

Parking Code Amendment Recommendations
HOU
November 3, 2020

Existing code conflicts

Duplex vs single family vs multifamily

- Duplex: two spaces per dwelling unit
- Multifamily: one space per **bedroom** + ¼ space for guest parking
- Single family:
 - Permitted in agricultural, single family, duplex, townhouse, CH, MF-1(A), MF-1(SAH), MF-2(A), MF-2(SAH), MH(A), central area, MU-1, and MU-1(SAH) districts
 - One space in R-7.5(A), R-5(A), and TH districts; two spaces in all other districts.
 - *Two spaces in CH, multifamily, central area, and mixed-use districts* (arguably the most walkable districts)

⇒ Request: consider updating the parking requirements for single family and duplex uses to require only one parking space per dwelling unit. Alternatively, allow more flexibility for separating the parking from the use. For example, the benefit of clustered housing is clustering the housing. When we require two parking spaces for each home, we continue to have houses in a parking lot rather than homes clustered around a shared green space.

⇒ Request: reduce multifamily requirements to levels supported by research. No more than a maximum of two spaces should be required per multifamily unit even if there are more than two bedrooms. The current code disincentivizes three-bedroom units suitable for families. The city should not require more parking than the market requires.

Special parking

- Sec 51A-4.324 prohibits special parking in residential districts, making it impossible to provide parking separately from the living space. It also makes it impossible to allow remote parking at another residential building.
- ⇒ Request: please consider amending Sec. 51A-4.324 to allow remote parking in residential districts so that excess parking in a multifamily development, for example, can be used by a nearby housing development of any type. This separation of housing from car storage is common in cities all over the world.

Cost of parking

Two parking spaces cost \$30,000 to \$50,000 if they are enclosed, which translates to an additional \$100-\$200 a month to pay for the parking (either directly, or through rent or a mortgage).

\$100 a month requires an additional \$4,000 a year in income ($\$4,000 \cdot .3/12 = \100)

MIHDB changes needed

Clarify Sec. 51A-4.1107(c)(2):

(2) Multifamily parking. Except as provided in this paragraph, one and one-quarter space per dwelling unit, or per the requirements of Division 51A-4.200, whichever is less, is required.

(A) At least 15 percent of the required parking must be available for guest parking.

(B) For developments with transit proximity, one space per dwelling unit is required. At least 15 percent of the required parking must be available for guest parking. (Housing)

Additional thoughts

Surface parking lots do almost nothing to help the city's financial bottom line.

Even parking garages, by themselves, do not generate tax revenue.

For example, paid parking garages in downtown Dallas:

- Metropolitan Garage, 1310 Elm Street: 246,248 net leasable square feet. DCAD value: \$3,150,250, or \$12 a square foot.
- Elm Street Garages
 - 2102 Main St: 313,600 sf. DCAD value: \$7,479,220, or \$24 a square foot
 - 2000 Elm St: 61,200 sf. DCAD value: \$578,000, or \$9 a foot
 - 2000 Elm St: 393,800 sf. DCAD value: \$500,000, or \$1 a foot.

Random surface parking lot in East Dallas vs re-platted lot next door:

- 3910 Ross Ave (30 mostly unused spots): Land value: \$364,450. Improvement value: \$0
- 1613-1623 Jensen Ct (6 homes): Land value: \$274,800. Improvement value: ~\$1.8M

In contrast, a \$300,000, 2,000 square foot home appraises at \$150 a foot

Comment from Mark Drumm, Civitas:

Not only is the parking requirement burdensome on new development, it doesn't allow for or take into consideration whether there could already be slack parking available in the area of a new development. I believe if surveyed you will find a larger than anticipated amount of parking within MF projects that has never been used. I believe the excess that exists should also be taken into account. In addition, as cities worldwide try to promote other forms of transportation married with car sharing formats, especially within high density areas, there will be a declining need for parking. I also believe there is a misperception between developer and city motives. NO developer wants to be under or over parked—both create issues. Every parking space in an urban location adds probably \$150-200 in rent per space. That's a pretty big impact to affordability.

Zoning Ordinance Advisory Committee 11/5/20
Parking Code Amendments
Summary Remarks by Office of Economic Development

- The time could be ripe to create a vertically integrated public parking authority (staffed as an internal City department or as an external quasi-City entity) to solely focus on coordinating, managing, and paying for the “shared” parking supply at an area-wide/district-wide scale through the utilization of “parking benefit districts” where parking revenue is reinvested back into those areas. Parking benefit districts are most needed to create a “park once” environment in the most dense and walkable areas of the city (usually served by transit) such as the central business district and greater downtown areas like Deep Ellum and Uptown as well as Preston Center area; Valley View-Galleria area; Bishop Arts area; Greenville Ave corridor. The City could also create a “parking fee in lieu” option for compliance with parking requirements (i.e. allowing developers to pay into a fund instead of providing parking supply), and the parking fee in lieu fund could be managed by the parking authority and reinvested into the parking benefit districts.
- All decisions about parking requirements, parking management, and parking incentives MUST be data-driven and context-sensitive...specifically the dynamics of parking demand and parking supply of a specific area/district. The City should no longer be making decisions about parking requirements, parking management, or parking incentives without having full and updated knowledge about the parking supply and parking demand of these areas/districts.
- Equity: not every building is built by a big-time sophisticated developer or leased by a tenant with extensive real estate experience...the City must make it easier for small property owners, small scale developers, and small businesses to navigate parking regulations (including getting Certificates of Occupancy in existing buildings), parking costs, and parking management tools.
- One of the primary responsibilities of the Office of Economic Development is to provide City subsidies to fill financial gaps in proposed developments that will grow the tax base and create jobs. Most financial gaps in real estate developments are partially the result of the costs to comply with the City's parking requirements. Anything the City can do with parking code amendments to reduce the scope and magnitude of these financial gaps is a good thing...and will ultimately result in the optimization of City subsidies to secure public benefits such as public infrastructure, public parks/open spaces, and affordable housing.

Parking-related CECAP Actions

Updating Parking Requirements:

T14: Adopt a revised parking ordinance strategy that supports new mode split goals and land use strategy that minimizes available parking in transit-oriented districts. *

Transportation and Mobility:

T5: Support and expand recommended transportation demand management strategies identified within the Strategic Mobility Plan. *

T6: Work with DART to expand the GoPass platform application as a comprehensive “mobility as a service” (MAAS) provider to unify and streamline connectivity between public and private multi-modal networks.

T7: Secure resources to implement the existing bicycle network master plan.

T10: Adopt a target corridor, district, or city-wide mode split goals to help reinforce policies aimed at reducing single-occupancy vehicle use.

T11: Develop a new comprehensive land use strategy in the upcoming comprehensive plan update to pair with the SMP and CECAP goals, adopt policy to reduced transportation related greenhouse gas emissions. *

T12: Expand upon the DART transit-oriented development (TOD) guidelines to collaborate on a new proactive TOD and housing strategy with DART.

T15: Implement green infrastructure programs that specify design and performance standards that treat the right-of-way as both a mobility and green infrastructure asset.

WR10: Evaluate policies affecting drainage and erosion to ensure sustainable development and mitigate adverse impacts.

Re-Imagining Parking Lots:

B13: Establish urban greening factor requirements for new developments that quantify how projects contribute to urban greening for reduced stormwater runoff and urban heat island improvements.

EG1: Increase and improve access to green spaces particularly within vulnerable communities to reduce impact of urban heat island, localized flooding, and improve public health.

EG2: Assess opportunities for blue-green infrastructure in the public realm to reduce flood risk. *

EG3: Increase tree canopy in both private and public realm to complete implementation of recommendations from the Urban Forest Masterplan. *

EG8: Improve the quality of urban ecosystems in Dallas through the sustainable appropriate design, creation, and planting of urban habitats.

EG9: Support public and private partnerships using nature-based solutions to address public health challenges. *

*Actions listed in the FY 20-21 Draft Implementation Work Plan

CECAP: REBUILDING DALLAS IN A GREENER, HEALTHIER WAY

ZONING ORDINANCE ADVISORY COMMITTEE
NOVEMBER 5, 2020

Parking & the Environment



- Contributes to Heat Island Impacts
- Contributes to local carbon emissions (batch plants & curing concrete)
- Increases impacts to urban hydrology: (reduces groundwater percolation + increases runoff)
- Supports ongoing Single Occupancy Vehicle use
- Limits impetus for transit usage



MISSION

“With equity and inclusion as core values, the CECAP proposes solutions that will improve our natural environment, our educational and economic outcomes, the affordability of our housing stock, and our transportation systems”

- Mayor Eric Johnson



ENVIRONMENT & CLIMATE CHALLENGES



Extreme Heat: *30-60 more extreme days per year by 2100*



Average Annual Temperature: *5° F increase by 2050*



Poor Air Quality: *Exacerbated by increasing heat*



Flooding: *40% increase in extreme storms by 2100*



Drought: *Exacerbated by increasing heat*

HEAT ISLAND IMPACTS



- Dallas is second only to Phoenix, Arizona for Heat Island Impacts
- Seasonal Deaths
- Drives local storms and drought

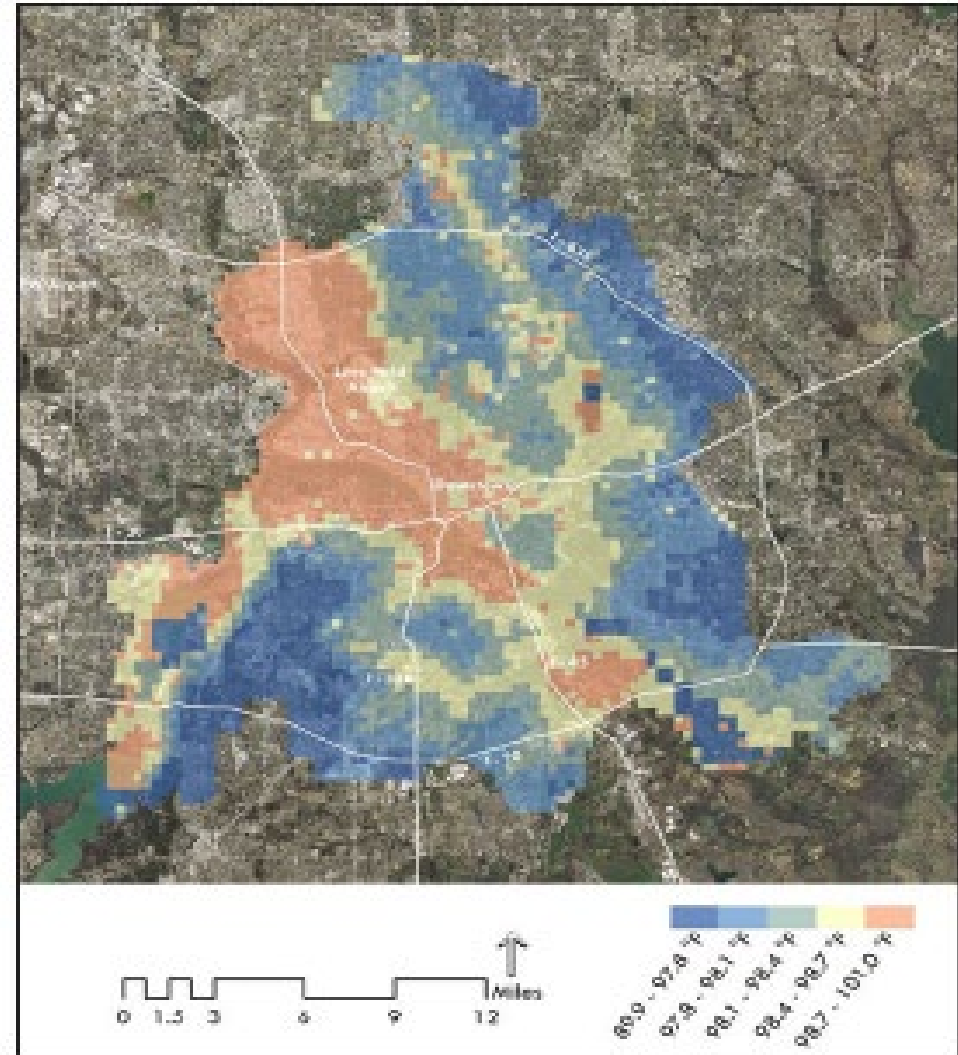
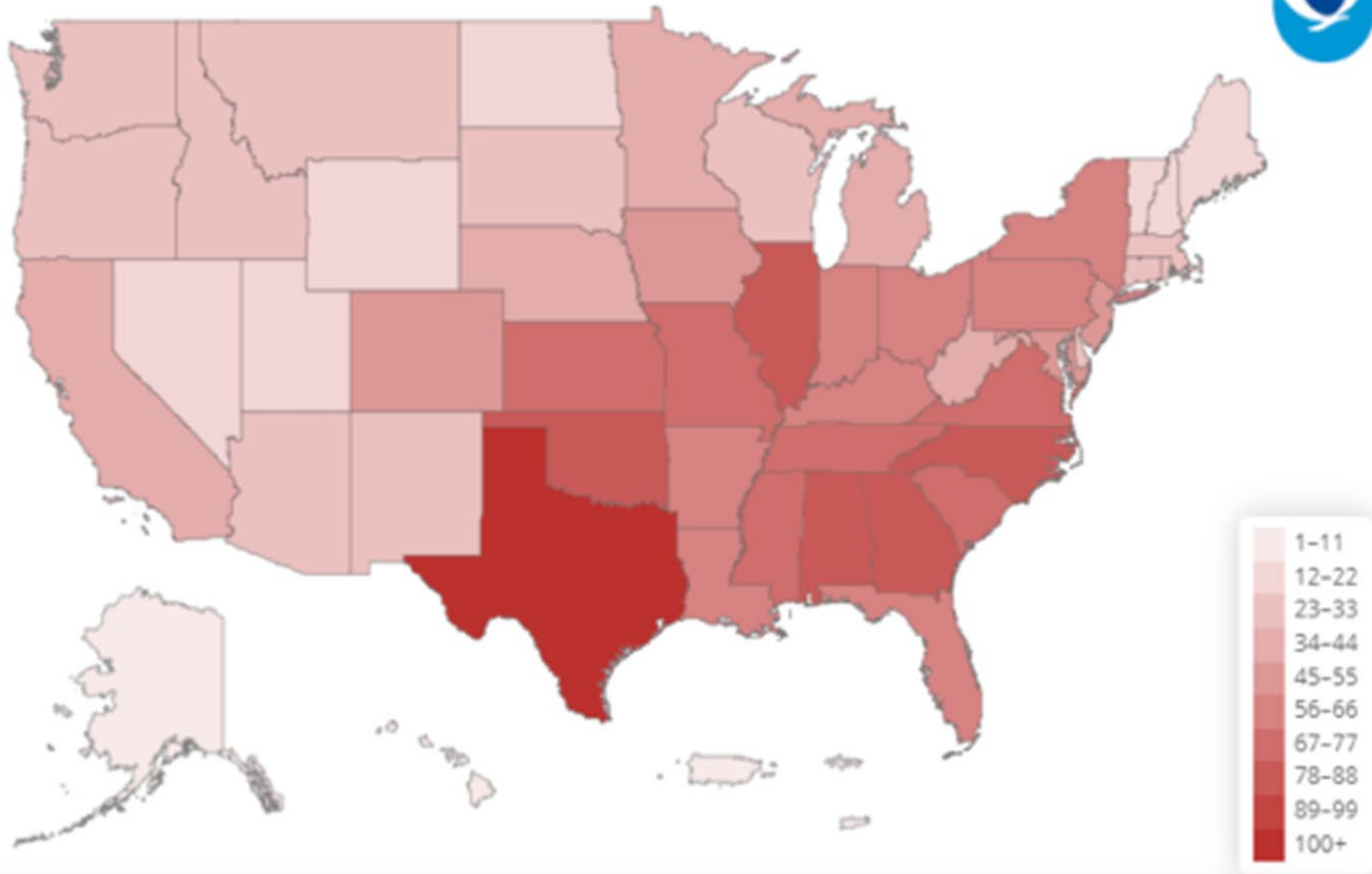


Figure 2: Warm season (May through September) average daily high temperature (°F) in Dallas. UCL and TTF.



1980-2019 Billion-Dollar Weather and Climate Disasters (CPI-Adjusted)



United States

26	Flooding:	32	Freeze:	9	Severe Storm:	113
44	Tropical Cyclone:	44	Wildfire:	17	Winter Storm:	12
				17	All Disasters:	258

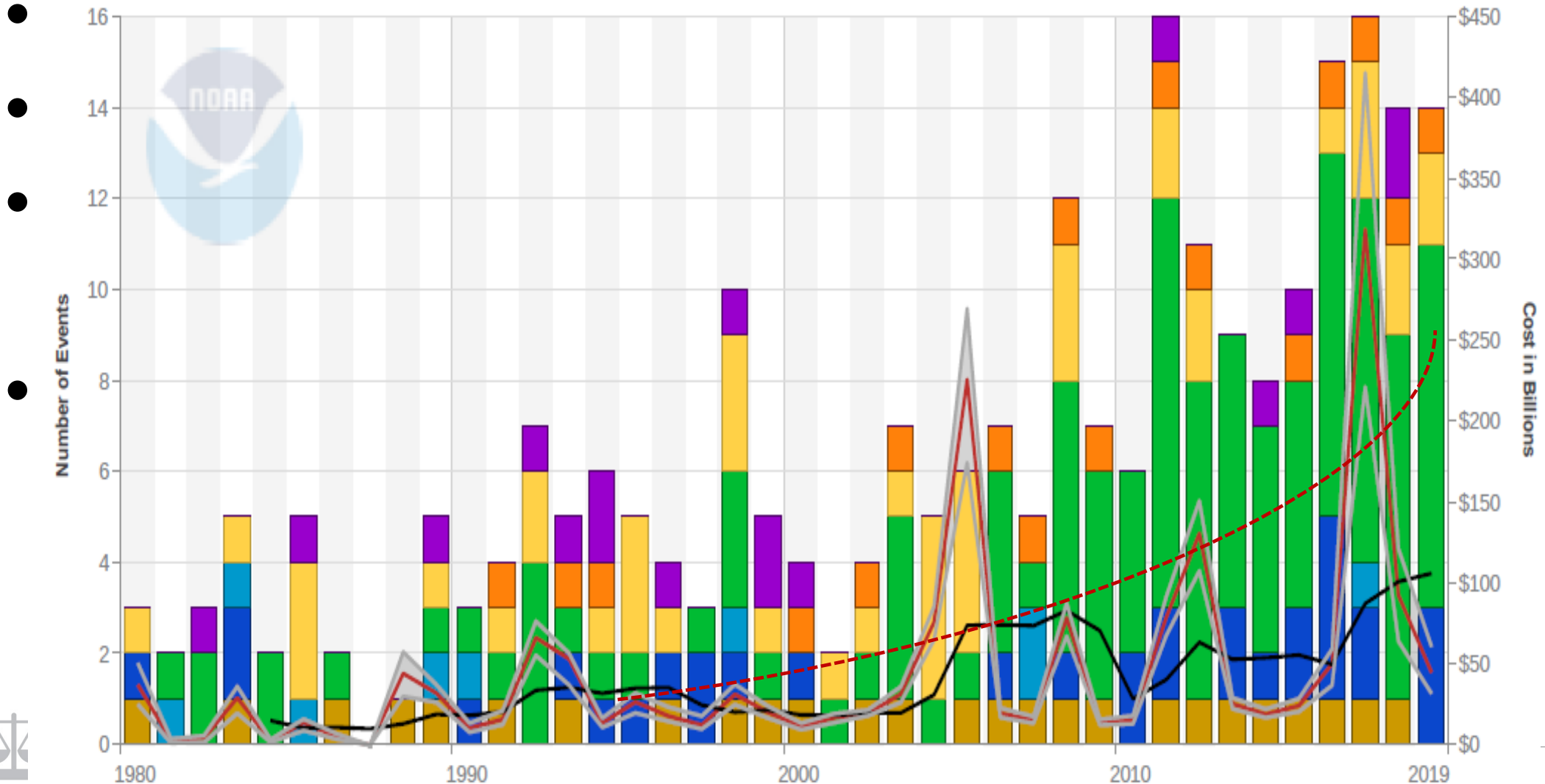


Background/History



United States Billion-Dollar Disaster Events 1980-2019 (CPI-Adjusted)

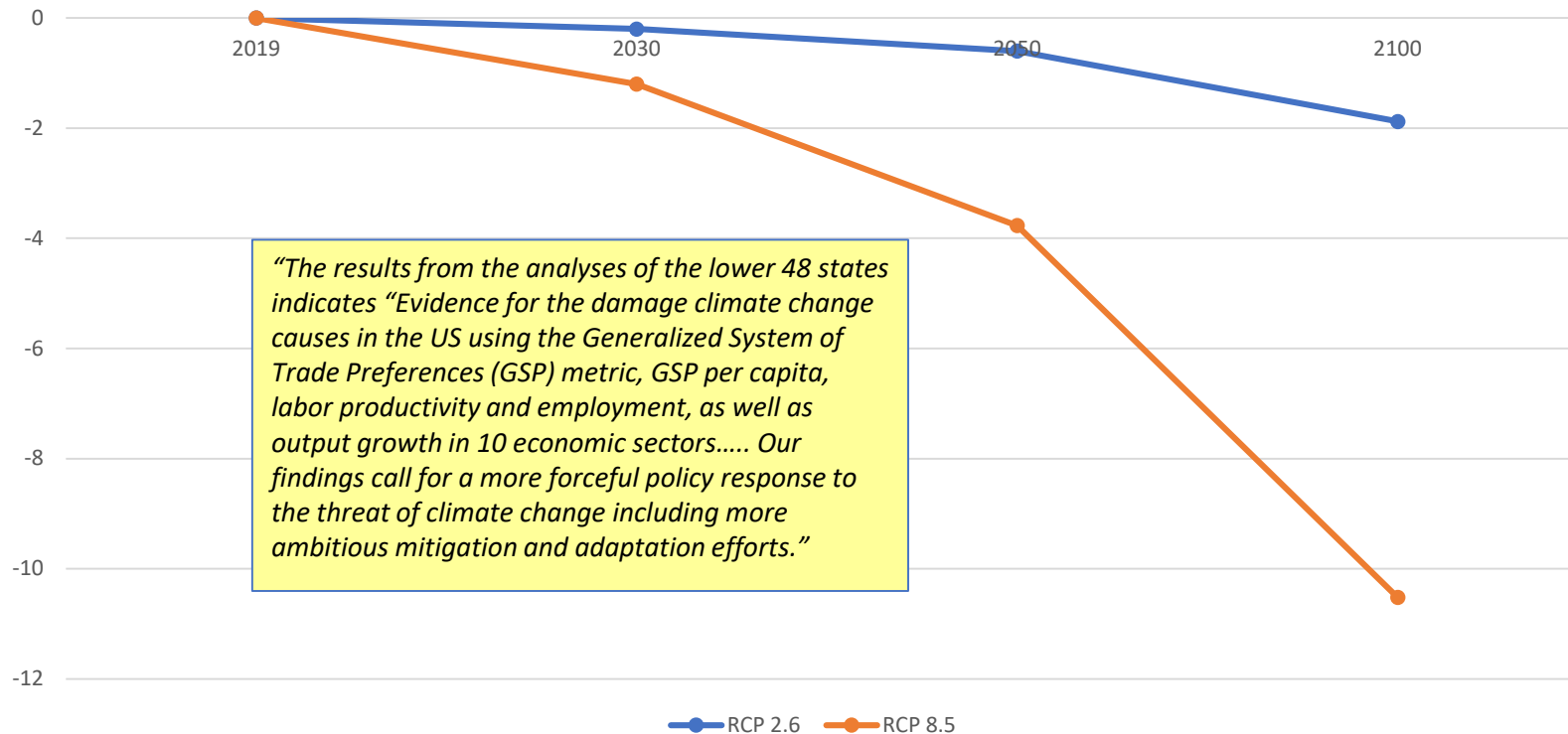
- Drought Count
- Flooding Count
- Freeze Count
- Severe Storm Count
- Tropical Cyclone Count
- Wildfire Count
- Winter Storm Count
- All Disasters Cost
- Costs 95% CI
- 5-Year Avg Costs



Long-Term Macroeconomic Concerns



Percent Loss in US GDP under IPCC Model Scenarios



"The results from the analyses of the lower 48 states indicates "Evidence for the damage climate change causes in the US using the Generalized System of Trade Preferences (GSP) metric, GSP per capita, labor productivity and employment, as well as output growth in 10 economic sectors..... Our findings call for a more forceful policy response to the threat of climate change including more ambitious mitigation and adaptation efforts."

Data Source: ME Kuhn et al, Long-Term Macroeconomic Effects of Climate Change: A Cross Country Analyses; Prepared for Federal Reserve Bank of Dallas. (<https://doi.org/10.24149/gwp365>)



Greenhouse Gas Emissions



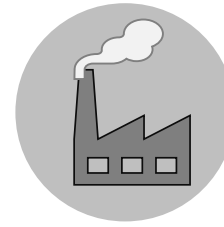
64%

Buildings + Energy



34%

Transportation



3%

Industrial processes

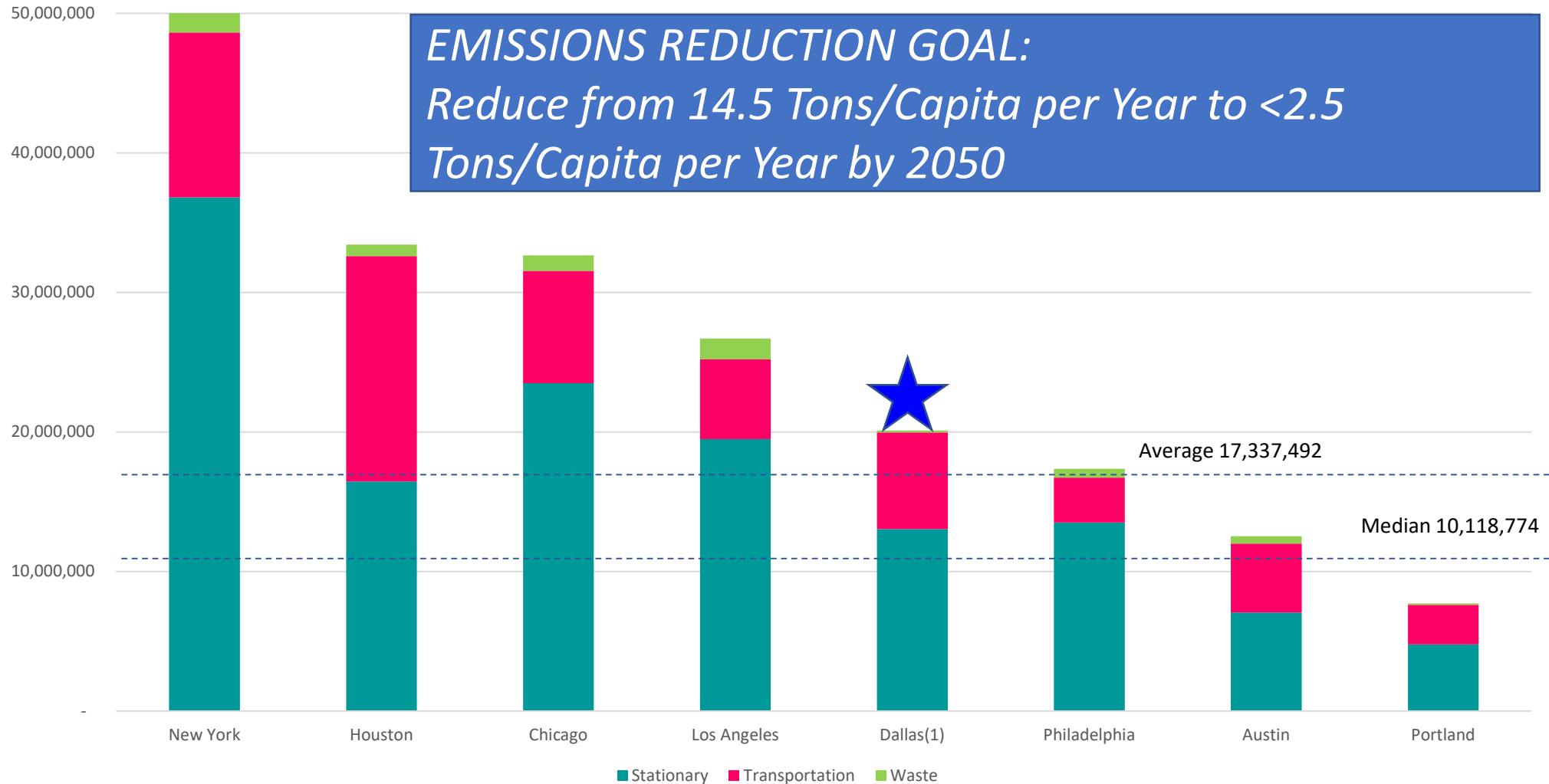


1%

Solid waste + wastewater treatment



C40 City Emissions Comparison



Action Overview



97
CECAP Actions

SECTORS / GOALS

PRIMARY BENEFIT

CO-BENEFITS



16
BUILDINGS



11
ENERGY



19
TRANSPORTATION



09
SOLID WASTE



15
WATER RESOURCES



09
ECOSYSTEMS



14
FOOD + URBAN
AGRICULTURE



04
AIR QUALITY



45
MITIGATION



21
ADAPTATION



20
ENVIRONMENTAL
QUALITY



11
ENVIRONMENTAL
JUSTICE



46
IMPROVE PUBLIC
HEALTH + WELL-BEING



40
PROVIDE COST
SAVINGS



31
IMPROVE
AIR QUALITY



28
PROVIDE EDUCATION,
SKILLS OR TRAINING



24 IMPROVE ACCESS
TO EMPLOYMENT /
JOB CREATION



15
REDUCE INEQUALITY
+ POVERTY



17
REDUCE GHG
EMISSIONS



08 INCREASE
NATURAL RESOURCE
CONSERVATION



11
IMPROVE WATER
QUALITY



13
REDUCE RESOURCE
CONSUMPTION



10 PROMOTES
ENVIRONMENTAL
STEWARDSHIP

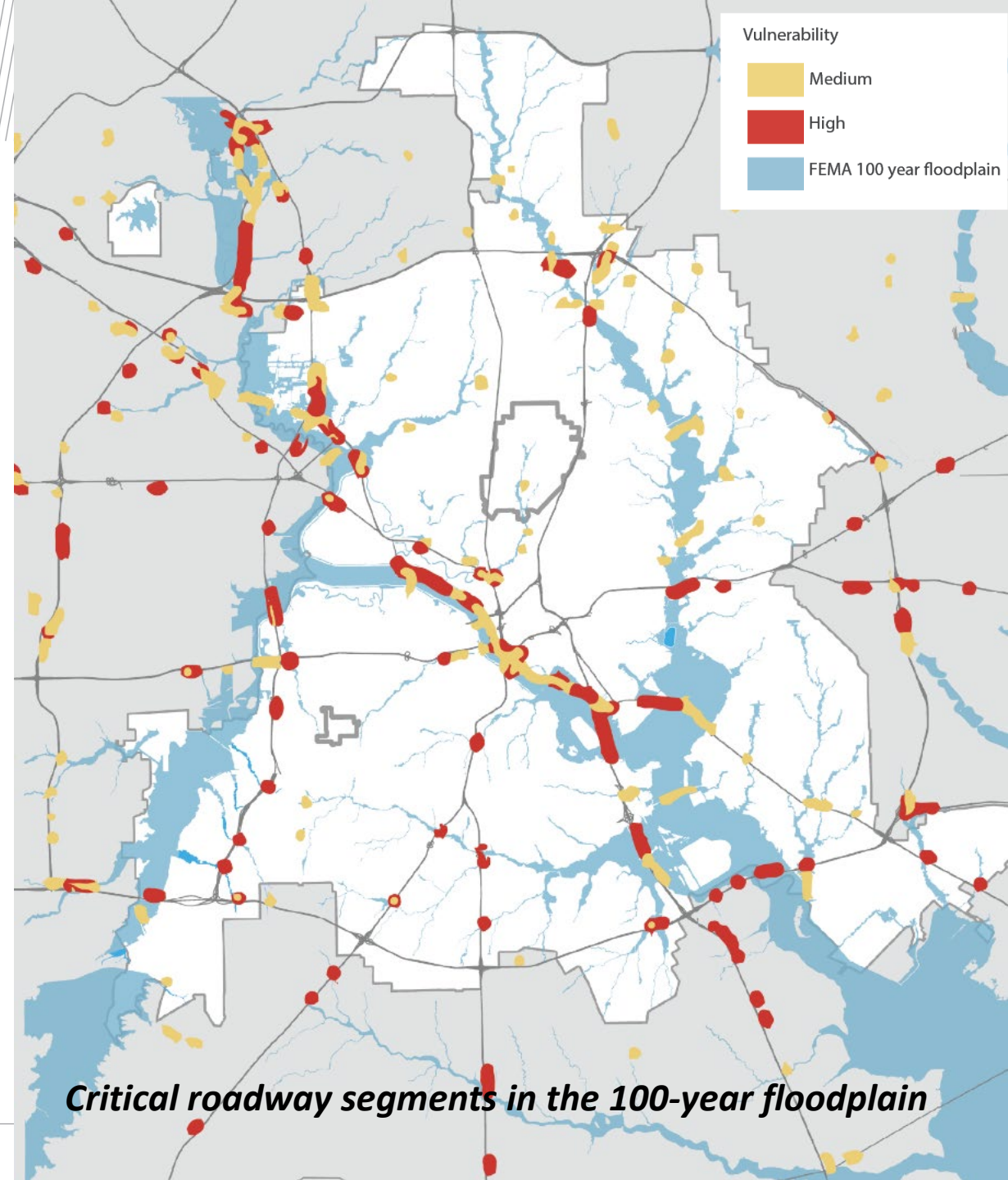


10
REDUCE
VULNERABILITY



TRANSPORTATION: WHY IT MATTERS?

- The **transportation sector**, which includes private and public vehicles, trains, and planes, contributes **34% of GHG emissions** for the City of Dallas.
- The **majority (76.8%) of Dallas residents drive to work alone.**
- Despite having the **longest light rail system** in the nation, unsustainable land development patterns continue to **promote the use of private vehicles.**
- **Critical roadway segments** are located on FEMA 100-year floodplain.



Critical roadway segments in the 100-year floodplain



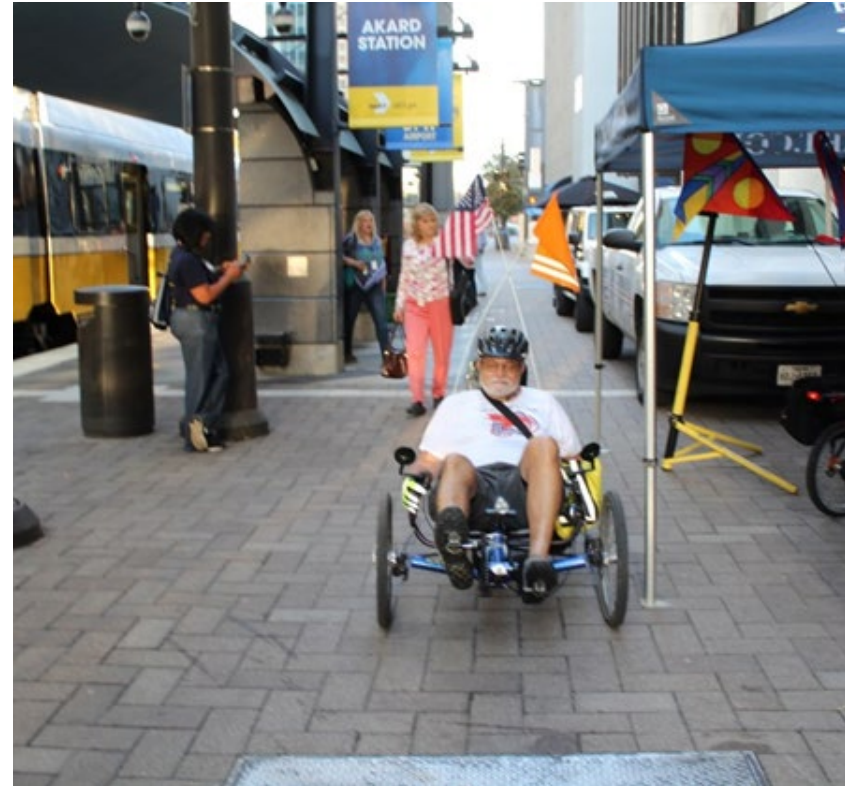
GOAL 3- TRANSPORTATION OPTIONS, MITIGATION OBJECTIVE:



Reduce trips where people drive alone



- **Adopt mode-split goals** to reduce single-occupancy vehicle use
- **Implement existing bicycle master plan**
- Ensure equitable distribution of micro-mobility services (scooters, bikes, etc) around the City
- Support and **expand recommended Travel Demand Management strategies** in the Strategic Mobility Plan.
- **Expand DART GoPASS application** as a comprehensive “Mobility as a Service” (MaaS) provider
- **Increase bus service** by adding new routes, shortening headways, improving reliability and customer experience





GOAL 3- TRANSPORTATION OPTIONS, MITIGATION /ADAPTATION

OBJECTIVE: *Synergize land use and housing with transportation to increase access to walking, biking and public transit*



- Adopt policy to **reduce transportation-related GHG emissions.**
- **Update Forward Dallas** to support Strategic Mobility Plan and CECAP
- **Expand DART Transit Oriented Development (TOD) guidelines** to support proactive TOD and housing strategy
- **Implement “Mobility Hub” infrastructure** around sustainable transport options
- ★ **Adopt revised parking ordinance strategy** that supports mode split goals, and minimizes parking





GOAL 3- TRANSPORTATION OPTIONS, RESILIENCE/ENVIRONMENTAL



OBJECTIVE: *Ensure that walking, biking, public transit, and vehicular transportation infrastructure is reliable and safe*

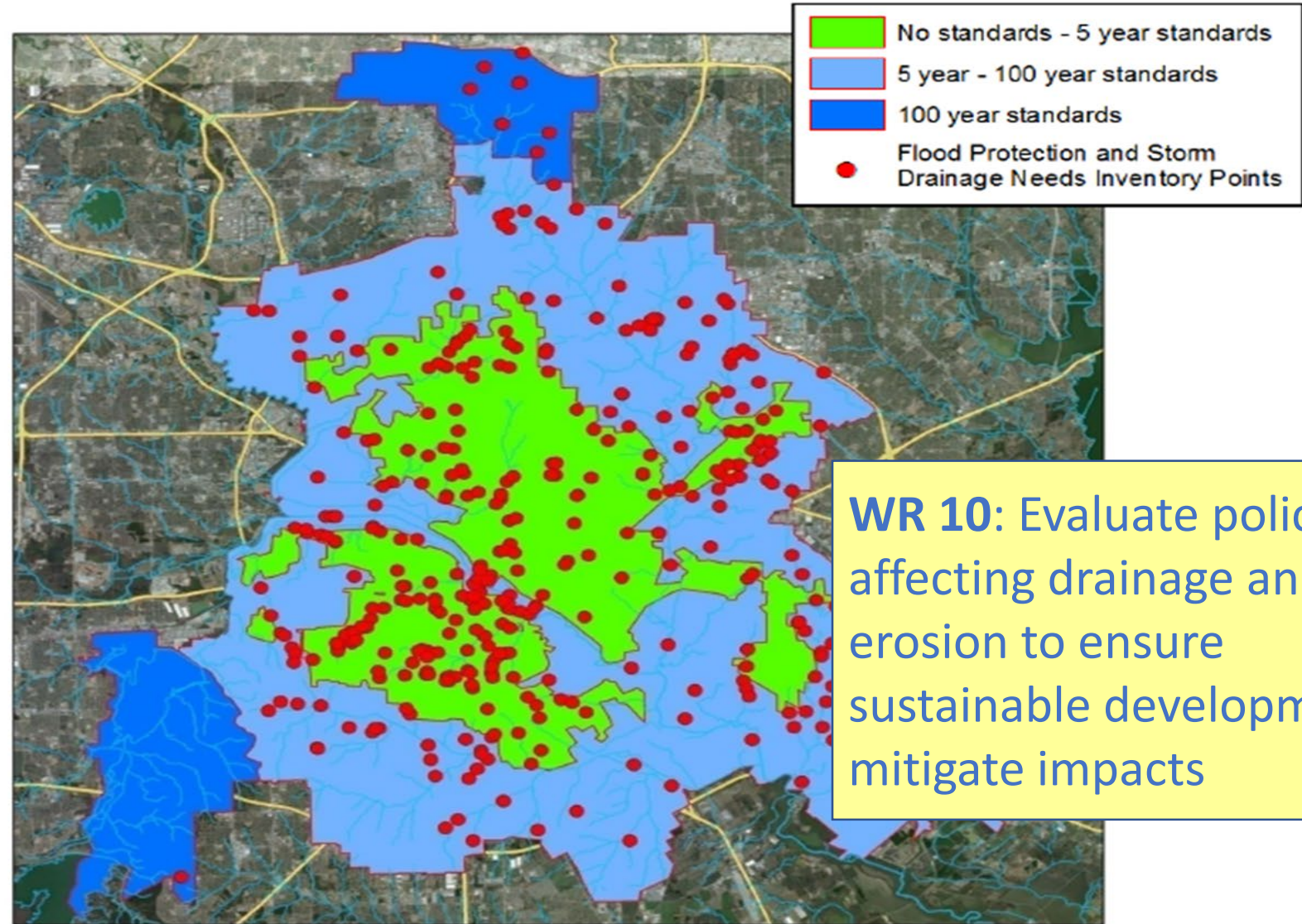
- **Implement green infrastructure** design and performance standards for identified Complete Street corridors, particularly in environmentally sensitive neighborhoods.
- **Improve bus station shelter amenities** that reduce the impacts of weather on rider comfort and usability
- **Implement extreme weather vulnerability** and Risk Assessment for Transportation Infrastructure
- **Convert all traffic lights and streetlights to LED**



GOAL 5: DALLAS PROTECTS ITS WATER RESOURCES AND ITS COMMUNITIES FROM FLOODING AND DROUGHT.



The majority of the needs in the City are associated with areas developed with inadequate standards



WR 10: Evaluate policies affecting drainage and erosion to ensure sustainable development/mitigate impacts

History of Urbanization in Dallas

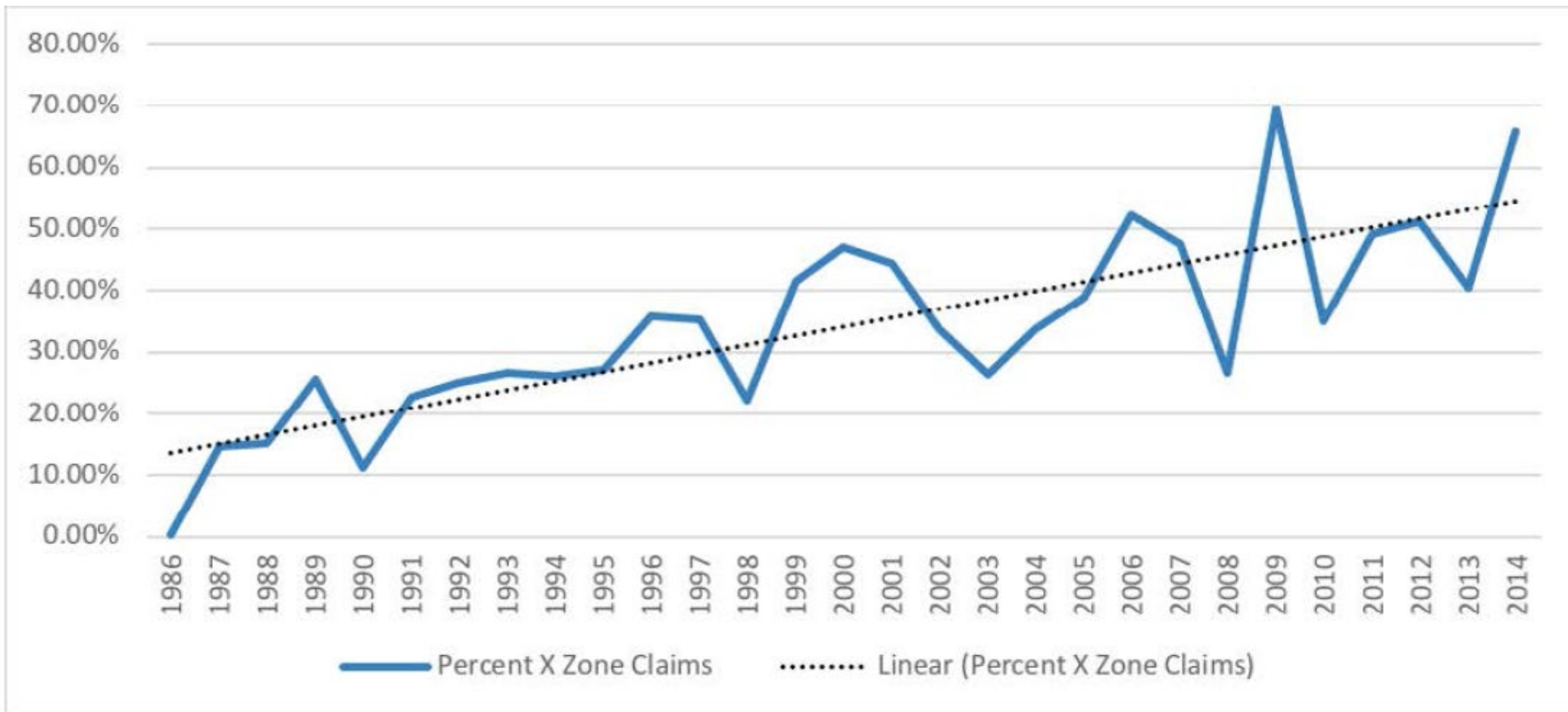


Rebuild Texas Report



Exhibit 5. Share of Total Insured Flood Losses Outside Texas Floodplains, 1986–2014

Source: Created from NFIP data by Texas A&M University. X Zone claims are those that occur outside of the regulatory floodplain.



Identified Environmental Resiliency Goals



- Address aging Infrastructure
- Increase development without increasing impervious surfaces
- Address flooding in areas not formally designated as regulatory floodplains





GOAL 6: DALLAS PROTECTS AND ENHANCES ITS ECOSYSTEMS, TREES AND GREEN SPACES THAT IN TURN IMPROVE PUBLIC HEALTH.



Re-imagine Parking Lots:

- B13: Establish urban greening factor requirements for new developments that quantify how projects contribute to urban greening to reduce runoff, and improve heat island impacts
- EG1: Improve access to green spaces to reduce heat island impacts
- EG2: Assess opportunities for public blue-green-grey infrastructure to reduce flood risk
- EG3: Increase tree canopy to implement recommendations in the Urban Forest Master Plan
- EG8: Improve urban ecosystems through sustainable design, creation and planting of urban habitats
- EG9: Support nature-based solutions to address public health challenges





GOAL 8: ALL DALLAS' COMMUNITIES BREATHE CLEAN AIR.

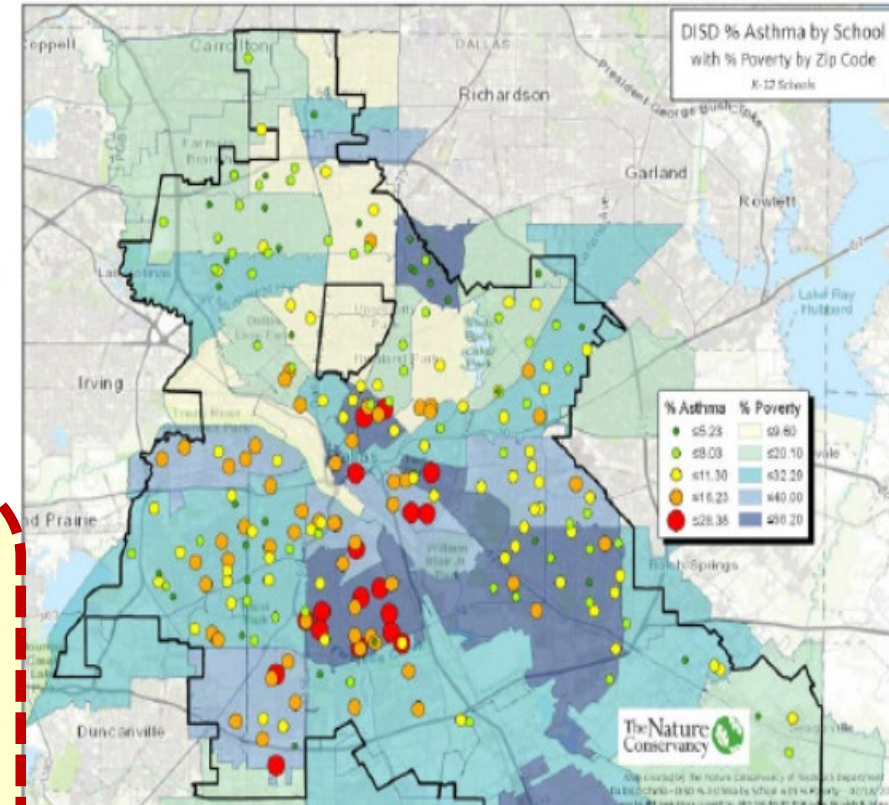


Objectives

- Take a comprehensive approach to addressing air quality at the neighborhood level. **(4 Actions)**

Cross Cutting Objectives

- Increase energy efficiency of existing buildings or facilities.
- Reduce trips where people drive alone.
- Synergize jobs & housing with transportation infrastructure.
- Increase, enhance and maintain healthy forests, parks, and green spaces, that improve air quality.
- Operate a clean, green & efficient waste system.



TNC. 2020. DISD % Asthma by School with % Poverty



APPENDIX

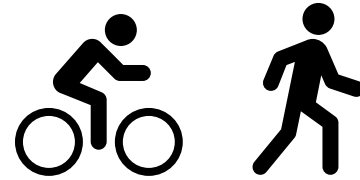


ENTER COVID 19: CHANGES TO TRANSPORTATION (NCTCOG)



Travel Behavior by Mode:

+> Bicycle/Pedestrian (+65%)



- Freeway Volumes (-20%)



- Toll Road Transactions (-40%)



- Transit Ridership (-55%)



- Airport Passengers (-80%)





REGIONAL AIR QUALITY IMPACTS DURING COVID-19 (NCTCOG)

Reduced Vehicle Emissions

Lowest ozone season in 5-years

Cleaner Air = Blue(r) Skies

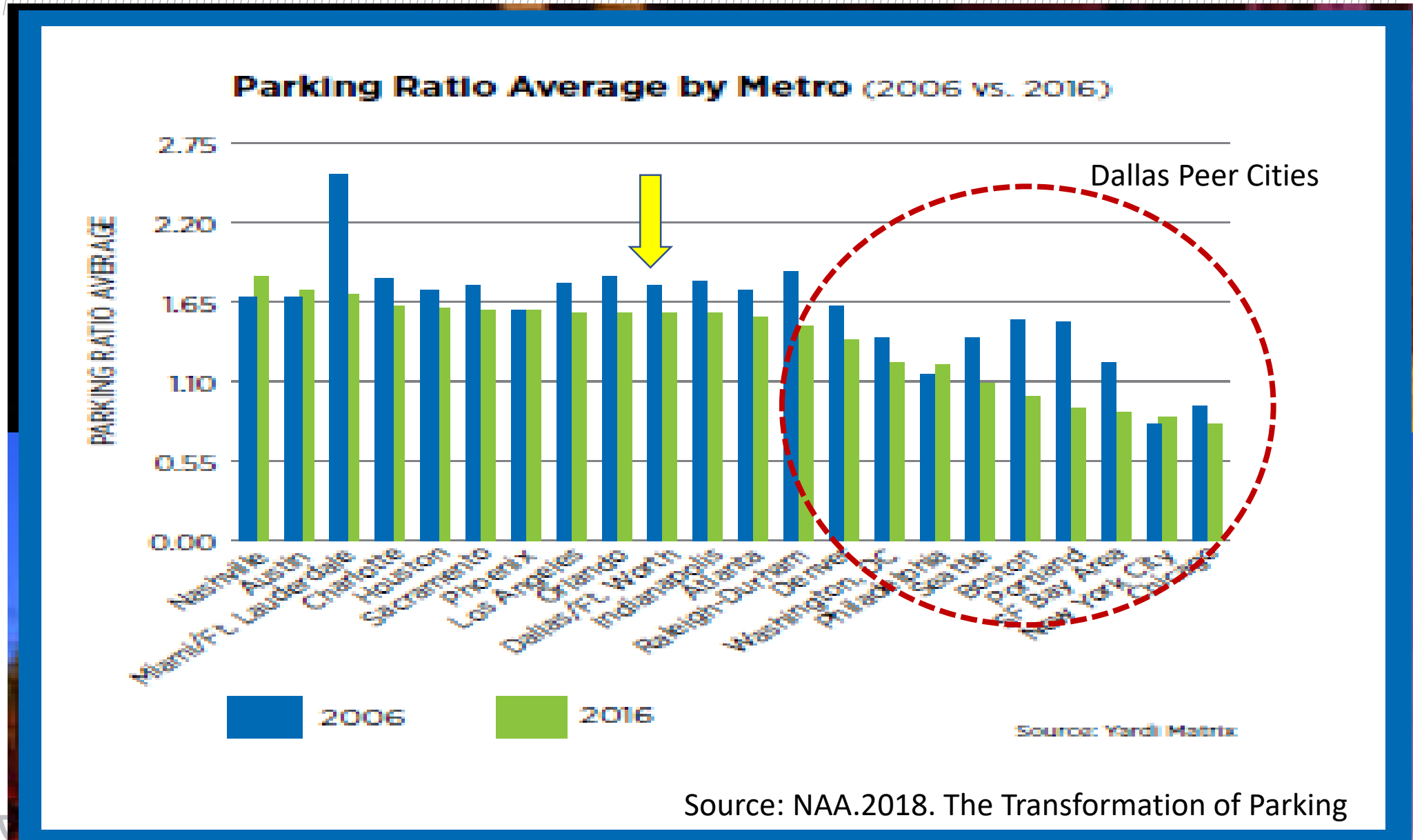
Positive Health Impacts? How Can We Sustain Impacts?

Exceedances influenced by high background levels

Real world analysis on local contributions suggest multi-state SIP's to reduce background

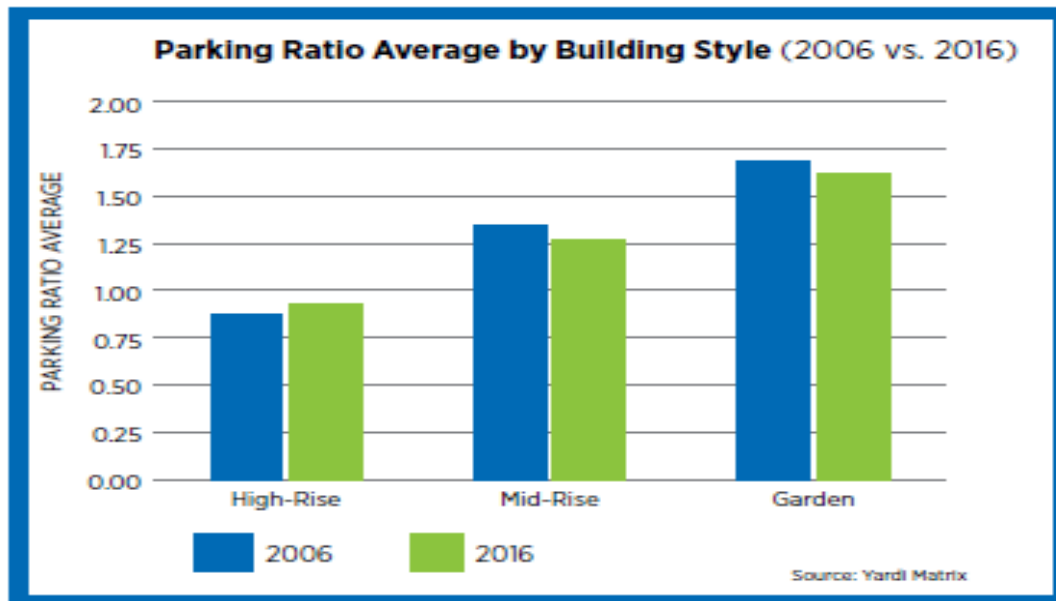
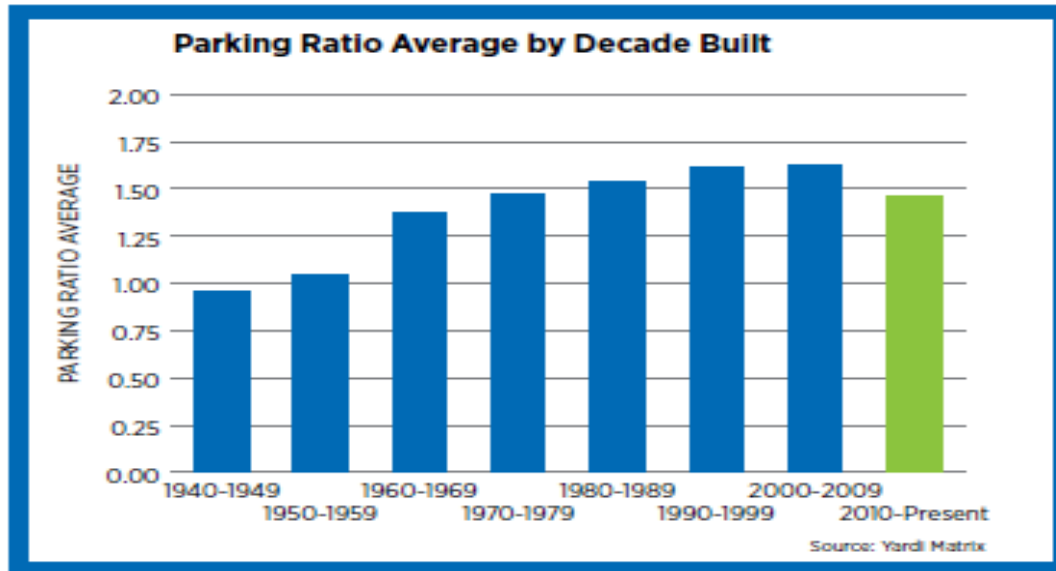


THE PARKING CONUNDRUM



Source: NAA.2018. The Transformation of Parking



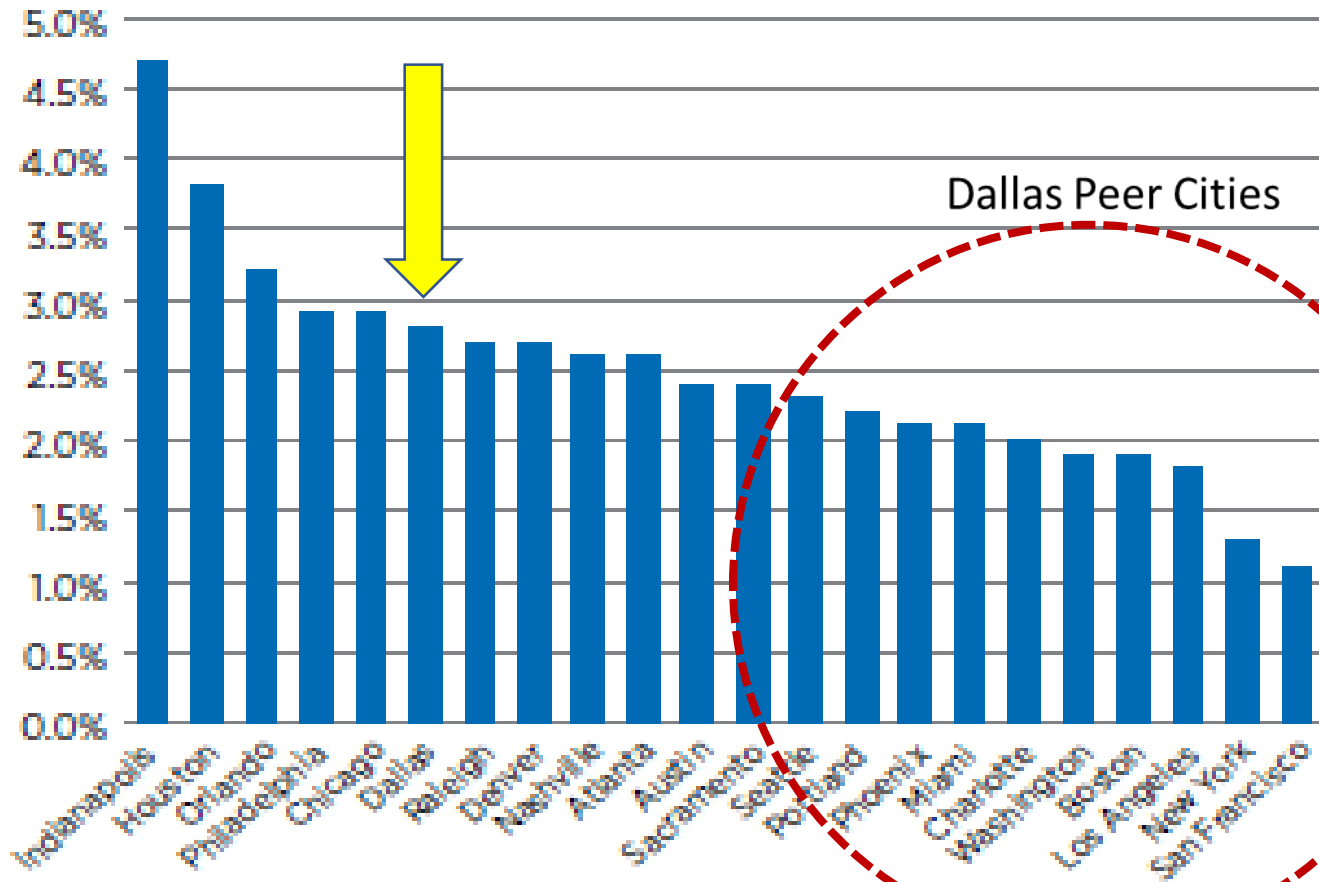


Most metro areas across the U.S. experienced a decrease in ratios from 2006 to 2016





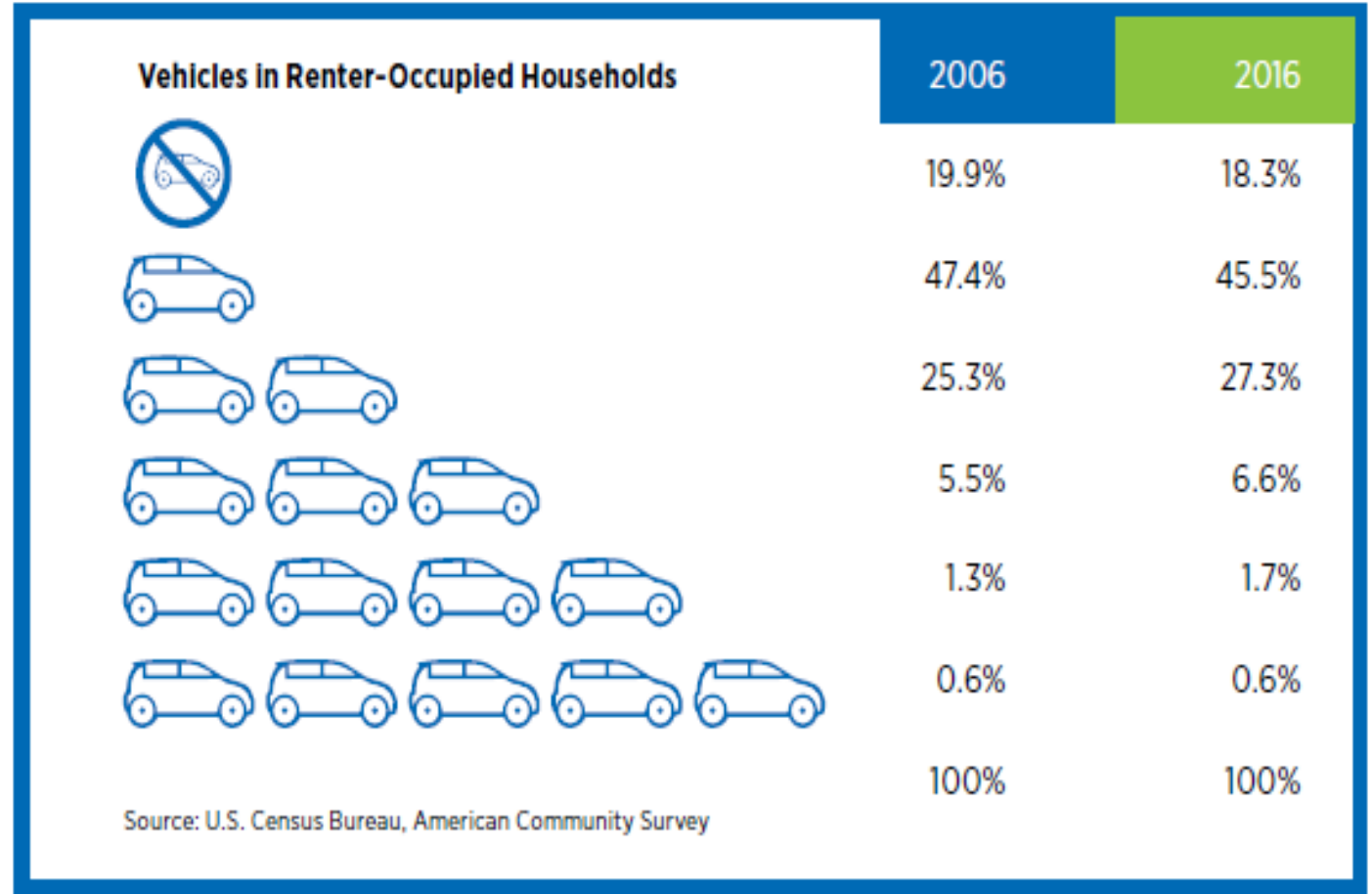
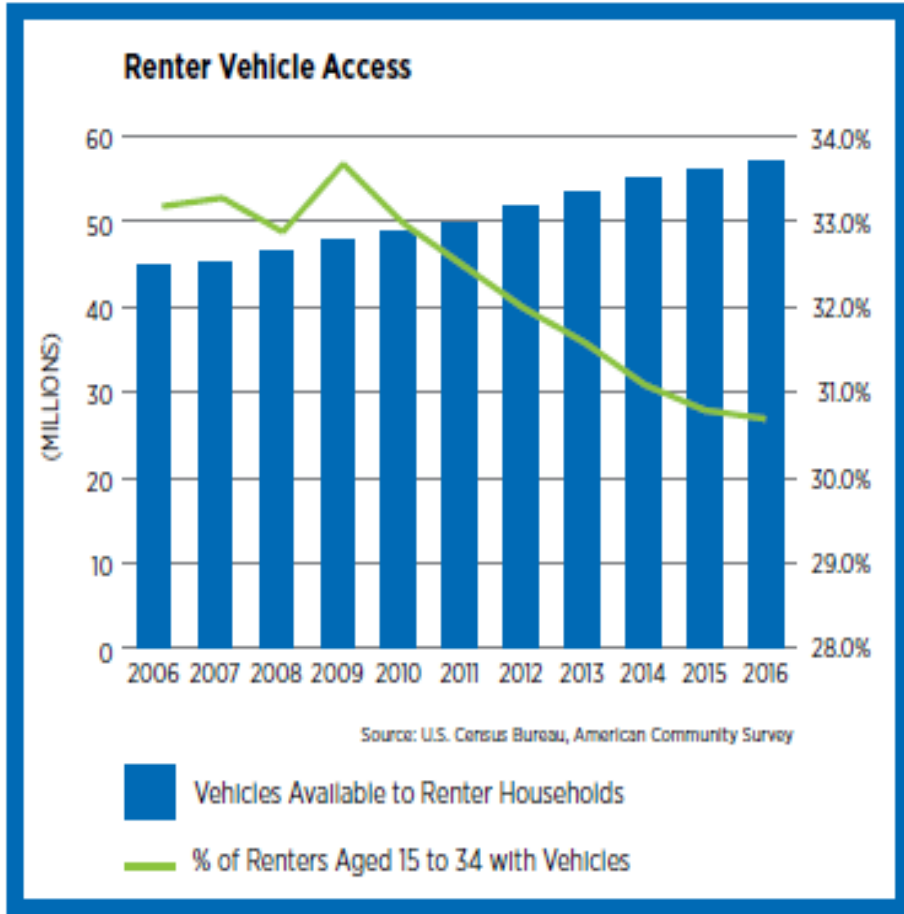
Parking Garage Premium as % of Rent (per Unit per Month)











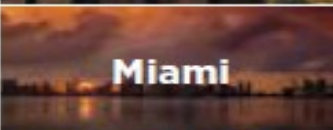


Source: Enodo, Inc., CoStar



RENTER VEHICLE DATA





 Seattle	Minimum parking requirements reduced for affordable housing developments to one space per six units, and bicycle parking requirements expanded. Definition of "frequent transit" revised to include more districts. Parking agreements required to be separate from rental agreements. ³	Enacted in April 2018
 Arlington, VA	Minimum parking requirements in Metro corridors can be reduced to 0.2 to 0.6 spaces per unit by special exception. Developers required to provide mitigations if they offer more than 1.65 spaces per unit. ⁴	Enacted in November 2017
 Baltimore	Downtown district minimum parking requirements eliminated. ⁵	Enacted in June 2017
 Oakland	Additional parking requirements eliminated for one-family residential properties containing secondary unit. ⁶	Enacted in May 2017
 Denver	After allowing parking exemptions for smaller lots in certain zoning districts beginning in 2010, the City Council rolled back exemptions, requiring more parking. ⁷	Revisions enacted in May 2017
 Portland	Minimum parking requirements eliminated for developments located near frequent transit if project contains affordable units. ⁸	Enacted in February 2017
 Buffalo	All minimum parking requirements eliminated. ⁹	Enacted January 2017
 New York	Minimum parking requirements eliminated for subsidized and senior housing projects located in transit zone. ¹⁰	Enacted in May 2016
 Miami	Minimum parking requirements were initially waived for developments in downtown district; eventually expanded to include developments outside downtown under 10,000 square feet. ¹¹	Downtown waivers began in 2010; expansion to other districts enacted in October 2015
 Minneapolis	Initially targeting the downtown district, minimum parking requirements were eliminated for developments with 50 or fewer units and cut in half for projects with more than 50 units located near frequent transit. ¹²	Downtown changes enacted in 2013; expanded in July 2015
 San Francisco	No off-street parking spaces required except for permit simple exceptions in all zoning districts except RH (residential, house). ¹³	Enacted in May 2015



Parking Challenges to TOD

Subsidizes driving, reducing the economic incentive to use other modes or carpool (parking is free, but DART day pass = \$6)

Increases the cost of development (\$17K - \$40K per space)

Expands block geometry to often unwalkable scale

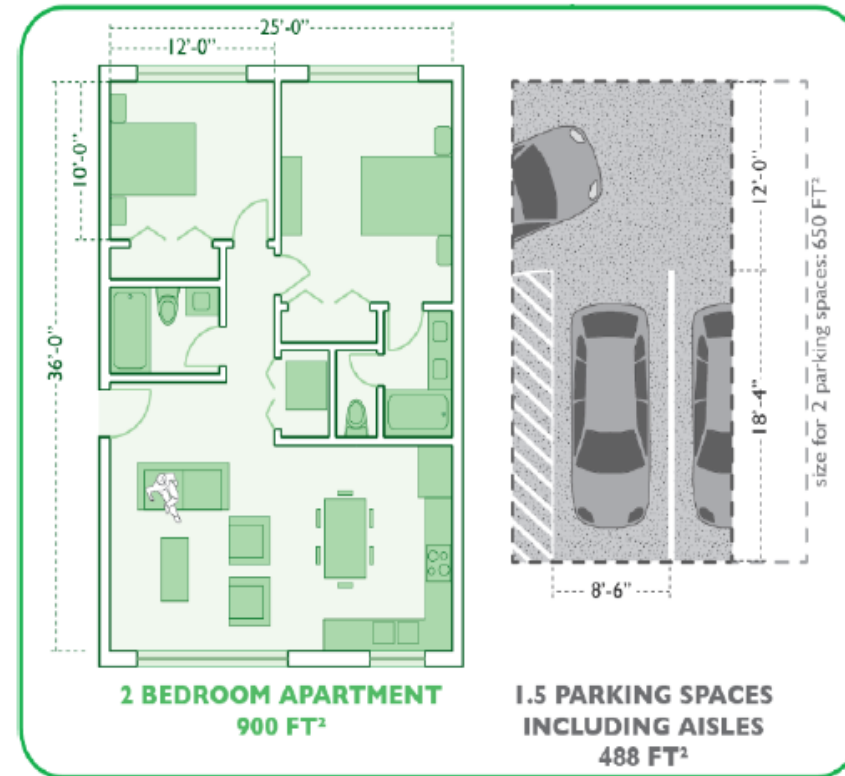


Image source: Graphing Parking - <https://graphingparking.com/>





Excess Capacity

13 of 16 sites never peaked above 80% utilization.

Excess parking capacity in these 13 sites totaled over 4,500 spaces





Excess Capacity

13 of 16 sites never peaked above 80% utilization.

Excess parking capacity in these 13 sites totaled over 4,500 spaces





Workforce Housing

Finding: Two workforce housing TODs in this study, peak parking use:

- Lancaster Urban Village (40%)
- The Belleview (50%)

Less parking demand than other multi-family TOD housing

Impact: Garage spaces (\$17k to \$40k per space) – 4,500 vacant spaces total value at least \$80 million.

Smarter parking policies can reduce construction cost.





Public/Private Coordination

Minimum city requirements were exceeded by developers at most sites

Influence of commercial real estate private sector is important to parking supply

Communication of data and these results is needed to educate brokers and lenders





QUESTIONS?



Susan Alvarez
214.671.9505

Susan.Alvarez@Dallascityhall.com



Parking Code Amendment Priorities

Planning & Urban Design Department

Biggest Concern

- Approval of parking reductions without ensuring that they work as direct incentives for developments that are located, designed and operated in a manner that reduce parking demand. This is of concern particularly in areas that currently lack infrastructure to support alternatives to driving & parking and/or have existing land use patterns or zoning that do not support mixed-use and density. Parking requirement reductions that result in more developments that don't perform on actual parking demand reduction would put the City in a position of reactively responding to mismatches between demand and supply. Downtown Dallas is an example of an area with low parking requirements (for most uses) where property owners/managers frequently push the City to address real/perceived lack of parking supply through expensive subsidies to construct more parking.

Priorities

- Design parking regulations to enable the City to proactively plan for infrastructure and rezoning to influence where and how development happens in a manner that reduces dependence on driving and parking. The proposed comprehensive land use plan update and its annually updated implementation program can serve as an effective mechanism to support a context-based approach to parking regulation that can be coordinated with public infrastructure planning/investment.
- Provide incentive-based parking reductions with the highest reductions for:
 - Proximity to high-frequency transit
 - Provision of affordable housing
 - Owner/operator performance on parking demand management, including well-managed shared-parking (onsite/off-site), unbundled parking pricing, and tenant/customer incentives to minimize driving & parking.
 - Pedestrian and bike-friendly site planning & design (including landscaping) with consideration given to the prevalence of walkable/bikable destinations nearby and ped/bike infrastructure in the surrounding area (eg: Walkscore/Bikescore).
- Provide strong built-in disincentives for over-parking, particularly surface parking which has the biggest negative environmental impact.
- Give special consideration for legacy buildings to encourage preservation/reuse of existing structures, while taking this opportunity to clean up/eliminate the cumbersome existing Code provisions related to Delta Credits.
- Give special consideration to small site infill development to encourage neighborhood-serving rather than regional-serving uses.
- Give due consideration to use-based parking reductions based on documented market data demonstrating lower demand compared to current requirements. Since parking demand changes over time, such provisions need to be flexible and linked to reliable and regularly updated data sources.

Parking Code Amendment

Transportation Department

General

- Addressing off-street parking reductions without a comprehensive approach may have unintended consequences. Our recommended approach should consider the following factors:
 - No one-size fits all approach-Flexibility in the plan.
 - Integration of all modes of transportation.
 - Use of technology.
 - Ensure the update and integration of existing planning documents.
 - Employ a data-driven decision-making approach to parking management.
- Key concept is to identify parking needs by managing the parking supply and demand in an integrated system.

Specific Considerations

- Curb Management:
 - Off-street parking reductions can have an impact on on-street parking demands. Strategic management of the curb space is often required when off-street parking is reduced or when demand exceeds supply.
 - TRN is about to kick off a curb lane management study that will develop guidance and policies to help us more efficiently manage our high-demand curb space. It will provide guidance on pricing on-street parking, as well as when to accommodate or prioritize deliveries, rideshare, parking, valets, or other uses of the right-of-way (e.g., bike lanes or wider sidewalks). This project is an extension of the Strategic Mobility Plan, with the contract extension having been recently approved by City Council.
- Impacts of off-street parking on transportation system:
 - Parking is directly tied to vehicular travel demand. People are more likely to drive to a destination if they expect there to be a reasonably priced and readily available parking.
 - Greater vehicular demand leads to more vehicle miles traveled may have environmental impact and facilities maintenance expense.
 - An abundance of parking also encourages people to drive to their destination rather than pursue alternative modes of travel such as transit or bicycling.
- Funding:
 - If building an abundance of parking is desirable (e.g., above a parking maximum threshold), a fund account could be established to pay into it to help offset the potential negative impacts to air quality and our transportation system, such as paying into a transportation management association that purchases transit passes, promotes carpooling, manages shared parking arrangements, etc.; installing enhanced bus stop amenities in front of the building (where applicable); and improving sidewalk/pedestrian and other related infrastructure.