



**SACRAMENTO  
HOUSING AND REDEVELOPMENT  
AGENCY**



2

January 2, 1985

Budget and Finance Committee  
of the City of Sacramento  
Sacramento, California

Honorable Members in Session:

SUBJECT: Downtown Redevelopment Plan - Parking Program

SUMMARY

The attached report is submitted to you for review and recommendation prior to consideration by the Redevelopment Agency of the City of Sacramento. This report has been reviewed and approved by the Downtown Redevelopment Citizens' Advisory Committee.

RECOMMENDATION

The staff recommends approval of the attached resolution establishing a program for development of east end parking.

Respectfully submitted,

ANDREW J. PLESCIA  
Acting Executive Director

TRANSMITTAL TO COMMITTEE:

SOLON WISHAM, JR.  
Assistant City Manager



**SACRAMENTO  
HOUSING AND REDEVELOPMENT  
AGENCY**



January 2, 1985

City Council of the City  
of Sacramento

Honorable Members in Session:

SUBJECT: East End Parking

SUMMARY

This report addresses the demand for parking in the east end of the downtown, from 7th Street to the Community Center. Adoption of the attached resolution will authorize staff to begin steps to implement a program to expand the east end parking supply and core parking availability. The Downtown Redevelopment Citizen's Advisory Committee considered this item at their meeting of December 10, 1984.

BACKGROUND

In the Phase One Report, the downtown redevelopment Consultant has identified a number of issues related to downtown parking issues. These include: 1) the need for short-term parking to attract shoppers to the downtown; 2) the need for employee parking to support continued office development; 3) the need to constrain the amount and location of parking to prevent adverse traffic conditions; 4) identifying responsibilities for providing parking; and 5) the need to protect Central City residential areas from excessive overflow demand for parking by downtown employees.

The Downtown Redevelopment Phase One Report suggests ways of dealing with the parking situation downtown (see attached letter from Sanger), including reducing demand, shifting long-term parkers from the center to the edge of the core, and adding spaces at the core, at the edge of the core, or elsewhere. The Consultant affirms the City's Parking Reduction Ordinance, which is in place and being implemented. This report deals with specific locations and actions to add to the parking supply and to increase the availability of core parking spaces.

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There is a particularly heavy demand for parking in the east end, including the area immediately adjacent to the Capitol. The largest part of parking demand comes from employees who, although accounting for less than half the number of cars parked on a typical weekday, occupy up to three-quarters of the parking spaces. (Monthly parkers with permits account for 55% of the spaces.)

Retail customers and other short-term parkers (although more numerous than employees) "turn over" spaces more often, and only occupy about one-quarter of the parking spaces at a given time on a any typical workday.

Within the "east end", there are approximately 4,000 parking places (Exhibit A). Sanger Associates indicate an 85% peak occupancy is typical in the public lots, and 65% peak occupancy is typical in the private, reserved lots. (Public lots and garages are generally more efficiently utilized than lots that are reserved for employees or customers of a single store. It is in the City's interest, therefore, to meet at least part of new parking demand with a public facility.) This translates into a surplus of 150 to 250 spaces in public lots. Special events at the Convention Center, however, can quickly fill this excess, just as special events or sales can absorb parking surpluses at Downtown Plaza.

With regard to future demand (Exhibit B), the Consultant projects the greatest growth in demand for the east end. With this projected demand in mind, it is appropriate to consider alternative locations for additional parking facilities. Sanger Associates suggested, among other options, the intensification of use of several parking facilities:

1. The 660-space garage at 10th and I Streets could be replaced with a 2,000-space garage or with a 1,000-space garage on one-half block and additional development on the other half;
2. Garage A at 7th and L Streets could be similarly expanded by up to 1,400 spaces;
3. Garage E at 13th and J Streets could be expanded horizontally by approximately 400 spaces;
4. The addition of a limited number of spaces over and above those required to be built at the Capitol Center Hotel project at 12th, 13th, K and L Streets;

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5. The addition of a structure on the surface lot at 14th and H Streets, which could provide approximately 800 spaces more than the existing 167; and
6. Minimum one-half block parcels aggregated from vacant or under-utilized low value parcels on which 1,000-space garages could be built. (There are actually few such half-blocks which could be cheaply aggregated.)

## PARKING DEVELOPMENT PROPOSAL:

Based upon the information provided in this report by the City Parking Manager and the Downtown Redevelopment Consultant, the following parking development program is proposed:

1. The City should continue its program of trip reduction and "in-lieu" parking measures.
2. The Parking Manager should continue current policies of increasing rates for all-day parkers, in accordance with the Consultant's recommendation, making more core area spaces available for short-term parkers, and begin offering incentives to monthly parkers who will move from lots at the center of the core (enforcement).
3. As a part of the development of both parking and core area retail district, immediate steps should be taken to acquire property and build approximately 1000 parking spaces on the half-block between 10th and 11th Streets, on the south side of I Street. Consideration should be given to incorporating the gasoline service station into the new garage design.
4. New development opportunities for the existing 600-space Lot B, at 10th-11th/H-I Streets, should be investigated as part of the overall "Civic Center" and City facilities development around City Hall. Depending on the specific uses and orientation of such development, now long- and short-term spaces could be developed as part of the project.
5. The City, the Parking Authority, and the Redevelopment Agency should take steps to expand Lot E, at 13th and J Streets, by approximately 400 spaces. Incentives such as

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lower monthly rates should be provided, to encourage long-term parkers to relocate from the 10th and L Garage H and to free-up more spaces for hourly parkers.

6. Build approximately 300 spaces, in addition to those required by the Capitol Center Hotel development at 12th and L Streets. If a 600-room hotel and 60,000 square feet of additional space is built, approximately 400 spaces would be required by current code. A 1,000-space facility would provide for the newly required parking, replace the 290 existing spaces which will be removed, and net 310 new spaces.
7. Build a new parking facility associated with the expansion of exhibit space at the Community Convention Center, including additional long-term parking. A minimum half-block site should be acquired in the area of expanded community convention facilities.
8. In the long term, Lot C at 14th and H Streets should be considered for expansion, which would add approximately 800 spaces to serve long-term parking needs of the extreme east end (12th to 16th Street).
9. Encourage the State of California to more aggressively address its own parking needs, including State office workers and short-term State visitors.

## FINANCIAL DATA

It is estimated that parking development will cost approximately \$6,000 to \$10,000 per space, depending upon the nature of construction (underground is more expensive) and whether land must be acquired. At \$10,00 per space, amortized over 30 years at approximately 10% bond rate, nearly \$90 per month per space in revenue, plus maintenance and garage operation, would be required. Reports from the City Parking Manager indicate that the average revenue in City lots is \$43; however, most lots without long-term debt are generating surpluses which should be used to support development of new facilities. Still, it is clear that parking rates must continue to be increased to support a parking construction program.

A report approved by the Budget and Finance Committee on August

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31, 1982, reserved \$5,000,000 for garage construction over the next five years. Staff recommends that these funds be committed to the development of a 1,000-space garage on the half-block between 10th and 11th Streets, on the south side of I Street.

## POLICY IMPLICATION

The action proposed in this staff report are consistent with previously approved policy and there are no policy changes being recommended.

## RECOMMENDATION OF THE ADVISORY COMMITTEE

At its meeting of December 10, 1984, the Downtown Redevelopment Citizen's Advisory Committee approved the staff recommendation with the following exceptions: 1. The proposed site four (4) on the attached map at 10th and 11th Streets on the south side of "I" Street is the preferred new garage site; 2. The proposed garage at site four should be 1000 spaces; 3. The proposed new parking facility near the Community Convention Center should be on a minimum half-block site to be acquired "in the area of the expanded" facility; and, 4. Site 6 at 12th and "I" Streets should be deleted from consideration.

## VOTE AND RECOMMENDATION OF THE COMMISSION

At its regular meeting of \_\_\_\_\_, 1985, the Sacramento Housing and Redevelopment Commission adopted a motion recommending adoption of the attached resolution. The fotes were as follows:

AYES:

NOES:

ABSENT:

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## **RECOMMENDATION**

The staff recommends adoption of the attached resolution which establishes a program for development of east end parking and allocates funds for the necessary initial actions.

Respectfully submitted,

ANDREW J. PLESCIA  
Acting Executive Director

Approved for Transmittal:

WALTER J. SLIPE, City Manager

Contact Person: Thomas V. Lee

# RESOLUTION NO.

ADOPTED BY THE SACRAMENTO CITY COUNCIL ON DATE OF

## EAST END PARKING DEVELOPMENT PROGRAM

BE IT RESOLVED BY THE COUNCIL OF THE CITY OF  
SACRAMENTO:

Section 1. The recommendations of the Downtown Redevelopment Citizen's Advisory Committee concerning parking development as described in the staff report on the date of this resolution, are approved.

Section 2. The City Manager is directed to take actions necessary to implement the parking program and construct parking facilities pursuant to the recommendations approved in Section 1, above.

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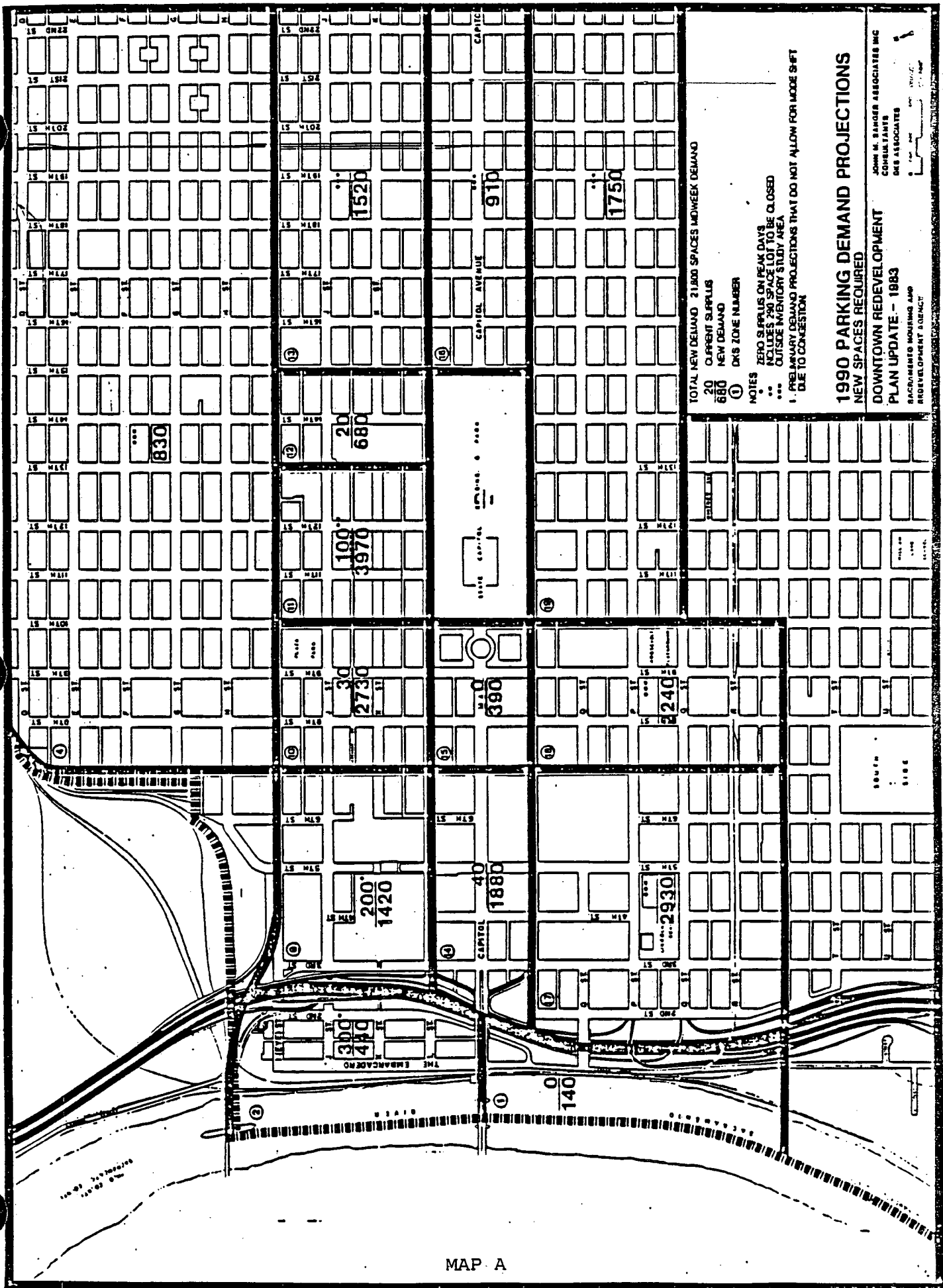
MAYOR

ATTEST:

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CITY CLERK

k



TOTAL NEW DEMAND 21,800 SPACES MONTHLY DEMAND  
 20 CURRENT SURPLUS  
 680 NEW DEMAND  
 ① DKS ZONE NUMBER

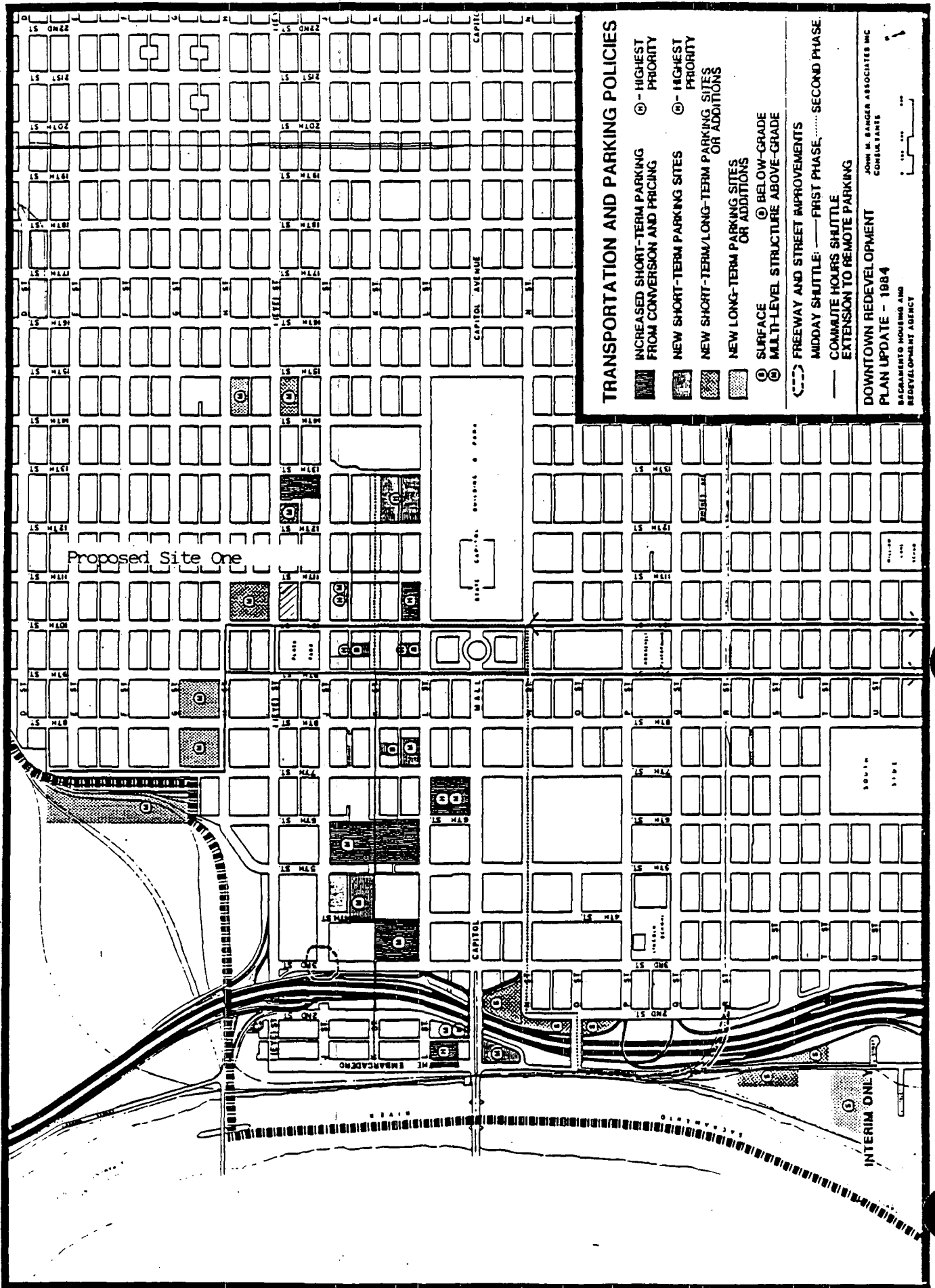
NOTES  
 \* ZERO SURPLUS ON PEAK DAYS  
 \*\* INCLUDES 290 SPACE LOT TO BE CLOSED  
 \*\*\* OUTSIDE INVENTORY STUDY AREA  
 1. PRELIMINARY DEMAND PROJECTIONS THAT DO NOT ALLOW FOR MOORE ST  
 DUE TO CONGESTION

**1990 PARKING DEMAND PROJECTIONS**  
 NEW SPACES REQUIRED  
 DOWNTOWN REDEVELOPMENT  
 PLAN UPDATE - 1983  
 SACRAMENTO METRO AND  
 REDEVELOPMENT AGENCY

JOHN M. SANDER ASSOCIATES INC  
 CONSULTANTS  
 DKS ASSOCIATES

MAP A

EXHIBIT A





# CITY OF SACRAMENTO

DEPARTMENT OF PUBLIC WORKS  
ENGINEERING AND TRANSPORTATION DIVISION

PARKING SECTION  
1023 J STREET, SUITE 202 SACRAMENTO, CALIFORNIA 95814

TELEPHONES (916)

OFF STREET PARKING 449-5354  
ON STREET PARKING 449-5644

December 6, 1984  
Ref: 84-12-3

## MEMORANDUM

TO: Andy Plescia, Director SHRA  
FROM: J. Mark Morgan, Parking Division Manager  
SUBJECT: EAST END PARKING GARAGE SITE EVALUATION

In examining potential East End parking garage sites, a number of properties were evaluated, including sites currently in use as public parking facilities and others which are privately owned properties. The prominent issue to be resolved is the location of the garage.

In selecting a site, careful consideration must be given to present and future land uses. Also, there should be consideration for patron origins and destinations, street capacities and circulation patterns. The East End garage should be planned with cognizance of existing and proposed public transit services, parking deficiencies and community goals.

Ideally, parking garages should be located near the land uses served. However, the factor of employee parking demand in the East End might justify a more remote facility to which monthly parkers could be transferred, in order to make more hourly space available in existing parking facilities now serving the East End. A remote facility could become a future short term facility as more commercial development takes place and usage of mass transit increases.

There are a variety of other considerations. The average motorist wants to park as near as possible to the trip destination. The retail business operators view hourly parking as an economic necessity to their operations. But the commercial environment could be adversely impacted with a parking garage located on land that is better served by more compatible development. Public transportation goals tend to view public off-street parking as competitive to bus and rail transit systems. Meanwhile, office building developers see monthly parking facilities as critical to their success. Finally, the availability of public funds can affect the decision for a garage site.

In view of the foregoing, factors that need consideration in selecting an East End garage site are as follows:

1. Evaluation of existing land uses
2. Proximity to commercial activities
3. Compatibility with pending future developments
4. Employee parking vs. short term hourly parking
5. Future development impacts of the East End
6. Cost of acquisition
7. Traffic circulation

The attached map shows the potential East End garage sites under consideration. These potential sites and some of their salient considerations are as follows:

Site 1: Northeast 1/4 block, J-K-10th-11th Streets  
Assessed property value: \$2,080,000

This site is recommended in the Redevelopment Plan Update Report of August 1984 by John Sangor as the preferred East End garage location. A new parking garage on this site would displace a number of active private businesses which front on J and 11th Streets, including the recently opened Pennisi's Restaurant, the Sewing Machine Center, Martyr & Curry's, Demetri's Deli and Copenhagen Furniture. This site is favored by some as the best location in terms of proximity to the K Street Mall. It would, however, displace some businesses which are considered to be of appreciable value to the East End retail base, and it would not be consistent with keeping J Street corridor as an active retail commercial street. A disadvantage of garage structures as small as 1/4 block is a significantly higher cost per space.

Site 2: Northwest 1/4 block, J-K-10th-11th Streets.  
Assessed property value: \$1,172,200

This site is the west end of the same 1/2 block proposed as site 1 above. All business west of Copenhagen furniture would be displaced, including the Wells Fargo Bank Building. This is also a very convenient parking location in terms of access to the K Street Mall. Parking garage access would not work as well as the adjacent Site 1, however, due to proximity to the busy 10th and J intersection. Site 2 is also in conflict with the concept of keeping J Street an active retail commercial corridor. Using 10th Street between J and K Streets for garage frontage is also questionable in terms of highest and best use in this vicinity. As noted for Site 1, this is a 1/4 block site which results in a disadvantage of a higher cost per space on an area this small.

Site 3: South 1/2 block, I-J-10th-11th Streets  
Excluding 1029 J Street Office Building.  
Assessed property value: \$2,857,377

This includes the entire south half of this block, except that the new office building at 1029 J Street (east end of the block) would remain. The remaining part of this half block is occupied by older office buildings used by City and State agencies. An old hotel, the Broiler Restaurant, an art gallery and a real estate office are also located here. Commercial lease space could be built into the garage's J Street frontage, possibly providing relocation for the Broiler Restaurant, the art gallery, the real estate office and other new

businesses on this block of J Street. The removal of the older office buildings would not be considered adverse to the downtown office space surplus. Proximity to the K Street Mall is considered to be very good, in terms of walking distance.

Site 4: North 1/2 block, I-J-10th-11th Streets.  
Assessed property value: \$1,865,233

This site has a definite advantage in terms of existing land use. There is a service station on 10th Street and a duplicating service and a bar on 11th Street. The remaining area is used for surface parking. Not only would there be minimal relocation costs for displacement of businesses, but this site could also serve new City Hall development parking demand in addition to East End business parking demand. Proximity to the K Street Mall is very good, with only 1-1/2 blocks walking distance. Compared to acceptable walking distances in other cities, this is a very short distance.

Site 5: South 1/2 block, H-I-10th-11th Streets.  
Property owned by City Parking Authority.

This is the current location of City Parking Lot B. Since the property is owned by the Parking Authority, to expand it into a larger parking facility would preclude any cost for land, providing surplus parking revenues from operations would be directed to the Parking Authority. This location is only two (2) blocks from the K Street Mall, which does not preclude it as an East End parking garage location. The north half of this block could be used for a new City government office building, thereby creating a dual purpose for the garage in serving City government visitors in addition to general East End parking demand.

Site 6: Northwest 1/4 block, I-J-12th-13th Streets.  
Assessed property value: \$566,627

This site is proposed in the Redevelopment Plan update for expansion of Lot E, for the purpose of providing more employee parking. To locate an expansion of Lot E on this block would require the removal of a 20,000 ft<sup>2</sup> office building and a B.F. Goodrich Tire Center. This project would expand Lot E by approximately 400 spaces. Although this location is not central to current East End parking demand, it could serve as a location to serve monthly parking that would otherwise occupy potential short term parking space in Lot H (10th & L) and B (10th & I). By transferring monthly parkers from Lot B and H to Lot E, more hourly parking space could be provided for the East End. The expansion of Lot E would also be an enhancement to the parking supply for the Community Center. An advantage of expanding an existing parking facility is a higher efficiency in operating cost due to prior establishment of personnel stations.

SITE 7: Northwest 1/4 block, I-J-13th-14th Streets.  
Assessed Property Value \$1,054,924

This property is shown as a proposed office building location in the Redevelopment Plan update. Current usage is that of a surface parking lot.

This site would be used to expand Lot E (13th & J) to the east, across 13th Street between I & J Streets, which would be closed except for garage exit lane traffic onto J Street. This would be an expansion of Lot E by about 500-600 spaces. The same concept of transferring monthly parkers from Lot H (10th & L) and B (10th & I) to Lot E would apply, thereby making that much more central hourly parking space available to East End customers. The expansion of Lot E would be an even greater enhancement to the parking supply for the Community Center, due to the closer distance to the Community Center, and a greater number of parking spaces. This is also an expansion of an existing facility which results in higher efficiency in operating costs due to pre-established personnel stations.

SITE 8: North 1/2 block, 14th-15th-H-I Streets.  
Property owned by City Parking Authority.

Although this location (Lot C) is the most remote site in terms of distance to the activities of the east end of the downtown area, it is nevertheless worthy of careful consideration due to two (2) distinct attributes. First, it is owned by the City Parking Authority, eliminating the capital cost to acquire land. Second, it is heavily used now as a City owned and operated surface parking lot location for all-day employee parking, and it could become a major transfer location (1000 parking potential) for East End employee parking, thereby making more parking space available at Lots H (10th & L), B (10th & I) and E (13th & J). Although Lot C is not currently central to East End hourly customer parking demand, the construction of a multi-level parking structure would generate more commercial development towards the east. The proposed multi-level facility would also serve as an expanded Community Center parking location.

With the attached site evaluation table, a total evaluation factor is assigned to each of the proposed site options, one through eight. It should be noted that Sites 6, 7 and 8 are the most remote locations of all. Yet the total evaluation factors are higher due to a weight being placed on "proximity" which is equivalent to other factors. It could be decided by committee consensus that proximity is of much greater importance, as it applies to Sites 6, 7 and 8.


**RECOMMENDATION:**

Based on more favorable land costs, good proximity to commercial activity and minimal displacement of existing high value businesses, it is recommended that either Site 4 or 5 be selected. Sites 6, 7 and 8 will be deserving of future expansion considerations, but not until more parking demand growth is experienced with the Community Center expansion and further retail/commercial/office development occurs in the vicinity of 13th-15th-H-I Streets.

Site 4 is considered preferable to Site 5 due to slightly better proximity to the East End commercial activities. Also, Site 4 is considered to be slightly more compatible with future City government office development which will most likely take place on Site 6. Site 6 has an advantage in that no land cost would be involved, since it is owned by the City Parking Authority. But City government developments on Site 6 could very well include a parking facility independent of an east end public parking garage. Although there is no final

determination, by selecting Site 4 this option is left open.

In summary, Site 4 is recommended as the best site for an East End parking garage based on all of these considerations.

  
J. Mark Morgan

JMM:js

cc: Walter J. Slipe, City Manager  
Melvin H. Johnson, Director PW  
L. M. Frink, Deputy Director PW  
Tom Lee, Chief of Planning & Evaluation-SHRA

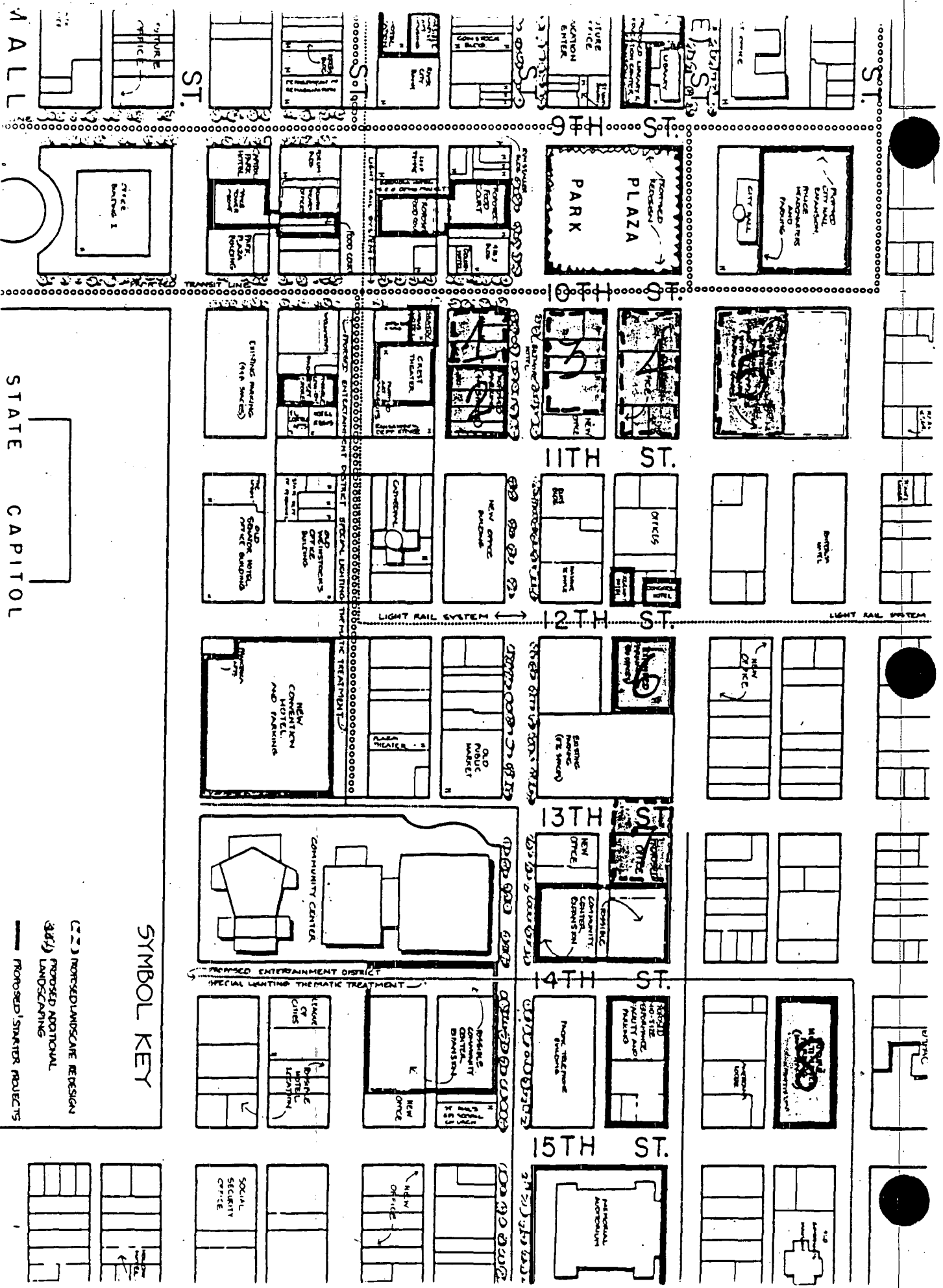
EAST END GARAGE EVALUATION TABLE

- 5 Excellent
- 4 Very Good
- 3 Good
- 2 Problematic
- 1 Poor

Factor	Site:							
	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6</u>	<u>7</u>	<u>8</u>
Displacement of Existing Business	2	3	4	5	5	3	5	5
Proximity	5	5	4	3	2	3/5*	2/5*	1/5*
Compatibility with Other Developments	4	3	4	5	3	5	5	5
Cost of Acquisition	1	2	1	2	5	4	3	5
Traffic Circulation	3	1	4	5	5	5	5	5
Evaluation Total	15	14	17	20	20	20/22*	20/23*	21/25*

\*Two evaluation factors are shown, the higher factor representing the concept of using the garage as a transfer location for monthly parking.

<u>SITE</u>	Assessed Property Values
1	\$2,080,000
2	1,172,200
3	2,857,377
4	1,865,233
5	—
6	566,627
7	1,054,924
8	—

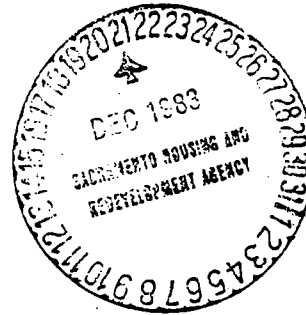


STATE CAPITOL

SYMBOL KEY

- (---) PROPOSED LANDSCAPE REVISION
- (---) PROPOSED NOTIONAL LANDSCAPING
- (---) PROPOSED SIGNATURE PROJECTS

40 Market St. JOHN M. SANGER  
San Francisco ASSOCIATES INC  
California 94114  
(415) 621-8096 Consultants



December 20, 1983

Mr. Bruce Pope  
Sacramento Housing and Redevelopment Agency  
630 "I" Street  
Sacramento, CA 95814

Re: Need for New East End Parking Facility

Dear Bruce:

Val has requested that I set forth in a letter the status of our recommendations with respect to an East End parking facility. I am attempting to do so in this letter.

Existing Conditions

As the Phase I report indicates (pages 82-85), very high rates of parking occupancy are currently seen between 7th and 12th from H to Capitol Mall, although there are average surpluses throughout the area. Closure of a 290 space lot when the hotel is built on the Capitol Hotel Site will aggravate the situation at the eastern end of the mall and erase any current surpluses. Although average surpluses are shown to exist in the West End (west of 7th) and in Old Sacramento, these surpluses disappear on peak shopping and visitor days.

Thus, the conclusion of the study was that a parking problem existed throughout the Central Business District and was not confined to the East End.

Source of Demand and Effect on Utilization of Supply

From 75% to 80% of parking demand is estimated to come from employees in both office and retail spaces. Demand from parkers and visitors represent a relatively small share of current demand due to the much higher turnover rates (length of time spent in a space).

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JOHN M. SANGER  
ASSOCIATES INC

Consultants

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Monthly parkers account for about 55% of spaces in City garages, or about 3,700 spaces. Apparently all-day parkers account for an additional unknown share of these spaces. Such use obviously preempts use of these spaces for short-term parking to the extent there is unmet short-term parking demand. In the past the City has made available parking on a monthly and all-day basis because short-term demand was inadequate. This may now be changing. As we understand it, the City is getting ready to reduce monthly parking and to change the rates to discourage all-day parking.

Projected Future Conditions

The Phase 1 report contains projections (page 87) which show substantial potential future deficits throughout the area. Indeed, the potential needs make current problems appear insignificant. Most of the demand will be generated in the area bounded by 7th, 13th, I and L if our proposed program goes forward. Additional short-term demand is estimated at a maximum of 2,000 spaces and it could be less. The extent that this demand can be met in the existing garages at 10th and L, 6th and L, 10th and I, 13th and J and on the Capitol Hotel site will determine the need for additional parking facilities in or near the core area.

Strategy Recommended in Phase 1 Report

Essentially, our Phase 1 report recommends the following strategy to address both long-term and short-term parking needs both in the immediate future and for the long-haul.

1. Convert monthly spaces in most central garages (10th and L, 6th and L, Convention Center) to short-term use (we understand that this is already being started).
2. Make significant increase in rates for use in excess of 2 or 3 hours through graduated scale to discourage all-day parking (we understand that this has been proposed in part but without a graduation of rates sufficiently high to discourage all-day parking).
3. Acquire land for additional parking further from core where land would be less expensive for purposes of adding to overall supply and/or rebuild existing garages such as at 10th and I to increase the number of spaces, especially to meet employee demand outside the core,

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JOHN M. SANGER  
ASSOCIATES INC

Consultants

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both from existing and future development, and to make possible complete conversion of closer-in spaces for visitor and shopper use.

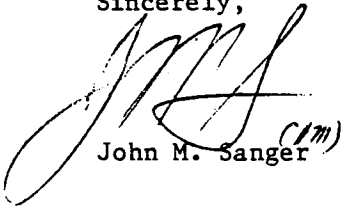
4. Acquire land and construct new garage close to core if determined necessary to meet ultimate visitor and shopper demand, possibly in connection with new office or retail development (joint venture with private developer or buy in for expanded garage) (the most likely candidate at the moment would be the parking lot to be provided on the Capitol Hotel site).

Essentially, we feel that the first two points above are the only means to accomplish a rapid increase in the supply of short-term spaces and that the overall effort should be to accommodate employee parking further from the core in order to avoid pre-emption of valuable close-in land for employee parking. The only matter that is not totally clear is what share of the existing City spaces can be converted to short-term use immediately. We believe that enough to meet existing needs are available but this involves political decisions as well as existing commitments.

We believe that the strategy we have outlined is the most cost-effective means to satisfy both existing and future parking needs without adverse effects on the functioning of the core or excessive traffic congestion. While we have not ruled out a new parking garage in the core, we believe it should be considered in the context of this overall strategy and more precise estimates of the degree to which visitor needs can be met in existing core spaces.

In accordance with previous discussions, we have included in a revised work program for Phase 2 the task of identifying locations for new garages on the basis of the overall strategy.

Sincerely,



John M. Sanger (JMS)

Encl.

JMS:hm