

CENTRAL CITY PARKING MASTER PLAN FINAL REPORT

Prepared for
THE CITY OF SACRAMENTO



September 2006



Final Report

CENTRAL CITY PARKING MASTER PLAN

Prepared for:

**City of Sacramento
Department of Transportation**



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List of Stakeholder Group Invitees

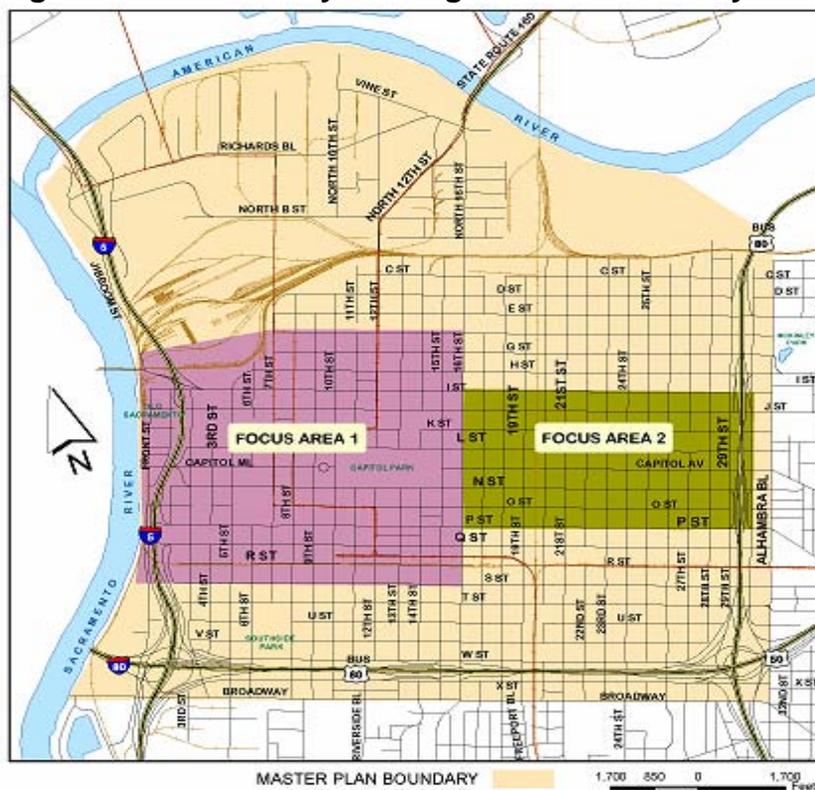
1. PROJECT OVERVIEW

Over the last ten to twenty years, Sacramento leaders have worked to bring life, diversity, and vitality to the Central City. There are many signs that the effort has proven to be successful, as employment levels continue to grow, restaurants, cultural, and entertainment activities continue to prosper, and the Central City is now becoming a desirable location for housing. This growth and vitality has exerted pressure on the parking supply, not only in the core commercial area, but also in nearby residential districts. The provision of parking has been in a primarily reactive mode throughout this period, with parking studies conducted to avert the next looming parking shortage. Most new parking has been added by the private developers or the State as part of new developments, but the amount of new parking supplied has not kept pace with the increase in demand. Concern about parking has expanded significantly beyond the commercial core, and has infiltrated many residential neighborhoods.

Recent internal audits have identified the lack of direction in City's parking program and many operational changes have been suggested to address the deficiency identified by the audits. The on-street and off-street parking responsibilities of the City have been shuffled between departments in conjunction with government reorganizations.

To proactively address each of these parking issues in the Central City, Sacramento's City Council initiated a comprehensive on-street and off-street parking study for the area identified in Figure 1.1, in January of 2005. The product of that study has been an inclusive Central City Parking Master Plan. This report documents the research and analysis that were conducted as part of the project.

Figure 1.1 Central City Parking Master Plan Study Area



The Central City Parking Master Plan provided an opportunity to take a new look at parking. Parking can be a tool to assist economic development, to improve the quality of life in neighborhoods, and to address environmental concerns, all at the same time. Techniques commonly referred to as “parking management” can be employed to direct and control parking demand and supply to best achieve the goals of the City and its citizens.

The specific objectives for the Central City Parking Master Plan as stated by the City Council were as follows:

- To ensure sufficient parking to achieve the City’s economic and in-fill development goals and boost Smart Growth principles
- To ensure parking supply and rates that support transit, other alternative modes and air quality
- To evaluate rate structures supportive of a comprehensive parking strategy
- To provide a two-year, five-year and long-term outlook of parking supply versus demand and identify opportunities for meeting that demand
- To guide daily operations of the City’s on-street and off-street parking facilities
- To incorporate community stakeholders concerns

Analysis was conducted for three different areas as illustrated in Figure 1.1: Focus Area 1- the Central Business District, Focus Area 2 – the Central Midtown Area, and the remainder of the study area.

This project has reflected a combination of technical analysis and strategic consensus building around policy recommendations that emerged from the technical analysis. The product of this process is a policy framework that provides a blueprint for decision-making for parking management in the Central City. Additional implementation planning will be required to carry out many of the policy recommendations.

The Central City Parking Master Plan Project consisted of twelve tasks conducted between January 2005 and June 2006. The project tasks were as follows:

- Task 1 - Project Initiation
- Task 2 - Community Outreach and Involvement
- Task 3 - Field Documentation of Current Inventory
- Task 4 - Document Current Parking Policies and Standards
- Task 5 - Assess Impact of Future Development on Parking Sufficiency
- Task 6 - Assess Current Operations and Enforcement Practices
- Task 7 - Assess Paid Parking Options
- Task 8 - Assess Parking Fees and Penalties
- Task 9 - Develop Operational Criteria, Procedures and Strategies for Managing On-Street and Off-Street Parking Supply
- Task 10 - Assess Potential Locations and Garage Prototypes for Expansion of Parking Capacity
- Task 11 - Develop Funding Strategies
- Task 12 - Compile Findings and Recommendations into Final Report and Present to City Council

The chapters of this Final Report represent a compilation of the task reports for each of the technical tasks (Task 2 – Task 11). The combination of this Final Report and a Summary Report satisfy the requirements of Task 12. Chapter 12 of this report presents a case-study analysis of the parking issues in the Midtown Entertainment Area to demonstrate the application of the analysis methods of the projects and the policy recommendations.

2. COMMUNITY OUTREACH AND INVOLVEMENT

The study area is rich in neighborhood associations, business organizations, state departments, developer interests and other key stakeholders, all which have provided spirited input on parking accessibility. The Central City Parking Master Plan project included a concerted effort to reach out to these individuals and organizations, to solicit their input, to seek their involvement, and to make them an integral part of the development of recommendations in the project.

A multi-faceted public outreach program was created to ensure there was consistent involvement by key stakeholders and the public, all questions and concerns were addressed in a timely manner and local residents and businesses were kept apprised of the project's progress. The public outreach approach included coordination with the City of Sacramento, Council members, Neighborhood Services, and a stakeholder list that was generated for the project. Specific components of the public outreach program included the following:

Project Mailing List

The project team developed a targeted mailing list of nearly 3,500 contacts for project information dissemination throughout the project. The project consultants worked closely with the City of Sacramento, the local elected officials and Neighborhood Services to develop this mailing list and to ensure that list included all interest groups. The project team used MetroScan Software to gather information on area property owners and occupants and coupled this with an extensive stakeholder list to make up the 3,500-contact database.

Comment Database

To ensure that all comments and inquiries from the public were acknowledged and addressed, the project consultants developed and maintained a comment database. This Excel spread sheet was used to capture the specific comments in the first six months of the project when concerns about parking issues in the Central City were being raised by the stakeholder Group and other members of the public or interested business. Summaries of all of the Stakeholder meeting discussions were developed and made available by email, and on the web page, to all of the group participants and to the general public on a project web site.

Stakeholder Group Meetings

The project team worked with the City of Sacramento to create a Stakeholder Group that consisted of roughly 50 members of the community at the beginning of the project and grew to roughly 100 by the end. A list of the stakeholders that were invited to participate is provided as Appendix A of this report. The Stakeholder Group served as the main conduit to the community at large and was responsible for carrying project information back to their constituents. The group met six times to provide input and participation during the seventeen-month project. Each Stakeholder meeting was held from 4:30 to 6:30 on a week night. Appropriate experts in the areas under discussion were involved in the meetings, introducing perspectives on how other major cities have addressed similar parking issues, and what approaches have been most successful. The dates of Stakeholder Group meetings and the topics of each were as follows:

February 1, 2005 – Project Introduction and Overview

April 5, 2005 – Key Issues, Goals and Potential Strategies

June 2, 2005 – Results of Parking Supply Inventory and Occupancy Analysis and Implications for Policy

August 25, 2005 – Policy Recommendation and Mid-Town Entertainment District Case Study
March 9, 2006 – Revised Policy Recommendations (Based on City Council Input)
June 1, 2006 – Recommendation to Create a Non-Profit Organization to Manage Central City Parking

Focus Group Meetings

In conjunction with the Stakeholder meetings, 15 smaller group meetings were held on various topics in three major rounds of input. The purpose of these meetings was to invite and involve the appropriate people to contribute on specialized technical and policy topics at a level of detail greater than usually pursued with the Stakeholder Group. The dates and focus of these meetings were as follows:

Round 1

April 5, 2005 - Central Core Developers, Businesses, Management Companies
April 5, 2005 - Old Sacramento, Conventions and Special Events
April 6, 2005 - Midtown Businesses
April 19, 2005 – Residents
April 25, 2005 – State

Round 2

August 29, 2005 - Convention and Special Events
August 29, 2005 - Neighborhood Residents
August 30, 2005 - Core Area Developers and Businesses
August 30, 2005 – Midtown Businesses, Restaurants and Entertainment
August 31, 2006 – Old Sacramento
August 31, 2005 - State
November 14 –Alternative Mode Use and Trip Reduction

Round 3

March 7, 2006 - Parking Requirements for Office Development
March 7, 2006 - Parking for Downtown and Midtown Retail, Restaurant and Entertainment
March 7, 2006 - Midtown Residential Development

City Council Briefings

The project team made six presentations to the City council to present background material generated by the project, to seek the Council's guidance on key issues in the project to seek approval of recommendations for policy actions generated by the project. The dates of presentations to the Council and the topics of each were as follows:

August 2, 2005 – Project Overview and Adoption of Policy Goals for Central city Parking
September 27, 2005 – Consideration of Policy Recommendations Related to Parking Supply and Ratios
October 25, 2005 – Consideration of the Case Study Results and Recommendations
November 29, 2005 – Consideration of Policy Recommendations Related to Management of Existing Supply
January 24, 2006 - Consideration of Policy Recommendations Related to Funding and Financing of Parking
March 28, 2006 – Consideration of Policy Recommendations Related to Interim Surface Parking Lot

Community Organization Presentations

The project team worked with the City to identify eight different groups, including Community Organizations and businesses that required individual presentations at their regularly scheduled meetings. These meetings provided an opportunity to inform the groups about the progress of the project and an additional opportunity to hear from the public and gather input. The dates of presentations to the community organizations and the topics of each were as follows:

May 18, 2005 – Alkali Flat PAC
June 1, 2005 – Wednesday Farmers'
June 13, 2005 – Midtown Business Association
June 15, 2005 – Downtown Sacramento Partnership
June 16, 2005 – Disability Advisory Committee
July 18, 2005 – Neighborhood Advisory Group
July 26, 2005 – Old Sacramento Business Association
November 3, 2005 – Disability Advisory Committee

Public Open House

A public open house was held on September 15, 2005 to provide the general public an opportunity to review the initial set of policy recommendations prepared by the project team. The Public Open House provided an informational, participant convenient, and interactive environment between City Staff, the consulting team and the community. A summary of the discussion and comments from the meeting was prepared and placed on the project web site, as well as a handout and PowerPoint presentation.

Project Newsletters

To assist in broad dissemination of information about the project, three project newsletters were developed. The first newsletter was sent out at the beginning of the project and acted as an introduction to the project. The second newsletter was sent out just prior to the public open house to inform the public of the initial draft of the project's policy recommendations and to serve as an invitation to the Public Open House. The final newsletter was developed at the end of the study to highlight the progress of the study and outreach during the course of the seventeen-month project. The newsletters were each 8.5" by 11", full-color, and two-sided self-mailer.

Media Relations

In coordination with the City of Sacramento, the project team drafted two news releases that were placed in local publications. The first was sent out at the beginning of the project to introduce the project to the community and the second news release was sent out prior to the Public Open House to serve as notice of the Public Open House.

Web Page

In coordination with City Staff, the consulting team developed a project web page that was included on the City web site. The project web page included updated information on the project and opportunities for public involvement. Included on the web page are copies of all of the presentations made to the Stakeholder Group and at the Public Open House as well as summaries of the discussions at each of these meetings and the comments and other forms of input received.

3. EXISTING CONDITIONS

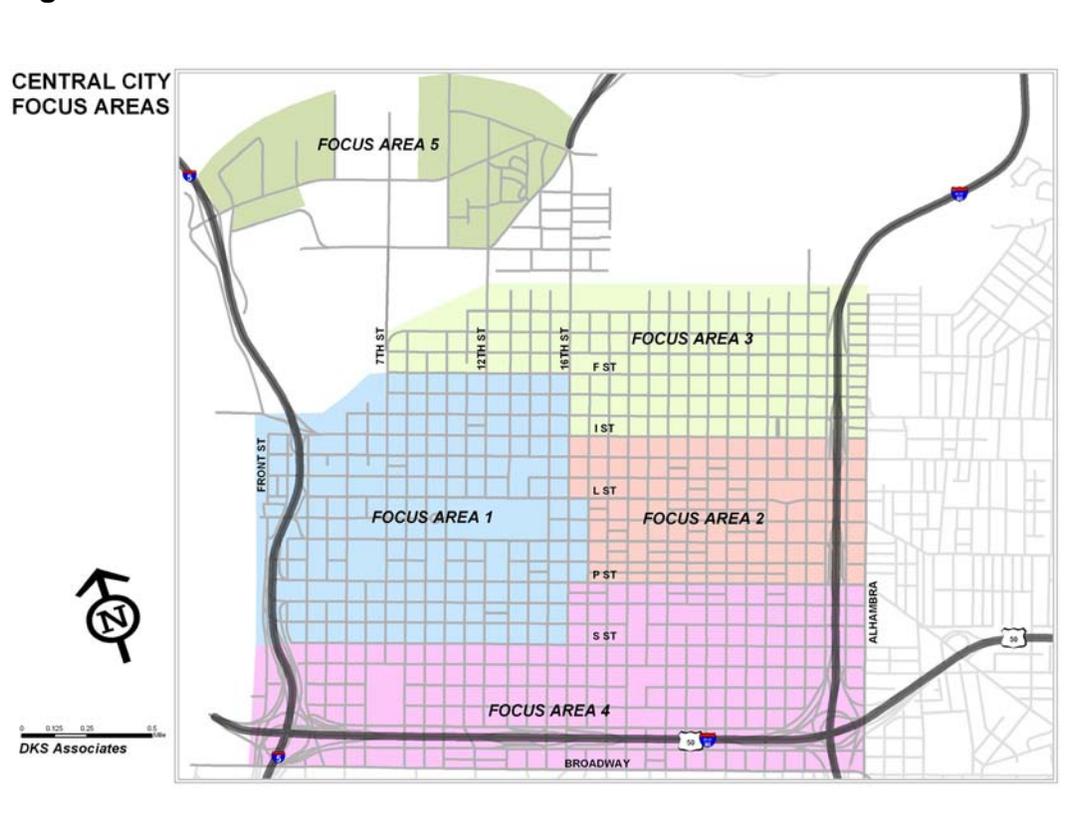
As an element of the analysis of existing parking conditions, a detailed and extensive parking data collection program was undertaken throughout the Central City. This program included field surveys as well as a review of available computerized data from City parking facilities. The data were entered into a geographic information system (GIS), and statistics were developed to provide a comprehensive review of existing parking conditions.

Study Area

The study area encompasses the entire Central City. The Central City was divided into five areas, as shown in 3.1. Three additional focus areas were defined for data analysis and added to the two previously defined.

- **Focus Area 1** – The Central Business District, generally bounded by the Sacramento River to the west, the Rail yards and F Street to the north, 16th or 17th Street to the east, and S Street to the south.
- **Focus Area 2** – Central Midtown, generally bounded by 16th or 17th Street to the west, I Street to the north, Alhambra Boulevard to the east, and P Street to the south.
- **Focus Area 3** – North Central City, the area north of Focus Areas 1 and 2, and south of the Union Pacific Railroad.
- **Focus Area 4** – South Central City, the area south of Focus Areas 1 and 2, and north of Broadway.
- **Focus Area 5** – Selected areas in the Richards Boulevard District.

Figure 3.1 Data Collection Focus Areas



The data collection program varied by area of the Central City based upon the nature of land uses and parking issues in each area. It is recognized that the boundaries of the Central City and the Focus Areas do not provide definitive limits on parking activity in the Central City; parking associated with land uses both within and outside these areas occurs without reference to these boundaries.

Field Data Collection

Inventory

The primary data collection effort involved field surveys of on-street and off-street parking facilities throughout the five focus areas.

On-Street

Within focus areas 1 and 2, each on-street parking space was inventoried. Each surveyed parking space was categorized by a number of characteristics, including time limits, revenue collection systems (meters, pay stations), peak period time limits, residential parking permit programs, disabled parking, loading zones, reserved parking, angle parking, and special restrictions. Within focus areas 3 and 4, the on-street surveys were limited to recording the number of spaces per block face. No on-street parking surveys were conducted in focus area 5 due to the nature of development in that area. Table 3.1 summarizes the existing on-street parking supply. There are over 22,600 on-street parking spaces in focus areas 1 through 4.

Table 3.1 – Existing On-street Parking Supply

Focus Area	Parking Spaces
1	5,721
2	4,451
3	4,979
4	7,497
<i>Sum</i>	<i>22,648</i>

Off-Street

Within all five focus areas, each off-street parking space was inventoried. The only exceptions were facilities where access could not be achieved, such as small private garages on residential parcels. For City facilities and where data were available for major State and private lots, recent inventory information was used. For all other locations, all spaces were counted in the field. In addition to the number of available spaces, each facility was categorized as “public use” or “private use” based upon its availability during a typical weekday. A public use facility is available to the general public on an hourly, daily, or monthly basis. A private use facility is not available to the general 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.

Table 3.2 summarizes the existing off-street parking supply. There are over 77,200 off-street parking spaces in the Central City. More than half of these spaces are located in focus area 1, the Central Business District. About 31,500 spaces are available for public use.

Table 3.2 – Existing Off-street Parking Supply

Focus Area	Parking Spaces (Percent of Total in Focus Area)		
	Public Use	Private Use	Total
1	28,344 (66%)	14,786 (34%)	43,130
2	2,396 (20%)	9,321 (80%)	11,717
3	40 (1%)	5,177 (99%)	5,217
4	710 (7%)	10,131 (93%)	10,841
5	0 (0%)	6,372 (100%)	6,372
<i>Sum</i>	<i>31,490 (41%)</i>	<i>45,787 (59%)</i>	<i>77,277</i>

Table 3.3 summarizes the City’s off-street parking facilities that are available for public use. Over 8,500 off-street spaces are operated by the City in these twelve facilities.

Table 3.3 – Existing City-Owned Off-street Public Use Parking Supply

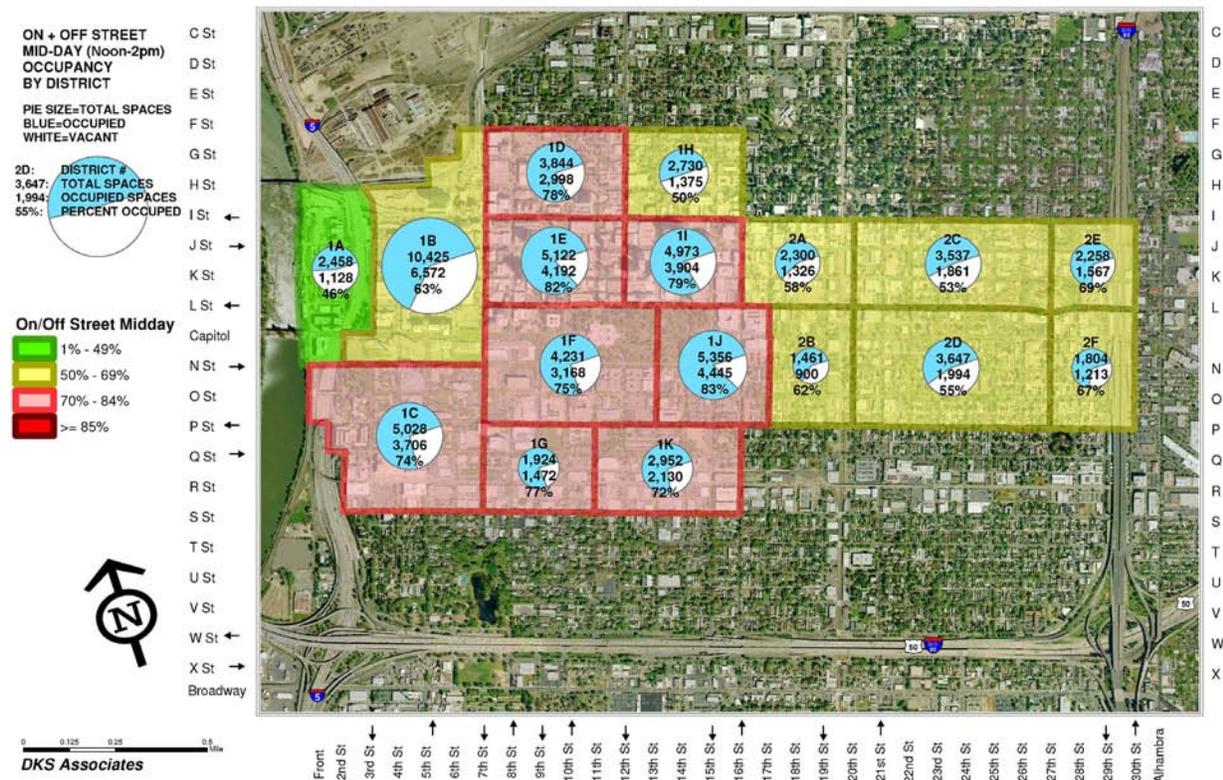
Name	Location	Type	Parking Spaces
Capitol	10th and L Streets	Garage	988
City Hall	10th and I Streets	Garage	1,035
Lot D	12th and I Streets	Surface Lot	110
Lot W	2nd and I Streets	Surface Lot	92
Lot X	2nd and N Streets	Surface Lot	181
Lot Y	2nd and O Streets	Surface Lot	85
Memorial	14th and H Streets	Garage	1,060
Old Sacramento	3rd and I Streets	Garage	878
Plaza Central	Downtown Plaza	Garage	460
Plaza East	Downtown Plaza	Garage	1,920
Plaza West	Downtown Plaza	Garage	1,320
Tower Bridge	Front Street and Capitol Mall	Garage	451
<i>Sum</i>			<i>8,580</i>

Existing Parking Demand

Time of Analysis

The majority of data collection associated with parking demand focused on the midday of a typical weekday. Historically, this time period has exhibited the highest parking demand, as downtown employees, visitors, and shoppers compete for available parking spaces. However, additional time periods are critical in some areas of the Central City. Weekday evenings, especially Fridays, exhibit high parking demand in Midtown areas near restaurants and entertainment venues. Old Sacramento, with its orientation to tourists and visitors, has high demands on summer weekends. The Convention Center and Memorial Auditorium have varying demand depending upon the number and nature of events. Each of these time periods and special uses were addressed in the data collection program. A summary of the occupancy for on-street and off-street parking by district in provided in Figure 3.2.

Figure 3.2 Total Midday Parking Occupancy – On-street and Off-street



On-Street

Weekday Midday

Surveys of on-street parking occupancy were conducted on Tuesdays, Wednesdays, and Thursdays between 10:00 A.M. and 2:00 P.M. in focus areas 1 through 4. The surveys were coordinated with City parking staff and the Convention Center to avoid days of abnormal activities, such as very large Convention Center events. Surveys near the State Capitol were conducted while the legislature was in session. In areas with morning street cleaning, the observed occupancy was adjusted to account for the average number of unavailable spaces on each block.

Table 3.4 summarizes the on-street weekday midday parking demand. Overall, about 69 percent of the on-street spaces are occupied on a typical weekday midday period, with the greatest occupancy level in focus area 1. Within each focus area, the demand varies greatly block by block. When a block is occupied at 85 percent or more, it is considered effectively full. The following information summarizes the number of full blocks in each focus area during the midday period:

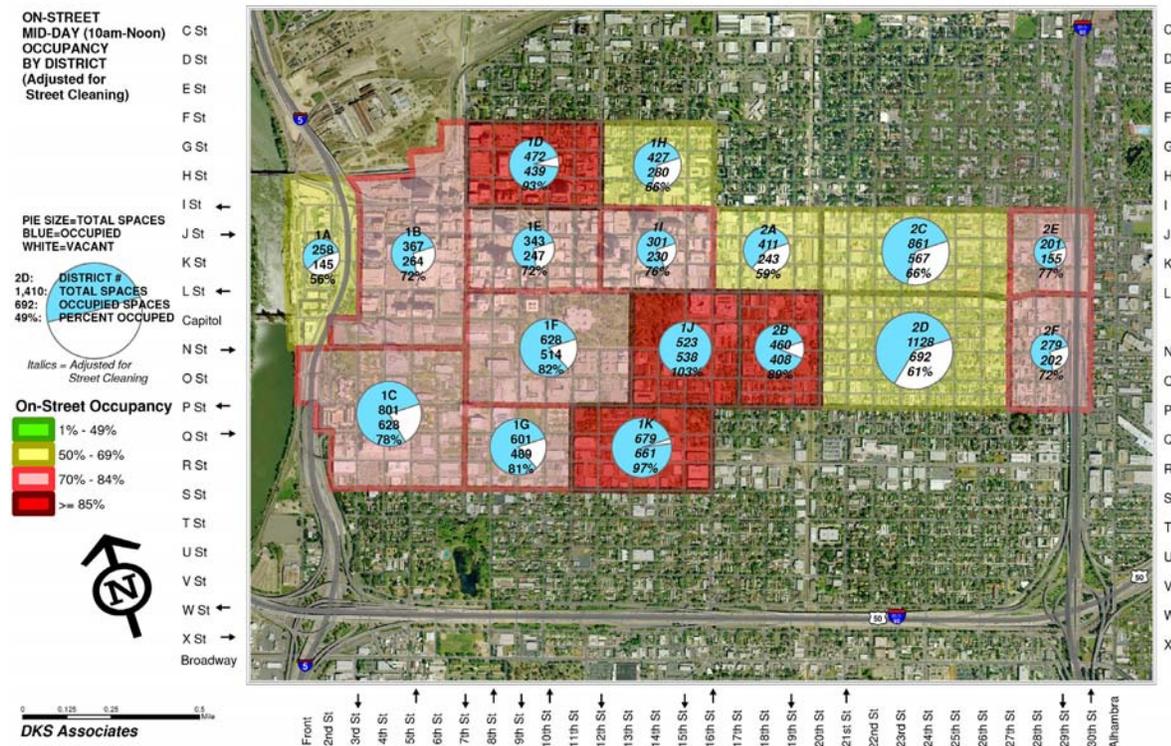
- Focus area 1 – 77 of 190 blocks fully occupied – 41 percent
- Focus area 2 – 29 of 101 blocks fully occupied – 29 percent
- Focus area 3 – 19 of 137 blocks fully occupied – 14 percent
- Focus area 4 – 34 of 225 blocks fully occupied – 15 percent

Results of the midday on-street occupancy analysis on a district basis are illustrated in Figure 3.4.

Table 3.4 – Existing On-street Weekday Midday Parking Demand

Focus Area	Parking Spaces	Occupied Spaces	Percent Occupied
1	5,721	4,713	82%
2	4,451	3,268	73%
3	4,979	3,206	64%
4	7,497	4,550	61%
<i>Sum</i>	<i>22,648</i>	<i>15,737</i>	<i>69%</i>

Figure 3.3 Midday On-street Parking Occupancy



Evening and Overnight

Surveys of on-street parking demand during evening and overnight hours were conducted in selected areas of the Central City. These areas were selected based upon stakeholder comments and casual field observations. Two areas were selected:

- West Area – Eastern Central Business District – bounded by F Street on the north, 15th Street on the East, L Street (including south curb) on the south, and 9th Street on the west.
- East Area – Midtown – bounded by I Street on the north, 30th Street on the east, P Street on the south, and 15th Street on the west.

Surveys were conducted in both the east and west areas on a Friday night between 7:00 and 9:00 P.M. (see Figure 3.4). Additionally, in the east area only, surveys were conducted on a Friday night between 10:00 P.M. and midnight (see Figure 3.4), and overnight between 2:00 and 5:00 A.M (See Figure 3.6).

Figure 3.4 Early Evening Morning On-street Parking Occupancy Focus Area 2

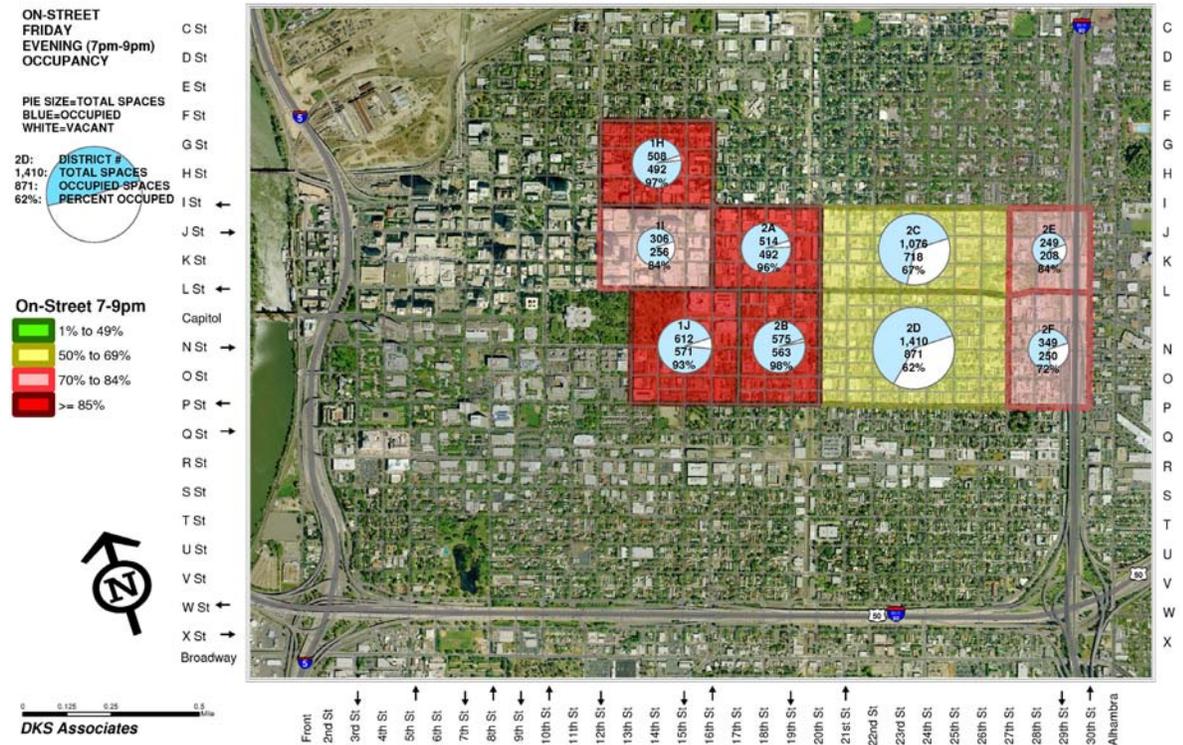


Figure 3.5 Late Evening Morning On-street Parking Occupancy Focus Area 2

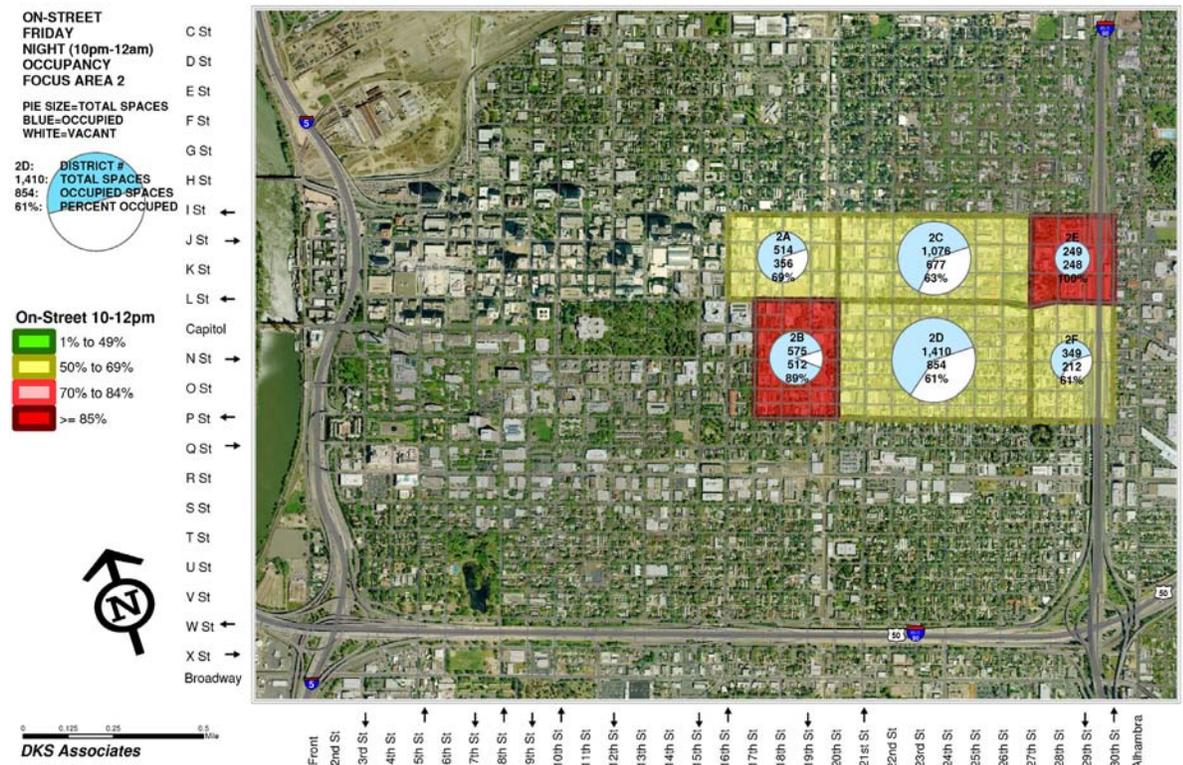


Figure 3.6 Late Night On-street Parking Occupancy Focus Area 2

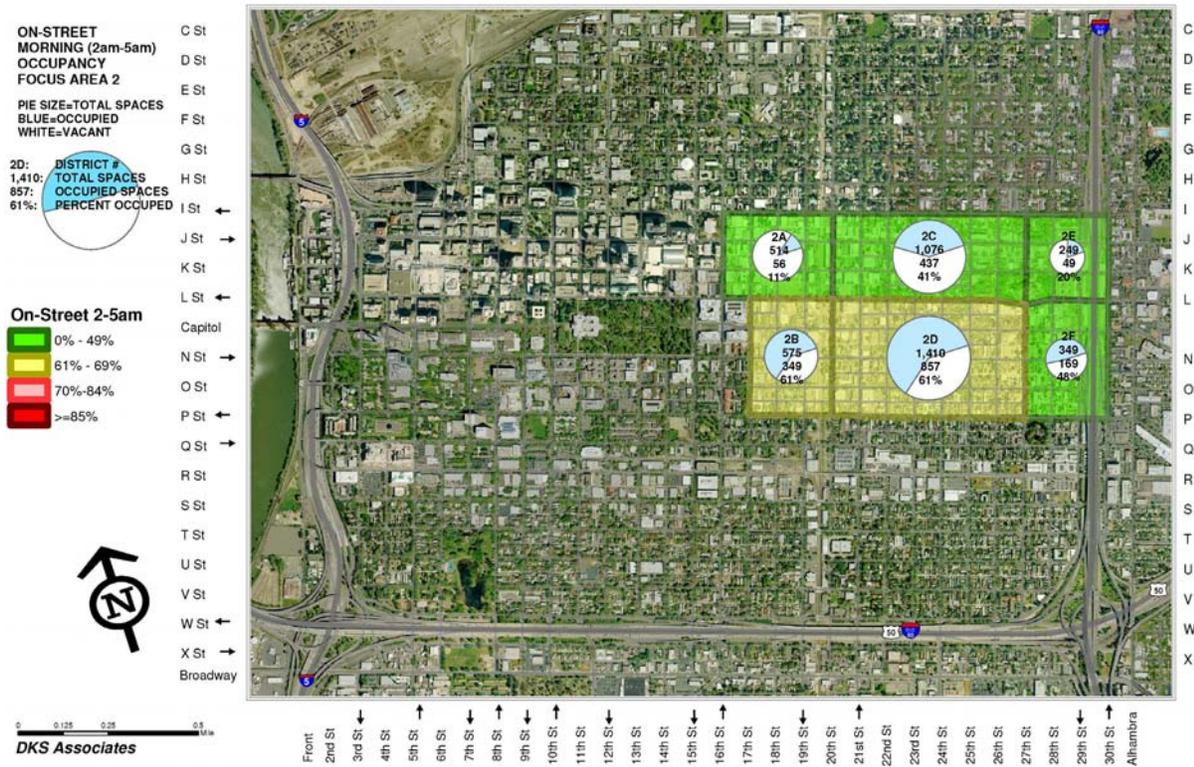


Table 3.5 summarizes the on-street parking demand. In the west area, the early evening parking demand is similar to the midday demand, with 5 percent less overall demand but with four additional full blocks. In the east area, both early and late evening demand exceeds midday demand. The difference between the early evening and overnight occupancy is almost 1,500 vehicles, reflecting the level of activity associated with employees and visitors during the evening hours. In general, peak hour occupancies in the west area occur in the midday, reaching 74%. At this level, 317 on-street stalls are unoccupied and available. In the east area midday peak demand is very low (reach 57%). During the midday, 1,101 on-street stalls are still unoccupied and available at the peak hour in the east area.

Table 3.5 – Existing On-street Friday Evening and Overnight Parking Demand

Time	Statistic	West Area	East Area
All	Supply (Spaces)	1,241	4,638
Midday	Occupied Spaces	924	2,637
	Percent Occupied	74%	57%
	Full Blocks	17 (40%)	10 (10%)
7:00 to 9:00 P.M.	Occupied Spaces	858	3,537
	Percent Occupied	69%	76%
	Full Blocks	21 (50%)	39 (37%)
10:00 P.M. to Midnight	Occupied Spaces	-	3,094
	Percent Occupied	-	67%
	Full Blocks	-	26 (25%)
2:00 to 5:00 A.M.	Occupied Spaces	-	2,045
	Percent Occupied	-	44%
	Full Blocks	-	18 (17%)

Off-Street

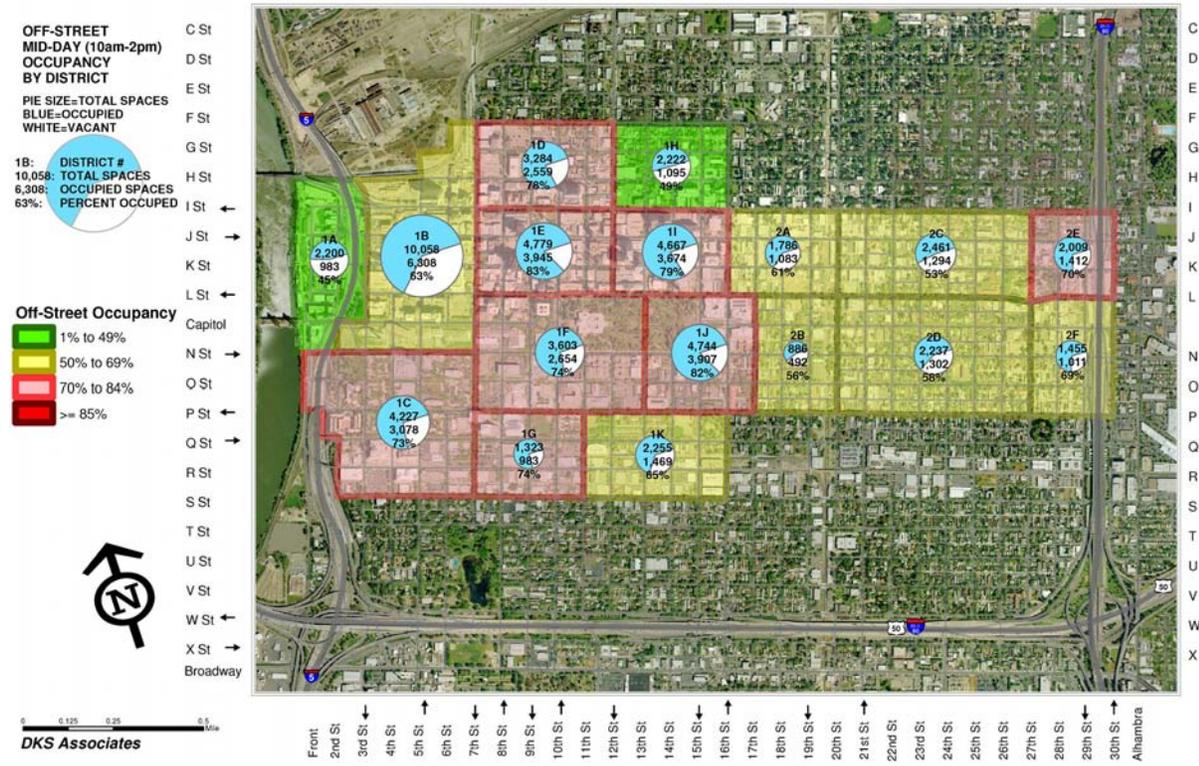
Weekday Midday

Similar to the timing of the on-street surveys, surveys of off-street parking occupancy were conducted on Tuesdays, Wednesdays, and Thursdays between 10:00 A.M. and 2:00 P.M. in focus areas 1 through 5. Each lot was surveyed with the exception of the City parking garages, where parking demand was derived from computerized data for Tuesdays, Wednesdays, and Thursdays in April. Table 3.6 summarizes the existing off-street weekday midday parking demand. Overall, about 60 percent of the off-street parking supply is occupied. The highest occupancy levels (71 percent) occur in focus area 1 as indicated in Figure 3.7.

Table 3.6 – Existing Off-street Weekday Midday Parking Demand

Focus Area	Parking Spaces								
	Public Use			Private Use			Total		
	Supply	Demand	Percent Occupied	Supply	Demand	Percent Occupied	Supply	Demand	Percent Occupied
1	28,344	19,985	70%	14,786	10,546	71%	43,130	30,441	71%
2	2,396	1,379	58%	9,321	5,470	59%	11,717	6,849	58%
3	40	35	88%	5,177	2,326	45%	5,217	2,361	45%
4	710	441	62%	10,131	4,441	44%	10,841	4,882	45%
5	0	0	-	6,372	2,212	35%	6,372	2,212	35%
Sum	31,490	21,750	69%	45,787	24,995	55%	77,277	46,745	60%

Figure 3.7 Midday Off-street Parking Occupancy



As indicated in Table 3.6, overall off-street parking occupancies are fairly moderate (60%), leaving approximately 30,532 stalls unoccupied during the combined peak hour. The availability of such a large supply of existing parking presents parking management opportunities for better integration of parking supplies and resource

Table 3.7 summarizes the weekday midday parking demand in the City garages. Overall, the garages are 51 percent occupied on a typical weekday, leaving 3,935 available stalls at the peak hour. The highest demand is at the Capitol and City Hall garages. As per the discussion above, significant opportunities exist to better utilize available public parking supply to absorb demand and maximize access for both visitors and employees.

Table 3.7 – Existing City Garage Weekday Midday Parking Demand

Name	Supply	Demand	Percent Occupied
Capitol	988	773	78%
City Hall	1,035	859	83%
Memorial	1,060	377	36%
Old Sacramento	878	325	37%
Plaza Central and West	1,780	480	27%
Plaza East	1,920	1,191	62%
Tower Bridge	451	172	38%
Sum	8,112	4,177	51%

City Facility Hourly and Monthly Characteristics

For the City facilities, available data were reviewed to determine the temporal characteristics of parking at each lot and garage. This information was used to assist in identifying peak periods of parking demand, by time of day, day of week, and month of year. Figure 3.8 illustrates the hourly variation in the total accumulation of vehicles in City facilities on a typical weekday. The number of vehicles is at a maximum between 10:00 A.M. and 2:00 P.M.

Figure 3.8 Weekday Hourly Variation in City Facilities

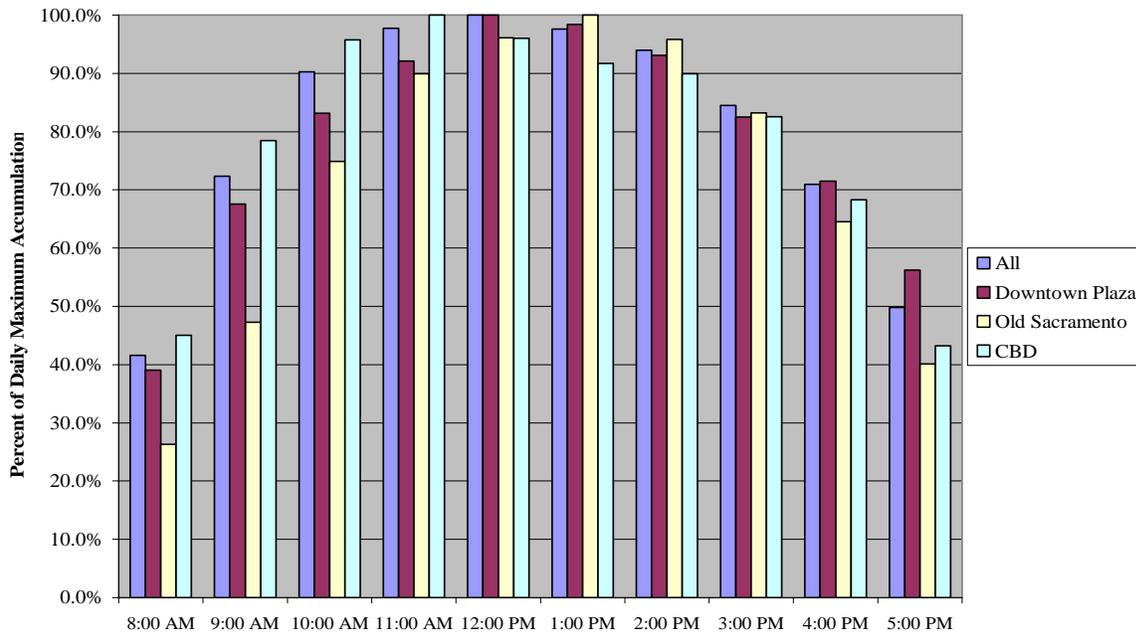
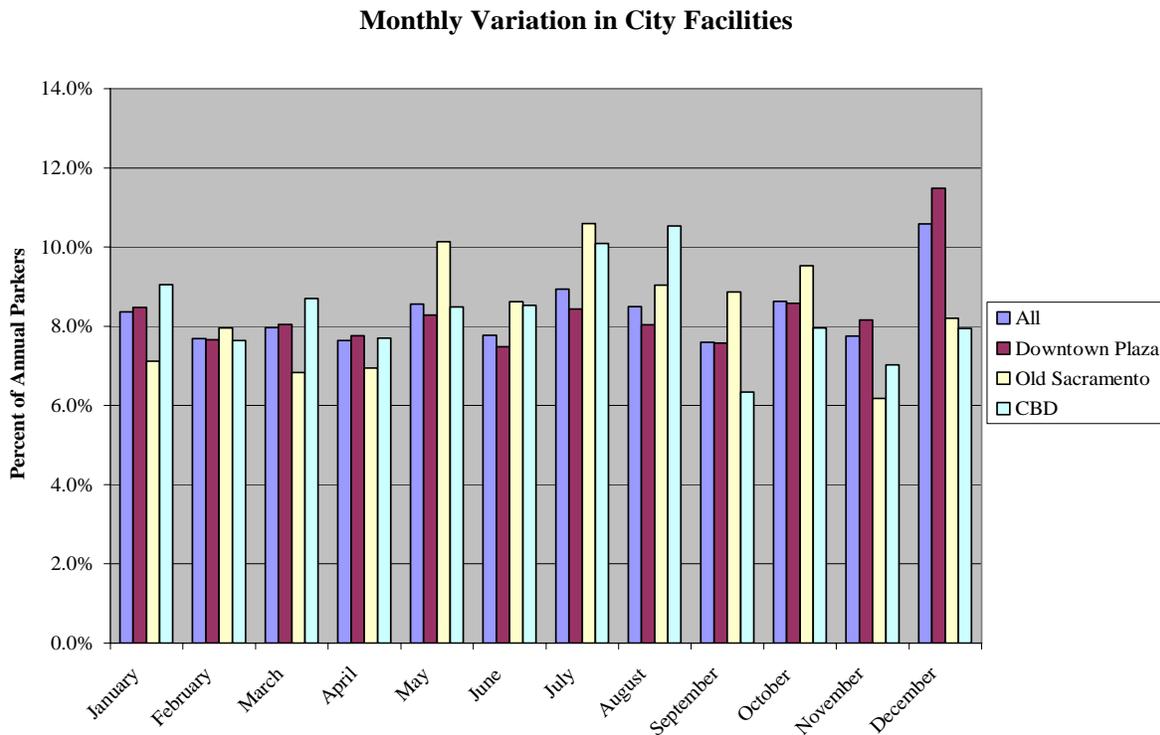


Figure 3.9 illustrates the monthly variation in the total number of vehicles that park in the City facilities. (Note that the total number of vehicles that park in the facility is different from the peak accumulation of vehicles.) Considering all facilities, December and July are the peak months of the year. For the facilities at Downtown Plaza, the peak months are October and December. For the facilities associated with Old Sacramento (Old Sacramento, Tower Bridge, and Lot W), the peak months are May and July.

Figure 3.9 Monthly Variations in City Facilities



Convention Center and Memorial Auditorium

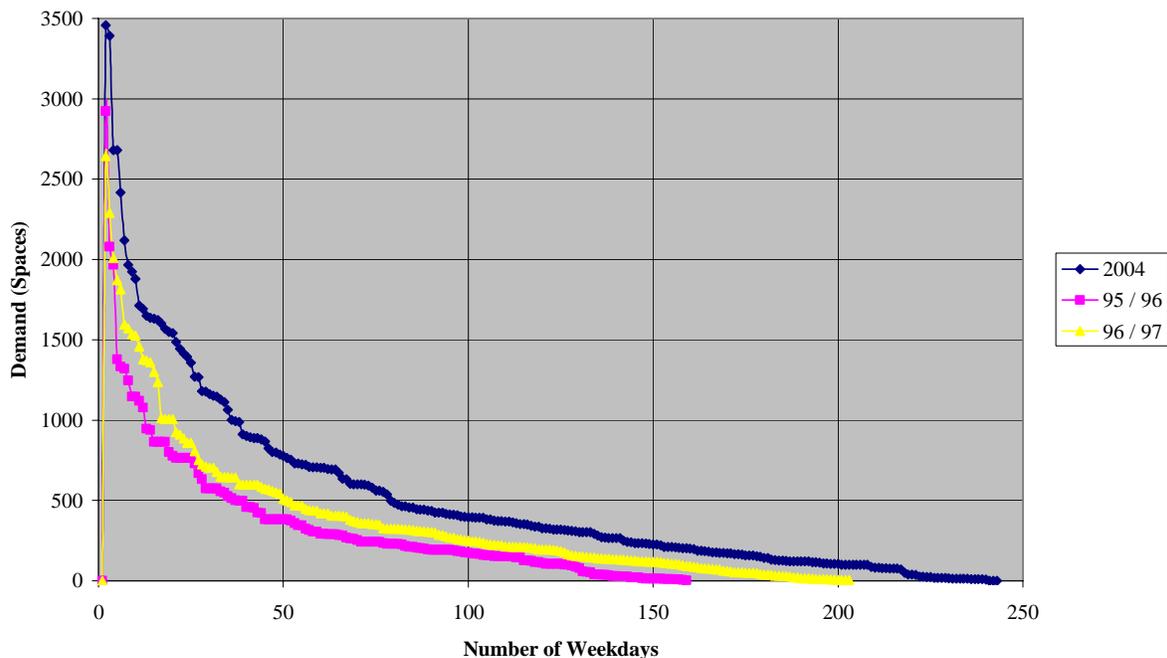
Special investigations were conducted concerning the parking demand associated with the Sacramento Convention Center and Memorial Auditorium. Unlike Central City office uses, the parking demand associated with the Convention Center and Memorial Auditorium varies dramatically from day to day. The facilities accommodate many different types of events, with varying attendance levels, event times, and modes of travel.

The Convention Center provided event information for the calendar year 2004. (From previous City parking analyses, data were also available for the 1995/96 and 1996/97 fiscal years.) Each of 651 events held in 2004 were identified by event type (conventions, conferences, trade shows, performing arts, concerts, consumer shows, entertainment, meetings, food functions, and graduations) and start and end dates. Based upon this information, midday parking demand was estimated for each weekday of the year. The demand was sorted from highest to lowest, in order to calculate the number of days that any specified parking demand would be exceeded.

Figure 3.10 illustrates the demand curve for calendar year 2004, as well as two previous years. The following are selected weekday parking demands for 2004:

- 10th highest day – 1,713 spaces
- 20th highest day – 1,487 spaces
- 30th highest day – 1,153 spaces
- 40th highest day – 892 spaces

Figure 3.10 Convention Center/Memorial Auditorium Estimated Weekday Midday Parking Demand



The midday public use parking supply within reasonable walking distance (about 1,000 feet) of the Convention Center is 5,788 spaces. Accounting for an estimated Convention Center parking demand of 100 vehicles on the survey date, approximately 1,715 of these spaces are available for Convention Center / Memorial Auditorium use. Over 700 of these available spaces are in the Memorial Garage. It is estimated that this available public use supply is adequate for all but about ten weekdays of the year. For these ten weekdays, other parking is available in the Central City, but not in such close proximity.

Old Sacramento

Old Sacramento has a different parking profile than the rest of the Central City. Because it is oriented to tourists and visitors, its highest parking demands occur on Friday evenings and weekends, particularly in the summer months. Additional field surveys and review of City parking information were conducted to characterize Old Sacramento parking conditions. For analysis purposes, the area considered extends from the Union Pacific railroad tracks to the north, the Sacramento River to the west, the westerly extension of N Street to the south, and the I-5 Freeway to the east.

Parking Inventory

There are 258 on-street spaces and 2,200 off-street spaces within the Old Sacramento analysis district. The majority of the off-street spaces are in City facilities – Tower Bridge Garage (451 spaces), Old Sacramento Garage (878 spaces), and Lot W (92 spaces). Other major off-street facilities include the One Capitol Mall office building garage, the Embassy Suites hotel garage, and the Firehouse Alley surface lot.

On-street Demand

Surveys conducted during April 2005 recorded 145 vehicles during a midday weekday (Tuesday through Thursday) period, representing an occupancy level of about 56 percent. During the summer, informal observations of on-street parking were taken on Friday afternoons / evenings and on Saturdays. On-street parking was at least 85 percent occupied during these summer time periods, with vehicles searching for available parking on-street.

Off-street Demand

Computerized records from the Tower Bridge and Old Sacramento Garages were investigated to review off-street parking conditions in spring and summer 2005. Specifically, a two-month period in both spring (March 1 through April 30) and summer (June 22 through August 21) were used. The analyses focused on the peak accumulation on each day.

Table 3.8 summarizes the average peak daily parking accumulation in each garage by day of week. Compared to spring conditions, the average peak accumulation in the summer is about 32 percent higher in the Tower Bridge Garage and about 11 percent higher in the Old Sacramento Garage.

Table 3.8 – City Garage Average Peak Daily Occupancy by Day of Week

Day of the Week	Average Peak Daily Occupancy (Number of Spaces)			
	Spring 2005 (61 day period)		Summer 2005 (61 day period)	
	Tower Bridge	Old Sacramento	Tower Bridge	Old Sacramento
Monday	122	310	202	383
Tuesday	165	338	195	314
Wednesday	174	333	232	375
Thursday	222	374	321	365
Friday	243	387	401	392
Saturday	398	485	432	547
Sunday	312	419	383	571

Table 3.9 presents the number of days in each period stratified by the occupancy level of the garages. In the spring study period, the Tower Bridge Garage experienced nine days with an occupancy level of over 85 percent. This increased to 22 days during the summer study period, or about 36 percent of the days.

In the spring study period, the Old Sacramento Garage experienced no days with an occupancy level of over 85 percent. This increased to nine days during the summer study period, or about 15 percent of the days.

The garages are most likely to fill on Fridays (late afternoon / early evening) and on Saturdays (midday). The Tower Bridge garage was over 85 percent occupied on seven of the nine Fridays of the summer study period, and on all of the nine Saturdays in the summer study period. The Old Sacramento garage was over 85 percent occupied on seven of the nine Saturdays of the summer study period.

Table 3.9 – City Garage Number of Days by Occupancy Level

Day of the Week	Number of Days by Occupancy Level in Tower Bridge Garage							
	Spring 2005				Summer 2005			
	Less than 50%	51% to 70%	71% to 85%	Greater than 85%	Less than 50%	51% to 70%	71% to 85%	Greater than 85%
Monday	8	0	0	0	7	0	0	1
Tuesday	9	0	0	0	7	0	0	1
Wednesday	9	0	0	0	4	4	1	0
Thursday	7	1	0	1	1	4	3	1
Friday	3	5	1	0	0	0	2	7
Saturday	0	1	1	7	0	0	0	9
Sunday	1	4	2	1	1	3	2	3
<i>Total</i>	<i>37</i>	<i>11</i>	<i>4</i>	<i>9</i>	<i>20</i>	<i>11</i>	<i>8</i>	<i>22</i>
Day of the Week	Number of Days by Occupancy Level in Old Sacramento Garage							
	Spring 2005				Summer 2005			
	Less than 50%	51% to 70%	71% to 85%	Greater than 85%	Less than 50%	51% to 70%	71% to 85%	Greater than 85%
Monday	8	0	0	0	8	0	0	0
Tuesday	9	0	0	0	9	0	0	0
Wednesday	9	0	0	0	9	0	0	0
Thursday	7	1	1	0	7	1	0	1
Friday	8	1	0	0	3	5	1	0
Saturday	0	9	0	0	0	1	1	7
Sunday	4	4	0	0	1	4	2	1
<i>Total</i>	<i>45</i>	<i>15</i>	<i>1</i>	<i>0</i>	<i>37</i>	<i>11</i>	<i>4</i>	<i>9</i>

4. CURRENT PARKING POLICIES AND STANDARDS

Zoning Code Requirements

Parking in the Sacramento Central City is governed by a variety of adopted policy and code documents. The City's zoning code is the primary source of code covering a broad range of issues including the following:

- Minimum parking required by new development
- Maximum parking allowed for new development
- Bicycle parking required by new development

A summary of the zoning code requirements relevant for parking in the Central City provided is in the Table 4.1.

Table 4.1 Parking Requirement by Land Use Type

Land Use	Vehicle Spaces Required	Bicycle Spaces Required
Residential Uses		
Single Family/Halfplex/Duplex (Lot less than 3200 SF)	0 spaces per dwelling unit	None required
Single Family/Halfplex/Duplex (Lot greater than 3200 SF)	1 space per dwelling unit	1 space for every 10 vehicle spaces required (50% Class I)
Multi-Family (Central City)	1 space per dwelling unit plus 1 guest space per 15 units	1 space for every 10 vehicle spaces required (50% Class I)
Artist's Live /Work Space	1 space per 1000 gross SF	1 space for every 10 vehicle spaces required (50% Class I)
Residential Hotel (SRO)	1 space per 10 units plus a space for manager	1 space for every 10 vehicle spaces required (50% Class I)
Commercial Uses		
Offices (C-3 Zone)	Minimum 1 space per 600 GSF in excess of 20,000 GSF Maximum 1 space per 500 GSF in excess of 20,000 GSF	1 space for every 10 vehicle spaces required (50% Class I)
Office (Central City outside C-3 Zone)	Minimum 1 space per 450 GSF Maximum 1 space per 400 GSF	1 space for every 10 vehicle spaces required (50% Class I)
Bank, Savings and Loan or Credit Union (C-3 Zone and A&E District)	No parking required	None required
Bank, Savings and Loan or Credit Union (Central City outside of C-3 Zone and A&E District)	1 space per 400 GSF	1 space for every 10 vehicle spaces required (50% Class I)
Retail Store or Shopping Center (C-3 Zone and A&E District)	No parking required	None required
Retail Store or Shopping Center (Central City outside C-3 Zone)	1 space per 400 GSF for first 9600 GSF and 1 per 250 GSF for remaining area	1 space for every 10 vehicle spaces required (50% Class I)
Restaurant, Bar, Brew Pub (C-3 Zone and A&E District)	No parking required	None required
Restaurant, Bar, Brew Pub (Central City outside C-3 Zone)	1 space per 3 seats	1 space for every 10 vehicle spaces required (50% Class I)
Night Club (w/o fixed seats) (C-3 Zone and A&E District)	No parking required	None required
Night Club (w/o fixed seats) (Central City outside C-3 Zone)	1 space per 100 GSF	1 space for every 10 vehicle spaces required (50% Class I)
Hotel	1 space per 200 GSF plus space for additional service	1 space for every 10 vehicle spaces required (50% Class I)
Motel	1 space per guest room	1 space for every 10 vehicle spaces required (50% Class I)
Medical and Dental Clinic or Offices (C-3 Zone and A&E District)	No parking required	None required
Medical and Dental Clinic or Offices (Central City outside C-3 Zone)	1 space per 200 GSF	1 space for every 10 vehicle spaces required (50% Class I)

As per Zoning Code section 17.64.060, new offices, office additions and office conversion projects for which the redevelopment agency or the City has entered into a contract with a developer, which governs the requirements for development of the building and the parcel or parcels upon which it is located are exempt from the off-street vehicle and bicycle parking requirements of the zoning code. The Zoning Code also does not preclude or prevent the Zoning Administrator, Planning Director, Planning Commission, or City Council from requiring additional off-street parking or establishing other requirements as a condition of a Special Permit, rezoning or other entitlement.

Within the Central City, the Zoning Code requires that all parking provided for new developments or expansion must be provided on-site. The Zoning Administrator may grant a special permit to locate some or all of the parking on a parcel(s) with a 300 feet radius of the development if the parcel(s) where the off-site parking is to be located is under the same ownership as the development project. The parcel(s) where the off-site parking is to be located must have equal or less restrictive zoning than the land use that it is to serve unless the developer obtains a special permit from the Planning Commission.

For parking requirements for residential uses, the Zoning Administrator may wave or reduce the requirement up to a maximum of 10 percent of the total required parking. For adaptive reuse of a structure for residential use, the Zoning Administrator may reduce the requirement by up to 4 spaces or 50% of the total required parking whichever is greater.

For non-residential development, not exceeding 10,000 gross square feet, the Zoning Administrator may approve a special permit to reduce the amount of required parking pursuant to Section 17.212.030 of the Zoning Code. For developments larger than 10,000 gross square feet, reducing the required parking requires a special permit approved by the Planning Commission.

The maximum parking ratio of office projects may be exceeded by special permit approved by the Planning Commission contingent upon meeting at least one of the following criteria:

1. On-site TSM measures are infeasible
2. Residential neighborhoods would be impacted because no mitigation other than additional parking is feasible:
3. Unique characteristics of the proposed use require parking greater than that which is otherwise allowed.

For mixed-use projects that incorporate both residential and commercial or services uses, the Zoning Administrator may reduce or waive up to four spaces or 50 percent, whichever is greater, of the required off-street parking requirement for the ground-floor commercial or services uses. A greater amount can be waived by Special Permit approved by the Planning Commission.

Development Standards for Parking Facilities

The following dimensions shall apply to multi-family residential and nonresidential development:

Table 4.2 Minimum Parking Space Dimensions for Standard Spaces

Type	Stall Width	Stall Depth	Maneuvering Width
90 Degree	8 feet	18 feet	26 feet
60 degree	8 feet	20 feet	20 feet
45 degree	8 feet	19 feet	14 feet
30 degree	8 feet	16 feet	12 feet
Parallel	9 feet	24 feet	12 feet
Other	To be determined by the Planning Commission		

Up to 40 percent of all required and non-required vehicle parking spaces, excluding handicapped, may be sized for compact cars. Compact car spaces must be clearly marked “COMPACT CARS” and must meet the minimum dimensions in Table BB

Table 4.3 Minimum Parking Space Dimensions for Compact Spaces

Type	Stall Width	Stall Depth	Maneuvering Width
90 Degree	7.5 feet	16 feet	25 feet
60 degree	7.5 feet	18 feet	19 feet
45 degree	7.5 feet	17 feet	13 feet
30 degree	7.5 feet	14 feet	12 feet
Other	To be determined by the Planning Commission		

Policy Statements

Governance of parking in Sacramento is also influenced significantly by the statement of City goals, objectives and policies. These statements can be found in a variety of locations including the following:

- General Plan
- Central City Community Plan
- Zoning Code
- Central City Neighborhood Design Guidelines
- Subarea Plans

Subarea plans include the following:

- Richards Boulevard Area Plan
- Railyards Specific Plan
- R Street Corridor Plan
- Neighborhood Commercial Corridor Design Principles
- Sacramento Riverfront Master Plan

A Review of the existing statements of policy led to the following summary of policies which was presented to the Stakeholder Group at their first meeting:

Existing Policies – Economic and Financial

- Provide Adequate Parking to Support Continued Downtown Development
- Promote Infill Development
- Allow On-Street Parking to Serve Commercial Parking Needs
- Parking Program to be Financially Self-Supporting

Supply of Adequate Parking

- Provide Adequate Parking for New Development
- Use Parking Standards that Provide Adequate Off-Street Parking
- Supplement Parking Provided in Development Projects with City Parking Garages

Minimizing Parking's Impact

- Minimize the Appearance and Impact of Parking
- Consider Reduced Parking Standards for Developments with Reduced Parking Needs
- Encourage the Provision and Use of Perimeter and Suburban Park-and-Ride
- Reduce the Adverse Impact of Commuter Parking on Residential Streets
- Encourage the Use of Transit and Carpools through Incentive Programs

Some of the specific policies as contained in the City's General Plan and the Central City Community Plan are provided in Tables 4.4 and 4.5 developed by City Staff.

Goals and Objectives for Central City Parking

Based on the review of goals, objectives and policies a set of goals and objects for parking in the Central City were formulated and presented to the City Council for consideration. The Council provided input and the following set of nine goals were adopted:

1. Support the citywide goals of economic development, livable neighborhoods, achieving sustainability and improving public safety
2. Supply parking to meet need
3. Use time limits, rates and enforcement to manage parking supply efficiently
4. Modify the Residential Parking Program to manage the retail/residential interface
5. Minimize the negative impacts of parking
6. Make parking safe, secure, attractive and convenient
7. Operate City-owned parking in a financial sound manner
8. Promote alternative modes of transportation and walkable communities
9. Provide transportation options to encourage use of existing parking supply

Objectives were developed for each of the nine goals and were adopted by the Council. A total of 30 objectives were developed as follows:

Goal 1 Support the citywide goals of economic development, livable neighborhoods, achieving sustainability and improving public safety

Objectives

- 1.1 *Ensure that adequate parking is provided with new development to prevent adverse impacts on existing land uses and to support a synergistic mix of land uses including office, residential, retail, restaurant and entertainment*
- 1.1 *Adopt City policies and standards that support new development in the Central City*
- 1.2 *Allow flexibility in City policy to tailor requirements to the nature of new development proposed*

Table 4.4 City Policy Statements on Parking as Contained in the City's General Plan

Page Number	Policy	Title	Description
1-38	Policy 5-4m	Introduction, Overall Urban Growth Policy Statements, Urban Conservation and Infill Areas	The City should promote infill development that meets the following neighborhood, housing, economic, and project design objectives, through its policies, zoning and other regulations, design guidelines, and infill incentives: Minimizes the appearance/impact of parking.
5-13	Goal C, Policy 1	Circulation Element; Goals, Policies, Actions for Streets and Roads	Continue wherever possible to design streets and to approve development applications in such a manner as to eliminate high traffic flows and parking problems within residential neighborhoods.
5-19	Goal A, Policy 1, Action b	Circulation Element; Goals, Policies, Actions for Central City Transportation	Reduce on-street parking on major one-way arterials during peak hours
5-20	Goal D	Circulation Element; Goals, Policies, Actions for Central City Transportation	Provide an adequate amount of parking to support continued downtown development prosperity, alternative modes of transportation, and the Central City Urban Design Plan
5-21	Goal D, Policy 1	Circulation Element; Goals, Policies, Actions for Central City Transportation	Provide additional parking as part of development projects and in free standing parking structures
5-21	Goal D, Policy 1, Action a	Circulation Element; Goals, Policies, Actions for Central City Transportation	As part of the Citywide parking study, identify sites for free standing parking structures. These structures should supplement parking provided in development projects and complement the Central City Urban Design Plan
5-21	Goal D, Policy 1, Action b	Circulation Element; Goals, Policies, Actions for Central City Transportation	During the project review process identify the appropriate amount of in-site parking needed to support the land uses contained in the project.
5-26	Goal A	Circulation Element, Parking	Provide adequate off-street parking for new development and reduce the impact of on-street parking in established areas.
5-27	Goal A, Policy 1	Circulation Element, Parking	Continue to use parking standards which will provide adequate off-street parking
5-27	Goal A, Policy 1, Action a	Circulation Element, Parking	Periodically review existing parking standards and make modifications where necessary to ensure adequate parking for contemporary land uses
5-27	Goal A, Policy 2	Circulation Element, Parking	Develop special parking standards and other measures which can support the development of areas identified for revitalization

Page Number	Policy	Title	Description
5-27	Goal A, Policy 2, Action a	Circulation Element, Parking	Study the feasibility of considering parking management programs in areas identified for revitalization. These programs should consider the use of in lieu of parking measures, parking assessment districts, parking lots and structures, or other measures which can help provide parking for areas being revitalized.
5-27	Goal A, Policy 3	Circulation Element, Parking	Encourage the providing of expanded Central City perimeter and suburban park-and-ride lots in order to promote alternative transportation and reduce traffic congestion within the core business area and in other parts of the City.
5-27	Goal A, Policy 4	Circulation Element, Parking	Continue to use the preferential parking program in residential areas where traffic and non-street parking generated from non-residential projects would otherwise have a major negative effect.
5-27	Goal B	Circulation Element, Parking	Require the parking program to be financially self-supporting
5-27	Goal B, Policy 1	Circulation Element, Parking	Encourage public-private partnership to construct and operate parking facilities.
5-29	Goal A, Policy 2	Circulation Element, Pedestrianways	Require major employment centers (50 or more total employees) to install showers, lockers, and secure parking areas for bicyclists as part of any entitlement.

Table 4.5 City Policy Statements on Parking as Contained in the City's Central City Community Plan

Page Number	Policy	Title	Description
8		Goals, Transportation Goal, Sub-Goal	Provide adequate off-street parking to meet the needs of shoppers, visitors and residents
8		Goals, Transportation Goal, Sub-Goal	Restrain the projected increase in parking needed for long-term employee parking by promoting public transit improvements, carpool programs, employer sponsored bus passes and other alternatives to the single occupant car usage.
8		Goals, Transportation Goal, Sub-Goal	Assist in providing Park 'n Ride facilities in suburban areas linked to the Central City by express public transit
8		Goals, Transportation Goal, Sub-Goal	Reduce the adverse impact of commuter parking on residential streets
39		Transportation, Parking	<ul style="list-style-type: none"> • Provide sufficient parking to foster the continued revitalization of the Core area
39		Transportation, Parking	<ul style="list-style-type: none"> • Restrain the use of parking, especially by employees, while encouraging the use of public transit or carpools
39		Transportation, Parking	<ul style="list-style-type: none"> • Reduce the amount of land occupied by parking facilities
36-43		Transportation, Parking	<ul style="list-style-type: none"> • Additional Core Area Parking • Replacement Parking • Park-n-Ride • Control of Parking Supply • Control of Parking Pricing • Visitor and Employee Parking Allocations • Carpool/Vanpool Incentives • Resident Parking Permit Program • Design Guidelines
88	3.2	R Street Corridor Community Plan, Goals and Policies	Reduce the amount of land devoted to surface parking through reduced parking standards and local, regional and State implementation of shuttle service and peripheral parking lot programs
106		R Street Corridor Community Plan, Implementation	Work with the State of California, Department of General Services, to reduce parking within the Central City by utilizing shuttle services to transport state workers to parking lots on the periphery of the Central City, under the W-X freeway and Business 80.

Goal 2 Supply parking to meet need

Objectives

- 2.1 *Use parking minimum (ratios) to ensure developers provide most of the new parking needed*
- 2.2 *The City of Sacramento should act as a broker when feasible to supply parking when the private sector does not*
- 2.3 *Take a strategic approach to parking master planning that will allow short-term decisions to be made consistent with long-term strategies or plan*
- 2.4 *Provide adequate monitoring of parking supply and utilization to be able to identify deficiencies or conflicts when they develop*
- 2.5 *Pursue opportunities to increase the amount of parking provided by existing facilities*

Goal 3 Use time limits, rates and enforcement to manage parking supply efficiently

Objectives

- 3.1 *Establish priority for parkers for each type of parking*
- 3.2 *Use time limits to make sure priority parkers can find parking*
- 3.3 *Establish rates that encourage efficient use of spaces*
- 3.4 *Enforce parking restrictions and regulation to ensure the appropriate use of on-street parking*

Goal 4 Modify the Residential Parking Program to manage the retail/residential interface

Objectives

- 4.1 *Operate Residential Permit Parking (RPP) areas in a way that protects the residential character of the neighborhoods and ensures adequate parking availability for residents while also supporting the needs of small, neighborhood-supporting business located in or adjacent to the areas*
- 4.2 *Adopt policies that provide greater consistency and clarity in the Residential Permit Program areas*

Goal 5 Minimize the negative impacts of parking

Objectives

- 5.1 *Minimize the visual intrusion and other negative environmental impacts of parking*
- 5.2 *Minimize the land devoted to parking in the Central City*
- 5.3 *Reduce the adverse impacts of commuter parking in residential neighborhoods*

Goal 6 Make parking safe, secure, attractive and convenient

Objectives

- 6.1 *Provide adequate maintenance of City-owned parking so that it is safe, secure, clean and attractive for its users*
- 6.2 *Make the use of on-street and other City-owned parking easy and convenient through information, good signage, convenient payment options, and logical access and exit points*

Goal 7 Operate City-owned parking in a financially sound manner

Objectives

- 7.1 *Ensure that the City's parking program is financially self-sufficient*
- 7.2 *Offer City-owned public parking at a rate that recognizes the cost of providing parking and the economic value of the parking*
- 7.3 *Provide parking discounts when they reflect appropriate incentives for the use of City-owned parking and when the discount is financially feasible*
- 7.4 *Structure the financial accounting from parking and parking enforcement with sufficient flexibility to allow maximum effectiveness in the parking program*
- 7.5 *Maintain all City-owned parking facilities and revenue collection equipment for maximum effectiveness and efficiency*
- 7.6 *Provide operational policies and procedures to ensure that the City's parking program is run effectively, efficiently and according to the highest standards of the parking profession*

Goal 8 Promote alternative modes of transportation and walkable communities

Objectives

- 8.1 *Reduce parking requirements when transit service to an area or opportunities for shared parking may reduce the parking demand*
- 8.2 *Encourage use of RT services to and from the Central City*
- 8.3 *Support employer-based programs to reduce commute vehicle trips to the Central City*

Goal 9 Provide transportation options to encourage use of existing parking supply

Objectives

- 9.1 *Use the Parking Fund to provide transportation services that link Central City areas with surplus parking with areas of high parking demand/deficiency.*

5. IMPACT OF FUTURE DEVELOPMENT ON PARKING SUFFICIENCY

Analyses were undertaken to evaluate the impact of future growth in the Central City on the parking supply / demand relationship. For analysis purposes, time horizons of two, five, and ten plus years were established.

Forecasts of Future Development

Considerable development is expected to occur in the Central City area of the City of Sacramento through infill projects and redevelopment. City Planning and Economic Development staff provided forecasts of development in the Central City for two, five, and ten plus year horizons. The primary information is summarized in Table 5.1. In addition, new development in theatre, hotel, and institutional uses is anticipated. About 14,000 dwelling units, 8 million square feet of office space, and 2.1 million square feet of retail space is projected over the planning horizon.

Table 5.1 – Central City Land Use Growth Forecast

Land Use	Focus Area	2 Year	2 to 5 Years	5 to 10+ Years	Total
Dwelling Units	1	1,356	1,076	5,422	7,854
	2	408	39	0	447
	3	106	13	2,000	2,119
	4	54	325	3,200	3,579
	5	1	0	0	1
	Total	1,925	1,453	10,622	14,000
Private Office (square feet)	1	211,740	518,077	5,216,631	5,945,948
	2	239,768	8,632	0	248,399
	3	0	0	40,000	40,000
	4	7,000	0	0	7,000
	5	5,900	34,900	0	40,800
	Total	463,908	561,608	5,256,631	6,282,147
Government Office (square feet)	1	510,000	0	1,200,000	1,700,000
	2	0	0	0	0
	3	0	0	0	0
	4	0	0	0	0
	5	0	0	0	0
	Total	510,000	0	1,200,000	1,700,000
Retail (square feet)	1	266,346	222,971	804,993	1,294,310
	2	9,003	0	0	9,003
	3	0	0	600,000	600,000
	4	67,798	6,000	6,000	79,798
	5	0	0	100,000	100,000
	Total	343,147	228,971	1,510,993	2,083,111

It should be noted that these projections are based upon “known” projects that may or may not occur. In addition, there may be other projects that are developed over the planning horizon that are not known at this time. However, the relative amount of development provides useful information for planning purposes even if specific projects in the project list do not occur.

Forecasts of Future Parking Supply

A forecast of the parking supply associated with this growth has been completed. For some projects, particularly near term, specific data is available. However, because many of these projects are preliminary in nature, the amount of parking that each project will provide is unavailable for many sites. For these projects, estimates have been developed based upon known project characteristics and, in some cases, zoning requirements. Table 5.2 summarizes the anticipated additional parking supply. In some mixed-use developments, parking may be shared between residential and commercial uses. Overall, almost 40,000 new parking spaces are anticipated over the planning horizon.

Table 5.2 – Central City Land Use Parking Supply Growth Forecast

Land Use	Focus Area	2 Year	2 to 5 Years	5 to 10+ Years	Total
Residential Parking Spaces	1	2,302	515	8,783	11,600
	2	421	39	0	460
	3	162	13	2,000	2,175
	4	58	317	3,200	3,575
	5	1	0	0	1
	Total	2,944	884	13,983	17,811
Commercial Parking Spaces	1	1,870	1,873	11,564	15,307
	2	241	1,547	0	1,788
	3	0	0	2,467	2,467
	4	135	0	0	135
	5	12	52	2,000	2,064
	Total	2,258	3,472	16,031	21,761
Total Parking Spaces	1	4,172	2,388	5,422	26,907
	2	662	1,586	0	2,248
	3	162	13	2,000	4,642
	4	202	317	3,200	3,719
	5	13	52	0	2,065
	Total	5,211	4,356	10,622	39,581

Future Parking Demand

In recent decades, growth in the Central City has been concentrated in office development. In addition to continued growth in the office sector, future growth is expected in residential and restaurant / entertainment / nightlife categories. The impacts of this additional development on the parking demand relationship is primarily dependent upon the amount of parking provided with each new project and the management of existing parking availability within the existing supply.

Office Development

To project the parking demand of future office development, it was first necessary to understand the current demand for parking resulting from existing office development. In this analysis, it became clear that distinct differences exist between private and government office parking demand. While substantial differences exist from office site to office site, government office users are far more likely to use alternative modes of travel for commute purposes, and therefore have a lower parking demand per employee. Table 5.3 summarizes the travel mode for commute trips to the Central City.

Table 5.3 – Travel Mode for Commute Trips to the Central City

Travel Mode	Government Workers	Private Sector Workers
Single Occupant Auto	46%	78%
Carpool	23%	5%
Transit	27%	15%
Walk / Bike	4%	2%
Total	100%	100%
Auto Drivers	56%	80%

In addition to this commute information, the existing weekday midday parking demand in the Central City was used to develop parking demand ratios for government and private sector office workers. Focus areas 1 and 2 were divided into smaller districts. For each district, the amount of parking associated with each land use type was estimated, based upon employment information (government office, private office, retail, etc.) and parking characteristics (on-street, off-street, short-term, long-term, private use, public use, etc.). For each district, the predicted parking demand and observed occupancy was balanced over nearby districts, recognizing that many employees park remotely from their work site.

The parking demand associated with office development can be generally satisfied if parking is provided at the current minimum parking requirement of one space per 600 square feet of development. The typical government office project has a parking demand slightly lower than the zoning minimum (about one space per 700 to 800 square feet), while the typical private office project has a parking demand slightly higher than the zoning maximum (about one space per 450 to 500 square feet). With anticipated improved transit services and increases in the cost of automobile travel (fuel and parking costs), it is expected that these parking demand rates will decrease slightly over time. The current off-street parking surplus in much of the core business district provides a buffer to accommodate demand variations. However, if office employees continue to park on-street rather than in typically more expensive off-street locations, short-term parking for visitors and business customers will become more difficult to find unless parking management practices are implemented to ensure the priority of short-term access on-street..

Residential Development

Many new residential units are anticipated in the Central City. Zoning requirements for parking associated with this development is typically one off-street space per unit in the Central City, plus limited parking for visitors. As typical auto ownership is above one vehicle per household, parking demand is anticipated to exceed the zoning minimum off-street supply. This is especially true as many residents use off-street private garage parking for storage purposes.

In some areas of the Central City, particularly in the core business district, the excess parking demand could be accommodated in off-street facilities that are under-utilized at night. However, in much of midtown, the additional demand can only be accommodated on-street. This results in increased demand for on-street parking, particularly in the evening hours, when existing residents, new residents, and visitors / business patrons compete for on-street spaces.

Restaurant / Entertainment / Night Life Development

The Central City has already experienced evening on-street parking shortages due to development of restaurants in areas without convenient, available off-street parking. Convenient off-street parking is necessary not only to mitigate impacts to residents of the affected areas, but also to ensure the continued economic viability of the business enterprises. Since many of these projects involve re-use of existing structures without sufficient parking, continued development in this business sector provides a significant parking supply challenge. At the current time, retail establishments in the central business district (C-3 zone) and in the arts and entertainment district are exempt from providing off-street parking.

Future Parking Sufficiency Analysis

Future parking demand was estimated for the forecasted projects in the planning horizon. This demand was compared to the anticipated parking supply associated with the new development. Tables 5.4 and 5.5 summarize the results of the analysis for residential and commercial development, respectively.

Table 5.4 – Future Residential Parking Supply and Demand

Land Use	Focus Area	2 Year	2 to 5 Years	5 to 10+ Years	Total
Supply (spaces)	1	2,302	515	8,783	11,600
	2	421	39	0	460
	3	162	13	2,000	2,175
	4	58	317	3,200	3,575
	5	1	0	0	1
	Total	2,944	884	13,983	17,811
Demand (spaces)	1	2,034	1,614	8,133	11,781
	2	612	59	0	671
	3	159	20	3,000	3,179
	4	81	488	4,800	5,369
	5	2	0	0	2
	Total	2,888	2,180	15,933	21,000
Surplus / Deficit (spaces)	1	268	-1,099	650	-181
	2	-191	-20	0	-211
	3	3	-7	-1,000	-1,004
	4	-23	-171	-1,600	-1,794
	5	-1	0	0	-1
	Total	57	-1,296	-1,950	-3,189

For the residential analysis, parking demand was estimated at 1.5 spaces per dwelling unit. Since the development and parking supply forecast assumed one space per dwelling unit for many future residential projects, a deficit of parking is predicted. Overall, the shortfall is approximately 3,200 spaces. Most of the deficit occurs in focus areas 3 and 4, where on-street parking is usually the only viable alternative to onsite parking. On-street parking impacts could therefore result in areas near the residential projects.

The commercial analysis indicates a good overall balance between future supply and demand. A substantial deficit of about 2,600 spaces occurs in focus area 1. However, this deficit can be accommodated by the current surplus of parking in this focus area.

Table 5.5 – Future Commercial Parking Supply and Demand

Land Use	Focus Area	2 Year	2 to 5 Years	5 to 10+ Years	Total
Supply (spaces)	1	1,870	1,873	11,564	15,307
	2	241	1,547	0	1,788
	3	0	0	2,467	2,467
	4	135	0	0	135
	5	12	52	2,000	2,064
	Total	2,258	3,472	16,031	21,761
Demand (spaces)	1	1,947	1,599	14,392	17,938
	2	523	1,470	0	1,993
	3	0	0	1,284	1,284
	4	150	12	12	174
	5	12	73	200	286
	Total	2,632	3,154	15,889	21,675
Surplus / Deficit (spaces)	1	-77	274	-2,828	-2,631
	2	-282	77	0	-205
	3	0	0	1,183	1,183
	4	-6	-12	-12	-30
	5	0	-21	1,800	1,778
	Total	-365	318	142	95

6. CURRENT OPERATIONS AND ENFORCEMENT PRACTICES

The consulting team worked closely with the staff of the Parking Services office to document current practices and procedures. Knowledge gained in the operations of parking organizations in other cities was used to ensure that the critical areas of operations were comprehensively addressed. This section of the report documents existing operations and identifies potential areas for improvement in each area of operations. The improvements and options were discussed with Parking Services management and operating staff to develop an implementable action plan. Objectives, policies, and procedures were drafted to address the issues raised by the internal audits and the analysis by the consulting team.

Financial Reporting

Off-street parking revenue from garages and lots is currently deposited in a dedicated fund for off-street parking while on-street revenue currently goes to the Sacramento General Fund. The City has leased more than one off-street parking garage to a private sector development at very amenable rates, presumably to leverage development. This appears to have reduced income to the Off-street Fund.

Off-street Parking Revenue Reports

The current Parking Services Performance Summary Report is a useful tool for analyzing occupancy and revenue. Further modification to this report or linked reports would enhance tracking the utilization and revenue of the system and thereby management of the City's parking system to implement policy and goals. Activity measurements include *Occupancy/Car Counts*, *Lost Tickets*, *Exp/Rev Ratio with Debt Service* and *Exp/Rev without Debt Service*. A noteworthy activity measurement added in FY 04/05 was *Lost Tickets*. All reports should have date of issuance in the title.

Other activity measurements would enhance the staff's partnership in seeking good performance and understanding of expectations. These could include *Validations Cancelled*, *Attendance Record* and others.

A report that includes the following categories and associated revenue would augment currently collected data:

- Turnover per stall (length of stay) [This is particularly important for assessing short-term visitor parking, defined here as under 4 hours.]
- Dailies
- Monthlies
- Active monthly card list
- Cards turned over
- Card history by person
- Discounted Employee Parking Program (DEPP - Up to \$12 per Hour employment rate)
- Part Time Employee Program (PTEP - 30 hours employment or less)
- Validations
- Validations Cancelled
- Other special permits/arrangements

Staff can benefit from a prototype used by a company in Portland and made available in this project. Another is the report format provide to the City by Ampco for the garages they manage for the Sacramento Parking Services.

Off-street monthly parking revenue increased by 23% due to Cal-EPA agreement; however, transient revenue went down by 10%. It appears that the City is increasing monthly commuter parking while decreasing transient parking. Transient parking presumably includes both dailies and visitor parking.

On-street Parking Revenue Reports

The Performance Summary Report shows *Meter Revenue*, Citation Revenue and *Other Revenue*. Activity measurements include *Number of Meters in Operation*, *Total Monthly Citations*, *Disabled Placard Citations*, *Vehicles Booted*, *Expense/Revenue Ratio with Debt Service* and *Exp/Rev without Debt Service*. The City's Revenue Services Division processes contested citations and apparently issues a report on percent of tickets cancelled, dollar equivalent, and collection percentage rate. According to the On-street Parking Manager, the latter is approximately 75%. The contested citation is reviewed by the issuing agency. The criteria for cancellation are not clear. The City of Inglewood has a contract to process citations for Sacramento with a method called Parking Ticket System. Available reports on citations and violations are run by On-street Parking Supervisors intermittently. As with off-street parking, other Activity Measurements would enhance staff's partnership in seeking good performance and understanding of expectations. These should include *Attendance Record*, *Sick Leave* and others.

A unified, regularly issued report that includes the following categories and associated revenue would augment currently collected data:

- Revenue by type of meter time
- Occupancy by type of meter time
- Citations issued by type of meter time
- Occupancy by Enforcement beat
- Citations by Enforcement beat

Parking meter revenue in to Fiscal Year 04/05 increased by only 5% over Fiscal Year 03/04. Minor or no increases in parking revenue can be an indication that rates could be increased if occupancy is 85% or above.

Parking citations by meter time can highlight inappropriate time limits. For example, in Portland such an analysis showed that 42% of citations issued were at 30-minute meters. While enhancing citation revenue, this indicated that 30-minute meters were not serving the public well and were eliminated.

Procedures

Off-street Procedures

The Off-street Parking Manager has created a variety of incentives for his employees regarding new parkers and fewer cancelled validations. He has also created Easy Form, a financial tool for reconciliation of daily work. Such innovation should be encouraged.

The Parking Lot Attendant Manual dated 1993 was revised in 1998. The 1993 Manual contained the City of Sacramento Mission Statement. The 1998 version contains the Vision Statement and Mission Statement of the City department in which it was located at the time

(Convention, Culture, and Leisure Department). As the Off-Street Internal Audit Report Number 2004-03 pointed out, “However, this mission statement failed to provide the necessary framework for implementing specific programs, delivering services, managing resources, planning service delivery, and prioritizing community needs.” Parking Services has taken aggressive steps to address the audit concerns as outlined in their report dated April 30, 2004. As the report shows, they have completed a significant number of items, such as improvements in cash collections, bank deposits made by armored carrier, and sufficient measures to deter theft.

A significant action to be noted regarding the City of Sacramento parking is the City Council approving the reorganization that placed both Off-street and On-street Parking under a single manager in the Parking Services Division. This was a unique and positive step toward integrating Sacramento’s parking options and resources.

The other major challenges reported by the Internal Audit appear to be:

- No specific operational objectives
- No parking rate strategic plan
- Outdated policies and procedures

These challenges have been addressed directly in the Master Plan and policy recommendations have been generated in each area. These are reported in Chapter 9.

As part of the project, the City Council provided direction on the goals and objectives and priority use of off-street city-owned parking. This allowed Parking Services to determine operational objectives. (For example, what is the underlining purpose of the City’s off-street parking—provide for short-term visitors and clients or for commuters?) The goals, objectives and priorities also formed the basis for a strategic plan for rates.

To address the outdated policies and procedures, a sample manual for off-street operations was provided. The City is in the process of reviewing it and updating the current manual. Participation by staff in developing a Procedures Manual not only provides “in-the field” experience but also results in a more useful product and encourages partnership. Target areas should include documenting procedures for cash handling (which has already begun), validation procedures, attendance, dress code, and cancelled validations. Developing new administrative performance measures, such as validations cancelled, attendance rate, dress code followed, would assist both management and staff in understanding common goals for expectations and success.

On-street Procedures

The On-street Division has implemented the On-street Internal Audit recommendations to the extent possible. It has provided controls over the physical safety of assets, has separated incompatible duties, and has corrected informational processing, all of which should be included in an updated Procedures Manual. As with the Off-street Internal Audit, certain recommendations of the On-street Audit required City Council guidance of the goals and objectives to establish operational objectives, create an annual operating plan related to operational objectives, and thereafter maintain policies and procedures that would change accordingly.

With regard to operations, a sample has been provided on Parking Enforcement Work Rules that includes everything from dress code to travel time for lunch and breaks. A similar Work Rules notebook should be provided to all Sacramento parking staff. This would improve the understanding of what is expected by Enforcement Officers.

Also provided, the Procedures Manual is a comprehensive description of all parking enforcement information—citations, zones, permits, programs, tows, letters of agreement, pictures of signs, guidelines for situations, etc that should be used for in-house guidance only. The criteria for citation cancellation should be included in the Procedures Manual. Since the City performs the meter revenue collection, a similar notebook should be prepared documenting the procedures in similar detail.

The City is in the process of reviewing and updating the current Employee Training Manual. As with off-street manuals, participation by staff will enhance the final product. Target areas should include documenting procedures for cash handling, attendance, sick leave, lunch and break travel time.

Validations—Off-street

Merchants purchase coupons at \$0.50 per \$5 validation coupon (in most cases). The program administration appears to be complex and sometimes confusing. Validation cancellations can lead to confusion and possible abuse. Example of complexity: “The merchant shall provide the City with a list of names and motor vehicles license plate numbers of the merchant employees at issuing retail establishment upon signing the agreement, and shall provide the City with a current employee list every time validation stickers are purchased.” Another example: “If the Merchant’s retail establishment is located in the Old Sacramento Business Improvement Area, merchant shall accept and credit at face value \$1.00 and \$2.00 pre-pay validation coupons issued by the City and presented by customers making a purchase of \$5.00 or more...”

The City would benefit by changing to a system whereby each merchant uses a rubber stamp and inepad to clearly stamp the merchant's name on back of the City's off-street facility parking ticket. Each merchant would have a specific on-site location where tickets could be stamped when presented with a receipt of minimum purchase—amount to be decided. The parker gives the stamped City parking ticket at exit, which is logged into the revenue system as validated for a certain amount, and the parker pays the remainder—or nothing—depending on the length of stay. The tickets are collected and the stamp indicates which were validations. The attendant's “books” balance because of the revenue logs as cash or as validation.

The City (or an agency they hire) receives the validated tickets, enters the number into each merchant's account and bills them for their assessment. Example: the merchant stamp is equal to 1 free hour of parking at a City facility if the purchase is equal to or more than \$25. Under current City garage rates of about \$3.00 per hour, the merchant pays for that amount (or another agreed upon amount) to the City per hour. The number of hours that merchants would validate should be agreed upon (1 hour, 2 hours, etc.). The City would create a logo and slogan for the program and include all participating merchants in marketing.

Another option that should be considered is offering one hour of free parking at all staffed parking facilities. Any parking above one hour would be charged at the rate already established at those facilities (currently \$2 to \$3 per hour). This likely would reduce administrative costs as well as provide marketing advantages and attraction to the Central City. A cost/benefit analysis would be useful. The analysis would include the average number of validated hours for per parker. If it were more than one hour, the second hour paid would ameliorate revenue lost from the first free hour.

Enforcement

Enforcement Officers

Efficient use of the City owned and operated parking can be achieved though time limits, space restrictions and rates, but only if these mechanisms are enforced. Regular users of parking in an urban core quickly learn whether parking laws are enforced and when they are enforced. The City has a good record of enforcement particularly in the Central City. As a result there is fairly close adherence to the parking laws and restrictions. One indicator of the level of enforcement in a City is the ratio of enforcement officers to spaces patrolled (usually on-street spaces and metered off-street spaces). Table 6.1 provides a comparison of the Sacramento with a number of other western cities.

Table 6.1 Comparison of On-street Spaces Patrolled per Enforcement Officer

City	On-street Metered Spaces Patrolled	Enforcement Officers	Ratio – Spaces per Officer
Sacramento	5383	39	138
Seattle (WA)	10,000	69	145
Portland (OR)	8400	50	168
Vancouver (WA)	2000*	5	400
Fresno	2200	15	146
San Luis Obispo	1120	3.5	320
Redwood City	1229**	2	614
Santa Rosa	815	4	204
Santa Cruz	766	8	96

* May include off-street spaces as well as on-street

** Includes a mix of metered and un-metered spaces

Enforcement Equipment

In 2004, Sacramento launched Auto-Find, a technology from Auto Vu Technologies, which has been an excellent addition to On-street enforcement management. It has increased enforcement efficiency through mobile license plate recognition of angle, parallel, or perpendicular parked cars, rapidly connecting license plates to owners. It eliminates the need for chalking tires and the potential for parkers erasing the chalk marks. Its use is recognized as a sound but “leading edge” enforcement tool and could be expanded to other uses such as abandoned autos and stolen vehicles.

Another similar technology that would greatly enhance enforcement is a GPS system similar to that implemented by Oakland for its parking enforcement officers. Some of the advantages include: officer safety, data on speed of beat and productivity, residential enforcement enhancement, and ability to better manage hot spots. GPS can and has been used for such things as fleet and asset tracking, field service dispatching, mobile workforce management and locating buses en route.

The systems use the 24 global positioning system (GPS) satellites the U.S. Department of Defense placed into orbit from 1978 to 1994 that continually broadcast the time and its position in orbit. Any GPS receiver can pick up signals from the satellites to determine the receiver's precise location, either on the ground or in the air.

Handheld ticket writers are another technology used by Sacramento. When programs are updated, Sacramento could contact Portland to see if its recent improvements would be useful.

Disabled Parking Placards

A major challenge is disabled parking placard abuse. The City already has launched an aggressive program to reduce the abuse through the use of Auto Vu's technology called Auto Find as well as other methods. In order to provide appropriate services for all members of the disabled community, enforcement should continue to be aggressive.

State legislation would provide more efficient and effective disabled placard enforcement. State Statute, which governs the issuance of parking permits, should be modified to more reasonably manage the proliferation of disabled permits. It is in the best interests of disabled persons to partner with the State and City in making changes to California Statutes.

One example is to assure that temporary permits issued for singular rather than permanent disabling health situation contain a specific end date determined by the physician and renewable only with the physician's signature for another end date. Another is to follow Florida's lead in making physicians subject to fines if a permit issued by the physician is illegally held. California State Statutes already permit requesting the permit holder's medical record. Legislation should require that not displaying the disabled permit should incur the fine even if the person can show at a subsequent court hearing that s/he was in possession of a permit.

Another area for consideration is the time allowed at meters. Under current State Statute, anyone with a disabled permit can park without paying at meters over 30 minutes for any length of time. With rare exceptions, disabled parking placards should be honored only for on-street short-term parking (4 hours or under), not commuter parking. This would open up on-street parking for disabled persons who simply need to attend a meeting, run an errand, etc.

Residential Parking Permit Program

The fee for an RPP permit is \$30 for two years and enforcement is by complaint. Each resident is issued one free Visitor permit. Businesses do not receive Visitor permits. Most RPP areas are enforced 8 A.M. to 6 P.M., Monday through Saturday.

To obtain a permit, the applicant must present vehicle registration showing that the vehicle owner's address is within the RPP area. Small business owners' vehicles are often registered to their home address rather than their business address. It can be very time consuming to verify legitimate use of on-street spaces in the area. Another challenge for businesses within an RPP are that employees and clients often cannot find parking. In addition, loading zones often do not serve small businesses that use personal cars to deliver a trunk-load of product, remove debris/laundry/etc.

Each City's requirements will vary, but Portland, Oregon's Area Parking Permit Program has been in place since 1981 and is offered as an example. (See attachments.) The program changed from "Residential" to "Area" when it was modified to accommodate an industrial district across the river from downtown that was being used as "park and walk-across-the-bridge" by commuters.

Residential Parking Permit Programs will always carry some controversy—too much or too little enforcement, number of permits allowed, abuse of Visitor permits, etc.—unless and in some situations even when a defined process, administration, and enforcement are in place. Particularly challenging is the lack of evening enforcement since the origin of RPP's was to manage commuter parking rather than mixed-use areas with evening attractions.

While program elements should be clearly documented, areas can and should operate differently. For example, in most areas the policy for guest permits could be similar. However, one Area Parking Permit Program near the Oregon Health Sciences University in Portland wanted to curb abuse of guest permits in which residents were selling those permits to OHSU attendees. Their solution was a rule that in a calendar month, a single vehicle can use a guest permit only five times. Another interesting rule relates to resident permits being issued one per vehicle at the residence. In one area with a preponderance of (garage) driveways, the Advisory Committee determined that if a driveway is available, the residence will get one less permit. The abuse in this case was selling a spot in the driveway and parking all resident vehicles on the street.

The Sacramento RPP contains all of the essential elements; however, program elements could be modified to better serve residents and businesses within an existing or new area. In mixed-use areas with restaurants and other evening attractions, the balance between providing a vibrant urban setting and livable residential areas is particularly challenging. Evening enforcement should be a consideration by an area advisory committee, but the committee should also seek solutions for scattered small-lot off-street parking.

With regard to obtaining business permits within an RPP, documents other than vehicle registration as proof of business in RPP area, such as a utility bill, should be allowed. Business owner's vehicle make, year, and license plate can be recorded on application. Also, allowing businesses parking in loading zones in RPP for 30-minutes so long as they display a business parking permit should be considered.

To address the problem of parking for employees and/or clients in an RPP, several options could be considered. The City might allow one guest/client decal as part of the business permit and allow purchase of one more guest/client decal per permit year. Hoboken, N.J. has visitors scratch off decals available at \$3 per day that can be purchased in advance. Residents who are 62 years or older are eligible for one annual guest permit.

The City could establish an annual allotment of decals that may be used by employees using a formula. These decals would have different appearance from guest decals. Each business would be responsible for assigning use of decals among employees. Businesses with their own off-street parking should agree not to sell spaces to non-employees unless the number of spaces exceeds employees; it displaces employees, forcing them to park on the street.

In general, RPP blocks should have no more than one parking designation/zone. However, length of block should be considered. Given some RPP areas with 400- foot blocks, split signage may be appropriate. Each RPP should have an Advisory Committee (see Need for Clear Enforcement Guidelines) that informs appropriate rules. In any case, a block of 200 feet or less should be posted for only one use.

Rate Setting

Integrating On-street and Off-street Rates

As has been noted, the Sacramento City Council has created the Parking Services Division, a positive step in assuring an integrated approach to Sacramento's on-street and off-street parking resource. The aggressive efforts of transitioning to a unified parking approach are to be commended. In the past, rates for on-street and off-street parking have been set through separate processes. Policies directing the rates have been unclear. Currently rates for off-street vary from \$2.50 to \$3 per hour are in effect while on-street rates (except for 10-hour meters) are \$1 per hour.

To increase priority of use and efficiency, the first step in the process of integrated rate setting is establishing policies on the relationship of off-street and on-street parking—especially identifying target customers. For example, an appropriate policy might be as follows:

The highest priority for City-owned facilities will be short-term parking (under 4 hours) for visitors, customers, and clients rather than for commuter parking. Because of its widespread dispersion, the highest priority for on-street parking in meter districts also will be short-term parking. For both off-street and on-street parking the second priority shall be for car-pools, and third for long-term single-occupant parking.

Such a policy would imply that the target customer is short-term, visitor/customer/client parking. If that, indeed, were Sacramento's highest priority, a consistent short-term parking rate (under 4 hours) for all City off-street attended facilities plus either doubling the rate after four hours or increasing in increments for subsequent hours would attract the target customer. After a consistent rate for short-term parking described above was implemented, the transition from monthly parking and dailies can happen over time. To assure availability for short-term parkers while still having garage use maximized, the practice could be reserving a specific number of short-term parking spaces. Given the current occupancy in many of the City's garages at well below 85%, setting aside short-term spaces would not displace current monthlies or dailies. As the short-term spaces fill to 85% occupancy over a specified period of time, more short-term spaces would be reserved. In concert, the long-term rate (dailies and monthlies) would be increased accordingly to manage the facility for the priority customer while using the market demand to make the change. Rather than competitive pricing with private parking facilities, the policies established for City-owned facilities should inform rate management.

Another example of a policy would be:

On-street parking within a District will be used to serve the businesses, residents, and customers of that district and not encourage commuter parking for another district.

To further integrate off-street with on-street, a strategy would be to price off-street publicly owned facilities to match on-street meter rates as a means to encourage a "seamless" transition for customers between short-term stays on-street and longer term "customer" trips into off-street locations. For example, short-term rates in City off-street facilities should be consistent with meter rates through the first four hours to encourage stays of up to four hours in available off-street supply in public facilities. Over time (utilizing occupancy data) rates in public facilities (particularly hours 5 – 8) should be increased to ensure continued access for short-term customers. As Task 8 shows, Sacramento's off-street parking facilities for short-term parking is 2 to 3 times the meter rate and is high compared to other cities. On the other hand, meter rates in Sacramento are comparable to other similar cities. Data also indicates that use of public facilities by short-term users is not significant, which is likely reflective of the disparity of rates and the fact that the public on and off-street supplies are not sufficiently integrated. Having the off-street short-term hourly rate more than twice the rate per hour for on-street parking does not encourage customers to use the proximate and available supply in public off-street resources.

On-street Rates

Rates appear to be consistent throughout the meter district with a few exceptions. It is appropriate for meter rates to vary from district to district but should be consistent within a district. The key is establishing definable districts based on such things as land use, economic development goals, economic target areas, rates of occupancy, level of transit service, etc.

Consistency of rates and time limits within a district allows the constituent parkers to better understand and use the parking system.

Based on current rates (other than 10-hour meters), the City should establish the dollar value of a metered space at maximum occupancy. The dollar value of the rate should be used to inform other use requests—taxi waiting, loading zone, bus zones, etc.—in concert with other criteria for approval and fees.

Time Limits

The more numerous the meter time limits, the more confusing it is to the public. A viable combination includes 15 minutes, 90 minutes, 3 hours, and 5 hours. Fifteen-minute meters serve only as drop-off, should be used sparingly, and should be placed at the end of a 200-foot block (or the end and/or middle of a 400-foot block) for clarity of location. Ninety-minute meters serve visitors with one or two short errands and would be placed within a 4 to 5 block radius of short-term parking available in City-owned facilities for longer errands and meetings. Three-hour meters should be placed where no City-owned off-street facility would serve the latter purposes. Five-hour meters (generally considered commuter parking) should be placed in peripheral areas with no high-density land use need for shorter-term parking.

15-minute meters: The practice for on-street parking spaces should be that no space belongs to a single business. Often 15-minute meters are put in place because of a business request. Particularly in high-density areas, this does not enhance the goal of utilizing parking in support of overall economic stability. Instead a plan to put one 15-minute meter at the end of any block (or two for 400' blocks) should be implemented. This not only expands the parking supply for visitors but also is clearer to the public.

30-minute meters: In a high-density urban setting, they generally serve no purpose other than to garner parking citations. While that may enhance citation revenue, they do not serve the public and the businesses. The City should consider eliminating them in the Central City.

10-hour meters: The City should consider replacing 10-hour meters with 5-hour meters and allowing meter feeding will discourage parkers from outside a district. Long-term meters should exist only where there are no businesses/merchants that need parking for visitors/customers/clients. Hence, they generally are placed at the fringe of a commercial core awaiting development. New development should signal a change in the meter times and rates.

Meters in Commercial Districts

Consistent monitoring of development will inform where and when to install meters. Obviously, one signal is new high-density development or new visitor attractions. Frequently, required traffic studies reveal the need. Another signal is the private sector charging for parking off-street. There are two methods to establish the need to stall meters. One is expansion of an existing meter district and the other is creating a new district. The selection depends on proximity to existing districts. The rates in new districts should be commensurate with the expected occupancy and need not be uniform in all districts. New districts should include stakeholders in what/where/when/how. That is, the benefits of adding meters must be clear to impacted area businesses and residents.

7. PAID PARKING OPTIONS

On-street Meters/Pay Stations

The older parking meters have frequent jams, often accept tokens, and parts are very difficult to get. The City has budgeted funding for replacement of current meters. Appropriately, certain meters have been replaced but full implementation awaits the outcome of the demonstration project for pay stations.

In other cities, pay stations have contributed to increased revenue, better data, lower down time for repairs due to electronic reporting, and enhanced enforcement. With pay stations, parkers cannot use the time-honored excuses:

- “The meter just expired.” (The expiration time is on the posted receipt.)
- “I didn’t have enough change.” (Pay stations take credit cards.)
- “The meter was broken.” (Parker would be required to buy a receipt on another block face.)

Pay Stations are typically located approximately in the middle of the block and serve eight to 12 on-street parking stalls. There are two types of pay stations: pay-and-display, and pay-by-space. In parking lots and garages, pay stations typically serve 50 parking spaces. The City of San Francisco, California acquired 250 pay-by-space meters for approximately 1,300 parking spaces, or an average of one machine per every five to six parking spaces. Similarly, the City of Berkeley, California has installed a pay station for every 6 parking spaces, on average, on major corridors. The City of Aspen, Colorado manages about 13 parking spaces per pay station. The City of Toronto, Ontario has pay stations that control eight to 12 parking spaces each depending on the location. The City of Oakland, California uses pay-and-display meters that serve on average of 50 parking spaces in City lots.

In terms of pricing adjustability, pay stations can be programmed with as many pricing options as the operator deems appropriate. In addition, users have the convenience of choosing one of several payment methods. Pay-by-space stations also offer the ability to be modified to alert enforcement officers of a parking violation through visual signals on top of the pay stations.

Signs indicating "PAY TO PARK" with directional arrows are posted along each block or on each floor of a garage with a pay station. One convenient factor about pay-and-display machines is that for a parking region (eg. Central Business District) if one machine breaks the user only needs to locate another machine and obtain a ticket from there, minimizing revenue loss when machine failure occurs.

In determining a final decision, it is recommended that the City include all staff that will be impacted (such as, enforcement officers, maintenance, data report preparation) early in the process to avoid as much as possible the implementation issues that are common with any new equipment.

Sacramento Parking Services has already launched widespread information for the public about pay stations. Below are examples of questions and answers that Portland offers on its pay stations called, SmartMeters.

Can I use my remaining time?

If you have time left on your receipt, you may take your remaining time with you, park in a different space, and display the same receipt. Just be careful not to exceed the maximum time limit for that space.

Can I "feed" the SmartMeter?

The current rules continue to apply. You can continue to purchase parking time until you reach the maximum time limit allowed for that space and machine. After you are parked in any space for the maximum time limit, you must move off that block face. You cannot purchase more time and stay longer in the same space, and you may not move to the space next to it. There is one exception, however. You may feed the 5-hr SmartMeters. Note that there are no 5-hr meters being installed in the first phase.

If I goof, can I cancel my SmartMeter transaction?

You may cancel your transaction by pressing the red button (labeled "Cancel"). You may cancel your transaction any time up until you press the green button (labeled "3 Print receipt").

What if I goof and don't purchase enough time before the receipt prints?

Be sure not to press the green button, which issues your receipt, until you have purchased the full amount of your desired parking time. In other words, at a 1-hr machine, you cannot purchase 30 minutes of parking time, get a receipt, decide at that moment that you really need 60 minutes, purchase another 30 minutes, get a second receipt, and display both receipts on your window. Purchased together, each receipt would have the same expiration time. You could return after 30 minutes and buy more time.

What is the early-bird prepayment option?

Many downtown parkers arrive as early as 5-6 AM. Because paid parking regulations do not begin until 8 AM, with single-space meters these parkers have to park and return to their vehicles at 8 AM to pay. With SmartMeters, however, early-bird parkers do not have to return to their vehicles at 8 AM to pay. An early bird can pay at the machine upon arrival. For example, if an early bird arrives at 6 AM, parks in a 3-hr space, and purchases the maximum amount of time, the SmartMeter will print a receipt showing a purchase time of 8 AM and an expiration time of 11 AM.

What do I do if the closest SmartMeter is out of order?

You are required to pay at another SmartMeter and display receipt on vehicle. Please also report the out-of-order Smart Meter to the City.

Garage Payment Systems

Over the past several years, new payment system machines by Scheidt & Bachmann have been installed with final sign-off for acceptance completed in 2005. The system allows walk-up payment as well as garage exit payment. It will provide for considerably more extensive reports that will assist in productivity, revenue monitoring (including validations), and occupancy among others. The information will assist Parking Services in addressing Audit recommendations related to operational objectives for delivering services, implementing programs, and managing resources.

Walk-up payment systems allow a parker to exit a garage without having to go through a line with an attended booth. While this could allow a garage to be built without attendants and booths in all or part of the facility, the disadvantages often outweigh the cost savings, such as less security presence, dealing with emergencies, and parkers without pre-payment getting trapped in the pre-pay exit line.

8. PARKING FEES AND PENALTIES

The Functions of Parking Fees

The functions of parking fees are generally broken into three elements. These include:

1. Generation of revenue to cover the cost of supplying parking
2. Management of demand to balance the demand with supply
3. Provide an incentive for use of alternative modes

These elements were each considered in evaluating the parking fees in the Sacramento Central City.

On-street (meter zones)

In areas where the demand for parking access to public curb space is high, cities have moved to employ parking meters (or pay stations), which collect fees. Fees for parking at on-street meters accomplish the following objectives:

- Facilitate turnover at a desired rate.¹
- Manage demand (i.e., the higher the demand, the higher the fee) and disperse non-priority users to (a) other locations and/or (b) other access modes.²
- Generate revenue to cover the cost of equipment, enforcement and on-going maintenance of the on-street system.
- Generate surplus revenue to support other goals and objectives (i.e., preferably transportation related goals and objectives within the area where the fees are collected).³

Off-street (publicly owned facilities)

The function of fees in publicly owned off-street parking facilities should be “calibrated” with specific goals and objectives established for the facility. Ideally, rates and fees in publicly owned facilities are coordinated with the on-street system through the first 2 – 4 hours to support visitor/customer access demand in areas where visitor traffic is a priority.⁴ Each parking facility should have specific policies developed for the facility that clarify both its near and long-term objectives.

For instance:

- What is the primary intent of the garage (i.e., to serve short-term access demand, long-term commuter demand, event demand, or a combination of access needs)?
- What is the desired mix of uses desired in the facility?
- What are the primary land uses surrounding the facility and what is the role the facility should or should not play in supporting those land uses?

¹ The “desired rate” of turnover is generally based on assumptions of an appropriate time stay for a priority customer. For instance, a 90 minute meter assumes a desired turnover rate of 5.3 vehicles in an 8-hour period. A three hour-meter assumes a desired turnover rate of 2.7 vehicles over the same 8-hour period.

² Within the parking industry, fees are generally established using the 85% Rule as a threshold for determining market pricing. As such, if an inventory of parking consistently exceeds 85% occupancies, then increasing rates is a viable and low risk option. The greater the occupancy above 85% the more likely that an increase in rate is in order.

³ This is not always the case. In some cities, meter revenue is allocated to general funds. This can lead to rate decisions not associated with the goals and objectives for access in the metered area.

⁴ In other words, if the facility is primarily directed to commuter parking, attractive short-term hourly rates calibrated to on-street meter rates is not as important.

With clear goals and objectives developed, the functions of fees in public off-street facilities are similar to those for the on-street system. They include:

- Generate revenue to cover debt-service, facility maintenance and operations.
- Facilitate turnover at a desired rate.
- Manage demand (i.e., the higher the demand, the higher the fee) and disperse non-priority users to (a) other locations and/or (b) other access modes.
- Generate surplus revenue to support other goals and objectives (i.e., development of new facilities, support for alternative access modes).

Off-street (privately owned facilities)

It is very difficult and rare that a city would attempt to regulate fees or rates in privately owned facilities. To do so would have impacts on private financing of development. In general, private facilities in downtown areas establish rates and fees to serve longer-term/commuter based access. This is influenced by the private sector priority to provide parking at levels that are attractive and marketable for retaining and recruiting commercial tenants.

Comparisons with other cities

As a means to compare fees in Sacramento to other urban areas, Table 8.1 was developed to provide an overview.

Table 8.1 Parking Fees – Comparable Cities

City	Downtown Hourly Meter Rate	Downtown Monthly Median Rate (off-street)	Downtown All Day Median Rate (off-street)	Assessment of Parking Availability
Boise, ID	\$.75	\$70	\$8.00	Fair
Denver, CO	\$.20 - \$1.00	\$120	\$8.00	Fair
Los Angeles, CA	\$.25 - \$1.50	\$185	\$4.00 - \$33.00	Fair - Abundant
Portland, OR	\$1.25	\$150	\$7.50 - \$16.00	Fair
Sacramento, CA	\$1.00	\$115 - \$180	\$6.00 - \$18.00	Fair - Abundant⁵
San Diego, CA	\$1.25	\$150	\$20.00	Fair
San Francisco, CA	\$1.50 - \$2.00	\$95 - \$675	\$23.00	Fair
Seattle, WA	\$1.50	\$160 - \$260	\$8.00 - \$26.00	Fair
Vancouver, BC	\$1.00 - \$4.00 (C\$)	\$145 (C\$)	\$8.00 (C\$)	Fair - Limited
Vancouver, WA	\$.50	\$30 - \$60	\$2.00 - \$4.00	Abundant
National Average	\$1.00	\$170	\$10.46	

Source: Direct contact with City representatives/Colliers International 2005 CBD Parking Rate Survey.

NOTE: It is important to note that where a single rate is listed (as opposed to a range) that the rate reflects the median in those cities. Parking rates in all the cities listed provide numerous parking opportunities at rates both less than and more than the median.

As Table 8.1 demonstrates, on street hourly rates in comparable cities rarely exceed \$1.50 per hour and the national average is in the \$1.00 per hour range. Sacramento’s rate of \$1.00 is in line with comparable cities and the national average. For off-street facilities, monthly rates and daily rates vary widely, depending on the city surveyed and the location of the facility within the downtown. Nonetheless, Sacramento’s monthly and daily rates are generally similar in range to

⁵ Based on the recently completed (2005) DKS inventory of downtown parking. Peak hour occupancy was determined to be in the range of 65%.

other cities in the western United States. Interestingly, only Vancouver B.C.'s parking supply was assessed as "limited" or constrained at this time. Most cities indicate that available supplies of parking (on- and off-street) are either fair or abundant.⁶

Table 8.2 provides a summary of cities that own/operate municipal parking facilities intended to attract and serve short-term customer/visitor parking demand. The list of cities presented in this Table 8.2 differs from Table 8.1, in that not all cities surveyed for general parking maintain and/or operate public visitor facilities. For purposes of this review, "short-term hourly rate" is defined as the general charge per hour for use of a facility for less than four hours.

Table 8.2 Hourly Rates – Publicly Owned Visitor Parking Garages

City	Hourly Rate in Public Garage	Hourly on-street rate
Anchorage, AK	\$0.75	\$0.75
Boise, ID	1 st hour free, \$1.50 per hour thereafter ⁷	\$0.75
Olympia, WA	\$0.50	\$0.50
Pasadena, CA	1 st 90 minutes free, \$1.00 - \$2.00 per hour thereafter, depending on location	\$0.50 - \$1.00
Portland, OR	\$0.95 ⁸	\$1.25
Sacramento, CA	\$2.00 - \$3.00⁹	\$1.00
Salt Lake City, UT	1 st half hour free, \$1.50 thereafter	\$0.75
San Diego, CA	\$1.00	\$1.25
San Francisco	\$1.75 - \$2.50	\$1.50 - \$2.00
Seattle, WA	\$2.50	\$1.50
Tacoma, WA	\$2.00	Signed Zones/Free
Vancouver, WA	\$0.50	\$0.50

As Table 8.2 demonstrates, hourly rates in *publicly* owned off-street parking facilities generally tend to be consistent with hourly rates charged on-street at meters. Boise, ID offers the first hour of parking for free, and then charges \$1.50 per hour. The free hour reduces the overall average rate charged for stays of greater than one hour. Pasadena, CA and Salt Lake City, UT also offer free parking up front in public off-street facilities. Portland, Oregon charges less per hour in its publicly owned "SmartPark" garages than on-street, creating an incentive for transient parkers to park off-street. Anchorage, AK, Olympia and Vancouver, WA charge the same short-term hourly rate on and off-street. San Francisco's rates for public off-street and on-street are very balanced. On the other hand, Sacramento's rate in publicly owned facilities is currently 2 to 3 times the on-street rate and higher than any of the public off-street rates found in the Table 2 survey.

Information presented in Chapter 6 of this report indicates that revenue growth in Sacramento's *off-street* system appears to be "increasing monthly commuter parking while decreasing transient parking." Whether this is a function of rate at this time is uncertain, though the rates from comparable cities indicate that off-street rates in the Sacramento public garages are likely not conducive to short-term, visitor trips.

⁶ Which to a certain degree is reflective of recent economic conditions in urban areas across the United States.

⁷ The first hour of free parking is supplemented through an assessment on downtown businesses through a Business Improvement District assessment.

⁸ Portland will be raising their hourly rate to \$1.25 in January 2006, which would then match the on-street rate.

⁹ Sacramento charges ½ hourly rates of \$1.00 to \$1.50 (depending on garage location). The rates presented in Table 2 are displayed as hourly rates to be consistent with other cities surveyed.

Existing Practices and Fees and Penalties

Existing Practices

From the consultant's assessment, Sacramento's existing practices regarding the enforcement of the on-street parking system are consistent with standard operating "best practices" in other cities. Greater detail regarding existing practices, with recommendations for improvement, was outlined in Chapter 6 of this report.

Routine enforcement in metered and timed areas takes place with City parking enforcement personnel and areas outside of regulated districts is conducted randomly or by complaint. Most areas are enforced 8 A.M. to 6 P.M., Monday through Saturday; however, there are minor variations from place to place.

A major concern expressed by stakeholders was the abuse of the on-street meter zones by employees, especially in the core area of the downtown. Stakeholders noted that employees who abuse the system tend to move their vehicles every two hours rather than move to an off-street location. This denies limited on-street parking to customers and visitors.

This issue is more likely a function of the wrong mix of time stay allowances in areas where turnover is desired to support street level businesses, than an enforcement problem. In other words, if time stays were reduced to 90-minutes, employees would be less able to leave their work sites to move vehicles than they are with the current two-hour allowance (which may line up with employee breaks and lunches). Also, elimination of long-term on-street parking in core parking zones and better information on off-street parking options would also address this stakeholder issue.

An enforcement solution to the problem of employee abuse of the on-street supply would be to create a new enforcement category for "moving to evade." Some cities ticket any vehicle that is found to have moved from one parking space to another parking space in a given district.¹⁰ The advantage of a moving to evade penalty is that employees are burdened with an additional disincentive to park on street. However, the disadvantage of "moving to evade" fines is that it can penalize legitimate customers moving throughout a parking zone for shopping or visitor trips. This leads to increased customer complaints and administrative burden to the City. For this reason, the consultant team would not recommend implementing a moving to evade penalty in Sacramento.

Fees and Penalties

A survey of fees and penalties for parking in Sacramento indicates that fees and penalties vary widely by municipality. Table 8.3, below, summarizes the fees and penalties in comparable cities.

¹⁰ See Table 8.3, below.

Table 8.3 Parking Fines/Penalties – Comparable Cities

City	Overtime @ Meter	Overtime @ Time Zone	Overtime in Residential Zone	Moving to Evade	Feeding Meter	Improper Use of Disabled Space
Boise, ID	\$7	\$10	\$10	\$10	\$14	\$100
Denver, CO	\$10	\$10	\$3	-	-	\$100
Los Angeles, CA	\$35	\$35	\$30	-	\$30	\$330
Portland, OR	\$16	\$16	\$25	-	\$16	\$190
Sacramento, CA	\$25	\$35	\$35	-	\$25	\$445
San Diego, CA	\$10 - \$50	\$10 - \$50	-	-	-	\$330
San Francisco, CA	\$40	\$40	\$25	\$25	-	\$225
Seattle, WA	\$28	\$28	\$30	-	\$28	\$250
Vancouver, BC	\$25 (C\$)	\$25 (C\$)	\$40 (C\$)	-	\$25 (C\$)	\$40 (C\$)
Vancouver, WA	\$7	\$7	\$20	\$7	\$7	\$250

Source: Direct contact with City representatives

As Table 8.3 illustrates, Sacramento falls on the high side of enforcement penalties for comparable cities for common violations in the downtown. However, interviews with parking officials in Boise, Portland and Vancouver, WA indicated that those cities feel their parking fines are currently too low and are under review. There was a general sense from the interviews that meter violation rates (particularly overtime and feeding meters) should be at minimum 200% - 250% of the average all day rate charged in off-street lots/garages to (a) discourage abuse of the on-street system and (b) influence long-term parking demand into off-street locations. Given this, Sacramento’s fine schedule appears appropriate and supportive of efforts to facilitate turnover, compliance, and efficiency.

Objectives for Parking Fees in Sacramento

Sacramento should establish clear objectives for parking fees and rate setting. Objectives should be established for the parking assets it owns both on- and off-street. Establishing such objectives will help to clarify the purpose of current fees and the reasoning against which future rate decisions are based. This should result in a more informed decision-making process as well as a higher level of understanding by the public for rate policy.

Table 8.4, below, provides a summary of key objectives that the City of Sacramento should consider as well as a description of the objective’s purpose.

Table 8.4 Objectives for Parking Fees

Objective	Purpose
Clear priorities of use for publicly owned parking assets.	To delineate where short-term parking is a priority as well as locations prioritized for long-term and/or other uses (i.e., residential, event, etc.). To inform how rates and fees are set to assure consistency with priorities.
Demand based triggers that inform and drive decision-making on rates and fees.	To create understandable and industry based thresholds for rate setting. The “85% Rule” is the most commonly used trigger, which would initiate considerations of rate changes when a supply of parking routinely exceeds 85% during the weekday peak hour. To establish rate systems that accommodate public goals for both visitor and commuter access and reflect a locally based “market demand” for parking. To assure sound financial management of the public parking system. To streamline the decision-making process for rate setting by tying rates to actual demand.
Standardizing short-term parking rates between publicly owned off-street facilities and on-street meters.	To create a more transparent relationship for customers/ visitors between on-street and off-street access in the downtown.
Allocating all or portions of net parking revenue to dedicated enterprise fund(s).	To provide an on-going revenue base for priority and/or needed parking and transportation improvements in the downtown.

Recommendations

Based on review of Sacramento’s current fee and fine structure it appears that the City’s current rate schedule for public facilities is comparable to that of other western cities. Similarly, though the fine system is generally on the higher end of the scale (based on comparable cities) it appears appropriate given that comparable cities with lower fine schedules believed they were too low and in the process of review and revision. Finally, given the results of the recently completed DKS inventory of parking occupancies, parking demand is moderate at this time, suggesting that any significant modification of rates upward would not be consistent with current demand.

The following strategies are recommended:

- Adopt the 85% Rule as a policy element of the City code to establish a “demand trigger” that guides/informs evaluation and decision-making on rates and asset management.
- Establish specific mix/use targets for each publicly owned off-street parking facility. A mix/use target would set the long-range priority for the parking facility (i.e., visitor-parking). Using the 85% Rule, the facility would be managed over time to meet its mix/use objective.¹¹
- Standardize short-term rates in publicly owned parking facilities with hourly on-street meter rates.

¹¹ For instance, a parking facility might have a current mix/use ratio of 50% short-term use/50% long-term use, with a low occupancy. Because the facility is intended to serve short-term visitor access, the City might establish a mix/use target for the facility of 75% short-term use/25% long-term use. As occupancies exceed 85%, rates for long-term parking would be increased to transition commuters out of the facility and provide greater access to short-term users, thereby raising the short-term ratio of use over time.

- Reduce/eliminate long-term parking options on-street in the commercial core of the downtown to address the issue of employee parking on-street.
- Change two-hour metered parking to 90-minutes to address the issue of employee parking on-street.
- Lower long-term parking rates in public facilities that currently maintain low weekday occupancies to provide an attractive off-street option to employees currently parking on-street.

Sacramento maintains a large supply of on-street parking resources as well as a number of off-street parking locations. It will be important in the future to work toward integrating the relationship between these two assets to maximize their role as resources to the public. One element in this process of integration is the management of rates through objective measurements of demand. Given that current parking demand in Sacramento is moderate, the City has time to develop clear priorities for specific facilities and the overall parking system. As demand grows, these priorities and objectives will begin to move the system to higher levels of efficiency and revenue generation.

9. OPERATIONAL CRITERIA, PROCEDURES AND STRATEGIES FOR MANAGING ON-STREET AND OFF-STREET PARKING SUPPLY

Development of Goals and Objectives

The City staff and consultants for the Master Plan worked with the City Council to identify specific Goals and Objectives for parking in the Central City. The staff and consultants drew on previous documents to find statements of the City's priorities and policies relative to parking and formulated a draft set of recommendations. The City Council reviewed the draft list and added their own refinements. The final goals adopted by the City Council on August 2, 2005 were as follows:

- 1. Support the citywide goals of economic development, livable neighborhoods, achieving sustainability and improving public safety**
- 2. Supply parking to meet need**
- 3. Use time limits, rates and enforcement to manage parking supply efficiently**
- 4. Modify the Residential Parking Program to manage the retail/residential interface**
- 5. Minimize the negative impacts of parking**
- 6. Make parking safe, secure, attractive and convenient**
- 7. Operate City-owned parking in a financial sound manner**
- 8. Promote alternative modes of transportation and walkable communities**
- 9. Provide transportation options to encourage use of existing parking supply**

The objectives developed for each goal and the recommendations that have emerged from the project are described in the remainder of this section.

Policy Recommendations

The goal is identified first in bold font, the supporting objective follows in regular font, and the corresponding draft recommendations are listed in italics.

1 SUPPORT THE CITYWIDE GOALS OF ECONOMIC DEVELOPMENT, LIVABLE NEIGHBORHOODS, ACHIEVING SUSTAINABILITY AND IMPROVING PUBLIC SAFETY

- 1.1 Ensure that adequate parking is provided with new development to prevent adverse impacts on existing land uses and to support a synergistic mix of land uses including office, residential, retail, restaurant and entertainment
 - 1.1.1 *Establish flexible parking ranges for all types of development to allow developers flexibility to match parking with the needs of the specific project and develop a process to allow approval of adjustments to the minimum and maximum parking requirements when a proposed development project is consistent with the City's economic development goals*
 - 1.1.2 *Require that institutional developments (hospitals, museums, universities, etc.) provide a parking plan as part of the development EIR*
- 1.2 Adopt City policies and standards that support new development in the Central City
 - 1.2.1 *Adopt City policy and guidelines to allow a developer to pay an "in-lieu-of-parking" fee for development of less than the minimum required parking*
 - 1.2.2 *Allow flexibility for reduction in the minimum required parking by as much as 10% when a parking-demand reduction can be demonstrated because of factors such as the development is adequately served by transit, mixed-use development allows for shared use of parking, the lease costs for parking for tenants is clearly separated from the lease cost for floor space, or there are no reserved spaces. The reduction is to be allowed only when the developer can demonstrate that the reduction in parking demand can sustained for at least 10 years*
 - 1.2.3 *Adopt new guidelines and standards to recognize creative methods such as tandem, car lift and valet parking that can provide more parking in less space*
- 1.3 Allow flexibility in City policy to tailor requirements to the nature of new development proposed
(See Recommendations for Objectives 1.1 and 1.2)

2 SUPPLY PARKING TO MEET NEED

- 2.1 Use parking minimum (ratios) to ensure developers provide most of the new parking needed
 - 2.1.1 *Maintain current parking minimum of one space per 600 square feet for office and adjust maximum to one space per 400 square feet*
 - 2.1.2 *Maintain current minimum parking requirement for residential development of one space per unit in Focus Area 1. In the remainder of the Central City set the minimum at a base level of one space per unit plus 0.5 additional space per unit for units over 2000 square feet. Also create a flexible parking range for residential development by specifying maximums by type of unit, density of development and/or location in the Central City*
 - 2.1.3 *Require that at least one space per unit for residential development be provided within 500 feet*
 - 2.1.4 *Restrict residents of new residential developments from participating in the City's Residential Permit Parking program*

- 2.1.5 *Require off-street parking for all retail and entertainment development in the Central City outside of the Merged Downtown Redevelopment Area or east of 14th Street but allow for reduction in the required parking by as much as 100% for any retail or entertainment business in the Central City if it can be demonstrated that adequate publicly available off-street parking exists within a three-block radius of the subject site during the hours that the business would operate*
- 2.2 The City of Sacramento should act as a broker when feasible to supply parking when the private sector does not
 - 2.2.1 *Broker agreements among business owners and owners of private parking to supply additional publicly available parking when a parking deficiency exists either by making private parking available to the general public during the times of greatest need or by constructing new parking*
 - 2.2.2 *Broker with other parking facility owners and operators to supply additional publicly available parking for special events*
 - 2.2.3 *Consider use of a Benefit Assessment District to fund new parking where there is a deficiency of parking for existing commercial land uses*
 - 2.2.4 *Cooperate with the City of West Sacramento to identify opportunities for mutually beneficial reciprocal use of available parking facilities*
- 2.3 Take a strategic approach to parking master planning that will allow short-term decisions to be made consistent with long-term strategies or plans
 - 2.3.1 *Formulate a City policy to permit interim use of vacant lots for parking outside of the Merged Downtown Redevelopment Area with exemption from some of the requirements for parking when there is a demonstrated need*
 - 2.3.2 *Formulate a City policy to allow continued operation of existing stand alone parking lots in the Central City conditioned on obtaining and maintaining a permit and meeting certain minimum conditions for signing, lighting, surfacing, design standards, accessible spaces and safe and clean operation*
- 2.4 Provide adequate monitoring of parking supply and utilization to be able to identify deficiencies or conflicts when they develop
 - 2.4.1 *Conduct occupancy counts for all publicly available parking in the Core (Focus Area 1) and Midtown (Focus Area 2) at least every three years to identify deficiencies*
 - 2.4.2 *Track additions and subtractions of parking and parking variances as new development occurs*
- 2.5 Pursue opportunities to increase the amount of parking provided by existing facilities
 - 2.5.1 *Stripe spaces in un-metered on-street parking to increase the number of parking spaces provided*
 - 2.5.2 *Re-stripe on-street and off-street spaces to increase the number of spaces provided, where possible*
 - 2.5.3 *Consider use of angle parking on streets where the angle parking will not interfere with safe traffic operations or compromise the historic nature of the area*
 - 2.5.4 *Monitor use of colored zones and modify to increase parking spaces provided where zones are not needed*
 - 2.5.5 *Evaluate use of red zones adjacent to crosswalks and increase parking spaces provided where appropriate*

3 USE TIME LIMITS, RATES AND ENFORCEMENT TO MANAGE PARKING SUPPLY EFFICIENTLY

- 3.1 Establish priority for parkers for each type of parking
 - 3.1.1 *Recognize residents as the priority in Residential Parking Permit areas and recognize shoppers, visitors and other short-term users as the priority in on-street and City-operated off-street parking in the Core area*
 - 3.1.2 *Recognize commuters and other long-term parkers as the priority in other off-street facilities*
 - 3.1.3 *Set target mixes of short-term and long-term parkers in other City-operated garages to establish priorities for parkers*
- 3.2 Use time limits to make sure priority parkers can find parking
 - 3.2.1 *Where appropriate, reduce the time limit for on-street spaces where short-term parkers are the priority from 2 hours to 90 minutes to discourage employee parking (Initial focus around office buildings in Core area where there is evidence of long-term use of short-term spaces by commuters)*
 - 3.2.2 *Review methods for retaining existing long-term on-street parking in residential neighborhoods where off-street parking options are not available to ensure use of spaces is limited to residents and employees and visitors of neighboring businesses*
 - 3.2.3 *Change metered time limits from long-term to short-term in areas that are transitioning into more active commercial, retail or entertainment places where there is a growing need to provide parking for visitors and other short-term parkers*
 - 3.2.4 *Add meters to zones that are currently time-restricted when there is a demonstrated demand for short-term parking*
- 3.3 Establish rates that encourage efficient use of spaces
 - 3.3.1 *Increase rates to maintain occupancy rates in City-owned facilities at or below 85% of total capacity to insure adequate access to parking for priority users*
 - 3.3.2 *Reduce the effective short-term rates in the Core area off-street facilities through an expanded merchant validation program to encourage use of the off-street spaces by shoppers and visitors and to reduce the overall demand for on-street spaces*
 - 3.3.3 *Increase meter rates based on the 85% Rule and increase on-street enforcement to discourage long-term use of metered spaces by commuters in the Core area and to reflect the rates for nearby publicly available off-street facilities*
 - 3.3.4 *Encourage State of California and County of Sacramento to work with City of Sacramento in establishing rates*
- 3.4 Enforce parking restrictions and regulation to ensure the appropriate use of on-street parking
 - 3.4.1 *Strictly enforce Disabled Parking, Loading Zone, Residential Permit Parking, time limits and meters throughout the Central City*
 - 3.4.2 *Generate or support state legislation to help curb abuse of disabled placards*
 - 3.4.3 *Update valet parking requirements and permitting process*

4 MODIFY THE RESIDENTIAL PARKING PROGRAM TO MANAGE THE RETAIL/RESIDENTIAL INTERFACE

- 4.1 Operate Residential Permit Parking (RPP) areas in a way that protects the residential character of the neighborhoods and ensures adequate parking availability for residents while also supporting the needs of small, neighborhood-supporting business located in or adjacent to the areas
 - 4.1.1 *Extend parking restrictions and enforcement in Residential Permit Parking zones beyond 6 P.M.*
 - 4.1.2 *Add meters or Pay-and-Display stations for short-term parking in residential areas around evening entertainment areas and enforce rates and time limits for all except residents and disabled parkers*
- 4.2 Adopt policies that provide greater consistency and clarity in the Residential Permit Program areas
 - 4.2.1 *Modify RPP ordinance to establish criteria for creating new zones, annexing neighborhoods into RPP zones, and evaluating existing RPP zones*

5 MINIMIZE THE NEGATIVE IMPACTS OF PARKING

- 5.1 Minimize the visual intrusion and other negative environmental impacts of parking
 - 5.1.1 *Maintain existing requirements for lighting, landscaping, drainage and other improvements for permanent new parking*
 - 5.1.2 *Adopt City policies to encourage or require use of ground floor for retail in new parking structures*
- 5.2 Minimize the land devoted to parking in the Central City
 - 5.2.1 *Maintain existing City policy to prohibit the addition of new stand-alone parking that is not associated with a specific new development*
- 5.3 Reduce the adverse impacts of commuter parking in residential neighborhoods

Recommendations from Goal 1 address this objective. These recommendations address parking requirements for new development that ensure adequate parking is provided by the development to prevent adverse impacts on existing land uses and to support a synergistic mix of land uses. The recommendations from Goal 4 above also support this objective.

6 MAKE PARKING SAFE, SECURE, ATTRACTIVE AND CONVENIENT

- 6.1 Provide adequate maintenance of City-owned parking so that it is safe, secure, clean and attractive for its users
 - 6.1.1 *Use Parking Fund to ensure adequate maintenance, cleaning and security of the City's parking assets*
- 6.2 Make the use of on-street and other City-owned parking easy and convenient through information, good signage, convenient payment options, and logical access and exit points
 - 6.2.1 *Include information on non-City owned but publicly available parking on the City's web site*
 - 6.2.2 *Provide additional information and signage for bicycle parking in publicly available parking facilities*
 - 6.2.3 *Pursue additional branding of the City's parking facilities*

- 6.2.4 *Consider a real-time dynamic parking information system to help people locate available parking*
- 6.2.5 *Continue to replace old meters with new meters or pay stations that accept multiple payment methods including coins, bills and credit cards*
- 6.2.6 *Evaluate and address identified accessibility barriers for on-street parking*
- 6.2.7 *Continue to provide Transition Plans that will bring City parking into compliance with State and Federal accessibility guidelines and standards*
- 6.2.8 *Perform periodic utilization counts for accessible spaces reserved for disabled parkers to determine whether an increase in the number of accessible parking spaces is warranted*

7 OPERATE CITY-OWNED PARKING IN A FINANCIALLY SOUND MANNER

- 7.1 Ensure that the City's parking program is financially self-sufficient
 - 7.1.1 *Set parking fees and fines at levels that cover capital, operating, maintenance and enforcement costs and generate additional revenue to expand the parking program to meet the growing needs of the City*
 - 7.1.2 *Consider creative mechanisms for financing parking operations to enhance the City's ability to operate its parking facilities and provide revenue to support the various recommendations of the Master Plan*
- 7.2 Offer City-owned public parking at a rate that recognizes the cost of providing parking and the economic value of the parking
(See Recommendation 7.1.1)
- 7.3 Provide parking discounts when they reflect appropriate incentives for the use of City-owned parking and when the discount is financially feasible
 - 7.3.1 *Maintain discounts for the disabled (free on-street), low-income workers, part-time workers and shoppers where appropriate*
- 7.4 Structure the financial accounting from parking and parking enforcement with sufficient flexibility to allow maximum effectiveness in the parking program
 - 7.4.1 *Combine all revenue from the City's on and off-street parking operations into a single Parking Enterprise Fund*
 - 7.4.2 *Use the combined Parking Enterprise Fund to support all City parking programs or other programs to accommodate or reduce parking demand*
 - 7.4.3 *Consider a parking surcharge on all commercial parking to provide funding for increased enforcement and promotion of alternative modes*
- 7.5 Maintain all City-owned parking facilities and revenue collection equipment for maximum effectiveness and efficiency
 - 7.5.1 *Maintain revenue collection equipment for on-street and off-street operations and replace when and where appropriate*
- 7.6 Provide operational policies and procedures to ensure that the City's parking program is run effectively, efficiently and according to the highest standards of the parking profession
 - 7.6.1 *Update the City's employee manuals for parking-related functions*
 - 7.6.2 *Enhance the financial and operational reporting capabilities to allow optimal financial management of the City's parking assets*
 - 7.6.3 *Replace the City's parking validation system for shoppers with a system that has greater accountability and requires less administrative support from the City*
 - 7.6.4 *Expand the Parking Manager's authority over setting of rates, time limits and hours of enforcement*

8 PROMOTE ALTERNATIVE MODES OF TRANSPORTATION AND WALKABLE COMMUNITIES

- 8.1 Reduce parking requirements when transit service to an area or opportunities for shared parking may reduce the parking demand
 - 8.1.1 *Adjust parking requirements downward over time as transit service and ridership increase and there is a demonstrated reduction in the rate of automobile use in the Central City*
 - 8.1.2 *Allow flexibility for reduction of the minimum parking requirements by up to 10% when the developer guarantees adequate and sustainable financial support of alternative mode programs to achieve the parking demand reduction requested (in addition to Transportation Management Plan requirements)*
- 8.2 Encourage use of RT services to and from the Central City
 - 8.2.1 *Seek funds to promote the use of Regional Transit's services and park-and-ride lots as a substitute for parking in the Central City*
 - 8.2.2 *Work with Regional Transit on pilot program for transit passes for residents and an expanded pass program for employees*
- 8.3 Support employer-based programs to reduce commute vehicle trips to the Central City
 - 8.3.1 *Seek funds for Transportation Management Associations' and employers' promotion of transit, pedestrian and bicycle modes for Central City commute trips*
 - 8.3.2 *Expand Transportation Systems Management program to include residential and mixed use residential projects*
 - 8.3.3 *Seek funds for a retrofit bicycle parking program to provide rebates to businesses for installation of bicycle parking*
 - 8.3.4 *Revise Zoning Ordinance to require that all new developments provide bicycle parking including short-term parking for visitors*
 - 8.3.5 *Require bicycle valet parking for special events*
 - 8.3.6 *Consider permanent bike parking services, such as a "bikestation" where intense bicycle travel is expected*
 - 8.3.7 *Provide on-street bicycle parking where on-street vehicle parking is provided (Initial focus on streets with diagonal parking)*
 - 8.3.8 *Consider car sharing programs*
 - 8.3.9 *Consider a voluntary employer-based program that assists employers with multiple locations to have employees work at locations closest to where they live*

9 PROVIDE TRANSPORTATION OPTIONS TO ENCOURAGE USE OF EXISTING PARKING SUPPLY

- 9.1 Use the Parking Fund to provide transportation services that link Central City areas with surplus parking with areas of high parking demand/deficiency
 - 9.1.1 *Consider using shuttle and taxi cab services to link available parking with popular trip destinations to address parking needs in areas without sufficient parking capacity*
 - 9.1.2 *Seek funding for improved street lighting between existing parking garages and night-time entertainment areas*

10. POTENTIAL LOCATIONS AND GARAGE PROTOTYPES FOR EXPANSION OF PARKING CAPACITY

Background

A primary focus of the Central City Parking Master Plan has been the development of goals, objectives, and strategies to direct the implementation and operation of parking assets over time. The Central City continues to grow, both in number of employees and residents, and that growth brings increased parking demand. While it is the intent of the Master Plan that new development shall be responsible for providing adequate off-street parking to accommodate its demands, there may be occasions when the City will desire to provide parking. The following are potential reasons that the City may decide to provide off-street parking:

- Special development situations where adequate parking is not physically and / or financially feasible, including the reuse of existing buildings and infill on small parcels.
- Remedies for existing or future unanticipated parking shortages.
- Conversion of surface lots to parking structures to increase the parking supply and / or increase the supply of land for development.

A goal of the project has been to provide parking in a manner that is harmonious with its Central City environment and that minimizes negative impacts on surrounding land uses. Three prototype parking garages have been conceptually developed to guide the development of future off-street City facilities. The prototypes have been crafted to address the goals, objectives, and strategies of the Master Plan.

The analysis in the project did not identify a need for the City to provide additional off-street parking at this time. As a result, the work in this task focused on the development of three different garage prototypes to help guide garage design in the need for City-supplied parking is identified in the future. The intent is that the design process for future parking garages develops facilities that could be adapted to different sites. The basic footprint of the facilities would be similar, but building orientation, height, materials, exterior treatments, etc., would be adapted to the particular site. This approach is very applicable to the Central City, since block size and terrain is fairly uniform throughout. In this manner, efficiencies in design, construction, and operation are possible.

These prototypes do not exclude the possibility of other future types of parking structures, such as parking integrated into other development. However, standalone parking facilities are usually the most economical type of off-street parking for both construction and operation.

Prototypes

Three prototypes have been developed as illustrated in Table 10.1:

- A “large” garage, situated on a half-city block, accommodating 800 to 1,200 vehicles.
- A “medium” garage, situated on a quarter-city block, accommodating 200 to 400 vehicles.
- A “small” garage, intended to be located within a city block surrounded by other development.

Table 10.1 Prototype Garages

Criteria	Large Prototype	Medium Prototype	Small Prototype
Number of Vehicles	800 to 1,200	200 to 400	100 to 200
Site	One-Half City Block	One-Quarter City Block	Within a City Block
Height	Six to Eight Levels	Three to Five Levels	Two to Three Levels
Street Level	Commercial, tailored to adjacent area		Surrounded by other development
Façade and Exterior Materials	Tailored to adjacent area		Tailored to adjacent development

Large Garage Prototype

The large garage prototype occupies a half-city block, and accommodates 800 to 1,200 vehicles. For reference purposes, the Capitol, City Hall, and Memorial garages are constructed on half-block sites and accommodate 988, 1,035, and 1,060 spaces, respectively. The large garage prototype would be six to eight levels high, and therefore is appropriate in areas of dense high-rise development, such as in the Core area or adjacent to major developments. The street level of the garage should be primarily dedicated to ground floor commercial space, appropriate for the adjacent area. The exterior building materials and façade would also be tailored to complement and enhance the architectural integrity of the adjacent area.

Memorial Garage



City Hall Garage



Medium Garage Prototype

The small garage prototype occupies a quarter-city block, typically sited on a street corner rather than mid-block. This prototype would accommodate 200 to 400 vehicles. For reference purposes, the recently developed Capitol Garage on the southeast corner of 15th and K Streets occupies about a quarter-block site and accommodates 400 vehicles. The medium garage prototype would be three to five levels high, and therefore is more suitable for areas of the Central City without high-rise development. The street level of the garage should be primarily dedicated to appropriate ground floor commercial space, although the smaller garage footprint limits the proportion of the ground floor that can be adapted to non-parking uses. The exterior building materials and façade would also be tailored to complement and enhance the architectural integrity of the adjacent area.

Capitol Garage



**601 Front Street Garage, Santa Cruz, CA
(Kyer Wiltshire)**



Small Garage Prototype

The small garage prototype would typically be located in the center of a city block, surrounded by new or redeveloped structures. This prototype would accommodate 100 to 200 vehicles. It is intended to serve multiple smaller developments, rather than constructing separate parking lots / structures for each development site. The small garage prototype would be two or three levels high. Due to the location and height of the structure, it would generally not be visible from the street. Therefore, ground floor commercial development and specialized facade / building materials would not be necessary, reducing the cost of construction. Unlike the large and medium garage prototypes, the small garage prototype is more likely to vary in footprint from site to site depending upon the nature of the adjacent development.



New Street Parking Garage, Staunton, VA

(Jason Hottel Photography)

11. FUNDING STRATEGIES

Overview

The fiscal challenges of parking, transportation, and economic development in a downtown are common to many communities across the country. This study recognizes the financial constraints currently facing the City of Sacramento. New programs and strategies for managing and, possibly, developing parking supply may be difficult to consider in the near term if public funds are necessary to carry forward priority parking programs and strategies.

Nonetheless, rapid changes in development patterns over the past thirty years have resulted in significant changes to the urban landscape and many downtowns have had to re-examine services they provide and the revenue sources used to fund them. In most instances, communities use a combination of funding sources to cover transportation capacity needs. Per the scope of work, the Consultant Team reviewed several models to provide a basis for future discussions of funding options for the public parking system. It is believed that some combination of the revenue sources described below will be necessary to assure the feasibility of some parking management strategies called for in this plan and for future structured parking in the downtown, particularly funding associated with a publicly owned facility.¹² A single revenue source is unlikely to cover the cost of parking management and development.

Potential Revenue Sources

This review focuses on a range of parking options that might be available to the City of Sacramento based on mechanisms used by other cities throughout the country. Several of the outlined options may already be in place in the City of Sacramento. The options outlined attempt to represent *options most commonly used in other jurisdictions*. This review borrows heavily from the work of E.D. Hovee and Associates, an economic and development services consultant based in Vancouver, Washington.

Most Frequently Used Options

Options Affecting Customers

User Revenues – This option represent the foundation of any parking facility's revenue structure, albeit with important questions regarding the degree to which parking fees should be discounted to support other downtown business and revitalization activity. Net revenue generated above operating and debt service costs can be allocated to an enterprise fund to support/underwrite transportation improvements, including new parking facilities.

Event Surcharges – Some states provide for public facilities district legislation that allows automobile parking charges in conjunction with regional center facilities (i.e., performing arts, convention centers, etc). Fees are generally buried in the cost of event ticketing.

On-Street Parking Fees – Many cities elect to collect on-street revenues through parking meters and/or sale of permits. As with user revenues in parking garages, net revenues from meter fees can be allocated to transportation improvements and programs.

¹² This list of funding options is not intended to be all-inclusive, but rather a sampling of mechanisms in use in other jurisdictions for the purpose of developing public parking supplies.

Parking Fine Revenues – Collected for violations related to overtime and improper parking, and illegal parking in handicapped spaces.

Options Affecting Businesses

Parking & Business Improvement Area (BIA) – An assessment of businesses rather than property owners. The assessment formula can be based on a number of measurable factors such as assessed values, gross sales, square footage, number of employees, or other factors established by the local legislative authority.

Parking Occupancy/Facilities Tax – A percentage tax assessed against the total parking fee charged by any parking operator. For instance, Santa Monica, CA charges a 10% “parking facilities” tax and Los Angeles, CA charges a 14% “parking occupancy” tax.

Options Affecting Property Owners

Local Improvement District (LID) – A well-established mechanism whereby benefiting property owners are assessed to pay the cost of a major public improvement (including parking). An LID is a property tax assessment that requires “buy-in” by property owners within a specifically identified boundary. LIDs usually result as a consequence of a petition process requiring a majority of owners to agree to an assessment for a specific purpose (capital improvement).

Economic Improvement District (EID) - An assessment on the owners of property. The assessment formula can be based on a number of measurable factors such as assessed values, square footage, or other factors established by the local legislative authority. Like a BIA on businesses, an EID is more flexible than an LID in that revenue generated can fund both capital improvements and operational programs.

Options Affecting Developers

Fee-in-Lieu – Usually an option given to developers to pay the local jurisdiction an “in-lieu” fee as a way to opt-out of providing parking with a new development (usually the fee-in-lieu option is associated with minimum parking standards). Fees-in-lieu can range from a fee assessed at less than the actual cost of construction, to the full cost of parking construction. Another option, though not commonly employed, would be a “fee-in-lieu” that is assessed on parking stalls developed above an establish *maximum*.

Public / Private Development Partnerships – Public parking can be an effective tool to facilitate downtown development. Development partnerships are most likely found with mixed-use projects where parking is used to reduce the costs of jointly developed private office; retail or residential use(s) and/or the private development can serve to defray some of the public cost in developing parking. Public / private development can occur through a variety of arrangements including:

- Public acquisition of land and sale or lease of land/air rights not needed for parking to accommodate supporting private use.
- Private development of integrated mixed-use development with sale or lease-back of the public parking portion upon completion – as a turn-key project.
- Responsibility for public sector involvement directly by the City, through a public development authority (PDA), or other special purpose entity such as a public facility district created for the project or downtown area.
- Use of tax-increment financing to attract and incent a private development to incorporate publicly accessible parking.

Options Affecting the General Public

General Obligation (GO) Bonds – Involving use of local jurisdiction issued non-voted or voted bonds to develop parking facilities, subject to overall debt limit requirements.

With GO bonding, the municipality pledges its full faith and credit to repayment of the debt from general fund resources. In effect, general fund revenues would be reserved to repay debt that could not be supported by parking revenues alone.

Refinancing GO Bonds - Involves refinancing existing debt and pushing the savings from the general fund to debt coverage for a new parking facility.

Revenue Bonds – Pledging parking fee and other designated revenue sources to the repayment of bonds but without the need to pledge full faith and credit of the issuing authority. Revenue bonding is not appropriate in situations where a local jurisdiction's overall debt limit is a factor and projected revenues are inadequate or not deemed of sufficient certainty to cover required debt service (plus a debt coverage factor). Interest rates also are typically higher for revenue than GO bond financing.

63-20 Financing – Identified as a potential alternative to traditional GO, revenue bond and LID bond financing in the post Initiative 695 era. 63-20 financing (after the IRS Revenue Ruling 63-20) which allows a qualified non-profit corporation to issue tax-exempt bonds on behalf of a government. Financed assets must be “capital” and must be turned over free and clear to the government by the time that bonded indebtedness is retired. When a municipality uses this technique to finance a public facility, it can contract for the services of a non-profit corporation (as the “issuer”) and a builder. The issuer acts on behalf of the municipality, but has no real business interest in the asset being acquired.

Public Facilities Districts (PFD) – A PFD is defined as an independent taxing authority and district. PFD legislation in use in other states allows for what amounts to a sales and use tax rebate from state sales taxes for specifically identified public projects like visitor parking facilities. This sales tax revenue may serve as the source of repayment for bonding over a 20 to 25-year period – with matching funds coming from other public or private sources.

Downtown & Neighborhood Commercial Districts – Allowing use of incremental increases in local sales and use tax revenue to finance community revitalization projects including “publicly owned or leased facilities.” The amount of funding available is the incremental increase in local sales and use tax over the amount generated from within the boundaries of a geographically defined downtown or neighborhood commercial district – above and beyond the amount of revenues generated prior to the creation of the district.

Community Renewal – Generally, urban renewal laws that include authorization for public improvement financing from multiple revenue sources including tax-exempt, non-recourse revenue bonds. In areas that use this mechanism, a determination of blight is necessary, which may render this option unusable in some areas that are at a high level of urban build out.

Parking Fund – Enables local municipalities to establish parking commissions and funding mechanisms for parking. The parking fund may encompass all pertinent revenue and expense items, and therefore offers a convenient mechanism for management of parking operations and budgeting.

State & Federal Grants – In the past, a variety of state and federal grant programs have been applied to funding downtown parking structures. In the current environment of more limited state/federal funding, there are no longer any readily identifiable programs as suitable for parking facility development.

General Fund Contribution – Local jurisdictions may make either one-time capital or on-going operating contributions to a downtown-parking program.

This listing of potential sources is not necessarily exhaustive, as other communities have used yet additional sources – which may or may not be applicable to Sacramento’s situation. Nor are these sources intended to be mutually exclusive. Funding for parking facilities often requires application of multiple sources – for what might be considered as layered financing.

Most Viable Options for Sacramento

From this review of potential parking funding options, several concluding observations are offered as a basis for selecting the *most viable options* for parking facilities that may be considered by the City of Sacramento

1. Tailor the funding program to the downtown redevelopment and policy objectives to be served by the proposed public parking facility. In particular, address the question of whether and to what degree fees from parking revenues can or should be expected to cover operating and/or debt service expenses.
2. Of the two principal assessment methods available to most States, the LID mechanism is generally preferred for capital development with BIA/EID useful to generate funding for operations and marketing. Local Improvement Districts (LIDs) offer improved marketability to investors with greater assurance of debt repayment. LID financing can be used as one component of a revenue bond without need for GO bond backing (and drawing down the available debt capacity of the city). Finally, LIDs offer the advantage of a more established precedent of successful application throughout the state of California.
3. If funding of capital costs requires bonding, revenue bonding is typically preferred by a public agency because the taxing jurisdiction’s debt limits are not affected. However, unless utilization and revenue projections (including sources such as LID) are strong and predictable enough to not only cover debt service and operations but also provide a coverage *cushion*, the reality is that GO backing may be required.
4. Look to public-private partnerships as a means to better use public parking to leverage downtown redevelopment, assure utilization of the parking facility being developed, and offer financial savings. However, public-private partnerships require clear understanding of the financial feasibility and risks associated with a particular project as well as the public costs and benefits that can be expected.

The City of Sacramento will need to review the list outlined above and evaluate those options most conducive to, and supportive of, the Guiding Principles and operating vision established for parking in the downtown. It should be noted that, in the case of public parking facility development, the use of multiple funding sources represents the rule rather than the exception for public financing.

It is apparent that as Downtown Sacramento grows, so too will demand for parking. New development, a faster pace of trip growth, losses of current parking supply on surface lots, parking and transportation demand management programs and/or other events can work to accelerate or moderate the need for new parking supply.

The current parking market in downtown Sacramento suggests the feasibility of a new parking structure will require additional sources of revenue beyond anticipated parking revenue generated by a facility. To this end, the process for considering how a new parking facility will eventually be developed in the downtown needs to be initiated if the downtown is to be prepared to meet future demand and support existing business' continued growth. Similarly, a "package" of funding options will need to be developed and implemented. This process is recommended as a near to mid-term strategy in the overall parking management plan for the downtown to be implemented as a result of this study.

12. CASE STUDY ANALYSIS

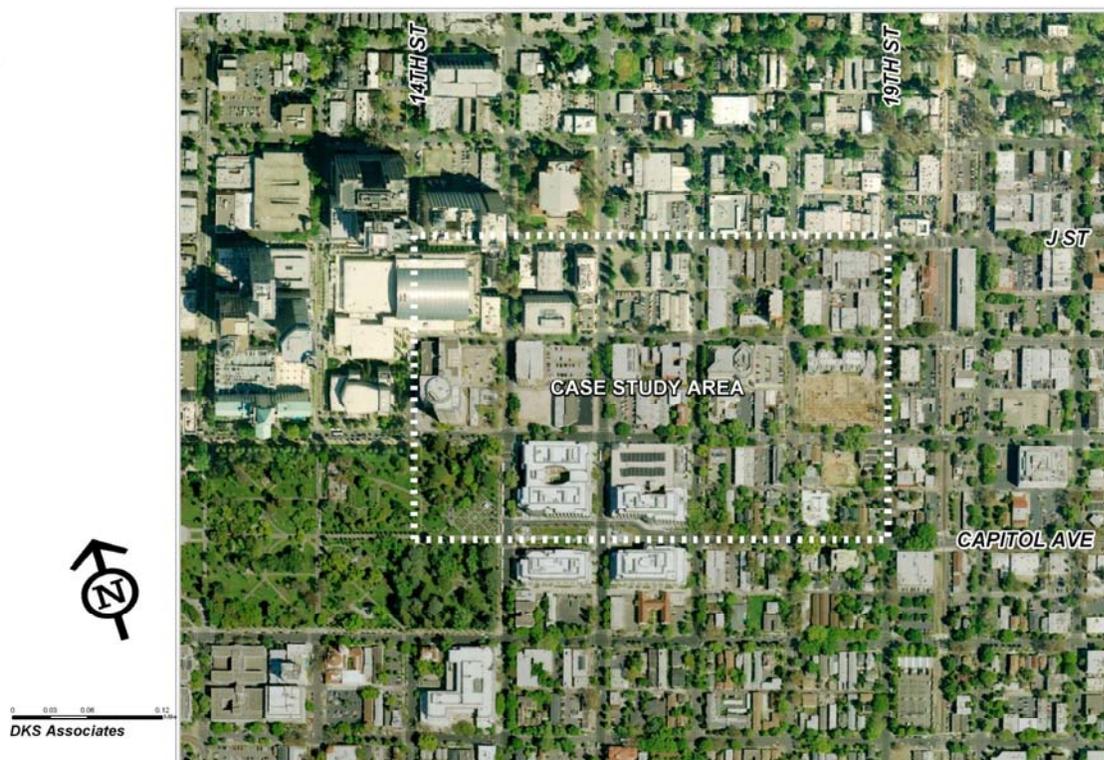
Background

As part of the Central City Parking Master Plan, a case study has been completed to address parking conditions in the area bounded by 14th Street to the west, 19th Street to the east, J Street to the north, and Capitol Avenue to the south. (See Figure 12.1.) The parking conditions in this area typify the challenges that the City faces at the current time, and that will be increasingly common in the Central City. This case study applies the goals, objectives, and strategies of the Master Plan to the case study area. The purpose of this case study is to take the “abstract” strategies and tailor them to the specifics of the case study area.

Overview of Existing Parking Conditions

The case study area lies within various functional areas of the Central City. 16th Street has been the traditional division line between the commercial core of the Central City (to the west) and Midtown (to the east). The Convention Center is located within the northwest edge of the study area, and the Memorial Auditorium across J Street to the north of the study area. The State of California’s East End Project is located at the southern edge of the study area. East of 17th Street, a mix of commercial and residential parcels exist. To the northeast and southeast of the study area are more mixed use commercial / residential parcels as well as predominantly residential areas.

Figure 12.1 Case Study Area



Within the past five years, the study area has seen the development of many restaurants and other entertainment uses. Many of these uses have developed through the redevelopment of older buildings. Additional similar reuse of existing buildings is underway, in the planning stages, and anticipated in the future. The East End Project has also been completed and occupied.

The mix of land uses has resulted in a competition for available parking within the study area. The primary users are:

- Employees – primarily all-day weekday, although employees of restaurants / retail / entertainment uses also demand parking during evenings and weekends.
- Special event patrons – the Convention Center and Memorial Auditorium create widely varying demand during weekdays, evenings, and weekends.
- Restaurant, bar, club patrons – primarily lunch time and evening demand
- Residents – daytime, evening, and overnight demand

Based on interviews with stakeholders in the Master Plan process, the following key issues were identified:

- All-day employee parking on-street in metered and residential permit areas, with employees moving vehicles to avoid enforcement.
- Unavailability of on-street parking in the evenings, due to demand by both restaurant / bar / club patrons and residents returning home from work.
- A perceived lack of parking by restaurant / bar / club patrons during midday and evening hours, potentially affecting business.
- Rising off-street parking costs, particularly for restaurants that utilize valet parking for their customers.

Existing Parking Supply

Inventory of existing parking supply, both on-street and off-street, was conducted in the Spring and Fall of 2005.

On-Street

There are 575 on-street parking spaces in the 15-block case study area. All on-street parking is time-limited, either by parking meters or posted regulations. The time limits vary from 15 minutes to 10 hours. The time restrictions apply only to weekday daytime parking, typically between 8:00 A.M. and 6:00 P.M. In portions of the case study area, local residents are exempt from the time restrictions through the residential permit program.

Off-Street

There are 5,033 off-street parking spaces in the fifteen-block case study area. The locations of these spaces vary from small surface parking lots to major parking structures. During the weekday daytime, 1,205 of these spaces (about 24 percent of the total) are available to the public, as hourly, daily, or monthly spaces. The remaining spaces are limited to specific business, employee, and residential uses. During weekday evening hours, 2,150 of the off-street supply (about 43 percent) is available for use by the public.

Existing Parking Demand

Surveys of parking demand were conducted during the Spring, Summer, and Fall of 2005. Parking demand was recorded during the following time periods:

- Midday Weekday – Between 10:00 A.M. and 2:00 P.M. on a Tuesday, Wednesday, or Thursday. This is typically the peak daytime accumulation period, reflecting the presence of office workers.
- Friday Early Evening – Between 7:00 and 9:00 P.M. This time period records the effects of restaurant patrons as well as residents returning from work.
- Friday Late Evening – Between 10:00 P.M. and midnight – This time period records the effects of entertainment venues, such as bars and nightclubs.
- Overnight – Between 2:00 and 5:00 A.M. – This time period records the number of on-street parked vehicles primarily associated with residential uses.

Parking occupancy by block is illustrated graphically in figures at the end of the chapter.

Midday

On-Street

During the midday time period, 363 of the 575 on-street parking spaces were occupied (about 63 percent). On a block basis, occupancy varied from 25 percent to 111 percent. Five of the fifteen blocks exhibited occupancy at 85 percent or higher.

Off-Street

During the midday time period, 4,148 of the 5,033 off-street parking spaces were occupied (about 82 percent). Of the publicly available spaces, 836 of the 1,205 (about 69 percent) were occupied.

Early Evening

On-Street

During the early evening time period, 556 of the 575 on-street parking spaces were occupied (about 97 percent). On a block basis, occupancy varied from 49 percent to 140 percent. Eleven of the fifteen blocks exhibited occupancy at 85 percent or higher.

Off-Street

During the early evening time period, 399 of the 5,033 off-street parking spaces were occupied (about 8 percent). Of the publicly available spaces, 150 of the 2,150 (about 7 percent) were occupied.

Late Evening

On-Street

Late evening occupancy surveys were conducted in the case study area east of 15th Street. During this time period, 351 of the 506 on-street spaces were occupied (about 69 percent). On a block basis, occupancy varied from 12 percent to 100 percent. Four of the twelve blocks exhibited occupancy at 85 percent or higher.

Overnight

On-Street

Overnight occupancy surveys were conducted in the case study area east of 15th Street. During this time period, 89 of the 506 on-street spaces were occupied (about 18 percent). On a block basis, occupancy varied from 0 percent to 75 percent. None of the twelve blocks exhibited occupancy at 85 percent or higher.

Zoning Parking Requirements

Within the case study area, the blocks located west of 17th Street are located in the central business district (C-3 zone) and / or in the arts and entertainment district. Under Ordinance 17.64.060, off-street parking in this area is only required for residential uses, hotels, motels, and offices. Retail, restaurant, and entertainment uses do not require any off-street parking. East of 17th Street, all uses are subject to the off-street parking requirements of Ordinance 17.64.020.

Residential use off-street parking requirements range from zero to one space per dwelling unit (plus one guest space per 15 units for multi-family uses). Nightclubs require one space per 1,000 square feet. Restaurants, bars, and brewpubs require one space per three seats.

Office use parking requirements vary depending upon location. In the C-3 zone, the parking minimums and maximums are one space per 600 and 500 square feet, respectively. Outside the C-3 zone (generally east of 16th Street in the case study area), the parking minimums and maximums are one space per 450 and 400 square feet, respectively.

Recommended Parking Strategies

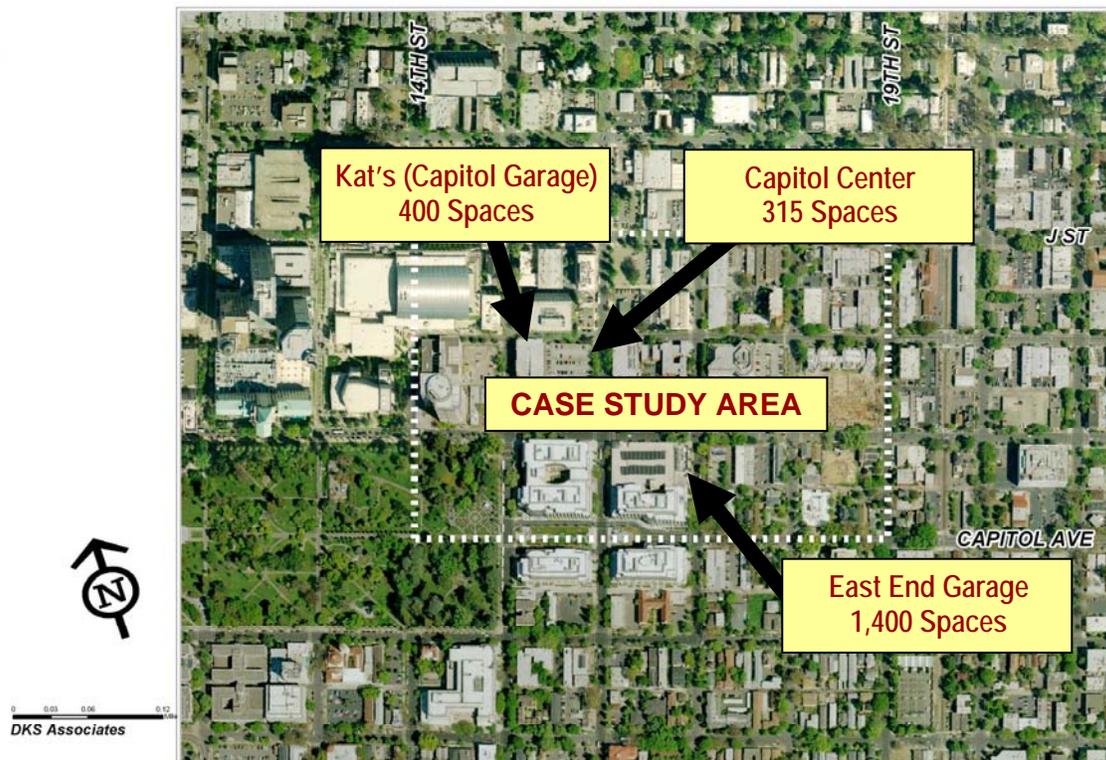
- *Broker agreement among business owners to supply additional publicly available parking in the Midtown entertainment district by making existing private parking available in the evenings and on weekends. Initial focus should be on the Capitol Garage (400 spaces at 15th and K) and the Capitol Center Garage (315 spaces at 16th and K)*

As confirmed by the parking surveys, on-street parking is considered fully occupied (97 percent) on a Friday evening between 7:00 and 9:00 P.M. At this level of occupancy, motorists circle the streets to find available parking, and some park in nearby residential areas. To provide parking for entertainment district patrons, it is recommended that existing off-street parking remain or become available during evenings. The focus of this recommendation is on large facilities, to simplify information (directions/wayfinding) and minimize the possibility that the facilities will be full.

Currently, the East End Garage at 17th Street and Capitol Avenue is available for evening parking, as is the City's Memorial Garage at 14th and H Streets (outside the case study area). The Capitol Center Garage is also open, although the property has future commitments to the hotel project currently under construction at 15th and K Streets. The Capitol Center Garage is not currently open after 7:00 P.M. on weeknights.

The intent of this recommendation is for City staff to work with the business community and parking operators to increase the availability of off-street parking during peak evening time periods. This recommendation would be coordinated with the recommendation to introduce signage, wayfinding, and merchant promotions, discussed later.

Figure 12.2 Locations of Off-Street Parking in the Case Study Area



- *Extend parking restrictions and enforcement in Residential Permit Parking zones within three blocks of study area beyond 6 pm*

Current residential permit parking restrictions end at 6:00 P.M. in the vicinity of the case study area. As a result, entertainment district patrons are permitted to park in these areas, reducing the parking supply for residents. Residents desire to park their vehicles close to their residences.

Extending and enforcing the parking restrictions past 6:00 P.M. will reduce this issue. It may be necessary to reduce the permitted time period (e.g., 2 hours) in some residential permit program districts as well.

- *Extend on-street parking charges throughout entire case study area (meters / pay stations)*

To improve the management of on-street spaces and collect revenue for parking programs (especially increased enforcement), it is recommended that parking charges be extended throughout the case study area. This recommendation will also divert some patrons from on-street parking to off-street parking because of cost, increasing the available on-street supply.

- *Charge for on-street parking in case study area in evening hours*

Because of the high on-street parking demand in the evening hours, it is recommended that fees be collected. This recommendation will divert some patrons from on-street parking to off-street parking because of cost, increasing the available on-street supply.

- *Introduce signage, wayfinding, and merchant promotions to encourage use of off-street facilities*

At the current time, many of the entertainment district patrons are unaware that off-street parking is available during evening hours. Consequently, virtually all patron parking occurs on-street. Since the supply of on-street parking is limited, it is important that available off-street parking is easily located. This can be accomplished through appropriate promotional materials. The intent of this recommendation is for City staff to work with the business community and parking operators to increase the awareness of off-street parking.

- *Increase minimum for residential development to 1.5 spaces per unit in all parts of the Central City other than the central core (Focus Area 1), and create a flexible parking range for residential development by specifying maximums by type of unit, density of development and/or location in the Central City*

At the current time, the Central City is expecting a large influx in residential units. Because few units have been developed recently, the suitability of the current zoning requirements for off-street parking is questionable. Many Central City households have more than one vehicle, and the limited on-street parking supply may not be adequate to accommodate the vehicles of a substantial number of additional residential units.

- *Require that at least one space per unit be provided onsite for residential development*

In conjunction with the previous recommendation, it is desirable that at least one off-street parking space per unit be located onsite rather than at an offsite location. This will reduce the demand on on-street parking that could occur if residents choose a more convenient location (on-street) over remote off-street parking.

- *Modify zoning code to make off-street parking provided for residential units “accessory” to the residential units to prevent them from being used to support other off-site purposes and restrict residents of new residential developments from participating in the City’s Residential Permit Parking program*

To minimize the demand on on-street parking, it is important that parking associated with residential development be used for that residential development. Otherwise, property owners and / or tenants could rent the spaces to other users.

Because of the limited supply of on-street parking, it is recommended that new residential development be self-sufficient with regards to parking. Otherwise, if new residents participate in residential permit parking programs, there may not be adequate on-street supply for all users. New residents could still use on-street spaces, but would be subject to the same restrictions as non-residents (e.g., time limits).

- *Require off-street parking for all retail and entertainment development in the central business district (C-3 zone) and in the arts and entertainment district unless adequate publicly available off-street parking exists within a two-block radius of the subject site*

As discussed previously, many uses are exempt from parking requirements if they are located within the central business district and / or arts and entertainment district. The result of this policy is evident in the case study area, as new restaurant and entertainment uses have resulted in excess demand for on-street parking. If available off-street parking were available nearby, then this remote supply would satisfy the parking requirement.

- *Formulate a City policy to permit interim use (no more than two years with no renewal) of vacant lots for parking with exemption from some of the requirements for improvements when there is a demonstrated need (current occupancy of at least 85%) that is limited in time and is consistent with a longer-term master plan for the site and immediate area*

This recommendation is intended to address special conditions. It would only apply in locations with a current shortage in parking supply. In these locations, an interim parking lot could be created, but only if the site were part of a longer-term master plan. As an interim lot, some code-required improvements would be waived, thereby increasing the financial viability of the construction.

- *Consider extending the five-year surface lot permit to eight years when need for parking can be demonstrated and all code-required improvements are made, and require that existing non-conforming lots meet requirements and a permit be obtained for continued use*

The first part of this recommendation is intended to address special conditions. It would only apply in locations with a current shortage in parking supply. In these locations, the permit for a surface parking lot could be extended to eight years if all code-required improvements exist or are implemented. The longer time frame would increase the financial viability of the construction.

The second part of this recommendation is concerned with existing lots used for parking that are not properly permitted. Such lots must be upgraded include code-required improvements in order to receive a permit and continue to operate.

- *Consider use of angle parking on streets where the angle parking will not interfere with safe traffic operations or compromise the historic nature of the area*

Angle parking is a cost-effective means to increase the on-street parking supply. It has already been implemented at several locations in the case study area. The intent of this recommendation is to increase the use of angle parking in the case study area, if safe traffic operations can be maintained. One potential location is along portions of Capitol Avenue.

Figure 12.3 Midday On-street Parking Occupancy by Block

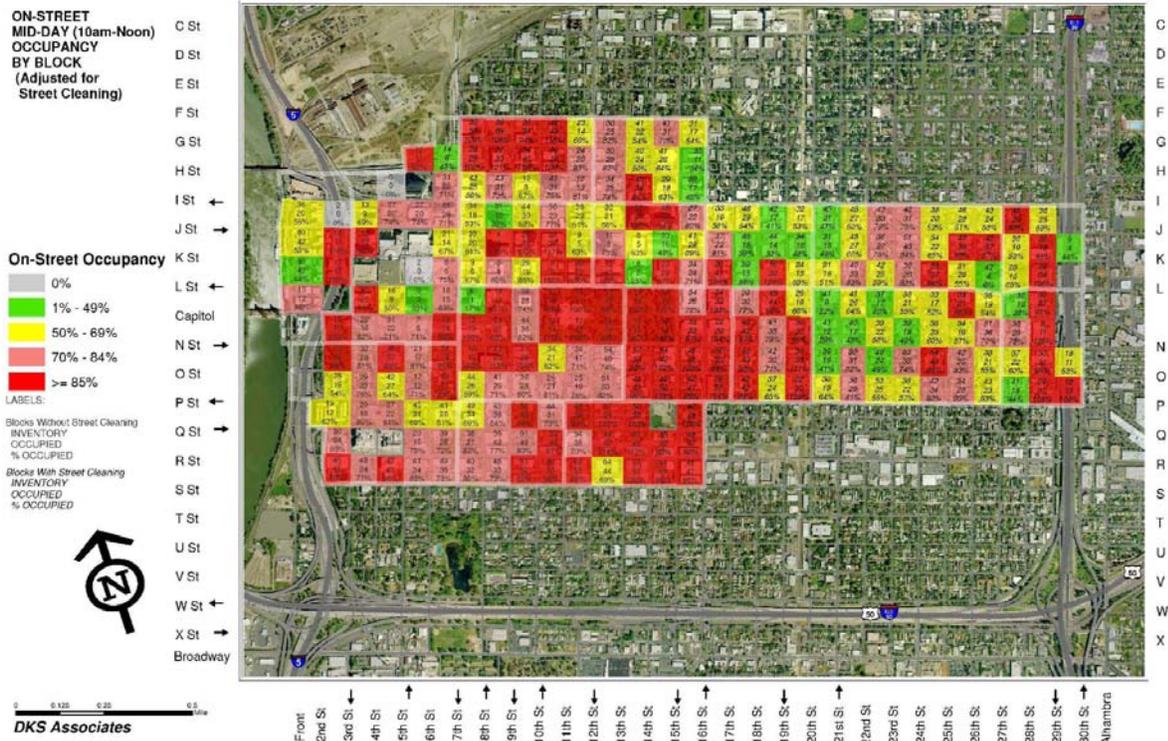


Figure 12.4 Midday Off-street Parking Occupancy by Block

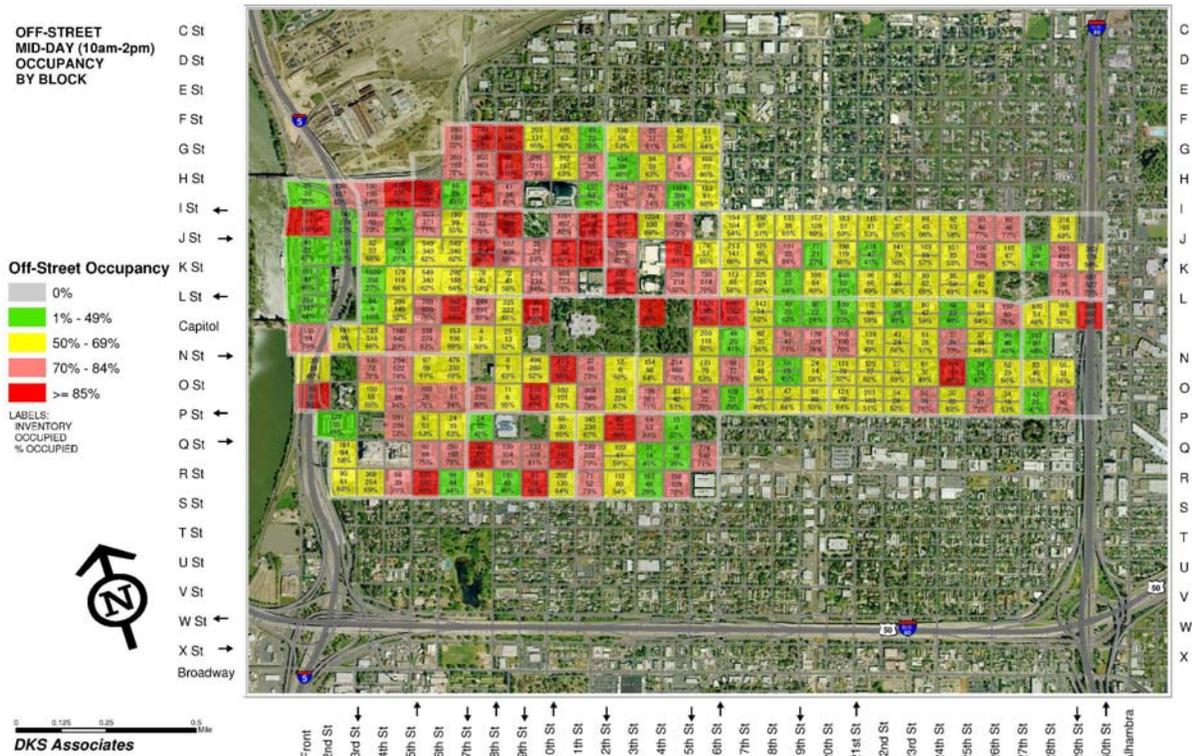


Figure 12.5 Total Midday (On-street and Off-street) Occupancy by Block

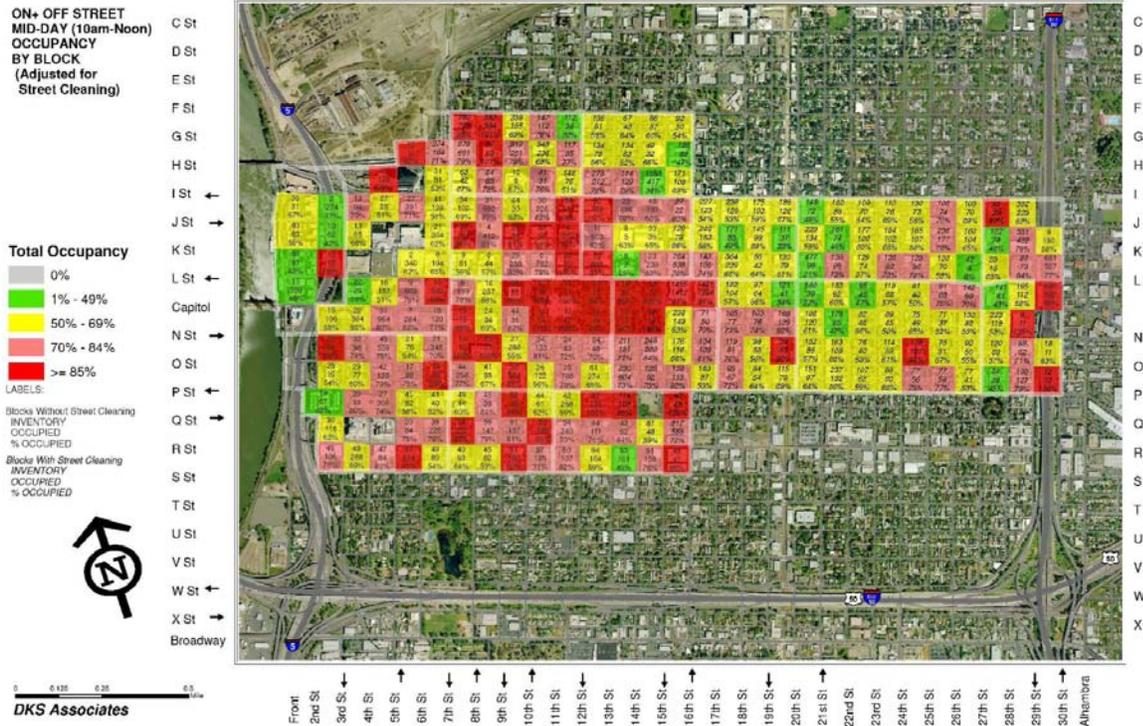


Figure 12.6 Friday Early Evening On-street Occupancy by Block

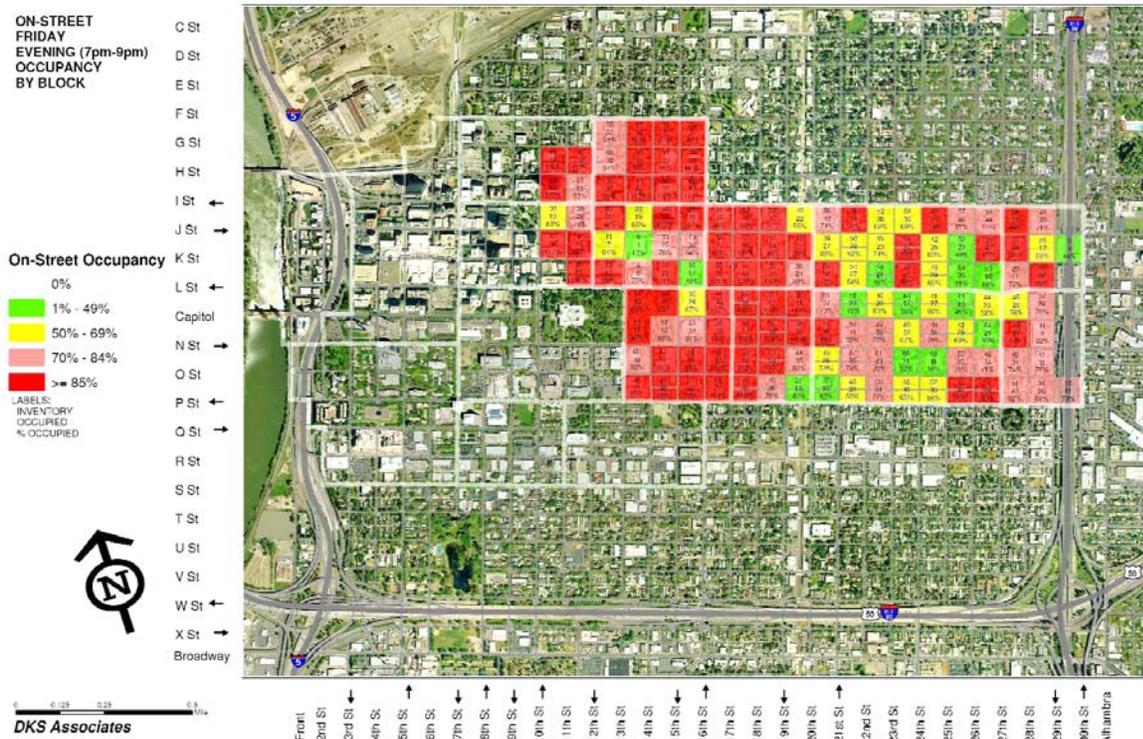


Figure 12.7 Friday Early Evening On-street Occupancy by Block

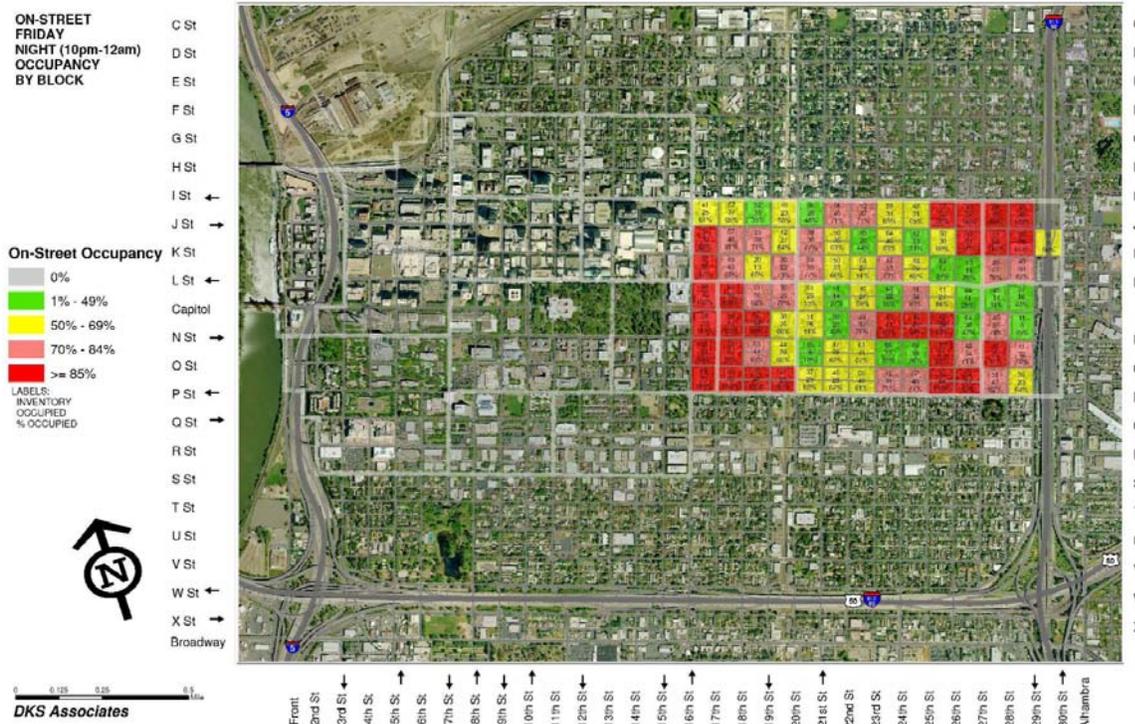
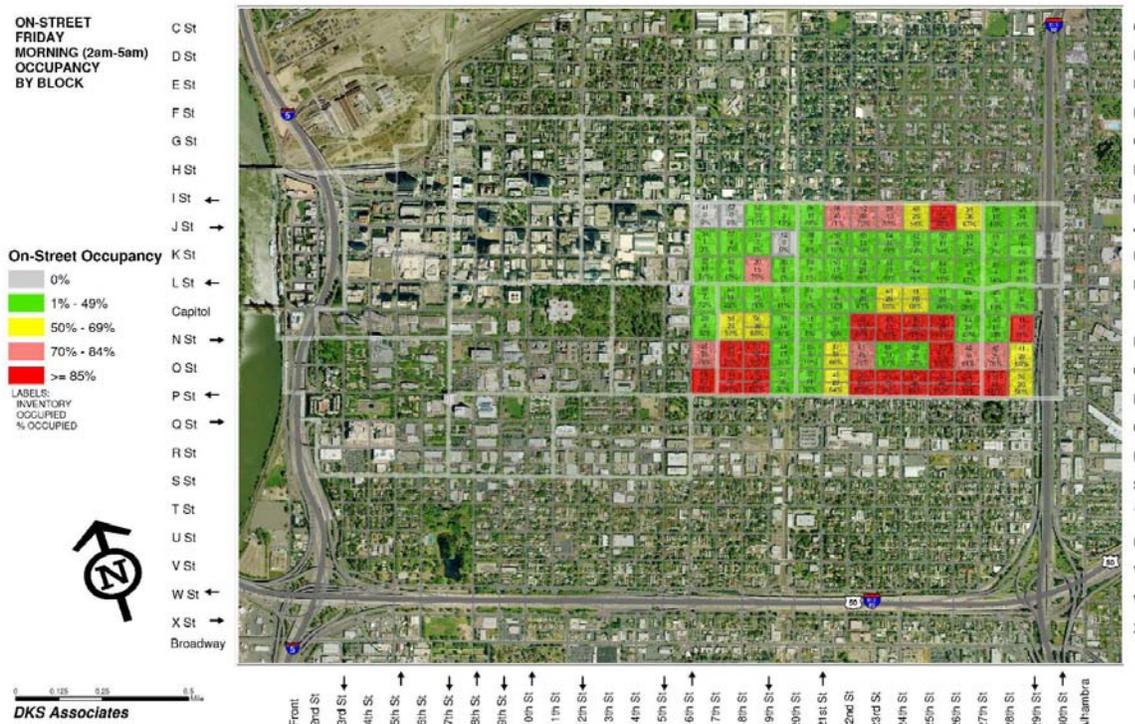


Figure 12.8 Friday Late Evening On-street Occupancy by Block



MAYOR AND CITY COUNCIL

Mayor Heather Fargo

City Council Members

District 1, Ray Tretheway

District 2, Sandy Sheedy

District 3, Steve Cohn

District 4, Robert King Fong

District 5, Lauren Hammond

District 6, Kevin McCarty

District 7, Robbie Waters

District 8, Bonnie Pannell

APPENDIX

List of Stakeholder Group Invitees

List of Stakeholder Group Invitees

Organization or Individual Invited

20th Street Neighborhood Association*
Air Resources Board
AKT Development Corporation
Alkali Flat PAC
Ampco System Parking*
Applied Architecture Inc*
Boulevard Park Neighborhood Association*
Breathe California of Sacramento-Emigrant Trails (American Lung Association)*
California Bicycle Coalition
California Fruit Building Company*
California Restaurant Association*
Capitol Area Development Authority (CADA)*
Capitol Foursquare Church
Capitol Towers
Captiol Area R Street Association (CARSA)
Cathedral of the Blessed Sacrament*
Center of Praise Ministries
Central Parking System*
CFB and 7th and J Building*
City of Sacramento, Development Services*
City of Sacramento, Economic Development*
City of Sacramento, Neighborhood Services Department*
City of Sacramento, Parks and Recreation*
City of Sacramento, Planning Department*
City of Sacramento, Planning Department*
City of West Sacramento, Redevelopment Agency*
Convention, Culture and Leisure*
County of Sacramento*
Crest Theatre
Crocker Art Museum
David S. Taylor Interests*
Downtown Sacramento Partnership*
Dragon Fly
East Sacramento Alhambra Neighborhood Association
East Sacramento Chamber of Commerce

East Sacramento Improvement Association
Environmental Council of Sacramento (ECOS)*
Equity Office Properties/Wells Fargo Office
Fremont Park Neighborhood Association*
Friends of H Street
Friends of Light Rail and Transit/L Street Lofts*
Governor's Square
Greater Broadway Partnership
Heller Pacific Inc.*
Historic Old Sacramento Foundation, Inc.*
Inside the City/MENA/East Sacramento Chamber of Commerce
Jack's Urban Eats
James J. Cordano Co.*
Land Park Community Association*
Loftworks*
Lucca Restaurant
Mansion Flat Neighborhood Association
Mark Stein Delivery
Marshall School Neighborhood Association*
McKinley Elvas Neighborhood Alliance
Midtown Business Association*
Mikuni Sushi*
Mohanna Development
Monighan Architects
Neighborhood Advisory Group (NAG)*
Neuman Enterprises*
New Era Park Neighborhood Association
Newton Booth Neighborhood Association
Paesano's Pizzeria*
Paragary's Restaurant Group
Park Place
Petrovich Development Company
Pioneer House
Pioneer Towers
Priority Parking*
Ravel Properties
Republic Parking NW Inc.*
River District (Capitol Station District)*
Riverview Plaza

Rubicon Partners Inc.*
Sacramento Area Bicycle Advocates*
Sacramento Bicycle Advisory Committee
Sacramento Bee
Sacramento Convention & Visitors Bureau
Sacramento Housing & Redevelopment Agency (SHRA)*
Sacramento Metropolitan Air Quality & Management District*
Sacramento Metropolitan Chamber of Commerce
Sacramento Regional Transit District*
Sacramento Transportation Management Association (TMA)*
Sheraton Grand Hotel
Sierra Curtis Neighborhood Association
SKK Development*
Somerset Parkside Homeowners Association
Southside Park Neighborhood Improvement Association
Sperry Van Ness/Hefner Realty Corporation (Hefner Strain Realty Corporation)*
St. John's Lutheran Church
Standard Parking*
Stanford Park Homeowners Association
State of California, DGS, Real Estate Division*
Sutter Health*
Sutter Place Homeowners Association
The Christofer Company
The Fremont Building
The Hyatt Regency
Thomas Enterprises, Inc.
Trinity Cathedral*
Trinity Lutheran Church
Walk Sacramento*
Washington Park Neighborhood Improvement Group
West Midtown Neighborhood Association
Westfield Shoppingtown Downtown Plaza*
Winn Park-Capitol Avenue Neighborhood Association*
WinShip Properties
Wong Center*

* Attended one or more meeting during the project