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DEPARTMENT OF
PLANNING AND DEVELOPMENT

CITY OF SACRAMENTO
CALIFORNIA

1231 I STREET
ROOM 200
SACRAMENTO, CA
95814-2998

May 29, 1990

BUILDING INSPECTIONS
916-449-5716

Transportation and Community Development Committee
Sacramento, California

PLANNING
916-449-5604

Honorable Members In Session:

SUBJECT: AIR QUALITY / CITY AND REGIONAL PARKING POLICIES

SUMMARY

This report is the fourth in a series of reports intended to address air quality issues. The purpose of this report is to continue focusing attention on the 13 proposed short-term measures and the proposed process for developing a more comprehensive public/private parking strategy. The previous three reports were: 1) "Improving Air Quality Through Parking Policies" (March 27th); 2) "Air Quality / City & Regional Parking Policies" (May 1); and (3) "EPA Advance Notice of Proposed Rulemaking Relating to Air Quality in Sacramento" (May 1).

The report recommends modified short term policies with regard to the City's parking standards that (a) bring the balance of the City to parity with the CBD regarding the concept of maximum allowable parking and reduced minimum parking in areas outside of the CBD, and (b) bring about parking reductions in the CBD to coincide with the Transportation System Management program's contribution to reducing the need for parking spaces. The policies recognize that the parking standards have already taken into account the alternative commute mode in the Central Business District, whereas the parking standards for other areas of the City do not reflect TSM goals. The revised policies differ from those recommended on March 27th in that the new policies do not alter the minimum and maximum standards in the CBD, although the policy to encourage parking reductions through enhanced TSM in the CBD has been clarified.

The report also recommends a comprehensive evaluation of parking policy to decide how to manage parking supply and demand in order to balance goals of improving air quality, improving circulation and mobility, and maintaining a viable economic climate.

In summary, this report recommends that the Committee take the following actions:

1. Approve in concept, the short-term parking policy changes outlined in this report, and direct staff to submit final implementing ordinances and resolutions to the City Council for approval as required;
2. Direct staff to forward to joint Budget & Finance / Transportation & Community Development Committees the consideration of the process for developing a long-term public/private parking strategy.

BACKGROUND

Tremendous growth in the City of Sacramento has resulted in increased traffic/parking problems which have in turn significantly contributed to air quality problems in the Sacramento area. Since the Federal Clean Air Act was passed in 1977, the Sacramento Metropolitan Air Quality Maintenance Area has been unable to achieve attainment for ozone (O₃). Numerous plans and strategies have been prepared, but none have shown the potential for attainment.

In December of 1988, the Environmental Protection Agency (EPA), in response to a lawsuit filed by ECOS, formally disapproved Sacramento's air quality plan. As part of the settlement the EPA has developed a schedule for the preparation of a Federal Implementation Plan (FIP) to bring the area into attainment. The schedule includes the promulgation of an Advance Notice Proposed Rulemaking (ANPRM), which was recently distributed to local government agencies for review. [See Attachment 1 for the May 1, 1990 Staff Report concerning ANPRM.] The proposed rules contain measures which address parking management as one of eight Transportation Control Measures (TCMs) EPA will consider. However, the EPA has stated that wherever possible, it will incorporate local policies which have the potential to bring the area into attainment rather than develop the rules themselves.

The California Clean Air Act of 1988 requires areas that currently exceed state ambient air quality standards to develop new plans to attain these standards. Specifically, non-attainment areas must achieve a five percent per year emission reduction for each pollutant. Therefore, economic growth (more employees and residents) requires that per capita production of emissions must be reduced by more than five percent per year.

SACOG through the Interim Air Quality Report and the Sacramento Air Quality Management District, through its Air Quality Improvement Strategy, contemplate that reductions in emissions must occur for stationary sources (manufacturing activities), mobile sources (vehicles), and indirect sources (buildings that attract trips and the roads and parking facilities through which these trips are accommodated). The management of indirect sources should include methods of reducing trips via parking management.

A basic assumption of parking management policy is that travel behavior can be modified through an integrated strategy of providing alternatives to the single occupant vehicle mode. Empirical research demonstrates that parking policies (that affect availability and price) have a dramatic impact on travel mode choice. Furthermore, it is assumed that a shift in travel mode will have a positive impact on air quality.

These were the primary factors considered when a review of the City's parking policies for the downtown area was requested on January 23, 1990. However, the City Council's expression of interest in revising current parking standards has generated considerable comments from the environmental and development communities:

1. Attainment of federal and State air quality standards will require aggressive measures to reduce the quantity of air emissions;
2. Vehicle emissions (mobile sources) will become a major focus of control strategies, particularly as stationary source control strategies become exhausted;
3. Parking management is necessary as one of the transportation control measures that can help attain air quality standards, particularly as population grows and vehicle miles travelled per person increases;
4. Parking standards should be set to reasonably accommodate employees and clients for whom alternative mode commuting is not a realistic option;
5. Parking standards must be realistic in recognizing transit and other alternative mode commute capacity, as well as availability of off-site parking facilities;
6. Changes in the parking standards should not be limited to a single geographic area, in that it would place that area at a competitive disadvantage; the standards should be viewed in a regional perspective.

REGIONAL CONTEXT

Office square footage in the Central Business District (CBD synonymous with the C-3 zone) at 6.1 million square feet, and in the downtown (CBD and state offices) at 9.5 million square feet, comprise approximately 21% and 33%, respectively, of the total office square footage in the region at 29 million square feet. It is important to consider parking policies for the CBD in the context of comparable regional conditions. If parking is restricted only in the CBD, there is a significant likelihood that potential CBD businesses will be displaced into the suburban fringes of the downtown (e.g., South Natomas) and in the County (e.g., Highway 50 corridor).

EXISTING SQUARE FEET & EMPLOYMENT IN THE REGION

	<u>Office SQUARE FEET</u>	<u>Office EMPLOYMENT</u>
CENTRAL BUSINESS DISTRICT	6.1 M	33,000
STATE OFFICES	<u>3.4 M</u>	<u>27,000</u>
DOWNTOWN (CBD + STATE)	9.5 M	60,000
CENTRAL CITY	10 M	66,000
REGION	29 M	120,000

It is important to recognize the greater potential in the CBD for transit, ridesharing, and other alternative commute modes. Accordingly, it is appropriate that the existing parking standards are lower in the CBD than in areas outside the CBD. Furthermore, downtown developers and employers have the option to choose to take additional measures via the TSM Ordinance to reduce and or discourage SOV commuting.

EXISTING CONDITIONS

The number of parking spaces per square foot of development is now considerably higher in the County and in suburban PUD areas of the City (such as South Natomas) when compared to the typical standards applied in the City's Central Business District. For example, in suburban PUD's within the City, the parking standard is about 240% greater than in the CBD; the difference is about the same between the CBD and the County.

The parking requirements set forth in Section 6 of the Zoning Ordinance and the proposed requirements are shown on attached Exhibits 1 and 2. As shown, the existing requirements pertain exclusively to minimum parking ratios, with the exception of the C-3 zone, which sets forth a range, i.e., both a minimum and a maximum ratio. For example, a major office project in the Central Business District is presently required to provide:

- no fewer than one space per 600 square feet of building area (which translates to 17 spaces per 10,000 square feet of building).
- no greater than one space per 500 square feet of building area (which translates to 20 spaces per 10,000 square feet of building).

The parking ratio for suburban areas (e.g., South Natomas) provides 40 spaces per 10,000 square feet. The CBD provides about one parking space per 2.4 employees (at four employees per 1,000 square feet), while the South Natomas PUD's provide about one parking space for each employee. The existing parking ratio in the County provides

45 spaces per 10,000 square feet. The existing liberal parking policies outside the Central City provide little or no incentive to reduce the SOV commute and associated parking.

Short-term Policy Changes

During consideration of the Wells Fargo project, the City Council requested staff to identify short-term measures that could be put into effect quickly -- without extensive study. The Planning, Environmental, and Public Works/Transportation units, plus the City Planning Commission, worked together to prepare a list of possible refinements and changes to existing parking policy for discussion with the T&CD Committee of the City Council at its March 27th meeting. Subsequently, members of the public have commented on these policies and the policies have been refined to meet these concerns.

The basic thrust of this effort has been to develop short term measures which reinforce incentives for alternative mode travel.

The proposed new/refined policies are summarized below and are shown on Exhibit 3:

1. Amend the Zoning Ordinance to Require Special Permits for any stand-alone parking lots. (Citywide)

Property not directly associated with a specific project at present may be developed as a parking lot without any planning entitlement (with the exception of temporary parking lots which require a Planning Director's Special Permit). The item for consideration is to require that proposed parking lots (permanent and temporary) be subject to a Special Permit to be heard by the Planning Commission, thereby providing better control of parking supply.

Parking facilities are considered to be indirect sources of auto emissions due to the fact that they attract automobile traffic. By design, parking facilities cater to the SOV commuter. Developers and owners of parking facilities should be required to prepare transportation management plans in order to encourage alternative methods of commuting (e.g. carpool/vanpool spaces, shuttle service to light rail stations, bike lockers, lower parking rates for HOV commuters etc.).

The Special Permit would be required in each of the following zones: SC, C-1, C-2, C-3, C-4, M-1, M-2, RO and OB.

2. Policy to discourage off-site leased surface parking lots, and a policy to encourage joint parking facilities and reciprocal parking access agreements. (Citywide)

Off-site surface parking lots that are leased, rather than owned by the developer, do not provide guarantees that the parking spaces will be available on a

permanent basis. Under these circumstances, the parking lot can be converted to a more profitable use, leaving the developer without adequate parking, and impacting the neighborhood. Therefore, the policy would require that off-site parking lots be secured by a long-term lease agreement or be owned by the developer.

A related policy would be to encourage consolidation via joint parking facilities (pro-rated to two or more business entities) and reciprocal parking that utilizes different peak parking characteristics, thereby reducing total parking area.

As with stand alone parking facilities, off-site surface parking facilities are considered indirect sources of auto emissions and should be subject to the TSM ordinance and provide incentives to encourage alternative mode commuting.

3. Amend the Zoning Ordinance Section 6 (Parking) to establish maximum parking ratios for office (except medical office) and industrial projects exceeding 40,000 square feet. (Citywide except CBD)

At present, the Zoning Ordinance sets minimum requirements for parking, but sets no maximum allowable parking standards except for the C-3 zone. One method to place a reasonable limitation on the creation of new parking facilities would be to set maximum parking standards for office uses in the following zones: C-4, M-1, M-2, RO and OB.

Parking ratios in the Central Business District (C-3 zone) currently reflect the availability of alternative modes of transportation, especially light rail and busing. Parking downtown is already in limited supply (approximately 2.4 employees per space) and is generally consistent with the intent of TSM. Therefore, additional reductions in parking supply in the CBD should remain an option and not be required at this time. Within the Central City, but outside the CBD, the existing minimum standard of 1 space per 400 square feet will become the maximum standard, and the new minimum will be 1 space per 450 square feet.

Areas outside the Central City, however, have parking supplies (approximately one space per employee) which are in conflict with TSM goals (35% reduction in SOV commute). Parking in these areas should be reduced through more stringent parking ratios which would reflect efforts to reduce SOV commute trips. Staff is aware that the availability of mass/alternative transit services is limited in some outlying areas of the city and is recommending only a minor change (15%) in the parking ratio (e.g., maximum parking standard outside Central City would change from the existing minimum standard of 1 space per 250 square feet to 1 space per 300 square feet with a maximum of 1 space per 250 square feet). Additional and more stringent parking reduction requirements can be included in the Ordinance as transit services become more readily available.

This measure is intended to encourage developers and employers to achieve the goals specified in their Transportation Management Plans (TMP's). This measure will also be more equitable for downtown developers and employers who are already being influenced by a limited parking supply.

In addition, this policy is designed to implement one of the measures proposed in the Regional Air Quality prepared by SACOG, wherein parking supply reductions support vehicle trip reductions. This is a regional strategy that requires participation by each major jurisdiction in the region. Failure of the County of Sacramento to adopt a similar reduction in the parking standard would undermine the City's competitive position for market share of development. Accordingly, if the County fails to adopt, within 9 months of the City's adoption, a compatible reduction in the parking standards for office, then the City would suspend this policy.

A conscious choice was made by staff to omit medical and dental offices, and retail commercial from this change. Neighborhood groups have consistently testified against parking reductions for intensive retail projects (i.e. medical, restaurants, bars and other businesses that draw from a wide trade area). The nature of these businesses is to attract primarily short-term parking, whereas, the interim policy should be directed at long-term commuter parking.

4. Policy goal to encourage developers to provide the minimum parking required and to reduce parking by 15% below the minimum using additional TSM measures.
(Downtown)

While policy #3 reduces allowed parking for all geographic areas except downtown, this policy targets downtown for a policy goal to encourage developers to achieve a 10-20% parking reduction subject to approval of a special permit. Conditions of approval would be similar, but in addition to, existing TSM trip reduction measures (e.g., increased bicycle locker capacity, larger locker facilities, increase in-lieu funding for mass transit etc.). Projects that could be served by public transit could attempt to achieve a 20% parking reduction.

For example, within the CBD, achieving this goal would reduce the minimum required parking to:

- a minimum of one space per 700 square feet of building area (which translates to 14 spaces per 10,000 square feet of building).

This measure would be an option to be exercised by those developers who have the resources to provide viable alternatives to SOV commuting. The additional measures required to reduce parking would be incorporated into a TMP that would reduce SOV commuting beyond the 35% TSM goal. Implementation of this policy would require clarification of the parking reduction ordinance.

5. Consider requiring in the TMP that if free employee parking is provided, that the employer offer the option for free transit passes.

The success of transit use depends to a large degree on positive incentives and a minimum of disincentives. When employers offer free parking to employees, the relative appeal of transit is reduced. This can be mitigated, in part, by offering employees comparable value in public transit subsidies (e.g., free transit pass and taxicab allowance for an occasional late hour day). The Rideshare Tax Credit Law (Klehs) provides state tax credits for employers who subsidize transit passes and do not provide subsidized parking to their employees. Implementation of this policy would not require amending the Zoning Ordinance, which currently allows the Traffic Engineer or Planning Director to deny the applicant the use of a particular measure if the standards cannot be met (6.E.4.b.4.).

Compliance with this policy would require a) a choice of optional free transit passes or free parking, or b) non-subsidized (paid) parking. Parking fees might discourage employees from commuting alone and encourage them to take transit.

If, however, employers continued to offer free parking, another possible measure to discourage free parking (to be examined in more detail in the long range parking strategy) would be to apply a per space tax or assessment fee for every parking space in the city to be borne by the employer. This cost would most likely be passed on to employees through parking fees charged by the employer and again would provide a disincentive for SOV commuters and indirectly encourage the use of alternative mode commuting. Under such circumstances, some employees might attempt to park in residential neighborhoods where the parking is less expensive or even unrestricted. Expansion of neighborhood parking permit systems may be needed in conjunction with this policy.

6. Reduce parking requirement on a case-by-case basis for neighborhood or support commercial component of a mixed use project when the use is ancillary to residential or office.

Within a medium to high density residential project, small retail establishments may serve primarily residents, thereby generating little or no parking demands. Given the availability of on-street parking, and the primary use of the facility by residents, no off-street parking is necessary.

Similar arguments can be constructed for ancillary convenience markets within a residential or office complex. A key test here is whether the retail establishment is physically oriented to the project or is merely adjacent to the project.

The Zoning Ordinance can be amended to allow, by Planning Commission Special Permit, a waiver of parking requirements for small retail establishments (less than

9600 square feet -- a figure that coincides with a threshold in Section 6.A.13). At present, a reduction of parking requirements would be possible only under Variance procedures.

7. Increase the maximum allowable compact parking spaces from the existing 30% to the actual percentage composition of compacts.

Compact cars are generally more fuel efficient and emit fewer emissions. In addition to providing a greater composition of compact stalls, the compact stalls can be located more proximate to the building entrances (and labeled accordingly). A greater percentage of compact parking stalls would not reduce the total number of parking spaces but would decrease the amount of land area devoted to parking surface and perhaps encourage more employees to commute in small cars.

8. Increase the number of car-pool permits in City parking lots from the existing 250 permits.

At present, the City offers 250 carpool permits in City parking facilities. The carpool permits offer a reduced rate relative to the cost of standard parking permit, thereby encouraging carpools. The Public Works Department is currently considering an increase in the number of carpool permits to a total of 500 or more. However, a financial consideration is that the Parking Enterprise Fund forfeits potential revenue by offering the discounted permits.

9. Enhance publicity regarding goal of alternative commute mode and enhance publicity regarding availability of carpool permits.

Continued publicity regarding socially responsible commute modes (including carpooling) will encourage employees to use alternatives to the single occupant vehicle and encourage employers to provide facilities and services to meet TSM goals.

10. Continue to provide use of long-term spaces in City-owned parking lots for employee parking.

It must be recognized that office projects in the CBD are required to provide one parking space per 2.4 employees, yet 67% of the employees commute via single occupancy vehicle (generating demand of 1 parking space per 1.6 employees). This deficit in developer-provided parking provides a major incentive for employees to use alternative modes to commute. Employees for whom non-SOV commuting is not viable can park in City garages for a fee. If the City ceased to provide new parking facilities, more employees would park in residential neighborhoods, recirculate within short-term parking spaces, and/or be discouraged from working

downtown. The proper quantity and mix of short-term and long-term spaces will be determined as part of the City's Comprehensive Parking Strategy Study.

City owned lots should also encourage alternative modes of commuting (i.e., incorporate bus shelters in lot designs, provide secure bicycle locker facilities etc.). Long-term park-and-ride lots might be appropriate within the TC zone.

11. Control on-street parking in the vicinity of offices when adjacent to residential.

While the City does not have conditioning authority (e.g. parking and TSM measures) over other public agencies, the City can restrict on-street parking to curtail the practice of office workers parking in residential neighborhood. The Department of Motor Vehicles building, for example, does not have adequate employee parking. As a consequence, employees tend to park within the adjacent residential neighborhoods. Parking by resident permit only (and removal of the existing parking meters) could solve this problem.

The drawback to this solution, however, is that each parking meter provides up to \$1,000 annually. Loss of On-Street Parking revenues is a potentially serious General Fund impact. However, some or all of the revenues lost through metering may be made up through parking violation revenues from ticketed vehicles. In addition, the potential loss of revenues may be balanced through the improvement of neighborhood parking and quality of life.

12. Analyze parking supply alternatives as part of environmental review.

Environmental Impact Reports are intended to address the potential environmental impacts of major projects. The parking issues and policies discussed in this report (including the goal of 15% reduction in parking spaces for downtown projects) would be considered as part of an EIR for these major projects. If parking is determined to have a significant effect on the environment, mitigation measures would be required to reduce the impact to insignificant levels.

If alternative parking arrangements are feasible, they should be analyzed as alternative mitigations to the proposed project. The mitigation measures should be consistent, if not more stringent, than what is required in the TSM Ordinance. The advantages of addressing parking issues during the environmental review process are:

- parking issues are addressed early in the application process; and
- mitigation measures in addition to the TSM ordinance may be required, if feasible.

Environmental staff would work closely with Planning and Public Works/Transportation to incorporate the application of mitigation measures into TMPs.

13. Analyze, to the extent possible, transit system capacity and patronage as part of environmental review.

Inclusion in the environmental document of transit capacity could indicate whether reduced parking is feasible, if the parking reduction is dependent on serving commute needs with transit. Data is somewhat limited at this time, however. Reliable data should be available when the Regional Transit Systems Study "Existing Conditions" section is completed. Environmental Services staff can incorporate capacity and patronage analysis once the data from the RT Systems Study is available and acceptable.

Developers/Employers may be required to contribute to the funding of the expansion of mass transit services into their project areas as partial mitigation of parking/traffic impacts.

Comprehensive Public/Private Parking Strategy

The measures outlined above are short-term policy refinements applicable primarily to the City. However, long-term parking strategies which are primarily directed toward air quality improvements are most likely to have limited effectiveness (in a regional context), and may be economically detrimental to the Central City, if unilaterally undertaken by the City. Whatever strategies, measures, or policies are ultimately put into effect should, at a minimum, be consistently applied in both the City and the County, and preferably in the region. In addition, the Regional Transit district's plan for expanded services and CALTRANS' regional High Occupancy Vehicle (HOV) program should be considered and consistent with such strategies.

The Environmental Protection Agency has announced that it will undertake an evaluation of parking management strategies related to air quality. It is clearly in the best interest of the City, the County, and the region to carefully evaluate the impact of such policies. On a somewhat parallel track, the Sacramento Metropolitan Air Quality Management District has released a Request for Proposals to prepare an evaluation and turnkey programs for Transportation Control Measures, although detailed parking management strategies are being deferred to the study being proposed by the City.

For these reasons, it is suggested that a comprehensive evaluation of parking regulations/strategies vis-a-vis air quality be undertaken. It is highly preferable that such a project be jointly sponsored by the City and the County, and that the Regional Transit District be directly involved. Staff has been meeting with County Planning and the Sacramento Metropolitan Air Quality Management District to refine the scope of services

and budget for the study. Staff expects to resolve the responsibilities and process by the June 14th Joint Committee meeting.

Staff will bring forth in 2 weeks (June 14th) recommendations pertaining to organizational structure, process, scope of work, and schedule.

FINANCIAL DATA--Short Term Measures

The reduction of the required parking spaces might impact City funds, if the parking requirements discourage businesses from locating in the CBD and/or the City. If any such dislocation occurs, the impacts on the City General Fund could be very significant. It is also possible that reduced private parking may induce some commuters to park in City garages, thereby bringing additional revenues to the Parking Enterprise Fund.

Policies which provide discounts to carpools, will result in reduced revenue into the Parking Fund Enterprise Fund.

Policies which reduce on-street parking meters will result in reduced revenue into the General Fund.

POLICY CONSIDERATIONS

This report identifies 13 changes and refinements to existing City policies that are designed to: (a) place a reasonable cap on the creation of new parking facilities in the downtown area; (b) improve existing incentives for alternative mode travel; and, (c) better monitor proposals for new parking facilities through the environmental review process.

MBE/WBE IMPACTS

There are no MBE/WBE impacts associated with this item.

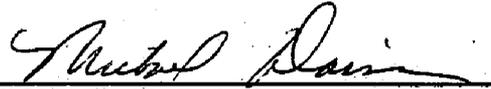
RECOMMENDATION

Staff recommends that the Committee take the following actions:

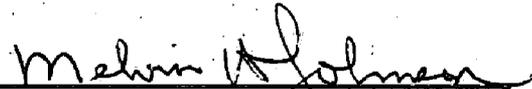
1. Approve in concept, the short-term parking policy changes outlines in this report, and direct staff to submit final implementing ordinances and resolutions to the City Council for approval as required;

2. Direct staff to schedule for June 14th a Joint Committee meeting to further discuss the process for developing a long-term public/private parking strategy.

Respectfully submitted,

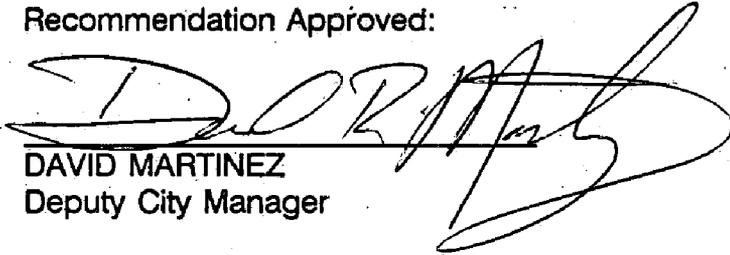


MICHAEL M. DAVIS
Director of Planning and Development



MELVIN H. JOHNSON
Director of Public Works

Recommendation Approved:



DAVID MARTINEZ
Deputy City Manager

May 29, 1990
All Council Districts

Contact Persons:

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(916) 449-5381

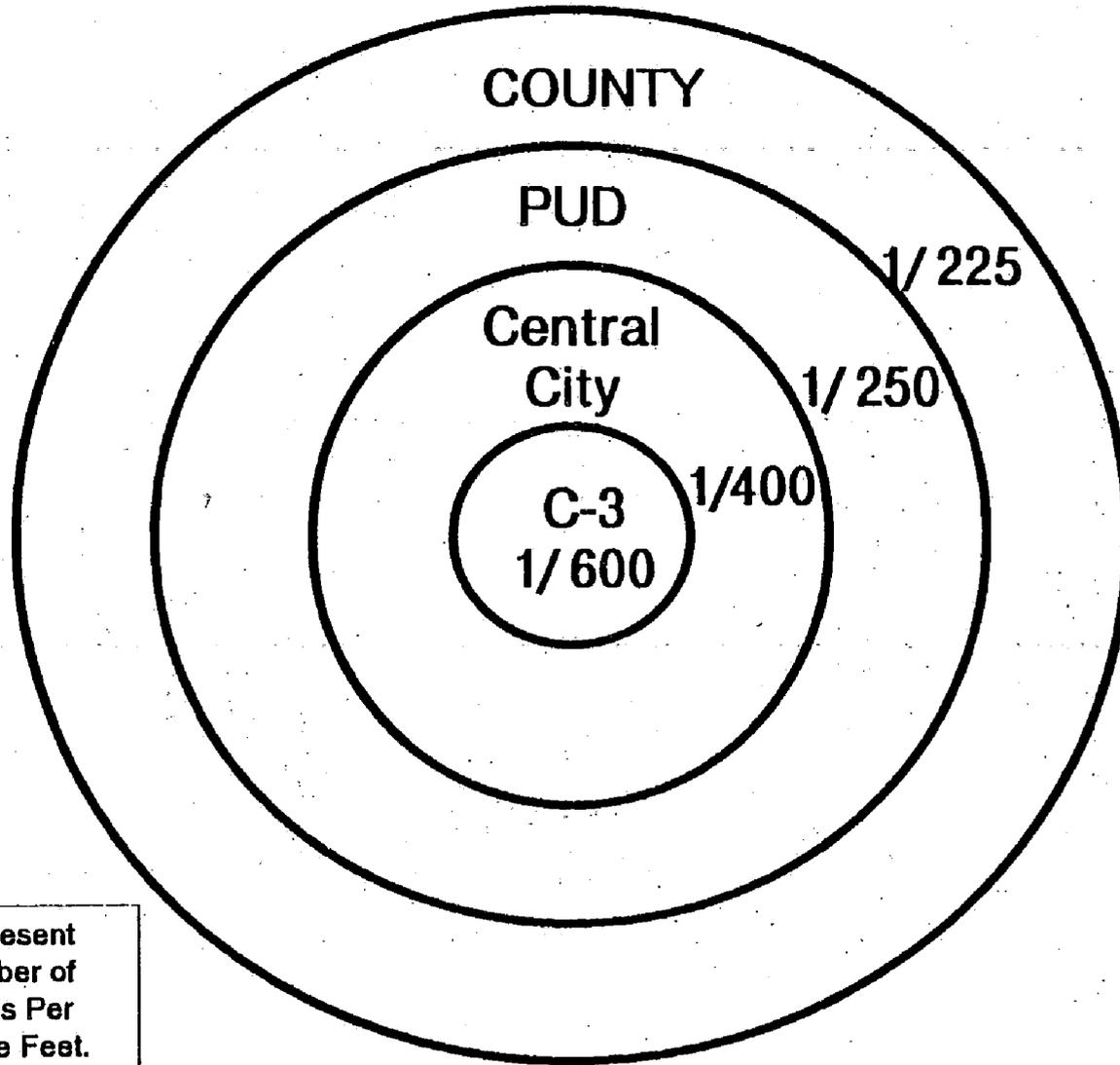
Bob Lee, Deputy Director of Public Works
(916) 449-5283

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PARKING3.TCD

Attachments

Exhibit 1

EXISTING PARKING STANDARD PER ZONING ORDINANCE



14

Fractons Represent
Minimum Number of
Parking Spaces Per
Hundred Square Feet.

Exhibit 2
PROPOSED SHORT-TERM PARKING MEASURES--ZONING AMENDMENT
Presented to City Council Committees
May 29, 1990

Parking Ratios -- Parking Spaces per Square Foot of Building Area

<u>Zoning</u>	**** EXISTING ****		**** PROPOSED ****	
	<u>Parking Spaces Per SqFt Bldg (Minimum)</u>	<u>Parking Spaces Per SqFt Bldg (Maximum)</u>	<u>Parking Spaces Per SqFt Bldg (Minimum)</u>	<u>Parking Spaces Per SqFt Bldg (Maximum)</u>
Central City Outside CBD	1 per 400	n/a	1 per 450	1 per 400
C-3 office (>20KSF)	1 per 600	1 per 500	1 per 600	1 per 500
Suburban Office (PUDs)	1 per 250	n/a	1 per 300	1 per 250
Manuf., Warehouse	1 per 1000	n/a	1 per 1150	1 per 1000
Ancil. Retail--CBD (<10KSF)	1 per 400	n/a	Waivable	1 per 400
Ancil. Retail--Outside CBD	1 per 250	n/a	1st 10KSF Waivable	1 per 250

Parking Spaces Per 10,000 Square Feet of Building Area

<u>Zoning</u>	**** EXISTING ****		**** UNDER DISCUSSION ****	
	<u>Parking Spaces Per 10KSF Bldg (Minimum)</u>	<u>Parking Spaces Per 10KSF Bldg (Maximum)</u>	<u>Parking Spaces Per 10KSF Bldg (Minimum)</u>	<u>Parking Spaces Per 10KSF Bldg (Maximum)</u>
Central City Outside CBD	25	n/a	22	25
C-3 office (>20KSF)	17	20	17	20
Suburban Office (PUDs)	40	n/a	33	40
Manuf., Warehouse	10	n/a	9	10
Ancil. Retail--CBD (<10KSF)	25	n/a	Waivable	25
Ancil. Retail--Outside CBD	40	n/a	1st 10KSF Waivable	40

Note: In addition to the minimum parking requirements becoming the maximum requirements, the policy goal is to reduce the provided parking by an average of 15% for Central City projects.

Exhibit 3
PROPOSED SHORT-TERM PARKING MEASURES

Planning

1. Amend the Zoning Ordinance to require Special Permits for any stand-alone parking lots.
Zones: SC, C-1, C-2, C-3, C-4, M-1, M-2, RO, OB.
Permanent or temporary lots.
2. Discourage off-site leased surface parking lots, and encourage joint parking facilities and reciprocal parking access agreements.
3. Amend the Zoning Ordinance Section 6 (Parking) to establish maximum parking ratios for office (except medical office) and industrial projects exceeding 40,000 square feet.
Zones: C-4, M-1, M-2, RO, OB.
Current minimum requirement would become the maximum allowable parking ratio.
4. Waive up to 10-20% (15% average) of parking for downtown projects using additional TSM measures.
Achieve 20% parking reduction if adjacent to public transit access.
5. Consider requiring in the TMP that if free employee parking is provided, that the employer offer the option for free transit passes.
6. Reduce parking requirement on a case-by-case basis for neighborhood or support commercial component of a mixed used project when the use is ancillary to residential or office.
7. Increase the maximum allowable compact parking spaces from the existing 30% to the actual percentage composition of compacts.

Public Works

8. Increase the number of car-pool permits in City parking lots from the existing 250 permits.
9. Enhance publicity regarding goal of alternative commute mode and enhance publicity regarding availability of carpool permits.
10. Continue to provide use of City-owned parking facilities to meet a portion of the parking shortfall created by new employment demand for parking in excess of developer supplied parking.
11. Control on-street parking in the vicinity of offices when adjacent to residential.

Environmental

12. Analyze parking supply alternatives as part of environmental review.
13. Analyze, to the extent possible, transit system capacity as part of environmental review process.

May 29, 1990 T&CD Committee

Exhibit 4
CBD OFFICE PROJECTS EXPECTED TO COMPLETE REVIEW PROCESS
WITHIN THE NEXT TWO YEARS (JUNE 1990 TO JUNE 1992)

<u>PROJECT</u>	<u>SQUARE FEET</u>	<u>PARKING PROVIDED</u>	<u>PARKING REQUIRED</u>	<u>STATUS</u>
Golden State Tower	360,000	760	600	Nearing DEIR
Pacific Plaza	1,250,000	2,000	2,080	In Envir. Review
703 L St (old Greyhound)	306,820	467	510	In Envir. Review
River Tower	528,000	1,017	880	In Envir. Review
917 H St (Civic Tower)	365,935	490	610	In Envir. Review
Watkins	150,000	Unknown	250	Applic. On Hold
15th & K Sts.	550,000	865	920	Prelim Discussion
Lot A	800,000	1,700	1,330	Prelim Discussion

Note: Parking requirements are based on square footage proposed multiplied by 1 parking space per 600 square feet. Where provided parking is less than the required parking (minimum) a Special Permit for parking reduction would be required (and encouraged per proposed policy #4).



ATTACHMENT 1

DEPARTMENT OF
PLANNING AND DEVELOPMENT

CITY OF SACRAMENTO
CALIFORNIA

1231 I STREET
ROOM 200
SACRAMENTO, CA
95814-2998

May 1, 1990

BUILDING INSPECTIONS
916-449-5716

Transportation and Community Development Committee
Sacramento, California

PLANNING
916-449-5604

Honorable Members In Session:

**SUBJECT: EPA ADVANCE NOTICE OF PROPOSED RULEMAKING (ANPRM)
RELATING TO AIR QUALITY IN SACRAMENTO (M90-013)**

SUMMARY

Since the Federal Clean Air Act passed in 1977, the Sacramento Air Quality Maintenance Area has been unable to achieve attainment for ozone (O₃). Since that time, SACOG has prepared a 1990 Regional Air Quality Plan (not yet adopted by member jurisdictions), and SMAQMD prepared an Air Quality Improvement Strategy in December, 1989. These plans/strategies have the potential to attain and maintain the ozone standard, but the necessary policies and rules to implement them have yet to be adopted. In addition, the timelines set forth by the SACOG and SMAQMD Plan/Strategy do not meet the expectations of EPA.

The Environmental Protection Agency (EPA) has distributed an Advance Notice of Proposed Rulemaking (ANPRM) for the City's review and comments. The Notice outlines the proposed rules that may be included in the EPA's proposed Federal Implementation Plan (FIP). The FIP is expected to include all reasonably available control technologies on existing sources and reasonably available transportation control measures. The FIP, and its associated rules and measures, will be prepared unless the Sacramento Metropolitan Air Quality Management District (SMAQMD) can prepare and adopt a viable plan to be included in the State Implementation Plan (SIP) by summer of 1991.

If the existing (disapproved) SIP is modified to include these new federally-approvable measures, the SIP may be sufficient to demonstrate attainment of the ozone NAAQS. EPA would then likely approve the SIP in lieu of promulgating a FIP. It is unlikely that this deadline will be met, however, as SMAQMD does not anticipate adequate time or resources to prepare the SIP submittal in accordance with the California Clean Air Act (Sher).

Staff is recommending that the Committee consider whether additional measures should be added to the list of Proposed Rules.

BACKGROUND

On December 1, 1988, the United States Environmental Protection Agency (EPA), in response to a lawsuit filed by the Environmental Council of Sacramento (ECOS) and the Sierra Club, formally disapproved the ozone air quality plan for the Sacramento Air Quality Maintenance Area (AQMA). Sacramento's ozone plan was disapproved because the Sacramento Area has continued to exceed the national health-based standard for ozone and has not been able to demonstrate attainment of this standard in the near future. EPA reached an agreement with ECOS on a schedule for the preparation of a Federal Implementation Plan (FIP) or, in the alternative, the approval of a State Implementation (SIP) submitted by California.

As part of the settlement, the EPA agreed to publish an Advance Notice of Proposed Rulemaking (ANPRM). The EPA is requesting comments on a list of possible FIP control measures. These control measures are similar to measures that have been planned or implemented by the Sacramento Air Quality Management District and the City of Sacramento since the lawsuit was filed by ECOS in 1987.

Numerous federal, state, regional and local agencies are responsible for the preparation of air quality plans, strategies, reviews, implementation measures and enforcement measures.

EPA

The Environmental Protection Agency (EPA) is the lead federal agency and is responsible for setting the National Ambient Air Quality Standards and for establishing federal motor vehicle emission standards. The EPA also has the authority under the Federal Clean Air Act to require preparation of state plans for air quality and may approve or disapprove state air quality plans.

ARB

The California Air Resources Board (ARB) is the lead state agency for air quality and is responsible for preparing and submitting a state air quality plan to the EPA. In preparing a state plan, ARB reviews and approves regional air quality plans and then incorporates them into a State Implementation Plan (SIP).

In addition, the ARB is the lead agency for the implementation of the California Clean Air Act adopted in 1988. This act is more stringent than the federal Clean Air Act and requires a 5 percent reduction in emissions each year since the base year of 1987. Consequently, the Sacramento Area will need to have improved air quality by 15 percent by the end of 1990 and 20 percent by 1991, when an adequate air quality plan is due to the ARB pursuant to the California Clean Air Act.

SACOG

The Sacramento Area Council of Governments (SACOG) is the lead agency for the preparation of an update to the 1982 Air Quality Plan (AQP). SACOG cannot enforce compliance with the plan, but must rely upon the air quality management district as well as cities and counties to adopt and implement control measures.

SMAQMD

The Sacramento Metropolitan Air Quality Management District (SMAQMD) was established through the Connelly Bill, effective July 1, 1989. The responsibilities of this agency include the development, implementation, monitoring and enforcement of air pollution control strategies, clean fuels programs and motor vehicle use reduction measures.

Because of the persistent violations within California of the national standards, EPA has officially notified the Governor that the State Implementation Plan (SIP) is substantially inadequate to achieve the national standards for ozone and carbon monoxide and therefore requires revision. Because the SIP is a compilation of individual metropolitan plans, the Sacramento Air Quality Plan will have to be revised.

Staff Analysis

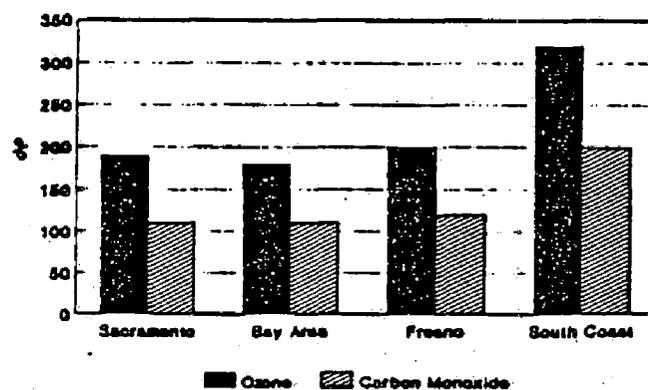
The EPA has set deadlines for adoption of rules by the SMAQMD for the summer of 1991. Due to budget, staffing and time constraints, this timeline will not be met. The SMAQMD and the EPA are currently working on the timeline to develop an acceptable air quality plan and adopt the rules to implement it.

In the interim, the EPA will be looking to see if State and Local agencies are making reasonable efforts towards developing an adequate State Implementation Plan (SIP). In the interim local agencies are to continue to make progress in reducing emissions.

Under the settlement with ECOS and the Sierra Club, the EPA could approve a SIP that adequately provides for the attainment and maintenance of the ozone National Ambient Air Quality Standards (NAAQS). However, as discussed below, this scenario is unlikely.

The AQMA has a "moderate" (bordering on "serious") air quality problem (O). The figures below illustrate the magnitude of the air quality problem in the Sacramento area.

SEVERITY OF AIR POLLUTION PROBLEM O₃ and CO Levels vs. State Standard



1987 Peak Values

PERCENT OF DAYS OVER STATE STANDARD 1987 SUMMER & WINTER SEASONS

	O ₃	CO	PM10
Sacramento	35%	4%	23%
Bay Area	22%	1%	37%
Fresno	59%	3%	59%
South Coast	90%	42%	78%
	Summer	Winter	Yearly

The Sacramento AQMA violates the NAAQS for ozone (O₃) about 10 days per year and the California standard (0.09 ppm measured during the peak 1 hour) about 35 times per year (summer). The California standard for ozone is exceeded on 35% of summer days. At its peak 1-hour value in 1987, ozone concentrations nearly double the State standards were measured in the region. The region, with moderate frequency (about 23% of the days during the year), violates standards for airborne particles (PM10). The region violates carbon monoxide standards (9.0 ppm measured during the peak 8 hours) on about 4% of the winter season.

Current Efforts To Improve Air Quality

There are a number of air quality planning efforts underway in the Sacramento area since the EPA settlement agreement with ECOS was developed. Some of the new programs and efforts include:

1. Creation of the Sacramento Metropolitan Air Quality Management District (SMAQMD) (1989) as lead agency for local air quality planning;
2. Creation of the California Clean Air Act (1988) requiring the preparation of an air quality plan by 1991 that will reduce air emissions by 15% calculated from 1987 emission levels;

3. Transportation Control Measures (TCM) adopted by both the city and county of Sacramento and approved by the SMAQMD;
4. Preparation and distribution of the 1990 Regional Air Quality Plan by SACOG;
5. SMAQMD adoption of an Air Quality Improvement Strategy -- a work program of strategies to tackle stationary, indirect and mobile sources of emissions (1989);
6. Preparation of more stringent direct and indirect source rules by SMAQMD (under preparation); and
7. Collection of air quality data during the smoggy season (1990) and modelling of the Urban Airshed (1991), as part of Phase II of the Regional Air Quality Plan.

City Of Sacramento Actions

The City of Sacramento has assumed a leadership role in working with the SMAQMD, SACOG and the State Air Resources Board (ARB) to prepare an air quality plan that will comply with the California Clean Air Act and improve upon the Sacramento Area portion of the State Implementation Plan (SIP). Specifically, the City:

- has aggressively supported construction and expansion of light rail and other transit facilities;
- has adopted the jobs/housing linkage policies, regulations, and funding sources;
- adopted a rigorous Transportation Systems Management Ordinance that seeks to reduce single occupancy vehicle commute trips during peak periods by 35%;
- is considering new parking management strategies;
- has coordinated with SACOG in preparation of the 1990 Regional Air Quality Plan;
- coordinated with SMAQMD in developing a Smoggy Season Campaign; and

- contracted with the Cleaner Air Partnership to: provide a public education program to change transportation habits, and develop a non-commute Trip Reduction Program design.

EPA Proposed Rules

It is unlikely that an acceptable SIP can be prepared in the time frame set forth by the EPA. While the federal government is precluded by the California Clean Air Act from promulgating local land use regulations (indirect source rules), State and local agencies could adopt indirect source rules which would then be recognized by EPA as partial demonstration of "reasonable further progress".

Should state and local agencies fail to demonstrate reasonable efforts to reach attainment through the compliance with either a SIP or a FIP, the entire Sacramento non-attainment area could be subject to sanctions (i.e., highway approval and funding restrictions and sanctions).

Attachment B outlines possible control measures that might be included in a Federal Implementation Plan to reduce ozone emissions in the Sacramento Region. This list includes measures such as parking management, Transportation Systems Management, trip reduction programs for special event centers (e.g., arenas, theaters etc.), transportation funding reprioritization, telebanking and teleshopping, stricter emission standards, mandatory clean fuel programs. One of the purposes on the ANPRM is to solicit additional measures to be considered.

FINANCIAL DATA

The proposed rules do not directly impact City finances.

VOTE OF THE PLANNING COMMISSION

The ANPRM was presented as an information item to the Planning Commission on April 12, 1990. The Commission did not add any specific items to the ANPRM but anticipates commenting on related air quality efforts such as the SACOG Air Quality Plan.

POLICY CONSIDERATIONS

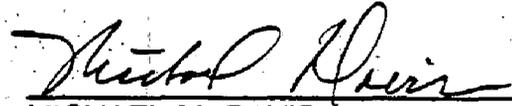
Attainment of Federal standards for Clean Air will require a comprehensive approach. Implementation of a broad range of measures that include local land use measures will be needed to demonstrate reasonable further progress toward attainment.

MBE/WBE IMPACTS

There are no MBE/WBE impacts associated with this item.

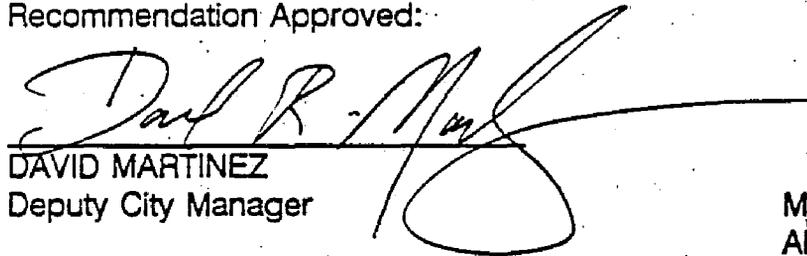
RECOMMENDATION

Staff recommends that the Committee consider whether additional measures should be added to the EPA list.



MICHAEL M. DAVIS
Director of Planning and Development

Recommendation Approved:



DAVID MARTINEZ
Deputy City Manager

May 1, 1990
All Council Districts

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MMD:DP:SM:JM
EPA-FIP.TCD

Attachment A
Glossary of Air Quality/Transportation Acronyms

ANPRM	Advance Notice of Proposed Rulemaking (F)
APCD	Air Pollution Control District (L)
AQP	Air Quality Plan (L,S,F)
ARB	Air Resources Board (S)
CAA	Clean Air Act; there are two Acts: California Clean Air Act (S) and Federal Clean Air Act (F)
ECOS	Environmental Council Of Sacramento (L)
EPA	Environmental Protection Agency (F)
FIP	Federal Implementation Plan (F)
HOV	High Occupancy Vehicle
NAAQS	National Ambient Air Quality Standards (F)
RFP	Reasonable Further Progress (F)
ROG	Reactive Organic Gases
SACOG	Sacramento Area Council Of Governments (L)
SIP	State Implementation Plan (S)
SMAQMD	Sacramento Metropolitan Air Quality Management District (L)
SOV	Single Occupancy Vehicle
TCM	Transportation Control Measures (S)
TDM	Transportation Demand Management
TMP	Transportation Management Plan (L)
TSM	Transportation Systems Management (L)
VOC	Volatile Organic Compound

(L) Local

(S) State

(F) Federal

Attachment B
Summary of Potential FIP Control Measures

Regulatory Measures:

On-Road Motor Vehicles

Regulatory Measures:

Mobile Source Control Measures

These measures require the reduction in the rate at which motor vehicles emit pollutants through vehicle emission standards, inspection and maintenance programs smog check and use of clean fuels.

- Lower vehicle emission standards
- Fleet purchases of clean-fueled vehicles
- Requirements for types of fuels used
- More stringent inspection and maintenance of motor vehicles

Transportation Control Measures (TCM's)

These measures will include the reduction in the number of trips and/or miles driven by motor vehicles, change the time of day when trips are taken, and/or increase vehicle speeds by reducing congestion or improving traffic flow.

- Employer based trip reduction programs that may include: alternative work hours, transit-use incentives, preferential parking for car/vanpools etc.
- Management of parking supply
- Regulations to reduce off-peak trips
- Review and analyze federally funded, approved, permitted and/or licensed activities
- Use of transportation funding to advance air quality-beneficial transportation projects
- Review and mitigation program for federally-assisted or owned indirect sources
- Restrictions for truck traffic during peak traffic period; requirement for off-peak delivery and shipping

Prohibitory Measures:

- Limits on vehicle registration
- Mandatory no-drive days
- Restrictions on the sale of motor vehicle fuels

Off-Road Motor Vehicles

Regulatory Measures:

Off-road mobile sources include off-road motorcycles, recreational and commercial boats, trains, airplanes, farm equipment, construction equipment, home and commercial lawn care equipment, and other small utility equipment. Potential FIP regulatory measures include:

- Electrification of equipment and/or use of clean fuels
- Emission standards for off-road motor vehicles
- Airport operation programs
- Use of vapor recovery equipment for some marine vessels

Prohibitory Measures:

- Restrictions on the use of some off-road vehicles during the ozone season
- Restrictions on commercial and general aviation activities during the ozone season
- Restrictions on the operations of marine vessels during the ozone season

Stationary and Point Sources:

Regulatory Measures:

These measures regulate the manufacture, extraction, marketing and use of organic solvents, petroleum products and other substances or activities that might contribute to NOx, VOG, ROG, or VOC in the Sacramento Area.

- Restrictions on the storage, use, production or sales of some products, or activities
- Vapor recovery controls and equipment
- Add-on controls to reduce emissions
- More stringent levels of best available control technology (BACT) and best retrofit technology (BARCT)

Prohibitory Measures:

- Restrictions or prohibitions on the manufacture, sale and/or use of any substance with a VOC content or vapor pressure greater than a given limit.
- Restrictions on the total sales/use of products, pesticides, solvents, coatings etc., to a given level during a given time period.

Fuel Combustion:

Regulatory Measures:

Fuel combustion sources include both VOC and NOx emissions emitted during the burning of fossil fuels in a wide variety of activities from industrial to agricultural and residential. Potential FIP measures to control NOx from fuel combustion include:

- Stricter emission standards in all stationary source fuel combustion processes
- Substitution of clean fuels (e.g., natural gas, methanol) for current fossil fuels in all stationary source fuel combustion processes.

Prohibitory Measures:

- Restrictions or prohibitions on the use of certain higher-polluting stationary source fuels (e.g., fuel oils) during the ozone season

Note: The EPA may use some or all of the proposed control measures listed in the ANPRM.

jm/JM:FIPCONT.MMO 4/5/90.