City of Sunnyvale
Memorandum

To: Bicycle and Pedestrian Advisory Commission

From: Diana O'Dell, Senior Planner DO

Through: Trudi Ryan, Planning Officer AM FOR TR

Date: October 18, 2012

Re: Tentative Staff Recommendation for Non-Residential Parking Requirements

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Introduction

This study issue responds to concerns that commercial and office parking standards require more parking than necessary, limit re-use of older properties and inhibit infill and activation of commercial and office spaces (See Attachment B, Study Issue Paper).

While the parking regulations have been tweaked repeatedly since they were adopted in 1963, a comprehensive modernization has not yet occurred. This study issue takes a fresh look at the parking ratios for non-residential uses, minimum dimensions and bicycle parking as well as related standards. This study does not address downtown, mixed use or residential parking standards. Mixed use parking standards will be considered as part of the broader "Mixed Use Toolkit" project in conjunction with the Lawrence Station Area Plan.

Parking Code Objectives and Findings

On September 24, 2012, staff met with the Planning Commission to discuss the key objectives of the parking regulations. Based on that conversation and review of existing General Plan goals and proposed Land Use and Transportation Element goals, staff has identified the following key objectives and findings for the parking code:

1) Sufficient parking for daily or weekly peaks is important to further economic goals;
2) Flexible parking ratios enhance opportunities for re-use of buildings and stimulate economic vitality;
3) The needs of vehicular traffic shall be balanced with the need for adequate bicycle and pedestrian facilities;
4) Rarely-used parking spaces create negative impacts by discouraging pedestrian and bicycle travel, unnecessarily increasing impervious surfaces, and discouraging other productive uses of land;
5) Shared parking or other parking management tools are an effective method of ensuring adequate parking while maximizing land use;
6) Parking spillover into residential neighborhoods should be avoided; and
7) Street parking shall not be considered towards meeting the parking needs for private uses.

KEY QUESTION: Does the Bicycle and Pedestrian Advisory Commission concur with these objectives and findings for the ordinance?

Bicycle Parking Requirements and Design Guidelines

Bicycle parking is only required for multi-family residential and industrial uses. Staff typically uses VTA bicycle parking standards in review and conditions of approval for discretionary projects. Staff is recommending adding additional bicycle parking requirements in the zoning code based on a percentage of total vehicle spaces provided. This method is the common for surrounding cities and straightforward to implement.

RECOMMENDED CHANGE	DESCRIPTION	JUSTIFICATION
1. Broaden Bicycle Parking Requirements	Update and broaden standards for bicycle parking.	Our bicycle parking standards are out of date and narrowly focused on multi-family or industrial development. We want to codify requirements for other commercial developments.
2. Enhance Design Guidelines	Update Citywide Design Guidelines for parking lots and bicycle parking installation.	Parking lot design can be as important as number of spaces. The recent Precise Plan for ECR has a good template for parking lot design guidelines. In addition, standards are recommended for bicycle parking spaces and pedestrian pathways.
3. Create Exceptions	Create a new process to allow exceptions from minimums, maximums, and bicycle parking standards. Can be approved at a staff level with a discretionary permit.	Variances are not the right way to "allow" flexibility. Exception standards established in the ordinance will provide clear guidance on appropriate situations for parking exceptions.

Further detail on these recommendations can be found in Attachment A and Attachment C.

KEY QUESTION: What issues or concerns would the Sustainability Commission like to see added or addressed in staff analysis?

Upcoming Dates

This item is scheduled for the following reviews:

- Sustainability Commission on October 15
- Study Session with City Council on October 30
- Planning Commission Hearing on November 12
- City Council Hearing on December 18

Attachments

A. Proposed Requirements for Bicycle Parking in the Zoning Code.
B. Study Issue Paper
C. Proposed Design Guidelines relating to Bicycle Parking and Pedestrian Access

TENTATIVE STAFF RECOMMENDATION
SECTION FROM PROPOSED ZONING ORDINANCE
REGARDING BICYCLE PARKING

Bicycle Parking Required for Certain Non-Residential Uses

Table 19.46.110(a) Restaurant, Commercial Retail and Service

Primary Use	Minimum Spaces / Building Sq. Ft.	Maximum Spaces	Additional Requirements
General Retail and Service	4.0 / 1,000	5.0 / 1,000	Retail Use Standards Bicycle Parking Parking Management Plan Loading Space
Warehouse Retail	2.5 / 1,000	4.0 / 1,000	Retail Use Standards Bicycle Parking Parking Management Plan Loading Space
Shopping Center	4 / 1,000	5.0 / 1,000	Shopping Center Standards Bicycle Parking Parking Management Plan Loading Space
Financial Institution	3.3 / 1,000	4.0 / 1,000	Bicycle Parking
Restaurant – takeout	4 / 1,000	5.0 / 1,000	Restaurant Standards Bicycle Parking
Restaurant (no bar)	9 / 1,000	13 / 1,000	Restaurant Standards Bicycle Parking
Restaurant (with bar or entertainment)	13 / 1,000	18 / 1,000	Restaurant Standards Bicycle Parking
Bars or Nightclubs	13 / 1,000	18 / 1,000	
Hotel or Boardinghouse	0.8 spaces / hotel room	1.2 spaces / hotel room	Hotel Standards Loading Space
Auto-Service Uses (Gasoline Station, Auto Repair and Carwash)	2.5/ 1,000 for retail or office space plus 3 per service bay	No maximum	Auto-Related Use Standards Loading Space for Vehicle Sales and Rental Uses
Auto-Sales and Rental		No maximum	

Table 19.46.110(b) Office, Industrial and Warehousing

Primary Use	Minimum Spaces	Maximum Spaces	Additional Requirements
Office in Commercial and Office Zones	3.3 / 1,000	4 / 1,000	Car Share Bicycle Parking
Industrial, R&D and Office in Industrial Zones	2.0 / 1,000	4 / 1,000	Loading Space Car Share Bicycle Parking
Warehousing,	0.6 / 1,000	2 / 1,000	Loading Space

Commercial Storage or Self-Storage			Car share Bicycle Parking

Table 19.46.110(c) Recreation, Education and Care

Primary Use	Minimum Spaces	Additional Requirements
Education - Recreation and Enrichment	4 / 1,000 sq. ft.	Bicycle Parking
Recreational and Athletic Facility	5 / 1,000 sq. ft. of general area plus 20 / 1,000 sq. ft. of classroom area	Bicycle Parking Recreational and Athletic Facility Standards
Child Care - Center or Business-Sponsored	0.25 / child	Education Use Standards
Education - Primary (Grades K-8)	3 / classroom	
Education – High School (Grades 9-12)	0.25 / student	Education Use Standards
Education - Institution of Higher Learning	0.5 / student	Education Use Standards
Adult Day Care Center	2.5 / 1,000 sq. ft.	
Convalescent Hospital	1.5 / bed	Loading Space
Place of Assembly – Community Serving or Business-Serving	25/1,000 for primary gathering areas *(1/40 or a 4x10 ft. space)* plus 2.5/1,000 for all other areas	Place of Assembly Standards Parking Management Plan

Proposed Bicycle Parking Requirements

19.46.160 Bicycle Parking

(a) **Definitions.**

(1) "Secured bicycle parking" means lockable facilities such as individual lockers or enclosed, locked, limited-access areas for parking of bicycles. Secured bicycle parking may also be known as Class I bicycle parking. For residential uses, an enclosed garage meeting the minimum area requirements is considered a secured bicycle parking space. (*19.12.230(5) partial and common practice for the enclosed garage. VTA Bicycle Technical Guidelines*

(2) "Bicycle racks" means a stationary object to which a bicycle can be locked. Examples include "inverted U" racks or "ribbon weave" racks. Bicycle racks may also be known as Class II bicycle parking. (*VTA Bicycle Technical Guidelines Definition. No current Sunnyvale definition.*)

(b) **Applicability.** Bicycle parking must be provided for multiple-family uses and non-residential uses as specified in Tables 19.46.110 (a), (b) and (c).

(c) **Number of Bicycle Parking Spaces.** Bicycle parking must be provided in the following amounts:

(1) **Multiple-Family Uses.** Multiple-family uses of 5 or more units shall provide one bicycle parking space for every four units, but no fewer than four spaces. All required bicycle parking shall be secured. *(Current Table 19.46.050 Note 1).*

TENTATIVE STAFF RECOMMENDATION
SECTION FROM PROPOSED ZONING ORDINANCE
REGARDING BICYCLE PARKING

(2) **Non-Residential Uses.** Non-residential uses in Table 19.46.110 are required to provide bicycle parking in the amount of 3% of the total number of vehicular parking spaces. Office and industrial uses must provide secured bicycle parking for a minimum of 75% of required bicycle parking spaces. All other non-residential uses may provide either bicycle racks or secured bicycle parking in any proportion. *(New)*

(3) **Mixed Uses.** Mixed uses shall provide bicycle parking for the residential and non-residential uses in the proportions required by this section.

VTA Recommends The exact quantity will need to be determined by monitoring use. The initial supply should be equal to 3% percent of the number of employees or as recommended in Table 10-3. VTA TECHNICAL GUIDELINES PG. 10-15.

Findings for Parking Exceptions from Minimum Bicycle Parking Requirements. To grant an exception from a bicycle parking requirement, the Director or approving body must find:

1) The patrons of the use cannot feasibly transport the average goods from the store to their home. For example, home improvement stores and bulk-goods stores will not commonly have patrons arriving by bicycle; or
2) An unusual configuration of the site, buildings or parking precludes installation of bicycle parking.

2012 Council Study Issue

CDD 12-10 Consideration of Non-residential Parking Requirements

Lead Department Community Development

History **1 year ago** None **2 years ago** None

1. **What are the key elements of the issue? What precipitated it?**

Concerns have been raised that the commercial and office parking standards of the zoning code are too restrictive (require too much parking), and that properties with long-standing uses cannot feasibly meet current zoning code parking requirements. Parking standards are typically determined by the area of the use; for instance, a free-standing general office use would require one space per 225 square feet of space. Only off-street parking is counted towards required parking requirements.

The intent of parking standards is to capture the majority of successful uses within a specific categoy of use. While less successful or demanding uses may need fewer spaces, more demanding uses in the same building may require more parking. There is a further challenge to determine appropriate parking requirements for new developments where the initial use may have less demand for parking than would potential future uses. Standards are meant to apply to current and future businesses since it is difficult to add parking years after a property is developed. Over time, the character of the use may change (e.g. banks used to have higher peak periods on thursday and Friday evenings-which is not the case given today's use of electronic banking).

This study would complete a comprehensive review of parking standards for commercial and a variety of office uses. Current planning data, other city approaches, sampling of existing parking conditions in the city, standards for mixed-use commercial projects, and public and business input will be used in reviewing and considering potential parking standards. The goal is to balance the needs of the business community with the goal of providing parking necessary for current and future tenants of property.

2. **How does this relate to the General Plan or existing City Policy?**

Goal LT-1 Coordinated Land Use Planning — Protect and sustain a high quality of life in Sunnyvale by participating in coordinated land use and transportation planning in the Region.

Policy HE-6.2 Promote neighborhood vitality by providing adequate community facilities, infrastructure, landscaping and open space, parking, and public health and safety within new and existing neighborhoods.

3. **Origin of issue**

Council Member(s) Spitaleri, Moylan

4. **Staff effort required to conduct study** Major

Briefly explain the level of staff effort required
Parking studies of existing properties will be required, which will be staff intensive. The research and data collecting for parking standards is significant, as is the public and business outreach necessary to complete this effort.

5. **Multiple Year Project?** No **Planned Completion Year** 2012

6. **Expected participation involved in the study issue process?**

Does Council need to approve a work plan? No
Does this issue require review by a Board/Commission? Yes
If so, which? Planning Commission
Is a Council Study Session anticipated? No

7. Briefly explain if a budget modification will be required to study this issue

Amount of budget modification required

Explanation

8. Briefly explain potential costs of implementing study results, note estimated capital and operating costs, as well as estimated revenue/savings, include dollar amounts

Are there costs of implementation? No

Explanation

9. Staff Recommendation

Staff Recommendation Support

If 'Support', 'Drop' or 'Defer', explain
The Sunnyvale parking requirements for non-residential uses have not been overhauled in many years, and current needs may have changed, or community standards may have adjusted over the years. Completing this study would clean up the parking requirements and provide more current standards more in line with other cities and business needs.

Reviewed by **Approved by**

12/5/11 12/6/11

Department Director **Date** **City Manager** **Date**

TENTATIVE STAFF RECOMMENDATION
PROPOSED PARKING LOT DESIGN GUIDELINES

City-Wide Design Guidelines

III. PARKING AND CIRCULATION - Project site shall be conveniently accessible to both pedestrians and automobiles. Sufficient off-street parking shall be provided for every project. Onsite circulation patterns shall be designed to adequately accommodate pedestrian, bicycle and vehicle traffic.

The existing design guidelines were adopted in 1992 and can be found italicized at the beginning of each section. These guidelines should be repealed and replaced with the new guidelines.

CIRCULATION

PROVIDE WELL-DEFINED AND DESIGNED PEDESTRIAN AREAS AND CIRCULATION

Pedestrian-oriented development can reduce parking demand by making shared parking more useable. Improvements to pedestrian spaces and comfort can reduce perceived distances and increase the activity and life of a center.

New:

1. All projects should have a clear and direct walkway between fronting streets and one or more of the primary building entries.
2. Provide pedestrian connections between all buildings on the site. Avoid pad buildings along street frontages without clear pedestrian links to the remainder of a shopping complex.
3. Provide easy pedestrian access to building entries from side streets serving adjacent residential neighborhoods.
4. Pedestrian walkways should be provided in all parking lots over X spaces. Walkways running parallel to the parking rows should be provided for every four rows, and walkways running perpendicular to the parking rows should be no further than 20 parking stalls apart. *Pedestrian technical guidelines).*
5. Where walkways cross traffic lanes, the walkway should be clearly delineated with contrasting color and pavement pattern, and be raised slightly to form a speed table.
6. Parking lots with over 150 spaces should have walkways designed with adjacent planting areas for trees and other landscaping.
7. Pedestrian walkways should include the following features:
    a. At least 5 feet in width
    b. Separated from vehicular movements for at least 50% of its length.
    c. Visually distinct from vehicular driving surfaces (e.g. pavers, brick, scored concrete, color.) Paint striping is not permitted.
    d. Appropriate lighting. (see ___section for lighting guidelines)
8. Pedestrian amenities and varied width walkways along storefronts are encouraged through the use of expanded plaza areas, landscaped amenity areas with benches, landscaping, special paving, and pedestrian scale lighting.
9. For development of new shopping centers, a single area should be set aside for all restaurant outdoor dining when possible. If this is not possible, additional area shall be designed to allow for both the placement of tables and chairs as well as comfortable pedestrian circulation in front of the building.

TENTATIVE STAFF RECOMMENDATION
PROPOSED PARKING LOT DESIGN GUIDELINES

Existing:

- *Limit curb cut entries into project sites to maintain sidewalk and streetscape continuity. Shared driveway access on adjacent non-single family properties is encouraged. (A3 from City-Wide Design Guidelines)*
- *Provide walkways to connect parking lots to building entrances. Define walkways by landscaping, lighting and paving. (A8 from City-Wide Design Guidelines)*
- *Separate pedestrian and automobile traffic paths, and minimize conflict areas for safety. (A7 from City-Wide Design Guidelines)*
- *Walkways and paths shall be provided in parking lots and provide a safe pedestrian access to buildings. (D8 from Industrial Design Guidelines)*
- *Different color, or textured material shall be used to define primary pedestrian access ways on site. (D10 from Industrial Design Guidelines)*

DESIGN ATTRACTIVE, EFFICIENT AND SAFE PARKING LOTS

ATTRACTIVE

1. While surface parking is most typical, below grade parking facilities are encouraged to reduce the amount of paving. When surface parking is unavoidable, cluster parking spaces into small parking areas, dispersed around the site, to avoid large paved expanses.
2. Separate large parking lots of 120 or more cars into smaller subareas with landscaping, pedestrian walkways and/or buildings.
3. Landscaped strips between rows of parking are encouraged to reduce the visual sense of large areas of paving and to provide the ability to use bioswales to reduce the amount of storm water runoff. They may be continuous or broken into segments.
4. Landscaped islands are encouraged to break up long rows of parking spaces and reduce the visual width of parking aisles. One island for every 10 spaces is suggested as a minimum.
5. Parking lot edges at adjacent streets should be defined positively with three feet walls and/or box hedges. Parking lot edges at property or setback lines should include landscape islands with large species trees and low plants to visually break up long lines of parked vehicles.
6. Landscaped edges are encouraged along pedestrian sidewalks at storefronts to separate pedestrians from parked cars and vehicular traffic.

EFFICIENT

7. Angled parking is preferred in high-turnover uses such as retail, restaurant and recreation uses to make turning movements easier. One-way driveways should be used for angled parking spaces to reduce paving and increase layout efficiency.
8. Parking spaces shall be marked in the following manner to encourage careful parking and increase usability of spaces.
    a. A wheel stop should be placed 2 feet from the top of each space.
    b. Double lines, 1 foot apart (as measured from the center) and 4 inches wide shall mark the sides of each space.
    c. Lines shall be 16 feet long, with a rounded radius end.

SAFE

(a) **Lighting.** (Check city of Fremont and what happened with Best Buy)

TENTATIVE STAFF RECOMMENDATION
PROPOSED PARKING LOT DESIGN GUIDELINES

(1) **Brightness.** Lighting must provide a minimum average of 0.5 foot candles. Minimum and maximum average. ? COAs? (LUMES???) on the pavement, and average light-to-dark ratio not to exceed 4 to 2. *(Council Policy IIIB on Parking, Lighting and Drainage)*
(2) **Energy efficiency**. Sodium vapor? LEDs allowed? Type. *(City-wide Design Guidelines VD6)*
(3) **Pole Height**. Light poles are limited to 8 feet in height for pedestrian and residential areas. Light poles may extend up to 16 feet in height in other areas. Light poles must not exceed the height of the main building. *(City-Wide Design Guideline VD3 and VD4)*
(4) **Shielding**. Shield light sources to prevent any glare or direct illumination on public streets or adjacent properties. *(City-wide Design Guidelines VD5)*

(b) **Drainage Design.** The design of landscaping islands and parking areas shall integrate parking lot and sign drainage to reduce storm water runoff velocities and minimize non-point source pollution. Drainage "weep holes" are required for 6-inch concrete curbs. *(19.37.060(c))*

Existing:

- Minimize the use of surface parking in large office complexes and multi-family developments to preserve open space and reduce visual effects. Below grade parking facilities are encouraged. *(A1 from City-Wide Design Guidelines)*
- When surface parking is unavoidable, cluster parking spaces into small parking areas, dispersed around the site, to avoid large paved expanses. *(A2 from City-Wide Design Guidelines)*
- Design internal driveways for safety and convenience. For dimensional standards and requirements on driveways and parking spaces refer to Section 19.48.210 of the Zoning Code. *(A4 from City-Wide Design Guidelines)*
- Appropriately stripe parking stalls to indicate handicapped and compact spaces. *(A5 from City-Wide Design Guidelines)*
- Avoid parking in required setback areas to maintain landscape strips along project boundaries. (*A6 from City-Wide Design Guidelines)*
- No more than 50% of the front setback area can be paved for driveways **in** single family residential projects (Section 19.40.60) to maintain landscaping along residential streets. (*A11 from City-Wide Design Guidelines)*
- Landscaping shall be adequately distributed through out parking lots to reduce the effect of heat and glare from pavement. *(D1 from Industrial Design Guidelines)*
- When landscape pockets are provided between parking spaces facing each other, the width of the islands shall be minimum of 6 feet. Landscaped pockets shall also be provided for every 7 parking spaces and at the end of each; row of parking spaces. *(D3 from Industrial Design Guidelines)*
- When tree wells are provided, the wells shall be a minimum of 5 feet square. Interlocking pavement is encouraged around tree wells. *(D4 from Industrial Design Guidelines)*
- When selecting landscape material for parking lots, trees with deep roots shall be selected to avoid damaging the pavement. *(D5 from Industrial Design Guidelines)*
- Buildings shall be separated from parking areas by landscaping and walkways. *(D6 from Industrial Design Guidelines)*
- Maximum landscaping is encouraged in parking areas, however, the Municipal Code allows for 2 foot overhang for standard spaces into internal landscape areas over 6 feet wide or perimeter landscaped area over 4 feet wide. *(D7 from Industrial Design Guidelines)*

- Separate all parking and landscape areas by a 6" wide, poured in place concrete curbs. *(D9 from Industrial Design Guidelines)*

BICYCLE PARKING

New:

SAFE

1. Bicycle parking areas should be lit at night throughout the year to increase safety. Special consideration should be used when deciding on the placement of lighting especially near residential areas.

2. To protect bicycles from theft and vandalism racks should not be obscured by landscaping fences or other obstructions. They should be in view of passing pedestrians or vendors.

LOCATION

3. Bicycle parking racks should be located within 50 feet of a building entrance and should be clearly visible from the entrance and its approaches. Signs should be posted to direct bicyclists to the bike parking if this is not possible.

4. Protection from the weather should be provided for a portion of the rack parking. The ground surface area where the rack is situated should be an all-weather and drainable material. Consideration should be given to the material and how slippery it may become when wet.

5. Bicycle lockers should be conveniently located for the bicyclist, at least as close as the nearest motor vehicle parking area.

6. Lockers should be places on hard all-weather surfaces and be covered from the rain. The cover is not required, but a helpful addition for the bicyclists. Covering is required when a perforated metal is used for the lockers.

7. Bicycle racks and lockers should be located outside of the typical pedestrian travel path with additional room for bicyclists to maneuver outside of the pedestrian way.

8. Bicycle racks and lockers should be located at a sufficient distance from motor vehicles to prevent damage to parked bicycles, lockers or motor vehicles.

9. Signs should be posted to direct bicyclists to the locations of bike racks or lockers that may not be readily apparent. Similarly, signs indicating the location of bicycle parking should be posted wherever a NO BICYCLE PARKING sign is posted.

Existing:

- Large developments shall sufficient bicycle parking and lockable racks close to entrances. (*A9 from City-Wide Design Guidelines)*

- Long term storage of recreational vehicles and boats on front driveways of residential buildings is discouraged to avoid visual impacts on the neighborhood. Covered permanent parking areas/storage areas are recommended. (*A10 from City-Wide Design Guidelines)*

PARKING LOT SURFACES

Residential Parking Surfaces. Residential parking surfaces that accommodate passenger vehicles only shall be constructed with the following standard:

A) Four inches of concrete with #3 rebars at 16 inches on center each way at mid-height; and
B) Over six inches of aggregate base compacted to 95% relative compaction over sub-grade compacted to 90% relative compaction.
C) Permeable paving materials such as grass cell and turf block may be considered if the materials support anticipated vehicle traffic and weight. Materials shall not cause maintenance problems.

LOADING SPACES

New:

A) **Time of Use.** Interrupting daily flow – flexibility to allow unmarked areas in front of stores
B) **Size.** A loading space must be 350 square feet in area with a minimum dimension of 35 feet in one direction. *(19.46.150(a))*
C) **Space Markings.** Required loading spaces must be reserved with lot markings, signs or other techniques. Signs must indicate loading times if no specific loading space is reserved.
D) **Location.** A loading space must be located within 10 feet of the building served and cannot impede normal circulation of vehicular traffic through parking areas or traffic circulation aisles. In the ECR Combining District, loading areas must be set back 20 feet from the any property line that abuts residential uses/zoning districts? Loading bays that include ramps, roll-up doors or gates are prohibited between the face of the building and the street. *(19.46.150(a)(b)(c))? (19.26.160(d)(B))*

CAR-SHARE SPACES

Reserved car share spaces must be located nearest to the main building.