



PREPARED FOR THE CITY OF SANTA MONICA

PARKING ZONING ORDINANCE UPDATE

Draft Report

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EXECUTIVE SUMMARY

Introduction

During the course of the community engagement for Santa Monica’s Land Use and Circulation Element (LUCE), the two most common transportation-related complaints were about traffic congestion and parking scarcity. To address the congestion concerns, the LUCE lays out an integrated land use and transportation strategy that seeks to enhance the city’s unique local character and commits to no net increase in peak period vehicle trips. To address the parking concerns, the City is engaged in several LUCE implementation measures related to parking, including:

- Various parking data collection efforts, detailed in the Existing Conditions chapter below, to ensure that parking standards are based upon actual data for different Santa Monica neighborhoods, rather than applying citywide or national data.
- A parking “in lieu” fee that will allow certain projects, with specific limitations, to pay a fee instead of building parking onsite. The fee would be used by the City to develop public parking or reduce parking demand.
- Stronger Transportation Demand Management requirements in new developments, including requirements to share parking and unbundle the cost of parking from residential and commercial leases.
- More tailored parking management and design requirements in the Downtown Specific Plan and Bergamot Area Plan.
- Ongoing parking management efforts by the City to create more reliable parking availability, particularly in the Downtown, including variable pricing to help balance parking supply and demand throughout the Downtown.
- A thorough update to the citywide Zoning Ordinance. This document supports the parking component of that update.

Each of these efforts is intended to work together to achieve the City’s parking goals, address parking concerns, and to meet the larger goals of the LUCE. These goals include:

- Ensure that residents, employees, shoppers and visitors can find a parking space near their destination at all times of day and night. This goal supports personal convenience, and it also helps reduce traffic congestion. A significant contributor to current congestion in Santa Monica’s commercial districts is motorists circling for an available parking space. Implementing this goal requires three integrated factors:
 - Adequate parking supply in the right places.
 - Strong management of all parking spaces, making the most of this valuable resource and balancing parking demand within districts.
 - Clear information to motorists, to help them find the closest parking at the best price.

- Reduce congestion by avoiding the oversupply of parking and by eliminating hidden and direct parking subsidies. While an adequate supply of parking is critical to Santa Monica's economy and quality of life, too much parking can be as bad as too little. There is no point in providing more parking than there is street capacity to serve that parking. More importantly, the City's congestion management efforts are futile if motorists are *paid to drive* through parking subsidies.
- Improve housing affordability by separating the price of parking from rent for housing. The impact of "unbundling" parking is to allow residents with fewer cars to afford more housing. It also encourages households with fewer cars to live in Santa Monica, where they can walk, bike and take transit to the city's retail districts and jobs, reducing congestion.
- Improve the attractiveness of Santa Monica as a place to do business, particularly for small, creative and locally-owned businesses. National, formula retailers and suburban office developers tend to take a one-size-fits-all approach to parking. Locally grown businesses, however, understand how to tailor their business approach to Santa Monica's unique conditions, allowing the City to tailor its parking solutions based upon past local success.
- Improve convenience and quality of life for Santa Monica residents. Much of Santa Monica's housing stock was built during a time of lower automobile ownership, and parking can be hard to find on many neighborhood streets. While new off-street parking alone will not do anything to improve on-street parking availability for residents, new developments can be required to share parking, creating new opportunities for car-owning residents without a garage of their own.

This document provides specific recommendations about how parking provisions in the Zoning Ordinance can help the City achieve all of these goals. It summarizes existing data on parking supply and demand, examines the policy implications of different approaches to parking supply and management, and recommends detailed language for inclusion in the ordinance.

Existing Conditions

The City of Santa Monica possesses a combination of parking challenges and opportunities. One key challenge facing the City is that much of its limited on-street parking is often in high demand, while off-street parking is considerably less utilized (see Figure ES-1) creating a perception of an overall lack of parking. Parking occupancy counts conducted along five major commercial corridors (Main Street, Montana Avenue, Ocean Park Boulevard, Santa Monica Boulevard, and Wilshire Boulevard) show that on average, the on-street parking occupancy rate is 83% while the off-street parking occupancy rate is only 60%.¹ An on-street parking occupancy target of 85% and an off-street parking occupancy target of 90% to 95% are general industry standards. It should be noted that recommendations for the Downtown and the Bergamot Station area were not included in this study, as there are planning processes currently underway that will study and include parking related recommendations specific to these areas.

¹ Counts of commercial corridors included all publicly accessible on- and off-street spaces on both the commercial corridors and one block in each direction on cross streets. See Gibson Transportation's 2012 parking report for full data.

Figure ES-1 Citywide Peak Hour Parking Occupancy Rates, On- and Off-Street

Area	On-Street	Off-Street	Total
Main St.	89%	62%	69%
Montana Ave.	81%	71%	77%
Ocean Park Blvd.	73%	53%	58%
Santa Monica Blvd.	58%	59%	59%
Wilshire Blvd.	89%	54%	66%
Average	83%	60%	68%

Source: Gibson Transportation Data Collection (2012)

The result is a parking supply that often appears to be highly occupied and not sufficient to meet demand when in reality there are many spaces vacant at the peak hour – if only motorists knew where the empty spaces were. It also highlights the fact that *requiring the construction of more off-street parking will not alleviate on-street parking congestion*. Better management of on-street parking is the only effective tool for increasing on-street parking availability.

The parking imbalance between on- and off-street spaces is a result of parking policies that do not accurately reflect parking conditions on the ground and do not effectively utilize management strategies to distribute supply and demand. These challenges have real implications for both the community’s character and vibrancy, as hundreds of expensive spaces sit empty and help to create a perception that there is a lack of available parking in Santa Monica for both residents and visitors.

Analyzing the available parking data shows that the aggregate supply of parking in every area studied exceeds demand. Peak parking demand ratios in the various surveyed portions of the city range from 1.00 to 2.95 (see Figure ES-2) with all areas except Montana Avenue ranging from 1.00 to 1.89; this variation may be due to the relatively large supply of on-street parking along Montana Avenue’s side streets.

Figure ES-2 Non-Residential Parking Demand and Supply (On and Off-Street Parking)

District	Parking Supply (Spaces per 1,000 SF)	Peak Parking Demand (Spaces per 1,000 SF)	Difference
Main St.	1.45	1.00	0.45
Montana Ave.	4.45	2.95	1.50
Ocean Park Blvd.	2.36	1.36	1.00
Santa Monica Blvd.	2.51	1.47	1.04
Wilshire Blvd.	3.51	1.89	1.62
Average	2.57	1.58	0.99

Source: Gibson Transportation Data Collection (2012). Square footage information provided by the City of Santa Monica.

These ratios indicate that more off-street parking is required than needed. In order to manage uses that require more parking than the average, this report’s recommendations are intended to simplify and encourage more shared parking between adjacent uses that experience peak parking at different times.

These findings are particularly relevant in the context of emerging housing and vehicle ownership trends in Santa Monica. Citywide, the average household vehicle ownership rate is 1.39. However, the average household vehicle ownership rate is lower in a number of areas of the city. This may be partially due to better access to transit and retail services as well as the walkability of some of these neighborhoods as well as the ratio between renter and owner-occupied units. Citywide, the average household vehicle ownership rate for owner-occupied units is 1.77 compared to 1.23 for renter-occupied units.

Although owner-occupied units generally have much higher rates of auto ownership, the majority (71%) of housing units in the City of Santa Monica are renter-occupied. Moving forward, this information provides a framework for a parking plan that not only addresses parking supply, but also emphasizes alternative strategies that reflect lower vehicle ownership rates and drive-alone rates in various parts of the city.

Recommendations

The proposed recommended changes in the Zoning Ordinance evolved through a combination of the City’s vision for its future – expressed through LUCE goals and stakeholder feedback – and out of the analysis of existing conditions. The proposed Zoning Ordinance language seeks to align the two, so that Santa Monica’s parking regulations will support the vision of a livable community, which offers safe and convenient transportation using many different modes, helping create great places where people want to be. Themes that have been analyzed include:

- **Perception of parking scarcity.** The study of existing parking usage demonstrates that while there is high demand for on-street parking near popular destinations, there is often a considerable amount of available off-street parking only short distances away. This creates the impression that parking is scarce, when in fact the parking supply is adequate and is likely underutilized through a combination of inadequate signage, inflexible regulations, private properties choosing to reserve their supply regardless of demand, and inappropriate parking fees.
- **Parking demand surrounding transit-oriented development.** There is a large and growing body of work showing that parking demand is significantly lower near transit of all kinds. The effect is reinforced in dense, high quality, mixed-use environments that attract people and entice them to walk.
- **The gap between the built parking supply and actual parking demand.** The analysis of Santa Monica’s parking supply and parking demand shows that the more urban parts of Santa Monica, like many other cities state and nationwide, has a parking supply that exceeds parking demand. The urban areas of the city have an overall average of 1.94 spaces per 1,000 square feet of building area, but have an average parking demand of only 1.35 spaces per 1,000 square feet.²
- **Commercial parking “spillover” into adjacent neighborhoods.** Some residents have expressed concern regarding the presence of parked employee and visitor vehicles on residential streets, and the potential impact of lowering off-street requirements. Spillover parking in residential areas is a critical issue. The parking data collected indicates that the current abundance of available off-street parking is not alleviating the problem. In fact, the survey of parking spaces showed that there are significant amounts of off-street parking available in virtually every area surveyed, even during the peak hour. This data validates the general theory that drivers will almost always choose an on-street space over an off-street space, and indicates that *the management of parking resources, not the supply, is the underlying issue*. Instead, spillover parking can be better addressed by on-street parking management systems, such as preferential permits and appropriately-priced and timed metered spaces.

Given these findings, it is important that the City amend its Zoning Ordinance so that its policy framework for parking not only reflects current conditions, but that it is also flexible, proactive, and responsive to future conditions. One of the primary goals of these amendments is to better align the parking ordinance with the goals of the LUCE to address demand and congestion management and to also produce sustainable, multi-modal circulation to benefit residents, employees, and visitors. The recommended Zoning Ordinance amendments described in this

² See Figure ES-2 for parking demand rates in urban portions of Santa Monica.

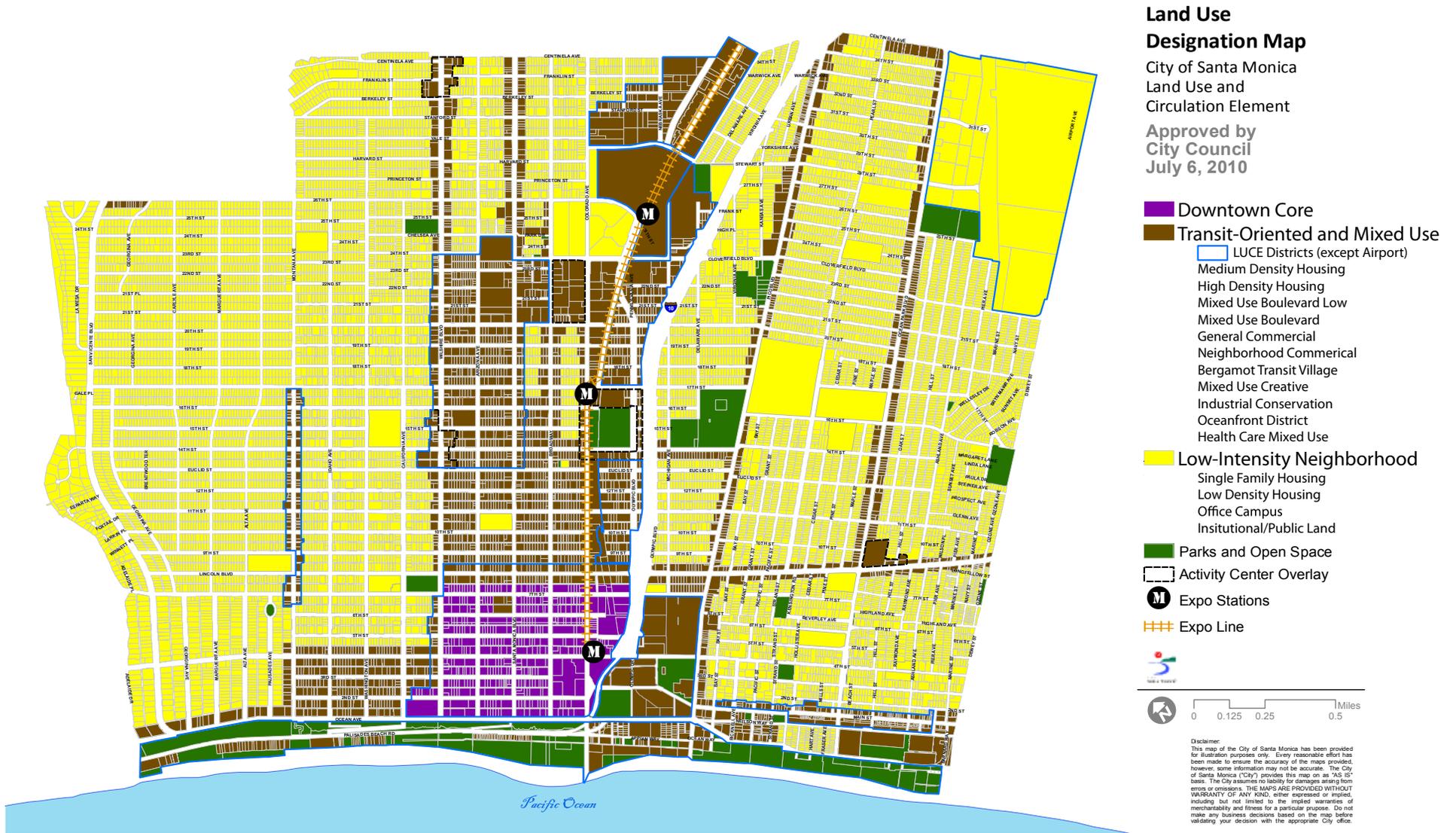
report build on the recognition there is currently sufficient parking availability, that real alternatives to driving exist, and that in many areas, parking management and requirements can be adjusted to meet actual demand. Other proposed amendments seek to establish similar requirements among different uses and enable greater flexibility for changes of use at existing properties. By doing so, several commercial categories will have identical requirements, thereby allowing for multiple categories to be collapsed into one.

Finally, the recommended changes seek to emphasize local context. In order to create standards that meet the context-sensitive nature of Santa Monica's districts (density, level of transit service, etc.), the recommended amendments are separated into two areas based on General Plan land use categories that differ in transportation characteristics (see Figure ES-4). It should be noted that recommendations are not being made in this report for the Downtown and the Bergamot Station areas, where separate planning processes are currently underway.

By organizing requirements this way, the parking ordinance will be brought into alignment with other City objectives such as economic vitality, housing affordability, congestion management, a welcoming urban environment, and encouraged walking, bicycling, and transit use.

Given the detailed and extensive nature of the proposed amendments and additions to the Zoning Ordinance, a summary of the recommendations is provided following Figure ES-4. Please refer to Chapter 3 for the full discussion of recommendations and Chapter 4 for the proposed Zoning Ordinance language.

Figure ES-4 Proposed Parking Zone Designations



The LUCE Land Use Designation Map illustrates the citywide distribution of land use designations. The other maps provided throughout the LUCE showing land use designations are primarily provided for orientation purposes. Where conflicts between maps exist, the citywide Land Use Designation Map shall govern.

Amendments to Existing Zoning Ordinance

Minimum Parking Requirements - Reduce residential off-street parking requirements for some housing types in the Transit-Oriented and Mixed Use area to reflect actual Census data for household vehicle ownership and eliminate the visitor space requirement in all areas. Reduce off-street parking requirements for certain types of commercial uses (general office, hotels, restaurants, markets) in the Transit-Oriented and Mixed Use areas. In the Low-Intensity Neighborhood zone, marginally lower parking requirements to levels observed by ITE in suburban settings.

Shared Parking - Allow non-residential uses who “share” their parking with other uses to provide less parking than those with reserved spaces.

Off-Site Parking - Allow applicants to meet minimum parking requirements through the provision or leasing of nearby off-site facilities. In Transit-Oriented and Mixed Use locations, parking within 1,000 linear feet (a 4-minute walk) should be allowed for commercial uses and 300 feet for residential uses (a 1-minute walk). In the Low-Intensity Neighborhood areas, 300 linear feet (a 1-minute walk) should be allowed for all uses.³

Change of Use - Create a change of use exemption that states that any changes in use of commercial/retail spaces with a total gross floor area of 5,000 square feet or less are not required to provide additional parking.

Exemptions for Minor Additions of New Floor Area - Exempt additions up to 1,000 square feet of gross floor area in Transit-Oriented and Mixed Use areas from the parking requirements for new floor area.

Compact Spaces - Increase the maximum number of compact spaces allowed from 40% to 50% to make parking areas more efficient, and in recognition of nationwide increases in small car ownership, and high percentages of small car ownership in Santa Monica.

Tandem and Stacked Spaces - Revise the parking ordinance to allow for tandem and/or stacked parking, with certain limitations and conditions, such as valets and necessary maneuvering space.

Bicycle Parking – Require both short-term and long-term bicycle parking for all uses.⁴ Base the required number of spaces on the size of the use, number of units, or number of users per land use. Allow projects to pay a bicycle parking in-lieu fee if bicycle parking cannot be provided on site. In existing buildings, allow for a reduction in auto parking to accommodate bicycle parking.

Vanpool and Carpool Parking - Revise the standards for vanpool and carpool parking to meet current best practices, which include the California Green Building Standards Code.⁵

Loading - For a building with less than 7,500 square feet in gross floor area, require no off-street loading. For a building with 7,500 to 35,000 square feet in gross floor area, require one loading space. For a building with greater than 35,000 square feet in gross floor area, require one space for each additional 35,000 square feet in total gross floor area, up to a maximum of five spaces.

³ As a reference comparison, 1,000 linear feet is the distance from the Santa Monica Pier sign to the intersection of Broadway and 2nd Streets.

⁴ Special exemptions may be granted to particular land uses such as coin-operated car washes in which bicycle parking may be ill suited.

⁵ Appendix A - http://www.documents.dgs.ca.gov/bsc/2009/part11_2008_calgreen_code.pdf

New Zoning Ordinance Provisions

This section provides several new recommendations to the ordinance in addition to the modifications above. These provisions are designed to provide applicants with a greater number of options to meet their parking requirements while providing benefits, such as reduced auto ownership among new residents, to the community. By doing so, they will provide flexibility to new development and promote the use of alternative modes.

Parking Waivers - Grant the Planning & Community Development Director the authority to waive parking requirements based on an established process and criteria. Allow parking requirements to be waived under appropriate conditions, such as small projects, cases of adaptive reuse and preservation of historic structures, and provided the applicant demonstrates that reductions are warranted by having the project's travel demand be met by alternative mode infrastructure and/or measures.

Parking Maximums - Establish maximum parking limits on office, retail, and service uses of 4 spaces per 1,000 square feet per thousand square feet in the Transit-Oriented and Mixed Use zones and 6 spaces per 1,000 square feet in the Low-Intensity Neighborhood zone.

Parking In-lieu Fees - Establish a voluntary fee that would allow applicants to pay a per-space amount in-lieu of providing required parking up to 50% of the total number of spaces required.

Leasing Program - Allow applicants to fulfill their minimum parking requirements by leasing spaces in underutilized parking facilities.

Unbundled Parking - Require all off-street parking spaces in new buildings, or in new conversions of buildings to be leased or sold separately from the rental or purchase fees for the life of residential units or nonresidential space.

Carsharing - Require carshare parking in larger developments in Transit-Oriented and Mixed Use areas once a provider is established in Santa Monica. If at any time, an operator is no longer in business, those spaces may be re-designated as shared stalls or bike parking.

Parking Cashout - The cashout requirement for employers should be updated to include features such as a minimum price, an availability requirement, and a restriction that parking must be paid or cashed out on an hourly or daily basis – monthly and annual permits should be forbidden.

1 EXISTING CONDITIONS

EXISTING PARKING SUPPLY AND OCCUPANCY

This chapter provides existing parking supply and occupancy data for a number of commercial corridors in the City of Santa Monica including Main Street, Montana Avenue, Santa Monica Boulevard, Wilshire Boulevard, and Ocean Park Boulevard.

Parking Occupancy

In August 2012, parking occupancy counts were conducted by Gibson Transportation Consulting along five commercial corridors within the City of Santa Monica: Main Street, Montana Avenue, Santa Monica Boulevard, Wilshire Boulevard, and Ocean Park Boulevard. The counts were conducted on both a Friday and Saturday with the data collection hours varying by location. Parking occupancy counts were conducted for off-street spaces, on-street spaces along the commercial streets, as well as on-street spaces to limited depths along parallel residential streets. Some off-street lots were not available for use by the general public, and some of the parking spaces along residential streets require parking permits during certain times of the day.

Figure 1-1 shows the on and off-street parking inventory for the five commercial corridors. The Wilshire corridor has the greatest number of off-street parking spaces as well as the largest total parking inventory, while Montana Avenue has the greatest number of on-street parking spaces.

Figure 1-1 On and Off-Street Parking Inventory

Corridor	Number of On-Street Spaces	Number of Off-Street Spaces	Total Number of Spaces
Main Street	431	1,276	1,707
Montana Avenue ⁶	1,060	762	1,822
Santa Monica Boulevard	178	805	983
Wilshire Boulevard	780	1,546	2,326
Ocean Park Boulevard ⁷	103	309	412

Source: Gibson Transportation Data Collection (2012)

Figure 1-2 and Figure 1-3 show the peak hour parking occupancy rates for on- and off-street parking spaces on each of the commercial corridors for Friday and Saturday. The peak hour of occupancy varies by corridor and day. All of the corridors saw higher overall parking occupancy

⁶ Due to slight differences in the Friday and Saturday inventories an average of both days was taken.

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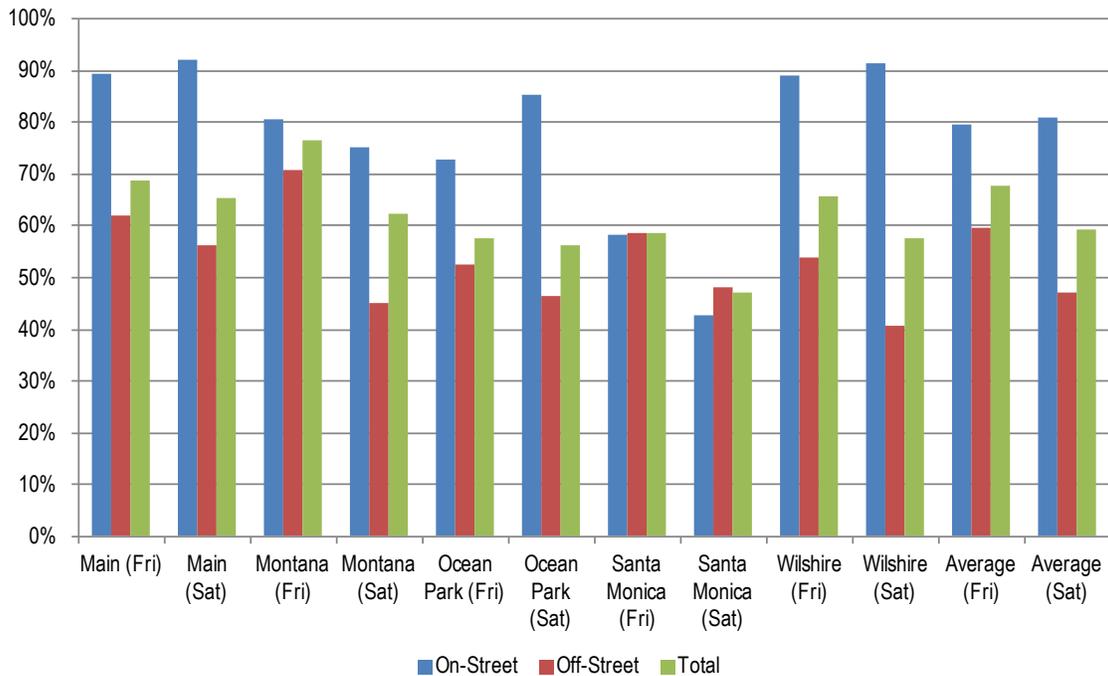
rates on Friday as compared to Saturday; however, even on Friday the overall occupancy rate did not exceed 80% at any of the locations. In general, the on-street peak occupancy rate greatly exceeded the off-street parking occupancy rate on both Friday and Saturday along all the corridors except Santa Monica Boulevard, suggesting that there is an imbalance between the use of on-street parking and nearby off-street parking. Peak on-street occupancy rates on Main Street, Montana Avenue, and Wilshire Boulevard exceeded 80% on Friday and on Saturday on-street occupancy rates on Main Street and Wilshire Boulevard exceeded 90%.

Figure 1-2 Peak Hour Parking Occupancy Rates

Corridor	Friday			Saturday		
	On-Street	Off-Street	Total	On-Street	Off-Street	Total
Main Street	89%	62%	69%	92%	56%	65%
Montana Avenue	81%	71%	77%	75%	45%	62%
Santa Monica Boulevard	58%	59%	59%	43%	48%	47%
Wilshire Boulevard	89%	54%	66%	91%	41%	58%
Ocean Park Boulevard	73%	53%	58%	85%	47%	56%
Average of all areas	83%	60%	68%	81%	47%	59%

Source: Gibson Transportation Data Collection (2012)

Figure 1-3 Peak Hour Parking Demand Occupancy



Source: Gibson Transportation Data Collection (2012)

Figure 1-4 shows the number of spaces supplied compared to the number of spaces occupied per KSF for non-residential uses. Montana Avenue provides the greatest number of spaces with 4.45 spaces supplied per KSF. Main Street provides the lowest number of spaces with 1.45 spaces per KSF and also has the fewest spaces occupied. In all five corridors the number of spaces occupied is less than the number of spaces provided suggesting there is an imbalance between parking supply and demand.

Figure 1-4 Spaces Supplied and Occupied (at Peak Hour) per KSF

District	Parking Supply (Spaces per KSF)	Peak Parking Demand (Spaces per KSF)	Difference
Main St.	1.45	1.00	0.45
Montana Ave.	4.45	2.95	1.50
Ocean Park Blvd.	2.36	1.36	1.00
Santa Monica Blvd.	2.51	1.47	1.04
Wilshire Blvd.	3.51	1.89	1.62
Average	2.57	1.58	0.99

Source: Gibson Transportation Data Collection (2012). Building area square feet represents 2008 data provided by the City of Santa Monica.

Individual Citywide Land Uses

Additional parking occupancy data were provided by the City of Santa Monica for select buildings located throughout the city. Figure 1-5 shows the observed peak hour parking occupancy rates per room for hotels and rates per KSF for office and restaurant uses. For each of the hotel sites, the spaces occupied per room are less than one. For the restaurant, medical and office sites, the spaces occupied per KSF are all lower than what is required under the current Santa Monica Zoning Ordinance suggesting that there may be an opportunity to update the parking requirements to better reflect actual parking demand.

Figure 1-5 Parking Occupancy Peak Hour Rates by Land Use⁸

Location	Land Use	Parking Spaces Occupied	Rooms/ KSF/Units	Spaces Occupied per Rooms/KSF	Current Requirement per Room/KSF
Holiday Inn Santa Monica Beach (1)	Hotel	62	132	0.47	1
Best Western Gateway Hotel (1)	Hotel	95	123	0.77	1
1801 Wilshire (2)	Medical Office	159	57.637	2.76	3.33 - 4
1355 Ocean (3)	Restaurant			4.55	3.33 – 8.3
120 Broadway (4)	Office	218	87.68	2.49	3.33

Note: KSF = 1,000 square feet, Assumes hotel without ancillary uses and a moderately sized restaurant without bar

⁸ At the time the parking occupancy counts were conducted rooms at the hotel land uses were between 90% and 100% occupied.

Sources: 1) 710 Wilshire Boulevard Final EIR Volume II 2) Kunzman and Associates Parking Analysis, December 2011 3) 1355 Ocean Shared Parking Study 4) Parking Study for Seasons 52 Restaurant, August 2011

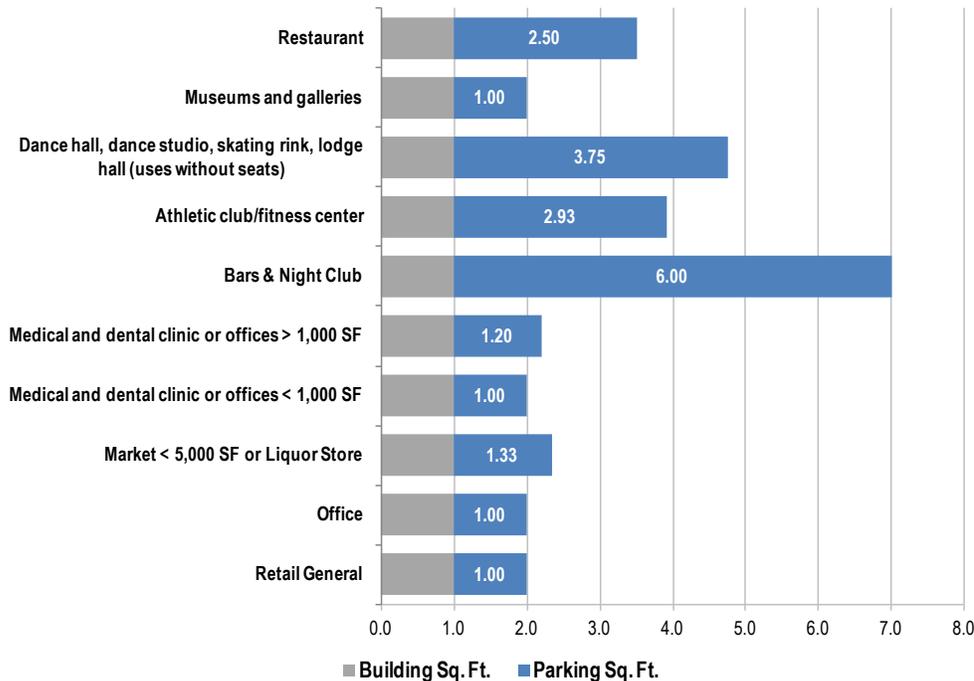
BUILDING AREA VS. PARKING AREA

A practical consequence of minimum parking requirements is that a portion of a property is dedicated to parking, rather than to more active uses. Frequently, parking is built underground at a premium cost per space, particularly for smaller projects on smaller sites. For a developer, this can affect the financial viability of projects and can serve as a hindrance to affordable housing projects. In addition to the economic dimension of requiring too much parking, another consequence of requiring so much land to be dedicated to parking is that it can be difficult to create a walkable and bikeable environment when more land is dedicated to parking than to buildings. Further, providing free parking encourages vehicle trips, leading to increased traffic congestion.

Figure 1-6 shows the ratio of building area to parking area for different land uses in Santa Monica. The area used for parking was calculated using the City’s parking requirements and multiplying by an average parking space size of 300 square feet (including aisles, landscaping, etc).

For example, in an area without structured or underground parking, a developer planning to build a restaurant or night club will end up with more than three-quarters of their plot occupied by parking. The resulting oversupply of parking can be particularly damaging to uses such as eating establishments, which typically help create a sense of activity and life on the sidewalk and street. While much of the newly constructed parking in Santa Monica is not provided in surface lots, it is still important to recognize that land utilized for parking increases the financial cost of a project, particularly underground or multi-story garage facilities and can dissuade desired local-serving uses like restaurants.

Figure 1-6 Ratios of Required Parking Area to Building Area in Santa Monica

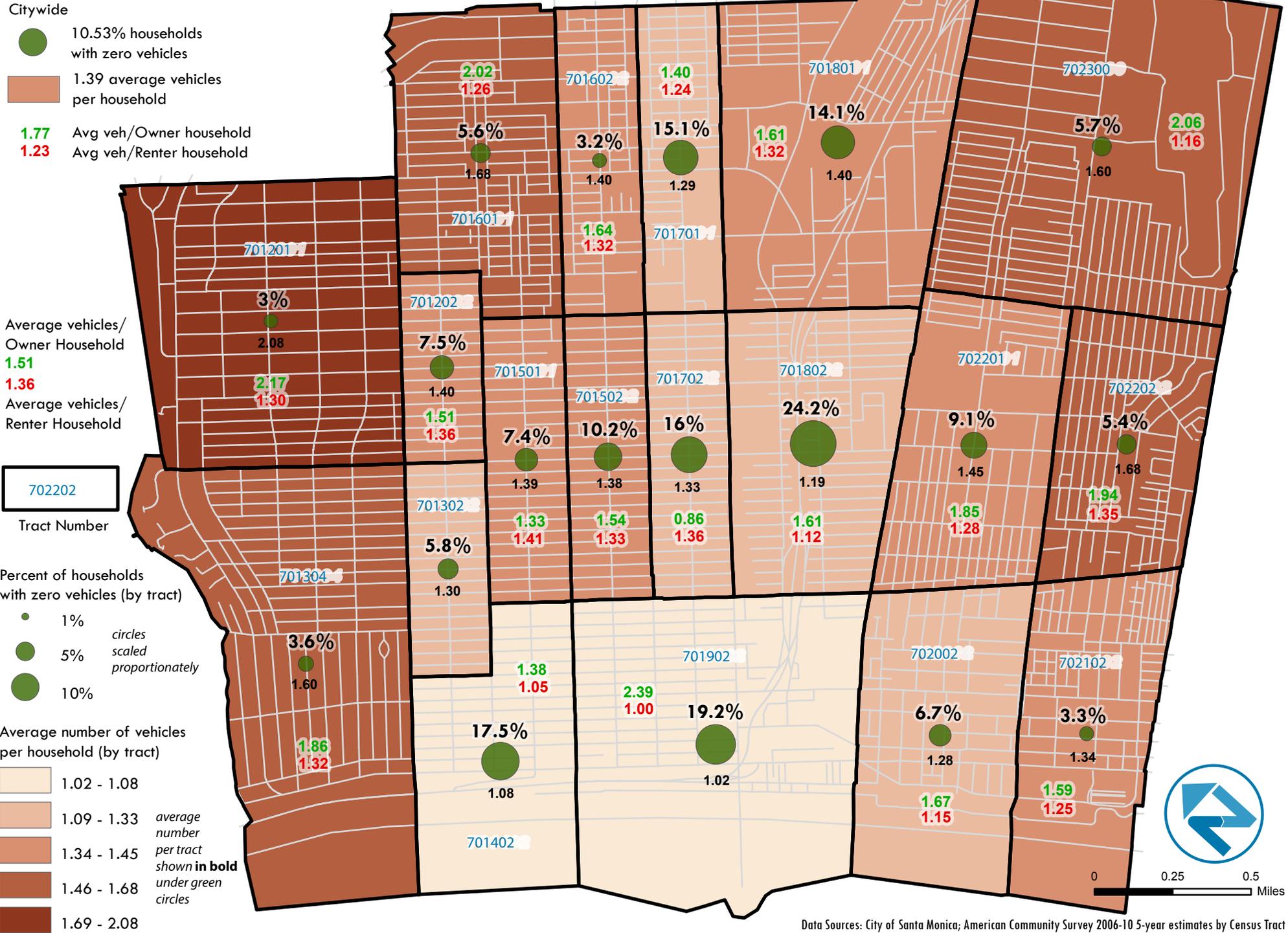


Source: City of Santa Monica Zoning Ordinance based on an average 300 square feet per parking space.

RESIDENTIAL VEHICLE OWNERSHIP

Residential household vehicle ownership is a key component in determining the most appropriate residential parking requirements. Figure 1-7 shows the average number of vehicles per household by census tract in Santa Monica. As shown below, the Downtown has the lowest average vehicle ownership in the city with an average household vehicle ownership rate of 1.02. The Pico neighborhood has the highest percentage of households without a car, at 24.2%. Citywide, the average household vehicle ownership rate is 1.39.

Figure 1-7 Household Vehicle Ownership by Census Tract



Data Sources: City of Santa Monica; American Community Survey 2006-10 5-year estimates by Census Tract

Figure 1-8 shows vehicle ownership by housing tenure. The data show that vehicle ownership (average number of vehicles per housing unit) is higher for owner-occupied units than renter-occupied units in all parts of the city excluding Census Tract 7015.01 and 7017.02. Citywide, the average household vehicle ownership rate for owner-occupied units is 1.77 and 1.23 for renter-occupied units.

Figure 1-8 Average Vehicles per Household

Census Tract	Renter Occupied	Owner Occupied	All households
City of Santa Monica	1.23	1.77	1.39
7012.01	1.30	2.17	2.08
7012.02	1.36	1.51	1.40
7013.04	1.32	1.86	1.60
7014.02	1.05	1.38	1.08
7015.01	1.41	1.33	1.39
7015.02	1.33	1.54	1.38
7016.01	1.26	2.02	1.68
7016.02	1.32	1.64	1.40
7017.01	1.24	1.40	1.29
7017.02	1.36	0.86	1.33
7018.01	1.32	1.61	1.40
7018.02	1.12	1.61	1.19
7019.02	1.00	2.39	1.02
7020.02	1.15	1.67	1.28
7021.02	1.25	1.59	1.34
7022.01	1.28	1.85	1.45
7022.02	1.35	1.94	1.68
7023	1.16	2.06	1.60

Source: U.S. Census Bureau

Although in general owner-occupied units have much higher rates of auto ownership, Figure 1-13 shows that the majority of housing units in the City of Santa Monica are renter-occupied with 71% of all housing units being renter occupied compared to 29% of housing units being owner-occupied. Moving forward, this information provides a framework for a parking plan that not only addresses parking supply, but also emphasizes alternative strategies that reflect lower vehicle ownership rates and drive-alone rates in various portions of the city.

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Figure 1-9 Housing Tenure

Census Tract	Renter Occupied	Owner Occupied
City of Santa Monica	71.0%	29.0%
7012.01	10.1%	89.9%
7012.02	72.8%	27.2%
7013.04	48.6%	51.4%
7014.02	90.5%	9.5%
7015.01	76.4%	23.6%
7015.02	85.5%	14.5%
7016.01	44.7%	55.3%
7016.02	74.6%	25.4%
7017.01	76.0%	24.0%
7017.02	90.8%	9.2%
7018.01	74.0%	26.0%
7018.02	86.0%	14.0%
7019.02	98.4%	1.6%
7020.02	75.1%	24.9%
7021.02	73.2%	26.8%
7022.01	69.8%	30.2%
7022.02	43.1%	56.9%
7023	51.5%	48.5%

Source: U.S. Census Bureau

2 COMPARATIVE ANALYSIS OF PARKING DEMAND RATES

This chapter offers an overview of Santa Monica’s current parking requirements and compares them with industry standards as well as actual (observed) parking demand rates in several peer cities. In practice, many cities’ minimum (and maximum) parking requirements are not empirically linked to actual demand for parking at a particular development site. Parking requirements that do not reflect the contextual variability of parking demand incur unnecessary costs, encourage more driving, and create excesses of parking supply that may reduce an area’s walkability, bikeability, transit use, and attractiveness.

WHAT ARE PARKING DEMAND RATES?

Before evaluating the specifics of parking demand in Santa Monica, it is important to note the way in which demand is measured. As a general concept in this report, *parking demand* refers to observable parking occupancy, or to what extent drivers use existing supplies of parking, such as on-street parking spaces or off-street parking garages. Specific *parking demand rates* are determined by dividing observed parking occupancy by other metrics, such as building square footage (usually KSF), the number of a retail establishment’s employees, or a residential dwelling unit (DU). Parking demand rates offer a quantitative, and thus comparative, method of evaluating parking supply usage across multiple levels, from a single building to a neighborhood to an entire city. In many cases, actual rates of parking demand for various land uses differ greatly from a city’s official parking requirements.

In fact, many minimum parking requirements are designed to address peak period parking demand. As a result, many mixed-use or transit-oriented developments that are not primarily designed to attract drivers may be forced to construct parking supplies that grossly exceed demand. Consequently, parking requirements should be as flexible as possible to best match context-sensitive parking demand rates.

PARKING DEMAND INFLUENCES & LIMITATIONS OF CURRENT PRACTICES

Parking demand is driven by a number of important factors primarily related to location and/or context, including:

- **Density** – What is the total amount of residential units, offices, or retail establishments per acre at a particular origin or destination? Denser developments and neighborhoods are more walkable and less auto-oriented, thus attracting fewer single-occupancy vehicle trips.

- **Land use mix** – Are destinations or neighborhoods characterized by a mix of uses, such as joint residential-retail developments, or do they reflect a suburban, single-use model?
- **Access to and availability of alternative modes** – Are there adequate and accessible bus, rail, or quality pedestrian and bicycle facilities nearby that may be as or more attractive than car travel?
- **Parking pricing** – Do businesses or retail centers charge for parking? Are daily or monthly subscription parking plans available? The availability of free parking or the ability to purchase parking in advance may encourage higher parking demand.
- **Parking supply** – How much parking is available at a given destination?
- **Household size and income level** – Some residents and/or households may not be able to afford a car, and thus rely on transit, or bicycling for travel. Conversely, larger households may rely on more than one car for their travel needs.

As noted above, most city zoning ordinances and standard parking manuals (such as the Institute of Transportation Engineers (ITE)'s *Parking Generation Manual*) do not take into account these variable factors when establishing minimum (or maximum) parking ratios. As noted below, however, ITE acknowledges the limitations of its current survey scope and provides its own list of parking demand factors, including “type of area, parking pricing, transit availability and quality, transportation demand management plans, mixing of land uses, pedestrian-friendly design, land use density, trip chaining/multi-stop trip activity, the split between employee and visitor parking, [and] the split between long-term and short-term parking.”⁹

PARKING DEMAND RATES – LITERATURE REVIEW

This section includes a comprehensive overview of parking demand rates across a variety of contexts, including denser, mixed-use areas, transit-oriented developments, and among several single generalized land uses such as residential, retail, and offices. A range of contexts was provided to reflect the varying types of communities within Santa Monica such as Downtown, future Expo Line stations, neighborhood commercial areas, and residential neighborhoods. The results demonstrate that parking demand rates vary greatly and are highly context-sensitive. In particular, surveyed sources include:

- Parking supplies provided at transit-oriented developments (TOD)
- City parking requirements at recent California TOD projects
- Built parking supplies and observed demands in several cities nationwide
- Single-use parking demand rates presented in the ITE's *Parking Generation Manual*
- Time-of-day analysis and other guidance provided in the Urban Land Institute (ULI)'s *Shared Parking Manual*

Parking supply provided at TOD projects. Parking supplies provided at a range of transit-oriented development projects in California were examined:

- The Hollywood-Highland TOD in Los Angeles consists of 1.3 million square feet of space, including 375,000 square feet of retail space; a 640-room hotel; a six-plex movie theatre, a 40,000 square foot event space, and a 7,000 square foot broadcast studio. These uses

⁹ Institute of Traffic Engineers (ITE), *Parking Generation Manual*, 4th Edition (2010), page 2.

are served by a 3,000 space parking garage, which equates to roughly 2.3 spaces per thousand square feet, though peak demand has been far lower than supply.¹⁰

- A parking analysis for a transit-oriented development proposed for the new West Dublin/Pleasanton BART station determined that the proposed parking supply would be adequate for the estimated parking demand for that project, and that the parking supply ratios were consistent with other TOD projects surveyed in California and the Bay Area:
 - An average of 1.41 spaces/unit supplied at TOD projects across the state
 - A range of 1.08 spaces/unit to 1.5 spaces/units supplied at Pleasant Hill BART TOD project
 - An average of 1.31 spaces/unit supplied at the Alameda County BART TOD project and Fruitvale BART TOD project
 - 1.5 spaces/unit required in the East Dublin BART Transit Center Stage 1 Development Plan¹¹

- A 2004 memo from the Contra Costa Community Development Department determined that “based on the operating experience of [the built] properties” in the vicinity of the Pleasant Hill BART station, the optimal parking supply for these transit-oriented developments was 1.35 spaces/unit. The parking supply ratios of built projects around the Pleasant Hill BART station ranged from a low of 1.03 spaces/unit to a high of 1.37 spaces/unit:
 - Treat Commons I: 1.03 spaces/unit
 - Treat Commons II: 1.15 spaces/unit
 - Bay Landing: 1.30 parking spaces/unit
 - Station Park Apartments: 1.35 spaces/unit
 - Park Regency: 1.37 spaces/unit

- The Mission Meridian Village located at the Mission Gold Line Metro Station in Pasadena is comprised of 67 housing units and 5,000 square feet of retail space. A 324 space parking garage was built under the development. Of those spaces 142 are designated for



Fruitvale BART

Source: <http://www.flickr.com/photos/paytonc/1321711571/>

¹⁰ Caltrans’ “California Transit-Oriented Development (TOD) Searchable Database”, accessed at <http://transitorienteddevelopment.dot.ca.gov>.

¹¹ TJKM Transportation Consultants, “Draft Triggering Analysis for the West Dublin BART Transit Village Development in the City of Dublin” (7/19/07), page 25.

Metro Gold Line Patrons, 95 are public parking spaces, and the remaining 87 parking spaces are for residents, which translates to 1.3 spaces per unit. Residential parking is physically separated from transit patron and public parking.

City parking requirements at recent

California TOD projects. Parking requirements for residential units of recently-developed TOD projects from across California are listed in Caltrans' TOD database.¹² It should be noted that some of these projects may contain rental units, for-sale units, or a mix of both. In addition, *it must be emphasized that parking requirements are not necessarily based on any empirical demand analysis, and therefore don't imply the "right" amount of parking that should be required for the proposed project.* Noting these caveats, the residential parking requirements for recent California TOD projects ranged from 0.33 spaces/unit to 2.0 spaces/unit, as shown in Figure 2-1.



Source: <http://www.flickr.com/photos/rojeri/2883074545/>

¹² Caltrans' "California Transit-Oriented Development (TOD) Searchable Database", accessed at <http://transitorienteddevelopment.dot.ca.gov>.

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Figure 2-1 Parking Requirements at California TODs

Transit Station - TOD	Metropolitan Area	Parking Requirements		
		Residential (per DU)	Retail (per KSF)	Office (per KSF)
Gateway Plaza-Union Metro Station – Gateway Center	Los Angeles	1	1.1	1.1
Memorial Park Metro Station – Holly Street Village	Los Angeles	1.1	2.5	3
Sylmar Metrolink Station – Village Green	Los Angeles	2	-	-
Willow Metro Station – Wrigley Marketplace	Los Angeles	-	5	-
Hollywood and Highland Metro Station – Hollywood & Highland	Los Angeles	-	2	-
Hollywood and Vine Metro Station – Wilcox Apartments	Los Angeles	1.2	-	-
Hollywood and Western Metro Station – Western Carlton Apartments	Los Angeles	1.0	-	-
North Hollywood Metro Station – Studio Village	Los Angeles	0.5		
Long Beach Transit Mall Metro Station – Pacific Court Apartments	Long Beach	1.2	-	-
Pacific at 5 th Street Metro Station – Bellamar Apartments	Long Beach	1.3	-	-
Sierra Madre Villa Metro Station - Villa Pinnacle	Pasadena	1.5	-	-
Avenue26/Lincoln Heights Metro Station – Lincoln Heights TOD	Pasadena	1.0 (rental) 1.75 (for sale)	-	-
Lake Avenue Metro Station – Madison Walk	Pasadena	1.8	-	-
Rio Vista West SD Trolley Station – The Promenade	San Diego	1	2.1	-
Villages of La Mesa/Amaya Trolley Station – Villages of La Mesa	San Diego	2	-	-
America Plaza Multimodal Station – America Plaza	San Diego	-	2.2	2.2
Hayward BART Station – Atherton Place Townhomes	San Francisco Bay Area (East Bay)	1	-	-
Emeryville Amtrak Station – EmeryStation Development	San Francisco Bay Area (East Bay)	1.2	3	3

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Built parking supply versus actual demand in several cities nationwide. Figure 2-2 provides a summary of built supply to actual demand for several cities that Nelson\Nygaard and its associates have observed. The minimum parking requirements and demand rates are primarily for mixed use commercial areas. The data show that many American cities, even those in auto-oriented, suburban areas such as Chico, CA, are currently building more parking than demand warrants. Data for commercial corridors in Santa Monica are derived from data collected in August 2012 by Gibson Transportation Consulting.

Figure 2-2 Built Parking Supply and Actual Demand, Selected Cities

City	Minimum Requirement / KSF or Actual Built Supply	Actual Demand / KSF	Gap Between Parking Built and Actual Parking Demand (for Every KSF)
Santa Monica – Main St.	1.45	1.00	0.45
Hood River, OR	1.54	1.23	0.31
Oxnard, CA	1.70	0.98	0.72
Corvallis, OR	2.00	1.50	0.50
Monterey, CA	2.14	1.20	0.94
Sacramento, CA	2.19	1.18	1.01
Santa Monica – Ocean Park Blvd.	2.36	1.36	1.00
Seattle, WA (South Lake Union neighborhood)	2.50	1.75	0.75
Kirkland, WA	2.50	1.98	0.52
Palo Alto, CA	2.50	1.90	0.60
Santa Monica – Santa Monica Blvd.	2.51	1.47	1.04
Ventura, CA (Westside neighborhood)	2.87	1.26	1.61
Chico, CA	3.00	1.70	1.30
Hillsboro, OR	3.00	1.64	1.36
Bend, OR	3.00	1.80	1.20
Salem, OR	3.15	2.04	1.11
Santa Monica – Wilshire Blvd.	3.51	1.89	1.62
Lancaster, CA	3.67	1.37	2.30
Redmond, WA	4.10	2.71	1.39
Beaverton, OR	4.15	1.85	2.30
Soledad, CA	4.21	1.21	3.00
Santa Monica – Montana Ave.	4.45	2.95	1.50

COMPARISON WITH SANTA MONICA'S ZONING ORDINANCE

Single-use parking demand rates presented in the ITE's *Parking Generation Manual*. The Institute of Transportation Engineers (ITE)'s *Parking Generation Manual* includes parking demand rates primarily collected from single-use, low-density projects with little or no transit access. Even ITE's findings from "Urban" study areas are comprised of data from very different contexts, including Central Business Districts, Central City (Not Downtown), and "Suburban Centers" such as downtown Walnut Creek, CA. In light of these shortcomings, ITE acknowledges that "additional parking data are needed in order to understand the complex nature of parking demand," and cautions that the report "does not provide authoritative findings, recommendations, or standards on parking demand."¹³

Figure 2-3 provides an overview of ITE's findings of peak parking demand rates for several single uses and compares them to the City of Santa Monica's current parking requirements. Despite the limitations of ITE's methodological approach, the data confirms that parking demand rates are context-sensitive as the ITE rates, which are based on data collected for various sites throughout the country, are lower for urban locations as compared to suburban locations.

¹³ Institute of Traffic Engineers (ITE), *Parking Generation Manual*, 4th Edition (2010), pages 1-2.

Figure 2-3 ITE Parking Demand Rates for Selected Land Uses

ITE Code	Land Use	Unit of Comparison	Average Peak Parking Demand Rate on Weekday: "Suburban"	Average Peak Parking Demand Rate on Weekday: "Urban"	Santa Monica Requirement
221	Low/Mid-Rise Apartment	Dwelling Unit (DU)	1.23	1.20	1.2 – 2.2 ¹⁴
222	High-Rise Apartment	Dwelling Unit (DU)	-	1.37	1.2 – 2.2 ¹⁵
310	Hotel	Room	0.89	-	1
444	Movie Theatre	Seat	0.26	-	0.25
492	Health/Fitness Club	KSF (1,000 square feet)	5.27	-	5.26 ¹⁶
530	High School	Student	0.23	0.09	N/A
565	Day Care Center	KSF	3.16	-	2
590	Library	KSF	2.61	-	4
701	Office Building	KSF	2.84	2.47	3.33
720	Medical Office Building	KSF	3.20	-	4
730	Government Office Building	KSF	4.15	-	3.33
820	Shopping Center	KSF	2.55	-	3.33
850	Supermarket	KSF	3.92	2.27	4
851	Convenience Market	KSF	3.11	-	4.44 ¹⁷
880	Pharmacy/Drugstore	KSF	2.20	-	3.33
896	Video Rental Store	KSF	2.41	-	3.33
931	Quality Restaurant (non-Friday)	KSF	10.60	-	5.33 ¹⁸
932	High Turn-Over (Sit-Down) Restaurant with Bar/Lounge	KSF	10.60	5.55	5.33 ¹⁹

¹⁴ The Santa Monica multi-family residential housing requirement includes visitor parking.

¹⁵ The restaurant requirement for Santa Monica assumes 50% support area and 50% seating area.

¹⁶ The health club requirement for the City of Santa Monica assumes 50% exercise area and 50% locker room area.

¹⁷ The convenience market requirement for Santa Monica assumes a square footage less than 5,000 square feet.

¹⁸ The restaurant requirement for Santa Monica assumes 50% support area and 50% seating area.

¹⁹ The restaurant requirement for Santa Monica assumes 50% support area and 50% seating area.

Guidance for shared parking arrangements from the ULI’s *Shared Parking Manual*.

The Urban Land Institute (ULI)’s *Shared Parking Manual* provides policy guidance regarding the maximization of finite parking resources by sharing supply among multiple land uses, often at different times of the day. In other words, the manual describes the mission of shared parking as “find[ing] the balance between providing adequate parking to support a development from a commercial viewpoint and minimizing the negative aspects of excessive land area or resources devoted to parking.”²⁰ Although the manual includes a summary of recommended parking requirements for single land uses, the source for over half of these figures is the ITE’s *Parking Generation Manual* (3rd Edition).

Beyond recommending parking requirements based on industry standards, ULI offers a summary of time-of-day factors (or observed parking occupancy percentages by land use, by user, and by time of day) for weekdays and weekends. These charts reinforce that parking demand is highly variable and dependent on a number of contextual factors, such as location, special event occurrence, and time of day. Finally, although the manual’s analysis of mixed-use developments is limited to regional malls and “town center” style shopping centers that do not include residential components, ULI’s analysis determines that due to time-of-day parking demand variability, parking can be shared among different types of retail and office uses. For instance, the same parking resource may be used primarily by retail and office customers until 6pm; thereafter, the same supply may be taken over by cinema patrons and restaurant-goers.

Figure 2-4 shows to a modest extent how Santa Monica’s current parking requirements compare with selected parking requirements and parking demand rates from the literature review. The City of Santa Monica’s existing ordinance requirements exceed the requirements set by California TODs, and for the most part are higher than ITE’s “urban” parking demand rates and observed parking demand rates at selected TODs.

²⁰ Urban Land Institute (ULI), *Shared Parking Manual*, 2nd Edition (2005), page 1.

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Figure 2-4 Selected Santa Monica Parking Requirements in Context

Generalized land use	Unit	Parking Requirements		Parking Demand Rates	
		Existing Santa Monica City Ordinance	Selected California TOD Requirements	ITE “Urban” Parking Demand Rate	Selected TOD Parking Demand Rate
Multifamily Housing	Studio	1.00	1.0 (1)	1.20	0.92 (2)
	1 bedroom	1.5			
	2 or more bedrooms	2.00			
Retail	KSF	3.33	1.1 (1)	2.55 (3)	1.45 (4)
Office	KSF	3.33	1.1 (1)	2.47	-

Notes:

(1) Gateway Plaza-Union Metro Station (Caltrans TOD Database), (2) Archstone, Walnut Creek (Cervero 2009), (3) ITE does not differentiate urban sites; 98% of sites are from suburban or rural areas, (4) Archstone, Fremont (Cervero 2009)

The City of Santa Monica’s current parking requirements may be too high for many parts of the city, such as for light rail transit-oriented developments, denser mixed-use areas, and other future catalyst sites. For maximum effectiveness, parking requirements should reflect the context-sensitive nature of parking demand.

3 ZONING ORDINANCE RECOMMENDATIONS

STRATEGY

As discussed in Chapters 1 and 2, the City of Santa Monica possesses a combination of parking challenges and opportunities. One key challenge facing the City is that much of its limited on-street parking is often in high demand, while off-street parking is considerably less utilized, at least on average (see Figure 3-1). The result is a parking supply that often appears to be highly occupied when in reality there are many spaces vacant at peak hour. It also highlights the fact that *requiring the construction of more off-street parking will not alleviate on-street parking congestion.*

Figure 3-1 Citywide Peak Hour Parking Occupancy Rates, On- and Off-Street

Area	On-Street	Off-Street	Total
Main St.	89%	62%	69%
Montana Ave.	81%	71%	77%
Ocean Park Blvd.	73%	53%	58%
Santa Monica Blvd.	58%	59%	59%
Wilshire Blvd.	89%	54%	66%
Average	83%	60%	68%

Source: Gibson Transportation Data Collection (2012)

The parking imbalance between on- and off-street spaces is a result of parking policies that do not accurately reflect parking conditions on the ground and do not effectively utilize management strategies to distribute supply and demand. These challenges have real implications for both the community's character and vibrancy, as hundreds of expensive spaces sit empty.

By analyzing the available parking data, it also quickly becomes clear that the supply of parking in every commercial area studied exceeds demand, with the exception of certain blocks at certain times of day. As noted in Chapter 1, peak parking demand ratios in the various surveyed portions of the city range from 1.00 to 2.95 (see Figure 3-2) with all areas except Montana Avenue ranging from 1.00 to 1.89; this variation may be due to the relatively large, free supply of parking on streets perpendicular to Montana Avenue. The City of Santa Monica is not unique in this regard, as research has consistently shown (see Chapter 1) that the amount of built supply far exceeds actual parking demand in most areas.

Figure 3-2 Non-Residential Parking Demand and Supply (On and Off-Street Parking)

District	Parking Supply (Spaces per KSF)	Peak Parking Demand (Spaces per KSF)	Difference
Main St.	1.45	1.00	0.45
Montana Ave.	4.45	2.95	1.50
Ocean Park Blvd.	2.36	1.36	1.00
Santa Monica Blvd.	2.51	1.47	1.04
Wilshire Blvd.	3.51	1.89	1.62
Average	2.57	1.58	0.99

Source: Gibson Transportation Data Collection (2012). Square footage information provided by the City of Santa Monica

These ratios indicate that more off-street parking is required than needed. In order to manage uses that require more parking than the average, the recommendations in this document are intended to simplify and encourage more shared parking between adjacent uses that experience peak parking at different times.

These findings are particularly relevant in the context of emerging housing and vehicle ownership trends in Santa Monica. U.S. Census data (as noted in Chapter 1) clearly demonstrates that vehicle ownership is lower in the City’s urban areas. This is due in part to better access to transit, retail, and walkability in these areas, but also because there are more renter-occupied units, and renters own fewer vehicles.

Given these trends, it is important that the City amend its Zoning Ordinance so that its policy framework for parking not only reflects current conditions, but is flexible and responsive to future development. One of the primary goals of these amendments is to better align the parking ordinance with the goals of the LUCE to produce sustainable, multimodal circulation to benefit residents, employees, and visitors. The recommended Zoning Ordinance amendments outlined below build on the recognition that not only is there currently sufficient parking availability and that real alternatives to driving exist, but also that in many areas, parking requirements can be adjusted to meet actual demand. Other proposed amendments seek to simplify infill development and redevelopment by establishing similar requirements between different uses and reducing the amount of additional parking required for changes of use at existing properties. By doing so, several commercial categories will have identical requirements, thereby allowing for multiple categories to be collapsed into one.

Finally, the recommended changes seek to emphasize local context. In order to create standards that meet the unique needs of Santa Monica’s neighborhoods, the recommended amendments are separated into two areas based on General Plan land use categories that differ in transportation characteristics (see Figure 3-3). It should be noted that Downtown and the Bergamot Station area are not included in the two areas and thus the recommendations made in this report do not apply to these areas as there are separate parking related planning processes currently underway for these areas.

Figure 3-3 Zoning Ordinance Land Use Designations for Parking Requirements

New Zoning Code Designation	General Plan Land Use Categories
Transit-Oriented and Mixed Use	Medium & High Density Housing, Mixed Use Blvd., General & Neighborhood Commercial, Bergamot Transit Village, Mixed Use Creative, Industrial Conservation, Oceanfront District, Health Care Mixed Use, LUCE Districts (except for the airport LUCE District)
Low-Intensity Neighborhood	Single Family & Low Density Housing, Office Campus, Institutional/Public Land

By organizing requirements in this way, the parking ordinance will be brought into alignment with other City objectives including housing affordability, congestion management, trip reduction, economic vitality, creating a welcoming urban environment, and encouraging walking, bicycling, and transit use.

The map of General Plan land use designations and details of each proposed change are summarized in Figure 3-4 and Figure 3-5. Following the maps is a detailed discussion of each proposed action, including the rationale for the change and anticipated benefits.

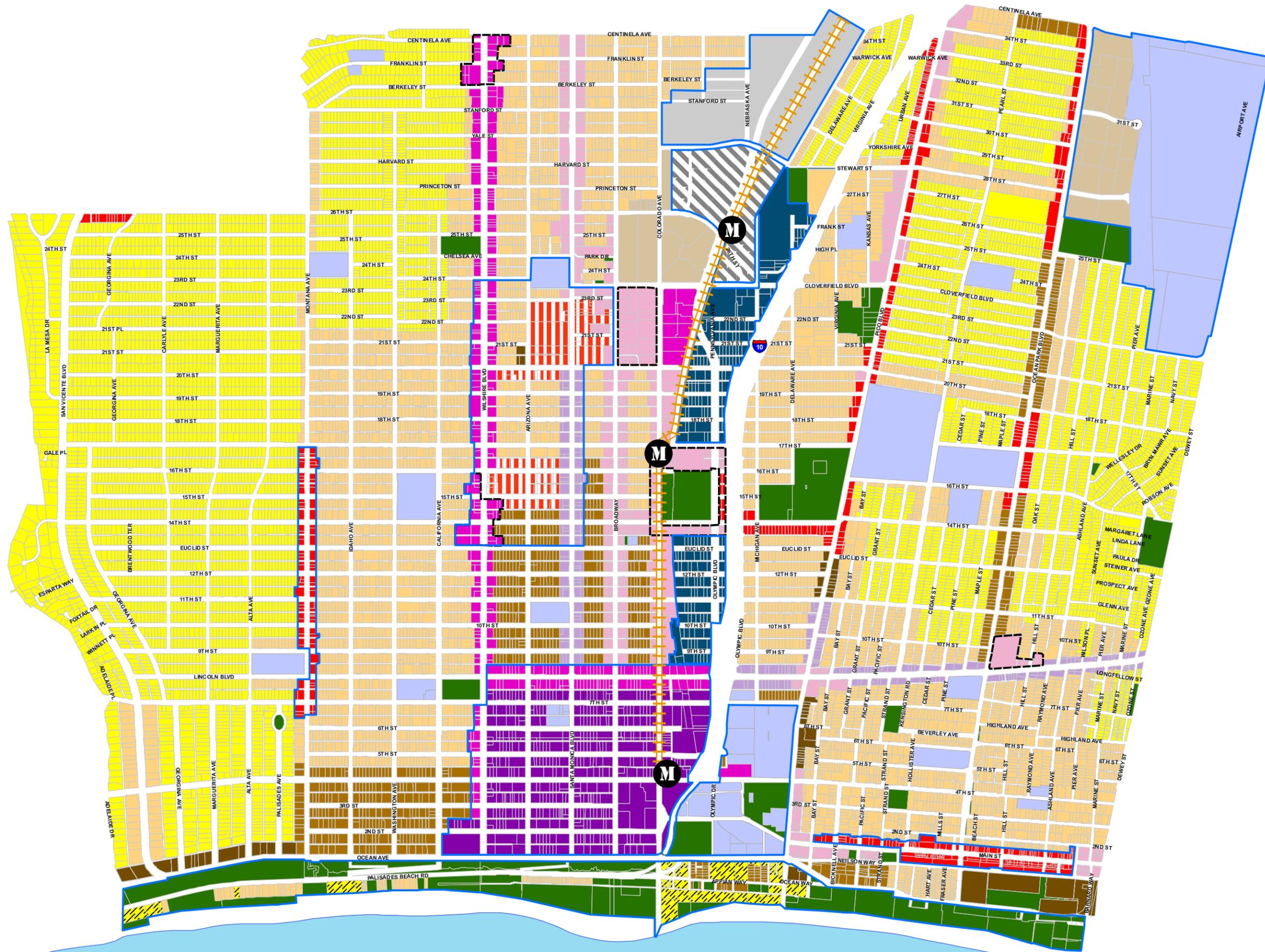
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Figure 3-4 LUCE Designations

Land Use Designation Map

City of Santa Monica
Land Use and
Circulation Element

Approved by
City Council
July 6, 2010



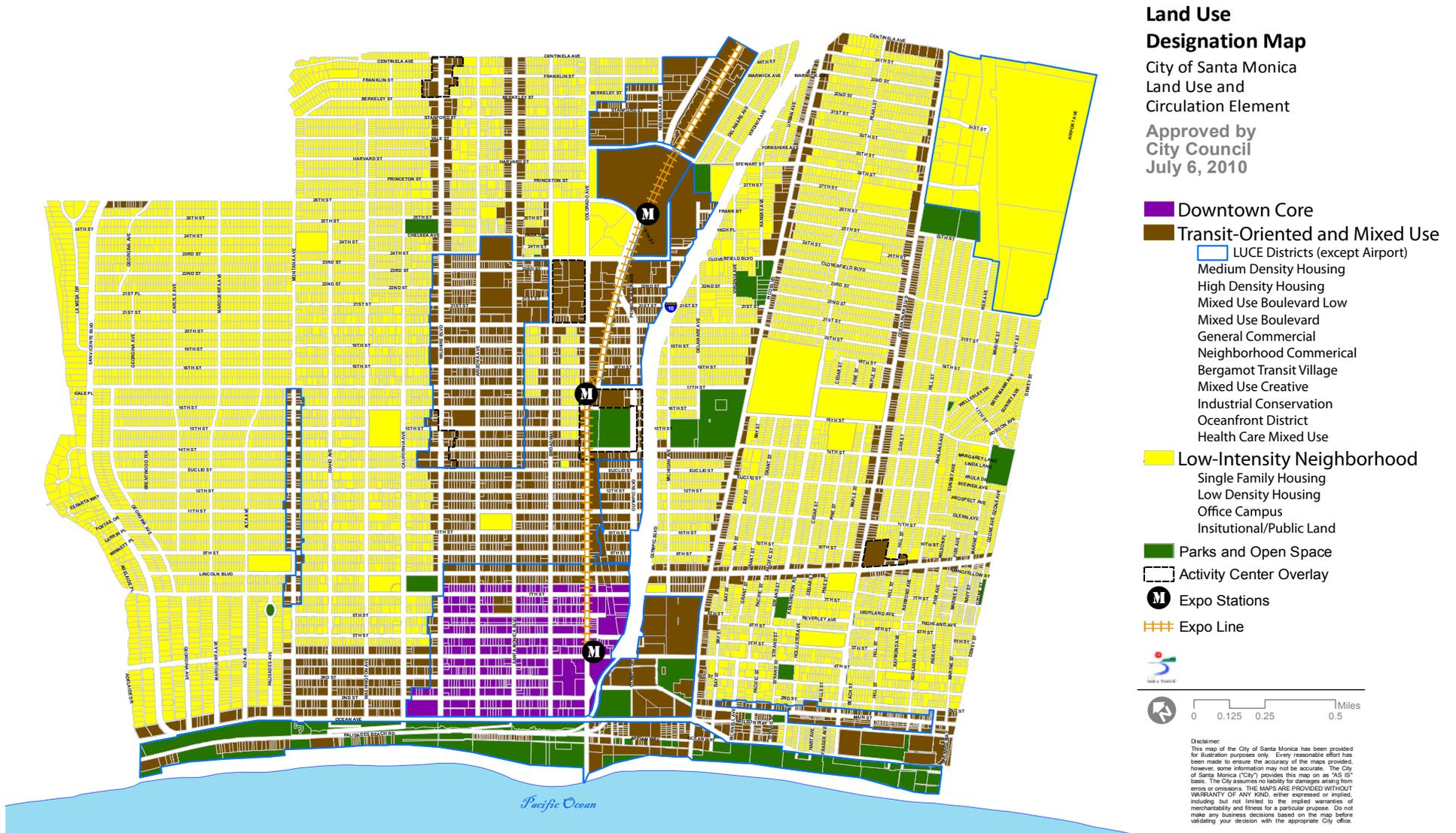
- Single Family Housing
- Low Density Housing
- Medium Density Housing
- High Density Housing
- Mixed Use Boulevard Low
- Mixed Use Boulevard
- General Commercial
- Neighborhood Commercial
- Bergamot Transit Village
- Mixed Use Creative
- Downtown Core
- Industrial Conservation
- Office Campus
- Oceanfront District
- Health Care Mixed Use
- Institutional/Public Lands
- Parks and Open Space
- Activity Center Overlay
- LUCE Districts
- M Expo Stations
- Expo Line



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Figure 3-5 Proposed Parking Zone Designations



The LUCE Land Use Designation Map illustrates the citywide distribution of land use designations. The other maps provided throughout the LUCE showing land use designations are primarily provided for orientation purposes. Where conflicts between maps exist, the citywide Land Use Designation Map shall govern.

RECOMMENDATION INPUTS

The changes in the proposed Zoning Ordinance evolved through a combination of the City’s vision for its future – expressed through LUCE goals and stakeholder feedback – and out of the analysis of existing conditions and comparative analysis. The proposed Zoning Ordinance language seeks to align the two, so that Santa Monica’s parking regulations will support the vision of a livable community, which offers safe and convenient transportation using many different modes, helping create great places where people want to be.

Themes that have been analyzed include:

- **Perception of parking scarcity.** The study of existing parking usage demonstrates that while there is high demand for on-street parking near popular destinations, there is often a considerable amount of available off-street parking only short distances away. This creates the impression that parking is scarce, when in fact the parking supply is adequate and is likely underutilized through a combination of inadequate signage, inflexible regulations, private properties choosing to reserve their supply regardless of demand, and inappropriate parking pricing.
- **Parking demand surrounding transit-oriented development.** There is a large and growing body of work showing that parking demand is significantly lower near transit of all kinds. The effect is reinforced in dense, high quality, mixed use environments that attract people and entice them to walk.
- **Gap between the built parking supply and actual parking demand.** The analysis of Santa Monica’s parking supply and parking demand shows that the more urban parts of Santa Monica, like many other cities state and nationwide, has a parking supply that exceeds parking demand. The urban areas of the city have an overall average of 1.94 spaces per 1,000 square feet of building area, but have an average parking demand of only 1.35 spaces per 1,000 square feet.
- **Commercial parking “spillover” into adjacent neighborhoods.** Some residents have expressed concern regarding the presence of parked employee and visitor vehicles on residential streets, and the potential impact of lowering off-street requirements. Spillover parking in residential areas is a critical issue and it is apparent from the data collected that the current abundance of available off-street parking is not alleviating the problem. In fact, the survey of parking spaces showed that there are significant amounts of parking available in virtually every area surveyed, even during the peak hour. This data validates the general theory that drivers will almost always choose an on-street space over an off-street space, and indicates that *the management of parking resources, not the supply, is the underlying issue*. As such, the current method of requiring large amounts of off-street parking is not necessarily “solving” the problem and in fact may be inducing more people to drive (as demonstrated in the Montana Avenue data). Spillover parking can be better addressed by incorporating a more effective on-street parking management systems, such as preferential permits and appropriately-priced and timed metered spaces.

RECOMMENDATIONS

1. Specific Parking Requirements

The following parking requirement recommendations were drawn from two primary sources. As noted above, this report contains a considerable amount of parking data drawn from various districts throughout Santa Monica that represent more of the commercial mixed use and urban areas of the city. These districts experience lower parking demand rates than suburban development due to their density, mix of uses, transit accessibility, walkability, and other factors. As such, parking requirements for the Transit-Oriented and Mixed Use areas have been developed to reflect the actual demand rates experienced in the districts in which data was collected.

In the more suburban parts of Santa Monica, the factors that allow for greater alternative mode use (transit accessibility, mix of uses, etc.) are less abundant and parking demand is generally higher. A common source of parking demand for suburban areas is the Institute of Transportation Engineers (ITE) *Parking Generation Manual*. The manual provides a range of data, primarily from suburban areas, and is one of the most comprehensive collections of data available for sites in locations with discrete land uses, dedicated parking supplies, and no transportation alternatives.²¹ These data points informed the recommended standards for the Low-Intensity Neighborhood zone. In general, Santa Monica experiences a greater mix of uses and mobility than the ITE manual, even in areas further from commercial corridors. In this way, the parking ordinance is shifting from a largely one-size-fits-all approach to one that is more context-sensitive.

Residential parking requirements have been recommended to reflect actual market demand. The state of the housing market indicates there is a strong likelihood that rental apartments may dominate the market ahead of owner-occupied condominiums. As Census data shows in Chapter 1, household vehicle ownership rates can vary considerably from 0.86 to 2.68 vehicles per household. Renter-occupied units, comprising 71% of the city's housing stock, own an *average* of 1.23 vehicles per household. Given this wide variety in demands, residential developers should be able to construct the amount necessary to meet the anticipated parking demand.

The aim of the non-residential changes is to allow development to meet actual market demand, simplify the turnover of properties between different uses, and encourage infill development/redevelopment. The reduction of parking requirements to levels that meet actual observed demand will facilitate the ability of businesses to move into vacant properties and bring new commercial activity. By doing so, the City will allow for new businesses to build parking to meet actual anticipated demand up to a certain limit in some cases to minimize community impacts. In addition, requiring the same amount of parking for many business types will simplify the process of properties changing uses. In combination with the proposed changes to encourage off-site shared parking (9.04.10.08.190), the changes are also supportive of a park-once environment with pedestrian activity and the consequent economic and safety benefits.

Figure 3-6 shows the proposed minimum parking requirements for reserved parking spaces. Traditionally, many ordinances have required the provision of such spaces with the understanding that they will be accessible solely by the use's residents, employees, and visitors,

²¹ ITE itself recommends using local data wherever available and to take into consideration such factors as mixed land uses and proximity to transit.

regardless of whether the spaces are being actively used. While this arrangement functions well for certain uses, such as residences, it creates a highly inefficient supply of parking for non-residential uses. Those businesses with reserved parking often do not allow others access to those spaces even when not being used, creating a large amount of empty parking spaces, even at peak hour (as is demonstrated in the collected data).

In order to remedy this inefficiency, non-residential uses can “share” their parking by making spaces publicly available. Shared parking is one of the most effective tools in parking management. Shared parking policies do not treat the parking supply as individual units specific to particular businesses or uses, but rather emphasize the efficient use of the parking supply by including as many spaces as possible in a common pool of shared, publicly available spaces. Because many different land uses have different periods of parking demand, different motorists can occupy the same spaces over the course of the day, thereby limiting the need to provide additional parking. For example, if a bank opts to make its parking publicly available, even during non-business hours, it allows other businesses (such as a bar or restaurant) to utilize that parking when empty, thereby maintaining parking access while reducing the number of spaces necessary to meet demand. By doing so, private development makes its parking “public” thereby reducing the need for the City to provide a separate, and expensive public supply.

Given the efficiencies of publicly accessible parking, this report recommends halving the minimum amount of parking required in Figure 3-6, if shared.²²

²² As an alternative, the Ordinance could simply rely solely on reserved parking ratios and include a provision that a given percentage of all new non-residential parking be shared with the public, with specific requirements that the public be offered parking at the same hourly or daily rates as building occupants. Local residents would be allowed to rent overnight parking in all commercial garages and the requirements would include provisions regarding common signage.

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Figure 3-6 Proposed Reserved Minimum Parking Requirements

Current Use vs. Requirements (Table 9.04.10.08.040)		Transit-Oriented and Mixed Use	Low-Intensity Neighborhood
Use (RESIDENTIAL)	Current Minimum Off-Street Requirement	Proposed Minimum Off-Street Requirements	
Artist studio	1 space for each 750 sq. ft. of residential area, minimum of 1 space 1 space for each 400 sq. ft. of manufacturing space 1 space for each 300 sq. ft. of retail gallery space	1 space for each 750 sq. ft. of residential area, minimum of 1 space 1 space for each 1,000 sq. ft. of manufacturing or retail gallery space	1 space for each 750 sq. ft. of residential area, minimum of 1 space 1 space for each 400 sq. ft. of manufacturing space 1 space for each 300 sq. ft. of retail gallery space
Visitor spaces	1 space per 5 residential units (applies to projects of 5 or more residential units)	No visitor parking required	
Boarding homes	0.5 spaces per unit plus one guest space per 5 units	0.5 spaces per unit	
Boarding homes deed restricted to low and moderate income	0.25 spaces per unit plus one guest space per 5 units	0.25 spaces per unit	
Condominiums:			
Studio, no bedrooms	1 covered space	1 covered space per unit	
1 bedroom	2 covered spaces per unit	1 covered space per unit	
2 or more bedrooms	2 covered spaces per unit	1.5 covered spaces per unit	2 covered spaces per unit
Visitor spaces	1 space per 5 units (applies to projects of 5 or more units)	No visitor parking required	
Congregate housing	1 space per 5 beds	1 space per 5 beds	
Detached single family units	2 spaces in a garage per dwelling unit	2 spaces in a garage which may be in a tandem arrangement	
Detached single family units on lots of 30 feet or less in width	2 spaces in a garage which may be in a tandem arrangement		

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Current Use vs. Requirements (Table 9.04.10.08.040)		Transit-Oriented and Mixed Use		Low-Intensity Neighborhood
Detached single family units on Pacific Coast Highway north of Santa Monica Pier (LCP Subarea 1a)	2 spaces in a garage per dwelling unit			
Visitor spaces	2 per dwelling unit (may be tandem)	No visitor parking required		
Domestic violence shelters	0.5 space per bedroom	0.5 space per bedroom		
Fraternity-type housing with sleeping facilities	1 space per bed	1 space per bed		
Homeless shelters	1 space per 10 beds	1 space per 10 beds		
Multi-family residential:				
Studio, no bedrooms	1 covered space	1 covered space per unit		
1 bedroom	1.5 spaces per unit	1 covered space per unit		
2 or more bedrooms	2 spaces per unit	1.5 covered spaces per unit	2 covered spaces per unit	
Visitor spaces	1 space per 5 units (applies to projects of 5 or more units); any surface parking shall be provided in the rear half of the residential lot	No visitor parking required		
Multi-family housing deed-restricted for occupancy by low and moderate income households:				
Studio, no bedrooms	1 space per unit	0.5 covered spaces per unit	1 covered space per unit	
1 bedroom	1 space per unit	0.5 covered spaces per unit	1 covered space per unit	
2 bedroom or larger	1.5 spaces per unit	1 covered space per unit	1.5 covered spaces per unit	
Visitor	1 space per 5 units (applies to projects of 5 or more units)	No visitor parking required		
Senior group housing and senior housing	0.5 space per unit plus 1 guest space per 5 units	0.5 covered spaces per unit		

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Current Use vs. Requirements (Table 9.04.10.08.040)		Transit-Oriented and Mixed Use	Low-Intensity Neighborhood
Senior group housing and senior housing that is deed restricted or restricted by an agreement approved by the City for low and moderate income	0.25 space per unit plus 1 guest space per 5 units	0.25 covered spaces per unit	
Single-room occupancy	0.5 space per unit plus 1 guest space per 5 units	0.5 covered spaces per unit	
Single-room occupancy deed restricted to low and moderate income	0.25 space per unit plus 1 guest space per 5 units	0.25 covered spaces per unit	
Transitional housing	0.5 space per bedroom plus 1 guest space per 5 units	0.5 covered spaces per unit	
Use (COMMERCIAL)			
Automobile rental agency	1 space per 500 sq. ft. of FA plus 1 space per 1,000 sq. ft. of outdoor rental storage area	1 space per 500 sq. ft. of FA plus 1 space per 1,000 sq. ft. of outdoor rental storage area	
Automobile repair	1 space per 500 sq. ft. of non-service bay FA plus 2 spaces per service bay	1 space per 500 sq. ft. of non-service bay FA plus 2 spaces per service bay	
Automobile service station with or without mini-mart	3 spaces if for full service station, 1 space if for self service station, plus 1 space for each 100 sq. ft. of retail, and requirements for automobile repair where applicable	3 spaces if for full service station, 1 space if for self service station, plus 1 space for each 100 sq. ft. of retail, and requirements for automobile repair where applicable	
Automobile sales	1 space per 400 sq. ft. of floor area for showroom and office, plus 1 space per 2,000 sq. ft. of exterior display area and requirements for automobile repair where applicable, plus 1 space per 300 sq. ft. for the parts department	1 space per 500 sq. ft. of FA, plus 1 space per 2,000 sq. ft. of exterior display area and requirements for automobile repair where applicable	
Auto washing (self-service or coin operated)	2 spaces for each washing stall, not including the stall	2 spaces for each washing stall, not including the stall	
General office	1 space per 300 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA

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Current Use vs. Requirements (Table 9.04.10.08.040)		Transit-Oriented and Mixed Use	Low-Intensity Neighborhood
Hotels, motels	1 space per guest room plus 1 space for each 200 sq. ft. used for meetings and banquets. Other uses such as bars and restaurants which are open to the general public shall provide parking as required by this Section	.75 spaces per room plus parking for additional services	1 space per room plus parking for additional services
Lumber yards, plant nurseries	1 space per 300 sq. ft. of FA for interior retail plus 1 space per 1,000 sq. ft. of outdoor area devoted to display and storage	1 space per 300 sq. ft. of FA for interior retail plus 1 space per 1,000 sq. ft. of outdoor area devoted to display and storage	
Market of less than 5,000 square feet, liquor store	1 space per 225 sq. ft.	1 space per 1,000 sq. ft. of FA	1 space per 250 sq. ft. of FA
Markets 2,500 square feet or less in the BSCD, C3 and C3C Districts	1 space per 300 sq. ft.	1 space per 1,000 sq. ft. of FA	1 space per 250 sq. ft. of FA
Markets with floor area greater than 5,000 square feet	1 space per 250 sq. ft.	1 space per 1,000 sq. ft. of FA	1 space per 250 sq. ft. of FA
Restaurants 2,500 square feet or less with no separate bar area located in the BSCD, C3 and C3C Districts	1 space per 300 sq. ft.	1 space per 300 sq. ft. of FA	1 space per 125 sq. ft. of FA
Restaurant	1 space per 300 sq. ft. of support area, 1 space per 75 sq. ft. of service and seating area open to customers, and 1 space per 50 sq. ft. of separate bar area	1 space per 300 sq. ft. of FA	1 space per 125 sq. ft. of FA
Fast food, take-out, drive-in , drive-through restaurants	1 space per 75 sq. ft. of FA. Minimum of 5 spaces must be provided	1 space per 300 sq. ft. of FA	1 space per 125 sq. ft. of FA
Bars and nightclubs (dance halls, discos, etc.)	1 space per 50 sq. ft. of FA Portions of restaurants that include bars shall be calculated using this standard	1 space per 300 sq. ft. of FA	1 space per 125 sq. ft. of FA
Retail, general and service	1 space per 300 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA
Retail, furniture and large appliance	1 space per 500 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 500 sq. ft. of FA
Use (EDUCATIONAL/CULTURAL)			

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Current Use vs. Requirements (Table 9.04.10.08.040)		Transit-Oriented and Mixed Use	Low-Intensity Neighborhood
Auditoriums	1 space per 4 fixed seats	1 space per 6 fixed seats	1 space per 4 fixed seats
Day care: Small Family day care home	No requirement above that required for the existing residence	No requirement above that required for the existing residence	
Large family day care home	No requirement above that required for the existing residence	No requirement above that required for the existing residence	
Preschool nursery schools, day care centers excluding large/small family day care	1 space per 500 sq. ft. of building area	1 space per 500 sq. ft. of building area	
Libraries	1 space per 250 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA
Museums and galleries	1 space per 300 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA
Private elementary schools	10 spaces plus 1 per classroom	10 spaces plus 1 per classroom	
Private junior high schools	30 spaces plus 1 space per classroom	30 spaces plus 1 space per classroom	
Private high schools	50 spaces plus 4 spaces per classroom	50 spaces plus 4 spaces per classroom	
Private colleges, professional business or trade schools	1 space per 80 sq. ft. of assembly area (including classroom area) or 1 space per each 4 fixed seats, whichever is greater	1 space per 80 sq. ft. of assembly area (including classroom area) or 1 space per each 4 fixed seats, whichever is greater	
Stadiums	1 space per 5 seats	1 space per 5 seats	
Use (HEALTH SERVICES)			
Convalescent homes, residential care facilities community care facilities, rest home, residential facilities for seven or more persons	1 space per 5 beds	1 space per 5 beds	
Hospice facilities	2 spaces	2 spaces	
Hospitals and medical centers	1 space per 2 beds plus 1 space per 250 sq. ft. of FA for outpatient use	1 space per 2 beds plus 1 space per 250 sq. ft. of FA for outpatient use	
Massage	1 space per 300 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA

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Current Use vs. Requirements (Table 9.04.10.08.040)		Transit-Oriented and Mixed Use	Low-Intensity Neighborhood
Medical and dental offices and clinics including physical therapists, acupuncturists and chiropractors, 1,000 sq. ft. or greater total FA per building	1 space per 250 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA
Medical and dental offices and clinics including physical therapists, acupuncturists and chiropractors, less than 1,000 sq. ft. total FA per building	1 space per 300 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA
Mental health professionals	1 space per 300 sq. ft.	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA
Residential care facilities with a capacity of six or fewer residents	No requirement beyond that required for the residence	No requirement beyond that required for the residence	
Veterinarians, animal and veterinary hospitals	1 space per 250 sq. ft. of FA	1 space per 1,000 sq. ft. of FA	1 space per 300 sq. ft. of FA
Use (INDUSTRIAL)			
Film production studio	1 space per 400 sq. ft. of studio production space, 1 space per 300 sq. ft. of editing FA, 1 space per 300 sq. ft. of administrative office	1 space per 1,000 sq. ft. of FA	1 space per 400 sq. ft. of studio production space, 1 space per 300 sq. ft. of editing FA, 1 space per 300 sq. ft. of administrative office
Light and limited industrial manufacturing	1 space per 400 sq. ft. of FA for manufacturing plus 1 space per 300 sq. ft. of FA for office use	1 space per 1,000 sq. ft. of FA	1 space per 400 sq. ft. of FA for manufacturing plus 1 space per 300 sq. ft. of FA for office use
Mini-warehousing/storage	1 space per 4,000 sq. ft. of FA for manufacturing plus 1 space per 300 sq. ft. of FA for office use	1 space per 4,000 sq. ft. of FA for manufacturing plus 1 space per 1,000 sq. ft. of FA for office use	1 space per 4,000 sq. ft. of FA for manufacturing plus 1 space per 300 sq. ft. of FA for office use
Warehouse	1 space per 1,000 sq. ft.	1 space per 1,000 sq. ft.	
Use (COMMERCIAL ENTERTAINMENT AND RECREATION)			

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Current Use vs. Requirements (Table 9.04.10.08.040)		Transit-Oriented and Mixed Use	Low-Intensity Neighborhood
Bowling alleys	2 spaces per lane, plus 50% of requirements for related commercial uses	2 spaces per lane, plus 50% of requirements for related commercial uses	
Billiard or pool parlors, roller or ice skating rinks, exhibition halls and assembly halls without fixed seats, including assembly areas within community centers, private clubs, lodge halls and union headquarters	1 space per 80 sq. ft. of FA of assembly area	1 space per 300 sq. ft. of FA of assembly area	1 space per 150 sq. ft. of FA of assembly area
Health clubs, indoor athletic facilities and exercise/dance studios	1 space per 80 sq. ft. of exercise area, 1 space per each 300 sq. ft. of locker room/sauna/ shower area, plus applicable code requirement for other uses	1 space per 300 sq. ft. of FA	1 space per 150 sq. ft. of FA
Theaters, cinemas (single and multi-screen) and other places of assembly	1 space per 4 fixed seats or 1 space per 80 sq. ft. of FA of assembly area, whichever is greater	1 space per 6 fixed seats	1 space per 4 fixed seats
Tennis, handball, racquetball and other athletic court facilities	2 spaces per court plus 1 space per 80 sq. ft. of spectator area or 1 space per 4 fixed seats, whichever is greater	2 spaces per court plus 1 space per 80 sq. ft. of spectator area or 1 space per 4 fixed seats, whichever is greater	
Use (MISCELLANEOUS)			
Places of worship and other places of assembly including mortuaries, banquet facilities and convention facilities	1 space per 80 sq. ft. of FA of assembly area, or 1 space for each 4 fixed seats, whichever is greater, plus requirements for other uses as applicable	1 space per 6 fixed seats	1 space per 4 fixed seats

2. Revisions to Existing Ordinance

Shared Parking and Location of Spaces

Ordinance: 9.04.10.08.190 – Location of required parking spaces

Amendment: Allow applicants to meet minimum parking requirements through the provision or leasing of nearby off-site facilities. In Transit-Oriented and Mixed Use locations, parking within 1,000 linear feet (a 4-minute walk) should be allowed for commercial uses and 300 feet for residential uses (a 1-minute walk). In the Low-Intensity Neighborhood areas, 300 linear feet (a 1-minute walk) should be allowed for all uses.²³

A formal agreement should be submitted by the applicant if shared parking (i.e. spaces used by both the applicant and another land use) is to be utilized). The agreement should stipulate provisions regarding access to, use of, and management of the designated spaces. In order to ensure that the applicant is adhering to the agreement, a monitoring and enforcement process would need to be established. There are several different options for this including the City conducting audits or requiring property-owners to submit annually to the Transportation Manager’s office a signed affidavit affirming compliance. Submission of such affidavit could be a condition for receipt and/or renewal of a business license in the City of Santa Monica.

Discussion: Fundamental to the continuing success of commercial and mixed use areas is the creation of a “park once” environment, which has been successfully implemented in the Downtown. The typical suburban pattern of isolated, single use buildings, each surrounded by parking lots, requires two vehicular movements and a parking space to be dedicated for each visit to a shop, office, or civic institution. To accomplish three errands in this type of environment requires six movements in three parking spaces for three tasks. With virtually all parking held in private hands, spaces are not efficiently shared between uses, and each building’s private lots are therefore typically sized to handle “worst-case” parking demand. Most significantly, when new and renovated buildings are required to provide such worst-case parking ratios, the result is often stagnation and decline: buildings are not renovated, since no room exists on-site for the required parking; new shops often demand the tear-down of adjacent buildings, generating freestanding retail boxes surrounded by cars, or pedestrian-hostile buildings that hover above parking lots; and the resulting low density fabric of uses generates too few pedestrians.



Park-once districts can facilitate the creation of walkable, mixed use neighborhoods

Source: Flickr user La Citta Vita

²³ As a reference comparison, 1,000 linear feet is the distance from the Santa Monica Pier sign to the intersection of Broadway and 2nd Streets.

By contrast, shared parking within easy walking distance (1,250 feet or 5 minutes) can be very effective in limiting the amount of parking supplied, the number of vehicle trips, and local congestion, while improving the built environment.

More specifically, this revision would make efficient use of the parking supply by enabling private entities to enter into agreements with other businesses to share parking resources both on-site and off-site. From a management point of view, allowing businesses to share parking lets those uses that experience peak demand at different times of day share parking (e.g. offices and movie theaters), making more effective use of the existing parking supply, reducing the need for constructing additional parking, and enabling businesses that cannot provide parking on-site to secure parking elsewhere. Additionally, sharing parking between businesses allows the amount of spaces provided to be based on the average demand of all businesses rather than the worst case demand of each individual use. In this way, uses with above-average demand are balanced by uses with below-average parking demand. Research and observations in mixed-use districts of many comparable cities show that parking demand is less than 2 spaces per KSF. However, the Zoning Ordinance requires much more parking, which produces more spaces than needed, especially in denser or mixed-use areas.

In terms of monitoring, compliance can be ensured through one or more of the following methods:

1. **Self implementation:** The mandates contained in proposed code language would be imposed directly on property owners. This means of implementation effectively makes compliance with the requirements a voluntary action to be undertaken at the discretion of the property owner, without monitoring or enforcement by any public agency. Tenants, and other parties determined to have legal standing, would of course have the right to enforce such a requirement through the courts.
2. **Audit:** The most effective, but also likely the most costly, means of monitoring and enforcing this requirement for the itemization of parking costs would be for the Transportation Manager to conduct regular audits, described in Chapter 9.16 of the SMMC as: “A selective inspection by the City of an employer’s activities related to the fulfillment of ongoing implementation and monitoring of an approved emission reduction plan.” For audits to be effective, property-owners and tenants must be required to keep and make available for City review any and all records (a) detailing the establishment of the “cash value,” “market value,” and/or the cost to provide parking, and (b) related provisions of any and all lease and/or sale agreements.
3. **Affidavit submission:** The City may require property-owners to submit annually to the Transportation Manager’s office a signed affidavit affirming compliance with this requirement for the itemization of parking costs (and other relevant provisions of code). Submission of such affidavit could be a condition for receipt and/or renewal of a business license in the City of Santa Monica.

In light of the simplicity of compliance with such a requirement, it is recommended that the City use either method (2) audits, or (3) affidavit submission, or a combination thereof to monitor and enforce the proposed code language above. At a minimum, occasional “spot” audits should be conducted to ensure that property-owners (under threat of penalty as provided for in the proposed code language) are separating parking costs in all lease and sale agreements and that they are using appropriate methods to determine the “market value” of parking, separate from that of the primary commercial and/or residential space(s) leased or purchased.

Property owners may be fined if found to be in non-compliance. If fines alone are insufficient to compel a property owner to comply, the City may opt to (a) shut down any and all parking facilities that are owned by the property owner/employer deemed to be in violation, or (b) to revoke the municipal business license of such violators.

Change of Use Exemptions

Ordinance: 9.04.10.08.020 – Applicability

9.04.10.08.030 (e) – General Provisions

Amendment: New commercial/retail uses with a total gross floor area of 5,000 square feet or less in existing non-residential buildings are exempt from the parking requirements specified in Section 9.04.10.08.040.

Discussion: Section 9.04.10.08.030 (e) states: “For any new use of an existing non-residential building or structure such that the new use will require a greater number of parking spaces as compared to the previous use, parking spaces in the number specified in Section 9.04.10.08.040 shall be provided for the new use.” In other words, if a change of use creates an increase in parking demand, then additional parking must be provided to meet the minimum parking requirements regardless of total gross floor area. For small commercial establishments (those with gross floor areas of 5,000 square feet or less) in existing buildings, additional parking requirements that may be triggered by changes of use are particularly burdensome, since such establishments typically do not have space to add additional parking.

Therefore, it is recommended that the City create a change of use exemption that states that any changes in use of commercial/retail spaces with a total gross floor area of 5,000 square feet or less are exempt from meeting parking requirements. Such revisions will help encourage reuse of smaller commercial establishments by lowering the parking burden. In neighborhoods that are fully built out, current parking requirements for changes of use can make it difficult for new businesses to start in existing properties. For example, a building originally built for a small hardware store may not have enough off-street spaces to meet parking requirements under the existing ordinance for a restaurant. By eliminating the parking requirements for the change of use, it is more likely that the building will quickly be occupied by another active use instead of sitting vacant for an extended period of time.

Exemptions for Minor Additions of New Floor Area

Ordinance: 9.04.10.08.020 – Applicability

9.04.10.08.030 (d) – General Provisions

Amendment: Transit-Oriented and Mixed Use areas are exempt from the parking requirements for new floor area up to 1,000 square feet.

Discussion: Section 9.04.10.08.030 (d) states: “Additional parking spaces in the number specified in Section 9.04.10.08.040 shall be provided for any new floor area added to an existing structure which results in a greater parking requirement.” Minor additions up to 1,000 square feet of gross floor area have minimal, if not negligible, parking impacts. Exempting these types of small additions from providing additional parking promotes economic development by enabling businesses to make minor changes or additions without the potentially prohibitive burden of adding more parking.

Compact Spaces

Ordinance: 9.04.10.08.040 – Number of compact parking spaces allowed

Amendment: Section 9.04.10.08.040 of the ordinance provides limits to the percent of required parking spaces that can be compact. For most uses the maximum percent is 40%. It is recommended that the maximum be increased to 50%. However, compact spaces should be required to be evenly distributed throughout the parking facility.

Discussion: Compact spaces allow for efficiencies to be gained in parking design and facility development. By increasing the percentage of compact spaces the City can maximize the value of compact spaces. Furthermore, vehicle ownership trends show that the average size of vehicles is decreasing as people seek out more fuel efficient vehicles, thus it is reasonable to increase slightly the percentage of spaces that can be compact. However, it is recommended that maximum be set at 50% to ensure that there are also spaces available that can accommodate vehicles of all sizes and types.

Tandem and Stacked Spaces

Ordinance: 9.04.10.08.060 (b) – Design Standards

Amendment: The parking ordinance should be revised to allow for tandem and/or stacked parking by right, with certain conditions.

Discussion: Tandem and/or stacked parking is an effective tool for reducing the need to construct additional off-street spaces and enabling more efficient use of existing facilities. Santa Monica's minimum parking requirements, coupled with the current ordinance requirements that limit the use of tandem parking, means that often more than one square foot of parking area is required for every square foot of building area. These requirements add significant additional expense to development – especially when parking is provided underground – that are passed on to consumers and can act as a barrier to new development and adaptive reuse projects. There are land use types such as residential and commercial office space that do not see high levels of parking turnover where tandem parking may be more appropriate compared to retail areas where there is typically high turnover due to customers. For example, most residents may park their car in the same location overnight and many office employees leave their vehicles parked for several hours at a time; retail users, however, frequently move their vehicles and require greater flexibility.

The City currently does not allow for tandem parking for residential uses (except in detached single family units on lots less than 30 feet in width) and provides limited guidance for tandem parking in nonresidential uses. The Santa Monica parking ordinance is silent on stacked parking.

Santa Monica should revise its tandem and/or stacked parking requirements to allow for greater flexibility and more widespread use of this parking management tool. A number of specific parameters for tandem and stacked parking are recommended:

- Tandem and/or stacked spaces are permitted to count against parking minimums, as is the case in many other cities. For example, a single tandem or stacked parking space would count as two spaces, not one.
- For residential uses, 100% of off-street spaces should be allowed to incorporate tandem and/or stacked parking under the condition that any given set of tandem/stacked spaces shall be assigned to the same unit.

- For non-residential uses, 50% of off-street spaces required should be allowed to incorporate tandem and/or stacked parking under the condition that valet parking is also provided.
- Tandem spaces shall have a recommended minimum size of 8.5 feet by 36 feet.

Bicycle Parking

Ordinance: 9.04.10.08.050 – Number of bicycle parking spaces required

Amendment: The current ordinance sets forth standards for bicycle parking in non-residential buildings, including a required number of spaces based upon a share of the automobile parking required. It is recommended that this provision be amended so that bicycle parking is required for all uses.²⁴ Figure 3-7 shows bicycle parking requirements by land use as defined in Appendix F of the *Santa Monica Bicycle Action Plan*²⁵.

Figure 3-7 Bicycle Parking Requirements by Land Use

Land Use	Short-term Parking	Long-term Parking
Residential		
Multiple Family Dwellings (with 3 or more units)	.1 spaces per bedroom, minimum 2 spaces	1 space per bedroom (includes studios); If private garages provided for a unit, 0
Senior Housing	.1 spaces per bedroom, minimum 2 spaces	.5 spaces per bedroom, minimum 2 spaces
Commercial		
Office	1 per 8,000 s.f. of floor area, minimum 4 spaces	1 per 5,000 s.f. of floor area, minimum 4 spaces
Restaurant	1 per 3,000 s.f. of floor area, minimum 4 spaces	1.5 per 2,000 s.f. of floor area, minimum 4 spaces
Hospitals and Health Care Institutions	1 per 4,000 s.f. of floor area, minimum 4 spaces	1 per 10,000 s.f. of floor area, minimum 4 spaces
Retail – General Food and Groceries	1 per 4,000 s.f. of floor area, minimum 4 spaces	1 per 3,000 s.f. of floor area, minimum 4 spaces
Retail – General	1 per 1,000 s.f. of floor area, minimum 4 spaces	1 per 10,000 s.f. of floor area, minimum 4 spaces
Off-Street parking lots and garages	1 per 10 auto spaces; minimum 6 spaces	1 per 20 auto spaces; minimum 4 spaces
Hotels	8 short-term	.20 per hotel room

²⁴ Special exemptions may be granted to particular land uses such as coin-operated car washes in which bicycle parking may be ill suited.

²⁵ <http://www01.smgov.net/bikesm/Final%20BAP%20Pre%20Prof%20Editor.pdf>

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Land Use	Short-term Parking	Long-term Parking
Education and Institutions		
Colleges and University	1.5 for every 10 students of planned capacity	.5 per classroom
High School and Middle School	1.5 for every 20 students of planned capacity	.5 per classroom
Elementary	1.5 for every 20 students	.5 per classroom
Assembly (Churches, Theaters, etc.)	1 space for each 15 seats provided	.25 space for each 15 seats provided
Non-Assembly Cultural (Library, Government Buildings, etc.)	1 per 8,000 s.f. of floor area, minimum 4 spaces	1.5 spaces for every 10 employees, minimum 2 spaces
Industrial	1 per 12,000 s.f. of floor area, minimum 4 spaces	Minimum 2 spaces at the main entrance

Requirements are broken down into short-term and long-term parking requirements. Short-term bicycle parking is designed for parking needs of less than three hours, and consists of bicycle racks to which the bicycle frame and at least one wheel can be securely locked to the rack. Racks must be securely anchored to the ground. Long-term bicycle parking is designed for parking needs over three hours, and enclosed on all sides to protect bicycles from weather. Acceptable examples include bike lockers, bicycle rooms, bike cages, and attended bicycle facilities. Except in the case of lockers and attended bicycle facilities, all long-term parking provides a means of securing the bicycle frame and at least one wheel to a securely anchored rack.

In addition, the *Santa Monica Bicycle Action Plan* no longer bases the amount of bicycle parking on required vehicle parking, but rather correlates it to the size of the use, number of units, or number of users per land use. Except for new buildings, automobile parking spaces required under established requirements in the Municipal Code may be replaced at a ratio of one automobile parking space for every eight short or five long-term bicycle parking spaces. A combination of the two may be discretionarily reviewed and approved by the Strategic and Transportation Planning Manager or designee. No more than 10% of the required automobile parking spaces may be replaced in this manner. For buildings with fewer than 10 automobile parking spaces, no more than one automobile parking space may be replaced.

Appendix F of the *Santa Monica Bicycle Action Plan* provides detailed recommendations on a wide range of other standards related to bicycle parking including bicycle parking design and in lieu fees, if bicycle parking cannot be provided on site. These recommendations should be integrated into new ordinance language to the greatest extent possible.

Discussion: Providing adequate amounts of bicycle parking at all destinations is critical in encouraging bicycle use and reducing auto travel for all types of trips (recreational, commuting, school, etc.). The intent of the proposed changes is to increase bicycle mode share not only through the provision of adequate parking to meet existing demand, but also by ensuring that the parking provided meets current best practices in terms of type, installation, and location.

The Bicycle Action Plan provides guidelines for design and installation, and additional best practices can be found in the Association of Pedestrian and Bicycle Professionals (APBP) *Bicycle*

*Parking Guidelines*²⁶. Particular attention should be paid to using an approved type of rack for short term parking (Class II), such as the “inverted U”, and optimizing location as close as practicable to the entrance of the facility served.

In addition, innovations such as bike corrals, which are typically bike parking facilities placed in on-street parking spaces, have created new public parking for bicycles. Corrals can free up valuable sidewalk space, benefit business owners by significantly increasing capacity compared to auto parking, and can increase safety when located at corners by increasing visibility for drivers. Typically, installation of bike corrals require the removal of one or two auto parking spaces, which is only a small percentage of the total on- and off-street parking supply in a given area. Consequently, the inconvenience to motorists is insignificant. Corrals can be particularly effective at popular destinations in dense neighborhoods with no room for off-street bicycle parking and high bicycle mode shares. Bike corrals have proved to be effective in many cities including San Francisco, Berkeley, and Portland, at destinations such as grocery stores, bars, cafes, and restaurants with outdoor seating.



Source: Flickr user Payton Chung

Vanpool and Carpool Parking

Ordinance: 9.04.10.08.050 (4.b) – Number of vanpool and carpool parking spaces required

Amendment: The current parking ordinance provides the following guidance on vanpool and carpool parking: “All new office and industrial buildings or structures over fifty thousand square feet shall provide permanently designated vanpool and carpool parking spaces at a rate of ten percent of the automobile spaces required pursuant to Section 9.04.10.08.040, and all other non-residential buildings or structures over fifty thousand square feet shall provide off-street vanpool and carpool parking spaces at a rate of five percent of the automobile spaces required pursuant to Section 9.04.10.08.040. All required vanpool parking spaces shall have a minimum overhead clearance of seven feet two inches.”

To maximize the value of ridesharing, it is recommended that the City revise its standards for vanpool and carpool parking to meet current best practices, which include the California Green Building Standards Code. The California Green Building Standards Code requires that a portion of designated parking be maintained for any combination of low-emitting, fuel-efficient, and carpool/vanpool vehicles.²⁷

More specifically, developments with off-street parking shall provide designated parking for any combination of low-emitting, fuel-efficient, and carpool/vanpool vehicles as shown in Figure 3-7. These spaces represent a portion of the minimum required parking.

²⁶ <http://www.apbp.org/?page=Publications>

²⁷ Appendix A - http://www.documents.dgs.ca.gov/bsc/2009/part11_2008_calgreen_code.pdf

Figure 3-8 Proposed Ridesharing Parking Requirements

Total Number of Parking Spaces Required by Ordinance	Number of Required Carpool/Vanpool/Low Emitting, Fuel-Efficient Spaces
0-9	0
10-25	2
26-50	4
51-75	6
76-100	8
101-150	11
151-200	16
201 and over	At least 8% of total

Discussion: By allotting a certain number of parking spaces to fuel-efficient and multi-passenger vehicles, the City will facilitate implementation of a more environmentally and cost-effective parking management plan. There are numerous benefits to low-emission vehicles and ridesharing. Together, they can reduce vehicle greenhouse gases, lower peak-period vehicle trips, cut parking facility costs, and increase commuters’ travel choices. All of these options also tend to have the lowest cost per passenger-mile of any motorized mode of transportation, since they provide consumer financial savings by decreasing fuel and parking costs, and make use of vehicle seats that would otherwise be empty.



Source: Flickr user Richard Drdul

Loading

Ordinance: 9.04.10.10 - Off-Street Loading Requirements

Amendment: - For a building with less than 7,500 square feet in gross floor area, require no off-street loading. For a building with 7,500 to 35,000 square feet in gross floor area, require one loading space. For a building with greater than 35,000 square feet in gross floor area, require one space for each additional 35,000 square feet in total gross floor area, up to a maximum of five spaces.

Discussion: A review of other communities reveals that the current ordinance requires more loading spaces than is required of many businesses. For example, the city of West Hollywood does not require any loading spaces for retail and commercial uses under 10,000 square feet and office uses under 20,000 square feet. For retail and commercial uses between 10,000 and 20,000 square feet and office uses between 20,000 and 40,000 square feet one loading space is required. The city of Pasadena does not require any loading spaces for office and retail and commercial uses (excluding restaurants, bars, research and development, and food markets) under 8,000 square

feet. One space is required for these uses whose square footage is between 8,000 square feet and 20,000 square feet. These minimums allow for those businesses to provide the right number of loading spaces while allowing more loading-intensive uses (e.g. supermarket) to construct more spaces as needed. In areas of the City with wider streets, this would likely not impact traffic flow; in locations with narrower streets, this may slow traffic at certain points in the day. In addition, businesses that conduct loading after store hours may be able to use their parking lot for loading operations. Thus, not all businesses require designated loading spaces.

3. New Ordinance Provisions

This section provides several new recommendations to the Zoning Ordinance in addition to the modifications above. These provisions are designed to provide applicants with a greater number of options to meet their parking requirements while providing benefits, such as reduced auto ownership among new residents, to the community. By doing so, they will provide flexibility to new development and promote the use of alternative modes.

Parking Waivers

Ordinance: Grant the zoning administrator, or appropriate planning staff, the authority to waive parking requirements based on an established process and criteria. Allow parking requirements to be waived in appropriate circumstances, provided the applicant demonstrates that reductions are warranted by having the project's travel demand be met by alternative mode infrastructure and/or measures.

Discussion: By empowering staff to make decisions about parking waivers, the process will save time and reduce costs for developers, city staff, and elected officials. Providing a clear and predictable process will give developers confidence when planning the time and funding required for approval. Allowing up to 100% of parking to be waived will facilitate redevelopment of existing properties and infill development as well as give City staff greater flexibility during the entitlement process. Waivers could be limited to smaller projects and/or to those that advance City goals, such as historic preservation.

Parking Maximums

Ordinance: Evaluate the implementation of parking maximums for office, retail, and service uses.

Amendment: Establish maximum parking limits on office, retail, and service uses of 4 spaces per 1,000 square feet in Transit-Oriented and Mixed Use zones and 6 spaces per 1,000 square feet in the Low-Intensity Neighborhood zone to ensure businesses can meet their parking needs and limit auto impacts on the community.

Discussion: In contrast to minimum parking requirements, parking maximums limit the total number of spaces that can be constructed. Reasons for setting maximum requirements include a desire to:

- Promote alternatives to the private automobile
- Reduce vehicle trips and congestion. Meeting the LUCE's "No Net New Trips" requires limiting the number of cars accommodated by parking.
- Limit the amount of land that is devoted to parking, either to preserve open space and limit the amount of impervious surface

- Ensure more affordable developments
- Raise densities and maximize development opportunities
- Create more attractive streetscapes

In practice, the parking maximums would likely be set based on development size, similar to parking minimums. For example, a specified maximum can be set per 1,000 square feet of floor area for each land use (i.e. 1 per 250 square feet of retail). These maximums can also vary based on proximity to transit or other multimodal facilities. Another implementation method would be to impose an area-wide parking cap, in which a ceiling can be placed on the total number of parking spaces that will be allowed in a designated area.

Parking In-lieu Fees

Ordinance: Include enabling language for a voluntary parking in-lieu fee

Discussion: Establish a voluntary fee that would allow applicants to pay a per-space amount in-lieu of providing required parking up to 50% of the total number of spaces required, subject to discretionary review. This recommendation is already in place in the Downtown since 1986 and is in the process of being updated as part of separate study. Efforts should be made to ensure that the finalized in-lieu fee program is coordinated with other Zoning Ordinance revisions. In addition, the City should modify the established in-lieu fee amount in proportion to updated minimum requirements to ensure an adequate funding stream.

Leasing Program

Ordinance: Optional parking leasing program

Amendment: Maximize use of existing parking for new development before requiring additional on-site commercial parking by allowing applicants to fulfill their minimum parking requirements by leasing spaces in underutilized parking facilities.

Discussion: Throughout Santa Monica there is an ample supply of private, off-street parking, of which a large percentage is underutilized. Furthermore, some of this existing parking is publicly available but poorly used because it is either difficult to locate or potential users choose instead to park for free in residential neighborhoods. Parking turnover studies in comparable cities have shown that two or more vehicles may park in a single space each day, if that space is publicly available. The City can maximize parking resources by allowing developers or private property owners to lease spaces during certain hours of the day, thereby guaranteeing an employee a reserved space during work hours, but freeing that same space up for shoppers and visitors during non-work hours.²⁸

Other California cities, such as Pasadena, use a parking credit program to allow new in-fill projects to make use of existing public parking for a modest annual fee. When existing parking reserves are completely subscribed on a shared basis, these credits are no longer available. Santa Monica could use such a program to organize use of existing parking and help pay for improvements to its parking systems and management strategies.

²⁸ As an example of locally leased parking, a new agreement by developer Dan Fredrickson in downtown Ventura for his office/retail building will lease over 50 parking spaces over a 25-year period to the City.

Unbundled Parking

Ordinance: Require unbundled parking

Amendment: All off-street parking spaces in new buildings, or in new conversions of buildings, shall be leased or sold separately from the rental or purchase fees for the life of residential units (exempting single family homes) or nonresidential space,. This policy would allow renters or buyers to rent or buy at a price lower than would be the case if there were a single price for both the built space and the parking space.

Discussion: Parking costs are frequently subsumed into the sale or rental price of offices and housing for the sake of simplicity, and because that is the more traditional practice in real estate. But although the cost of parking is often “hidden” in this way, parking is never free. Unbundling these parking costs from the cost of other goods and services is a critical step for reducing parking demand and vehicle trips, since providing anything for free or at highly subsidized rates encourages use.

For both rental and for-sale housing, the full cost of parking should be unbundled from the cost of the housing itself, by creating a separate parking charge. This practice makes the cost of providing parking clear to residential and commercial tenants and buyers, and allows them to make more informed decisions about their transportation needs. Unbundled parking also makes housing more affordable for tenants or buyers who do not have a vehicle, without affecting price for others (see Figure 3-8).

Figure 3-9 Effect of Unbundled Parking on Monthly Rental Price

	Conventional Pricing	Unbundled without Parking	Unbundled with Parking
Unit	\$2,000	\$1,800	\$1,800
Parking	Included in Unit Fee	\$0	\$200
Total Cost	\$2,000	\$1,800	\$2,000

In the hypothetical example above, the landlord has determined that \$200 is a reasonable monthly cost per parking space given the ongoing expenses required to maintain a parking space. When the cost of parking is separated from the cost of the rental unit itself, the total cost does not change for someone who requires a parking space. However, for someone who does not need a parking space, monthly rent is effectively reduced by \$200 to \$1,800. As a result, housing becomes more affordable for those who do not want, or cannot afford, a vehicle. It also increases flexibility by allowing individuals that need more than one parking space to rent more.

In areas with residential parking permit programs, it may be necessary to prohibit residents of buildings with unbundled parking from obtaining a permit. This prevents residents from avoiding the costs of off-street parking by simply obtaining a lower-cost residential parking permit and potentially contributing to an excess demand for on-street parking.

Carsharing

Ordinance: Require on-site carsharing vehicles in larger residential developments and non-residential developments once a provider is present in Santa Monica.

Amendment: In order to promote carsharing as a viable transportation mode and reduce vehicle ownership rates, carshare parking should be required in certain developments in Transit-Oriented and Mixed Use areas once a provider is established in Santa Monica. If at any time, an operator is no longer in business, those spaces may be redesignated as shared stalls.

Discussion: Carsharing programs allow people to have on-demand access to a shared fleet of vehicles on an as-needed basis. Carsharing programs reduce the need for businesses or households to own their own vehicles, and reduces personal transportation costs and vehicle miles traveled (VMT). According to the Transportation Research Board, each car-sharing vehicle takes nearly 15 private cars off the road – a net reduction of almost 14 vehicles.²⁹

City CarShare and Zipcar are the two primary carshare operators in California. Currently, neither City CarShare nor Zipcar operate service in Santa Monica. The City is currently reviewing car-share proposals for operators in Santa Monica with a target to begin a program in the next year. See Figure 3-10 for recommended requirements for car-share spaces.

Figure 3-10 Required Car-Share Parking Spaces

Number of Residential Units	Number of Required Carshare Spaces
0-49	0
50-200	1
201 or more	2, plus 1 for every 200 dwelling units over 200
Number of Parking Spaces Provided for Non-Residential Uses or in a Non-Accessory Parking Facility	
0-24	0
25-49	1
50 or more	1, plus 1 for every 50 parking spaces over 50

Parking Cashout

Ordinance: Update the City’s parking cashout requirement to increase its effectiveness.

Amendment: The cashout requirement should be updated to include features such as a minimum price, an availability requirement, and a restriction that parking must be paid or cashed out on an hourly or daily basis – monthly and annual permits should be forbidden.

Discussion: By introducing a floor price, potentially developed by the City as the market-rate price, the cashout requirement would avoid situations in which subsidies are unrealistically low. In addition, the shift towards an hourly or daily cashout basis would encourage travelers to use alternative transportation when feasible; conversely a monthly or annual basis can inadvertently increase auto use among travelers who normally otherwise would use non-auto transportation by preventing them from using their vehicles when necessary (e.g. family emergencies).

New amendments to the cashout requirements should be similar to those adopted as part of other new City specific plans.

²⁹ Transportation Research Board (2005), *Car-Sharing: Where and How it Succeeds*, Transit Cooperative Research Program Report 108. http://onlinepubs.trb.org/Onlinepubs/tcrp/tcrp_rpt_108.pdf