

Residential Parking Working Group Draft Report

Updated April 2017

Note: This version contains a correction in the “Affordable Housing Reductions” section on pages 19 and 20 below. No other changes have been made.

Executive Summary/Letter to County Manager

March 28, 2017

Mr. Mark Schwartz
County Manager
Arlington County
2100 Clarendon Blvd, Suite 302
Arlington, VA 22201

Dear Mr. Schwartz,

It is my pleasure to submit the final report of the Residential Parking Working Group (RPWG) for consideration by the County Manger and County Staff.

The County Manager created an 11-member group to deliver a recommended methodology and implementation plan to guide County staff in evaluating and approving the amount of off-street parking constructed for multifamily residential site plan developments within the Rosslyn-Ballston and Jefferson Davis Metro Corridors. The Working Group explored various policy alternatives and worked with staff to create a clear and consistent methodology to evaluate site-specific, off-street parking ratios for site plans and use permits within both Metro corridors.

The Working Group operated by consensus and did not take votes. After eleven meetings, extensive deliberations, comprehensive analysis, and support by County staff, the RPWG proposes a methodology comprised of the following consensus policy recommendations:

- Transit Overlay District with Parking Reductions Based on Distance to Metro;
- Parking Reductions for Affordable Housing;
- Parking Reductions for the Provision of Bike Services and On-site Car-sharing;
- Parking Reductions for On-Site Shared Parking;
- Off-Site Shared Parking;
- Relief for Small Sites; and
- Additional Transportation Demand Management for Excess Parking

On behalf of the Working Group, thank you for the opportunity to address this important policy issue and provide our recommendations. We look forward to working with you closely as County staff develops its policy recommendations based on the Working Group's report.

Sincerely,



James Schroll
Chair
Residential Parking Working Group

Acknowledgements

The Working Group would like to thank Arlington County Staff for all their assistance throughout the process. We would like to give particular thanks to the following individuals:

County Staff:

- Stephen Crim, Parking Planner, Dept. of Environmental Services, Transportation, *Working Group Liaison*
- Susan Bell, consultant, former Director of Community Planning, Housing, and Development.
- Dennis Leach, Director, Dept. of Environmental Services, Transportation
- Larry Marcus, Transportation, Engineering and Operations Bureau Chief, Dept. of Environmental Services, Transportation
- Bridget Obikoya, Dept. of Environmental Services, Transportation
- Melissa McMahan, Transportation Research and Site Plan Development Manager, Dept. of Environmental Services, Transportation – Commuter Services Bureau
- Melissa Cohen, Dept. of Community Planning, Housing, and Development, Housing Division
- Richard Hartman, Dept. of Environmental Services, Transportation
- Russell Schroeder, Community Planning, Housing, and Development, Housing Division

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Introduction and Background

In September 2013, after more than a year-long process to consider revisions to the regulations for commercial parking, the Commercial Parking Working Group issued its report and recommendations. In its report, the Commercial Parking Working Group recommended that the County initiate a similar process to study the requirements for residential parking. The Planning Commission and Transportation Commission concurred with this recommendation.

As in other communities around the United States, Arlington County's Site Plan and Unified Commercial/Mixed Use Development use permit review processes allow the County Board to consider the specific conditions of a project and approve the construction of new multi-family buildings that supply less off-street parking than called for in the County's Zoning Ordinance.

Based on the Commercial Parking Working Group's recommendation, the County Board directed the County Manager to initiate a study of parking requirements within the Rosslyn-Ballston and Jefferson Davis Metro corridors and create recommendations for how County Development Review staff should consider proposals for parking in multi-family residential site plan developments.

In September 2016, the County Manager established the Residential Parking Working Group (RPWG) to recommend a policy for parking at Site Plan and Unified Commercial/Mixed Use Development use permit projects in Arlington's Rosslyn-Ballston and Jefferson Davis Metro corridors (see map in Appendix A). The goal of this project was to deliver a recommended policy and implementation plan to guide County Development Review staff in evaluating and approving the amount of off-street parking constructed for multifamily residential site plan developments within the Rosslyn-Ballston and Jefferson Davis Metro Corridors.

The Working Group, supported by significant public outreach and stakeholder input, along with the assistance of Staff from the County's Department of Environmental Services and Community Planning, Housing, and Development, produced a set of policy recommendations after completing a six-month process of deliberations. This report provides an overview of the Working Group's process, a description of the RPWG's policy recommendations, and several suggestions regarding policy items that are beyond the Working Group's charge.

Working Group Charge

The County Manager approved the following charge which established the Working Group and defined the parameters of its deliberations:

To work with staff to create a clear and consistent methodology to evaluate site-specific, off-street parking ratios for multi-family, residential buildings proposed under the special exception (Site Plan or Use Permit) review process in the Rosslyn – Ballston and Jefferson Davis corridors. In its work with staff, the working group will explore alternative methodologies, evaluate the ramifications of those methodologies, and other transportation strategies that interrelate with off-street parking requirements.

Staff and the working group may make recommendations to the County Board on further study of changes to the Arlington Zoning Ordinance, but this project will not recommend specific changes to the Ordinance.

Working Group Members

The County Manager appointed the following individuals to serve on the Working Group:

Name	Organization
Mr. James Schroll, <i>Chair</i>	Planning Commission
Mr. Paul Browne	Citizens Advisory Commission on Housing
Ms. Sally Duran	Economic Development Commission
Mr. Dennis Gerrity	Arlington Civic Federation
Mr. Patrick Kenney	Environment & Energy Conservation Commission
Mr. Rob Mandle	Arlington Chamber of Commerce
Mr. Michael Perkins	Transportation Commission
Mr. Aaron David Simon	Resident-at-Large
Mr. Ben Spiritos	Commercial Real Estate Development Association (NAIOP)
Mr. Daniel Van Pelt	NAIOP
Ms. Michelle Winters	Arlington Chamber of Commerce

Alternates:

- Neal Kumar – Alternate Representative for the Economic Development Commission
- Gabriel Thoumi – Alternate Representative for the Environment and Energy Conservation Commission

Working Group Process/Timeline

The Working Group began its efforts on September 28, 2016, and held its last meeting on February 28, 2017. The Working Group held eleven meetings over the sixth-month period and a complete list of its meetings is shown below:

- September 28, 2016
- October 11, 2016
- October 18, 2016
- November 2, 2016
- November 14, 2016
- November 30, 2016
- December 14, 2016
- January 18, 2017
- February 6, 2017
- February 22, 2017
- February 28, 2017

The Working Group also conducted outreach to the public and key stakeholder groups. See a description and timeline of this outreach in the next section.

Community Outreach/Stakeholder Engagement

Date	Organization	Type of Outreach
12/14/16	Commercial Real Estate Development Association (NAIOP)	Presentation and Q&A
12/14/16	Open House	Round-table
12/17/16	Open House	Presentation boards and opportunity for residents to ask staff/WG members questions
1/23/16	Ballston-Virginia Square Civic Association	Presentation and Q&A session with residents
2/13/17	Affordable Housing Developers	Presentation and Q&A
2/15/17	Arlington Chamber of Commerce	Presentation and Q&A
2/17/17	Economic Development Commission	Presentation of info item and Q&A from members of the commission
3/8/17	Aurora Highlands Civic Association	Presentation and Q&A session with residents
3/22/17	Commercial Real Estate Development Association (NAIOP)	Presentation of Working Group progress, recommendations preview, and Q&A
4/3/17	Transportation Commission	Presentation of info item and Q&A from members of the commission
4/4/17	Arlington County Civic Federation	Presentation of info item and Q&A from member delegates
4/11/17	Economic Development Commission	Presentation of info item and Q&A from members of the commission
4/13/17	Housing Commission	Presentation of info item and Q&A from members of the commission
April TBD	Long Range Planning Committee of the Planning Commission	Subcommittee meeting with Planning Commissioners to ask questions.
6/1/17	Transportation Commission	Action Item
6/5/17 or 6/7/17	Planning Commission	Action Item
6/8/17	Housing Commission	Action Item
6/13/17	Economic Development Commission	Action Item

6/17/17 or 6/20/17	Arlington County Board	Action Item
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Feedback from Open Houses and Online Form

At the open houses and through the online comment form, participants were asked if they supported each of the policy strategies under consideration by the Working Group.

- Respondents were *strongly supportive* of pedestrian and bicycle facilities (74%), on-site (74%) and off-site shared parking (68%).
- Respondents were *supportive* of on-site car-sharing services/spaces (61%), incentives for transit (61%) and transit overlay zones (58%).
- The percentage of respondents that supported parking ratio reductions for affordable housing was 48% while those opposed represented 42% of respondents.
- Respondents were least supportive of reductions for “bikeability” and “walkability” (39%).
- The strategy Parking Ratio Reductions for Small Sites was inadvertently dropped from the on-line survey, resulting on only three responses

Other Themes from Working Group Outreach

Spillover Parking – Many respondents spoke about the concern over spillover parking. Residents noted the competition between single-family residents and multi-family building tenants for available street parking. Residents expressed an interest in improvements in the Residential Permit Parking (RPP) program (i.e. enforcement, program changes, follow-up surveys).

Unreliability of Metro – Another dominant theme from respondents was that the current unreliability of Metrorail. Respondents questioned a reduction of parking in this environment.

Working Group's Guiding Principles

At the initial meetings, the Working Group created six Guiding Principles to govern its discussion and evaluation of the current site-specific, off-street parking ratios for multi-family, residential buildings, alternative methodologies that may be appropriate for the special exception (Site Plan or Use Permit) review process in the Rosslyn – Ballston and Jefferson Davis corridors and the transportation strategies that interrelate with off-street parking requirements. These principles were used throughout the process to direct the group's consideration of possible policy proposals and community input to develop the policy recommendation and implementation presented later in this Report.

Principle #1: Recognize that the amount of parking provided in residential projects is a major cost factor affecting a project's feasibility, contributing to the cost of housing and the affordability of housing able to be delivered.

Principle #2: Be innovative and flexible with parking policy to allow developments to respond rationally to site-specific demand drivers, unique conditions, and future demand.

Principle #3: Provide predictability to reduce uncertainty for developers proposing projects and for the community reviewing them.

Principle #4: Recognize that increasing the supply of parking is a factor that contributes to higher demand for driving. Therefore, higher parking requirements will result in higher car use, traffic, and environmental impacts.

Principle #5: Recognize that reducing parking demand will reduce the impact on our roadway infrastructure. Parking policy must balance the benefits of reduced driving with the potential costs to support the shift to other modes of travel.

Principle #6: Address potential for spillover into residential neighborhoods.

Policy Context

The Working Group’s deliberations and discussions existed within the framework of the parking requirements of the current zoning ordinance. The residential parking requirements in the existing zoning ordinance were established in 1962 and have been unchanged since that time. The following table outlines the parking requirements by zoning districts for multi-family buildings.

Current Zoning Regulations for Multi-Family Development

Zoning District	Multi-Family Requirement
RA4.8, Apartment Dwelling District	1 off-street space per dwelling unit. Must be below grade or within the structure.
R-C, (Apartment Dwelling and Commercial District), C-O-1.0 (Commercial Office Building, Hotel and Apartment District), C-O-1.5 Commercial Office Building, Hotel and Apartment District)	1.125 spaces for the first 200 dwelling units, plus 1 per unit above 200. In R-C, the County Board may reduce to no less than 1 space per unit by site plan.
RA-H-3.2 (Hotel and Apartment District)	1 space per unit
MU-VS (Mixed Use Virginia Square District)	The equivalent of one off-street space per unit, plus 0.1 spaces per dwelling unit on the 1st floor must be provided as short-term, high turnover spaces for use by visitors to retail, residential and offices on the premises. Requirement can be modified by the County Board—subject to parking demand/transportation demand analyses and/or design studies reflecting difficult site conditions and/or acceptable alternative parking provision solutions.
C-R (Commercial Revitalization District), C-O (Commercial Office District), C-O-A (Commercial Office Building, Hotel and Apartment District), C-O-Rosslyn (Commercial Office Rosslyn District)	1 off-street space per dwelling unit; TDM required for C-O-Rosslyn
C-O-Crystal City (Commercial Office Crystal City)	1.125 spaces per unit for the first 200 dwelling units, plus 1 per unit above 200; TDM required
Clarendon Revitalization District	1 parking space per dwelling unit, which may be reduced or permitted to be located off-site for preserved structures by the County Board
Unified Commercial/Mixed Use Development	1.125 spaces per unit for the first 200 dwelling units, plus 1 per unit above 200

In addition to the zoning ordinance, the Working Group considered its policy recommendations within the context of existing Arlington County policy. The main County policies that guided the Working Group were the General Land Use Plan (GLUP), Master Transportation Plan (MTP) and the Affordable Housing Master Plan, which are both elements of the Comprehensive Plan.

Excerpts from the General Land Use Plan (GLUP) (rev. Dec. 2015)

- 1. Concentrate high-density residential, commercial and office development within designated Metro Station Areas in the Rosslyn-Ballston and Jefferson Davis Metrorail Transit Corridors.** This policy encourages the use of public transit and reduces the use of motor vehicles.
- 2. Promote mixed-use development in Metro Station Areas to provide a balance of residential, shopping and employment opportunities.** The intent of this policy is to achieve continuous use and activity in these areas.
- 3. Increase the supply of housing by encouraging construction of a variety of housing types and prices at a range of heights and densities in and near Metro Station Areas.** The Plan allows a significant number of townhouses, midrise and high-rise dwelling units within designated Metro Station Areas.
- 4. Preserve and enhance existing single-family and apartment neighborhoods.** Within Metro Station Areas, land use densities are concentrated near the Metro Station, tapering down to surrounding residential areas to limit the impacts of high-density development. Throughout the County, the Neighborhood Conservation Program and other community improvement programs help preserve and enhance older residential areas and help provide housing at a range of price levels and densities.
- 5. Preserve and enhance neighborhood retail areas.** The County encourages the preservation and revitalization of neighborhood retail areas that serve everyday shopping and service needs and are consistent with adopted County plans. The Commercial Revitalization Program concentrates public capital improvements and County services in these areas to stimulate private reinvestment.

The Parking and Curb Space Management Element of the Master Transportation Plan

The County Board adopted the Parking and Curb Space Management Element of the MTP in November 2009. There are five parking policies in the document that relate to parking requirements for multi-family residential buildings:

- **Policy 6.** Ensure that minimum parking needs are met and excessive parking is not built. Divert resources saved by reducing excessive off-street parking to other community benefits.

- **Policy 8.** Allow reduced parking space requirements for new development in close proximity to frequent transit service and exemplary access by non-motorized travel modes and car-sharing vehicles. Require enhanced TDM measures for developments with reduced quantities of parking. Allow site plan and use permit developments to cooperate with each other to meet off-street parking requirements.
- **Policy 9.** Maximize the sharing of parking spaces, including in private parking lots and garages, by various users throughout the day and night. Discourage assigned parking. Balance shared parking goals with the preservation of neighborhood character in church, lodge and school parking lots in residential areas.
- **Policy 10.** Encourage the separation (“unbundling”) of the price of parking from the price of owning, renting or leasing a housing or office unit. Discourage subsidized parking for residents or commuters.
- **Policy 11.** Reduce or eliminate parking requirements for specialized projects near transit nodes when they advance related County transportation goals, such as lowering the cost of transit-proximate housing dedicated to those who cannot afford a private vehicle, making available underground space for a new subway entrance, or adding retail amenities to a transit stop. Tailor TDM measures for such projects appropriately.

Implementation Actions

The implementation actions of the Parking and Curb Space Management Element also provide relevant policy guidance to the Working Group for its discussions.

- The implementation actions for Policy 6 include studying the existing parking ratio requirements and determining the parking demand in special-exception project based on the expected travel patterns and needs of users of the site and the site’s TDM measures. The implementation actions specify on-going research to assess the appropriate parking supply for the County’s various neighborhoods and land uses.
- For Policy 8, the implementation actions ensure that special-exception projects provide adequate parking for single-occupancy vehicles, carpools and vanpools, and that parking requirements are reduced only when adequate TDM measures are included.
- Implementation actions for Policy 9 include allowing off-site options to satisfy part or all of the parking requirements, and using the special-exception process to permit agreements for off-site and shared parking and to evaluate and mitigate impacts on adjacent areas.
- The relevant Policy 10 implementation actions encourage unbundled parking in residential facilities funded with County subsidies, in special-exception residential projects within ¼ mile of a Metro station or major transit facility, and in special-exception residential projects not within ¼ mile of a major transit facility when parking is not likely to spill over onto unmetered on-street parking.

- Policy 11 implementation actions include the development of guidelines for adjusting the parking requirements for affordable and senior housing and other unique projects when TDM and transit support are provided.

Many of the other policies in the Master Transportation Plan and its modal elements indirectly affect the parking requirements for multi-family residential buildings. These policies support the goal of moving more people without more traffic. They aim at improving mobility and access through modes other than single-occupancy vehicles. They can affect the residential parking requirements by reducing the number of vehicles owned and used by County residents and thus the number of parking spaces needed.

Excerpts from the Transit Element of the Master Transportation Plan

While the Transit Element does not address private-vehicle parking specifically, it does relate Arlington's transit service to vehicle ownership in the first paragraph of the Element Summary. Specifically, the language notes that "[t]ransit is also supporting a lifestyle where car ownership is not a requirement for daily life" (p. 3). The Transit Element also addresses car-sharing,¹ and notes that, "[t]axis and car-sharing also offer opportunities to reduce auto ownership and dependence. Surveys have found that access to car-sharing allows members to sell, or not purchase personal vehicles and leads to higher rates of travel by transit, carpool, walking, or bicycle" (p. 32).

Excerpts from the Transportation Demand and System Management Element of the Master Transportation Plan

Arlington's transportation demand management policies and programs are geared primarily toward reducing automobile use. However, it does link car-sharing to reduced vehicle ownership specifically one of the implementation items for Policy 5 which requests that the County "Continue to expand the car-sharing program as needed to encourage and serve reduced private-car ownership" (p. 6).

Affordable Housing Master Plan

The Affordable Housing Master Plan (AHMP), which the County Board adopted in September 2015, indirectly addresses parking. As far as parking is essentially an issue of land use regulations, the Master Plan addresses parking through policy 1.1.1 and policy 3.5.1. The matter of appropriate parking ratios was a topic of discussion in the three-year affordable housing study.

While no specific parking policy directives were included in the AHMP, there was a general understanding that reduced parking is a potential tool for greater efficiency in the use of County resources for affordable housing and was included in the accompanying Implementation Framework. For example:

¹ The Transit Element does not address ride-hailing services like Uber and Lyft, as these services were not available when the Element was published and adopted in 2009.

- Policy 1.1.1 Encourage the construction and preservation of affordable rental housing through land use/zoning policy, financial and technical assistance.
- Policy 3.5.1 Integrate affordable housing goals and policies into County sector plans, economic development strategies, the Master Transportation Plan and other County planning efforts.

In addition, affordable housing goals will be incorporated into other County plans. Policies adopted in economic development, transportation, land use and the Affordable Housing Master Plan should be consistent and reinforcing. (p. 33)

Regional Context/National Comparisons

In addition to existing zoning ordinance requirements and Arlington County policy, the Working Group considered its policy recommendations in the context of the regional context and in comparison to cities around the country. The Working Group considered the following policies, specifically:

Washington, DC:

- The City decreased the parking requirements for most residential zoning categories.²
- Washington, DC, allowed the Board of Zoning Appeals to reduce or eliminate the parking requirement in the Downtown Urban Renewal Area.³
- The City allowed for reduced parking near transit.

Alexandria, VA:

- The City launched a residential parking working group study in 2014 and the City Council adopted new policies based on the working group's recommendations in 2015.⁴ The new policies include:
 - Parking reductions with .5 mile of Metrorail;
 - Parking reductions for affordable housing at 60% AMI, with lower parking ratios at the 50% and 30% AMI.

San Francisco:

- The City's ordinance requires that parking in excess of the zoning requirements "be stored and accessed by mechanical stackers or lifts, valet, or other space-efficient means that allows more space above-ground for housing, maximizes space efficiency and discourages use of vehicles for commuting or daily errands."⁵

Denver:

- The Denver code includes parking minimums and provision for car sharing, see https://www.denvergov.org/content/dam/denvergov/Portals/646/documents/Zoning/DZC/Denver_Zoning_Code_Article10_Design_Standards.pdf and see Section 4.5.3 B (page 10.4-11).

² <http://www.dcregs.dc.gov/Notice/Download.aspx?VersionID=4454645>

³ <http://www.dcregs.dc.gov/Notice/Download.aspx?VersionID=560192>

⁴ https://www.alexandriava.gov/uploadedFiles/planning/info/Parking_Standards_Task_Force/2016-02-24%20Final%20Guiding%20Document.pdf

⁵ https://law.resource.org/pub/us/code/city/ca/SanFrancisco/Planning%20Code/article01_05.html

Additional Considerations During Working Group Deliberations

In addition to the County zoning ordinance, Board-adopted policy, and policy examples from other jurisdictions, the Working Group considered the following elements during its deliberations:

- 1) **Parking utilization data** – In developing the consensus policy recommendation, the RPWG analyzed data regarding:
 - a. The approved parking rates in buildings along the two Metro corridors;
 - b. The existing parking utilization rates for buildings along both Metro corridors; and
 - c. The existing car ownership in buildings within both Metro corridors.

RPWG members discussed over several meetings the costs and benefits of developing a recommendation tied to the utilization data. Ultimately, there was not consensus among RPWG members to develop policies that relied heavily on existing parking utilization data.

- 2) **On-Site Guest Parking** – The RPWG heard repeatedly from the public during its outreach that on-site guest parking was a key component. The Working Group acknowledges the importance of guest parking and notes that the current standard parking calculations are inclusive of guest parking. In addition, the current site plan conditions contain a condition regarding parking management for multi-family residential buildings.
- 3) **Transit Other Than Metro** – The Working Group had extensive conversations about how or whether to include walkability or bikeability in the policy recommendation. Also, RPWG members debated how to account for the additional transit options that exist within the two corridors beyond Metrorail, such as access to ART and Metrobus routes.
- 4) **Expandability Beyond the Metro Corridor** – The Working Group expressed a desire throughout its discussions to extend its policy recommendations beyond the two Metro corridors in the future. Specifically, the RPWG discussed the potential extension to redevelopment efforts along Lee Highway and Columbia Pike.

Consensus Methodologies/Policy Recommendations

The Residential Parking Working Group developed a consensus policy recommendation that is outlined in the following section. Based on the existing data and the information that RPWG considered, the Group recommends a policy comprised of the following components:

- Transit Overlay District with Distance to Metro Reductions
- Affordable Housing Reductions
- Bike Services and Car-sharing
- On-Site Shared Parking
- Off-Site Shared Parking
- Relief for Small Sites
- Additional Transportation Demand Management for Excess Parking

The flow-chart in Appendix C outlines how each policy mechanism described below would be used together to allow an applicant to reduce parking in a multi-family residential building.

Transit Overlay District + Distance to Metro Reductions

The first element of the policy is an initial reduction of required parking based on the property's location within the Metro corridor and its distance from Metrorail stations. The table below provides the ranges considered by the RPWG.

		Distance from Metro Station				
		< 1/8 Mile	< 1/4 Mile	< 1/2 Mile	< 3/4 Mile	< 1 Mile
Parking Ratios (1 unit/parking spaces)	Medium	.2 spaces	.3 spaces	.4 spaces	.5 spaces	.6 spaces
	High	.4 spaces	.5 spaces	.6 spaces	.7 spaces	.8 spaces

The Working Group was roughly split, with about half of the members advocating for the Medium Parking Ratios and half supporting the High Parking Ratios in the table above.

Affordable Housing Reductions

The Working Group received data to show that affordable projects have significantly lower parking demand than market rate projects. The data show that this holds true even for affordable housing projects outside the Rosslyn-Ballston and Jefferson Davis Corridors. Finally, the data show that there is significantly lower demand for parking at lower Area Median Income (AMI). The Working Group recommends parking reductions for affordable housing units based on their level AMI. The following ratios are proposed for Affordable Housing Units:

- 60% AMI: ~~.7 parking spaces/1 unit~~ 70% of the required parking based on the property's distance from Metrorail stations, as listed in the previous section

- 50% AMI: ~~.5 parking spaces/1 unit~~ 50% of the required parking... as listed in the previous section
- 40% AMI: 0 parking spaces required

The Working Group does not recommend different parking ratios for senior affordable housing.

Reductions for Provision of Bike Services and On-site Car-Sharing

The Working Group recommends that applicants be permitted to reduce parking spaces for the provision of bike parking and car-sharing services pursuant to the descriptions in the bullets below:

- A reduction of two vehicular parking spaces for every 10 bike parking spaces.
- A reduction of one (1), three (3), or four (4) parking spaces for the provision of an 11-, 15-, or 19-dock Capital Bikeshare station or successor bike station, respectively.
 - The provision of the Capital Bikeshare station would include both the capital and operations costs.
- The reduction of between three (3) and five (5) spaces for every car-sharing space with a service guarantee.
 - Service guarantees must be a minimum of three (3) years.
 - Applicants must provide documentation of such a car-sharing agreement.

On-site Shared Parking

The standard site plan conditions currently contain a provision for shared use of office parking, but the Working Group recommends an expansion of the on-site shared parking provision. The Group recommends that the applicant should calculate the minimum parking required for other land uses and then apply on-site shared parking calculations to subtract from the minimum parking required. The Working Group suggests that staff develop a look-up table to reflect the various potential uses that could share parking and the corresponding percentage of parking that could be shared. In addition, the Working Group recommends that applicants be allowed to present to County staff models of shared parking arrangements that might differ slightly from those presented in the look-up tables (i.e., Urban Land Institute or another industry-accepted source). The Working Group recommends that County staff consider developing parameters or guidelines for assessing applicant-developed models so that they are evaluated in a standardized and consistent manner.

Off-site Shared Parking

The Working Group recommends that applicants be permitted to provide up to 100% of the required parking off-site, provided:

- The shared parking is no greater than 800 feet from the subject site; and
- The applicant can demonstrate that the off-site shared parking has been secured for a minimum of 10 years.

At the expiration of the 10-year period, the applicant could either 1) renew the off-site shared parking agreement; 2) modify the off-site shared parking agreement; or 3) end the off-site shared parking agreement.

The Working Group suggests that the renewal of the off-site shared parking agreement could be handled administratively by the Zoning Administrator provided 1) the amount of off-site parking provided has not changed and; 2) the applicant can provide documentation of a new 10-year agreement for off-site shared parking. If at the end of the 10-year period, an applicant has identified a different off-site parking location to provide 100% of the required parking, the Working Group recommends that this be treated Administratively if it meets the provisions outlined in the bullets above.

The Working Group recommends that any modification to or cancelation of the off-site shared parking agreement should trigger a minor site plan amendment which would require proper public notice and participation. The Working Group believes that a minor site plan amendment process would provide the proper balance that would allow for an expedient process for property owners and public input regarding proposed parking changes.

See the suggested new condition language in Appendix B.

Relief for Small-Sites

The Working Group notes that the easiest-to-develop sites have likely already been redeveloped in Arlington County. Some sites have historic buildings, immovable utilities, Metro tunnels, and soil conditions that make meeting the parking requirements of the zoning ordinance difficult.

Small sites may face challenges to provide the parking called for by the zoning ordinance in an efficient manner. The Working Group considered establishing a dimension at which point an inefficient garage created a hardship for the developer, but the RPWG noted that there were several challenges with this approach. Therefore, the Working Group does not recommend the establishment of firm dimensional requirements, but instead recommends that the relief provided for small sites be established by a County Board finding of “physical constraints.” Relief would be granted after other options have been explored, including off-site share parking.

County Staff would recommend that the County Board approve a reduction in parking for a small site if the site met one or more the following conditions:

- Historic structures that are to be retained and incorporated into the new development;
- Underground utilities that cannot be moved;
- Tunnels or access easements; or
- Geological conditions including soils

The Working Group recommends that up to 10% of the parking may be reduced based on a finding of “physical constraints” by the Board.

Additional Transportation Demand Management for Excess Parking

The Working Group noted that condominium buildings often request more parking than the existing zoning ordinance minimum (1.125 parking spaces per unit) and Working Group members wanted to ensure that condominium buildings would still be viable in the County. The RPWG also acknowledged in its Principle #4 that the supply of parking is related to the demand for driving. Therefore, the Working Group recommends that only for parking provided above 1.65 spaces per unit the applicant be required to provide additional transportation demand management (TDM) (e.g. a mitigation fee. RPWG members did not reach consensus on an exact amount) or be required to put those spaces in tandem or as stackers. Staff has provided information to the working group that there has not been a parking above this amount within the last ten years. Additionally, the 1.65 spaces per unit is 1.5 times the current zoning minimum, and therefore, should provide ample flexibility for future condominium projects while still providing an upper bound to mitigate against excessive parking.

Unified Commercial/Mixed Use Development

The Working Group's charge specified that the Group consider recommendations for parking at Site Plan and Unified Commercial/Mixed Use Development (UCMUD) use permit projects in Arlington's Rosslyn-Ballston and Jefferson Davis Metro corridors. The Working Group's deliberations did not result in specific recommendations for UCMUDs, but nothing in the Working Group's recommendations should be interpreted as not applying to sites pursuing use permits under this zoning provision.

Elements Not Incorporated into the Policy Recommendation

The Working Group discussed some elements that were not included in the final policy recommendation. Those elements are outlined briefly below.

Bikeability/Walkability: Initially, Working Group members were desirous of investigating whether it would be useful to capture differences in the ease of biking and walking throughout the corridors in the proposed policy recommendation. County staff researched these items and proposed several ways that bikeability and walkability could be incorporated into the policy proposal. After considering staff's proposals, the Working Group determined that there was not enough difference in the bike and walk scores within the two corridors to draw appropriate distinctions between properties. Therefore, these elements were not included in the Working Group's policy recommendation.

Recommendations for Supportive Housing: Throughout the discussion about the appropriate parking ratios for affordable housing units, the Working Group expressed interest in treating supportive housing differently from other affordable units. Staff informed the Working Group that supportive housing is not designated until after the conclusion of the site plan review process, therefore, the Working Group does not recommend including a separate ratio for supportive housing units at this time.

Implementation Recommendations

The Working Group discussed how distance to Metro would be measured as a practical matter during implementation for that policy recommendation. The RPWG developed a consensus that this distance should be straight line distance. Measuring from a site's nearest building entrance to the nearest Metro portal seemed to be the most supported methodology, but the RPWG did not reach a consensus on that point. Therefore, the Working Group recommends that staff develop a policy for measuring distance from a proposed building to a Metro station.

Policy Recommendations Beyond the Charge

Study the Residential Permit Parking Program (RPP)

Throughout the public outreach phase, the Working Group heard repeatedly from members of the public that they faced challenges with parking in their neighborhoods, specifically those directly abutting the Metro corridors. We are aware that the County staff will be studying the RPP and considering any policy changes that could be made to improve the program. The Working Group fully supports this effort. The RPWG believes that improving the RPP is extremely critical to both the success of the proposed policy changes for multi-family residential buildings outlined in this report and to the network of parking in the County more broadly.

In addition, the original RPP program was intended to keep people from "commuting" via our residential area on-street parking; by driving to Arlington, parking near the Metro, and commuting the rest of the way via Metro. Many of the parking districts are restricted only during working hours. The Working Group recommends that if the RPP intent extends to the goal of protecting parking overnight or in evenings, that we ensure that the process that residents must go through to change their RPP policies is not arduous and produces the desired result.

Study On-Street, Non-Permit Parking

The County relies, in part, on parking meters to control spillover effects that will be made worse if we build less parking. The parking meters are intended to encourage turnover and make sure parking spaces are available for visitors, customers, and guests along the Metro corridors. Although most of the people parking at the meters might be customers, the spaces fill up that much quicker because of the people store their cars on the street when they get home. In effect, the parking capacity is reduced because of this spillover effect.

Therefore, the Working Group recommends that Arlington County evaluate on-street parking meter hours of operation to make sure that the meters are operating when needed to ensure parking availability for visitors, customers, and guests.

Consider Zoning Amendments Where Parking Is Not Modifiable

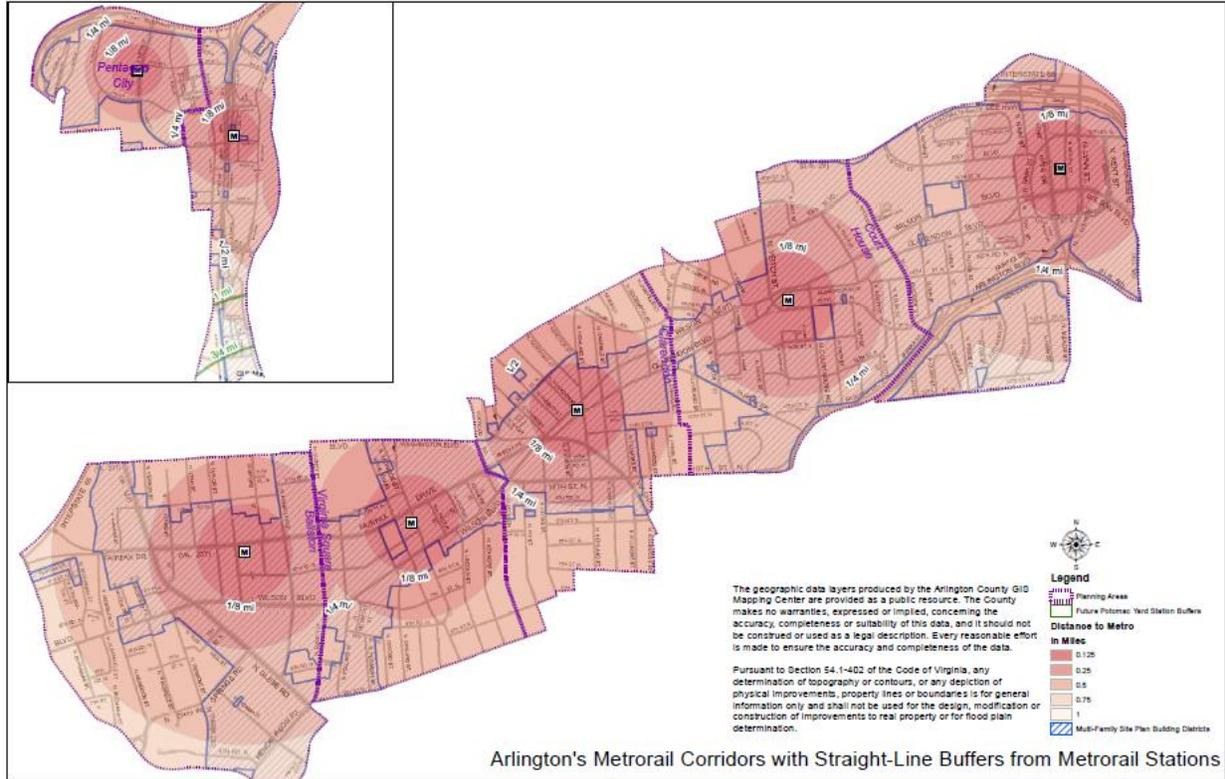
Currently, parking is not a modifiable use in every zoning category (e.g. R-C.) During the Working Group's discussions, the County Board approved one residential site plan where the applicant parked the residential portion of the project at one parking space per unit across the street from a Metro station. The applicant noted that it provided the one-to-one parking because the zoning ordinance did not permit the County Board to modify the amount parking in the R-C zoning district. The applicant also mentioned that it would not have provided as much residential parking if it could have asked for a reduction from the Board based on the project's distance to transit.

The Working Group recommends that the County Manager direct Staff to consider amendments to the zoning ordinance to make the amount of parking a modifiable use by the County Board in any zone where it is not a modifiable use currently.

Appendices

Appendix A

Arlington Metro Corridors with Straight-Line Buffers from Metro Stations



Appendix B

Off-Site Shared Parking Site Plan Condition

32. Parking (Footing to Grade Permit)

A. Site Plan Requirements

1) Site Plan Parking Requirements

- a. The Developer agrees that, unless specifically identified in this condition, parking shall be provided consistent with Section 14.3 of the Zoning Ordinance. The Developer agrees to submit to, and obtain review and approval from the Zoning Administrator, of drawings showing all parking spaces and drive aisles comply with the requirements of 14.3 of the Zoning Ordinance prior to the issuance of the Footing to Grade Permit.
- b. Unless otherwise modified by this approval in accordance with subsections 1.B, 2 and 5 below, the Developer agrees that the required minimum number of parking spaces for the project, “Required Spaces”, equals the sum of the project/building’s uses times the parking ratio for each use type. The approved parking ratios, by use type, are presented below.

<u>Use Type</u>	<u>Approved Parking Ratio</u>
Residential –	___ spaces per unit (to include residents, residential visitors, accessible spaces & residential building employees)
Office – include visitors, building employees, and accessible spaces)	1 space per ___ square feet of GFA (to office employees, office management
Commercial/Retail –	1 space per ___ square feet of GFA, after approved exclusion for proximity to Metro Station (to include retail customers, retail employees and accessible spaces)
Hotel –	__ spaces per guest room (to include hotel employees, guests, visitors and accessible spaces)
Other –	_____

- c. The Developer agrees that the number of compact spaces counted toward the total number of “Required Spaces”, exclusive of those spaces required for retail, shall not exceed 15% of the total number of “Required Spaces.” “Required Spaces” for retail and guest or visitor parking shall not be compact. Spaces provided in excess of the “Required Spaces” total may be either standard or compact spaces.

- d. The Developer may use spaces not designated as retail or visitor for carshare, which shall count toward the required parking ratio for the applicable use.
- e. The Developer agrees that the “Required Spaces” shall not be converted to storage or other non-parking use without approval of a Site Plan Amendment. Parking spaces constructed in excess of the “Required Spaces” may be converted from automobile parking to parking for other modes of transportation (i.e. motorcycles, scooters, bicycles, etc.) at the discretion of the Developer. *This language needs to be modified to reflect conversion of spaces to bike and carshare etc.*

B. Operation and Management-Relocated Requirements

1) Residential Parking

- a. The Developer agrees that for projects that include rental residential units, the rental agreement shall not require rental of a parking space and the cost of parking shall be shown in such agreement parking shall be shown in such agreement separately from the cost of renting the residential unit.
- b. For both rental and condominium buildings, the Developer agrees that unless otherwise approved, the use of the residential parking spaces shall be limited to parking use by the residents of the building and their guests.
- c. The Developer agrees to inform all potential tenants and/or purchasers of the County’s Residential Permit Parking policy.

2) On-site Shared Parking

- a. The Developer agrees to designate and make available a minimum of ___ short-term (two hours maximum) parking spaces on the ___ level of the parking garage for use by customers of the retail establishments or visitors to office establishments during the hours of operation of the retail or office establishments. The designated short-term parking spaces shall be shown on, and approved as part of, the Preliminary Garage Plan. Short-term parking spaces shall not be reserved for specific businesses.
- b. The Developer agrees that in office buildings no more than 20% of the total parking supply shall be reserved for individual persons.
- c. In addition, for projects with office space, the Developer agrees to make at a minimum ___ (describe number and location of spaces) in the garage available to the public for parking after standard office hours (weekday evenings after 6:00 p.m., weekends, and all legal holidays) until 21:00 midnight or until thirty minutes after the close of business of retail operations, whichever is later.
- d. The Developer also agrees to make ___ office spaces available to the general public for overnight parking.

3) External Signs

* * *

4) Garage and Parking Management Plans (Footing to Grade Permit) a. Garage Plan (Footing to Grade Permit)

The Developer agrees to submit to, and obtain approval from, the County Manager of a Garage Plan prior to the issuance of the Footing to Grade Permit. The Garage Plan shall show where parking for the different user groups, including, when applicable, residents, visitors, employees, retail patrons, and the general public, including overnight public parking, will be located. The Garage Plan shall incorporate all elements for such plan listed in the *Department of Environmental Services Parking Plan Review Minimum Acceptance Criteria* dated July 2, 2013 or subsequent version.

b. **Parking Management Plan (First Partial Certificate of Occupancy for Tenant Occupancy)** The Developer agrees to submit to, and obtain approval from the County Manager of a Parking Management Plan prior to the issuance of the First Partial Certificate of Occupancy for Tenant Occupancy. The Parking Management Plan shall follow the *General Guidelines for the Preparation and Submission of Parking Management Plans* dated February 27, 2013 or subsequent version, and shall incorporate all elements for such plan listed in the *Department of Environmental Services Parking Plan Review Minimum Acceptance Criteria* dated July 2, 2013 or subsequent version. The Zoning Administrator may approve a parking count of 98% or more of the required number of spaces, if causes beyond the control of the Developer makes compliance impractical. The Parking Management Plan shall also include the Bicycle Parking Facility Plan described in Condition #24.

c. **Implementation.** The Developer agrees to implement the approved Parking Management Plan for the life of the Site Plan. The Developer agrees to obtain the prior review and approval of any amendments to the approved Parking Management Plan by the County Manager.

5) Off-Site Shared Parking

- a. To promote the effective use of parking and discourage the construction of excess parking in the Metro Corridors, up 100 percent of the required parking for multi-family residential buildings in the Metro Corridors may be provided off-site, subject to approval of a legally binding agreement to use off-site parking spaces.
- b. Off-site parking spaces shall be provided at a location within the Metro Corridors.
- c. Off-site parking spaces must be provided within 800 feet of the multi-family building or project, measured from the building entrance to the pedestrian entrance to the parking.
- d. The Developer agrees to provide a notarized, legally binding agreement for the use of off-site parking spaces to the zoning administrator for review and approval prior to occupancy by the use for which the off-site parking is provided. Approval of such agreement shall be subject to the following conditions:

1. Contact information for each signatory to the agreement shall be included in the agreement;
 2. The agreement shall be for a period of no less than 10 years;
 3. Verification through monitoring surveys that the off-site parking spaces are not being used by the occupants of the location proposed to provide the parking;
 4. A certified plan showing the general location of the parking spaces
- e. The Developer agrees to immediately notify the zoning administrator before any amendment to the agreement or if the agreement is terminated.
 - f. The Developer agrees to monitor use of the off-site parking throughout the term of the agreement and to provide documentation of such use to the zoning administrator upon request.
 - f. Prior to the end of the 10-year term of the agreement, the Developer agrees to notify the zoning administrator of their intent to renew the agreement, seek an alternative location, or to request elimination of some or all of the requirement.
 - g. If the Developer elects to request that some or all of the parking be eliminated from the site plan, the Developer agrees to file a Minor Site Plan Amendment request. This request should be filed no later than three months before the agreement expires to allow for timely consideration of the request.
 - h. The Developer agrees to prepare an annual parking performance monitoring study, for the off-site parking spaces begins. The study may include:
 - i. average garage occupancy for various day of the week and times of day,
 - ii. daily vehicle-trips to and from the site,
 - iii. parking availability by time of day,
 - iv. average duration of stay for short term parkers on various days of the week and times of day,
 - v. a seven-day count of site-generated vehicle traffic,
 - vi. a voluntary mode-split survey,

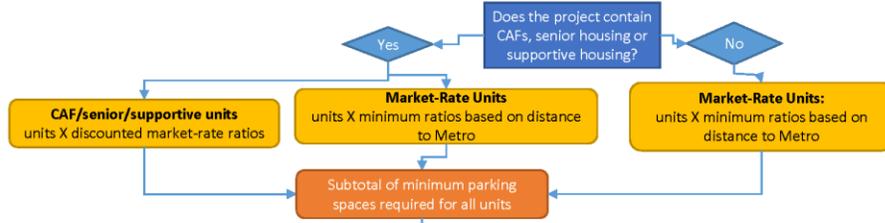
The building owner and/or operator shall notify, assist, and encourage users of the off-site parking to participate in mode-split surveys which may be of an on-line or email variety. The County may conduct the study or ask the owner to conduct the study. As part of the study, a report shall be produced as specified by the County. The Developer shall submit an annual report, which may be of an on-line, or email variety, to the County Manager, comprehensively describing the use of the off-site spaces.

Appendix C

Draft Residential Off-Street Parking Minimum Flow Chart

03/03/2017

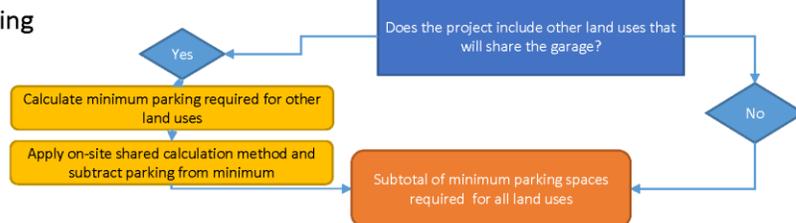
Transit
Access &
Affordable/
Specialized
Housing



Car Share & Bike Services



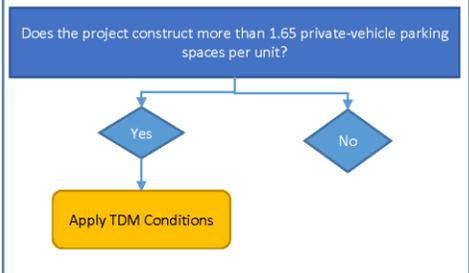
On-Site Shared Parking



Off-Site Shared Parking



TDM Conditions for "Excessive" Parking



Small/Difficult Sites

