



MEMORANDUM

To: Amber Miller, Ann Arbor DDA
From: Tom Brown
Date: February 18, 2016
Subject: Shared Parking Zoning Strategy Development

Following is a summary of zoning strategies recommended to complement changes under consideration for Section 5:1 of Chapter 55 of Title V of the Code of the City of Ann Arbor.

CURRENT STANDARDS

Parking Requirements

No off-street motor vehicle parking is required in the Special Parking District for structures which do not exceed the normal maximum permitted usable floor area or for structures zoned PUD with usable floor area which does not exceed 300% of the lot area. Structures which exceed the normal maximum usable floor area by providing floor area premiums, or PUD-zoned structures that exceed 300% of lot area, shall provide parking spaces for the usable floor area in excess of the normal maximum permitted. This parking shall be provided at a rate of 1 off-street parking space for each 1,000 square feet of usable floor area.

Each parking space reserved, signed and enforced for a car-sharing service may count as 4 required motor vehicle parking spaces.

TDM Requirements (bike parking)

One bicycle space is required for each 2,500 square feet of usable floor area of new residential uses developed in the Special Parking District. These spaces must be provided in compliance with code requirements for Class A spaces. One bicycle space is required for each 10,000 square feet of non-residential uses developed in the Special Parking District. These spaces must be provided in compliance with code requirements Class C spaces.

PROPOSED STANDARDS

The zoning standards proposed below focus on the following strategic components that, taken together, incentivize the provision of shared, public parking within private Downtown development.

- Eliminating minimum requirements
- Identifying parking maximums for reserved, private parking spaces
- Establishing an Excess Parking Fee for reserved, private spaces provided above a project's maximum

- Allowing developers to exceed maximums, and avoid the Excess Parking fee, by providing an appropriate number and share of spaces as shared, public parking

Objectives

Key Objectives for the standards proposed below.

- Encourage more residential parking to be “unbundled” from housing purchases/leases, to both reduce housing costs and avoid incentivizing car ownership.
- Use shared-parking efficiencies to reduce Downtown’s cumulative parking supply needs.
- Allow the City’s public parking system to expand more incrementally, more-closely in sync with growth.
- Create opportunities for growth to provide shared resources.
- Allow residential growth to generate parking that facilitates the growth and success of complementary land uses.

Overview

The automobile parking standards begin with requirements for non-residential uses, followed by TDM requirements. Where parking is referred to as “shared,” the intention is that this parking would be offered, on a “right of first refusal” to the DDA for management as part of the City’s public parking system. Where parking is referred to as “reserved” parking, this refers to all other forms of parking, including “accessory” parking, which is reserved for on-site tenants/businesses and their visitors, and is the typical form of parking required for new land use development.

Parking Standards

Non-Residential Uses

- For all non-residential uses, no more than 1 off-street parking space may be provided as reserved parking for each 1,000 square feet of usable floor area.
- Up to 200% of this amount may be provided, if:
 - the first 25 spaces provided, and at least half of all spaces provided, are offered to the DDA to be managed as part of the public parking system; or
 - the first 25 spaces provided, and at least half of all spaces provided, are managed independently as public parking, according to guidelines identified below; or
 - the developer pays an Excess Parking fee, based on the number of spaces provided in excess of the maximum. All proceeds from such fees will be used to fund mobility improvements and TDM initiatives to offset the impact of the proposed parking.

Residential Uses

- For all residential uses, no more than 1 off-street parking space may be provided as reserved parking for each residential unit.
- Up to 200% of this amount may be provided, if:
 - the first 25 spaces provided, and at least half of all spaces provided, are offered to the DDA to be managed as part of the public parking system; or

- the first 25 spaces provided, and at least half of all spaces provided, are managed independently as public parking, according to guidelines identified below; or
- The developer pays an Excess Parking fee, based on the number of spaces provided in excess of the maximum. All proceeds from such fees will be used to fund mobility improvements and TDM initiatives to offset the impact of the proposed parking.

Independently Managed Public Parking

To be recognized as public parking, and credited as such in the development approval, independently managed spaces must meet the following criteria.

- Be designated as public parking, by appropriate signage and markings
- Offer at least 12 total hours, and 8 contiguous hours, of public parking in any 24-hour period
- Be managed according to a management plan, approved by the City and the DDA.
 - At a minimum, such a plan will identify the hours and rates for all public spaces, as well as a general facility plan identifying the location of these spaces, points of access to them, and all equipment to be installed to manage and maintain public access to the facility.

TDM Requirements

Structures which exceed the normal maximum usable floor area by providing floor area premiums, or PUD-zoned structures that exceed 300% of lot area, shall include at least two of the following TDM amenities.

- go!pass participation: Provide funding for all tenant-employees for at least one year.¹
- Unbundled parking: All on-site parking is provided as an optional amenity, at a cost that is distinct from costs associated with renting, leasing, or purchasing dwelling units or commercial space within the development.
- Bike-share:
 - Provide space on-site for a bike-share station, to be located between the building exterior and an adjacent public street, and provide funding to cover all installation costs.
 - Provide funding to cover installation and three years of operating costs for a new, off-site bike-share station.
- Car-share parking: Provide a contractual agreement with a recognized car-share service provider, committing to occupy at least 3 on-site parking spaces for at least one year.
- Public Bike-house: Provide funding to cover installation and three years of operating costs for a new, getDowntown-managed Bike House that is available to the public.
- Shower and dressing areas: Two private dressing areas, each with a shower and lockers for clothing and other personal effects located within. The City shall review and approve the design of shower and clothes locker facilities with respect to safety, security, and convenience.

¹ Note that this should be amended if a residential go!pass program is developed.

SUPPORTIVE RESIDENTIAL PERMIT PARKING STRATEGIES

Background

Zoning changes that result in less parking at new development projects, or higher costs for using parking at new development projects, invariably create understandable concerns about parking demand increasing along nearby streets. This is an especially acute concern in residential areas, where parking is typically free of charge to all drivers, and unrestricted by time limits. The City of Ann Arbor has established resident-permit parking (RPP) regulations along many residential streets to address such concerns, and ensure that residents have consistent access to curbside parking near their homes.

Current RPP Regulation

The City's current RPP regulations restrict parking by non-permitted vehicles to 2 hours. In most current locations, these restrictions are scheduled so that, at any time, these restrictions are only in effect on one side of the street. This allows for greater use of these parking resources, while still protecting at least of all available parking on RPP blocks from long-term non-resident parking. It also facilitates the parking needs of those visiting or providing services to residents. The current system also facilitates daytime occupancy by Downtown employees and visitors, making efficient use of the excess capacity created by reduced resident parking demand at these times. As long as residents are able to find parking in their neighborhood, this efficient use of existing infrastructure is beneficial.

The proposed changes to premium-development parking requirements, as outlined above, or as eventually implemented, may, however, raise concerns that spillover demand will increase near new development to the point that it overwhelms the current RPP regulations. It is recommended that the most effective response to these concerns is to change the RPP regulations, or create new, optional regulations for areas of concern, so that spillover can be directly managed at the curb.

It is recommended that the City formally recognize that minimum parking requirements are not a viable strategy for mitigating spillover parking impacts from new development.

Rather, it is recommended that the City adopt a flexible set of RPP regulations from which neighborhoods seeking RPP regulation can choose the "right fit" solution to address their specific parking conditions, concerns, and preferences. Options for these regulations are outlined below.

Proposed RPP Options

Demand-Responsive Restrictions

Strategic options to consider for developing a suite of RPP approaches that could complement the current approach, and ensure that residents maintain consistent access to parking on their streets, include the following.

- Applying restrictions to both sides of the street
- Disallowing parking of any duration by non-permit holders
- Scheduling enforcement to coincide with spillover demand patterns, which may include nights, weekends, or continual enforcement

Since each of these options restricts access to a public resource, maintained at the expense of all City of Ann Arbor taxpayers, their application should be justified, based on demonstrated

measures of reduced residential access to neighborhood parking. The City should, therefore respond to petitions from residents by completing appropriate field surveys of curbside occupancy/availability conditions, and base any changes on relevant findings. The current RPP regulations, for example, likely will remain the best option for many areas. In areas, where spillover demand is shown to be, or likely to become, a constraint on residential parking access, alternate approaches can be approved.

Reducing Permit Demand

In some contexts, resident parking demand can constrain neighborhood parking capacities, exclusive of any spillover impacts. Residents in such contexts are typically particularly resistant to any nearby development that does not provide ample, free parking to its tenants. New residential development can be of particular concern, as new residents may choose to use resident permits as a means of avoiding on-site parking costs or constraints. There are several options for managing/reducing permit demand in such areas, not limited to the following.

- Limiting the number of permits that each household can purchase
- Escalating the permit rate for households purchasing multiple permits, as is done in Arlington County, Virginia
- Capping the number of permits based on the number of spaces available in the neighborhood, and not issuing second permits to any household until each household is offered an initial permit, as is done in Toronto, Ontario

Visitor Parking

Any of the above options that make RPP regulations more restrictive will limit curbside options for household guests and service providers. The current regulations accommodate these needs very well, eliminating the need for a formal visitor-parking component of the City's RPP practice. There are several viable strategies, however, for accommodating visitor parking in any area that adopts new, more-restrictive regulation. A fairly straight-forward option is described below.

- Provide each household with a hang tag with a "scratch off" calendar to be used by visitor vehicles.
- Allow six dates to be scratched off of each hang tag, with the tag then useable for parking on that date and until Noon on the following date.
- For needs beyond this provision, allow residents to acquire additional permits, as necessary, for an escalating fee.

CASE STUDY: ARLINGTON COUNTY'S COLUMBIA PIKE CODE

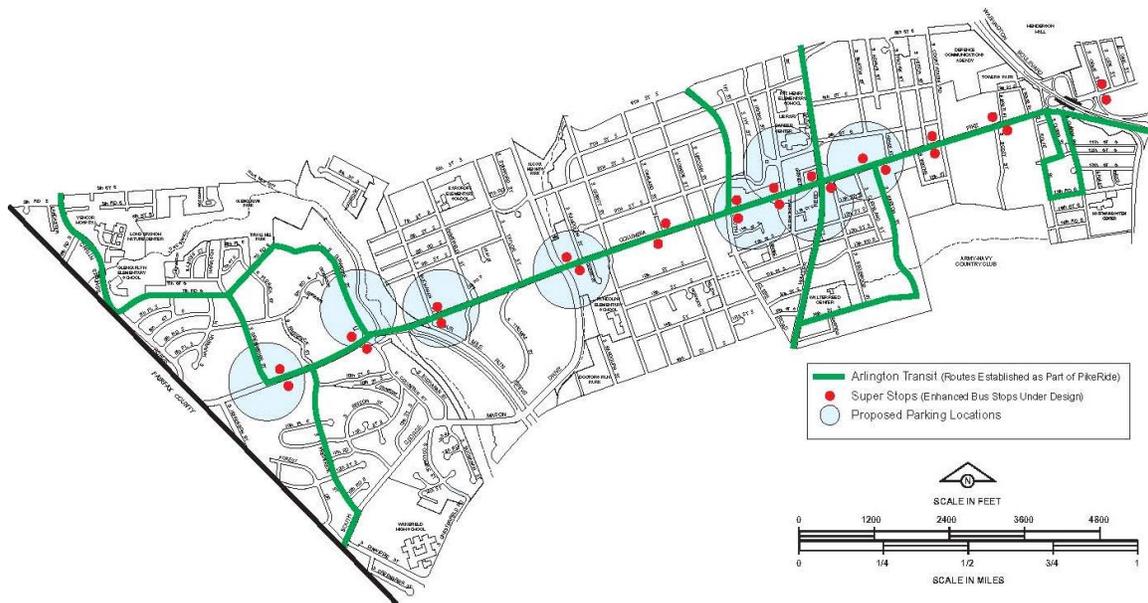
The private sector provides most of the public, off-street parking in Arlington County. County planning staff is reluctant to develop stand-alone public parking facilities, in part, as a response to decades of minimum parking requirements that have created a consistent surplus of parking in most of its transit and mixed-use, commercial corridors. In most cases, market opportunities have led the owners of over-parked developments to find ways to open up their parking to the public — either during off-peak hours, or even during peak-use hours when there has been capacity.

County Planning staff has responded by encouraging, and when possible rewarding or even requiring, such practices as a means of generating well-distributed public parking across its key commercial corridors without having to invest in new facilities. Taking this a step further, the

Columbia Pike District form-based zoning code outlines minimum requirements for shared-parking for all private development, as well as a maximum standard for parking that is reserved only for on-site uses.

The County chose to emphasize “flexible” maximums in the Columbia Pike code, in part, to avoid anticipated public resistance to eliminating minimum parking requirements altogether. The flexibility of the maximum standards, applicable only to parking that was managed as reserved parking for the development, allowed the County to set these maximums at about the same level as its minimums, much lower than a typical, “hard cap” maximum could be set. This both discouraged excessive supplies and expanded shared parking within a critical, mixed-use, multimodal redevelopment corridor.

Figure 1 - The Columbia Pike Initiative



arlingtonva.us/Departments/CPHD/forums/columbia/initiative/cpi_transportation.pdf

Code Details

The full set of standards included in the Columbia Pike code, which was adopted in 2003, is summarized below.

- Sites under 20,000 square feet in land area have no minimum parking requirements.
- Sites over 20,000 square feet in land area have the following requirements:
 - A minimum of 1 and 1/8 parking spaces per residential unit, of which a minimum of 1/8 parking space per residential unit shall be provided as shared parking.
 - A minimum of one space per 1,000 square feet of non-residential Gross Floor Area (GFA) shall be provided as shared parking.

- New on-street parking spaces created in conjunction with the development, which did not previously exist, may be counted toward the minimum requirement for shared parking.
- A maximum of one space per 1,000 square feet of non-residential GFA or two spaces per residential unit may be made available for reserved parking.
- Reserved parking above the maximum may be provided upon payment to the County.

Below are profiles of two projects that incorporated significant, public parking facilities directly in response to the flexible-maximum limit on reserved parking.

The Halstead 2008

The Halstead project combines 269 residential units with more than 40,000 square feet of retail and includes 449 underground parking spaces. As part of applicable general and shared-parking requirements, no more than 321 parking spaces were allowed to be built and maintained as reserved parking. Any parking built above this level must be provided and managed as shared parking.

The shared parking spaces are available for use by the general public at all times on all days. These spaces are located on the uppermost level(s) of the sub-surface parking garage. Furthermore, the developer agreed to grant a public access easement over the portion of the garage where these spaces are located in order to ensure ease of use and access by the public.

Penrose Square 2009

The Penrose Square plan combines a new 299-unit rental apartment building with approximately 36,000 square feet of ground floor retail, a 61,500 square foot grocery store, and a public plaza along Columbia Pike. The completed development will be served by 713 parking spaces, including 320 public shared, parking spaces.

Each project's Certificate of Occupancy required a County-approved parking management plan for all parking credited as shared/public parking. These plans include a general facility plan identifying the location of these spaces, points of access to them, and all equipment to be installed to manage and maintain public access to the facility. They must also include bike parking capacities and locations consistent with the parking requirements of the Columbia Pike code.

Outcomes

The Columbia Pike code is generally considered a success. Redevelopment has been significant, despite the national recession that has generally depressed real estate development across the country. The vision for street-level retail has flourished, while parking supplies remain modest and efficient compared to that likely to have been provided without the shared-parking emphasized in the code.

There has been no substantial complaint that the code is too restrictive, either, and spillover concern has not been a factor in the public's response to redevelopment along this corridor. Brokers help to advertize the availability of public parking, as well as non-driving mobility options in the area when leasing new development space, while the area benefits from being part of a county and region well known for emphasizing walkable, transit-oriented, and multimodal built environments.

PARKING & TDM STUDY | SHARED PARKING ZONING STRATEGY DEVELOPMENT
Ann Arbor Downtown Development Authority

From a strategic perspective, this emphasis on shared parking also allowed the County to avoid risk of a prolonged challenge to approving the code had it focused rather on eliminating minimums.