

--EXCERPT--
BRISBANE PLANNING COMMISSION
Action Minutes of December 8, 2011
Regular Meeting

NEW BUSINESS

2. **PUBLIC HEARING: Zoning Text Amendment RZ-5-11** to Amend Brisbane Municipal Code Title 17; Chapter 17.06, R-1 Residential District; Chapter 17.08, R-2 Residential District; Chapter 17. 10, R-3 Residential District; Chapter 17.12, R-BA Brisbane Acres Residential District; Chapter 17.34, Off-Street Parking; and Chapter 17.38, Nonconforming Uses and Structures; City of Brisbane, applicant.

Senior Planner Tune presented the item.

Acting Chairperson Parker opened the public hearing.

Dr. Pritam Sabharwal stated that he was proposing to build 10 houses of the maximum size permitted under the zoning. He said requiring 6 parking spaces for a 6-bedroom, 5,500 sq. ft. home would encourage the occupants to have more cars and would require more asphalt. As net zero energy consuming homes, he expected the owners would have fewer vehicles, and they would be electrical, rather than petroleum-fueled. He recommended that the Commission plan for a future where the increased cost of petroleum will decrease demand for cars. He also noted that required enclosed parking would increase the potential for polluting fumes to enter residences.

Dr. Sabharwal responded to questions from Acting Chairperson Parker, explaining that he thought residents should be able to choose whether or not to provide their required parking either in a garage or uncovered.

Luc Bouchard said that he understood that the intent was to adopt a standard that reflected parking demand better than lot frontage, but he questioned whether requiring more than the current maximum of 2 on-site and 2 on-street spaces would solve the problem. He also expressed concern regarding the discretion the City Engineer might have in approving parking within the public right-of-way.

Jerry Kuhel questioned the need to revise the garage setback provisions, if there was no evidence that they had resulted in any actual accidents due to limited sight distance. He said the proposed 10 ft. setback would be a significant constraint to infill development on steep sites, potentially adding more cost, requiring more upslope grading and reducing the potential for landscaping.

Barbara Ebel expressed concern about how the draft ordinance would affect the expansion of existing houses. She felt that cars left on the street for days at a time was one of the worst problems and that the street parking permit program would be the best way to deal with this. She suggested simply requiring 3 spaces per dwelling unit based upon the average number of persons per household.

Dr. Sabharwal stated that he also supported a parking permit program.

Commissioners Parker and Cunningham noted the trend of multi-generational families occupying houses, resulting in increased parking demand.

Mr. Bouchard referred to the vehicle ownership rate and parking survey data in the agenda report as supporting a maximum parking requirement of 4 spaces per house. He questioned how providing more parking off of the street would also provide more parking for existing homes.

Mr. Kuhel added that the proposed approach might actually reduce the amount of existing on-street parking by requiring wide curb cuts to accommodate more off-street parking.

Senior Planner Tune pointed out that the revised findings for granting Use Permits to modify the parking regulations would provide more flexibility to deal with significant expansion of existing houses that would not meet the new parking standards.

Dolores Gomez asked how the City would force people to use the parking once it is provided. She described situations where occupants would rather park on the street than in tandem garages and where tenants had been prohibited by landlords from parking on site.

There being no one else wishing to speak, Acting Chairperson Parker made the motion to close the public hearing, which was seconded by Commissioner Cunningham, and adopted, 4-0 (Chairman Munir absent).

The Commissioners discussed the public comments that had been received. Acting Chairperson Parker reopened the public hearing to continue it to the meeting of January 12, 2012, in order to encourage more input.

--EXCERPT--
BRISBANE PLANNING COMMISSION
Action Minutes of February 9, 2012
Regular Meeting

OLD BUSINESS

1. **CONTINUED PUBLIC HEARING: Zoning Text Amendment RZ-5-11** to Amend Brisbane Municipal Code Title 17; Chapter 17.06, R-1 Residential District; Chapter 17.08, R-2 Residential District; Chapter 17.10, R-3 Residential District; Chapter 17.12, R-BA Brisbane Acres Residential District; Chapter 17.34, Off-Street Parking; and Chapter 17.38, Nonconforming Uses and Structures; City of Brisbane, applicant.

Special Assistant Tune presented the agenda report.

Chairman Munir opened the public hearing.

Barbara Ebel, 349 San Bruno Avenue, expressed her support for requiring less parking and entered a document (her study) into the record evaluating the needs and other approaches to considering the parking requirements.

Luc Bouchard, 242 Monterey Street, presented a Powerpoint presentation prepared by him along with Ron Davis, Mike Glynn and Jerry Kuhel, with input from others. He illustrated how increasing the parking requirements would tie up a large portion of a typical lot in Brisbane and would make it very costly to build on the few remaining lots. He opined that the proposed ordinance would not help to relieve on-street parking shortages. It would also result in loss of property values due to the cost for parking tied to needed improvements on older homes. He suggested a ratio of 1 space per 900 square feet of floor area.

At 10:30 p.m., Commissioner Parker motioned to extend the meeting another half hour and Commissioner Cunningham seconded. The motion carried 5-0.

Jerry Kuhel used the development at 138 Visitacion Avenue, currently under construction, as an example of why the number of bedrooms is a poor metric for parking. He stated that this (a mixed use project in the NCRO-2) is a 4,000 square foot residential addition onto a retail space, approved with 3 bedrooms and 2 offices in order to avoid the parking requirement that would have been imposed had those offices (without closets) been built as bedrooms (with closets). He also reiterated Mr. Bouchard's points about the high cost and impracticality of developing steep lots with more parking.

Mike Glynn, Brisbane resident and contractor, stated that the parking requirements are strict enough as they are. He indicated that Mr. Bouchard's Powerpoint diagram, that represented a downhill lot, was realistic in that it was based on a real project in Brisbane. He expressed that a lot of people have existing homes that are small and the new regulations would kill their dreams of doing an addition by requiring demolition of their homes and starting from scratch in order to accommodate parking. The unintended consequence would be leaving a large number of homes

that should be improved (since they are currently unsafe) in their existing condition due to the cost of accommodating parking. He stated that placing the burden on those home sites that are left to build is not a fair approach. Use of the right-of-way for parking should also be further explored.

Ron Davis, a Brisbane Real Estate Broker and resident, indicated that the logic of changing the code on the few remaining lots is as (il)logical as tying the standard to the number of bedrooms. He indicated that tying the parking to the size of the home makes much more sense. We should be looking at encouraging building, whether a new house or room addition these projects support the local economy. He agreed that the parking issues could be alleviated by more proactive parking enforcement.

Don Persky, a San Francisco resident, stated that he was here on behalf of his 10 year old daughter. She (and he) is concerned about the planet that our generation will be leaving her. In SF they try to discourage parking/cars and increase public transportation. As the leadership the Planning Commission should send the right message to the community (and that would not be to require more parking). He didn't think there is a parking problem, but there is a transportation problem.

Being after 11 p.m. Chair Munir moved, seconded by Commissioner Cunningham, to continue the item to the next Regular Meeting of February 23, 2012. The motion carried 5-0.

--EXCERPT--
BRISBANE PLANNING COMMISSION
Action Minutes of February 23, 2012
Regular Meeting

OLD BUSINESS

1. **Continued Public Hearing: Zoning Text Amendment RZ-5-11** to Amend Brisbane Municipal Code Title 17; Chapter 17.06, R-1 Residential District; Chapter 17.08, R-2 Residential District; Chapter 17.10, R-3 Residential District; Chapter 17.12, R-BA Brisbane Acres Residential District; Chapter 17.32, General Use Regulations; Chapter 17.34, Off-Street Parking; and Chapter 17.38, Nonconforming Uses and Structures; City of Brisbane, applicant.

Special Assistant Tune presented the agenda report.

The Commission discussed their concerns about the proposed ordinance as currently presented after weighing the comments from the public in the previous meeting. The discussion returned to the objective of the proposed ordinance. Mr. Tune reminded the Commission that the impetus went back to the housing element policy of removing unnecessary governmental restraints on the provision of housing and to tie the parking to a more logical standard than the existing standard, which is tied to lot frontage. The standard tied to lot frontage didn't place an incentive on building smaller homes, which tend to be more affordable. The Commission directed staff to revisit the ordinance with the aim of keeping the parking requirements lower than currently presented in the draft ordinance, so as not to be an undue burden on property owners.

It was generally agreed that staff should investigate revising the ordinance to be more generous for smaller houses, tied to floor area, and the parking requirements may be more stringent for larger homes. Commissioner Munir expressed a desire to have the parking standards based on need. Staff will also investigate the feasibility of incorporating an on street in lieu program into the ordinance.

The Commission re-opened the public hearing and Joel Diaz, a Brisbane resident / contractor / real estate agent, spoke in favor of keeping the parking ordinance less restrictive to encourage owners to improve their homes. He indicated that the current code requirements are too strict and are an impediment to owners upgrading their homes and has the unintended consequence of even less available parking, given the configuration of many of the older homes. Commissioner Parker asked for a suggestion on a standard for the Commission to consider. He suggested that 1 space per 900 sq ft of floor area might be reasonable, but to have an allowance for smaller (2,500 sq ft) lots to be allowed to build slightly more floor area for each required parking space, perhaps 1 space per 1,000 sq ft.

The Commission also suggested investigating the possibility of a community survey regarding parking permits and/or off site centralized parking lots for surplus vehicles.

Chair Munir motioned and Commissioner Parker seconded to continue the matter to the meeting of March 8, 2012. The motion passed 4-0.

--EXCERPT--
BRISBANE PLANNING COMMISSION
Action Minutes of April 26, 2012
Regular Meeting

OLD BUSINESS

1. **CONTINUED PUBLIC HEARING: Zoning Text Amendment RZ-5-11** to Amend Brisbane Municipal Code Title 17; Chapter 17.06, R-1 Residential District; Chapter 17.08, R-2 Residential District; Chapter 17.10, R-3 Residential District; Chapter 17.12, R-BA Brisbane Acres Residential District; Chapter 17.32, General Use Regulations; Chapter 17.34, Off-Street Parking; and Chapter 17.38, Nonconforming Uses and Structures; City of Brisbane, applicant.

Special Assistant Tune presented the agenda report and answered the Commission's questions regarding square footage of existing homes in Brisbane and the potential impacts of the parking ordinance on expansion of these homes.

There being nobody from the public to speak on the matter, Chair Munir opened the matter for discussion by the Commission. The Commission requested that staff conduct research on existing home sizes and impacts of the parking ordinance on these homes.

After some discussion, the Commission agreed that the requirement of up to 6 parking spaces, as included in Alternative A (based on both floor area and bedrooms), would be too much and that they preferred Alternative C. Alternative C keeps the existing requirement, based on lot frontage, but offers exceptions for smaller homes, just 1 space required for up to 900 sq ft homes and 2 spaces for up to 1800 sq ft homes. The Commission deferred the discussion of on-street versus off-street parking and secondary dwelling unit parking until staff has had an opportunity to do further research. The Commission requested that staff refine the language of the ordinance and bring it back to the Commission for further discussion.

Chair Do moved, seconded by Commissioner Reinhardt, to continue this item to the next Regular Meeting of May 10, 2012. The motion carried 4-0.

--EXCERPT--
BRISBANE PLANNING COMMISSION
Action Minutes of May 10, 2012
Regular Meeting

OLD BUSINESS

1. **CONTINUED PUBLIC HEARING: Zoning Text Amendment RZ-5-11** to Amend Brisbane Municipal Code Title 17; Chapter 17.06, R-1 Residential District; Chapter 17.08, R-2 Residential District; Chapter 17.10, R-3 Residential District; Chapter 17.12, R-BA Brisbane Acres Residential District; Chapter 17.32, General Use Regulations; Chapter 17.34, Off-Street Parking; and Chapter 17.38, Nonconforming Uses and Structures; City of Brisbane, applicant.

Special Assistant Tune presented the agenda report, which included four key questions for the Commission.

The first question was whether the existing requirement for lots less than 37.5 ft. of frontage, and with homes larger than 1800 sq ft, should be changed to require 1 covered and 2 off-street spaces, instead of 2 covered spaces plus 1 on- or off-street space as currently required. The Planning Commission agreed to this concept.

The second question was whether the City should recognize on street parking for homes over 1,800 sq. ft. on lots over 37.5 ft. of frontage, which essentially keeps the existing provisions intact for these homes. The Planning Commission agreed to this concept.

The third question was whether the existing 400 sq. ft. exception for additions to residences with nonconforming parking should be changed to allow for larger additions before the parking would be required to be brought up to code. After some discussion by the commission, the question was raised by Commissioner Do as to whether using lot frontage would be the proper metric for determining the parking requirements. The Commission decided that this will need further thought and the Commission will come back to this question at the next meeting.

The fourth question was whether the current requirement for secondary dwelling units of 2 on-site spaces should be retained or if it should be modified to recognize parking partially in the public right-of-way. The Commission was supportive of this modification as well as the standard, as presented in the agenda report, of 1 space for secondary dwelling units up to a 900 sq. ft. and 2 spaces for secondary dwelling units over 900 sq. ft., up to the limit of 1,000 sq. ft for secondary dwelling units.

Commissioner Cunningham moved, seconded by Commissioner Do, to continue this item, to the meeting of May 24th, 2012. The motion carried 4-0.

--EXCERPT--
BRISBANE PLANNING COMMISSION
Action Minutes of May 24, 2012
Regular Meeting

OLD BUSINESS

1. **CONTINUED PUBLIC HEARING: Zoning Text Amendment RZ-5-11** to Amend Brisbane Municipal Code Title 17; Chapter 17.06, R-1 Residential District; Chapter 17.08, R-2 Residential District; Chapter 17.10, R-3 Residential District; Chapter 17.12, R-BA Brisbane Acres Residential District; Chapter 17.32, General Use Regulations; Chapter 17.34, Off-Street Parking; and Chapter 17.38, Nonconforming Uses and Structures; City of Brisbane, applicant.

Special Assistant Tune presented the agenda report and answered questions of the Commission.

The Commission was in agreement on the last remaining items of the proposed parking ordinance, including exceptions for additions and the proposed provisions for secondary dwelling units, and requested that staff make the revisions to the draft ordinance so it could be brought back to the Commission in its entirety.

There was no one from the public present to speak on this item.

Commissioner Do moved, seconded by Commissioner Reinhardt, to continue this item to the meeting of June 14th, 2012. The motion carried 5-0.

--EXCERPT--
BRISBANE PLANNING COMMISSION
Action Minutes of June 14, 2012
Regular Meeting

OLD BUSINESS

1. **CONTINUED PUBLIC HEARING: Zoning Text Amendment RZ-5-11** to Amend Brisbane Municipal Code Title 17; Chapter 17.06, R-1 Residential District; Chapter 17.08, R-2 Residential District; Chapter 17.10, R-3 Residential District; Chapter 17.12, R-BA Brisbane Acres Residential District; Chapter 17.32, General Use Regulations; Chapter 17.34, Off-Street Parking; and Chapter 17.38, Nonconforming Uses and Structures; City of Brisbane, applicant.

Special Assistant Tune presented the agenda report and answered the Commission's questions.

There being nobody present in the audience, Commissioner Cunningham moved, seconded by Commissioner Reinhardt, to close the public hearing. The motion carried 5-0.

The Commission was in agreement that, with an added cross reference to the Brisbane Municipal Code section 17.38.090 regarding repair and replacement of non-conforming structures damaged by flood, fire, etc, the draft ordinance was ready to recommend to City Council.

Commissioner Parker moved, seconded by Commissioner Do, to recommend that the City Council approve the draft ordinance, including the added cross reference. The motion carried 5-0.

City of Brisbane

Subcommittee Report

TO: City Councilmembers Conway and O'Connell

FROM: Community Development Director and Special Assistant

SUBJECT: Ordinance No. 576 (Zoning Text Amendment RZ-5-11) to Amend Brisbane Municipal Code Title 17 Regarding Garage/Carport Minimum Setbacks and Height Limits in the R Residential Districts, Off-Street Parking Regulations, and Alteration/Expansion of Nonconforming Structures

DATE: For November 6, 2013 Planning Issues Subcommittee Meeting

Purpose:

To adopt new and revised residential parking requirements, to update the parking requirements for various other uses, and to revise the development standards for garages and carports in the residential zoning districts.

Background:

To “avoid unreasonable government constraints to the provision of housing” and to “encourage smaller, more affordable units,” 2007-2014 Housing Element Programs H.I.1.b & H.I.1.c call for revision of the residential parking requirements to be based upon floor area and/or number of bedrooms, rather than lot frontage. Programs H.B.3.b and H.B.3.c require that the parking requirements be reduced for units designed and dedicated for use by elderly persons and persons with disabilities.

The 1994 General Plan contains additional Programs (including 22c, 22h, 56a & 56c) regarding parking that would be implemented through changes to the Municipal Code.

The Planning Commission recommended approval of the draft ordinance as Zoning Text Amendment RZ-5-11.

Discussion:

At the City Council meeting of November 26, 2012, a subcommittee was established to conduct a detailed review of draft planning ordinances in advance of public hearings. Accordingly, this draft ordinance to amend the parking and related zoning regulations is being brought to the subcommittee.

The following is a section-by-section review of the recommended ordinance (see attached redline version).

R District Development Standards and Exceptions—To resolve existing inconsistencies and address unnecessarily restrictive regulations, the draft ordinance would revise development standards for the R-1, R-2, R-3 and R-BA Districts applicable to garages and carports (Brisbane Municipal Code Sections 17.06.040, 17.08.040, 17.10.040 & 17.12.040, respectively). The ordinance would specify that the entrances to garages and carports must be sufficiently set back to be safe for pedestrian and vehicular traffic, with 10 ft. generally being the default setback. This would address the current district setback regulations that would otherwise allow garages and carports to be located closer to the street where sight distance might be an issue, so as to be consistent with the limitations in the setback exception in BMC Section 17.32.070.A.3.a. On steep sites with a slope of 20% or more, garages and carports would be allowed to exceed the standard height limit, as long as they would not exceed a height of 15 ft. above the elevation of the center of the street and as long as the height of any living area underneath would not exceed the standard limit.

Purposes of Chapter—A new section replacing the existing BMC Section 17.34.010 would be added to the Off-Street Parking chapter to list the goals of the parking regulations, in terms of minimizing parking impacts to surrounding properties, encouraging housing for residents with special needs, facilitating maintenance and improvement of existing buildings, providing for parking lot landscaping and paving alternatives to reduce pollution, and encouraging transportation alternatives.

Minimum Requirements—The current parking requirements table would be relocated under proposed Section 17.34.020. As directed by the Housing Element, the parking requirements for single-family homes would be revised to address floor area/number of bedrooms. The current parking requirements for single-family homes based upon lot frontage would be modified to convert those for “25 foot lots” into standards based upon number of bedrooms and floor area (see comparison chart, below). Based upon data from the U.S. Census Bureau that suggest that the vehicle ownership rate in Brisbane has historically been 1 car per approximately 900 sq. ft. of floor area (see attached), new exceptions would be added to require only 1 space for studio or 1-bedroom dwellings not more than 900 square feet in floor area, and only 2 off-street parking spaces (one of which would be in a garage or carport) for dwellings not exceeding 1,800 square feet in floor area, regardless of the size of the building site (note that 1,800 sq. ft. is the maximum floor area that would be permitted on a 2,500 sq. ft. lot under the City’s 0.72 maximum permitted floor area ratio).

For houses over 1,800 sq. ft. on lots with more than 25 ft. of frontage, the number of parking spaces required would remain unchanged. For those on lots with less than 37.5 ft. of frontage, 3 spaces would continue to be required, but only one of these spaces would be required to be located in a garage or carport, with the other two located off-street. For those on lot with 37.5 ft. or more of frontage, the current requirement of 2 covered spaces plus 2 on- or off-street spaces would remain unchanged.

Parking Requirements for Single-Family Dwellings

<u>Current:</u>	<u>Proposed:</u>
On 25 foot lots: 2 off-street parking spaces one (1) of which shall be in a garage or carport	Studio or 1-bedroom dwellings not more than 900* square feet in floor area: 1 off-street space (uncovered or covered)** All other dwellings not exceeding 1,800* square feet in floor area: 1 off-street space plus 1 space which shall be in a garage or carport**
On lots with between 25 and 37.5 feet of frontage: 2 garages or carports per living unit plus one on-street or off-street parking space	Dwellings exceeding 1,800* square feet in floor area on lots having less than 37.5 feet in frontage: 2 off-street spaces plus 1 space which shall be in a garage or carport**
On lots with 37.5 feet or more of frontage: 2 garages or carports per living unit plus two on-street or off-street parking spaces	Dwellings exceeding 1,800* square feet in floor area on lots of 37.5 feet frontage or greater: 2 on-street or off-street spaces plus 2 spaces which shall be in a garage or carport**

*For the purpose of calculating parking requirements for single-family homes, the floor area of garages and carports shall not be included, except for that portion of the garage or carport floor area that exceeds 400 square feet.

**An off-street parking facility, as defined in BMC Section 17.02.580, may be located off-site within the public right-of-way only as permitted under proposed Section 17.34.050.H and BMC Title 12.

Single-family dwellings over 1,800 sq. ft. on lots with less than 37.5 ft. of frontage would be required to have 2 off-street spaces plus 1 covered space, instead of the current requirement of 2 covered spaces plus 1 on-or-off-street space for lots with between 25 and 37.5 ft. of frontage. This change would recognize the limited configurations in which 2 covered spaces and 1 on- or off-street space can be accommodated on a site less than 37.5 ft. wide (see attached Parking Diagrams). The proposed requirement for dwellings over 1,800 sq. ft. on lots with frontage of 37.5 ft. or more would be the same as the existing requirement for such lots: 2 covered spaces plus 2 on-or-off-street spaces. The Planning Commission had considered various alternatives in dealing with the parking requirements for such larger homes, but agreed to only minor adjustments in response to the public testimony it had received (see attached Minutes of the December 8, 2011, February 9, 2012 and February 23, 2012 Planning Commission meetings).

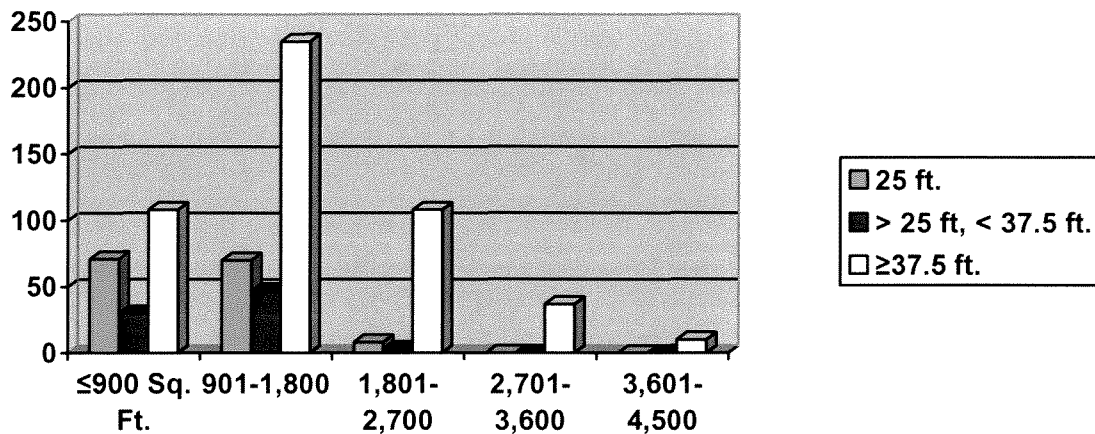
This approach would essentially result in no change from the current requirement for single-family dwellings exceeding 1,800 sq. ft. on lots with more than 25 ft. of frontage. Dwellings exceeding 1,800 sq. ft. on 25 ft. wide lots (which would typically be nonconforming in terms of

the 0.72 maximum floor area ratio) would see their parking requirement increased by 1 space. This amounts to approximately 1% of the existing single-family dwellings, according to a sample of the 728 single-family dwellings in Central Brisbane for which data was available, representing over one-third of the 1,934 total units identified in the 2010 U.S. Census. Houses not more than 1,800 sq. ft. in floor area on lots with more than 25 ft. of frontage and all houses not more than 900 sq. ft. with no more than 1 bedroom would see their parking requirement reduced, which is estimated to include 60% of the existing single-family dwellings.

SINGLE-FAMILY RESIDENTIAL UNIT FLOOR AREA BY LOT FRONTAGE

NUMBER OF UNITS
(OUT OF 728 SAMPLED)

LOT
FRONTAGE



TOTAL FLOOR AREA

Note that the same parking standard would apply to group homes, as defined by BMC Section 17.02.370, which must be treated like any other single-family dwelling under State law.

For secondary dwelling units, 1 uncovered off-street space would be required, plus 1 more uncovered off-street space if the unit is over 900 sq. ft. in floor area and/or has more than 1 bedroom (note that secondary dwelling units may not exceed 1,000 sq. ft. in floor area per BMC Section 17.43.030.D). This follows the State’s standard of 1 space per bedroom (see attached Data from U.S. Census Bureau and Other Surveys), while incorporating the ratio of 1 vehicle per approximately 900 sq. ft. of floor area derived from the U.S. Census Bureau (see attached survey data). The reduction from the current requirement of 2 on-site parking spaces, regardless of the size of the unit, would eliminate one of the governmental constraints upon the production of potentially affordable housing. This change should encourage smaller secondary dwelling units and, in combination with the revisions to the parking requirements for single-family dwellings not over 1,800 sq. ft., could further encourage conversions of larger dwellings into smaller primary and secondary units. This would allow the City to take better advantage of the theoretical potential for secondary dwelling units in the R-1 District, which the Housing Element estimated at 322 (based only upon lot size).

For duplexes and multi-family dwelling units, the proposed ordinance would maintain the Municipal Code's current standard (so as not to impose any new governmental constraints upon potentially affordable housing), while incorporating the exceptions for smaller and larger units also proposed for single-family dwellings and secondary dwelling units. The requirement for covered parking would be reduced to no more than 1 per 1-bedroom or larger unit. Thus, one uncovered space would be required for studios; 1.5 spaces (including 1 covered) would be required for 1-bedroom units, except only 1 space (covered) would be required if the unit is not over 900 sq. ft.; 1.5 spaces (including 1 covered) would be required for 2-bedroom units; and 2 spaces (including 1 covered) would be required for all other units, except that an additional (uncovered) space would be required for units over 2,700 sq. ft. Fractional requirements would be rounded up.

General Plan Program 56a directs the City to review its off-street residential parking requirements to assess impacts on the availability of on-street parking. One means of reducing the impact upon on-street parking is to require that surplus parking be provided, particularly for larger residential developments, to meet the occasional demand due to guests. The proposed ordinance would require additional guest parking for all developments of 5 or more residential units, including subdivisions of 5 or more single-family residences, at the rate of 1 parking space for every 5 units, with no parking spaces required for any fractional remainders.

This ratio was derived from a survey of jurisdictions statewide, adjusted to address the actual demand generated at local multi-family developments according to staff's parking counts (see attached Guest Parking Analysis). Per proposed Section 17.34.030.D, guest parking spaces would be required to be posted by the property owner as available for 72-hour maximum use by the guests only of all residential units for which they are required. Any required accessible parking spaces (see proposed Section 17.34.040.D) would count as guest parking spaces.

For emergency shelters (as defined by BMC Section 17.02.265), Government Code Section 65583(a)(4)(ii) requires that the parking requirement be "...based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone." As detailed in the attached analysis, a requirement of 0.35 spaces per bed plus 1 space per staff member on the largest shift is proposed, based upon the recommendation of Shelter Network, the largest provider of homeless shelter and supportive services on the Peninsula.

The parking requirements for hotels and motels are proposed to be combined, using the current standard for motels of 1 space per unit, plus applicable requirements for accessory restaurants, bars and meeting halls. This is a conservative standard (higher than the 0.65 spaces per unit plus 78 spaces for ancillary uses approved for the Radisson Hotel or the 0.85 spaces per unit approved for the Homewood Suites by Hilton) that may be reduced as appropriate for specific proposals via a Use Permit to modify the parking regulations.

The current parking requirement for "churches, lodges, clubs, community centers, chapels, commercial recreation" would be separated into two categories: "cultural facilities, meeting halls and places of worship" (as the terms are defined in BMC Sections 17.02.180, 17.02.535 &

17.02.620) and “commercial recreation.” Cultural facilities, meeting halls and places of worship are similar types of public assembly facilities, so a broad standard is proposed to cover most variations: 1 space for each 50 square feet of assembly area or 1 space for each 4 fixed seats, whichever is greater, plus 1 space for each 300 square feet of the remaining floor area of the building (meeting rooms not exceeding 750 square feet and ancillary to an office use would be included with the floor area of the office in calculating the parking requirement for the office use). For more information, please refer to the attached Analysis of Parking Requirements for Public Assembly Facilities.

The proposed requirements for commercial recreation are drawn from the American Planning Association’s “Parking Standards” report which sampled typical parking requirements from throughout the country. For those commercial recreation uses not specifically listed in the draft ordinance, the applicable standard would be 1 space would be required for every 4 fixed seats for spectators, 1 space per each 200 sq. ft. of floor area used for indoor commercial recreation, and 1 space per each 1,000 sq. ft. of site area used for outdoor commercial recreation. The proposed standard for marinas is 1 space per 0.75 berths, based upon the standard originally used in the 1976 Environmental Impact Report for Sierra Point; although, the California Department of Boating and Waterways recommended 0.6 spaces per berth in its 2005 “Layout and Design Guidelines for Marina Berthing Facilities.”

The warehousing parking requirements would be updated and simplified, eliminating the unenforceable “per employee” minimum standard. The 1 space per 1,000 sq. ft. standard, which has been verified by a number of parking counts in Crocker Park, will be retained.

The table of parking requirements by type of land use is proposed to be supplemented with detailed instructions as how to calculate the requirements in terms of measuring square footage, dealing with multiple uses on a site (including accessory structures), and rounding any fractional requirements (see proposed Section 17.34.020.B).

Use Restrictions—The current Municipal Code section on garages and carports would be renumbered as Section 17.34.030 and expanded to address restrictions on the use of all types of off-street parking. In particular, the standard practice of requiring that the parking required for each residential unit be located so that it can be used independently of any other unit’s parking would be codified. A new requirement would be added that at least one standard-size parking space shall be assigned to the exclusive use of each unit for multiple-unit properties. The conflicting standards for locating garages and carports in the current code would be deleted; this issue would be addressed in the setback standards for the R-1, R-2, R-3 and R-BA Districts (see above).

Design Standards—The existing design standards would be consolidated into one section (17.34.040) and revised to reflect State requirements and current practice. Specific requirements for parking space striping and labeling would be adopted. The City Engineer would be authorized to approve parking layout variations and permeable paving alternatives under specified circumstances. Permeable paving materials (such as porous asphalt, crushed aggregate, open-celled unit pavers or turf block) could be used for parking spaces and lightly-used driveways (as opposed to the more heavily traveled parking lot aisles) to allow rainwater to

infiltrate the soil and be naturally cleansed of impurities. Where permeable paving materials cannot be striped, some other means of delineating parking spaces, such as by using anchored wheel stops at proper intervals, would be required.

The provisions regarding parking designated for persons with disabilities would be updated to simply reference State law (Title 24), because the requirements are more complicated than can be summarized in the Municipal Code. For example, Title 24 requires that accessible parking be provided for rental housing developments containing 3 or more units and residential condominiums of 4 or more units, generally at a ratio of 1 out of the every 25 parking spaces, with specific requirements for van-accessible spaces. New standards for parallel parking spaces based upon those of Caltrans are also proposed. The standard practice of recognizing two-in-tandem parking for residences would be codified.

Because the current regulations would accept a garage with interior dimensions as small as 16 ft. by 16 ft., which does not provide much room to open vehicles doors or easily walk around the vehicle, new garage design standards are proposed that would only apply to garages constructed after the date the proposed ordinance would take effect. The new standard would be 10 ft. by 20 ft. per space, with adjustments for narrow lots. Automatic roll-up sectional garage doors, which are easier to operate and require less clearance to open, would also be required. No obstructions would be permitted within the minimum area required for parking. Existing garages that complied with the applicable parking standards at the time of their construction would specifically be exempted from the new regulations to avoid labeling them “nonconforming.” Garages that are damaged or destroyed would be allowed to be rebuilt as they were, but garages that are substantially modified or replaced voluntarily would be required to comply with the new standards.

The City Engineer would retain the authority to approve driveway grades over 20%, but it would be noted that the Fire Chief would have authority over the maximum grade of driveways required by the California Fire Code to serve as fire apparatus access roads.

New requirements for on-site turnaround capacity would be adopted, with exceptions for any single-family residence, secondary dwelling unit or duplex that may be designed to back into a non-arterial street, and for any complex of three or more units that may be designed to back into a local street that is not an arterial or a collector. This is consistent with General Plan Policies 47, 239 and 314 that indicate that on-site turnaround capacity should be provided for sites accessed via arterial streets (unless a frontage road can be accommodated). The only arterial streets within the City of Brisbane, according to page 95 of the 1994 General Plan, are Bayshore Boulevard and Guadalupe Canyon Parkway. San Bruno Avenue is the only residential collector street.

The current parking lot landscaping requirements are proposed to be more specific, supplementing the Design Permit requirements in BMC Section 17.42.040.G and implementing General Plan Program 22h’s directive to “Amend the Zoning Ordinance to require that large parking lots be broken up by landscaped areas and parkway strips.” A new requirement that at least 1 tree be planted for every 10 parking spaces would be adopted. Cross references to the water conservation requirements in BMC Chapter 15.70 and the stormwater pollution prevention

requirements of the Clean Water Act and the National Pollutant Discharge Elimination System (NPDES) would be included.

Exemptions, Exceptions and Modifications—Since any change in the current parking requirements has the potential to render some existing dwellings nonconforming in terms of required parking (see attached data regarding Existing House Size and Parking), a provision is proposed to be inserted under Section 17.34.050 to avoid labeling “nonconforming” those existing homes that complied with the applicable standards at the time of their construction. As would be allowed for garages per Section 17.34.040.G.3, dwellings that are damaged or destroyed would be allowed to be rebuilt as they were per BMC Sections 17.38.080-090 without having to comply with the new standards, but dwellings that are expanded (see Section 17.34.050.B) or replaced voluntarily would be required to comply.

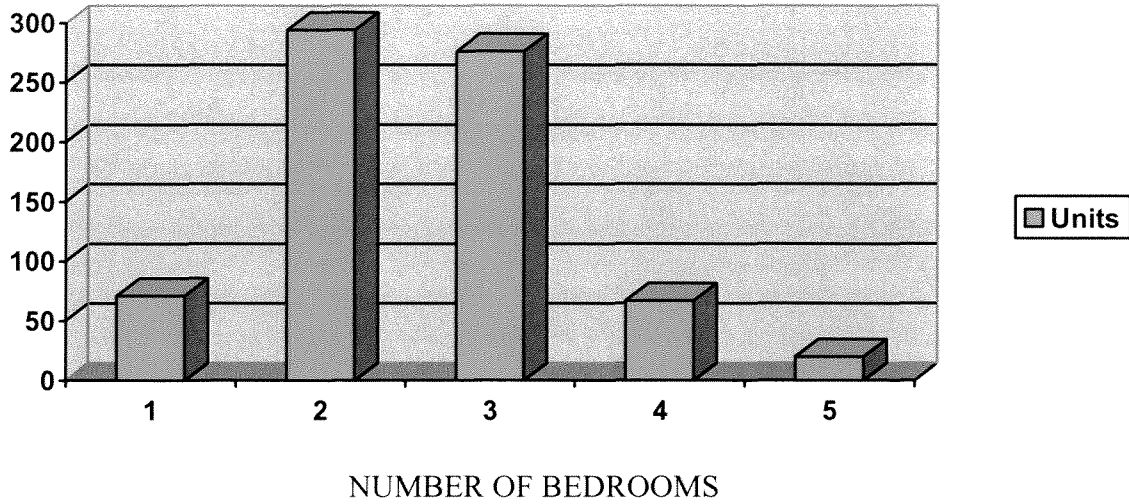
Single-family dwellings would continue to be allowed to be expanded by a cumulative total of 400 sq. ft. without having to comply with the new parking requirements or obtaining a Use Permit. This exemption was originally adopted by the Planning Commission via Resolution No. 2-86A for additions not exceeding 100 sq. ft. that did not increase the number of habitable rooms. The stated intent was to implement the 1985 Housing Element Goal “to improve and conserve existing housing and existing residential neighborhoods” by increasing “the economic value of existing dwellings as well as the livability of such dwellings.” In 1997, this exemption was increased to a cumulative total of 400 sq. ft. to “to facilitate the upgrading and proper maintenance of structures with legal nonconformities” per the 1994 General Plan, via adoption of Ordinance No. 417. An additional exemption is recommended that would further allow such units to be expanded to a total of 1,200 sq. ft., if the total number of bedrooms does not exceed two. This would allow very small “cottages” to be enlarged by more than 400 sq. ft. so as to be more livable without expanding them beyond the size of a potentially affordable “starter home.” Based upon data from the County Assessor’s records, a 1,200 sq. ft. two-bedroom room is considered to be somewhat typical for Brisbane (see following bar diagram and table). At least 160 existing cottages under 800 sq. ft. in floor area are expected to benefit from this change (see second bar diagram).

The current parking exemption for storefront uses (as defined by BMC Section 17.02.745) in the NCRO-2 District in BMC Section 17.14.090 would be cross referenced in this section of Chapter 17.34.

Consistent with the Housing Element, the parking required for housing designed and dedicated for persons with disabilities would be reduced to 1 assigned van-accessible parking space per unit. This avoids having to go through any special planning permit process as a Use Permit to modify the parking regulations per BMC Section 17.34.115, an Accessibility Improvement Permit per BMC Section 17.32.080, or an incentive/concession for a qualifying density bonus project per BMC Section 17.31.060. Such spaces would not count as the parking required per Section 17.34.040.D (Title 24), which would not be assigned to a specific unit. For units that would not permanently dedicated for use by a person with disabilities, a specific class of Accessibility Improvement Permits approved by the Zoning Administrator on a case-by-case basis as appropriate to meet the needs of the particular occupant would be provided, with findings required similar to BMC Sections 17.32.080 and 17.34.050.I.

NUMBER OF BEDROOMS PER SINGLE-FAMILY RESIDENTIAL UNIT

NUMBER OF UNITS
(OUT OF 728 SAMPLED)



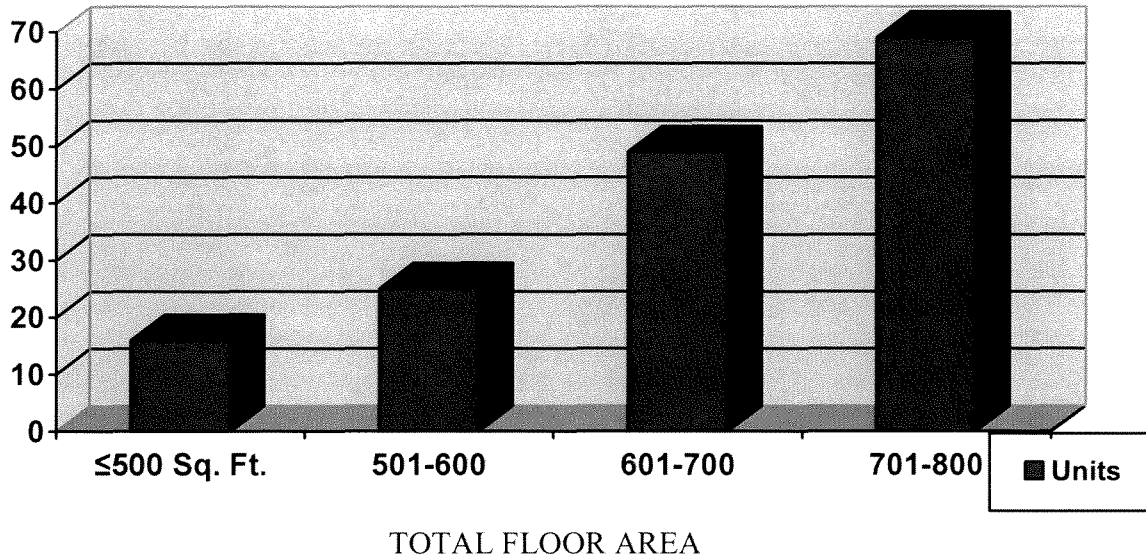
**SINGLE-FAMILY RESIDENTIAL UNIT FLOOR AREA
BY NUMBER OF BEDROOMS**

Number of Bedrooms	Number of Units*	Floor Area (Sq. Ft.)		
		Average	Range	
			Low	High
1	71 (10%)	760	420	1,913
2	294 (40%)	1,063	430	3,210
3	276 (38%)	1,621	570	4,499
4	67 (9%)	2,164	1,130	4,071
5	20 (3%)	3,066	1,760	4,255

*From a sample of 728 single-family residences in the R-1 District

SINGLE-FAMILY RESIDENTIAL UNIT FLOOR AREA

NUMBER OF UNITS
(OUT OF 727 SAMPLED)



For senior housing (“residential units designed and dedicated for use by households with one or more members who are 62 years of age or older”), the parking standard based upon unit size would be reduced by one-third, so that it would be 67% of the standard. This was based, in part, upon the finding by the Non-Profit Housing Association of Northern California that households in the Bay Area with all members aged 62 or older owned 31% fewer cars than households with no seniors. In addition, according to the 1990 U.S. Census, 19% of households in Brisbane where the head of householder was at least 65 years old had no vehicle; that percentage decreased to 5% in the 2000 Census (2010 data is not yet available). For more information, please refer to the attached Senior Housing Parking Study.

Because affordable housing developments may vary significantly in terms of the type and size of units, no specific reduction in the required parking standards is proposed. Instead, the ordinance would note that parking reductions may be granted as “additional incentives” for below-market-rate housing proposals that comply with the State’s density bonus law (California Government Code Sections 65915 and 65915.5). The City’s affordable housing ordinance (BMC Chapter 17.31) adopted in 2009 to comply with State law addresses such “modifications of zoning code requirements” in BMC Section 17.31.060.B.1. To be eligible, a proposal must meet the requirements listed in BMC Section 17.31.060.A (also see BMC Sections 17.31.020.Y & 17.31.050). Affordable housing projects that do not qualify for a density bonus and additional incentives would be able to request a reduction in the minimum parking requirement as a modification under Section 17.34.050.I.

Standards for administratively recognizing parking within the public right-of-way as meeting the parking requirements for one- and two-unit properties would be provided, with the intent to minimize impacts to vehicular and pedestrian traffic and existing on-street parking.

The existing procedure for modifications to the parking regulations through Use Permit approval by the Planning Commission would be clarified. The nonresidential parking variance provisions of California Government Code Section 65906.5 would be incorporated into the Municipal Code.

Alternation or Expansion of Nonconforming Structures—Section 17.38.080 of BMC Chapter 17.38, Nonconforming Uses and Structures, would be amended to reference Use Permits granted to modify the parking regulations, in addition to Variances, as being exempt from the prohibitions that apply to any alteration, enlargement or expansion of a nonconforming structures.

Attachments:

Redline Version of Draft Ordinance No. 576 (NOT INCLUDED)

Data from the U.S. Census Bureau and Other Surveys

U.S. Census Bureau: Household Relationship and Group Quarters Population: 2010

Parking Diagrams

Guest Parking Analysis

Emergency Shelter Parking Analysis

Analysis of Parking Requirements for Public Assembly Facilities

Existing House Size and Parking

Senior Housing Parking Study

Planning Commission Minutes for 12/8/11, 2/9/12, 2/13/12, 4/26/12, 5/10/12, 5/24/12 & 6/14/12 Meetings (excerpts) (NOT INCLUDED)



John Swiecki, Community Development Director

DATA FROM THE U.S. CENSUS BUREAU AND OTHER SURVEYS

Introduction: The 2007-2014 Housing Element's Program H.I.1.b calls for basing the residential parking requirements on floor area and/or the number of bedrooms, since both means of measurement are frequently used to gauge parking demand.

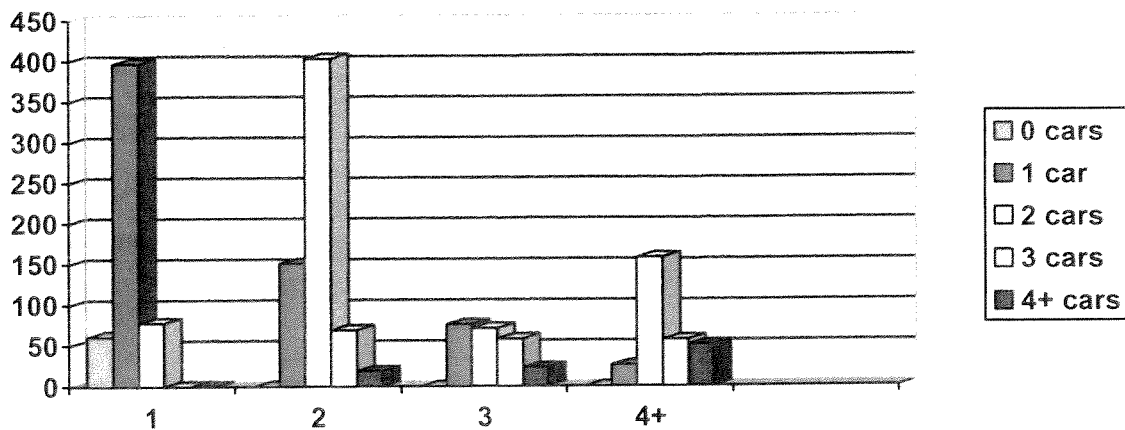
The following presents data regarding potential parking demand per bedroom and floor area from the U.S. Census: parking counts taken at Altamar at the Ridge, the 9 largest houses in Brisbane and on Tulare Street; and a review of the parking requirements for 160 jurisdictions statewide.

Census Data: According to the 2006-2010 American Community Survey 5-Year Estimates (replacing the decennial long-form census sample), the average household in Brisbane has at least 1.76 vehicles (+/-8.6% margin of error). The 2006-2010 survey estimated that 3.6% of the households had no vehicles, 38.3% had 1 vehicle, 41.8% had 2 vehicles, 10.8% had 3 vehicles and 5.5% had 4 or more vehicles. The distribution of number of vehicles available by household size is illustrated on the following chart.

HOUSEHOLD SIZE BY VEHICLES AVAILABLE (2006-2010 American Community Survey 5-Year Estimates)

NUMBER OF HOUSEHOLDS
(OUT OF 1,698 SAMPLED)

VEHICLES
AVAILABLE



NUMBER OF PERSONS PER HOUSEHOLD

The 2006-2010 American Community Survey also found that an estimated 4.1% of the occupied housing units were studios, 19.3% had 1 bedroom, 63.3% had 2 or 3 bedrooms, and 13.3% had 4 or more bedrooms. Extrapolating from the 2006-2010 survey, the average unit had at least 2.31 bedrooms, and so the average number of vehicles per bedroom would be approximately 0.76.

Of particular interest in trying to estimate parking demand based upon house size is the extent of multi-generational households. According to data from the 2010 U.S. Census, Brisbane's average household size in 2010 was 2.34 persons per household. The most prevalent household size was 2-person (34.4% of the total), followed by 1-person (30.4%), 3-person (16.6%), 4-person (12.2%), 5-person (3.9%), 6-person (1.6%), and 7-or-more-person (0.9%). Based upon 80.7% of the total household population being 18 years of age or older, the average number of adults per household is 1.89. Of the total households, 58.4% consist of families, 44.4% being husband-wife families (as categorized by the Census Bureau), and 11.2% consist of nonfamily households of more than 1 person. Approximately 6.4% of the household population consists of adults 18 years of age or older who live with their parents, 0.1% are adult grandchildren of the householder (head of the household), 1.4% are parents of the householder, and 2.6% are other adult relatives. Approximately 8.5% of the population are adult nonrelatives of the householder.

Comparing this data with the 2006-2010 American Community Survey data regarding bedrooms per occupied unit, we would have to conclude that some 2-bedroom units are occupied by only 1 person, and that while 18.6% of the households have 4 or more persons, only 13.3% of the units have 4 or more bedrooms.

Data regarding vehicle ownership in Brisbane from the 2000 U.S. Census generally corroborates the conclusions drawn from the 2006-2010 American Community Survey. In 2000, 72 households out of a total of 1,614 had no vehicles available, 621 had 1 vehicle, 701 had 2 vehicles and 220 had 3 or more. This translates into a total of at least 2,683 vehicles and an average of at least 1.66 vehicles per household. According to the 2000 U.S. Census, of the 2,079 employed persons in Brisbane 16 years or older, 1,498 drove alone to work (72.1%, down from 76.1% in 1990) and 273 carpooled (13.1%, down from 14.1% in 1990; additional details regarding carpool size are not available). Assuming that at least half of those persons in the 2-person carpools owned a car, the total number of cars owned by Brisbane residents who worked would be 1,635. This would translate into an ownership rate of at least 0.8 cars per employed person 16 years or older (the same as in 1990).

In 2000, an estimated 3,031 Brisbane residents out of a total of 3,597 were 16 years or older (based upon extrapolation from data that 3,065 were 15 years or older, 184 were 10 to 14 years old, and 160 were 15 to 19 years old). If the same ownership rate were applied to the entire population 16 years or older (employed or not), there would have been 2,425 vehicles owned by local residents, amounting to 0.67 vehicles per person (of any age) or 1.5 per household.

According to the U.S. Census, the median number of rooms per unit in Brisbane was 4.4 in 2000. While there was no information on the average size of housing units in Brisbane, the nationwide median home in 1990, as noted below, contained 5.4 rooms and 1,688 sq. ft. Extrapolating from these figures, the median housing unit in Brisbane in 1990 was approximately 1,305-1,428.5 sq. ft. According to the 2000 U.S. Census, 1,388 units were built before 1990. According to City records, 277 units were issued Certificates of Occupancy in Brisbane from 1990 through March 2000 (the 2000 U.S. Census counted 430 units, including the unoccupied units at The Ridge). These 277 units contained an estimated total of 482,707 gross sq. ft. of floor area. Thus, the

average housing unit built in Brisbane from 1990 to the time of the 2000 U.S. Census was 1,743 sq. ft. The weighted average floor area per housing unit in Brisbane at the time of 2000 U.S. Census would then be estimated to be 1,378-1,481 sq. ft. With at least 1.66 vehicles per household, this would translate to 1 vehicle per 830-892 sq. ft. Although information on average number of bedrooms per unit was not collected in the 2000 U.S. Census, it could be extrapolated from the 1990 Census that a 4.4 room unit would have 1.94 bedrooms. At 1.5 vehicles per unit, this would translate to 0.77 vehicles per bedroom.

According to the 1990 U.S. Census, all but 99 of the 1,300 total number of households in Brisbane had at least one car. Of the 1,687 employed persons in Brisbane 16 years or older, 1,283 (76.1%) drove alone to work and 238 (14.1%) carpooled. Of those who carpooled, 180 were in a 2-person carpool and the remainder were in larger carpools. Assuming that at least half of those persons in the 2-person carpools owned a car, the total number of cars owned by Brisbane residents who worked would have been 1,373. This would translate into an ownership rate of at least 0.8 cars per employed person 16 years or older.

At that time, 2,460 Brisbane residents out of a total of 2,952 were 16 years or older. If the same ownership rate were applied to the entire population 16 years or older (employed or not), excluding the at least 99 persons in households without cars, there would have been 1,889 vehicles owned by local residents, amounting to 1.45 per household. This would be quite an assumption, since it would probably exaggerate ownership rates for those who were at the upper and lower ends of the range of ages covered, particularly since those 65 years or older were specifically known to have a lower car ownership rate. For example, of the 99 households in Brisbane without any vehicles, 33% were headed by a householder at least 65 years old, while only 10% of the total households in Brisbane were headed by a householder at least that old. This exaggeration might compensate, though, for the lack of data on the number of persons owning multiple vehicles.

BRISBANE VEHICLE OWNERSHIP RATES						
	Studio	1-BR	2-BR	3-BR	4-BR	5-BR
1990 U.S. Census:						
1.45 vehicles per household, 1 vehicle per 900-985 sq. ft.						
0.72 per BR	N/A	0.72	1.44	2.16	2.88	3.6
2000 U.S. Census:						
1.5 - 1.66+ vehicles per household, 1 vehicle per 830-892 sq. ft.						
0.77 per BR	N/A	0.77	1.54	2.31	3.08	3.85
2006-2010 American Community Survey:						
1.76 vehicles per household, vehicles per sq. ft. N/A						
0.76 per BR	N/A	0.76	1.52	2.28	3.04	3.80

BR = Bedroom
N/A Data not available

According to the 1990 U.S. Census, the average housing unit in Brisbane had 4.57 rooms, including 2.01 bedrooms. While there was no information on the average size of housing units in Brisbane, the nationwide median home at that time contained 5.4 rooms, including 2.6 bedrooms, and 1,688 sq. ft. Extrapolating from these figures, the average housing unit in Brisbane was 1,305-1,428.5 sq. ft. At 1.45 vehicles per unit, this would translate to 1 vehicle per 900-985 sq. ft. or 0.72 vehicles per bedroom.

Parked Car Surveys: Parking counts taken at Altamar at the Ridge found a range of 233 to 277 parked vehicles on random Wednesday evenings, averaging 255. There is a total of 214 units at Altamar, ranging in size from 1 bedroom with den to 3 bedrooms. The total number of bedrooms is 436. Thus, the average number of parked vehicles per bedroom found was only 0.58. The average floor area found was 1,144 sq. ft. per parked vehicle. It should be noted that parking restrictions enforced by the condominium owners association may have an effect upon the number of cars parked on site.

ALTAMAR PARKING SURVEY	
DATE/TIME	PARKED VEHICLES
Wednesday, July 24, 2002, 7:00 p.m.	233
Wednesday, January 15, 2003, 7:15 p.m.	277
Wednesday, April 14, 2004, 7:00 p.m.	234
Wednesday, June 15, 2011, 7:15 p.m.	276
AVERAGE	255

ALTAMAR UNITS SIZES			
TYPE OF UNIT	NUMBER OF UNITS	SQ. FT.	TOTAL BEDROOMS
2-bedroom	51	1,070	102
2-bedroom	42	1,243	84
1-bedroom + den	21	1,280	21
2-bedroom + den	29	1,520	58
3-bedroom	29	1,520	87
2-bedroom + den	42	1,663	84
TOTAL	214	291,662	436

Parking counts taken at the 9 largest single-family dwelling units in Brisbane (exceeding 3,600 sq. ft. in floor area, excluding up to 400 sq. ft. of garage) found the apparent demand for more than 4 parking spaces sporadically at four of the nine addresses. Please refer to the chart on the following page.

A survey of parked cars along Tulare Street on Wednesday, December 21, 2011, from 6:45 to 7:25 p.m. found a total of 94 vehicles (including 28 on street), along with 80 garage spaces. There are 56 units fronting Tulare Street (38 single-family residences, 7 duplexes and 1 four-plex). That averages 1.67 parked vehicles and 1.43 garage spaces per unit, or 3.1 parked

vehicles and/or garage spaces per unit. Based upon the data available for all but 5 units, that also amounts to 0.57 parked vehicles and 0.52 garage spaces per bedroom, or 1.09 parked vehicles and/or garage spaces per bedroom.

VEHICLES PARKED AT HOUSES AT LEAST 3,600 SQ. FT. IN FLOOR AREA			
Wednesday, 9/21/11, 7-7:30 p.m.			
Thursday, 9/22/11, 6-6:15 pm.			
Wednesday, 10/5/11, 7-7:20 p.m.			
ADDRESS	FLOOR AREA (SQ. FT.)*	BEDROOMS	3-DAY AVERAGE NUMBER OF PARKED CARS
51 Mariposa Street	4,722	4	2-car garage: unknown driveway: 3 (max. 4) off-street: 0.67 (max 1)
276 Sierra Point Road	4,495	3	2-car garage: unknown driveway: 0 off-street: 1.67 (max 2)
4050 Bayshore Boulevard	4,462	4	3-car garage: unknown driveway: 0.67 (max 1)
728 Humboldt Road	4,230	3	3-car garage: unknown driveway: 0.33 (max 1)
100 Kings Road	4,159	4	2-car garage: unknown driveway: 0 off-street: 2 (max 3)
325 Humboldt Road	4,071	4	2-car garage: unknown driveway: 0.33 (max 1)
201 Tulare Street	3,996	5	2-car garage: unknown driveway: 0.33 (max 1) off-street: 1 (max 2)
90 Santa Clara Street	3,955	5	2-car garage: unknown driveway: 0.67 (max 1) off-street: 1.67 (max 2)
215 Tulare Street	3,652	5	2-car garage: unknown driveway: 0.67 (max 2) off-street: 1.33 (max 2)

*excluding up to 400 sq. ft. of garage/carport per 2004 draft ordinance

Other Jurisdictions: Adopted parking standards based upon the number of bedrooms vary widely throughout the state. An analysis of 160 jurisdictions in California that based their multi-family residential parking requirement upon the number of bedrooms (out of 241 surveyed) found an average requirement of 1.77 spaces for studio units, 1.87 spaces for 1-bedroom units, 2.14 spaces for 2-bedroom units and 2.33 spaces for 3-bedroom units. These figures could lend themselves to a simpler ratio of 1.75 spaces for studio units, 2 spaces for 1-bedroom units, 2.25 spaces for 2-bedroom units and 2.5 spaces for 3-bedroom units. This could also be converted into a formula of 1.75 spaces per unit plus 0.25 spaces for each bedroom in each unit. Please see the table on the following page.

MULTI-FAMILY PARKING REQUIREMENT FOR 160 JURISDICTIONS				
	Studio	1-Bedroom	2-Bedroom	3-Bedroom
Mode	1.5 spaces	1.5-2 spaces	2-2.25 spaces	2-2.5 spaces
Average	1.77 spaces	1.87 spaces	2.14 spaces	2.33 spaces

Note that the State of California has promoted parking ratios based upon number of bedrooms in its regulations for secondary dwelling units [California Government Code Section 65852.2(3)] and density bonus projects [California Government Code Section 65915(p)(1)]. The ratios used are basically 1 per bedroom, with a minimum of 1 space for studio units. For 3-bedroom density bonus units, only 2 spaces would be required, and only 2.5 spaces for 4-bedroom units.

A review of 241 jurisdictions in California found 9 that use floor area to calculate the parking required for single-family residences:

Capitola	0-2,000 sq. ft. = 3 spaces 2,000-2,600 sq. ft. = 4 spaces [1 space per 600-666 sq. ft.]
Corte Madera	0-4,000 sq. ft. = 2 spaces >4,000 sq. ft. = 3 spaces [1 space per 2,000 sq. ft.]
El Monte	0-1,200 sq. ft. = 2 spaces 1,201-1,500 sq. ft. = 3 spaces 1 additional space for each additional 300 sq. ft. [1 space per 300-500-600 sq. ft.]
Glendale	0-3,499 sq. ft. = 2 spaces 3,500-5,999 sq. ft. = 3 spaces 6,000-7,999 sq. ft. = 4 spaces 8,000+ sq. ft. = 5 spaces [1 space per 1,750-2,000 sq. ft.]
Los Banos	0-1,000 sq. ft. = 1 space >1,000 sq. ft. = 2 spaces [1 space per 1,000 sq. ft.]
Mammoth Lakes	0-3,000 sq. ft. = 3 spaces >3,000 sq. ft. = 4 spaces [1 space per 1,000 sq. ft.]
Manhattan Beach	0-3,600 sq. ft. = 3 spaces >3,600 sq. ft. = 4 spaces [1 space per 1,200 sq. ft.]
Monterey	0-3,699 sq. ft. = 1 space 3,700+ sq. ft. = 2 spaces [1 space per 3,700 sq. ft.]
Monterey Park	0-2,999 sq. ft. = 2 spaces 3,000+ sq. ft. = 3 spaces [1 space per 1,500 sq. ft.]

Although no pattern is readily evident from this list, the average requirement is 1 space per approximately 1,486 sq. ft.

Several of these jurisdictions surveyed are hillside cities with limited on-street parking, similar to Brisbane.

The City of Sausalito requires 2 off-street parking spaces for each single-family dwelling and each multi-family dwelling with two or more bedrooms. For multi-family dwellings with one or fewer bedrooms, 1.5 spaces are required per unit. The City of Sausalito does not specify that any of its required parking must be covered. It does not recognize on-street parking as meeting any of its requirements.

Another hillside city with narrow streets is Orinda. The City of Orinda requires 2 covered and 2 off-street spaces for each new single-family residence and for each existing residence for which the number of bedrooms is proposed to be increased. For multi-family units, the requirements are 1 covered space per studio, 1 ½ covered spaces per 1-bedroom unit and 2 covered spaces per 2-bedroom or larger unit, with ¼ guest parking space per unit.

A third city sometimes cited for comparison to Brisbane is Laguna Beach. The City of Laguna Beach requires 2 covered spaces per single-family or duplex dwelling unit, with an additional uncovered space required for units with 3,600 sq. ft. or more of floor area. For multi-family units, the parking requirement is typically based upon the number of bedrooms: 1 ½ spaces per studio or 1-bedroom unit and 2 spaces for each 2-bedroom or larger unit, with 1 guest parking space for each 4 units. The City of Laguna Beach also requires that streets less than 26-28 ft. be widened to provide at least 1 on-street parking space per 50 ft. of residential lot frontage.

Conclusions: A comparison of these various survey results (see next page), particularly from the U.S. Census Bureau, supports the City's current standard for duplexes and multi-family dwelling units, except at either end of the scale. At the low end, a proposed exception would require only 1 space for studio and 1-bedroom units not exceeding 900 sq. ft. in area. The 900 sq. ft. maximum threshold proposed for a requirement of only 1 parking space is supported by available data from the U.S. Census and parking surveys at Altamar at the Ridge (see above). At the high end, a proposed requirement for an additional parking space for units over 2,700 sq. ft. would address the potential demand generated by larger units.

For secondary dwelling units, the same ratio of 1 space for studio and 1-bedroom units not exceeding 900 sq. ft. is proposed. Because the Brisbane Municipal Code limits the size of secondary dwelling units to no more than 1,000 sq. ft., the current maximum requirement of 2 spaces appears reasonable.

The current parking requirements for single-family dwellings are based upon lot frontage. The proposed changes would add new exceptions to require only 1 space for studio or 1-bedroom dwellings not more than 900 square feet in floor area, and only 2 off-street parking spaces for dwellings not exceeding 1,800 square feet in floor area, regardless of lot frontage.

COMPARISON OF PARKING RATIOS					
	Studio	1-BR	2-BR	3-BR	4-BR
1990 U.S. Census: Brisbane Vehicle Ownership Rates					
0.72 per BR	N/A	0.72	1.44	2.16	2.88
2000 U.S. Census: Brisbane Vehicle Ownership Rates					
0.77 per BR	N/A	0.77	1.54	2.31	3.08
2006-2010 American Survey Vehicle Availability Rates					
0.76 per BR	N/A	0.76	1.52	2.28	3.04
Altamar at the Ridge Parking Surveys					
0.58 per BR	N/A	0.58	1.16	1.74	2.32
Average for 160 Jurisdictions					
MFDU	1.77	1.87	2.14	2.33	N/A
California Government Code Section 65852.2(e):					
SDU	1	1	2	3	4
California Government Code Section 65915(p)(1):					
Density Bonus	1 ^a	1 ^a	2 ^a	2 ^a	2.5 ^a
Current Brisbane Municipal Code Section 17.34.010:					
SFR	2-4 ^{a/b}	2-4 ^{a/b}	2-4 ^{a/b}	2-4 ^{a/b}	2-4 ^{a/b}
SDU	2 ^a	2 ^a	2 ^a	2 ^a	2 ^a
Duplex/MFDU	1	1.5 ^{a/b}	1.5 ^{a/b}	2 ^{a/b}	2 ^{a/b}
Proposed Ordinance Requirements:					
SFR	1 ^{c/d}	1 ^{c/d}	2-4 ^{de}	2-4 ^{de}	2-4 ^{de}
SDU	1 ^{c/f}	1 ^{c/f}	2 ^c	2 ^c	2 ^c
Duplex/MFDU	1 ^c	1.5 ^{cgh}	1.5 ^{cg}	2 ^{cgi}	2 ^{cgi}

BR = Bedroom

N/A Data not available

SDU = Secondary Dwelling Unit

MFDU = Multi-Family Dwelling Unit (triplex or larger)

SFR = Single-Family Residence

^a Required to be on-site

^b Required to be covered and enclosed on 3 sides

^c Required to be off-street

^d 2 if not over 1,800 sq. ft. in floor area; 3 if over 1,800 sq. ft. in floor area and on lots having less than 37.5 ft. of frontage; 4 if over 1,800 sq. ft. in floor area and on lots of 37.5 ft. frontage or greater

^e 1 of 2 or 3 required spaces shall be covered, remainder shall be off-street; 2 of 4 required spaces shall be covered, remainder may be on- or off-street

^f 2 spaces if over 900 sq. ft. in floor area

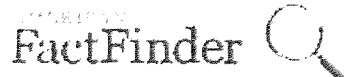
^g Including 1 covered space

^h 1 space if not over 900 sq. ft. in floor area

ⁱ Plus 1 space if over 2,700 sq. ft. in floor area

NOTE: Any fractional requirement would be rounded up

U.S. Census Bureau



QT-P11

Households and Families: 2010
2010 Census Summary File 1

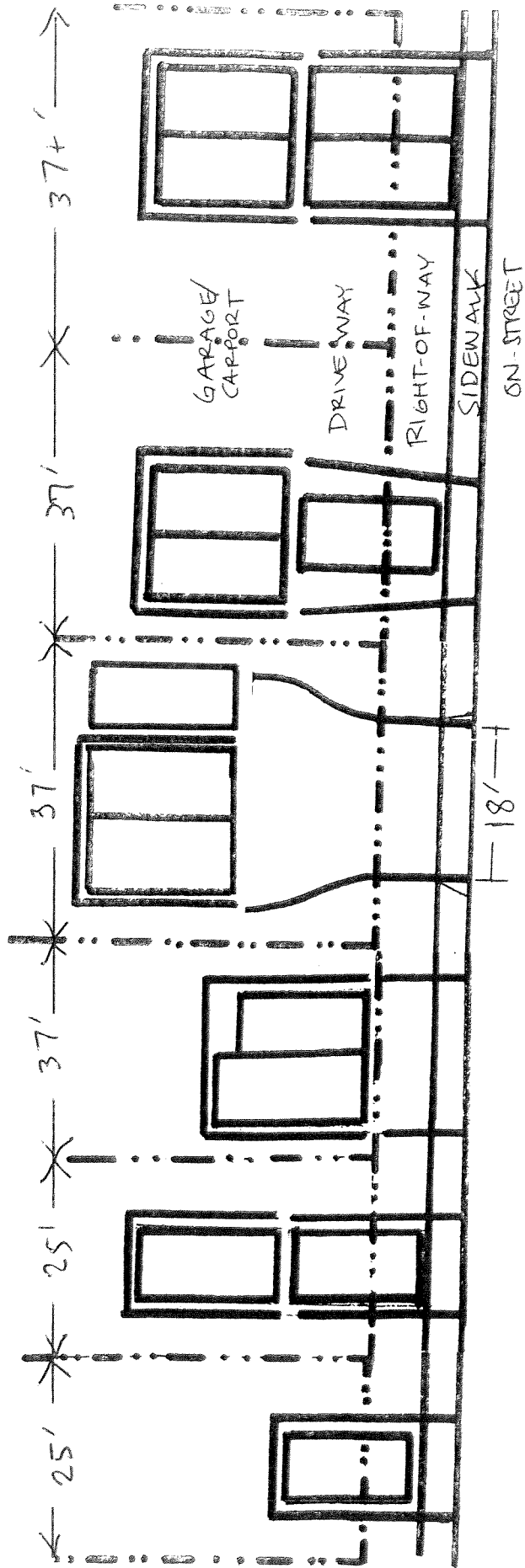
NOTE: For information on confidentiality protection, nonsampling error, and definitions, see <http://www.census.gov/prod/cen2010/doc/sf1.pdf>.

Geography: Brisbane city, California

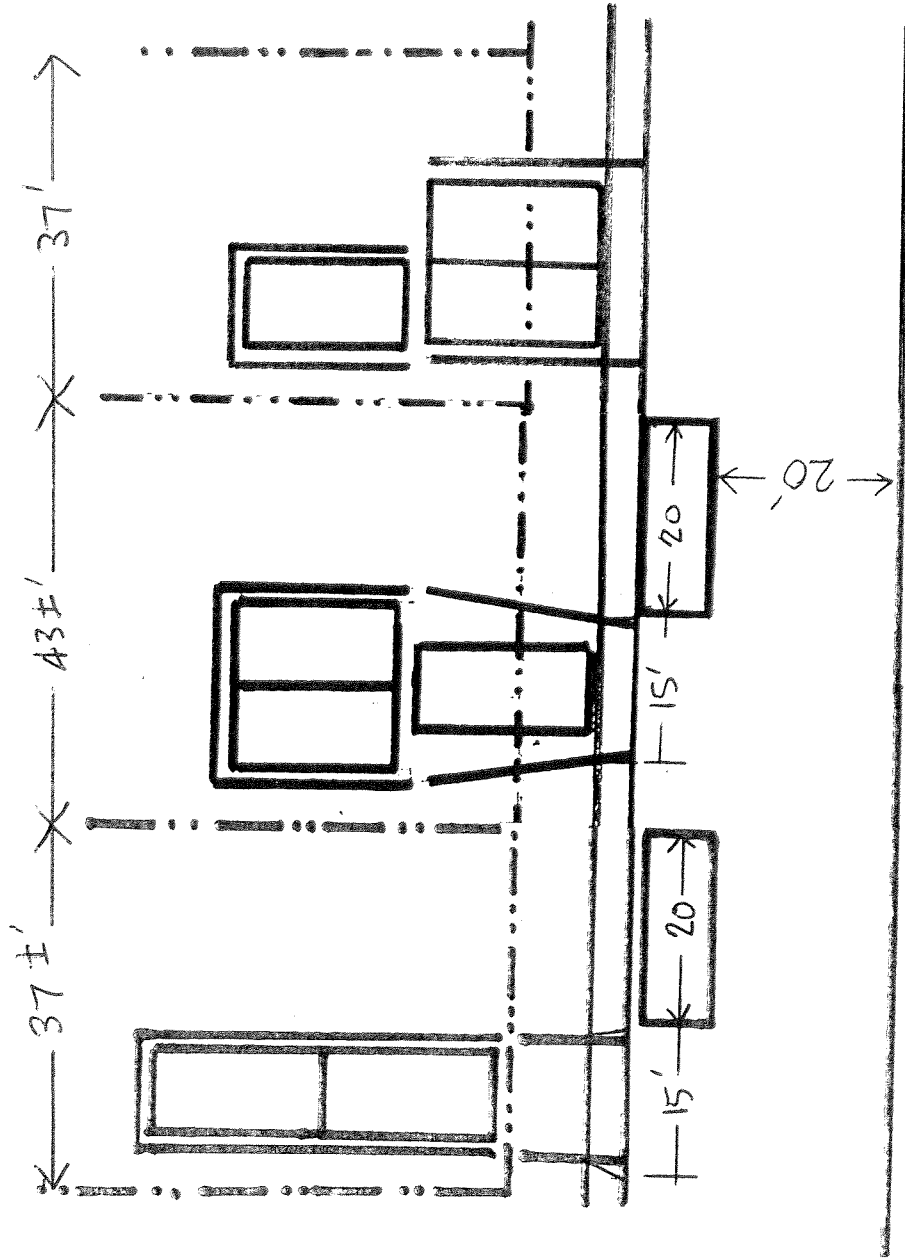
Subject	Number	Percent
HOUSEHOLD TYPE		
Total households	1,821	100.0
Family households [1]	1,063	58.4
Male householder	735	40.4
Female householder	328	18.0
Nonfamily households [2]	758	41.6
Male householder	397	21.8
Living alone	287	15.8
Female householder	361	19.8
Living alone	267	14.7
HOUSEHOLD SIZE		
Total households	1,821	100.0
1-person household	554	30.4
2-person household	626	34.4
3-person household	302	16.6
4-person household	222	12.2
5-person household	71	3.9
6-person household	30	1.6
7-or-more-person household	16	0.9
Average household size	2.34	(X)
Average family size	2.94	(X)
FAMILY TYPE AND PRESENCE OF RELATED AND OWN CHILDREN		
Families [3]	1,063	100.0
With related children under 18 years	503	47.3
With own children under 18 years	466	43.8
Under 6 years only	164	15.4
Under 6 and 6 to 17 years	73	6.9
6 to 17 years only	229	21.5
Husband-wife families	808	100.0
With related children under 18 years	370	45.8
With own children under 18 years	354	43.8
Under 6 years only	133	16.5
Under 6 and 6 to 17 years	59	7.3
6 to 17 years only	162	20.0
Female householder, no husband present families	159	100.0
With related children under 18 years	86	54.1
With own children under 18 years	71	44.7

G.1-68

PARKING DIAGRAM #1



PARKING DIAGRAM #2



GUEST PARKING ANALYSIS

Most cities' residential parking requirements appeared to be based upon the assumption that on-street parking will accommodate the demand for guest parking (out of 241 jurisdictions in California surveyed by Walker Parking Consultants in 2000, only 63 required other than 2 parking spaces per single-family dwelling). A standard 50 ft. wide lot with an 18 ft. wide driveway on a 36 ft. wide street can typically accommodate 1 to 1 ½ on-street parking spaces along its frontage (see Parallel Parking Space Standards in proposed Section 17.34.040.E). Thus, it would appear that these cities actually expect 3 to 3 ½ parking spaces per single-family dwelling. Where streets are too narrow to properly accommodate on-street parking or where on-street parking is already taken by existing residences without conforming parking, that guest parking would have to be provided on site.

Only 4 of the cities surveyed include a requirement for guest parking with their standard for single-family residences:

Laguna Hills:	2 spaces plus 0.3 guest spaces
Larkspur:	2 spaces plus 2 guest spaces
Los Gatos:	2 spaces plus 1 guest space (if more than 2 units total)
Maywood:	2+ spaces (based upon number of bedrooms) plus 0.5 guest spaces

Guest parking is more commonly required for multi-family projects:

2 guest spaces per unit:	2 jurisdictions
2 guest spaces per 3 units:	1 jurisdiction
1 guest space per 1 unit:	6 jurisdictions
1 guest space per 2 units:	12 jurisdictions
1 guest space per 3 units:	15 jurisdictions
1 guest space per 4 units:	38 jurisdictions
1 guest space per 5 units:	19 jurisdictions
1 guest space per 7 units:	3 jurisdictions
1 guest space per 8 units:	2 jurisdictions
1 guest space per 10 units:	2 jurisdictions
1 guest space per 12 units:	1 jurisdiction
1 guest space per 15 units:	1 jurisdiction
+ 10% of resident's spaces:	1 jurisdiction
+ 15% of resident's spaces:	1 jurisdiction
+ 30% of resident's spaces:	1 jurisdiction

The most frequently found standard and the average requirement for those jurisdictions using a per-unit ratio was 1 guest space per 4 units.

An earlier 1995 survey by Walker Parking Consultants of 160 jurisdictions throughout the state provided additional data used in the Commission's analysis. Fifty-six jurisdictions used a flat parking standard for multi-unit dwellings not based upon the number of bedrooms. These ranged from 1 space to 2.5 spaces per unit and averaged 1.875 spaces per unit. Thirty-five of these had an additional guest parking requirement. These ranged from 1 guest space per 15 units to 1 guest

space per unit. Including those of the 56 jurisdictions that required none, the average number of guest spaces per unit was approximately 1 space per 4.5 units.

JURISDICTIONS THAT USE A FLAT-RATE REQUIREMENT
FOR PARKING FOR MULTI-UNIT DWELLINGS

<u>Parking Space Per Unit</u>	<u>Guest Parking Per Unit</u>	<u>Parking Per Unit</u>	<u>Combined Number of Per Unit</u>	<u>Jurisdictions</u>
1	0		1	4
1.5	0		1.5	5
1.5	1/15		1.567	1
1.5	1/3		1.833	1
2	0		2	12
2	1/10		2.1	2
2	1/8		2.125	1
2	1/7		2.143	1
2	1/5		2.2	2
2	1/4		2.25	6
2	1/3		2.333	10
2	1/2.5		2.4	1
2	1/2		2.5	7
2	1/1		3	2
2.5	1/2		3	1
1.875 Average	1/4.5 Average		2.1 Average	56 Total

Before adopting a new guest parking standard, its feasibility should be checked by applying it to local developments. The vast majority of existing four-plus-unit complexes in Brisbane (excluding those at the Northeast Ridge) are, to begin with, nonconforming in terms of unit density under the current applicable zoning regulations. Of the two known to be conforming, the 4-plex at 218-224 Tulare Street has 6 garage spaces and 6 driveway spaces which meets the current requirement of 1.5 garages per 2-bedroom unit and which would provide the 6 spaces (including 4 covered) that would be required for 759 sq. ft. units under the proposed ordinance, with at least 2 additional guest parking spaces available. The 8-unit condominium complex at 737 San Bruno Avenue has the 12 spaces currently required at the rate of 1.5 garages per 2-bedroom unit, but 2 of these are uncovered spaces. As for the recommended standards, these 900-992 sq. ft. units would provide the 12 required spaces (including 8 covered) for the units, but no guest parking would be available.

For the 4-plex approved by the Planning Commission at 661 San Bruno Avenue, the current ordinance requires 6 spaces (1.5 garage spaces per unit). Although 2 of the units would be less than 900 sq. ft. in floor area, all of the units are proposed to contain 2 bedrooms and thus would not benefit from the proposed exception for 1-bedroom units not exceeding 900 sq. ft. Guest parking in this instance would only be available on-street.

For the stacked flats at Altamar at the Ridge, 529 parking spaces were provided for 214 units (an average of 2.6 spaces per unit). Assuming an average of 1,375 sq. ft. per unit (214 units containing a total of 294,181 sq. ft. of living space), the current and proposed standards of 1.5 spaces per unit) would result in a total of 321 spaces. Repeated counts of cars parked at the development found no more than 277 parked cars, indicating no need for additional guest parking if at least 1.5 spaces are provided per unit.

ALTAMAR AT THE RIDGE
PARKING SURVEY

	Existing	Occupied			
		7/24/02*	1/15/03*	4/14/04*	6/15/11*
Parking Spaces	529	233	277	234	276
% Occupied	n/a	44%	52%	44%	52%

*All surveys were conducted on a Wednesday night at 7-7:15 p.m.

Regarding Viewpoint at the Ridge, the Planning Commission had heard complaints in 2004 regarding the lack of sufficient guest parking. This was unexpected, in that more than twice the number of parking spaces that would be required under the current ordinance was provided for this project. Each unit has two garage spaces and, with the exception of only 2 units, two driveway spaces. Guest spaces in parking bays are provided at a ratio of approximately 1 space per 3 units. This comes to an average of 4.34 parking spaces per unit, with the average unit being 1,919 sq. ft. in habitable floor area. Part of the reported parking problem may have been the result of garages being used for purposes other parking and vehicles being too large to fit within the garages (unlike Altamar at the Ridge, all of the Viewpoint at the Ridge units have private garages). Another factor may have been that the guest spaces provided are not proportionately distributed throughout the project. For example, Tanager Court and the upper block of Fox Sparrow Lane have a combined total of 10 guest parking spaces for only 15 units, while Red Hawk Court has only 4 guest parking spaces for 21 units (excluding the 7 spaces designated for the clubhouse at 201 Mission Blue Drive).

VIEWPOINT AT THE RIDGE

Floor Plan	# of Units	Floor Area*	Bed-rooms	Garages + Driveways	Per Current Ordinance
1	38	1,526 sq. ft.	1-2	2+2	1.5 garages
2	38	1,476 sq. ft.	1-2	2+2	1.5 garages
3	19	1,812 sq. ft.	2	2+2	1.5 garages
4	34	2,300 sq. ft.	2-3	2+2	1.5-2 garages
5	12	2,389 sq. ft.	2+loft	2+2	1.5 garages
6	19	2,723 sq. ft.	3-4	2+2	2 garages
TOTAL	160			640	250-267
GUEST PARKING PROVIDED				55**	
GUEST PARKING REQUIRED					0
COMBINED TOTAL				695	250-267

**"Living" square footage plus square footage of garage & stairs in excess of proposed 400 sq. ft. exception (see below)

**Not including 4 parking bay spaces compensating for lack of driveway parking at 111-112 Rock Wren Lane or 7 clubhouse parking spaces

To gauge the demand for guest parking at Viewpoint, staff conducted a count of cars parked in the parking bays at 7:45 p.m. on Wednesday, August 17, 2011. Out of a total of 55 parking spaces, only 39 were occupied. For a total of 160 units, that would average 1 car per 4.1 units. Given the abundance of available driveway parking spaces, it was not possible to determine whether certain units were generating a demand for parking that exceeded their driveway capacity, or whether some people simply prefer to park on street than in their driveways.

Landmark at the Ridge has a combination of parking bays and unmarked on-street parking on streets wide enough to accommodate guest parking on both sides. In 2004, it was estimated that 47 on-street guest parking spaces were provided for the 37 dwellings in Unit 1. That was a ratio of approximately 1 guest space per 0.8 dwelling unit. All combined, there was an average of 5.8 parking spaces per unit, with the average unit containing 2,950-3,037 sq. ft. of floor area (with the higher number reflecting the estimated floor area of the 3-car garages in excess of the proposed 400 sq. ft. exemption, see below).

LANDMARK AT THE RIDGE—UNIT 1

<u>Floor Plan</u>	<u># of Units</u>	<u>Floor Area</u>	<u>Bed-rooms</u>	<u>Garages + Driveways</u>	<u>Per Draft Ordinance</u>
1	6	2,837 sq. ft.	4	2+2	2+3
2	9	3,078 sq. ft.	5	2+2	2+4
3	12	3,277 sq. ft.*	4-5	3+2	2+3-4
4	6	2,098 sq. ft.*	2-3	3+2	2+1-2
5	2	2,843 sq. ft.	3-4	2+2	2+2-3
6	2	3,416 sq. ft.*	4-5	3+2	2+3-4
TOTAL	37			168	180-202
GUEST PARKING PROVIDED				47	
COMBINED TOTAL				215	

Since 2004, 17 additional houses have been built at Landmark. A count at 8:00 p.m. on Wednesday, August 17, 2011, found a total of 22 cars parked on the street (including in parking bays). For a total of 54 units, that would average 1 car per 2.5 units. As was noted at Viewpoint, many of the driveways were empty, raising doubts about whether guest parking on the street is necessarily a necessity.

This review raises questions regarding whether additional guest parking is actually needed for larger projects and whether providing guest parking for smaller projects would impact their feasibility. Regarding the minimum number of units subject to the requirement, 5 would parallel the State density bonus provisions (BMC Section 17.31.020.X) for which a modification to the parking standards could then be granted as a density bonus incentive or concession. To be consistent with this threshold, the standard would be 1 guest parking space per every 5 units, which is 1 unit less than the average requirement found in the survey of jurisdictions statewide.

EMERGENCY SHELTER PARKING ANALYSIS

Per Government Code Section 65583(a)(4)(ii), the City shall adopt an off-street parking standard for emergency shelters "...based upon demonstrated need, provided that the standards do not require more parking for emergency shelters than for other residential or commercial uses within the same zone." An emergency shelter provides temporary housing (for no longer than 6 months per person) with minimal supportive services for persons who are homeless, victims of domestic violence, individuals and households made temporarily homeless due to natural disasters (e.g., fires, earthquakes, etc.), or other persons requiring temporary housing. Employees, volunteers and visitors generate demand for parking, as well as residents [according to "Zoning in the Wake of SB2" by Baird + Driskell Community Planning (May 2010), "Most homeless families will have a car while most homeless individuals will not"]. A review of other municipalities finds that among the few that have adopted standards so far, there is a fairly broad range, tied either to floor area or number of beds. For example:

South San Francisco:	1 parking space per 200 sq. ft. of floor area
Millbrae:	1 parking space per 4 beds
Santa Monica:	1 parking space per 10 beds

"Zoning in the Wake of SB2" states:

"The rule of thumb that Shelter Network [the largest provider of homeless shelter and supportive services on the San Francisco Peninsula] uses is one car per family or .35 cars per individual bed, plus one parking spot per staff member on duty when residents are there (but less if on major a transit route). This standard was confirmed with several other organizations and agencies. But this varies significantly between jurisdictions and client populations. Homeless shelters that serve the chronically homeless or the mentally ill will have lower parking needs. As a comparison, available parking spaces for various emergency shelters are summarized below:

- o Crossroads (Oakland), 0.55 acres, 125 residents, 47 employees, 17 parking spaces
- o Family Emergency Center, (San Rafael), 0.25 acres, 52 beds, 16 spaces
- o Mill Street Shelter (San Rafael) 0.33 acres, 40 beds, 10 spaces
- o Safe Harbor (S. San Francisco), 90 beds, 24 spaces (parking lot is full at night)"

The "demonstrated need" for emergency shelters in Brisbane is limited. The 2007 San Mateo County Homeless Census and Survey, conducted on the night of January 30, 2007, identified 11 single adults as homeless within Brisbane. Of these, 4 were found living in vehicles, with the remainder observed on the streets (a ratio of 0.36 vehicles per homeless adult). Accordingly, it appears that a 12-bed facility would be adequate to serve the entire homeless population in Brisbane at any one time. Staff estimates that the individual living space and common areas would total approximately 100 to 150 sq. ft. per person. A 12-bed facility would be approximately 1,200 to 1,800 sq ft, similar in the size to a modest single-family home.

Emergency Shelter Parking

Page 2

Using the 0.35 parking spaces per bed ratio recommended by the Shelter Network, a 12-bed facility would require 4.2 parking spaces (not including employee parking). Assuming a 12-bed facility is 1,500 sq. ft., this translates to 1 space per 357 sq. ft. While that ratio is higher than the 1 space per 900 sq. ft. employed in developing the proposed residential parking requirements, it is still less than the City's parking standard of 1 space per 300 sq. ft. for administrative office and retail uses. Accordingly, the parking requirement proposed for emergency shelters is 0.35 space per bed plus 1 space per staff member on the largest shift.

ANALYSIS OF PARKING REQUIREMENTS FOR PUBLIC ASSEMBLY FACILITIES

Under the current Brisbane Municipal Code, the parking standard for “churches, lodges, clubs, community centers, chapels, commercial recreation” is one space for each 4 person capacity, but not less than one space for each 15 square feet of the largest meeting hall. Capacity is calculated using the 2010 California Building Code’s “occupant load factor” of 1 occupant per 7 sq. ft. of concentrated-use assembly areas without fixed seats (Table 1004.1.1). This results in a range of 1 space per 15 to 28 sq. ft. of floor area. A more direct standard would be preferable.

The 1995 Walker Parking Consultants survey of 160 jurisdictions throughout California found a variety of approaches to the parking requirements for public assembly facilities. The most frequent standards used statewide were one parking space per 3 fixed seats, one parking space per 4 fixed seats, and one parking space per 35 sq. ft. of public assembly use. While standards based upon the number of fixed seats may appear to be more specific, the wide variation in such standards indicates less than unanimous agreement upon how they reflect actual parking demand. A “per sq. ft.” standard would be typically easier to apply. Tossing out the two extreme examples among the 115 jurisdictions that base their requirement upon floor area, the adjusted average standard based on square footage would be one space per 49.7 sq. ft. of public assembly use.

The 2002 American Planning Association’s “Parking Standards” covered a wide variety of land uses, providing a sampling of typical parking requirements from throughout the country. A number of different types of uses are listed in the APA report that would fall under the current BMC parking regulations’ category of “cultural facilities, meeting halls and places of worship.”

For cultural facilities, the jurisdictions included in the APA report used a variety of parking standards, depending upon the type of facility, with the greatest distinctions made for theaters. Most of the jurisdictions used a standard based upon square feet of floor area for cultural facilities excluding theaters, with the most frequently cited being 1 space per 300 sq. ft. (the same standard the City of Brisbane uses for office uses). For theaters, the most frequently used standards were based upon number of seats, which would be expected, since of all of these types of uses reviewed, theaters are the most likely to have fixed seats. Of the jurisdictions using per-seat standards, 1 parking space per 4 seats was the most frequently cited, as well as approximately the average of all the per-seat standards listed.

For places of worship, the parking requirements varied more than those for meeting halls, according to the APA report. Recognizing that places of worship typically contain multiple rooms of varying intensity of use, about half of the listed jurisdictions specified that their requirements apply only to the largest assembly room of such uses. In addition, while most jurisdictions used seating as the basis for their parking requirements for places of worship, frequently a conversion factor would have to be included to translate a length of pew into a number of seats (ranging from 1 to 2.5 linear ft. of pew per seat). The average standard based upon number of seats was 1 parking space per 5.2 seats. The average standard based upon floor area was 1 parking space per approximately 40 sq. ft.

Staff is concerned that by specifying a parking standard for places of worship distinct from similar types of public assembly facilities, the City may be exposed to claims of violation of the Religious Land Use and Institutionalized Persons Act (RLUIPA). Under RLUIPA, cities are prohibited from imposing land use regulations that impose a “substantial burden” on the “exercise of religion,” unless the regulation can be demonstrated to be the least restrictive means of furthering a governmental interest. Accordingly, staff recommends that the parking requirements for cultural facilities, meeting halls and places of worship be combined as follows:

1 space for each 50 square feet of assembly area or 1 space for each 4 fixed seats, whichever is greater, plus 1 space for each 300 square feet of the remaining floor area of the building (meeting rooms not exceeding 750 square feet and ancillary to an office use shall be included with the floor area of the office in calculating the parking requirement for the office use)

Since 2004, at least two proposals for places of worship have been submitted to the City. Much of the discussion regarding these proposals revolved around the question of adequate parking. The proposed uses included multiple Sunday services, various accessory/weekday operations, and special holiday events that complicated attempts to answer the question of what would be an appropriate parking standard for such uses. Potential solutions extended beyond standard on-site parking to include parking management techniques such as valet parking, off-site parking arrangements and shuttle service. These methods cannot be adequately addressed by the parking ordinance and, instead, would have to be dealt with on a project-by-project basis through the Use Permit process for places of worship as a conditional use per zoning district regulations and/or for modifications to the parking regulations per Section 17.34.050.H.

To make it clear that a conference room in an office building is not considered a “meeting hall” for parking purposes, the proposed ordinance would clarify that such uses not exceeding 750 sq. ft. in area would be treated as ancillary office space. The 750 sq. ft. threshold originated as the point at which the 1997 Uniform Building Code’s Table 10-A’s greater exiting requirements would apply to less-concentrated assembly areas; although, per Tables 1004.1 and 1015.1 of the current 2010 California Building Code, that number would now be 735 sq. ft. for “unconcentrated assembly without fixed seats.”

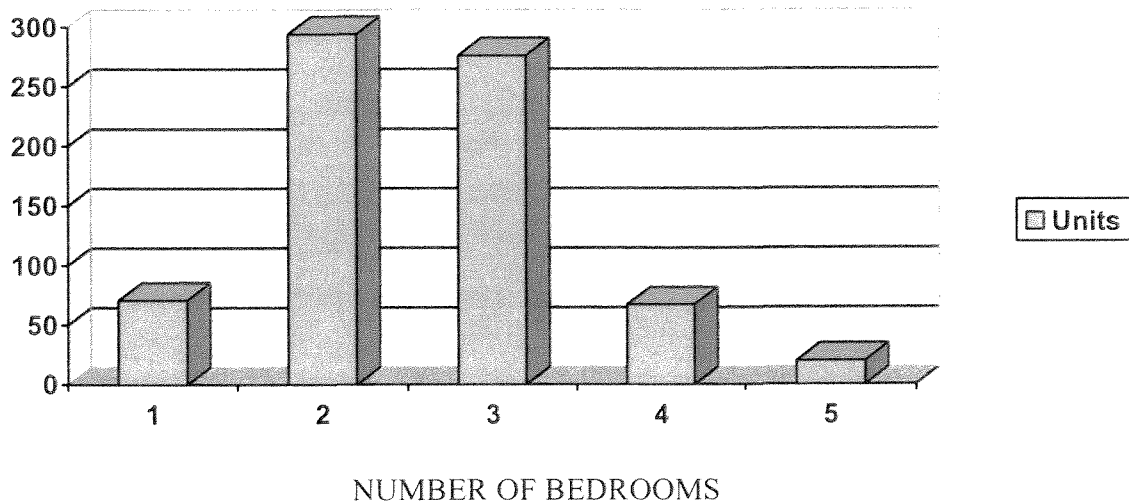
EXISTING HOUSE SIZE AND PARKING

Available data regarding number of bedrooms, floor area, and existing off-street parking for 728 single-family residences in the R-1 District was reviewed as part of the parking ordinance update study. This sample represents over one-third of the 1,934 total units identified in the 2010 U.S. Census.

The vast majority of units surveyed contained two to three bedrooms.

NUMBER OF BEDROOMS PER SINGLE-FAMILY RESIDENTIAL UNIT

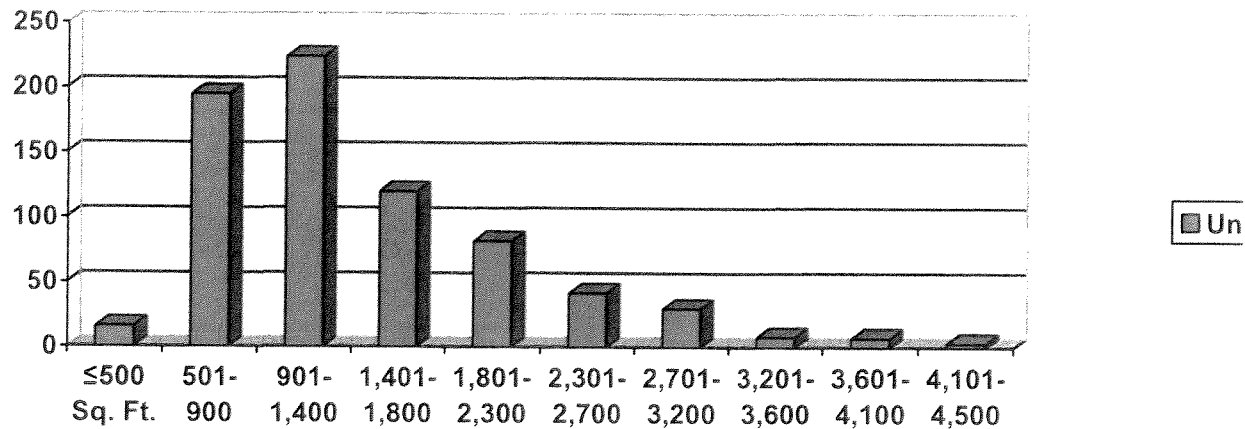
NUMBER OF UNITS
(OUT OF 728 SAMPLED)



The average floor area found for 2-bedroom house was 1,063 sq. ft. The average floor area for 3-bedroom units was 1,621 sq. ft. Note, though, that some 3-bedroom houses are as large as 4,499 sq. ft. (twice the size of the average 4-bedroom house).

SINGLE-FAMILY RESIDENTIAL UNIT FLOOR AREA

NUMBER OF UNITS
(OUT OF 727 SAMPLED)



TOTAL FLOOR AREA

The survey compared average floor area and parking spaces per number of bedrooms.

UNIT SIZE AND EXISTING OFF-STREET PARKING

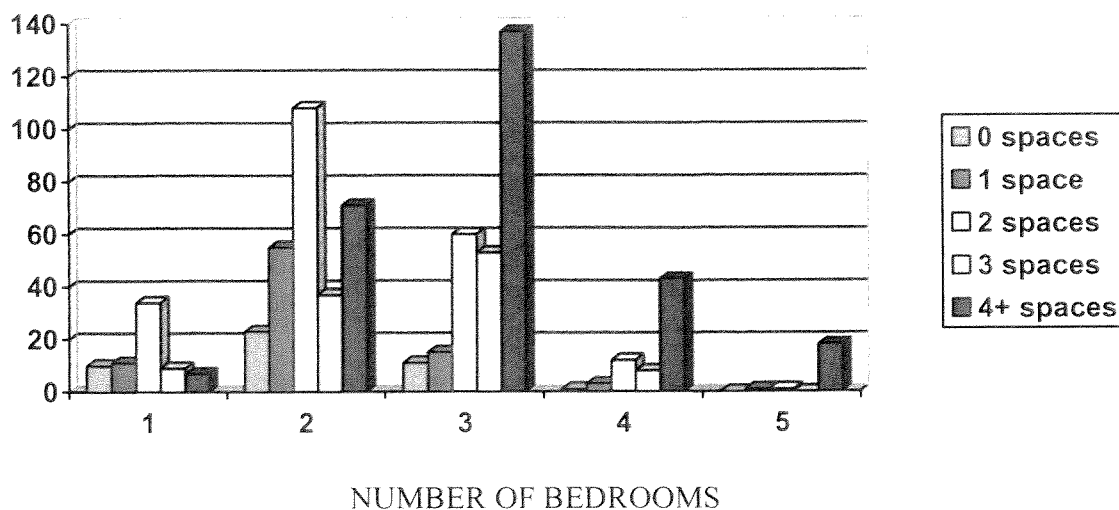
Number of Bedrooms	Number of Units	Floor Area (Sq. Ft.)			Average Existing Parking Spaces
		Average	Range		
			Low	High	
1	71 (10%)	760	420	1,913	1.9
2	294 (40%)	1,063	430	3,210	2.4
3	276 (38%)	1,621	570	4,499	3.2
4	67 (9%)	2,164	1,130	4,071	3.6
5	20 (3%)	3,066	1,760	4,255	3.9

Two-bedroom units have an average of 2.4 off-street spaces, while three-bedroom units have an average of 3.2.

**EXISTING OFF-STREET PARKING FOR SINGLE-FAMILY RESIDENTIAL UNITS
BY NUMBER OF BEDROOMS**

NUMBER OF UNITS
(OUT OF 728 SAMPLED)

OFF-STREET
PARKING



**EXISTING OFF-STREET PARKING FOR SINGLE-FAMILY RESIDENTIAL UNITS
BY NUMBER OF BEDROOMS**

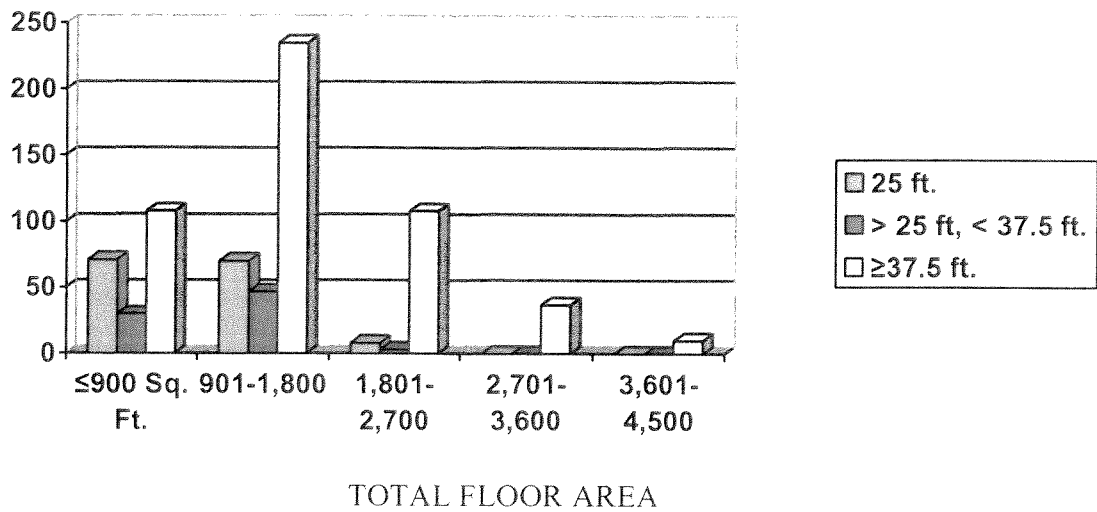
BED-ROOMS	PARKING SPACES									
	0	1	2	3	4	5	6	7	8	
1	10 (1.4%)	11 (1.5%)	34 (4.7%)	9 (1.2%)	7 (1.0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)	0 (0%)
2	23 (3.0%)	55 (7.6%)	108 (14.8%)	37 (5.2%)	53 (7.3%)	10 (1.4%)	6 (0.8%)	2 (0.3%)	0 (0%)	
3	11 (1.5%)	15 (2.1%)	60 (8.2%)	53 (7.3%)	110 (15.1%)	17 (2.3%)	7 (1.0%)	3 (0.4%)	0 (0%)	
4	1 (0.1%)	3 (0.4%)	12 (1.6%)	8 (1.1%)	33 (4.5%)	5 (0.7%)	3 (0.4%)	1 (0.1%)	1 (0.1%)	
5	0 (0%)	1 (0.1%)	1 (0.1%)	0 (0%)	16 (2.2%)	1 (0.1%)	1 (0.1%)	0 (0%)	0 (0%)	

The survey also identified average floor area by lot frontage, the current basis for the single-family residential parking requirements.

SINGLE-FAMILY RESIDENTIAL UNIT FLOOR AREA BY LOT FRONTAGE

NUMBER OF UNITS
 (OUT OF 727 SAMPLED)

LOT
 FRONTAGE



SENIOR HOUSING PARKING STUDY

Due to the lower than average vehicle ownership rates found among senior households, a reduction in the standard parking requirement may be appropriate for housing designed and dedicated for occupancy by households including persons who are 62 years old or older. For example, the Non-Profit Housing Association of Northern California found that households in the Bay Area with all members aged 62 or older owned 31% fewer cars than households with no seniors. In addition, according to the 1990 U.S. Census, 19% of households in Brisbane where the head of householder was at least 65 years old had no vehicle; that percentage decreased to 5% in the 2000 Census (2010 data is not yet available).

The American Planning Association's 2002 "Parking Standards" study of a sampling of jurisdictions nationwide lists a number of different requirements for senior housing. Of the 3 jurisdictions for which the parking standards are listed in the study for both senior housing and multi-family housing, the average requirement for senior housing units is 45% of the standard for multi-family units.

PARKING SPACES PER UNIT

<u>Jurisdiction</u>	<u>Senior Housing Units</u>	<u>Multi-Family Residential Units</u>	<u>Ratio</u>
Burlington, VT	0.2		
Arlington, MA	0.4		
Kearney, NE	0.5		
Fairfield, CT	0.6		
Santa Clarita, CA	0.625*	1.75	0.357
Middleburg, VA	0.67		
Alameda, CA	0.75		
Glenville, NY	0.8		
Columbia, MO	1		
Mesa, AZ	1		
Ormond Beach, FL	1.05*		
Provo, UT	1.25*		
Glenville, NY	1.25	2.5	0.5
Yavapai Co., AZ	1.5		
Jefferson Co., KY	1.5	3	0.5
Harlingen, TX	2		

*including guest spaces

As a test, this recommended approach could be applied to the City's Visitacion Garden Apartments senior housing complex, which consists of 12 one-bedroom units (+/-574 to +/-670 sq. ft.) and 2 two-bedroom units (+/-708 sq. ft. each). Under the currently adopted standard of 1.5 garages per 1-to-2-bedroom unit, the 14 units required 21 spaces. The proposed ordinance

would require only 1 space per 1-bedroom unit not exceeding 900 sq. ft. and 1.5 spaces per 2-bedroom unit plus 1 guest space for every 5 units, totaling 17 spaces. A one-third reduction would bring that down to 12 spaces. This is 2 spaces less than the 14 parking spaces (8 covered plus 6 uncovered) that were actually provided on the site.

COMPARISON OF POTENTIAL PARKING REQUIREMENTS FOR
VISITACION GARDEN APARTMENTS

	<u>Units</u>	<u>Current Parking Requirement</u>	<u>Draft Proposed Ordinance</u>	<u>Actually Provided</u>
1-BR ≤900 sf	12	18	12	12
2-Bedroom	2	3	3	2
Guest		0	2	10 on street
Total	14	21	17	14 + 10
1/3 Reduction		n/a	12	n/a

As noted above, the on-site parking provided was less than what the current ordinance would require. As a project developed on City property, the complex was exempt from the City's parking requirements. Note that none of these calculations take the 1,200+/- sq. ft. office or 750+/- sq. ft. activities room into account. Some of the project's parking demand apparently was assumed to be met by the 10 on-street parking spaces available at the site's frontages on Visitacion and San Francisco Avenues. Some of the difference may also be accounted for by the fact that this senior housing complex contains only affordable housing units (4 very-low-income, 2 low-income and 8 moderate-income), for which further reductions in the parking requirements were considered suitable. For private senior housing developments intended for households with one or more members who are 62 years of age or older (California Civil Code Sections 51.2 & 51.3; California Government Code Section 12900 et seq., including Section 12955.9 in particular), such further reductions could be considered as the "additional incentives" required for projects that comply with the State's density bonus law (California Government Code Sections 65915 and 65915.5).

To gauge the effect of the proposed 1/3 reduction in the required parking for senior housing, parking at the complex was surveyed on three Wednesday nights (8/3/11, 8/10/11 & 8/17/11) at 7:30 p.m. During the period that the counts were taken, there were no vacancies (all of the 1-bedroom units were rented to 1-person households and the 2-bedroom units were rented to 2-person households). An average of 8.3 cars were parked on site (an average of 0.6 cars per unit).

That is 51% less than the 17 spaces that would be required per the proposed ordinance without the recommended 1/3 reduction for senior housing. The survey also counted cars parked on the street, either on San Francisco Avenue on both sides of this block or on Visitacion Avenue at the complex's frontage. Conservatively assuming that all of this parking demand was generated by the Visitacion Gardens Apartments (which seems unlikely, given the number of vacant spaces available on site), the combined average would be 15.3 cars.

VISITACION GARDEN APARTMENTS
PARKING SURVEY

	Existing	Occupied		
		8/3/11*	8/10/11*	8/17/11*
Uncovered On-Site	6	4	4	4
Covered On-Site	8	5	5	3
Subtotal	14	9	9	7
% Occupied	n/a	64%	64%	50%
On-Street**	14	7	9	5
Total	28	16	18	12
% Occupied	n/a	57%	64%	43%

*All surveys were conducted on a Wednesday night at 7:30 p.m. At the time of the survey, all 12 units were rented. The 12 1-bedroom units were all rented by 1 person, and the 2 2-bedroom units were rented by 2 persons. All units are under 900 sq. ft. in floor area.

**6 on San Francisco Avenue in front of Visitacion Garden Apartments, 5 on opposite side of San Francisco Avenue (in front of Post Office), 3 on Visitacion Avenue in front of Visitacion Garden Apartments