

DALLAS DEVELOPMENT CODE AMENDMENT**FILE NO. DCA 190-002**

Parking: Options for Parking Management Tools**Planners: Andreea Udrea, PhD, AICP
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Consideration of amending off-street parking and loading requirements including, but not limited to, hotel, restaurant, multifamily, alcoholic beverage establishment, and public and private school uses in the Dallas Development Code.

BACKGROUND:

On September 5, 2019, City Plan Commission (CPC) authorized a public hearing to consider amending Chapters 51 and 51A of the Dallas Development Code, with consideration to be given to amending off-street parking and loading requirements including, but not limited to, hotel, restaurant, multifamily, and alcoholic beverage establishment uses, and transit-oriented development.

The intent of this code amendment is to review the current parking regulations and based on research, best practices, and other cities approach to parking requirements, determine the need to amend the City Code and make a recommendation and proposal.

Staff will provide reports on the following general research direction to build on information, culminating with recommendations and a proposal:

- Current Parking Regulations _ provided at the June 18, 2020 ZOAC meeting
- City of Dallas Planned Development Districts _ provided at the July 9, 2020 ZOAC meeting
- Index Cities and Other Cities Research _ provided at the August 6, 2020 ZOAC meeting
- Local and National Parking Studies _ provided at the September 3, 2020 ZOAC meeting
- Board of Adjustment parking reductions _ provided at the September 3, 2020 ZOAC meeting
- Citywide Plans – Vision/Goals _ provided at the September 3, 2020 ZOAC meeting
- Public and Interdepartmental Outreach – Input _ provided at the October 15, 2020 ZOAC meeting
- Case studies _ provided at the November 5, 2020 ZOAC meeting
- Discussion with City Departments _ provided at the November 19 and December 3, 2020 meetings
- Parking Regulations Proposal Framework Options _ provided at the January 21, 2021 ZOAC meeting
- Parking Ratios Table Options_ provided at the February 4, 2021 ZOAC meeting
- Parking Ratios Table and Regulations Options – part 2_ provided at the February 18, 2021 ZOAC meeting_ cancelled due to inclement weather
- Parking Ratios Table and Regulations Options – part 2_ provided at the February 25, 2021 ZOAC re-scheduled meeting
- Options for Parking Management Tools _ provided at the March 11, 2021 ZOAC meeting
- Testing the general framework options_ provided at the April 1, 2021 ZOAC meeting
- **Options for Parking Management Mechanisms _ provided at the April 15, 2021 ZOAC meeting**

PROJECT WEBPAGE:<http://bit.ly/CityOfDallasParking>

RESEARCH AND STAFF ANALYSIS

Scope and methodology:

At the December 3, 2020 meeting, ZOAC gave direction to staff to begin to work on recommendations to eliminate parking minimums with exceptions as to where it would not be appropriate to eliminate minimums, as well as implementing other tools as suggested by experts, in particular parking management and design standards, to support no parking minimums on a site.

Following this direction and based on research adjusted to city of Dallas particularities, staff is proposing the following options for a general framework for parking regulations.

General framework:

- Maintain quantitative parking requirements for all uses in single family residential districts and within non-residential districts in buffer areas immediately adjacent to single family residential districts.
- Eliminate quantitative parking requirements for areas outside single family residential district adjacency.
- Include exemptions from quantitative parking requirements for certain situations regardless of use and location.
- Encourage and incentivize special parking and proximity to transit.
- Simplify the quantitative parking requirements regardless of use and location.
- Introduce qualitative requirements for parking whenever parking is provided, regardless of use and location.
- Introduce new mechanisms to support the proposed framework.

Simply put:

- *A schematic framework option would be:*
 - *Quantitative requirements (parking ratios) for uses located within an R, D, TH district and within a distance around a R, D, TH district*
 - *Exemptions from any requirements for certain situations*
- *Qualitative requirements for all sites if parking is provided regardless of use or location.*
- *Management tools*

At the January 21, 2021 meeting, staff presented the general framework options for a parking proposal. The framework is proposed to be sustained by five pillars:

1. **Areas with specified parking ratios + Exemptions**
2. **Parking ratios table + Regulations**
3. **Parking management mechanisms**
4. **Proximity to transit**
5. **Parking design standards**

Purpose statement to be considered for the parking section:

The standards are designed to encourage and accommodate a multi modal transportation system. The intent is to reasonably accommodate the parking needs of development, balanced by the needs of pedestrians, bicyclists, and transit users, and by the preservation of community character. The standards

intend to incorporate the full range of parking, transportation, and demand management strategies to improve not only access, but to also enhance and promote walkable urban environments.

Existing parking management tools in Chapter 51A

Chapter 51A includes options that are intended to be used as isolated and private parking management tools, and not for reduction of parking requirements specifically. They are tools, meant to be easily adaptable to the needs of each parcel and encourage case-by-case adjustment. They are not required to be part of an intended and coherent plan to serve a larger area, or to actively manage transportation and mobility

The following are excerpts from Chapter 51A, Article IV – Zoning Regulations

Division 51A-4.320 Special Parking Regulations

https://codelibrary.amlegal.com/codes/dallas/latest/dallas_tx/0-0-0-35202

Definitions:

- (2) PACKED PARKING means off-street parking that is governed by special dimensional standards for parking spaces, allowing maximal parking on the lot when an attendant is used.
- (4) REMOTE PARKING means off-street parking provided on a lot not occupied by the main use.
- (5) SHARED PARKING means the use of the same off-street parking stall to satisfy the off-street parking requirements for two or more uses.
- (6) SHUTTLE means a vehicle used to transport patrons between the drop-off point at the main use and the remote parking lot serving the use.

Purpose:

This division provides alternatives to the standard parking and loading regulations in Division 51A-4.300. Packed parking provides alternative dimensional requirements for parking spaces to allow maximal parking on a lot when an attendant is used to park vehicles. Remote parking allows an exception to the requirement that all off-street parking be provided on the lot occupied by the main use. Shared parking allows an exception to the requirement that no off-street parking space for one use be included in the calculation of the parking required for any other use.

Procedures for approval:

- By the building official based on an application.
- The application includes the fee, a site plan, and for remote parking – a map illustrating walking distance, a statement to justify an extensions walking distance if applicable, and for shared parking – a study of parking demand and accumulation during all the days and hours of operation.

Review process:

- Packed parking is allowed based on a special parking license, issued by the building official.
- Criteria for extension of walking distance for remote parking:
 - o Remote parking must be located within a walking distance of 300 feet from the use served by the remote parking unless an extension of walking distance is approved by the building official.
 - o Extension of walking distance.
 - (A) The building official may extend the walking distance for remote parking to no more than 600 feet unless the extension would:

- (i) significantly discourage patrons of the use from using the remote parking;
- (ii) unreasonably endanger the safety of persons or property; or
- (iii) not otherwise be in the public interest.

(B) A license is required to authorize an extension of walking distance beyond 600 feet.

- o Signs are required at main use and parking lot.
- For shared parking: Uses sharing parking must have either mutually exclusive or compatibly overlapping normal hours of operation. A Mixed-Use Parking Chart (MUD Chart) was approved by the building official.

Decision of the director:

- Can be: approval, no conditions; approval, subject to conditions noted; or denial. Decision may be appealed to the board of adjustment. The board shall consider the same standards as the building official.

Parking Agreement:

- All special parking must be approved based on an executed agreement, filed, and made part of the deed records of the county or counties in which properties are located.
- Must be signed by all property owners and must be approved by the building official and the city attorney.

Special Parking License:

- Is required for packed parking or extension of walking distance,
- Includes standards for packed parking,
- Includes standards for walking distance extension if a shuttle or an attendant provided by the applicant for extensions beyond 600 feet, extension to a max of one-half mile from the main use.

Compliance procedures:

- Provisions about revocation, suspension, expiration, renewal of license and appeal procedure,
- Provisions about revocation of certificate of occupancy.

Division 51A-4.340. Mechanized Parking

https://codelibrary.amlegal.com/codes/dallas/latest/dallas_tx/0-0-0-35415

Purpose:

This division provides alternatives to the standard parking and loading regulations in Division [51A-4.300](#) to allow parking within a structure when an approved mechanical system is used to park and retrieve vehicles.

Procedures for approval:

- By the building official based on an application.
- Application process: fee, building plans, and operational plan.

Mechanized parking license:

- Is issued by the building official.

General standards:

- Include requirements for: underground or enclosed above-ground structure; passenger loading and unloading area; required stacking; no use of public right-of-way; access lane; required signs; façade.

Article XIII – Form Districts

For information purposes, although not subject to this code amendment, the **Parking Management Overlay** option in Article XIII – Form Districts of Chapter 51(A), is a framework that resembles the intent of a transportation management mechanism. However, it is worth noting that **this option is available for areas with form district zoning only.**

The following is an excerpt from Article XIII.

SEC. 51A-13.410. PARKING MANAGEMENT OVERLAY (-PM)

https://codelibrary.amlegal.com/codes/dallas/latest/dallas_tx/0-0-0-65841

(a) General Provisions.

- (1) A Parking Management (-PM) overlay may only be established within a WMU or WR district, or within a WMU or WR district and a contiguous MU district, or within a WMU or WR district and a contiguous planned development district for MU district uses.
- (2) The establishment or amendment of a -PM overlay is a change in zoning district classification and must follow the procedures set out in Section 51A-4.701.

(b) Establishing a -PM overlay

- (1) The applicant must submit a site plan that includes:
 - (A) a map and the legal description of the property within the proposed district;
 - (B) the location of existing and proposed parking spaces within the proposed district, including any on-street parking spaces;
 - (C) all uses the proposed district will serve;
 - (D) any parking reduction or parking special exception granted within the boundaries of the -PM overlay;
 - (E) the method of ingress and egress to each parking area;
 - (F) screening, lighting, and landscaping of each parking area;
 - (G) the entity responsible for managing the required parking within the proposed overlay, limited to the board of a public improvement district (PID), tax increment financing reinvestment zone (TIF), or parking authority, the city, or other governmental entity established under Texas law; and
 - (H) any other information the director determines is necessary for a complete review of the proposed overlay.
- (2) In establishing a -PM overlay, the city council may impose conditions to ensure adequate parking and efficient management of parking within the overlay.

(c) Meeting Parking Standards

For purposes of meeting parking standards, the entire area within the -PM overlay shall be considered one lot. In order to measure compliance for a site plan or certificate of occupancy, the applicant must provide a table demonstrating compliance with the requirements of this division.

Other isolated examples

Similar type of management tools are included in some planned development districts, in an effort to adjust regulations to the planned development district's specific needs. Tools like: cash-in-lieu, proximity to transit, paid parking, one-lot for purpose of parking, or even mechanisms like transportation management plans are included in some planned development districts. However, it is worth noting that they are limited, and most

often isolated tools used for parking reductions, rather than for coherent management of all transportation needs within the area. Examples of such PD are: PD No. 269 Deep Ellum, PD No. 305 Cityplace, PD No. 324 Preston Center, PD No. 357 Farmers Market, PD No. 582 Victory Planned Development District, PD No. 621 Old Trinity and Design District Special Purpose District,

Possible frameworks for management mechanisms that can be recommended with this parking code amendment:

1. Transportation Management Districts / Overlay

A framework suitable for larger areas, that are mixed use destinations, attract a large volume of visitors, are also employment hubs and can also support long-distance mobility. It is intended to address, include, and coordinate all modes of transportation, with heavier reliance on multimodal encouragement, parking being a level of coordination as well.

This framework has the potential to implement citywide goals. It may need to rely on the coordination with the City and may require larger impact investment, can collect and contribute to larger public benefits: public parking garages, contributions to transit, all types of rideshare programs, piloting new technologies, etc.

General procedure:

- Qualifying criteria that is easily achievable and community friendly; may be initiated by the community.
- Establish a well-defined geographical area.
- The establishment or amendment of a Transportation Management District (TMD) may be considered an overlay and follow the procedures set out in the code, subject to City Council approval.
- Approval based on a Site Plan to identify the area and general accessibility plan for all parcels.
- Approval based on an ***Integrated Transportation Plan***.
- The creation of an entity responsible for managing the district, that can be the board of a public improvement district (PID), tax increment financing reinvestment zone (TIF), or parking authority, and that will be a partnership with the city, or other governmental entity established under Texas law.

General guidelines to developing an Integrated Parking/Transportation Plan

Below are recommendations for integrated parking planning. This should be adjusted to reflect the needs of a particular situation.

1. **Define Scope:** Define the geographic scope of analysis, such as the site, street, district/neighborhood, and regional scale. It is desirable to plan for a walkable area, such as a business district or neighborhood since this is the functional scale of parking activities.
2. **Define Problems:** Carefully define parking problems, by user type and types of trips (deliveries, commuting, shoppers, tourists, etc.).

3. **Strategic Planning Context:** Parking planning should be coordinated with a community's overall strategic vision. This helps ensure that individual decisions reflect broader community objectives.
4. **Establish Evaluation Framework:** Develop a comprehensive evaluation framework. This provides the basic structure for analyzing options, ensuring that critical impacts are not overlooked, and different situations are evaluated consistently. A framework identifies:
 - Perspective and scope, the geographic range and timescale of impacts to consider.
 - Goals (desired outcomes to be achieved) and objectives (ways to achieve goals).
 - Evaluation criteria, including costs, benefits and equity impacts to be considered.
 - Evaluation method, how impacts are to be evaluated, such as benefit/cost analysis.
 - Performance indicators, practical ways to measure progress toward objectives.
 - Base Case definition, that is, what would happen without the policy or program.
 - How results are presented, so results of different evaluations can be compared.
5. **Survey Conditions:** Survey parking supply (the number of parking spaces available in an area) and demand (the number of parking spaces occupied during peak periods) in the study area.
6. **Identify and Evaluate Options:** Develop a list of potential solutions using ideas from this report and stakeholder ideas. Evaluate each option with respect to evaluation criteria.
7. **Develop an Implementation Plan:** Once the components of a parking management plan are selected, the next step is to develop an implementation plan. This may include various phases and contingency-based options, based on performance indicators such as excessive parking congestion or spillover problems. This will include periodic reassessment and adjustment to ensure continuous quality service.

2. Parking Benefit Districts

A simpler and quicker framework that is suited for neighborhoods adjacent to neighborhood-serving smaller commercial areas. The scope is to mainly manage the metering of on-street parking (either with pay stations on the periphery of the neighborhood or with the traditional parking meters) and reinvest the monies into public improvements to support the micro-mobility of such areas (sidewalk and public landscaping maintenance, metering and fee collection, signaling, pavement/curb maintenance, etc).

Tools included in this framework can support and coordinate efficient use of all parking and curb space, allowing the district to act like a small-scale parking authority. The focus is to mitigate spillover, create a coherent and convenient adjacency of neighborhoods with the commercial nodes and curb management in the scope of monetization of curb space and reinvestment in the district.

General procedure

- Qualifying criteria that is easily achievable and community friendly; may be initiated by the neighborhood.
- Establish a well-defined geographical area.
- Based on a study of the area to assess the efficiency, safety, and regulation of the traffic on the public streets.

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- Approval based on a scaled-down version of an *Integrated Parking Plan* that focuses on curb side management and pricing.
 - The creation of an entity responsible for managing the district, that can be a neighborhood association or board, or a parking authority, and that is a partnership with the city, or other governmental entity established under Texas law.

A Recommended Approach to Neighborhood Management: Parking Benefit Districts

Pricing is the most efficacious means of managing on-street parking when occupancy routinely exceeds practical capacity. A *Parking Benefit District* (PBD) program could be made available to neighborhoods facing parking challenges, regardless of whether the neighborhood is currently covered by an RPO (Resident Permit Only). The PBD program may incorporate a combination from the following components:

- *Allow neighborhoods to opt-in.* Neighborhoods could elect (through an adopted administrative process) to create a PBD. If the neighborhood is currently covered by an RPO, the PBD would replace the RPO (or applicable portion thereof).
- *Employ right-size pricing and associated elements.* Variable pricing is necessary to effectively manage on-street parking in high-demand neighborhoods. New technology can be deployed to allow for variable pricing, user information, and enhanced enforcement. The hours during which parking is priced would be evaluated and modified as necessary. Conventional strategies, such as provision of loading zones, would be reevaluated and adjusted appropriately.
- *Expand metering to areas with peak parking demands in excess of 85%.* All blocks with practical capacity issues warrant price-based management. Expansion of metering into areas traditionally designated as “residential” could potentially be paired with an exemption for preferential permit holders (priced at higher than current rates, as discussed above) at all or peak times of day.
- *Provide parking privileges to preferential permit holders at an appropriate price point or for free.* Residents of the neighborhood would be permitted to purchase monthly permits for on-street parking on residential streets in the neighborhood. The price of the permits should be evaluated at a high enough level to appropriately value on-street space and reduce demand for on-street parking (by encouraging off-street parking, encourage other means of transportation, etc.).
- *Invest a portion of net new revenues within the neighborhood and involve the community in prioritizing expenditures.* This is the central element of PBDs. By pairing the PBD concept with price-based regulation there is an opportunity for neighborhoods to reap the benefits of pricing - through improved parking reductions and a reduction in traffic volumes, as well as through funding available to invest in local improvement needs.
- *Recognize the limits of fully addressing peak demand in residential areas.* In many neighborhoods, demand for overnight on-street parking is especially high. Overnight parking demand is likely to be managed to some extent by higher preferential permit fees, but even a price-based PBD program must recognize the limits of using price during very late hours when enforcement is more of a challenge. It is important to note that on-street occupancies in excess of 85 percent may be more tolerable during the late-night periods, when traffic volumes are light, and businesses and other activities are less dependent on prioritizing short-term parking and ensuring sufficient availability. (Litman)

These strategies represent a significant change for any neighborhood. As such, neighborhoods should be involved in choosing the amount and type of price-based regulation and supporting strategies that are desired in a given area. Because more aggressive strategies will provide more revenue, higher levels of benefit should be returned to those neighborhoods that are most willing to proactively manage on-street

parking through price-based regulation and restructured residential permit parking. (Litman <https://www.vtpi.org/tm/tm72.htm>)

Appendix 1: ON-LINE FREE RESOURCES – SELECTED LIST

General info

Texas A&M Transportation Institute

<https://mobility.tamu.edu/mip/strategies-pdfs/travel-options/technical-summary/Transportation-Management-Associations-4-Pg.pdf>

Victoria Transport Policy Institute - Online TDM Encyclopedia

<https://www.vtpi.org/tdm/>

Transportation Management District examples and information

Austin, Tx

<http://www.austintexas.gov/edims/document.cfm?id=224965>

<https://movabilitytx.org/>

Houston, Tx - Museum District

<https://www.museumparkna.org/Resources/Documents/Parking%20-%20Museum%20District%20Presentation%20-%202007-25-2014.PDF>

Transportation Management Associations:

<https://www.nctcog.org/trans/manage/tdm/transportation-management-associations>

Parking Benefit District examples and information

Houston, Tx – Washington Avenue

<https://www.houstontx.gov/parking/washingtonavenue.html>

https://www.houstontx.gov/parking/washingtonavenue/pbd_ordinance_20140611.pdf

https://library.municode.com/tx/houston/codes/code_of_ordinances/322897?nodeId=COOR_CH26_PA_ARTXIPABED

Austin, Tx

<http://www.austintexas.gov/edims/document.cfm?id=242154>

<http://austintexas.gov/sites/default/files/files/Transportation/pbd-ordinance.pdf>

<https://whyy.org/articles/ideas-worth-stealing-parking-benefit-districts/>

<https://www.metro.net/projects/tod-toolkit/parking-benefit-districts/>

San Marcos, Tx

<https://www.sanmarcostx.gov/3009/Parking-Benefit-Districts>