet list of the key takeaways from the interview with Salt Lake City staff.

- Minimum parking requirements only apply to surface lots and not to structured parking. A developer can exceed the minimum parking requirements by building structured parking (though the structure will still be subject to design standards).
- Before the code change developers were asking for reductions in parking for all uses except for office. Due to changes in office equipment and culture, there are now more employees per square foot. Employees now have smaller workstations.
- Incentives in code were scaled back to focus on what really affects the need to park, code revision contains incentives for carpools, vanpools, shared parking, valet programs, and proximity to transit.

## SEATTLE

### HISTORICAL DEVELOPMENT

	San Diego	Seattle
Population	1,390,966	688,245
Pop. per Sq Miles	4,277	8,199
Jobs per HH	1.43	1.32
Jobs per Sq. Mile	2,224	5,189
Bike Commuters	1.0%	3.5%
Walk Commuters	3.1%	10.2%
Transit Commuters	4.0%	21.4%
Carpool	8.6%	7.6%
Transit Ridership per Capita	0.20	0.83
Vehicles per Household	1.86	1.54

The City of Seattle has a forty-year history of not requiring parking for select uses in certain parts of the city. In 1980, Seattle adopted zero minimum parking requirements for non-residential uses in downtown, the maximum was set at 1 space per 1,000 square feet<sup>2</sup>. In 2004 Seattle was growing and there was a conscious effort to invest in transit. To maximize the City's investment in transit, Seattle expanded the zero minimum parking requirements to Urban Centers and Light Rail Station Areas.

Urban Centers are areas governed by Washington State's Growth Management Act, they are the areas where growth is required to have targets. A Light Rail Station Area is currently defined as the area within one-half mile around a light rail station (which is similar to California's definition of TPAs). Note: In the mid-90's the area was defined as areas within one-quarter mile of a transit station and this has since evolved to a larger area surrounding a light rail station. The Light Rail Station Area is technically an overlay zone<sup>3</sup>. These areas are mapped in the Comprehensive Plan but are not defined in the code.

In 2006, the City of Seattle revamped parking requirements for commercial uses. Commercial uses were addressed independently at this time, since the code needed to be

overhauled anyways to be more user friendly.

**Table 6 Seattle: Demographics**

In 2010, the City wanted to further spur development, and therefore expanded the no minimum parking requirements to Urban Villages that had "Frequent Transit" service. Urban Villages are mixed use neighborhoods and are a designated area. Frequent transit service was not clearly defined in 2010, but essentially were areas with 15-minute headways during the week and 30-minute headways on the weekend and at night.

### CURRENT POLICIES

Parking requirements are governed by Seattle's Land Use Code Title 23. Required parking and maximum parking limits can be found in Seattle's Land Use Code 23.54.015, in particular, Table A for non-residential uses. Downtown is governed by Land Use Code 23.49.019. Seattle's current non-residential

<sup>2</sup> Interview with Mary Catherine Snyder, Parking Strategist, City of Seattle Department of Transportation

<sup>3</sup> Gordon Clowers gave these definitions in an interview on October 30, 2018.

parking policies are summarized below in **Table 7.**Table 7 Parking Requirements for Non-Residential Uses – Seattle

Policies	
Zero Required Parking for Non-Residential Uses	<ul style="list-style-type: none"> <li>* Downtown</li> <li>* Urban Centers</li> <li>* Urban Villages</li> <li>* Light Rail Transit Stations Areas</li> </ul>
Parking Waivers (23.54.015(D))	<ul style="list-style-type: none"> <li>* In all commercial zones and in pedestrian-designated zones, no parking is required for the first 1,500 sq. ft. of each business establishment or the first 15 fixed seats for motion picture/performing arts theaters</li> <li>* In all other zones, no parking is required for the first 2,500 sq. ft. of gross floor area of non-residential uses except for: <ul style="list-style-type: none"> <li>• Buildings with drive-throughs</li> <li>• Motion picture theaters</li> <li>• Offices</li> <li>• Institutions</li> </ul> </li> </ul>

#### LIST OF LESSONS LEARNED FROM CONVERSATION WITH CITY OF SEATTLE STAFF

- The City of Seattle had three big-picture objectives in mind when adjusting parking requirements for commercial uses: simplify the code content, improve the code for better development outcomes, and promote growth patterns in urban centers and urban villages consistent with comprehensive plan objectives.
- Changes in the Land Use Code had to be made to align with growth related goals in the Comprehensive Plan.
- The code changes were championed by department leaders who were able to stay the course despite changes in political leadership.

## SACRAMENTO

### HISTORICAL DEVELOPMENT

The City of Sacramento's 2009 General Plan Update contained language regarding reducing parking requirements. In 2012, staff wanted to adjust parking requirements along a commercial corridor to incentivize development; however, the City Attorney's Office determined that the changes should be done on a citywide basis and not piecemealed. This is what prompted City staff to systematically reform parking in Sacramento.

Staff was motivated to reform parking requirements since parking was viewed as a constraint to development, and before reforming parking citywide, "the nastiest public hearings were with regard to parking waivers."<sup>4</sup>

The Citywide parking reform resulted in vehicle and bicycle parking requirements being organized into the following four zoning code land use designations (based on general plan urban form designations):

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

	San Diego	Sacramento
Population	1,390,966	489,650
Pop. per Sq Miles	4,277	5,001
Jobs per HH	1.43	1.24
Jobs per Sq. Mile	2,224	2,387
Bike Commuters	1.0%	2.0%
Walk Commuters	3.1%	2.9%
Transit Commuters	4.0%	3.7%
Carpool	8.6%	11.1%
Transit Ridership per Capita	0.20	0.15
Vehicles per Household	1.86	1.76

**Table 8 Sacramento: Demographics**

No minimum vehicle parking is required for the Central Business District/Arts & Entertainment District, but there are maximum allowable parking requirements. Citywide, no minimum vehicle parking spaces are required for non-residential projects on lots 6,400 square feet or less, on the non-residential component of vertical mixed-use projects that have more than 50% of the building's square footage devoted to residential uses, and on historic resources that are converted to residential uses.

Also, citywide, restaurants, office and retail have consistent parking requirements in urban and traditional areas.

The City of Sacramento has no minimum required off-street parking for all land uses within one-quarter mile of a light rail station. For parcels located within one-half mile of a light rail station, the required off-street vehicle parking is reduced by 50%, again this applies to all land uses. This ordinance originally went into effect in 2018 and was revised in February of 2020. The revision affected the methodology of measuring the distances. Originally the distance was measured as the crow-flies, as of February 2020 the distance from the parcel to the light rail station is measured as walk or bike-shed<sup>5</sup>.

Alternatives and modifications to off-street parking requirements are allowed with the approval of an administrative parking permit, so long as the alternatives conform to requirements laid out in the code.

<sup>4</sup> Interview with Greg Sandlund, Long Range Planning Manager, City of Sacramento. December 9, 2019.

<sup>5</sup> <https://www.cityofsacramento.org/Community-Development/Planning/Major-Projects/TOD-Ordinance>

Additional bicycle parking, carshare, scooter and motorcycle parking, shared parking, adjacent on-street parking and shared bicycles can all be substituted for required off-street parking at set ratios. (Sacramento City Code 17.608.060).

Additionally, projects that have certified transportation demand management plans are able to reduce their parking requirement by 35%. (Sacramento City Code 17.700.070; 17.700.080)

## CURRENT POLICIES

Parking requirements can be found in the City of Sacramento's Planning and Development Code Title 17 Chapter 608 Subsection 030. **Table 9** provides a summary of the parking policies within the City of Sacramento.

**Table 9 Parking Requirements for Non-Residential Uses – Sacramento**

Policies	
Zero Required Parking for Non-Residential Uses	<ul style="list-style-type: none"> <li>* Central Business District</li> <li>* Arts &amp; Entertainment District</li> <li>* 6,400 sq. ft. lots or less</li> </ul>
Reductions to Minimum Required Parking allowable	<ul style="list-style-type: none"> <li>* Additional bicycle parking – 4 non-required bicycle parking spaces may be substituted for one on-site vehicle space</li> <li>* Carshare – One carshare space can be substituted for 4 required vehicle spaces</li> <li>* Scooter and Motorcycle Parking – one scooter or motorcycle space may be substituted for one on-site vehicle parking space.</li> <li>* Shared parking – required off-street parking may be shared between two separate land uses</li> <li>* On-street parking – one adjacent on street parking can substitute for one off-street vehicle space</li> <li>* Shared bicycles – on-site for employee use and off-site trips may substitute for up to two spaces</li> </ul>

## LIST OF LESSONS LEARNED FROM CONVERSATIONS WITH CITY OF SACRAMENTO STAFF

- Data collection lead to a big finding: more off-street parking does not relieve on-street parking congestion. On-street parking is always congested.
- For shared parking agreements, the City carries the insurance liability.
- The City collects parking data every three years, this includes on- and off-street utilization.
- Coupled with the changes in parking requirements, Sacramento implemented Smart Parking meters which were a useful tool and issued more residential parking permits.

## MINNEAPOLIS

### HISTORICAL DEVELOPMENT

	San Diego	Minneapolis
Population	1,390,966	411,452
Pop. per Sq Miles	4,277	7624
Jobs per HH	1.43	1.40
Jobs per Sq. Mile	2,224	4,579
Bike Commuters	1.0%	4.1%
Walk Commuters	3.1%	7.0%
Transit Commuters	4.0%	13.4%
Carpool	8.6%	7.9%
Transit Ridership per Capita	0.20	0.50
Vehicles per Household	1.86	1.54

The City of Minneapolis started reforming parking requirements in 2009 and since that time have updated parking about every two years. In 2009, the City realized that some uses had high parking requirements, such as restaurants and coffee shops, where the requirements were set to meet parking demand when the facility was at capacity. Additionally, the City noticed that they were granting a lot of parking variances to get the result that they actually wanted.

At that time, the City eliminated parking requirements for the Downtown District, for both residential and commercial uses, adopted citywide maximums to help prevent the oversupply of parking, and adopted minimum bicycle parking standards. In 2013, the City targeted parking relief for certain uses and in 2015 adjusted parking requirements for multifamily residential and tied it to high frequency transit. In 2016, the City eliminated minimum parking requirements in commercial corridors. In 2017, the changes were building design focused regarding podium parking.

The City of Minneapolis recently adopted a Comprehensive Plan, *Minneapolis 2040*, which went into effect in January 2020. Complete elimination of all minimum parking requirements citywide is a policy contained in the adopted comprehensive plan.

**Table 10 Minneapolis:  
Demographics**

### CURRENT POLICIES

Minneapolis's general off-street parking requirements can be found in Chapter 541 Article III Section 170 of the Zoning Code (Title 20). Reductions to the requirements are covered in Article IV. **Table 11** provides a summary of the City of Minneapolis' parking policies.

**Table 11 Parking Requirements for Non-Residential Uses – Minneapolis**

Exceptions	
Zero Required Parking for Non-Residential Uses	<ul style="list-style-type: none"> <li>* Downtown District</li> <li>* Building spaces of 1,000 sq. ft. or less</li> </ul>
Reductions to Minimum Required Parking (Chapter 541, Article IV)	<ul style="list-style-type: none"> <li>* Shared Parking</li> <li>* 10% reduction for non-residential uses if the use provides an adequate sheltered transit stop within the development (541.200(2))</li> <li>* Parking requirements may be fulfilled by providing a valet (restaurants, hotels and theaters) (541.210)</li> <li>* 10% or 1 space reduction whichever is greater, where bicycle parking is provided equal to 25% of the number of required parking spaces (541.220)</li> <li>* Pedestrian Oriented Overlay District<sup>6</sup> – 75% of required</li> </ul>

LIST OF LESSONS LEARNED FROM CONVERSATION WITH CITY OF MINNEAPOLIS STAFF

- Adjusting parking requirements has been one factor in the increased density of development.
- Since parking requirements have been adjusted much smaller scale developments are feasible, as well as, more mixed-use development.
- There are multiple benefits to adjusting parking requirements – all the issues overlap in a Venn Diagram – this is an effective way to display the information to the public.

<sup>6</sup> Minneapolis has a Pedestrian Oriented Overlay District. The boundaries are shown on their official zoning map. In the Pedestrian Overlay District, the minimum off-street parking requirements for nonresidential uses shall be 75% of the minimum requirement and maximum allowable shall be 75% of the maximum

## PORTLAND

### HISTORICAL DEVELOPMENT

In the City of Portland, there have been many different factors that have influenced parking requirements over time. Historically, the City of Portland has had two zones – storefront and mixed-use – which from their inception have never required minimum parking<sup>7</sup>.

The City carried forward this tradition in the *1980 Comprehensive Plan* which did not require parking for commercial uses in the downtown/central city as well as the “inner ring,” defined as the inner streetcar era neighborhoods.

Additionally, the State of Oregon’s Transportation Planning Rule influenced City policy.

In 1973, the Oregon State legislature enacted a statewide land use-planning program, founded on a set of 19 Statewide Planning Goals. The goals expressed the state’s policies on land use and related topics.

Goal 12, the Transportation Goal, was adopted as part of the original group of statewide planning goals. Goal 12 seeks to ‘provide safe, convenient and economic transportation system.’ Amongst other things, Goal 12 states that a transportation plan should ‘consider all modes of transportation including mass transit, air, water, pipeline, rail, highway, bicycle and pedestrian... be based upon an inventory of local, regional and state transportation needs... avoid principal reliance upon any one mode of transportation.’

In 1991, seventeen years after Goal 12 was adopted, the State adopted the Transportation Planning Rule “TPR” (OAR Chapter 660-012) to implement the Goal. The purpose of the TPR was to guide jurisdictions through meeting the broad objectives of Goal 12.

In 2001/2002 Metro, the Metropolitan Planning Organization (MPO) for the Portland area, updated their land uses policies which led the City of Portland to update its transportation system plan<sup>8</sup>. Oregon law requires cities and counties in the region to update their local transportation system plans to be consistent with Metro’s Regional Transportation Plan.

As the metropolitan planning organization for the Portland metropolitan area, Metro is authorized by Congress and the State of Oregon to coordinate and plan investments in the transportation system for Clackamas, Multnomah and Washington counties. Portland is located in Multnomah County. This is done through periodic updates to the Regional Transportation Plan.

	San Diego	Portland
Population	1,390,966	630,331
Pop. per Sq Miles	4,277	4,724
Jobs per HH	1.43	1.37
Jobs per Sq. Mile	2,224	2,737
Bike Commuters	1.0%	6.5%
Walk Commuters	3.1%	5.7%
Transit Commuters	4.0%	12.3%
Carpool	8.6%	8.9%
Transit Ridership per Capita	0.20	0.48
Vehicles per Household	1.86	1.65

**Table 12 Portland: Demographics**

<sup>7</sup> Interview with Matt Wickstrom, City Planner, Bureau of Development Services, May 23, 2018

<sup>8</sup> Interview with Matt Wickstrom, City Planner, Bureau of Development Services, May 23, 2018



In 2001/2002, the City undertook more serious efforts to start reducing parking in commercial zones, in large part due to the changes at the State and at Metro. The City eliminated parking requirements in general commercial zones. Additionally, sites well served by transit were exempt from parking as long as there were 20-minute headways in the AM/PM peak periods. This applied to residential and commercial uses. Recently, the City has updated their code to have transit proximity apply to mixed-use developments as well.

## CURRENT POLICIES

The City of Portland's Zoning Code, Chapter 33.266 Parking, Loading, And Transportation and Parking Demand Management, governs required parking. Subsection 110 governs minimum required parking and subsection 115 governs maximum allowable parking spaces. Table 266-1 lays out parking requirements by zone, whereas Table 266-2 lays out parking requirements by use. Table 266-1 and Table 266-2 work together. **Table 13** outlines the non-residential parking policies within the City of Portland.

**Table 13 Parking Requirements for Non-Residential Uses**

Policies	
Zero Required Parking for Non-Residential Uses	<ul style="list-style-type: none"> <li>* 1500 feet or less from a transit station, or 500 feet or less from a transit street with 20-minute peak period service</li> <li>* Sites that are 7,500 sq ft or less</li> <li>* Central Employment (Zone EX)</li> <li>* Central Residential (Zone RX)</li> <li>* Commercial Central (Zone CX)</li> </ul>
Reductions to Minimum Required Parking	<ul style="list-style-type: none"> <li>* Tree preservation</li> <li>* Bicycle parking</li> <li>* Transit supportive plaza</li> <li>* Motorcycle parking</li> <li>* Car-Sharing</li> <li>* Bike Share</li> </ul>

^Table 266-2 has Standard A and Standard B columns, Table 266-1 notes that for most uses Standard A is the minimum and Standard B is the maximum.

## LIST OF LESSONS LEARNED FROM CONVERSATION WITH CITY OF PORTLAND STAFF

- Historically, Portland had a lot of commercial uses that do not provide parking.
- The biggest benefit Portland saw of reducing commercial parking requirements was allowing for change in occupancy and re-use of buildings.
- City policies were really influenced by State policy and changes in policy by the MPO.

## DENVER

### HISTORICAL DEVELOPMENT

	San Diego	Denver
Population	1,390,966	678,467
Pop. per Sq Miles	4,277	4,434
Jobs per HH	1.43	1.35
Jobs per Sq. Mile	2,224	2,629
Bike Commuters	1.0%	2.2%
Walk Commuters	3.1%	4.4%
Transit Commuters	4.0%	6.8%
Carpool	8.6%	8.1%
Transit Ridership per Capita	0.20	0.62
Vehicles per Household	1.86	1.68

**Table 14 Denver: Demographics**

The City of Denver underwent a comprehensive zoning code update in 2010.

Generally speaking, the City looked at the following 5 use context categories and tied parking requirements to those:

- Suburban Neighborhood Context
- Urban Edge Neighborhood Context
- Urban Neighborhood Context
- General Urban Neighborhood Context
- Downtown Neighborhood Context

Currently, the vast majority of Downtown does not require parking for either non-residential or residential uses, while some zone districts within Downtown have maximum allowable parking ratios. Before this change, parking was not counted towards the floor-area-ratio, now parking is not required but if it is included above ground it counts toward the floor-area-ratio. This is a significant change since including above-ground parking in a development, will limit leasable space.

An area of the City named River North, does not require any parking for either residential or non-residential uses if the site is within one-half mile of the 38<sup>th</sup>/Blake Station rail platform. In other areas, all uses within one-quarter mile of a rail station or high-frequency transit corridor qualify for a 25% parking reduction. This is available in all districts except for the Urban Center context, where the 25% reduction is already built into the code.

In addition to the 5 general zoning code contexts, Denver's approach to parking has been on a project by project basis. If the City is undertaking a zoning update or working on area plans, the City will update parking requirements for that specific area

### CURRENT POLICIES

Parking requirements for the City of Denver are housed in its zoning code. Each of the above referenced contexts have their own Article within the zoning code. Off-street parking requirements for each use are itemized in each Article. The parking reduction due to proximity to transit is housed in Article 10. Denver's parking policies for non-residential uses are summarized in **Table 15**.

**Table 15 Parking Requirements for Non-Residential Uses—Denver**

Policies	
Zero Required Parking for Non-Residential Uses	<ul style="list-style-type: none"> <li>* Most of Downtown</li> <li>* River North, if the site is within ½-mile of the 38<sup>th</sup>/Blake Station</li> <li>* Small lots (6,250 sq. ft. or less) within ½-mile of rail or ¼-mile of high-frequency transit corridor</li> </ul>
Reductions to Minimum Required Parking allowable	<ul style="list-style-type: none"> <li>* Proximity to Multi-Modal Transportation – within ¼-mile of Rail Transit Platform or enhanced transit corridor, 25% reduction</li> <li>* Off-Site Car-Sharing – reduction determined by Zoning Administrator</li> <li>* Bike Share – located in same building, on same lot or in public ROW abutting property, reduction of 1 vehicle parking space for each 5 bike share parking spaces</li> </ul>

**LIST OF LESSONS LEARNED FROM CONVERSATION WITH CITY OF DENVER STAFF**

- Previously, parking did not count toward FAR. Now parking is not required but if it is above ground it counts toward FAR. If parking is underground, it does not count toward FAR
- Denver seems to be seeing two types of developments: (1) providing no parking or taking advantage of every reduction available or (2) providing more parking than previously required
- Maximum allowable parking ratios were more difficult to establish and implement for Denver

## AUSTIN

### HISTORICAL DEVELOPMENT

At the time of this writing, the City of Austin was in the process of updating its Land Development Code. The second reading of the proposed Land Development Code is scheduled for February 2020. As part of the proposed Land Development Code update, zero parking minimums have been implemented for the University Neighborhood Overlay area and maintained for the Downtown Core, Urban Center and Commercial Center zoning districts.

The University Neighborhood Overlay (UNO) zoning district is immediately adjacent to the University of Texas and is the densest neighborhood in the Southwest United States<sup>9</sup>. Starting in the mid-1980's, zoning changes were made which lowered parking requirements to about 60% less than required by code. More recently the City noticed a trend of fewer students bringing cars to campus. It was apparent that parking garages were emptier.

During the process of revising parking requirements in the UNO, the City looked at existing standards. Since the West Campus neighborhood (part of the University Neighborhood Overlay zoning district) is similar to downtown, similar standards were applied. The City of Austin has not required off-street parking for sites within the Downtown/Central business district for several years.

Included in the proposed Land Development Code for the UNO, are requirements for unbundled parking, parking garages with flat surfaces and the first floor of the parking garage must have 13' floor-to-ceiling plates<sup>10</sup>. In addition, in the UNO, buildings can change use without having to provide more parking.

The City's Planning Commission proposed the changes specific to the UNO district in the Land Development Code, as well as a citywide recommendation that no parking be required for sites within one-quarter mile of transit and a 50% reduction in required parking for sites within one-half mile of transit.

### CURRENT POLICIES

Generally, parking requirements for Austin are located in Chapter 25-6 of the Land Development Code Article 7 Division 1.

	San Diego	Austin
Population	1,390,966	916,906
Pop. per Sq Miles	4,277	3,078
Jobs per HH	1.43	1.46
Jobs per Sq. Mile	2,224	1,850
Bike Commuters	1.0%	1.3%
Walk Commuters	3.1%	2.3%
Transit Commuters	4.0%	3.9%
Carpool	8.6%	9.5%
Transit Ridership per Capita	0.20	0.11
Vehicles per Household	1.86	1.71

**Table 16 Austin: Demographics**

<sup>9</sup> Interview with Mark Walters, Principal Planner, City of Austin. December 9, 2019

<sup>10</sup> Interview with Mark Walters, Principal Planner, City of Austin. December 9, 2019

Parking for the Central Business District (CBD) and Downtown Mixed Use (DMU) zoning Districts and the Central Urban Redevelopment (CURE) Combining District Area is governed by Article 7 Division 5, the University Neighborhood Overlay District is in Division 6 and Transit Oriented Development District is in Division 7. **Table 17** summarizes the parking policies for non-residential uses for the City of Austin.

**Table 17 Parking Requirements for Non-Residential Uses—Austin**

Policies	
Zero Required Parking for Non-Residential Uses	<ul style="list-style-type: none"> <li>* Central Business District</li> <li>* Downtown Mixed Use</li> <li>* University Neighborhood Overlay for commercial uses less than 6,000 sq feet and if located on Guadalupe Street and West 24<sup>th</sup> Street</li> </ul>
Reductions to Minimum Required Parking allowable	<ul style="list-style-type: none"> <li>* Parking within Transit Oriented Development District – 60% reduction</li> <li>* Within ¼-mile of a transit corridor – 100% reduction</li> <li>* Transportation Demand Management Plan – 100% reduction</li> <li>* Tree preservation – 10% reduction</li> <li>* Car-Sharing – 20 space reduction per car-share vehicle</li> <li>* Bicycle parking – 5% reduction</li> <li>* Shower/Changing Facility – 10% reduction</li> </ul>

#### LIST OF LESSONS LEARNED FROM CONVERSATION WITH CITY OF AUSTIN STAFF

- Starting in the mid-1980's the UNO had lower parking requirements than other parts of town.
- Recently the City noticed college students bringing fewer cars to campus and fewer parked cars in garages.
- Code changes require unbundled parking in UNO, parking garages with flat surfaces, first floor requires floor-to-ceiling 13' plates, and no minimum parking.
- Code changes have been coupled with parking meter installation, some of the proceeds are funding pedestrian improvements.

## 4 Peer Cities Interview Findings

### SUMMARY OF PEER CITIES PARKING POLICY

**Table 18** below contains a high-level summary of the parking policies for each of the peer cities.

**Table 18 Peer City Non-Residential Parking Policy Summary**

Summary of Parking Policies	
<b>Salt Lake City</b>	Zero Parking Required: Transit Context Reductions possible
<b>Seattle</b>	Zero Parking Required: Downtown, Urban Centers, Urban Villages, and Light Rail Transit Stations Parking Waivers: for the first 1,500 sq. ft. to 2,500 sq. ft of the development based on location
<b>Sacramento</b>	Zero Parking Required: Central Business District, Arts & Entertainment District, small lots
<b>Minneapolis</b>	Zero Parking Required: Downtown District, Buildings of 1,000 sq. ft. or less Reductions possible
<b>Portland</b>	Zero Parking Required: proximity to transit, small lots, Central Employment, Central Residential, Commercial Central Reductions possible
<b>Denver</b>	Zero Parking Required: Downtown, Transit Proximity Reductions possible
<b>Austin</b>	Zero Parking Required: Central Business District, Downtown Mixed-Use, UNO Reductions possible

### SUMMARY OF PEER CITIES INTERVIEWS

Staff from the seven peer cities outlined in the previous two chapters were interviewed as part of the peer city review process. The following chapter outlines the interview process, questions, and summarizes the interview results.

#### QUESTION DEVELOPMENT

A standardized list of questions was developed to guide the peer city interviews. The questions were based on the preliminary research which had been conducted and based on the information the project team was seeking to inform the development of San Diego's non-residential TPA parking requirements.

#### QUESTIONS FOR PEER CITIES

The following questions were provided to each City in advance of the project team's interview. The questions were used as a guide for the interviews, not every single question was asked of each municipality.

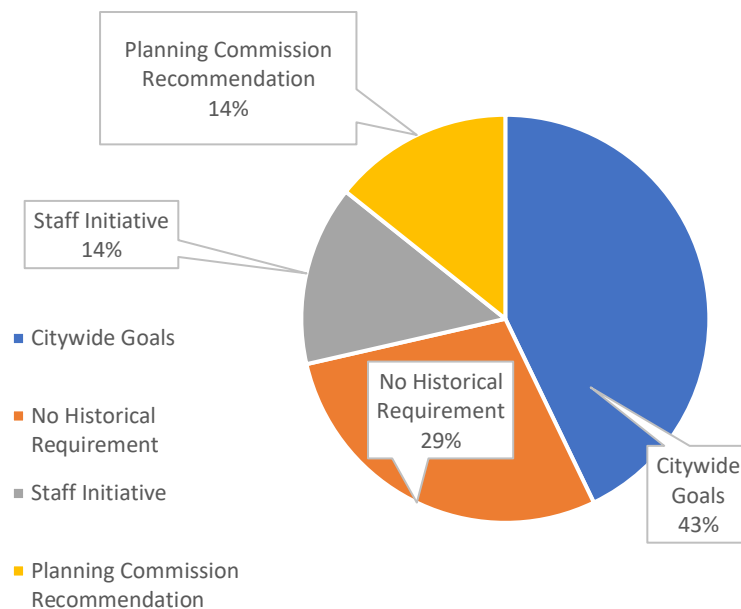
1. Why did you start looking into reducing non-residential parking requirements? (Mayor or City Council directive, staff initiative, etc.)
2. As you looked to reduce parking requirements for non-residential uses what factors were considered?
3. Were place types considered, and if so, what place types? (example Urban, Downtown Neighborhood, Suburban, Transit Oriented, etc.)
4. What other metrics were used to determine the reductions?
5. Did you use any pre-existing studies from other cities? If so, which cities?
6. What data was compiled and used as the process unfolded?
7. Were the new parking regulations policy driven, data driven or both?
8. Were any incentives offered (in the code) for specific place types? If so, which ones?
9. What type of public outreach was conducted?
10. How long have the reduced parking requirements for non-residential uses been in effect?
11. What have you heard since implementation?
  - From City staff – both counter staff and others
  - From members of the public?
  - From the business community?
  - From developers?
12. How many developers are taking advantage of the parking reductions?
13. What have developers been doing with the extra investment potential?
14. How has the program evolved over time?
15. Can you share any lessons learned?
16. Have you done any before and after parking occupancy/utilization studies?

## KEY FINDINGS

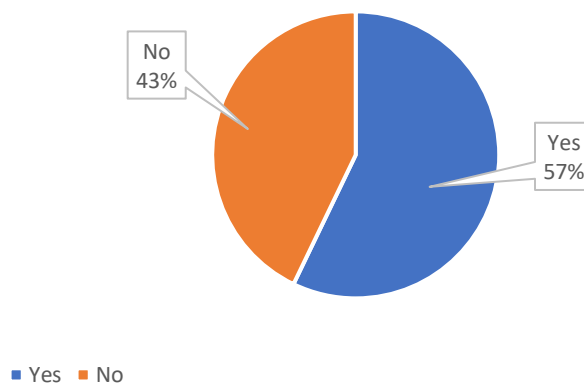
The evolution of each City's parking regulations is unique unto itself; however, there are thematic similarities:

- Several cities reduced parking requirements to meet citywide goals.
  - Salt Lake City embarked on reducing parking requirements to help address housing affordability and to meet environmental goals.
  - The City of Seattle reduced parking requirements to meet planning goals.
  - The City of Minneapolis reduced parking requirements to meet several of the City's policy goals: to meet environmental and transportation goals, to provide regulatory relief by allowing the market to determine supply, to meet housing affordability goals and to meet urban design goal. The City's urban design goal is to make it so parking is not the most important issue for developers. Additionally, for Minneapolis, the City noticed they were granting a lot of parking variances to get the outcome that the city actually wanted.

**Figure 2: Impetus for Reducing Non-Residential Parking Requirements**



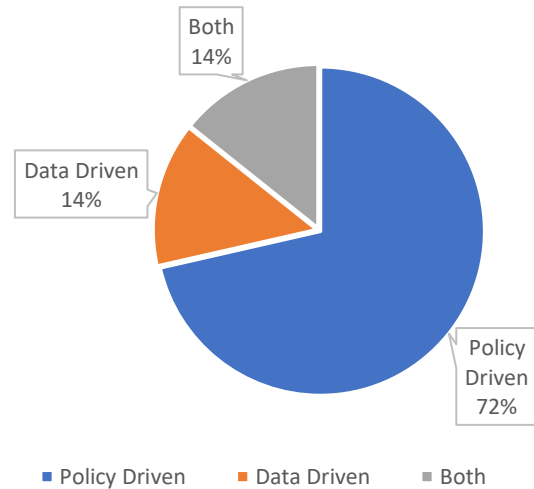
**Figure 3: Were Typologies Considered?**





- For two cities the reduction in parking requirements was in-line with the City's past. Portland and Denver could not find any historical parking requirements for certain parts of the city.
- In addition to hearing thematic similarities regarding why cities embarked on this endeavor, there were similarities in end results.
  - For the City of Sacramento, the result of the parking reforms is that a lot of restaurants and "cool stuff" is popping up. The City strongly believes that the change in parking requirements is the main policy change that is helping with housing production in downtown.
  - In Minneapolis, adjusting parking requirements, has been one factor in the increased density of development. Also, since parking requirements have been adjusted much smaller scale developments are feasible, as well as, more mixed-use development.
  - In Portland, the code changes allow for changes in types of use which would not have occurred before the parking requirement reform. The City views this as a success.

**Figure 4: Were parking reductions policy driven, data driven, or both?**



**Figure 5: Timeline of When Cities Adopted No Parking Requirements for Non-Residential Uses within Proximity of Transit**



**Table 19** below graphically illustrates some high-level key findings that were revealed during the peer city interviews.

**Table 19 Summary of Peer City Key Findings**

	Public Outreach	Parking Reductions Near Transit	Maximums	Typologies	Small Lot/Building Exemptions
Salt Lake City					?
Seattle					
Sacramento					
Minneapolis				X	
Portland				X	
Denver	?				
Austin			X	X	?

Legend:	Open House	Flyer	Public Survey	Mailing	Workshop	Website	Yes	No
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## 5 Conclusion

The peer city interviews showed that there is precedent for removing parking requirements for non-residential uses in the densest parts of town and areas close to transit. Furthermore, and more importantly, the review of peer cities has demonstrated that positive benefits come from parking reductions: changes in use occur, density in development occurs, restaurants “pop up” and mixed-use developments occur.

The cities of Seattle and Portland have not required parking for commercial uses for several decades giving the City of San Diego an opportunity to examine several years of data to see if the policy decisions have in fact impacted VMT, vehicle ownership rates, and work commute mode choices.