

# CITY OF ROSEVILLE PLANNING DEPARTMENT STAFF REPORT PLANNING COMMISSION MEETING April 7, 2005

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## ITEM VIII-A: OFF-STREET PARKING REQUIREMENTS (ZONING ORDINANCE CHAPTER 19.26)

### **REQUEST**

On November 18, 2004 the Planning Commission held a workshop to discuss off-street parking requirements in Roseville. At the conclusion of the discussion, the Commission asked that a follow-up discussion take place and that some additional information be provided by staff. The requested information is provided in this report for the Planning Commission's consideration.

# **SUMMARY RECOMMENDATION**

The Planning Department recommends that the Planning Commission take the following actions:

- A. Discuss the off-street parking information; and,
- B. Provide direction to staff regarding potential amendments to the Zoning Ordinance.

## **BACKGROUND**

At the November workshop the Planning Commission discussed a broad range of parking related topics including:

- Standard and compact parking spaces (width and depth),
- Width of drive aisles for ninety degree and angled stalls,
- Required number of parking spaces in shopping centers;
- Shopping center parking lot design in high turnover areas;
- Compact parking spaces; and,
- Motorcycle parking space requirements.

In addition to the above, the issue of parking at condominium projects was recently raised and that topic is addressed in this report as well.

#### DISCUSSION

The topics listed above are addressed in the order they appear on the list. For discussion purposes some of the topics, such as parking space width and depth, and drive aisle width, are combined since they are closely related.

### Parking Space and Drive Aisle Dimensions

To address the size of parking spaces and drive aisle dimensions, staff has included previous research of other jurisdictions' requirements (Attachment 1) and took field measurements of built projects in Roseville. The field measurement information is summarized in the following two tables for ease of comparison. The information in the tables allows for comparisons to be made between Roseville's zoning ordinance requirements and actual projects on the ground. Then, individual experiences with each of these projects can be compared.

Project	Type of stalls	Standard Stall Width	Standard Stall Length	Drive Aisle Width	Compact Stall Width	Compact Stall Length
Century	90°	9'	18'	24'	8'	16'
Theaters				two way		
Roseville	60°	9'	19'	16'	8'	16'
Square				one way		
Rocky Ridge	90°	9'	18'	24'	8'	16'
Town Center				two way		
TJ Maxx Plaza	90°	9'	18'	24'	8'	16'
				two way		

#### **Professional Office Projects**

Project	Type of stalls	Standard Stall Width	Standard Stall Length	Drive Aisle Width	Compact Stall Width	Compact Stall Length
2220-2260 Douglas Blvd.	90°	9'	18'	24' two way	8'	16'
Eureka Corp. Ctr/Chili's/Fat's	90°	9'	18'	24' two way	8'	16'
Kaiser Parking Garage	60°	8' 9"	18'	14' one way	Same as standard stall	Same as standard stall
Hewlett Packard R21 Bldg.	60°	9'	17.5'	18'	8'	15.5'

The parking module dimension requirements vary from jurisdiction to jurisdiction. The term module refers to the combined dimension of the parking space, the drive aisle, and the parking space on the other side of the aisle. The individual dimensions of these components combine to provide the module which then determines the "feel" of a parking lot or the comfort level. Another factor in the feel of a parking lot is the angle of the parking stalls. The individual components that make up the module can be varied to achieve the appropriate design for a particular use or project, to address a specific situation or design concern, or to establish a standard that applies to the community as a whole. In Roseville, modifications to the parking module may be made through approval of a Design Review Permit.

Examples of specific projects where modified standards have been incorporated to address either the applicant's or the City's belief that a different standard was warranted include:

- The recently approved and under construction Kaiser Hospital parking garage where the module was customized to the design of the garage and to achieve comfort level B (see Attachment 4);
- The Hewlett Packard R21 building parking lot where the module was narrowed because the parking area was for employees who would park long term, and due to repetitive use, would be familiar with the layout;
- The drive aisles directly in front of many of the grocery stores, larger commercial stores and the home improvement stores where there is typically a high volume of vehicles, loading and unloading of materials, and pedestrian cross traffic with carts all occurring there. These storefront drive aisles can range from 26 to 36 or more feet wide. (Roseville Sq. 30', TJ Maxx 30', Century Theaters 26')

If the Planning Commission wishes to explore changes to the parking space dimension standards, staff would recommend looking at the individual components of the module, stall width, stall length, drive aisle

width, etc. One point to keep in mind is that changes to these standards will cause existing projects to be rendered nonconforming. They will then be subject to the new standards should they want to modify their parking lots, expand their building area, or make other improvements.

#### Shopping Center Parking Requirements and Parking Lot Design

The Zoning Ordinance parking requirement for shopping centers is the sum of the requirements for all known uses or one parking space for each 200 square feet where the uses are not known. As tenants lease space and become known, their parking requirements are calculated and compared to the available number of spaces within the center. If there are a sufficient number of spaces available they are able to process their tenant improvement permit and locate their business in the center.

One of the issues previously discussed by the Commission is the inability to know who the future tenants will be and where they will lease space within the center. This can be a concern when high demand and/or high turnover (restaurants, video stores, Starbucks) uses locate close together and put a strain on the availability of parking in close proximity. Overall, there is usually enough parking to meet the code requirements for the entire center, but at that particular location within the center there may be more demand than supply.

The challenge in determining the appropriate parking requirement and distribution is that the property owner does not want to be locked in to only leasing to specific tenants in specific locations and not all of the tenants can be known before a project goes forward to construction. Further, projects need to endure over time and leasing options need to be flexible. The 1/200 ratio for unknown tenants is used to allow future restaurant tenants (1/100) to be offset by future retail tenants (1/300). In previous research on this issue it was discovered that this method of calculating the parking requirement was adequate, in most cases, in determining an appropriate number of required spaces but the design of certain centers was creating distribution issues at peak times (i.e. concentrating restaurants and other peak users in the same area).

Staff's goal when reviewing shopping center projects is to ensure that the center complies with the Zoning Ordinance parking requirements and the Community Design Guidelines, but that it also provides the minimum number of parking spaces necessary to meet the anticipated demand. For the vast majority of centers, sufficient parking is available. For this reason, staff is not recommending any changes to the shopping center parking requirements. Rather, in the design stage the parking field distribution is closely reviewed.

# **Condominium Project Parking Requirements**

During the review of the Preserves condo conversion project, the issue of parking at condominium projects was discussed. The two main issues discussed were whether condos should have their own distinct requirement and whether they should be required to provide assigned and/or covered spaces. To get more information on this issue, staff surveyed other jurisdictions. The following table summarizes the results of our survey and compares the results with Roseville's requirements.

City	Parking Requirement	Guest Parking	Covered Spaces	
Roseville	1.5 spaces per studio and 1	1 space for every 10 units	No requirement that	
	bedroom unit; 2 spaces per 2+	for projects with more	spaces be covered	
	bedroom unit	than 10 units		
Summary of	1.5 spaces per 1 bedroom unit; 2	1 space for every 4 or 5	Some require at least	
Other	spaces per 2 bedroom unit and 2.5	units	one required space to	
Jurisdictions	spaces per 3+ bedroom unit		be covered	
Condo	Same basic requirement as above	1 space for every 4 or 5	Most require that the	
Distinction	but requirement that spaces be	units	required spaces be	
	covered – Studio and 1 bedroom unit		covered	
	requires 1 covered space; 2			
	bedroom units require 1 covered and			
	1 uncovered; More than 2 bedrooms			
	requires 2 covered spaces			

As the above table shows, the parking requirement for a multi-family and/or condominium project is composed of three components: the required number of spaces for the residents; the required number of quest spaces; and whether the tenant and quest spaces should be covered.

Based on the survey of other jurisdictions and available parking requirement literature, there is a narrow range to choose from within each component. For the required number of parking spaces for residents, the choice is between a fixed number of spaces per unit regardless of size or number of bedrooms (i.e. 1.5 spaces per unit) or a graduating scale based on the size of the units or number of bedrooms (i.e. 1 space per 1 bedroom, 2 spaces per 2 bedroom, etc.).

For the guest space requirement it is a choice between a fixed number per unit (.33, .5, 1) or a space per each increment of units between 1 and 10. The majority of jurisdictions surveyed use the latter and are in the one space per 4 or 5 unit range. Roseville requires one guest space for every 10 units which is one of the lowest requirements for guest parking that staff has come across in our research.

On the covered space component, the majority of jurisdictions surveyed require at least one covered space and some require all required parking spaces for residents to be covered. Some jurisdictions do require that the spaces be in garages (enclosed) and some only require that they be covered. Roseville does not require that required spaces in multi-family projects be covered.

For the purposes of this part of the parking discussion the Planning Commission should look at each of the three components of the multi-family/condominium parking requirement and determine if changes to the current requirements are warranted. In comparison to other jurisdictions, the guest parking ratio and covered parking spaces are two areas that may warrant changes.

One point to keep in mind is that if spaces are required to be covered there may be physical challenges that prevent structures from being constructed such as power line corridors and other utility easements.

#### Compact Parking Spaces

At the November workshop, the Commission discussed the size of compact spaces, the ratio allowed by the zoning ordinance, and their effect on parking lot level of service. The Zoning Ordinance currently allows parking lots with 20 or more spaces to substitute compact spaces (8'x16') for up to thirty percent of the required number of standard spaces (9'x18'). For example, if the parking requirement for a project was 100 spaces, 30 of those spaces could be compact.

Staff has attached an article citing other jurisdictions that have eliminated compact parking spaces and from a parking consultant that recommends that compact spaces not be allowed in parking garages because of their adverse effect on the level of service. The parking level of service is degraded when large trucks and SUV's park in compact spaces and hang out into the drive aisle making it hard for other cars to see around them when entering or leaving the adjacent spaces.

The advantages of allowing compact spaces are that more spaces can be accommodated in a smaller area and the compact spaces can be used to plant trees that help meet the parking lot shading requirement (50% at 15 years). Parking lot shading is an important consideration in Roseville in the summer.

The disadvantages of compact spaces are their adverse impact on parking lot level of service and circulation because there is nothing to prevent anyone from parking any size vehicle in a compact parking space. This can become more of a problem in a busy, high demand, high turnover parking lot where large vehicles are hanging out of too small of a space. To address this issue, the parking lot design section of the Community Design Guidelines recommends that compact spaces be spread throughout a parking lot and not concentrated in any one area.

Eliminating compact parking spaces would eliminate the problem (in new parking lots) of large vehicles parking in compact spaces, but would require that parking lot shade trees be incorporated with the standard sized spaces and that more land be used to provide the same number of required parking spaces. One point to keep in mind as the Commission discusses whether to eliminate compact spaces or not is how to treat nonconforming compact spaces in parking lots that are being resurfaced, restriped or otherwise modified.

#### Motorcycle Parking

The Zoning Ordinance allows motorcycle parking spaces to be incorporated into parking lots as follows:

A parking lot must contain a minimum of 40 spaces and one motorcycle space may be substituted for every 40 required standard spaces. The motorcycle space must be a minimum of three feet wide and six feet deep. The provision of motorcycle spaces is not required, but is allowed if proposed.

## **ATTACHMENTS**

- 1. Staff Report and attachments for November 18, 2004 Workshop
- 2. Back Seat Driver Article
- 3. Table of Other Jurisdictions' Multi-Family/Condominium Parking Requirements
- 4. Walker Parking Consultants Report, Kaiser Parking Garage, Comfort Levels

#### **EXHIBITS**

A. Zoning Ordinance Chapter 19.26 Off-Street Parking and Loading

Note to Applicant and/or Developer: Please contact the Planning Department staff at (916) 774-5276 prior to the Commission meeting if you have any questions on any of the recommended conditions for your project. If you challenge the decision of the Commission in court, you may be limited to raising only those issues which you or someone else raised at the public hearing held for this project, or in written correspondence delivered to the Planning Director at, or prior to, the public hearing.