

Parking Challenges and Trade-Offs

What is the best way to balance competing interests and priorities while updating the City's off-street parking regulations?

Updating off-street parking regulations can be a complicated process due to competing interests and priorities. On the one hand, reducing the amount of required off-street parking may encourage the use of alternative modes of transportation (public transit, bicycling, and walking), improve the visual streetscape of the city, and reduce development costs. In 1996, the City adopted a resolution (known as the "Transit-First" or "Alternative Modes" policy) that promotes the use of public transit in Oakland. The resolution acknowledges the value to Oakland of reducing automobile trips for improved air quality, land use, traffic safety, and livability. This vision is also reflected in the policies included in the City's General Plan Land Use and Transportation Element (LUTE), adopted in 1998. The LUTE, considered the City's fundamental land use and transportation policy plan, encourages transit-focused development along the City's major corridors and Downtown and minimizing the visibility of off-street parking. Minimizing the visibility of off-street parking enhances building facades and enlivens the streetscape. Less off-street parking also reduces development costs that can, in turn, reduce the cost to prospective residents and businesses.



On the other hand, there is concern by some members of the public that a reduction of off-street parking requirements for a new development on the corridors may create a "spillover effect" on adjacent streets. The spillover effect refers to the possibility that residents or customers of a new development will not find on-site parking and will instead inconvenience nearby residents by parking on surrounding residential streets. Another concern is that a new development with reduced off-street parking may negatively impact businesses because the residents of the new development may use parking spaces that would have been used by customers. Finally, limited parking opportunities may make a development less attractive to prospective residents and/or customers.

During the parking update, the City will be researching ways to balance competing interests, such as the ones described above, including looking at ideas from other cities that are designed to utilize land more efficiently and strategically balance the interests of parking demand and city goals. These practices include but are not



limited to: car sharing, unbundling the price of parking from a residential unit or commercial space, shared parking spaces, in-lieu fees, parking maximums, and transit-oriented development. The September 15, 2011, workshop will have two stations with additional information about these alternative ideas.

As the City moves forward on the off-street parking update, we're interested in hearing feedback from the public on the best ways to balance competing interests concerning off-street parking.



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Parking Ideas from Other Cities - Part 1

Car Share: Car-sharing allows users to access vehicles from a particular company for short or long periods of time (by the hour, day, etc.). These vehicles are centrally located in parking lots in multi-family residences, workplaces, commercial areas, or transit hubs. City policy could be used to "reward" car-sharing by including in a zoning ordinance (e.g., allow developers to provide less parking spaces if they incorporate car-sharing). This can lead to lower vehicle ownership over time and less need for parking spaces. Can be combined with Unbundled Parking to allow people to opt out of purchasing or renting a parking space who plan to use car-sharing instead of owning a car.



◆ **Examples:**

San Francisco, CA - Reductions from typical minimum parking spaces if car-sharing vehicles provide on site.

Denver, CO - Reduction in parking spaces for multi-family residential units by providing 1 car share space to replace 5 required spaces.

Parking Maximums: Sets a ceiling or maximum number of parking spaces per square feet, development, or unit. More efficient use of land, allows for better pedestrian environment, reduces impervious surfaces to reduce water runoff, and helps promote alternative modes of transportation. Often used in areas accessible to transit and high density areas. Recommended to combine with Unbundled Parking and potentially Transferable Parking Development Rights (see below).

◆ **Examples:**

Portland, OR - Maximum parking regulations for new development in the central business district as well as maximums in most neighborhoods based on the availability of transit service. Lower maximums if 1/4 mile from a frequently served bus stop or 1/2 mile from a transit station. The maximum in the central core is 0.7 spaces per 1,000 sq. ft. up to 2.5 spaces per 1,000 sq. ft. in adjacent business districts.

Seattle, WA - For non-residential uses in downtown the maximum allowed amount of parking is 1 space per 1,000 sq. ft.

Transferable Parking Development Rights: Same basic concept as transferable development rights (TDRs); can transfer or sell parking spaces based on the required number of spaces for a particular development if they build more than the minimum spaces required and do not need the extra spaces. Another nearby business or residential development could purchase these extra spaces in order to provide their minimum required spaces. When combined with Parking Maximums a developer builds less than the maximum number of spaces on-site and can sell credits for the extra unbuilt spaces to a nearby business or residential development that needs more parking spaces than the maximum number allowed.

◆ **Example:**

Portland, OR - Used in areas with parking maximums to allow those businesses that would like more parking to buy credits from those businesses that do not need as much.

Unbundled Parking: The price/rent of commercial space or multi-family residential units does not include the cost of parking spaces. In a residential rental situation a resident can opt to pay less rent per month if they do not have a parking space. In a condo situation, an owner can pay less money for a condo that does not include a parking space. This would allow a developer to build less parking than is currently required. It allows for more affordable housing for renters and owners who do not own vehicles. This also provides an understanding to residents the true cost of owning a car instead of hiding the cost of the parking space when it is included in the rent or sale of the unit. This can encourage people to make alternative decisions about owning a car or multiple cars. Can be combined with Parking Maximums.

◆ **Examples:**

San Francisco, CA - The Central Waterfront Plan eliminates minimum parking requirements and requires unbundled parking in the rental or sale of residential units.

Portland, OR - A mixed-use development near a central city district that is also near light rail and high frequency bus routes was allowed to unbundle the parking as part of several tools in order to reduce the amount of required parking for the apartment buildings. Residents have the option to pay for a parking space if needed. One development is a mixed-income apartment building; by allowing residents who do not have cars to pay less rent it makes for even more affordable living.



Parking Ideas from Other Cities - Part 2

In Lieu Fee: Developer can pay a fee to the city in lieu of providing all or some of the parking stipulated in code, the money is used to provide centralized parking lots/garages that can be shared. The in-lieu fee can be set at the same level or below the cost of constructing parking spaces on-site to encourage developers to pay the in-lieu fee. Can encourage development and help pay for shared parking garages that existing buildings built prior to parking regulations can utilize. Can allow the site to be maximized for development and still provide money to build a centralized parking area. Reuse of existing and historic buildings that would require additional parking for new uses can also take advantage of an in-lieu fee program.

◆ **Examples:**

Pasadena, CA - In Old Town, a "Parking Credit Program" was created for businesses to meet off-street parking requirements and allows businesses to locate in a building where they might not be able to meet their higher parking requirement for a different use than what used to be in the building. The money collected is intended to be used for a common parking garage.

Mountain View, CA - The in-lieu fee program is for developments that front the main streets in downtown which encourages shared parking facilities and reduces the development cost of parking.

Reductions for Affordable and Senior Housing: Currently there are state mandated allowances for parking reduction for affordable and senior housing. There is opportunity to allow for further reductions of parking for either type of development. Often affordable and senior housing residents don't own a vehicle or only one vehicle so the amount of parking needed is generally less. This can be combined with the requirement that facilities provide free transit passes for their residents to reduce parking demand.

◆ **Example:**

Denver, CO - Parking reductions are allowed for affordable and senior housing in Main Street Zones. An alternative parking ratio of 0.25 parking spaces per unit is offered for: housing that is affordable for persons with 40% area median income and below; units under 550 sq. ft. in floor area such as single room occupancy (SRO) hotels, boarding and rooming homes, or other special needs housing with similar reduced parking demand as approved by the Zoning Administrator. In all other zones a 20% reduction in the total number of required parking spaces is granted for affordable housing and an alternative parking ratio of 0.25 parking spaces per unit may be used at the applicant's option for SRO hotels.

Transit Overlay Zones: Parking can be reduced for those areas that are within a certain distance of transit, usually a walking distance of 1/4 to 1/3 of a mile.

◆ **Examples:**

San Jose, CA - A reduction of up to 10% of the required parking spaces for structures or uses located within 2,000 feet of a proposed or an existing rail station, and areas designated as neighborhood business districts in the City's General Plan.

Denver, CO - Parking reduction for projects close to multi-modal transportation allow the Zoning Administrator to grant up to a 25% reduction in the required parking if located within 1/4 mile of the outer boundary of a rail transit station or 1/4 mile of an enhanced transit corridor.

Shared Parking: Allows different users from different activities to park in same lot/spaces, this could be at the same time of day or at different times of day. Often businesses have peak parking demand at different times of the day, such as a bank during the day and a restaurant only open for dinner in the evening. By sharing parking the amount of land used for parking can be reduced significantly. Zoning codes can be written to allow or encourage shared parking agreements for uses within the same lot or building as well as for off-site shared parking to meet parking regulations for complimentary uses within a limited walkable area.

◆ **Examples:**

Berkeley, CA - The parking code allows for a Joint Use Parking Agreement if the spaces are located within 800 feet of the use to be served, the times demanded for the parking will not conflict substantially between the use offering the spaces and the use to be served, and the spaces are not already committed for another use at similar times. In the R-4 and R-5 Districts off-street parking for multiple dwellings may be used for offices if not more than 20% of the multi-family spaces are used and the spaces are located on the same lot as the offices or under same ownership with 300 feet of the offices. A deed restriction is also placed on the property to allow for the joint use of the spaces.

Denver, CO - Allows for shared parking but requires the developer to submit a shared parking analysis as part of the site plan application that establishes the activities that will use the shared parking spaces at different times of the day, week, month, or year. The analysis requires a shared parking study prepared by a qualified professional, which contains at a minimum: the intensity and type of activities and the composition of uses; hours of operation; the rate of turnover for shared spaces; the distances of shared parking spaces from the uses they serve; and the anticipated peak parking and traffic loads for the site. Spaces reserved for a specific tenant or dwelling unit shall not be included and if the shared parking spaces are located on a different lot than the primary use(s) served, they shall be no greater than 1,500 feet away.





oakland parking update

CITY OF OAKLAND EXISTING PARKING REQUIREMENTS, 9/2011

The following tables are a summary of the City’s existing minimum parking requirements for residential, civic, and commercial development. Note that these regulations are only a summary.; Chapter 17.116 contains the full text of the requirements. For the sake of simplicity, regulations for the **S-7, S-11, and S-12 zones** are not included in the table. S-7 is an overlay zone that contains reduced parking requirements for Old Oakland. The S-11 zone is located in part of the Oakland Hills and calculates parking according to number of bedrooms in a home. The S-12 is an overlay zone, located in Adams Point, that calculates the number of required parking spaces by the number of habitable rooms in a building.. The regulations for the S-7 and S-11 zones are in Chapter 17.116 of the Planning Code. The regulations for S-12 are contained in Chapter 17.94 of the Planning Code.

EXISTING PARKING REQUIREMENTS FOR RESIDENTIAL FACILITIES

Residential Facility Type	Zone	Requirement
One-Family Dwelling	RH and RD (low density zones)	Two spaces for each unit
	RM-1 (a medium density zone)	1.5 spaces for each unit
	RM-2 (a medium density zone)	One space for each unit when lot is less than 4,000 sf in size and/or 45 ft in width; 1.5 spaces for each unit when lot is 4,000 sf or more in size and/or 45 ft in width
	S-15 (transit oriented development zone)	One-half space for unit
	Any other zone	One space per unit
One-Family Dwelling with Secondary Unit	RH zones, RD zones, RM-1, and RM-2 (all low and medium density zones except RM-3 and RM-4)	One space for the secondary unit unless the lot already contains a total of at least three spaces
	All other zones	One space for the secondary unit unless the lot already contains a total of at least two spaces
Two- and Multifamily Dwellings	RD-2, RM-1, RM-2 (low- and medium-density zones)	1.5 spaces for each unit
	S-15 (transit oriented zone)	One-half space per unit
	Any other zone	One space per unit
Rooming House	Any zone	One space for each two rooming units
Mobile Home	Any zone	One space for each unit plus one additional space for each four units
Bed and Breakfast	Any zone	One space for each two units plus the required parking for a One-Family Dwelling in the underlying zone

EXISTING PARKING REQUIREMENTS FOR CIVIC ACTIVITIES

Civic Activity	Zone	Minimum Total Size When Parking Regulations Apply	Requirement
Essential Service Limited Childcare	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	--	No spaces required
Community and Recreational Assembly <ul style="list-style-type: none"> • Playgrounds and playing fields • Concessions located in Public • Temporary nonprofit festivals • Private non-profit clubs & lodges 	All zones	--	A number of spaces to be prescribed by the Director of City Planning
Community and Recreational Assembly <ul style="list-style-type: none"> • Churches and all other activities 	C-45 (a general commercial zone) and CBD-P, CBD-C, and CBD-X (downtown commercial zones) and S-2 (civic center zone)	10,000 sf of floor area	One space for each 20 seats or for each 150 sf of floor area where seats are not fixed, in principal meeting rooms.
	CN zones (neighborhood commercial zones)	Total of 75 seats or 750 sf of floor area when seats not fixed, in principal meeting rooms	One space for each 15 seats, or for each 100 sf of floor area where seats are not fixed, in principal meeting rooms
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by the Director of City Planning
	Any other zone	Total of 75 seats, or 750 sf of floor area when seats not fixed in principal meeting rooms	One space for each 10 seats, or for each 100 sf of floor area where seats are not fixed, in principal meeting rooms
Community Education <ul style="list-style-type: none"> • High schools 	CBD-P, CBD-C, and CBD-X (downtown commercial zones)	--	No spaces required
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	--	One space for each three employees plus one space for each 10 students of planned capacity
Community Education <ul style="list-style-type: none"> • All other activities 	CBD-P, CBD-C, and CBD-X (downtown commercial zones)	--	No spaces required
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	--	One space for each three employees
Nonassembly Cultural Administrative	CBD-P, CBD-C, and CBD-X (downtown commercial zones)	--	No spaces required
	C-45 (a general commercial zone) and S-2 (civic center zone)	10,000 sf of floor area	One space for each 1,400 sf of floor area
	CN zones (neighborhood commercial zones)	3,000 sf of floor area	One space for each 900 sf of floor area
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	3,000 sf of floor area	One space for each 600 sf of floor area

EXISTING PARKING REQUIREMENTS FOR CIVIC ACTIVITIES cont'd

Civic Activity	Zone	Minimum Total Size When Parking Regulations Apply	Requirement
Health Care • Hospitals	CBD-P (downtown pedestrian oriented zone)	--	No spaces required
	C-45 (a general commercial zone) and CBD-P, CBD-C, CBD-X zones (downtown commercial zones) and S-2 zone (civic center zone)	--	One space for each staff or regular visiting doctor
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by the Director of City Planning
	Any other zone	--	One space for each four beds, plus one space for each four employees other than doctors, plus one space for each staff or regular visiting doctor
Health Care • Clinics	C-45 (a general commercial zone) and CBD-P, CBD-C, CBD-X (downtown commercial zones) and S-2 zone (civic center zone)	--	One space for each staff or regular visiting doctor
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	--	Three spaces for each staff or regular visiting doctor plus one space for each two other employees
Health Care • All other activities	CBD-P (downtown pedestrian oriented zone)	--	No spaces required
	C-45 (a general commercial zone) and CBD-P, CBD-C, CBD-X (downtown commercial zones) and S-2 (civic center zone)	--	One space for each staff or regular visiting doctor
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	--	One space for each six beds, plus one space for each four employees other than doctors, plus one space for each staff or regular visiting doctor
Utility and Vehicular	CDB-P, CBD-C, and CBD-X (downtown commercial zones)	--	No spaces required
	C-45 (a general commercial zone) and S-2 zone (civic center zone)	10,000 sf of floor area	One space for each vehicle used in connection with the activities
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	3,000 sf of floor area	One space for each three employees plus one space for each vehicle used in connection with the activities
Extensive Impact • Colleges and universities	CBD-P, CBD-C, and CBD-X (downtown commercial zones)	--	No spaces required
	S-15 (transit oriented zone)	--	A number of spaces to be prescribed by Director of City Planning
	Any other zone	--	One space for each three employees plus one space for each six students of planned capacity
Extensive Impact • All other	All zones	--	A number of spaces to be prescribed by Director of City Planning

EXISTING PARKING REQUIREMENTS FOR COMMERCIAL ACTIVITIES

Commercial Activity	Zone	Minimum Total Size When Parking Regulations Apply	Requirement
General Food Sales Full Service Restaurant Limited Service Restaurant and Café Convenience Market Alcoholic Beverage Sales	CBD-P, CBD-C, and CBD-X (downtown commercial zones) and S-15 (transit oriented zone)	--	No spaces required
	C-45 (commercial zone) & S-2 (civic center zone)	3,000 sf of floor area	One space for each 450 sf of floor area
	CN (neighborhood commercial zones)	3,000 sf of floor area	One space for each 300 sf of floor area
	Any other zone	--	One space for each 200 sf of floor area
Mechanical or Electronic Games Medical Service General Retail Sales, except when sales are bulky merchandise, e.g. furniture or large appliances Consumer Service Consumer Cleaning and Repair Service, except when services consists primarily of repair or cleaning of large items such as furniture or carpets General Wholesale Sales, whenever 50 percent or more of all sales on the lot are at retail Undertaking Service	CBD-P, CBD-C, and CBD-X (downtown commercial zones) and S-15 (transit oriented zone)	--	No spaces required
	C-45 (general commercial zone) and S-2 zone (civic center zone)	1,000 sf of floor area	One space for each 900 sf of floor area
	CN (neighborhood commercial zones)	3,000 sf of floor area	One space for each 600 sf of floor area
	Any other zone	3,000 sf of floor area	One space for each 400 sf of floor area
Consultative & Financial Service Administrative Business, Communication, and Media Service Broadcasting and Recording Service Research Service	CBD-P, CBD-C, and CBD-X (downtown commercial zones) and S-15 (transit oriented zone)	--	No spaces required
	C-45 (a general commercial zone) and S-2 zone (civic center zone)	10,000 sf of floor area	One space for each 1,400 sf of floor area
	CN (neighborhood commercial zones)	3,000 sf of floor area	One space for each 900 sf of floor area
	Any other zone	3,000 sf of floor area	One space for each 600 sf of floor area
General Wholesale Sales, whenever less than 50 percent of all sales on the lot are at retail Building Material Sales Automotive Sales and Service Automobile and Other Light Vehicle Sales and Rental	S-15 (transit oriented zone)	--	No spaces required
	C-45 (a general commercial zone) and CBD-P, CBD-C, CBD-X (downtown commercial zones) and S-2 (civic center zone)	10,000 sf of floor area	One space for each 1,000 sf of floor area, or for each three employees, whichever requires fewer spaces
	Any other zone	5,000 sf of floor area	One space for each 1,000 sf of floor area, or for each three employees, whichever requires fewer spaces
General Retail Sales, when sales are of bulky merchandise such as furniture or large appliances Consumer Cleaning and Repair Service, when services consist of repair or cleaning of large items such as furniture or carpets Animal care & Animal Boarding	CBD-P, CBD-C, and CBD-X (downtown commercial zones) and S-15 (transit oriented zone)	--	No spaces required
	C-45 (a general commercial zone) and S-2 (civic center zone)	10,000 sf of floor area	One space for each 1,000 sf of floor area
	Any other zone	5,000 sf of floor area	One space for each 1,000 sf of floor area

EXISTING PARKING REQUIREMENTS FOR COMMERCIAL ACTIVITIES, cont'd

Commercial Activity	Zone	Minimum Total Size When Parking Regulations Apply	Requirement
Group Assembly Personal Instruction and Improvement and Small Scale Entertainment	CBD-P, CBD-C, CBD-X (downtown commercial zones) and S-15 (transit oriented zone)	--	No spaces required
	C-45 (a general commercial zone) and S-2 zone (civic center zone)	10,000 sf of floor area	One space for each 16 seats in indoor places of assembly with fixed seats, plus one space for each 160 sf of floor area in indoor places of assembly without fixed seats, plus a number of spaces to be prescribed by Director of City Planning for outdoor assembly area
	CN (neighborhood commercial zones)	Total of 75 seats in indoor places of assembly with fixed seats, or 750 sf of floor area in dance halls or other indoor places of assembly without seats, or 5,000 sf of outdoor areas	One space for each eight seats in indoor places of assembly with fixed seats, plus one space for each 80 sf of floor area in indoor places of assembly without fixed seats, plus a number of spaces to be prescribed by the Director of City Planning for outdoor assembly areas
	Any other zone	Total of 75 seats in indoor places of assembly with fixed seats, or 750 sf of floor area in dance halls or other indoor places of assembly without seats, or 5,000 sf of outdoor areas	One space for each eight seats in indoor places of assembly with fixed seats, plus one space for each 80 sf of floor area in indoor places of assembly without fixed seats, plus a number of spaces to be prescribed by the Director of City Planning for outdoor assembly areas
Transient Habitation	S-15 (transit oriented zone)	--	No spaces required
	CBD-P, CBD-C, and CBD-X (downtown commercial zones)	--	1 space for each unit in a motel & 1 space for each 2 units in hotel
	Any other zone	--	1 space for each unit in a motel & 3 spaces for each 4 units in hotel
Automobile and Other Light Vehicle Gas Station and Servicing Automotive and Other Light Vehicle Repair and Cleaning Automotive Fee Parking	CBD-P, CBD-C, CBD-X (downtown commercial zones) and S-15 zone (transit oriented zone)	--	No spaces required
	C-45 (a general commercial zone and S-2 zone (civic center zone)	10,000 sf of floor area	One space for each 1,000 sf of floor area
	Any other zone	--	One space for each 1,000 sf of floor area
Transport and Warehousing	CBD-P, CBD-C, and CBD-X (downtown commercial zones)	--	No spaces required
	Any other zone	10,000 sf of floor area and outdoor storage, processing, or sales area	One space for each three employees
Scrap Operation	CBD-P, CBD-C, and CBD-X zones (downtown commercial zones)	--	No spaces required
	Any other zone	10,000 sf of floor area and outdoor storage, processing or sales area	One space for each 2,000 sf of floor area, or for each three employees, whichever requires more spaces
Fast-Food Restaurant	CBD-P, CBD-C, and CBD-X (downtown commercial zones) and S-15 (transit oriented)	--	No spaces required
	C-45 (a general commercial zone)	10,000 sf of floor area	One space for each 450 sf of floor area
	CN (neighborhood commercial zones) and S-2 (civic center)	2,000 sf of floor area	One space for each 300 sf of floor area
	Any other zone	3,000 sf of floor area	One space for each 200 sf of floor area