

DATE: April 13, 2022  
TO: Alyson Stewart  
COMPANY: Department of Regional Planning County of Los Angeles  
ADDRESS: 320 W Temple Street  
CITY/STATE: Los Angeles, CA  
COPY TO: Bruce Durbin  
FROM: Tania Schleck, Steffen Turoff  
PROJECT NAME: LA County Residential Parking Study  
PROJECT NUMBER: 37-009377.00

707 Wilshire Blvd., Suite 3650  
Los Angeles, CA 90017

213.488.4911  
walkerconsultants.com

The following memorandum comprises Task 4.4 Case Study Memorandum of the referenced parking study. This memo includes an analysis of the parking policies of four (4) jurisdictions with high costs of housing that have enacted reforms for their parking requirements for multi-family housing. These cities were selected from the cities discussed in the previous analysis presented on this subject (Task 4.2. Parking Program Case Study Analysis dated January 21, 2022):

- Santa Monica, CA
- San Francisco, CA
- Berkeley, CA
- Los Angeles, CA
- San Diego, CA
- Oakland, CA
- Portland, OR
- Minneapolis, MN

The four (4) jurisdictions that were analyzed included:

- Minneapolis
  - Rationale for selecting City: The City reduced requirements citywide, has a diversity of neighborhood density similar to LA County, and implemented TDM ordinance updates in conjunction with the parking ordinance update.
- Berkeley
  - Rationale for selecting City: The ordinance was enacted citywide, in areas of varying densities. The City conducted data collection at residential properties to inform their recommendations.
- Oakland
  - Rationale for selecting City: Oakland allows for a 50 percent reduction in the number of required parking spaces for multi-family developments citywide (in areas of varying densities) in exchange for provision of TDM elements and for proximity to transit.
- San Diego
  - Rationale for selecting City: San Diego eliminated parking requirements across the City (both urban and suburban areas) near transit. San Diego also implemented transportation amenity requirements to promote usage of alternative modes of transportation.

Walker interviewed City staff from each of the cities listed above to gain additional background on the parking policies enacted. This memo primarily reviews the findings from these interviews and is intended to supplement the findings from the Task 4.2 Parking Program Case Study Analysis memo.

## MINNEAPOLIS

As discussed in the Task 4.2 Memorandum, the City of Minneapolis has passed several parking policy reforms over the last 13 years that have impacted multi-family residential uses:<sup>1</sup>

- In 2009, Minneapolis implemented a parking reform package that included:
  - Reduced parking requirements for commercial uses, requiring zero spaces for smaller establishments.
  - Maximum number of parking spaces allowed (parking “maximums”) adopted citywide.
  - Minimum bicycle parking requirements established for most uses.
  - Eliminated minimum parking requirements in the downtown zoning districts.
- In 2015, Minneapolis passed another parking reform package that included:
  - Elimination of parking requirements for residential buildings with 3-50 units located near high frequency transit, 50 percent reduction for larger residential buildings.
  - 10 percent reduction in parking requirements for residential buildings in proximity to standard transit service.
- In 2019, the Minneapolis 2040 plan was adopted, signaling the City’s intent to eliminate parking minimums, evaluate and institute parking maximums, and revamp the travel demand management ordinance.
- The City eliminated parking requirements on all new developments citywide in 2021 to align with the City’s goals outlined in the Minneapolis 2040 Plan and the Transportation Action Plan.

Walker interviewed City of Minneapolis staff on January 21, 2022 for a more in depth understanding of Minneapolis’ parking policies. The following key themes were identified:

### THE ELIMINATION OF PARKING REQUIREMENTS CITYWIDE WAS A GRADUAL PROCESS

As discussed above, Minneapolis has been enacting parking reforms since 2009. First, requirements were eliminated in the downtown districts. Then, in 2015, parking requirements were eliminated or reduced for residential projects near transit. Since most neighborhoods of the City have good transit access, the City felt that it was logical to eliminate requirements citywide.

### ELIMINATION OF REQUIREMENTS WAS BASED ON POLICIES FROM THE MINNEAPOLIS 2040 PLAN

The elimination of parking requirements was based on the vision and policies established as part of the Minneapolis 2040 Plan, which had a two-year public engagement process. There was approximately a two-year gap between the passage of the Minneapolis 2040 Plan and the elimination of parking requirements. There were no specific on-street or off-street parking utilization studies that were completed to inform the policy decision to eliminate requirements.

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<sup>1</sup> *Zoning Code Text Amendment Summary*. CPED Staff Report. April 12, 2021.

<https://lims.minneapolismn.gov/Download/FileV2/23539/Off-Street-Parking-and-Travel-Demand-Management-Staff-Report.pdf>

### HOUSING PRODUCTION AND AFFORDABILITY WAS A PRIMARY IMPETUS FOR ELIMINATING PARKING MINIMUMS

Producing more housing units and reducing the cost of housing were major factors in the City's decision to eliminate parking requirements. Minneapolis has goals of increasing population levels to the population levels observed in 1950.

Racial equity in housing has been an issue with which the City has struggled. The elimination of parking requirements is expected to make it more feasible to achieve the development outcomes envisioned in Minneapolis 2040, which will advance goals related to eliminating disparities, increasing housing affordability, creating complete neighborhoods, and preserving the City's history.

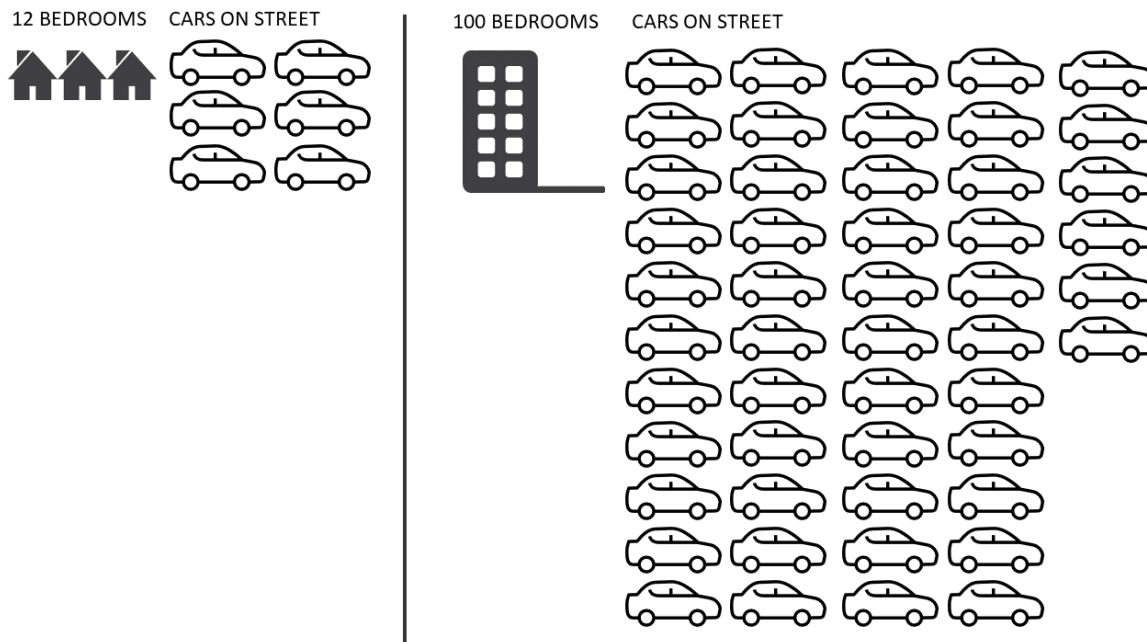
### THE CITY HAS EXPERIENCED ISSUES WITH PARKING SPILLOVER ON-STREET

Minneapolis City staff indicated that especially in neighborhoods with free, unregulated on-street parking, parking spillover is an issue. When residential properties have limited parking, demand for on-street parking can increase. The City is considering strategies to manage on-street parking demand, such as establishing parking meter zones with lower rates and a longer duration.

It is worth noting the City explored these approaches to the regulation of on-street parking through residential parking permits for the purpose of addressing concerns regarding parking spillover.

When a residential parking permit district is established per the City's program, each eligible address is identified as part of the documentation and petitioning process. Some residential parking permit district areas have specifically excluded certain residences if those residents either did not want to participate in the program or if the development was a high density building with ample off-street parking.

For example, the City had several instances where groups of single family or duplex units had been demolished and large multi-unit buildings were constructed on the same footprint. In those instances, the City stipulated as part of the development's travel demand management plans (TDMP) that the buildings would not be eligible for resident permits on that street. In many cases, according to City staff, if they had allowed for residents of the new buildings to participate in the residential parking permit plans (buy permits), there would simply not be enough available parking for everyone who needed to park on the street. In illustrative example is that if three properties were demolished with a total of 10-12 bedrooms and replaced by a building with 100 bedrooms, parking demand would increase. Assuming that one vehicle would be parked on street for every two (2) bedrooms, the figure on the following page shows the potential on-street parking impacts:



The management of the parking permit program in this regard was a method by which the City could communicate to developers to “right size” the off-street parking they build. In practice, after the fact, developers may pass building management responsibilities to a property management company. These firms have then approached the City on their residents behalf requesting residential eligibility for permits. In some instances, residents have been directly requesting permits from the City, even if the “no residential parking permit availability” stipulation should be communicated at the time of rental and in the lease.

In California, this type of policy to regulate on-street parking specifically for multifamily residents has become a moot point. California Attorney General Kamala Harris issued an opinion in April 2016 that local authorities may not institute preferential parking regulations that differentiate among residents based on the residents’ dwelling type. The opinion was issued in order to clarify the Legislature’s delegation of powers under California Vehicle Code section 22507. Section 22507 requires resident-only permits to be available to all residents of adjacent streets, not just residents of a particular dwelling type. For example, a city cannot grant permits to residents of single family and small two- or four-unit dwellings while denying permits to residents of a similarly situated high-density apartment complex.

## BERKELEY

As discussed in the Task 4.2 Memorandum, on January 26, 2021, the Berkeley City Council passed an ordinance that eliminated parking requirements for residential properties citywide, with a few exceptions on hillside properties. Before implementation of the policy, developers were previously required to build one (1) parking space per unit in most zoning districts. The City also implemented parking maximums (restrictions on the number of parking spaces that may be built per residential unit) in transit-rich areas. Off-street residential parking cannot be offered at a rate of more than 0.5 space per unit for projects located within 0.25 miles of a high-quality transit corridor.

Walker interviewed City of Berkeley staff on January 24, 2022, to get a more in depth understanding of the city's parking policies. Within the discussion, we identified the following key themes:

#### REDUCING PARKING REQUIREMENTS WAS A LONG-STANDING CITY GOAL

The Berkeley City Council has had a long-standing interest in reducing parking requirements to stimulate housing production. There was significant political support for the elimination of parking requirements prior to the enactment of the policy. Ultimately the primary impetus for the parking policy reform was reduction in greenhouse gas emissions caused by the transportation sector.

#### PARKING POLICY FOCUSES ON NEW RESIDENTIAL DEVELOPMENT

The parking policy reform is only focused on new residential development. Existing residential uses and commercial uses are excluded from the policy.

#### PARKING REFORM WAS ENACTED IN TANDEM WITH TDM POLICY

With the elimination of residential parking requirements, in order to address potential spillover of parking demand to on-street spaces and to give people choices beyond driving and parking in their building, the City enacted transportation demand management (TDM) policies in tandem with parking policies.

The City had a goal to make the TDM process relatively simple. The City established a TDM program with four (4) requirements for all residential projects with 10 or more residential units (1. requirements to build off-street bicycle parking, 2. provide unbundled parking, 3. provide transit passes, and 4. provide real-time transportation displays). The City plans to track the effectiveness of TDM measures in the future, such as verifying whether residents are using the transit passes provided. The City is also interested in ensuring that TDM measures are accessible to persons with disabilities.

The Planning Department administers the TDM program. All four (4) of the required TDM measures are established as conditions of approval for a development project. Projects with 50 percent or more deed restricted Affordable Housing units are exempt from the TDM requirements, including the requirement to unbundle the parking cost from the cost of housing.

#### UNBUNDLING PARKING COST FROM HOUSING COST

City staff indicated that the requirement to unbundle parking costs from housing costs needed to be crafted in a way that encouraged the cost of housing to be lower than it otherwise would have been if parking was included in the cost of the unit. The language that is included in the City's ordinance is as follows:

*Ensure that all parking spaces provided for residents be leased or sold separate from the rental or purchase of dwelling units for the life of the dwelling units, such that potential renters or buyers shall have the option of renting or buying a dwelling unit at a price lower than would be the case if there were a single price for both the dwelling unit and the parking space(s).*

#### HAVING QUANTITATIVE DATA WAS CRITICAL TO SUPPORT THE PARKING POLICY

When formulating its parking policy, the City cited other national studies that demonstrated residential parking supply is typically underutilized, including in King County, Washington and in Washington, DC. In order to demonstrate that this finding was applicable to Berkeley, the City commissioned a residential parking utilization study. The study found that off-street residential parking demand was underutilized. To evaluate the capacity of

on-street parking to absorb potential parking spillover from off-street parking, the City also studied on-street parking demand adjacent to residential developments and found that the on-street parking supply was also underutilized.

#### IMPLICATIONS OF THE PARKING POLICY REFORM ON THE PREFERENTIAL PARKING PERMIT PROGRAM

The City has an existing preferential parking permit program. With the passage of the parking policy reforms, the City halted the issuance of new permits to residents of new residential developments. The purpose of this policy decision was to encourage residents of large development projects to utilize TDM options prior to parking on-street. However, according to a California Attorney General Opinion in 2016, local authorities may not distinguish between residents based on the type of dwelling in which they live. Therefore, the City subsequently applied the preferential parking permit program to all new development.

#### OAKLAND

As discussed in the Task 4.2 Memorandum, the City of Oakland updated its parking requirements in 2016, which included the following key provisions for multi-family housing:<sup>2</sup>

- Eliminated residential parking requirements in Downtown Oakland (previously, 1 space/unit was required).
- Instituted a parking maximum of 1.25 spaces per unit for residential uses in Downtown Oakland.
- Allowed for a reduction in the parking requirement for multi-family developments for ten or more units by 50 percent using the following:
  - Provision of car sharing space (onsite) – 20 percent reduction
  - Provision of car sharing spaces within 600 feet – 10 percent reduction
  - Transit allowance provided for each unit – 10 percent reduction
  - If the project is one-half mile from a Major Transit Stop – 30 percent reduction
- Affordable housing reductions
  - Required parking is 0.5 spaces per unit for Affordable housing units within one-half mile of a major transit stop, consistent with state law.
  - Required parking is 0.75 spaces per unit for all other Affordable housing.
- Instituted a maximum of 1.25 spaces per unit in Transit Oriented Development zones.
- Allowed for off-site parking for residential land uses in all commercial and high-density residential zones (Allowed by right if off-site parking is within 600 feet and is located on a developed lot; otherwise only permitted upon granting of a conditional use permit).
- Reduced parking requirements in medium-density residential zones found in transit-accessible areas and near major arterials.

Walker interviewed City of Oakland staff on February 9, 2022, to get a more in depth understanding of Oakland's parking policies. As a result of the discussion, the following key themes were discussed:

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<sup>2</sup> *Summary of the Off-Street Parking and Loading Update*. August 26, 2016.  
<http://www2.oaklandnet.com/oakca1/groups/ceda/documents/agenda/oak060448.pdf>

### THE CITY'S CLIMATE ACTION PLAN WAS THE PRIMARY IMPETUS TO UPDATE PARKING REQUIREMENTS

One of the implementation strategies in the City's Equitable Climate Action Plan was to "remove parking minimums and establish parking maximums where feasible, ensuring public safety and accessibility." The parking requirement update was driven by this implementation strategy.

### LOWER CAR OWNERSHIP NEAR TRANSIT

Through anecdotal evidence and through a literature review of academic studies, the City found that car ownership near a transit stop was 30 percent lower than if it not near a transit stop. This data point helped to inform the City's decision to reduce parking requirements by 30 percent if the project is within one-half mile of a Major Transit Stop. Per the Oakland Planning Code, Major Transit Stop is defined as "...a site containing an existing rail transit station, a ferry terminal served by either a bus or rail transit service, or the intersection of two (2) or more major bus routes with a frequency of service interval of fifteen (15) minutes or less during the morning and afternoon peak commute periods."

### POLICY RATIONALE

The Task 4.2 Memorandum contains the background rationale for the parking policies. City staff provided additional background on the rationale behind the parking requirement reforms, including:

- Supporting reduced car usage, consistent with the goals of the Equitable Climate Action Plan.
- Lowering the cost of constructing housing. Especially for Affordable Housing, it is difficult to build the required number of parking spaces, especially due to unionized labor requirements.
- With the future potential implementation of automated vehicles, there will be less of a need to build more parking spaces.

### THE PARKING POLICY REFORMS HAVE IMPACTED THE AMOUNT OF PARKING BUILT FOR MULTIFAMILY UNITS

City staff indicated that anecdotally, as a result of the parking reductions, developers are building fewer parking spaces. For multi-family housing projects that qualify for the density bonus program, City staff indicated that almost all developers request that parking be reduced or waived.

Further, the majority of the market-rate projects qualify for parking reductions, as the majority of the City is within one-half mile of a Major Transit Stop. Market rate projects that do not qualify for the density bonus program are taking advantage of the parking reductions and building fewer parking spaces.

### TDM PROVISIONS ARE INCLUDED AS CONDITIONS OF APPROVAL

The physical TDM elements, including provision of car share spaces and provision of a transit information sign in the development, are reviewed as part of the Building Permit and are included as conditions of approval. Provision of transit pass allowances are also included as conditions of approval.

### PARKING MAXIMUMS

The 2016 parking requirement update included implementation of a parking maximum of 1.25 spaces per unit in Transit Oriented Development Zones. City staff indicated that there have not been many projects that have proposed greater than 1.25 parking spaces per unit in TOD zones. Typically, developers do not propose greater than one (1) parking space per unit. Therefore, there has not been significant pushback from the development community regarding the implementation of the parking maximums.



## SAN DIEGO

As discussed in the Task 4.2 Memorandum, on March 25, 2019 San Diego approved the elimination of parking requirements for residential dwelling units in areas close to public transit. These areas are designated as Transit Priority Area (TPA), defined as areas within one-half mile of an existing or planned major transit stop, if the planning major transit stop is scheduled to be completed within the planning horizon in the San Diego Association of Government's Regional Transportation Improvement Program (RTIP). Properties that are partially within a TPA qualify for the zero-parking space requirement.

Walker interviewed three different City of San Diego staff from different departments on February 9, February 10, and February 25, 2022, to get an in-depth and comprehensive understanding of San Diego's parking policies. From the discussion, the following key themes were identified:

### THE STUDY CONDUCTED HELPED TO INFORM THE RECOMMENDATIONS

As part of the City's study to inform the reduction in parking requirements, a benchmarking analysis was conducted for the cities of Seattle and Portland, both of which reduced or eliminated parking minimums near transit. The commute mode share for these cities showed that overall, vehicle ownership was lower in these cities than in San Diego and vehicle ownership declined over time as a result of the parking policies.

The City's study also included collecting parking occupancy data at residential properties. The City found that on most properties, there was available parking spaces at nighttime, during the period of peak residential parking demand. The observed parking demand, both within and outside of the TPAs, was well below the current parking requirements contained in the City's Municipal Code (prior to the parking reform). This helped the City justify reduced parking requirements.

### ALL RESIDENTIAL DEVELOPMENTS WITHIN TPA'S MUST PROVIDE TRANSPORTATION AMENITIES

Residential developments constructed within transit priority areas (TPAs) must provide a certain number of transportation amenities. Amenities are intended to encourage the use of alternative modes of transportation and facilitate non-vehicular access to everyday activities. Areas that are already highly walkable or transit accessible to jobs are required to provide fewer amenities. The program is designed to encourage areas that have fewer naturally occurring amenities to provide transportation alternatives to the use of single occupancy vehicles (SOV). The requirements to provide the amenities are quantified using a points system based on a number of characteristics including:

- Bedroom ratio relative to number of units: developments with smaller unit sizes (fewer bedrooms) have a lower transportation amenity requirement.
- Jobs within a mile (walking): developments that have a larger number of jobs within walking distance have a lower transportation amenity requirement.
- Environmental priority index: the environmental priority is determined using CalEnviroScreen. Developers with a higher environmental priority have a lower transportation amenity requirement.
- Employment within a 30-minute transit trip: developments located within one-half mile of a major transit stop that serves jobs have a lower transportation amenity requirement.



The City has a map-based transportation amenity calculator through which a developer can enter the property address, the number of units proposed and the number of bedrooms proposed.<sup>3</sup> Based on the inputs, the property generates a points value. The higher the points value, the fewer transportation amenities required.

The transportation amenities that a developer selects are included as conditions of approval for the development project. The transportation amenities provided for the purpose of compliance with the conditions of approval must be posted in a common area of the development, and the location must be shown on the building permit drawings. The City lacks the staff resources to verify that amenities are being provided. The City relies on resident complaints in the event that posted amenities are not provided.

Based on anecdotal evidence from City staff, the amenities that are most popular among developers are bike repair stations and Micro Mobility charging stations.

#### **POLICY LETS THE MARKET DICTATE THE AMOUNT OF PARKING PROVIDED**

During the stakeholder engagement process in San Diego, one of the major concerns of the community was that every new multi-family residential project was going to be constructed with zero parking. Therefore, the City wanted to communicate to the community that the purpose of the policy was to let the market dictate how many spaces should be provided, rather than maintain a one size fits all requirement.

#### **DEVELOPERS ARE TAKING ADVANTAGE OF REDUCED PARKING REQUIREMENTS**

While the parking requirements were being developed, City staff mentioned that anecdotally, the development community was interested in the parking reform. City staff would receive e-mails from the development community asking whether their project would qualify for the reductions.

After the passage of the policy in 2019, although the City did not have quantitative data, City staff indicated that developers are utilizing both the elimination of parking requirements near TPAs and affordable housing program parking reductions. Anecdotally, developers are using the affordable housing incentives through the City's Complete Communities program or through the density bonus program. The Complete Communities program includes an optional affordable housing incentive program aimed at encouraging the building of homes near high-frequency transit. Both the density bonus program and Complete Communities program allow for reduced parking and increased density by building a certain percentage of affordable housing units. The planning press has noted some of the success in San Diego's elimination of parking requirements fueling construction of Affordable Housing units,<sup>4</sup> as is discussed in other sections of our research and analysis.

Anecdotally, City staff have seen projects with ratios of one parking space per unit or less. The policy is especially beneficial for infill development on constrained sites. According to City staff, very few projects have been proposed with zero parking.

#### **ON-STREET PARKING MANAGEMENT**

To mitigate potential spillover of parking demand generated by new development into the on-street parking supply, the City is employing parking management strategies specific to each neighborhood. In certain areas, the

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<sup>3</sup> Calculator can be found at this link:

<https://webmaps.sandiego.gov/portal/apps/webappviewer/index.html?id=5a6e1c867e994e6183fe66a2fb63e86a>

<sup>4</sup> <https://cal.streetsblog.org/2021/05/19/parking-requirements-are-not-a-useful-bargaining-chip-for-increasing-affordable-housing/>

City is putting in parking meters to encourage turnover of parking spaces. In some residential neighborhoods specifically, where the widths of streets may allow, the City is evaluating angled parking to maximize on-street parking supply.

## CONCLUSION

Based on the Task 4.4 case study analysis, the following key themes emerged:

- Addressing climate and/or housing goals were key reasons cities enacted parking policy reforms.
- Cities cited on-street parking management as an issue in relation to reducing or eliminating parking requirements.
- For two cities (Berkeley and Oakland), having quantitative data helped municipalities to justify parking policy reforms.
- Parking policy reform typically was accompanied by transportation demand management (TDM) policies.
- Limited quantitative data is available demonstrating the impacts of the parking policy reforms in terms of housing production. Anecdotally, cities have indicated developers are taking advantage of the new parking policies.