



City of Dallas

Off-Street Parking & Loading Code Amendment

**Zoning Ordinance Advisory
Committee (ZOAC)
August 15, 2023**

Michael Wade, Senior Planner
Planning & Urban Design
City of Dallas

Presentation Overview



Today: Reintroduction and ZOAC Feedback



Presentation Overview



1. Study Background
2. Parking and City Plans
3. Reduction vs. User-Oriented
4. FAQ
5. ZOAC Q&A



Background

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Study Background



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Intended as Graph Coffee, Elmwood
([D Magazine](#))



Intended boutique hotel and
restaurant, Bishop Arts
([Dallas Morning News](#))




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Request from Councilmember Chad West – 8/28/19

Memorandum



CITY OF DALLAS

DATE August 28, 2019


TO Commissioner Enrique MacGregor

SUBJECT Request for CPC Agenda Item - Review of City of Dallas Parking Code

I request that you please seek a three-signature memo for the City Plan Commission to place an item on their agenda to consider authorizing a public hearing to consider reviewing the Parking Code in sections 51A and 51P of the Dallas Development Code and compare Dallas' code provisions to those of 6-10 other metropolitan cities with the following focus areas:

1. Hotel parking requirements
2. Restaurant parking requirements
3. Multi-family parking requirements
4. Parking requirements/overlays near TOD locations
5. Consideration of where it might be appropriate to completely eliminate parking requirements


If you have any questions or concerns, please contact my office at 214-671-8917.



Chad West
Councilmember
District 1

Initiated by the City Plan Commission – 10/3/2019

Memorandum



CITY OF DALLAS

DATE September 5, 2019


TO Kris Sweckard, Director
Department of Sustainable Development and Construction

SUBJECT Request for Agenda Item for Consideration of Code Amendment

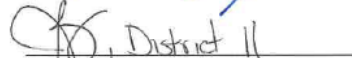
We respectfully request that the following item be placed on the City Plan Commission agenda and advertised as required by Section 51A-7.701(a)(1) of the City of Dallas Development Code.

Consideration of authorizing 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.


Thank you for your attention to this matter.



Enrique MacGregor, Commissioner District 1



Commissioner



Margie B. McGehee D-13



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SEC.	USE	PARKING REQ.	Off-street loading
4.201	AGRICULTURAL USES		
1	Animal Production	2 spaces	None
2	Commercial Stable	1 per 2 stalls	None
3	Crop production	none	None
4	Private stable	none	None
4.202	COMMERCIAL AND BUSINESS SERVICE USES		
1	Building repair and maintenance shop	1/300sqf	0/10000 sqf - none; 10,000 - 50,000 sqf - 1 space; 50,000 - 100,000 sqf - 2; Each additional 100,000 or fraction thereof - 1 add
2	Bus or rail transit vehicle maintenance or storage facility	1/500sqf	0/10000 sqf; 10,000 - 50,000 sqf - 1 space; 50,000 - 100,000 sqf - 2; each add 100,000 - 1 add
3	Catering service	1/200sqf	0-50000 sqf- 1 space per ; 50,000 - 100,000 sqf - 1 add; each 100,000 or fraction thereof - 1 add there after





SEC. 51P-24.109.

GENERAL REGULATIONS.

The regulations for minimum front yards, side yards, rear yards, lot width, lot depth, lot area, off-street parking, maximum lot coverage, building height, building location and spacing, and signs must comply with the requirements of Chapter 51 as set forth for the specified zoning districts and in accordance with the following additional requirements here listed for the five designated tracts:

(1) Tract A. The regulations of the 2F-2 district apply; except that:

(A) a minimum side yard of five feet is permitted adjacent to a side street where indicated on the development plan;

(B) a minimum lot width of 25 feet is required;

a minimum of two off-street parking spaces is required for each dwelling unit;

(C)

(D) the maximum building height is two stories for all structures; and

(E) dwelling units may vary in size and shape so long as they do not violate the indicated setback requirements.



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- Exceptions for tree preservation, bicycle parking, appeals to BDA, etc.
- Delta credits – historic exemption

1. 51A-4.311. PARKING SPECIAL EXCEPTIONS

- Board of Adjustment (BDA) can grant reduction up to 25% of parking reduction for all uses if they have been able to prove that the special exception would not create a traffic hazard or increase traffic congestion on adjacent or nearby streets along with meeting the other criteria
- For the commercial amusement (inside, except for dance hall) use and the industrial (inside) use, the maximum reduction authorized by this section is 75 % or one space, whichever is greater, minus the number of parking spaces currently not provided due to delta credits.

2. 51A-4.312. TREE PRESERVATION PARKING REDUCTION.

- The number of off-street parking spaces required may be reduced by one space for each protected tree (as defined in Article X) retained that would otherwise have to be removed.

3. 51A-4.313. ADMINISTRATIVE PARKING REDUCTION:

- The director may grant a reduction in the number of off-street parking spaces for the following specific uses up to the % shown if the reduction would not create a traffic hazard or increase traffic congestion on adjacent or nearby streets.
- Factors the director must consider when determining the parking reduction:
 - The extent to which the parking spaces provided will be assigned, compact, remote, shared, or packed parking.
 - Parking demand and trip generation characteristics for the occupancy for which the reduction is requested.
 - Number of employees
 - Number of company vehicles parked on the site
 - Whether or not the subject property or the surrounding properties are part of a modified delta overlay district.
 - Current and probable future capacities of adjacent and nearby streets based on the city's thoroughfare plan.
 - Availability of alternative transportation modes and availability, access, and distance to public transit and the likelihood of their use.
 - Feasibility of parking mitigation measures and the likelihood of their effectiveness.
 - Impact on adjacent residential uses.



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25 ZOAC meetings from March 2020 – August 2021

3/5/2020 Introduction	11/5/2020 Case Studies	2/25/2021 Ratios & Regulations	5/19/2021 Public Meeting	8/26/2021 Transportation Demand Management
6/18/2020 Current regulations	11/19/2020 Review Public Input	3/11/2021 Parking Management	5/20/2021 Public Meeting	Fall of 2021 Testing of Redbird Mall*
7/9/2020 PD regulations	12/3/2020 Review Public Input	4/1/2021 Scenario Testing	6/3/2021 Discussion of Public Forum	
8/6/2020 Peer City Review	1/21/2021 Parking Framework	4/15/2021 Management Mechanisms	6/17/2021 Design Standards	
9/3/2020 Studies, BDA, City Plans	2/4/2021 Parking Ratios	4/22/2021 Q&A with Dr. Eric Johnson	7/15/2021 Design Standards	
10/15/2020 Public Input	2/18/2021 Ratios & Regulations	5/6/2021 Additional Scenario Testing	8/12/2021 Design Standards	

*Testing of Redbird Mall was not brought back to ZOAC.





2021 Framework

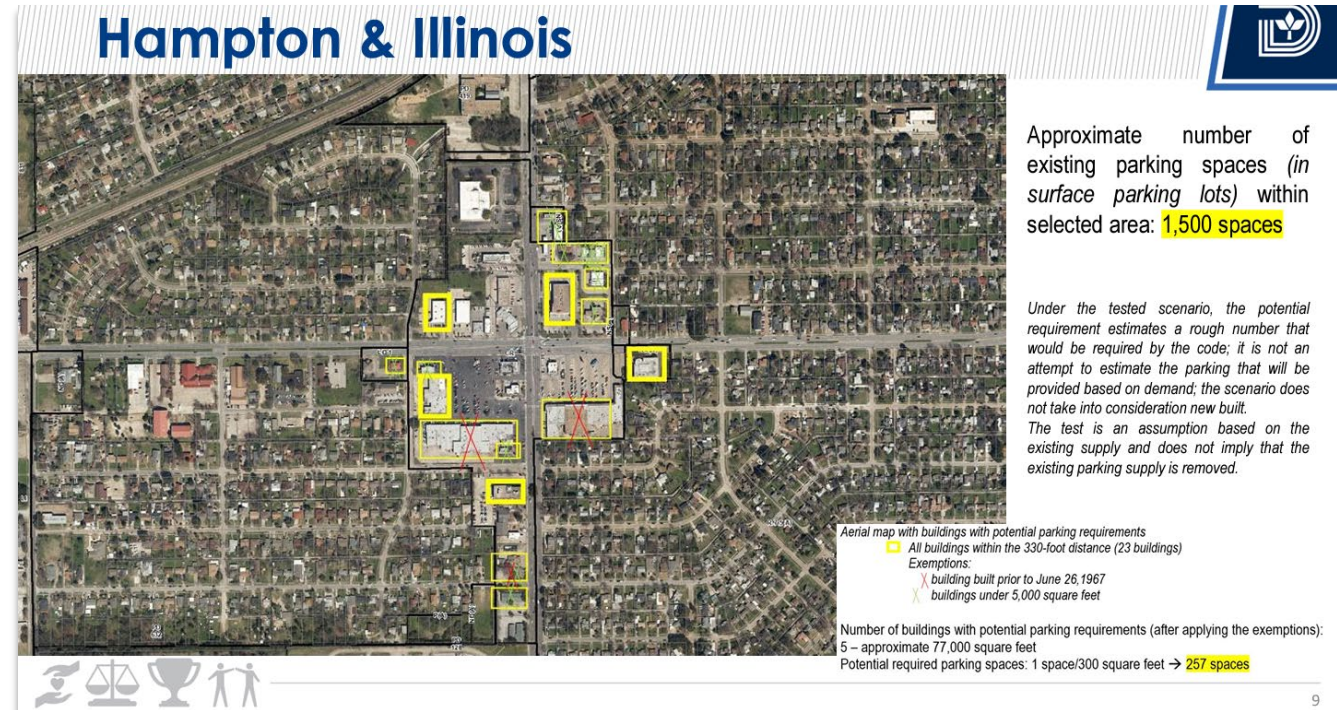
- Reduced parking minimums for low-density residential plus a buffer; no minimums elsewhere; exceptions included;
- Transportation Demand Management;
- Design Standards;





2021 Framework – revised parking minimums

- Revised parking mandates only for **R, D, and TH districts** plus a **buffer** around them (~330 feet);
- Exemptions:
 - Age (built prior to June 26, 1967)
 - Historic or cultural landmarks
 - Size of non-residential (< 5,000 square feet)





2021 Framework – TDM

- Intended to reduce single-occupant vehicle trips;
- Required for larger development projects (by dwelling units or square footage);
- Select a number of prepared strategies to reach a point target.
 - Ex. Additional pedestrian improvements, transit subsidy, etc.

TDM – menu of options



5. PARKING

- **Zero vehicle parking:** No parking provided off-street, for developments located within 0.25 miles for bus routes and within 0.5 miles for DART rail station

6. LOADING AND DELIVERY SERVICES

- **Delivery services**
 - provide staffed reception desk, delivery lockers, or other amenities
 - accommodate delivery services that reduce VMT from single stop motorized deliveries
 - provide off-street drop-off / pick-up space
- **Loading management**
 - provide hours of operation for loading operations
 - provide shared / flexible areas for short/quick loading

7. PEDESTRIAN

- **Pedestrian realm improvements:** provide additional pedestrian improvements
 - implemented in the public right-of-way that support pedestrian activity and exceed minimum requirements per the Dallas Street Design Manual, as amended, as approved by the Director. In addition to any additional improvements determined by the Director, the development shall provide a minimum of two (2) of the following three (3) enhancements



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2021 Framework – Design Standards

- Intended to improve the pedestrian experience and mitigate the environmental impact of parking lots.

“In all multi-modal trips, the user at some point is a pedestrian...”
- Dallas Sidewalk Master Plan

Urban Form

Urban Form					
This section focuses on the urban design concepts that connect individual parking structures and help knit them together into the fabric of the community. These concepts include the basic arrangement of pedestrian access from parking facilities to streets and lots, open space and plazas, natural areas, and other buildings.					
forwardDALLAS! COMPREHENSIVE PLAN	COMPLETE STREETS DESIGN MANUAL	Pedestrian Zone Widths		Figure: 4.46 Pedestrian Zone Widths of the Dallas Street Design Manual, City of Dallas	
City-Wide Plan Implementation/Recommendations	City-Wide Plan Goals/Objectives/Elements (Excerpts)	Proposed Standard(s)	Examples of Urban Form Standards	Purpose	Applies when parking is provided
<ul style="list-style-type: none"> ✓ Compact, pedestrian-friendly setting with surface parking behind buildings away from street with “teaser parking.” ✓ Parking garages discouraged along walkable, pedestrian streets unless ground-floor, retail, office, or civic uses included. ✓ Screen parking lots from the street. “Landscaped Frontages” can be used to screen large parking lots from the street by adding landscaping, walls. 	<ul style="list-style-type: none"> ✓ Mixed-Use streets for pedestrians, bicyclists, transit users with more desirable environment for people. 	<p>Urban Form Standards and Environmental Standards to be based on Complete Streets typology (Mixed-Use Streets, Commercial Streets, Residential (Collector) Streets, Local (Minor) Streets, Alleys)</p> <p>To be required:</p> <ul style="list-style-type: none"> -Amenities (street furniture) -Wider sidewalks -Surface parking behind buildings -Parking structures (street activation, architectural) -Surface parking setbacks/location -Parking and loading and service areas screening (includes dumpsters, utility cabinets). 	 <p>Wider Sidewalks/Amenities</p>  <p>No Surface Parking in Front/Structure Parking</p>  <p>Screening of Service Areas</p>	<ul style="list-style-type: none"> ✓ Align design standards for parking amendment (Code) regulations to city-wide plans to achieve vision, goals and provide transparency, predictability, and consistency. ✓ Pedestrian-friendly environment and pedestrian safety with vibrant, urban street activation to provide for the mix of uses and transit riders. 	<p>City-wide (Mixed-Use Streets)</p>



Photos: Public Images; Whole Foods, Dallas – Humphreys Partners Architects; Screening of Service Areas – City of Irving



Background

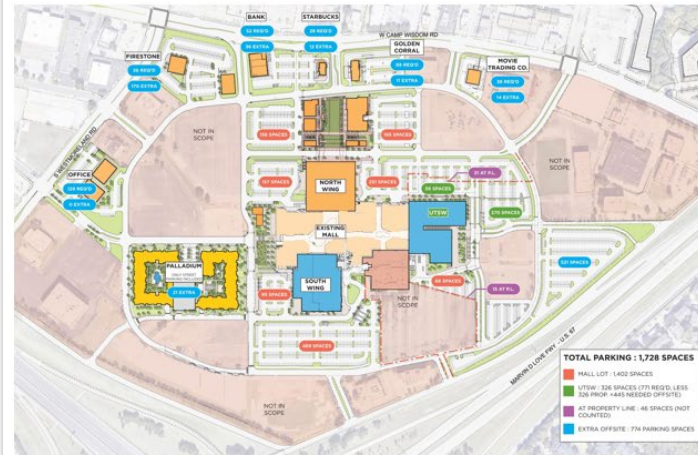
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Redbird Mall Framework Testing

- 237 fewer parking spaces;
- Design and TDM strategies implemented:
 - Bioretention facilities;
 - native plants;
 - EV charging stations;
 - transit stop improvements and info;
 - delivery and loading management;
 - bike storage and new bike path;
 - etc.

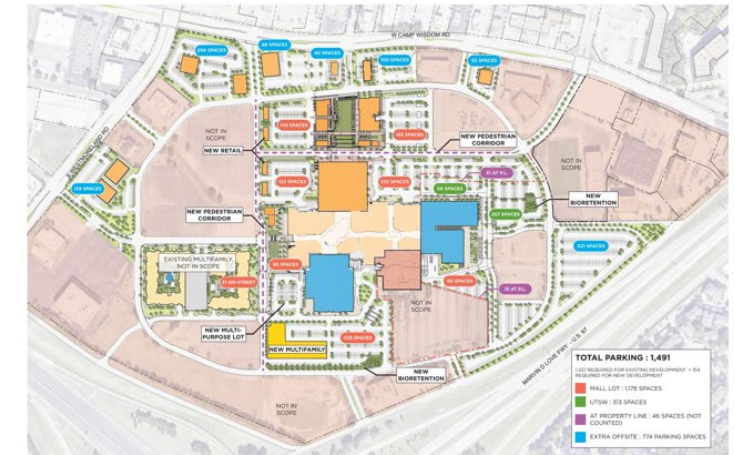
CHAPTER 51A MALL DESIGN



GREEN FACTOR SCORE: .35

APPROVED PARKING (ULI MIXED USE CALC.): 1728 SPACES
CH. 51A REQUIRED PARKING: 1904 SPACES
BASELINE GROSS SF: 632,866 SF

PROPOSED PARKING CODE REGULATIONS



GREEN FACTOR SCORE: .5

PROPOSED PARKING: 1491 SPACES
PROPOSED GROSS SF: 770,865 SF
PROPOSED ADDITIONAL GREEN SPACE: 88,875 SF
TDM POINTS: 111



Parking and City Plans

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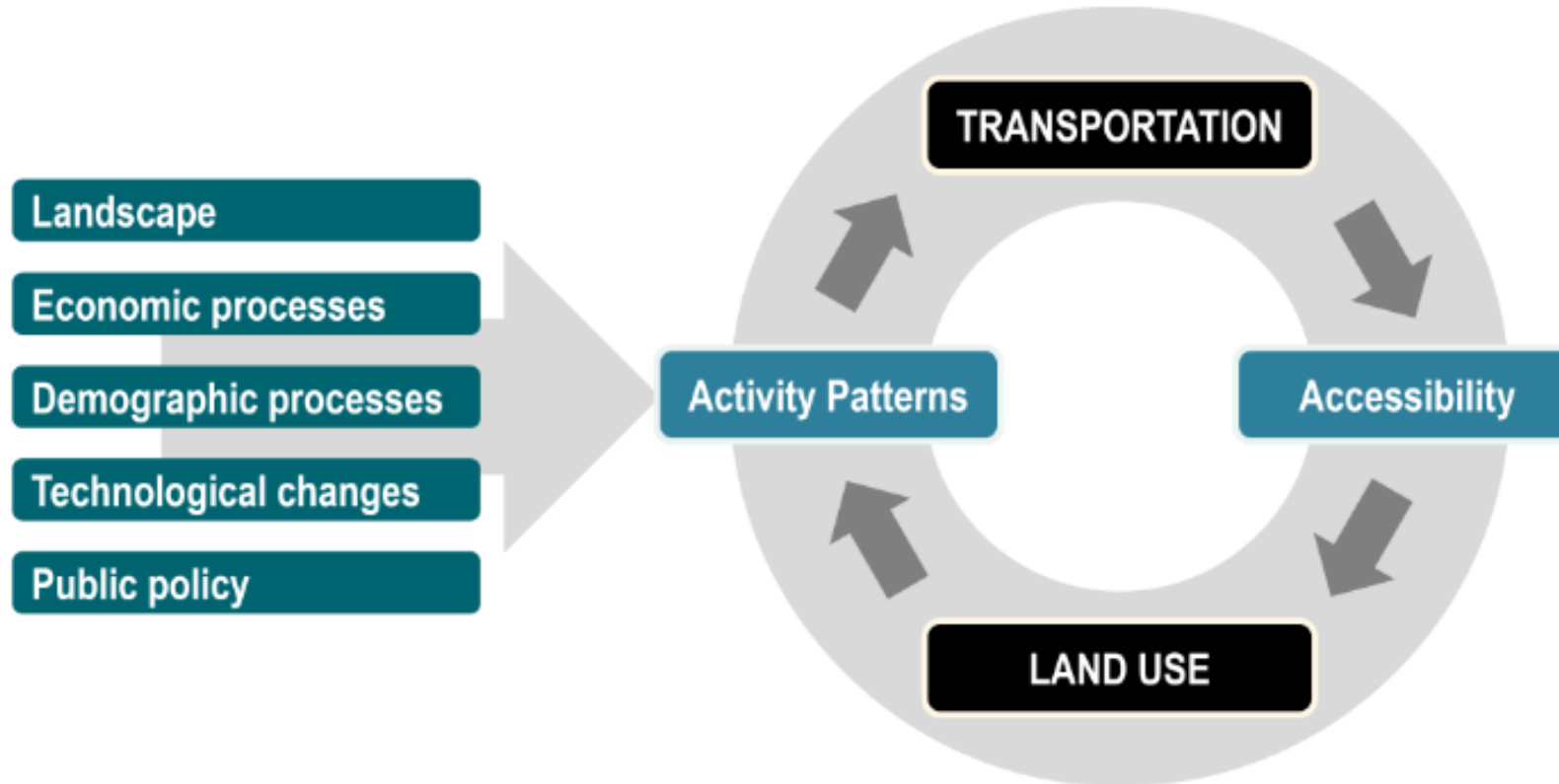


Parking and Council-Adopted City Plans



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Transportation Land Use Interactions

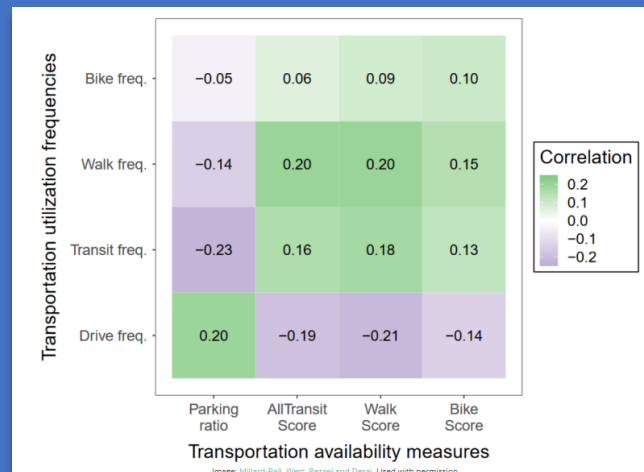
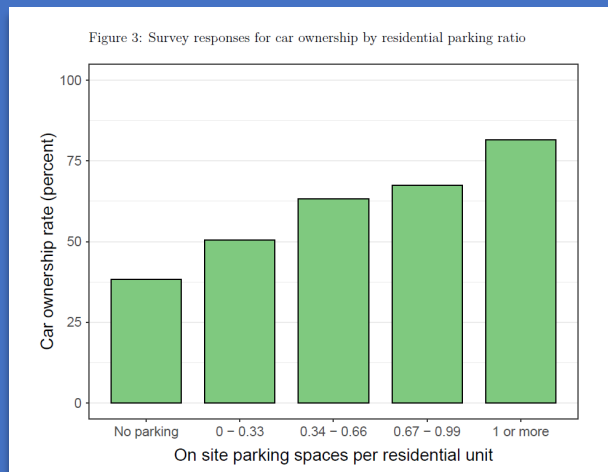


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4. FAQ
5. ZOAC Q&A

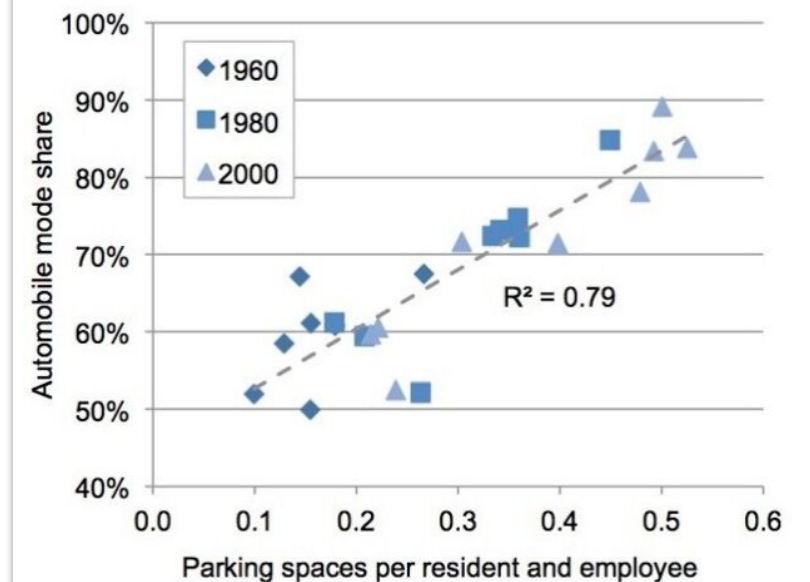


Guidepost: Parking causes more driving.



2021 UCLA study showing the causal relationship between having parking and owning and using vehicles.

(https://people.ucsc.edu/~jwest1/articles/MillardBall_West_Rezaei_Desai_SFBMR_UrbanStudies.pdf)



Parking provision and car commuting in 9 U.S. cities, 1960-2000. The cities included were Albany, Arlington (Virginia), Berkeley, Cambridge, Hartford, Lowell, New Haven, Silver Spring, and Somerville. McCahill et al, "Effects of Parking Provision on Automobile Use in Cities: Inferring Causality," 2016

2015 Transportation Research Board study showing the causal relationship between having parking and owning and using vehicles.

(<https://www.bloomberg.com/news/articles/2016-01-12/study-the-strongest-evidence-yet-that-abundant-parking-causes-more-driving>)
(https://ssti.us/wp-content/uploads/sites/1303/2016/01/TRB_2016_Parking_causality_TRB_compendium.pdf)

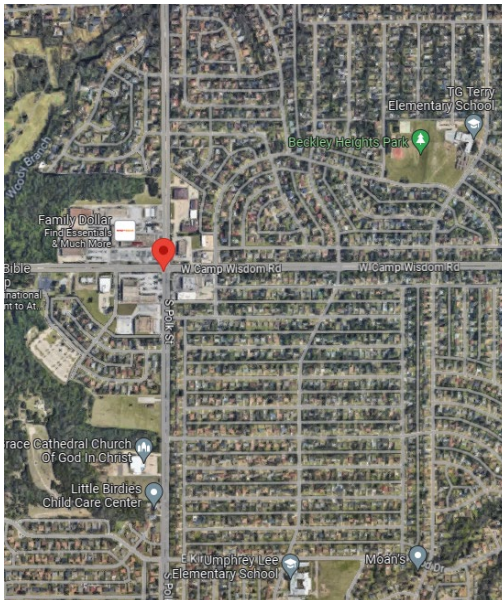


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4. FAQ
5. ZOAC Q&A



Guidepost: Poorly designed parking is unsafe, unhealthy, and ugly.

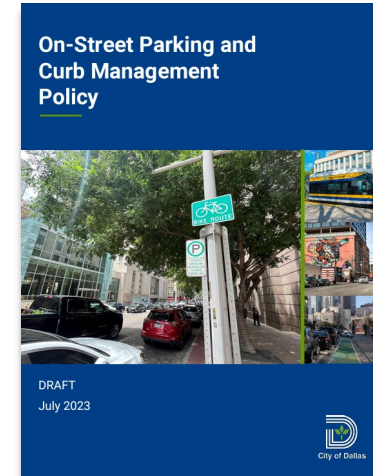
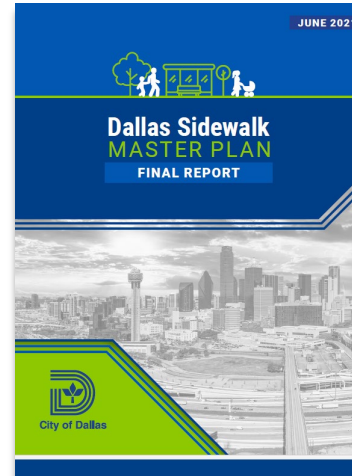
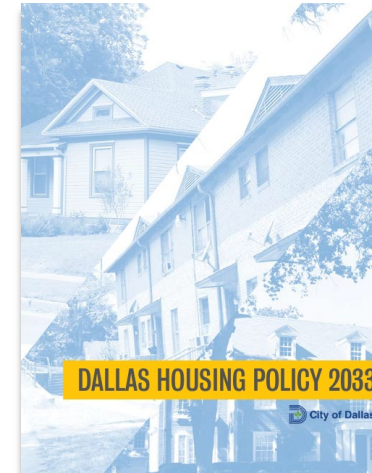
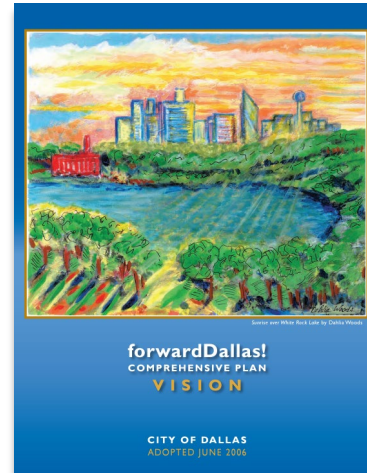
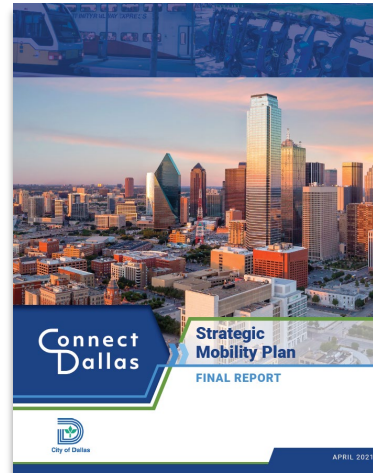
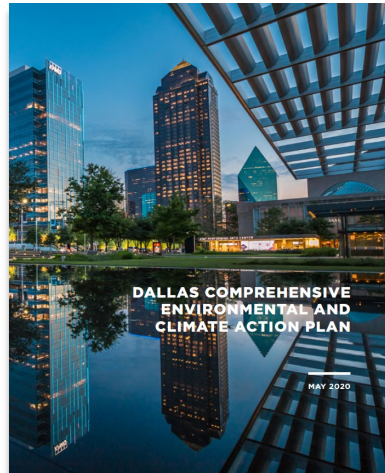


Intersection of South Polk Street and Camp Wisdom Road – beautiful neighborhood within walking distance of neighborhood shops, except that the neighborhood shops are isolated from the residents they serve within vast, hot parking lots, set apart by numerous dangerous curb cuts, and accessed by sidewalks next to a six-lane road.



Parking and City Plans

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5. ZOAC Q&A



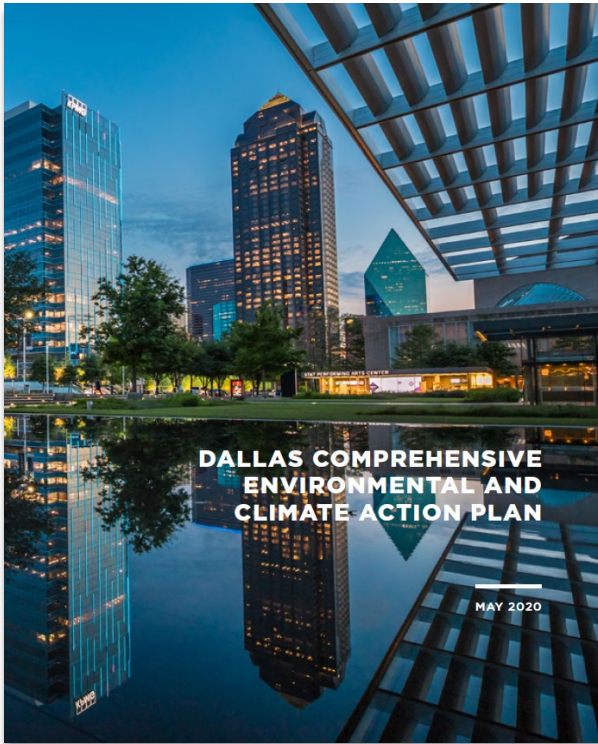
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CECAP

Reduce vehicle miles



“Dallas County fails to meet federal air quality standards for ground level ozone... [T]his is a direct result of internal combustion engines, especially gasoline and diesel burning engines. Air quality will therefore worsen as temperature rises if overall vehicle miles continue to increase.”

“Solutions are aimed at shifting the dominant commuting mode away from single-occupancy, gasoline-powered vehicles. These actions have high potential to reduce overall emissions, reduce rush hour congestion, and improve air quality. Improving access to jobs through changes to land use and transit-oriented development reduces the need to commute long distances and enhances quality of life.”



Parking and City Plans

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Connect Dallas

Reduce vehicle modal share



“Growth over the past several decades has strained the City’s existing transportation network to its breaking point, resulting in increasing congestion, longer travel times, and safety risks for all involved. ... Connect Dallas represents a major shift from the auto-centric traditional model to a multimodal, strategic model of planning.”

The transportation vision “promotes compact growth and transit-oriented development”

...AND...

“emphasizes more development around transit stops and on vacant or underutilized land in already developed areas. In general, there would be a greater intensity and mix of land uses.”



Parking and City Plans

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4. FAQ
5. ZOAC Q&A



Connect Dallas Reduce vehicle modal share



“...compact growth and transit-oriented development...”

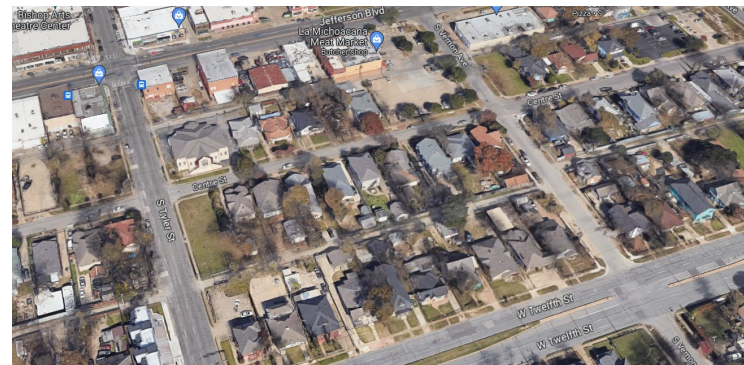
*“...In general, there would be a **greater intensity and mix of land uses.**”*



Mockingbird Station East conceptual drawing



Live Oak and Skillman – two HF bus routes



Tyler and Twelfth – four HF and LF bus routes



Single-family and four-family homes (Goodwin Ave)



Parking and City Plans

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DART 2045

Shift to high ridership model

“The new bus network is designed to spend a greater share of the budget on high-ridership services, to make the network more useful to a larger number of people.”

DART **2045**
 Transit System Plan
 Shaping DART's New Mobility Future
APPROVED JANUARY 25, 2022 | EXECUTIVE SUMMARY



Weekday Midday Frequency	Percentage of routes	
	January 2020	DARTzoom
15 minutes or better	1%	4%
20 minutes or better	9%	30%
30 minutes or better	22%	40%
40 minutes or better	40%	84%



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4. FAQ
5. ZOAC Q&A



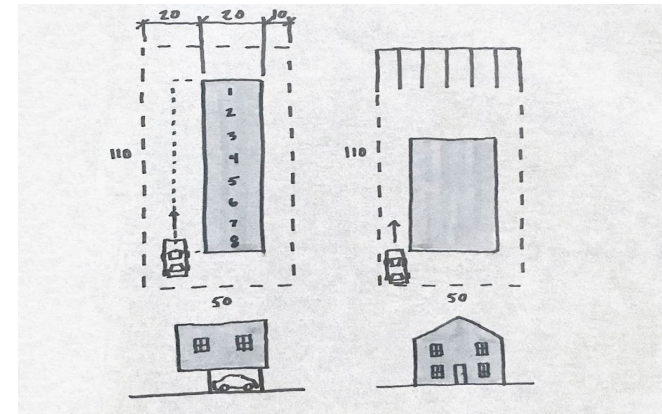
Connect Dallas Reduce vehicle modal share



“...vacant or underutilized land in already developed areas...”



Big box store parking lot built for unused peak demand.



Lost opportunity for new homes.



Urban heat island effect in full force.



Competition for space in infill development.





ED Policy

Reduce vehicle trips



CITY OF DALLAS ECONOMIC
DEVELOPMENT POLICY
2022-2032

“Smart growth and development foster walkable and accessible communities that are attractive to live, work and play. This could lead to stronger communities, an increase in property value, tourism and firm recruitment and retention ... [w]hile at the same time conserving energy and reducing commuter costs. ... By concentrating on building more livable communities, Dallas will be able to reduce its reliance on the already congested highways and take advantage of city living at its best.”

“Decrease reliance on single-rider automobile trips by 30%”

...AND...

- “Decrease greenhouse gas emissions by 15% annually with greater emphasis on creating walkable communities and transit-oriented development.”
- “Foster the creation of homegrown business at the neighborhood level.”
- “Increase transportation mobility aligned with land use direction in support of transit-oriented development.”
- “Foster walkable communities through zoning, land use, design and the integration of transportation planning with housing and redevelopment activities.”



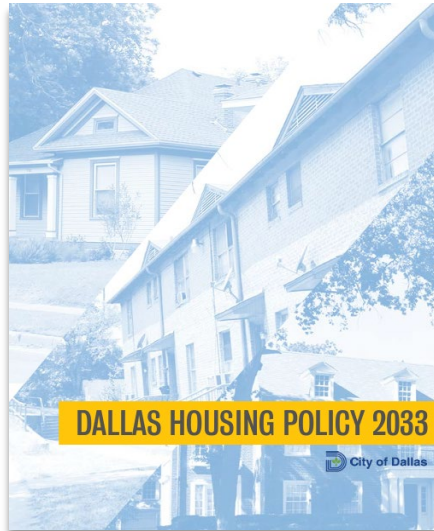
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4. FAQ
5. ZOAC Q&A



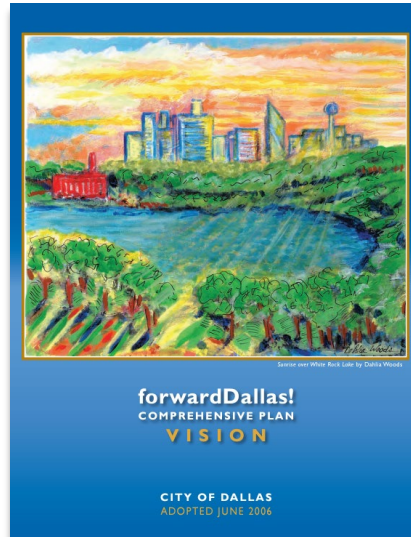
Housing

Pursues more homes; parking blocks homes.



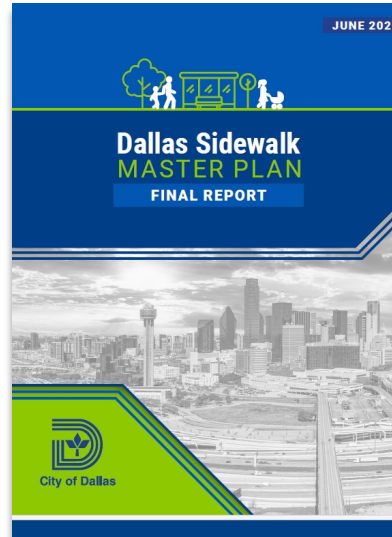
Land Use

Pursues desirable and efficient land use; parking encourages undesirable and inefficient land use.



Sidewalks

Prioritizes high-use areas for investment; parking and separation of uses lowers sidewalk usage.



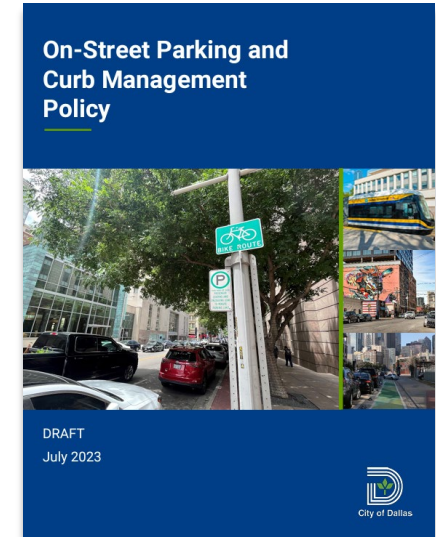
Bike

Prioritizes short connections between heavy trip generators – mixed-use neighborhoods.



Curb Mgmt

Targets on-street parking impacts of our land use and transportation systems.





Sidebar:

*Taxable value for parking-oriented design
vs. transit- and walking-oriented design.*





Maplewood Mall

\$1,306,509 per acre

9.1 acres of West Mall
is equal to
the 68 acre Maplewood
Mall

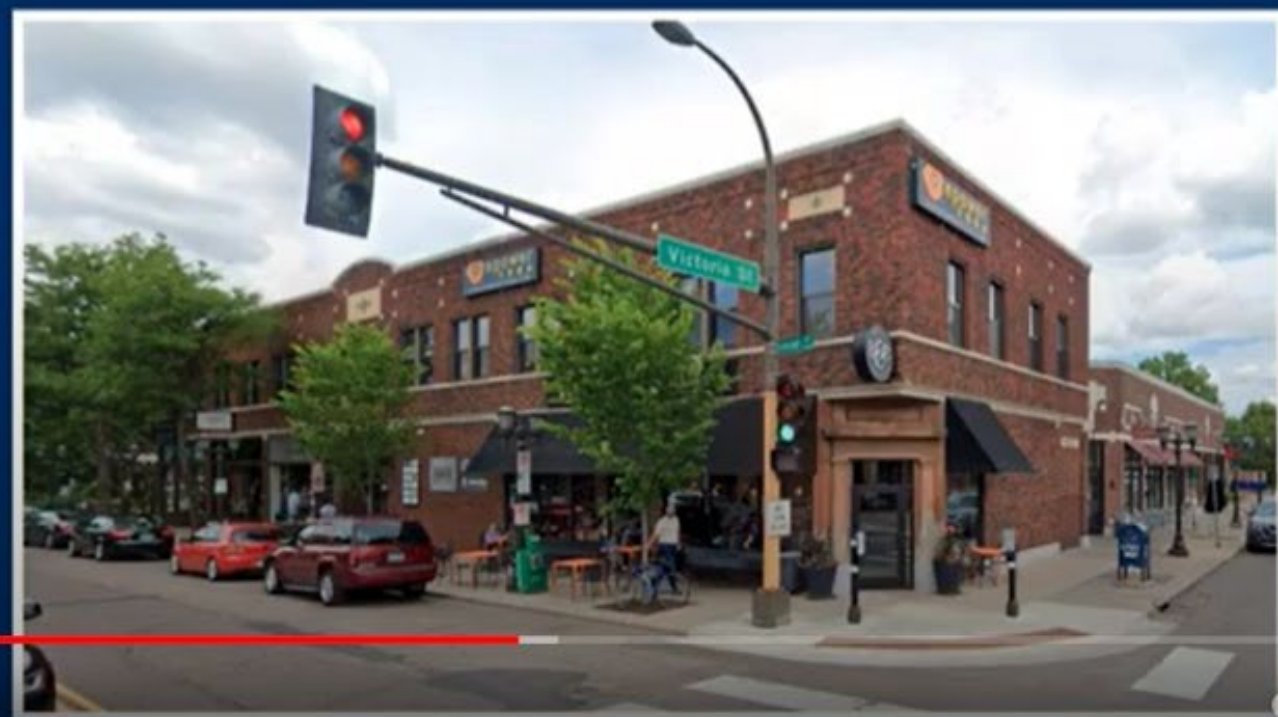
Valuation Comparison

Ramsey County, MN

URBAN3

West Mall Victoria Crossing

\$9,823,385 per acre



Source: Ramsey County, MN Image Credit: Google Streetview



496 Thomas Ave
\$3,219,741 per acre

Valuation Comparison

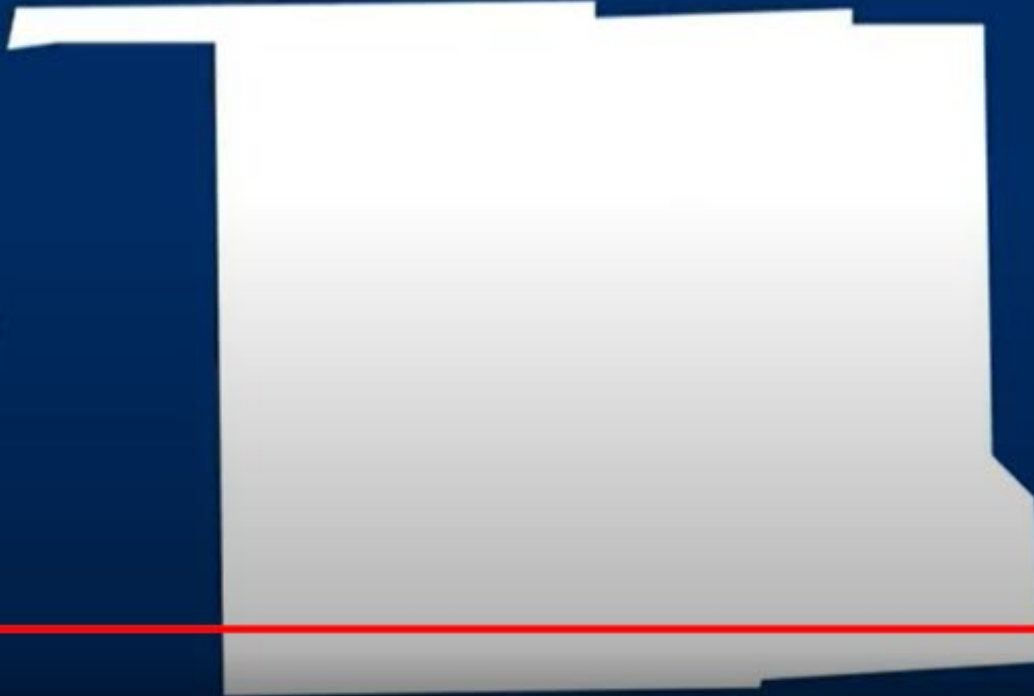
Ramsey County, MN

URBAN3

0.27 acres of 496
Thomas Ave is equal to
the 12.5 acre Home
Depot



=



Home Depot (White Bear Lake)
\$622,723 per acre

Source: Ramsey County, MN Image Credit: Google Streetview



Reduced vs. User-Oriented

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5. ZOAC Q&A



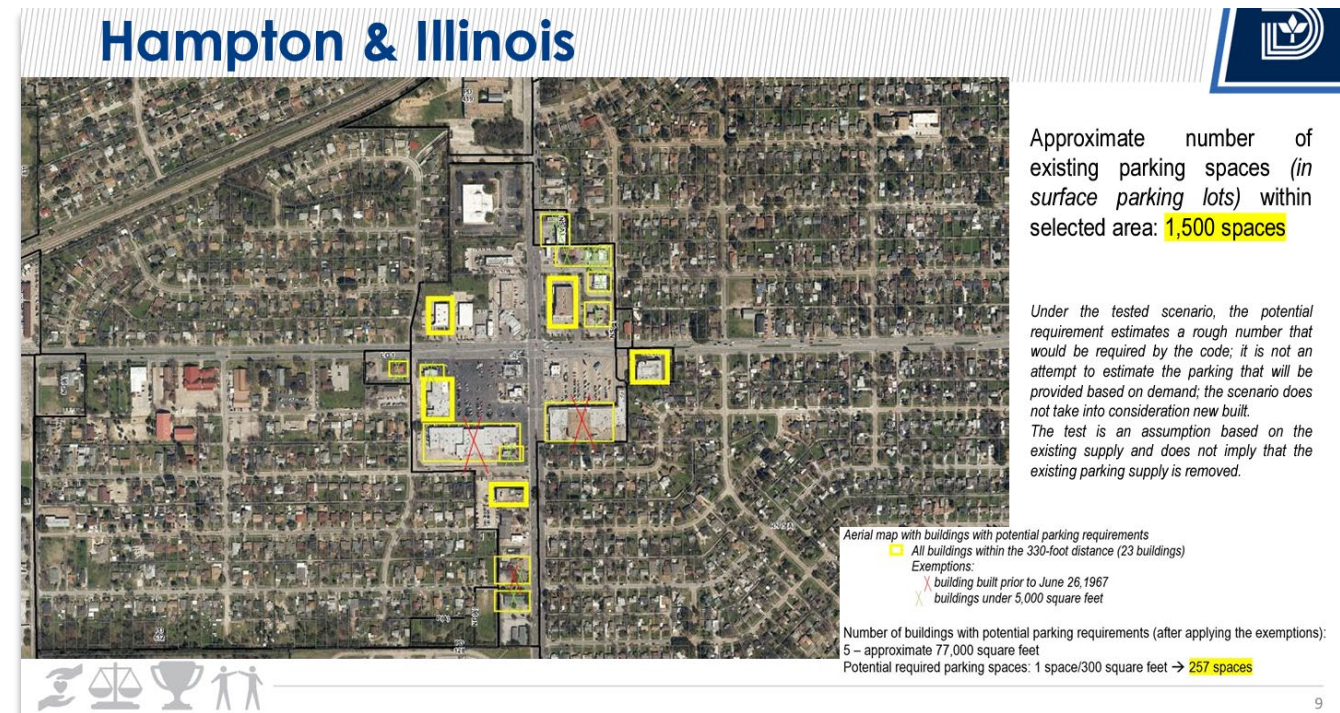
Reduced vs. User-Oriented





2021 Framework – revised parking minimums

- Revised parking mandates only for **R, D, and TH districts** plus a **buffer** around them (~330 feet);
- Exemptions:
 - Age (built prior to June 26, 1967)
 - Historic or cultural landmarks
 - Size of non-residential (< 5,000 square feet)





Partial reduction

- Low and short-term impact
- Limited geography
- Will require future parking code amendments as city grows
- Channels benefits to areas already supporting multi-modal mobility.
- Bifurcates the city into “urban” and auto-dependent without transition.

User-oriented

- Slow but consistent impact
- Long-term code amendment
- Disperses impact sustainably, gently, and organically as cultural preferences and built form evolves
- DOT Curb Management Policy offers tools to manage right-of-way challenges





FAQ

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FAQ





FAQ

We're all in this together.





“The report estimates that DFW’s population could be as high as 33.9 million by the year 2100, making it the largest metropolis in the country ahead of estimates for other Texas cities including Houston and Austin and even massive metropolitan areas like New York, Atlanta, and Los Angeles.”

Could Dallas-Fort Worth Become America's Next Top Metropolis? One Report Says So

Imagine Dallas becoming bigger than New York or LA. One study says that's where we are headed.

By Danny Gallagher | July 13, 2023



A new study by the company moveBuddha says Dallas is poised to become America's most populous metropolis by 2100. Tyler Adams

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Does it feel like things are getting a little crowded? It may not be your imagination or an unconfirmed fear that the world is somehow shrinking.

A new report conducted by the moving website [moveBuddha](#) predicts that based on current trends, Dallas-Fort Worth could become the nation's new population leader.

The report estimates that DFW's population could be as high as 33.9 million by the year 2100, making it the largest metropolis in the country and ahead of estimates for other Texas cities including Houston and Austin and even massive metropolitan areas like New York, Atlanta and Los Angeles.

"Dallas may not be the fastest-growing big city in America but by 2100, we project it could be the nation's largest," says the moveBuddha study. "The Dallas metropolitan area is already ranked No. 4 by population nationally in 2021. If its current growth rate continues, it will climb to No. 1 by 2100 and boast nearly 34 million residents."





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

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





- Even if I want to use other transportation options, my life is based around driving for the foreseeable future.
 - Because we're not proposing maximums, your usual destinations will still provide as much parking as they want to provide.
 - Change from this will be slow – on the scale of generations – giving us time to adjust if and when we see fit.
 - DOT's Curb Management Policy offers appropriate tools and options for ensuring open parking spaces in the more compact areas that we visit.





- I live on a low-density block right next to a popular commercial corridor where parking minimums act as barrier to growth along that corridor and limits vehicles parked along the curb in front of my house.
 - The appropriateness of land uses can be targeted with land use regulations and amendments.
 - DOT's Curb Management Policy offers the best tools to manage curbside parking and maintain a quality public right-of-way for everyone as mixed use neighborhoods like this see housing and economic maturity according to adopted City plans.





- We're not New York City and I like it this way.
 - Dallas is evolving to the beat of its own drum. The goal is not for us to be carbon copies of New York City or any other city – it's to create the safest, healthiest, most sustainable, most beautiful, most equitable, and most prosperous Dallas for ourselves and for our children that we can.





- This will be a disaster. Developers will build with no parking at all, and my quiet block will be overrun with strangers' cars.
 - Developers face immense pressure from lenders, commercial tenants, and residential tenants to build plenty of parking. Getting the government's one-size-fits-all, "best guess regulations" out of the way frees up businesses and residents to decide what's right for them uniquely.
 - DOT's Curb Management Policy is designed to strategically handle an outlier situation where the spillover parking onto public curbspace truly constitutes a public problem.



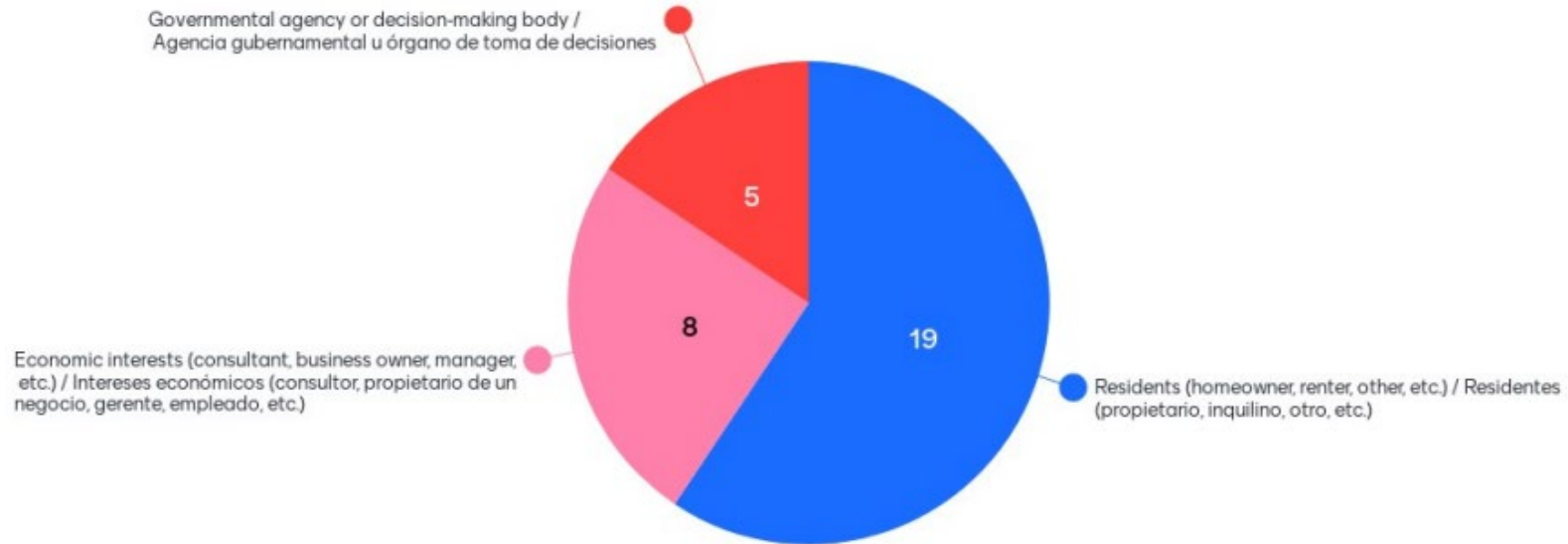


Feedback & Timeline



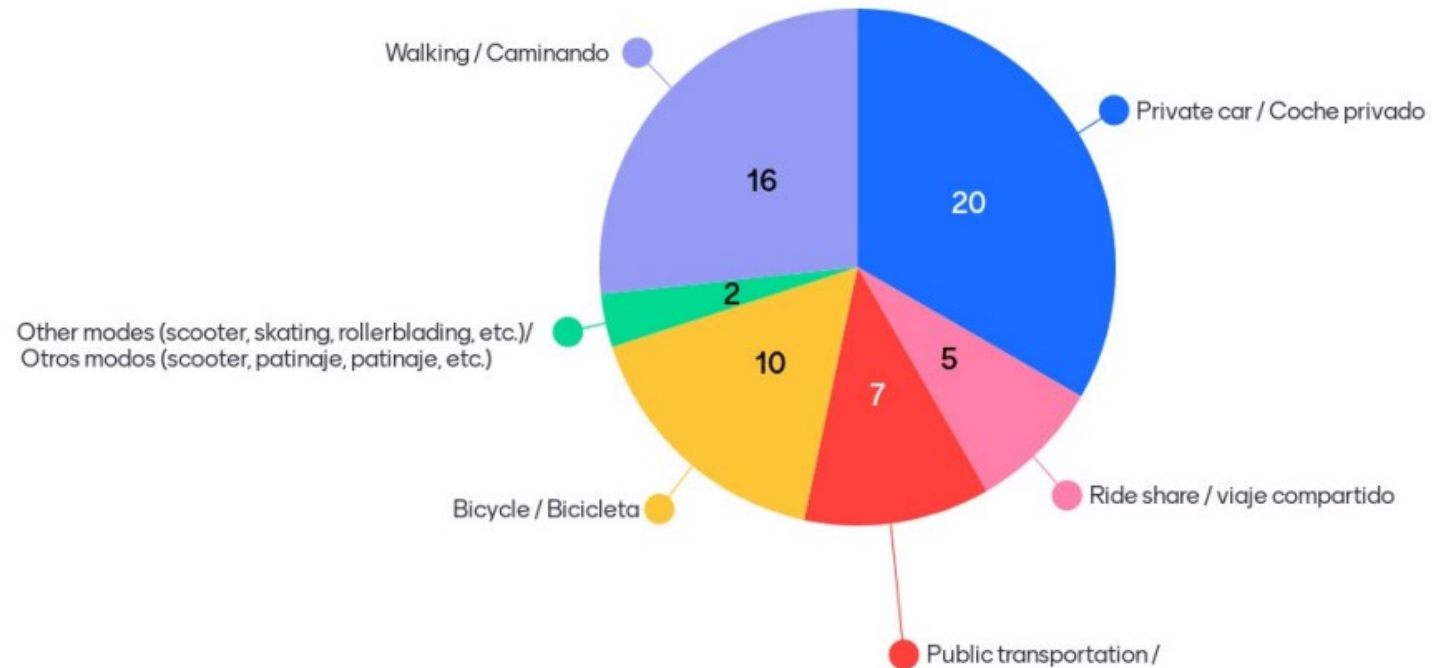


Feedback from listening sessions polling exercises – *“How do you identify?”*





Feedback from listening sessions polling exercises – *“What transportation mode do you prefer?”*





Feedback from listening sessions comments and chat

- Let's remove minimums altogether.
- This will be a disaster.
- We should implement maximums.
- Might work for downtown but not my neighborhood.
- Finally coming into the 21st century.
- I want or need to drive and this will make my life harder.
- From a developer: I will still provide parking. Careful with TDM.





Timeline

1. Today: ZOAC feedback.
2. Staff: refine TDM with developer and DOT input; complete redlines and report; pursue interdepartmental review, including the Office of Equity and Inclusion; continue engagement.
3. Bring report to ZOAC in around two months. Determine ZOAC's recommendation for CPC.
4. CPC in the fall; form CPC recommendation to City Council
5. City Council by end of 2023/early 2024





ZOAC Q&A





Questions for consideration:

- What concerns should we address in the report we bring back to ZOAC?
- What would you like more data on?





City of Dallas

Off-Street Parking & Loading Code Amendment

**Zoning Ordinance Advisory
Committee (ZOAC)
August 15, 2023**

Michael Wade, Senior Planner
Planning & Urban Design
City of Dallas