

Off-Street Parking & Loading Code Amendment

Zoning Ordinance Advisory Committee (ZOAC) December 5, 2023

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Presentation Overview



- 1. Study Background
- 2. Parking and Loading Minimums
- 3. Parking Design and Location
- 4. Bicycle Parking
- 5. Site Plan Review / Transportation Demand Management Plan
- 6. Frequently Asked Questions



2

| Study Backg | TOUNG 1. Study Background 2. Parking and Loading Minimums 3. Parking Design and Location 4. Bicycle Parking 5. Site Plan Review / TDMP 6. FAQ | | | |
|------------------------------------|--|---|--|--|
| August 28, 2019 | Council Member West Memo requesting the authorization of a code amendment by CPC | | | |
| October 3, 2019 | Authorization by City Plan Commission | | | |
| March 5, 2020 – August 26, 2021 | 25 ZOAC meetings: Reviewed current conditions, research and best practices, and testing framework. | | | |
| August 2023 | Public listening sessions and reintroduction at ZOAC | | | |
| October 6, 2023 | City Council briefing | | | |
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Study Background – why?

Study Background
 Parking and Loading Minimum
 Parking Design and Location



City Plan Commission Authorization:

October 3, 2019: Consideration to be given to amending off-street parking and loading requirements including, but not limited to, hotel, restaurant, multifamily, and alcoholic beverage establishment uses, and transit-oriented development.



Parking and loading requirements includes parking minimums as well as design and locational standards and broader management techniques.

Study Background – why?

Study Background
 Parking and Loading Minimum
 Parking Design and Loadinn
 Bicycle Parking
 Site Plan Review / TDMP



Parking *minimums* are considered outdated, dysfunctional, and inflexible, creating barriers to equitable development:

- Are a one-size-fits-all solution;
- Cumbersome process for applicants and staff;
- Can be a barrier to redevelopment or use of existing buildings;
- Disproportionately burden small businesses and entrepreneurs, with racial equity impact;
- Impede adopted walkability, transportation, and environmental goals;
- Preserve a financially underperforming land use;
- Have been shown to increase vehicle miles traveled.

5

Study Background – why?



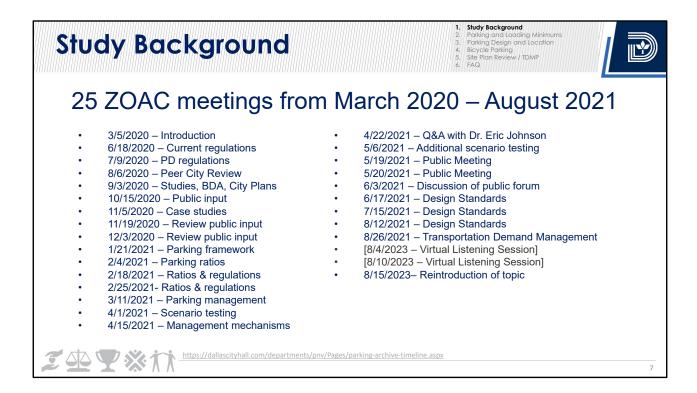
Current parking design and locational regulations have significant weaknesses in providing a high-quality, walkable city.

- Allow frequent pedestrian conflict points with cars entering or exiting driveways;
- Allow parking lots to degrade pedestrian access to buildings;

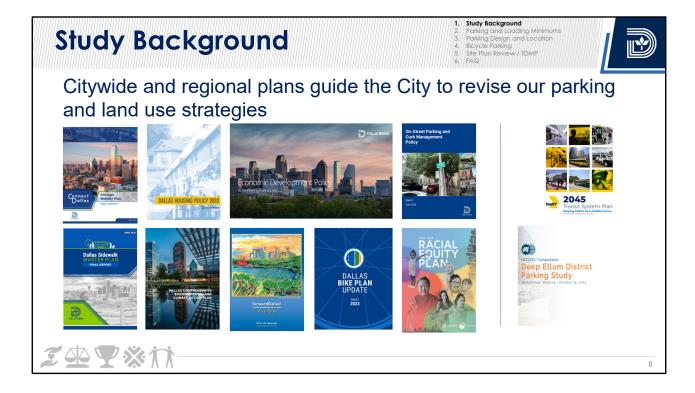
NOTE: Much of the great development that we see is the result of staff negotiating with developers to produce a great urban form. Code amendments like this are our chance to firmly and formally back up the work staff are already doing.



Additionally, current parking design and location standards are weak in their potential to guide development toward an aesthetic, walkable urban fabric.



I encourage everyone to go back to reports and presentations that cover the topics you're especially interested in. At our last ZOAC meeting on August 15 we reintroduced the entire study and covered the historical through-line of auto-dependence in Dallas' built environment, our inability to truly relieve congestion through widening roads or building parking, academic studies showing providing parking directly produces more driving, and how these realities interact with our current City policies. We have these reports and presentations online.



Our city plans explicitly support rethinking parking minimums, prioritizing walkability and multi-modal transportation systems, and managing on- and off-street parking with district-wide tools in areas with heavy demand.

These reach our goals of

- Reducing single-occupant vehicle miles traveled and shifting to a multimodal transportation system;
- Adding vital housing units that are attainable for homebuyers and renters;
- Encouraging environmentally responsible development mixed-use patterns;
- Building walkable, desirable streetscapes and neighborhoods;
- Lowering financial, geographic, and bureaucratic barriers to economic opportunity;
- And doing all of the above equitably, recognizing and affirming historically marginalized communities and neighborhoods.

It's important to remember that we're part of a region that is growing at a break-neck pace, and every step we take will also be in the context of regional plans from organizations like Dallas Area Rapid Transit and the North Central Texas Council of Governments, who are working in the transportation and parking management space as well.

Study Background

2021 framework:

- Entertained localized and partial reductions in minimums
- Full array of design standards;
- TDMP proposed
- Parking Management Districts*





- Consideration of the earlier 2021 framework involved site visits, localized parking studies, and block-level testing.
- Staff never did reach a recommendation.
- While this in-depth research was necessary an invaluable, it really revealed to the project team what city planning best practices have already recognized: that automobile transportation systems and behaviors extend well-outside of any one particular district or block. That's how the city was zoned and built and it's the landscape upon which we make our transportation choices. Staff and this committee never could land on a system of partial reductions to parking minimums that could achieve a "surgical" neighborhood-by-neighborhood reform that some have called for. Automotive transportation extends outside of any particular location.

Proposed amendment overview

Study Background
 Parking and Loading Minimums
 Parking Design and Location

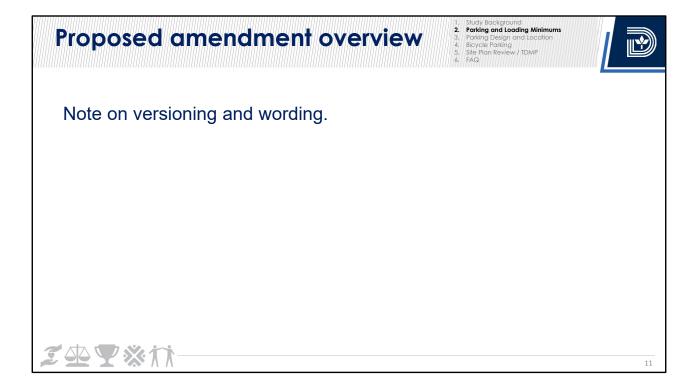
Bicycle Parking
 Site Plan Review / TDN



- Reduces parking minimums to zero to allow **context-sensitive**, **right-sized parking** citywide.
- Improves parking design and walkability (as well bicycle parking).
- Establishes a **Transportation Demand Management Plan** program requiring larger developments to think comprehensively about their impact on transportation systems.
- · Includes structural and readability revisions.



10



- During construction of the text amendment document, an issue with management of
 the document versions led to a couple of outdated provisions left in the
 recommendations, so we'll be sure to point those out as we come to them. A follow-up
 draft pointed out a couple of these artifacts, but missed one that we'll point out should
 not be included.
- There have also been some late-coming wording tweaks recommended by the
 Department of Transportation that won't impact the substance of the text, but simply
 bring it in line with standard terminology.

Proposed amendment overview

Study Background
 Parking and Loading Minimums
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



SEC. 51A-1.102. APPLICABILITY AND PURPOSE.

- (b) Purpose.
- (1) In general. The regulations in this chapter have been established in accordance with a comprehensive plan for the purpose of promoting the health, safety, morals, and general welfare of the city in order to:
- (A) ensure safe and efficient circulation of all modes of transportation, prioritizing transit and active transportation modes; lessen the congestion in the streets;



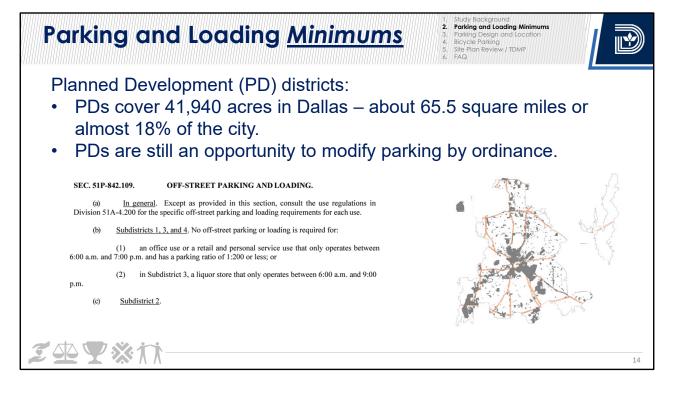
2. Parking and Loading Minimums Parking and Loading Minimums Required off-street parking in 4.200 (Use regulations) has become zero in for every land use. Required off-street loading in 4.200 (Use regulations) has become "Adequate off-street space for loading must be provided at the director's discretion. See 4.303 for loading regulations." (5) Custom business services (C) Required off-street parking: None. One space per 300 square feet of floor area; a min (D) Required off-street loading: Adequate off-street space for loading must be provided at the director's discretion. See Section 4.303 for loading regulations. SOUARE FEET OF FLOOR AREA IN STRUCTURE TOTAL REQUIRED SPACES OR BERTHS 10.000 to 50.000 50,000 to 100,000 Each additional 100,000 or fraction thereof 1 additiona

NOTES:

- These apply to minimums. We are not removing parking spaces.
- This amendment brings parking minimums to zero in every case where Chpt 51A applies.
 (This includes PDs that refer to this section for their parking and loading.)

A moment on loading...

- Loading has shifted from numerical ratios to functionally also be "zero". This wording
 simply gives our Dept. of Transportation reviewers greater leeway to negotiate loading
 space with a development team based on the transportation context rather than blanket
 numerical ratios. The code currently also includes dimensional minimums for loading
 spaces. These are functionally overlooked already and are unnecessary as we work out
 flexible and accurate loading solutions for developments across Dallas.
- Multifamily dwellings are an example of a land use that currently have zero off-street loading regulations, yet have loading and unloading needs that get successfully worked out between our transportation review staff and development teams routinely.



- If an area's parking and traffic situation with zero parking minimums truly amounts a public nuisance that is worth extra regulation, PDs are still an opportunity to implement or revise parking minimums.
- The posture of the base code in Chpt 51A should be to be a standardized body of regulations to address the vast majority of situations and areas, and then use other tools (PDs, parking management districts, etc.) to address specific, unique challenges, for instance in some of our favorite prospering and growing mixed-use neighborhoods.
- Parking mandates in general are not considered an appropriate tool to regulate the type of uses allowed on a property.

Parking and Loading Minimums

Study Background
 Parking and Loading Minimums
 Parking Design and Location





Language regarding how to calculate parking minimums mostly remains to address PDs with their own parking minimums.

DIVISION 51A-4.300. Off-Street Parking and Loading Regulations.

SEC. 51A-4.301. OFF-STREET PARKING REGULATIONS.

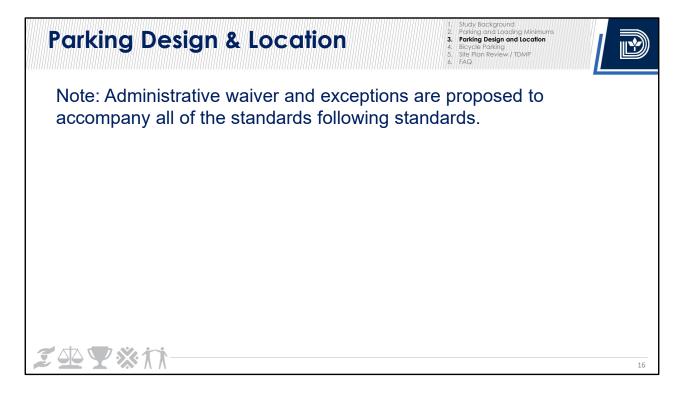
- (a) General provisions.
- (1) In general. Except as provided by subparagraph (a)(3), oOff-street parking is an accessory use and is subject to Section 51A-4.217(a).
- (2) <u>Calculating required parking.</u> In <u>all</u> any districts where off-street parking is required except a central area district, the off-street parking requirements for each use are listed by use in Sections 51A-4.201 through 51A-4.217. For the <u>purposes of determining required parking</u>:

(A) when a lot is used for a combination of uses, the off-street parking requirements are the sum of the requirements for each use, and no off-street parking space for one use is included in the calculation of off-street parking requirements for any other use, except as otherwise provided in this division or in Division 51A-4.320;



15

- These remaining provisions address those PDs with modified parking and loading requirements.
- For this amendment, the structure of parking requirements throughout Chpt 51A is remaining the same. The code reform in progress will address the code's structure more comprehensively.
- Exceptions and reductions have been left in place but caps on those exceptions and reductions have been removed, so it's left up to the director, BDA, or CPC how much parking should be reduced in response to trees that need to be preserved, bicycle parking provided, etc.



Study Background
 Parking and Loading Minimur
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



Location

Sec. 51A-4.301(a)(3)

What?

- Prohibiting parking between one front façade and the street;
- Parking should be to the rear of the building, or to the side if the rear is impractical;
- Parking shouldn't take up more than 60 feet or 50% of the frontage, whichever is less.

Why?

- Ensuring safe pedestrian access from the sidewalk to the building;
- Encouraging buildings to be toward the front of the lot for a well-framed, desirable streetscape;



17

Study Background
 Parking and Loading Minimur
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



Curb cuts

Sec. 51A-4.301(a)(4)(A)

What?

- General language around reducing size and amount when possible;
- Lots with 1- to 4- unit dwellings must limit curb cuts to one per lot at a maximum of 12 feet, or 20 feet for shared driveways;
- Versioning issue: On page 60 of the proposed draft PDF, 4.301(a)(4)(A)(ii) mistakenly includes the following:

(ii) Except as provided in this subparagraph, curb cuts on a lot are limited to one per street frontage and a maximum width of 24 feet.

Why?

 Reducing the width and number of curb cuts for driveways reduces potential conflict points between pedestrians and automobiles entering or leaving a property.

1

- Some of us may be imagining lots on Mockingbird or Ferguson, wide, often quickly moving streets, that are lined with single-family homes and sometimes for safety's sake need a curved driveway with two curb cuts so the vehicle can enter traffic moving forward. This kind of situation is a prime candidate for an administrative waiver.
- Due to the versioning error, if ZOAC was to forward staff's recommendation to the amendment to CPC, it would not include this phrase in (ii).

Study Background
 Parking and Loading Minimur
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP
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Curb cuts: Relationship to alleyways

What?

- Developments may locate entrances to parking areas off of any adjacent alleyways. current Sec. 51A-4.301(a)(13), p. 61
- Enclosed parking spaces no longer must be 20 feet from alleyways. 51A-4.301(a)(3)(F)

Why?

- Facilitates front of lot as a safe pedestrian zone and rear as the parking zone.
- Enhances walkability through increased safety and desirability of neighborhood sidewalks.
- · Removing 20-foot requirement increases buildable area on a lot.
- · Creates greater standardization of the code.



10

- Use of alleys is extremely important in reducing the number of curb cuts.
- Allowing enclosed parking spaces to be pushed back toward an alley provides flexibility for builders or also want to provide a nice pedestrian experience at the front of their property



• Some of us may be imagining lots on Mockingbird or Ferguson, wide, often quickly moving streets, that are lined with single-family homes and sometimes for safety's sake need a curved driveway with two curb cuts so the vehicle can enter traffic moving forward. This kind of situation is a prime candidate for an administrative waiver.

Study Background
 Parking and Loading Minimur
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



Pedestrian paths

Sec. 51A-4.301(a)(4)(B)

What?

- Requiring protected pedestrian pathways through parking lots, 65 feet from every space (every other parking column).
- May count sidewalks in good repair.
- Should be raised to the level of the sidewalk and of contrasting color, texture, etc. when crossing a drive aisle.
- Every property must have a continuous path from the sidewalk to the front door.

Why?

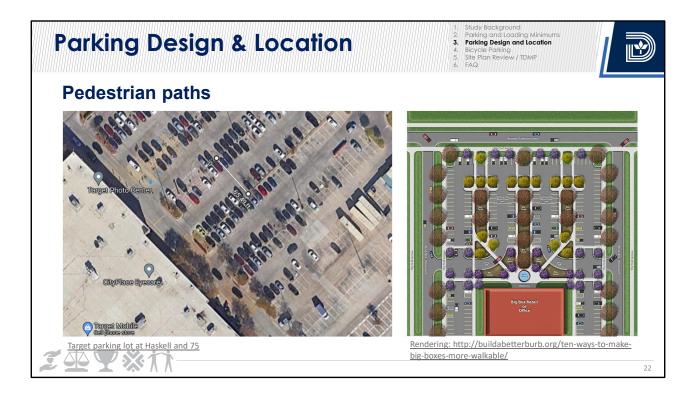
- Designates safe, accessible space for pedestrians parking in or wanting to walk through parking lots to access a building.
- · Raised crossings slow vehicles and increase accessibility for all pedestrians.



21

NOTES:

• As a reminder of a theme: Safety from automobiles is on everyone's mind. Slowing vehicles always creates more safety for everyone. On roads this looks like reducing lanes and curb bump-outs; in a parking lot this is raised crossings and protected pedestrian paths creating orderly and slow vehicle movement *around* people on foot.









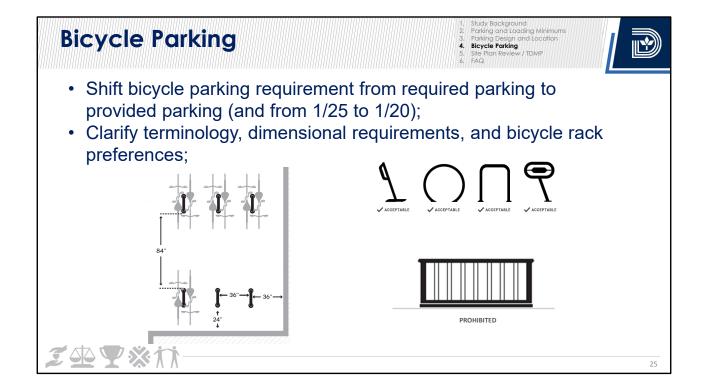
Additional design and location standards not proposed here

- Increased tree coverage (currently: every space must be 70 feet from a tree);
- · Retention basin management (paths, safety, benches, location, etc.);
- Additional stormwater management and landscaping integration;
- · Sidewalk widths increased to Complete Streets standards;
- Strict prohibition on curb cuts for 1- and 2-family dwellings when an alley exists;
- Requiring attached garages to be recessed behind the front facade of a building (addressing "snout-nosed" homes);
- Prohibiting drive-throughs from locating between the front façade and the primary street:
- Screening of parking lots from view of sidewalks or other rights-of-way;
- Impervious surface maximums*

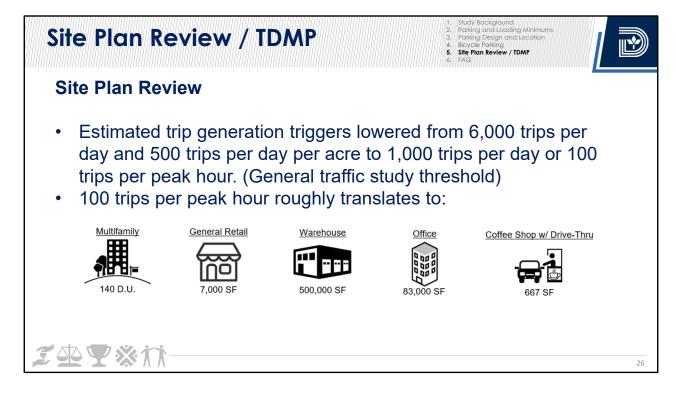


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- Standards proposed have been drastically reduced to respond to requests for flexibility in development and in the interest of expediency. Other standards can of course be considered for addition at this point as part of a recommendation to CPC.
- Impervious surface maximums are being studied in a separate ongoing code amendment project. Some of the environmental standards not proposed in this code amendment are being considered as incentives;



- Other methods of requiring bike parking to be considered in the future might include building out a table of bike parking ratios or requiring bike spaces per feet of lot frontage.
- Keeps the minimum of two spaces (one rack).
- Ensures bike racks are positioned usably away from walls, curbs, and each other.
- Prohibits gride-style racks.



- DOT review staff can't identify where 6,000 trips per day came from; this equates to massive developments,
- 100 trips per hour is already used by DOT to signal the probable need for a transportation study.

Site Plan Review / TDMP





Site Plan Review / Transportation Demand Management Plan

- Site plan now required when the land uses on the lot collectively reach a TDMP threshold set in the new 51A-4.804 section.
- This program requires developments to incorporate a minimum amount of design features, incentives, and tools to accommodate and encourage use of a multi-modal transportation system.
- The applicant must choose from a menu of TDM strategies in the Transportation Demand Management Program Guide, each of which provides a set number of points, that sum to a target number of points determined by the development type, location, and other criteria.

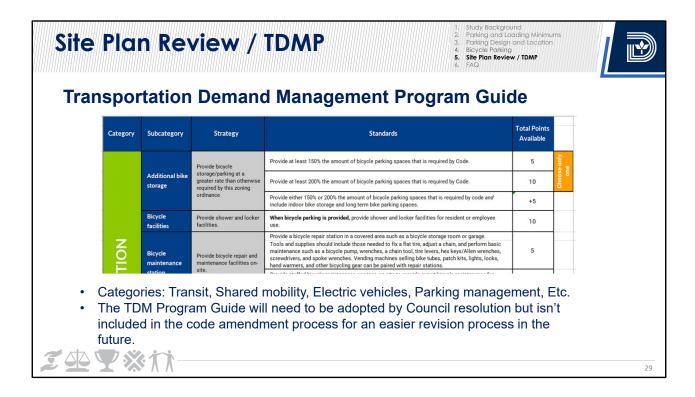


27

- TDMP requirements have become standard in many cities, college campuses, and other specific development types across America, though they differ in their nature.
- This is a "light-touch" TDM program compared to cities like Austin that much assign heavier burdens for developments.
- We generally review for these items already, so this does not represent a significant increase in staff time.

| Site Plan Reviev | v / TDN | Study Background Parking and Loading Minimums Retailing Design and Location Bicycle Parking Site Plan Review / TDMP 6. FAQ | |
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| Review types: | Proje | TDMP review type | |
| Minor – simply meet the point target | | Contains 20 to 49 dwelling units | Minor |
| | Residential | Contains 50 to 139 dwelling units | Minor |
| Major – meet the point | | Contains 140 or more dwelling units | Major |
| target and submit a | | Contains 20,000 to 99,999 square feet of gross floor area | Minor |
| Transportation Impact Analysis | Nonresidential | Any work resulting in a drive-through or drive-in component | Major |
| <u>Discretionary</u> – Director | | Contains 100,000 square feet of gross floor area, or any establishment or expansion of a Commercial Amusement Inside or Commercial Amusement Outside | Major |
| determined the nature of the review | Any construction | n project that provides more than 99 new parking spaces | <u>Major</u> |
| | building, or build the proposal pre | y require a Major Review for the establishment of any use, new ing expansion not specified in this chapter when it is determined that sents unique transportation challenges. The required transportation ement strategies shall be determined based on the review. | Discretionary |
| | 1 | | |

- Each threshold will be assigned a point target in the TDM Program Guide.
- These numbers are meant to represent general categories of scale. 140 dwelling units is generally when a transportation study is required.
- The point targets aren't meant to be a terrible burden to small developments.
 Smaller scale developments like an apartment building of 20 units would have a low point target that could be fulfilled by (for instance) adding another bike rack or providing up-to-date transit information.
- Point targets will be assigned in three categories: downtown, within a quarter mile of transit, and everywhere else



- The TDM Program Guide would contain the target point totals for each threshold and show the menu of strategies with point assignments.
- The threshold table would be codified in the code, while a similar table would exist in the TDM Program Guide that lists specific point targets for each threshold shown here.

Site Plan Review / TDMP





Transportation Demand Management Program Guide

A TDMP submission will be reviewed by DOT staff at the engineering phase of a development and should include:

- A sustainable modes analysis
- Description of the plan
- Site plan illustrating the strategies
- · Traffic impact analysis if necessary
- Commitment to provide annual status reports for two years after the C of O is granted
- · Assignment of a mobility coordinator

Compliance with TDMP strategies can be confirmed at any time by staff with appropriate notice.

30

Site Plan Review / TDMP

Study Background
 Parking and Loading Minimum
 Parking Design and Loadion
 Bicycle Parking
 Ste Plan Review / TDMP
 FAQ



Transportation Demand Management Plan

In this "light-touch" version of the TDMP requirement, we don't venture to measure the impact of the TDMP on vehicle miles traveled.

- 1. The impact is so context-specific that attempting to establish, standardize, and codify an expectation of VMT reduction loses and realistic accuracy.
- 2. This will apply site by site across the city, but the true impact will be on citywide transportation systems.



21

NOTES:

1. Impact is tough to establish and measure – Academic literature exists trying to quantify the effects in VMT reduction from TDMPs, but it applies only in certain circumstances and only shows generalities. For instance, subsidizing a transit pass for employees has a greater impact when you're located near a transit stop; however, this varies by the specific city, neighborhood, state of the sidewalks, bike infrastructure, etc. If we attempted to quantify this, it would need to be our DOT engineers working that out and would really only show generalities.

Study Background
 Parking and Loading Minimum
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



I need to drive to carry my kids around or because I have mobility impairments that prevent me from using other forms of transportation. How am I supported?

- The road is yours. The parking spaces are yours.
- Reforms like this allow those who can get off the road to choose other transportation options, which leaves you with a less congested driving experience.
- ADA requirements for accessible parking remain, so those with mobility issues will still be provided for under the law.
- Resulting change from this amendment will be slow. Most of us will likely not see an impact to our driving environment.



22

NOTES:

• Impact of this will be extremely slow. The little bit of precedent that exists in other cities and in our MIHDB shows only a minor reduction in provided parking, on the scale of three or four parking spaces, if not still producing the same amount or more spaces.

Study Background
 Parking and Loading Minimum
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



My area is uniquely low-density, and my community relies on our cars. Wont this make life significantly harder for us?

- This amendment simply allows parking to adjust to the needs of the land use and transportation culture over time rather than artificially inflate the amount of parking, which incentivizes us to drive more than we would otherwise.
- Developers of commercial and residential properties are still under pressure by lenders, tenants, and visitors to build plenty of parking.



33

Study Background
 Parking and Loading Minimum
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



Even if I want to use other transportation options, my life is based around driving for the foreseeable future.

- Because we're not proposing maximums, your usual destinations will still provide parking. No one is being forced to change their lifestyle.
- Change from this will be slow on the scale of generations giving us time to adjust if we see fit.
- DOT's On-Street Parking and Curb Management Policy offers appropriate tools and options for ensuring open parking spaces and more targeted, comprehensive parking management in the more compact areas that automobiles need to arrive to.



34

Study Background
 Parking and Loading Minimum
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



I live in a low-density neighborhood next to multifamily buildings that already produce parking along the public curb in front of my home. Won't this just increase?

- Many multifamily buildings already produce some spillover parking because they charge a monthly or annual fee for parking that tenants opt out of.
- In order for a multifamily property to justify removing parking spaces, they would need to expect a financial benefit from their loss. For multifamily, this means increasing rentable space or units, which is extremely expensive compared to profit margins. Due often to the layout of the parking on a lot, there is no way to replace parking spaces incrementally with enough rentable space to make a profit.



35

NOTES:

• Examples would be apartments in far north dallas with parking snaked through buildings or apartments on Gaston with parking lots too small to make use of profitably.

Study Background
 Parking and Loading Minimum
 Parking Design and Location
 Bicycle Parking
 Site Plan Review / TDMP



I live on a low-density block right next to a popular commercial corridor where parking minimums limit growth, maintain the existing built form, and keep out undesirable land uses.

- Mixed-use neighborhoods should exist throughout Dallas, diverting potential traffic to more local destinations.
- Increases in value are changing the nature of which businesses can locate in high-value areas.
- The appropriateness of land uses should be targeted with land use regulations, amendments, and alternative zoning tools.
- DOT's On-Street Parking and Curb Management Policy is the place to craft the most appropriate tools.
- If no other functional tools are available, nuisances manifest, and the rational nexus is proven, PDs remain as an opportunity for localized parking minimums.

36

- Mixed-use areas function best by serving hyper-local residents; Dallas plans look to produce complete, pleasant, and walkable neighborhoods like this around the city, diverting potential motorists to more local options.
- Our prosperous (often parking-light) commercial corridors are increasing in value rapidly, changing the nature of the businesses that can afford to locate in those areas.
- The appropriateness of land uses should be targeted with **land use regulations**, **amendments**, and **alternative zoning tools**. Parking minimums are considered a failed tool that exacerbated the problem of traffic rather than solved it. If you want more vehicle traffic, keep parking or even build more.
- DOT's Curb Management Policy offers the most appropriate tools to manage curbside parking and maintain a quality public right-of-way for everyone as mixed-use neighborhoods see housing and economic maturity.
- If no other functional tools are available, nuisances manifest, and the rational nexus is proven, PDs remain as an opportunity for localized parking minimums.

Study Background
 Parking and Loading Minimum
 Parking Design and Location
 Bicycle Parking
 Site Plan Paying / TDMP



Won't new design requirements burden development too greatly and slow down development of housing and businesses?

- The proposed design requirements limiting curb cuts, requiring pedestrian paths, and moving parking to the rear or side of a lot are considered best practices in land use and are used in other cities around the country.
- These standards move the City firmly toward achieving its adopted vision of being a safe, desirable, convenient place to walk and live.
- Amendments to Chapter 51A should be tuned to the majority of development cases; truly special cases can make use of other established tools such as administrative waivers, variances, exceptions, or other well-thought-out zoning processes.



37

Study Background
 Parking and Loading Minimum
 Parking Design and Location
 Bicycle Parking
 Site Plan Payiew / TDMP

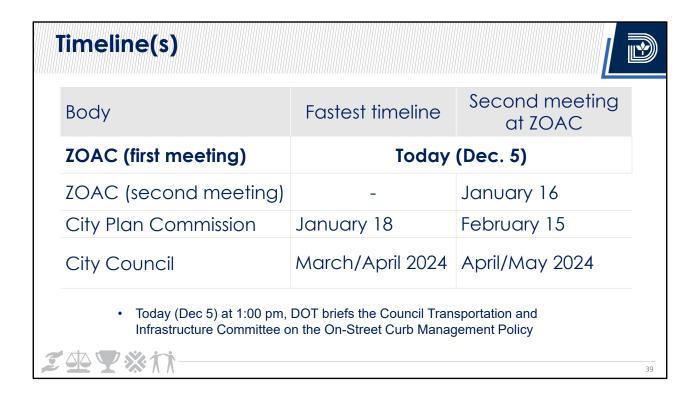


What other actions are the City considering regarding parking regulations?

- DOT's On-Street Parking and Curb Management Study
- Impermeable Surfaces Code Amendment
- Comprehensive Code Reform buildable area, setbacks, etc.



38



http://citysecretary2.dallascityhall.com/pdf/meetings/120523 TRNI.pdf



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