



## ARLINGTON COUNTY, VIRGINIA

### County Board Agenda Item Meeting of November 18, 2017

**DATE:** November 16, 2017

**SUBJECT:** Off-Street Parking Guidelines for Multi-Family Residential Projects Approved by Special Exception in the Rosslyn-Ballston and Jefferson Davis Metro Corridors

#### **C. M. RECOMMENDATION:**

Adopt the Off-Street Parking Guidelines for Multi-Family Residential Projects Approved by Special Exception in the Rosslyn-Ballston and Jefferson Davis Metro Corridors and related recommendations, as set forth in Attachment 1.

**ISSUES:** Given the expansion of transportation options in the County's Metro corridors (bus service, biking and walking infrastructure, bike share, car share, etc.), the evidence of lower rates of parking demand in site plan multi-family buildings, the tendency for abundant parking to attract households with more vehicles, and that, recently, in appropriate circumstances, site plans have been approved with parking ratios at 0.8 spaces per unit and below, should the County Board adopt guidelines for the evaluation of whether, and to what extent, and subject to what, if any conditions, special exception multi-family building projects should be approved with less parking than is generally required?

Staff have heard concern from some stakeholders that lower parking requirements will lead developers to seek permission to build less parking on-site than the buildings' residents will need. According to this line of thinking, some residents of those multi-family buildings will then park on neighboring streets, thereby increasing competition for on-street parking spaces, making parking less convenient.

**SUMMARY:** The proposed Off-Street Parking Guidelines for Multi-Family Residential Projects Approved by Special Exception in the Rosslyn-Ballston and Jefferson Davis Metro Corridors ("proposed guidelines") respond to a need articulated by the County Board, the development community, staff, and others to create a transparent and consistent framework for evaluating requests for parking reductions for site plan multi-family residential projects. The proposed guidelines respond to this articulated need, based on best current data and practice, as

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well as established community goals and objectives. The Board retains full discretion within the special exception process to approve the final parking ratio for each proposed project, and what, if any, enhanced TDM or other conditions are necessary to ameliorate the impact of reduced parking on the transportation system in the vicinity of the site based on site-specific circumstances and the characteristics of the project under consideration.

The proposed guidelines were developed after working with a County Manager-appointed Residential Parking Working Group, review of auto ownership and parking use data in the Metro corridors, the parking practices of neighboring jurisdictions, and extensive citizen outreach; these are discussed in more detail in the body of the report. Under these guidelines, a lower on-site parking ratio may be appropriate for a given project considering:

- 1) minimum parking requirements for market-rate units ranging from 0.2 to 0.6 spaces per unit depending on distance from the nearest Metro station entrance (ranging from 1/8 to 3/4 of a mile);
- 2) minimum parking requirements for 60%-of-AMI and 50%-of-AMI committed affordable units set at 70% and 50% of the market-rate minimums respectively, and no minimum parking requirements for 40%-of-AMI units;
- 3) reductions of up to 50% of the minimum parking requirements in exchange for providing bike parking, bike share, and/or car-share amenities on site, in addition to those already required in base TDM requirements;
- 4) a separate visitor parking requirement of 0.05 spaces per unit for the first 200 units, which was added in response to concerns about spillover parking;
- 5) allowances for shared parking between different land uses in mixed-use projects;
- 6) allowances for meeting parking requirements through the dedication of spaces at existing garages located within 800 feet of the new building and in the Metro corridors;
- 7) mitigation requirements for provision of parking in excess of 1.65 spaces per unit; and
- 8) relief from minimum parking requirements for constrained sites.

The proposed guidelines would be used by staff in developing recommendations for reduced parking and ultimately by the County Board in determining whether reductions should be permitted and, if so, whether the reductions should be subject to enhanced TDM or other conditions.

**BACKGROUND:** At its December 14, 2013 meeting, the [County Board directed the County Manager to initiate a study of parking requirements in multi-family residential site plan developments](#) in the Rosslyn-Ballston and Jefferson Davis corridors. This was the fifth of five recommendations from the Commercial Parking Working Group and the Planning Commission.

Staff began scoping a process to carry out the Board's directive in Spring 2016. That scope included the creation of a Manager-appointed working group. In September 2016, the County Manager appointed an 11-member Residential Parking Working Group (RPWG or "Working Group") composed of community stakeholders to work with a team of 12 County staff from several departments, and a consultant. The RPWG met over the course of six months and developed recommendations that were key inputs for the proposed guidelines. A detailed account of the RPWG and other public engagement are in the "Public Engagement" section below.

## **Policy Framework**

The proposed guidelines exist in the context of previously adopted Arlington County policies and plans developed with extensive staff engagement with the public over many years. The Master Transportation Plan (MTP), Affordable Housing Master Plan (AHMP), and various Metro corridor sector plans, collectively:

- Encourage shared parking.
- Call for more flexibility in deciding the amount of parking close to frequent transit service and where there is “exemplary access by non-motorized travel modes and car-sharing vehicles.”
- Call for reduced or eliminated parking requirements for affordable housing and to make space available for retail or subway entrances.
- Call for dedicated off-street parking spaces for persons with disabilities that are located closest to primary building entrances.

Appendix 2 highlights elements relevant to parking policy from each of the policy documents mentioned.

## **Applicable Zoning Provisions**

The proposed guidelines would be utilized within the requirements of the Arlington County Zoning Ordinance. Like many communities around the United States, the Zoning Ordinance includes minimum parking requirements as a development standard for most land uses. The purpose of minimum parking requirements is to assure that the on-site supply of parking meets the demand of the building’s users.

Unlike some other communities, the Zoning Ordinance does not have a limit on the number of parking spaces that a developer may provide for each unit of housing (or maximum parking requirements).

The [Arlington County Zoning Ordinance](#) establishes two types of zoning standards: “by-right” and “special exception.” Under by-right zoning, uses and development standards are determined in advance and specifically authorized by the Zoning Ordinance. While some zoning districts with minimum parking ratios of one space per unit have been added more recently, the by-right minimum parking ratio in most zoning districts has been unchanged from 1.125 parking spaces per unit since 1962. Site plan and Unified Commercial/Mixed Use Development (UCMUD) use permits are provided for in the Zoning Ordinance and allow the County Board to modify requirements on a case-by-case basis. No changes to the existing Zoning Ordinance is being proposed, and the Board would continue to modify parking requirements for site plans or and UCMUDs on a case-by-case basis.

The site plan process began in 1962. Since then, over 400 site plan projects have been approved and built primarily in the two Metro corridors. In practice, most multi-family residential projects approved through the site plan process over the last 20-or-so years have been approved with one space per dwelling unit or fewer, subject to appropriate mitigating conditions.

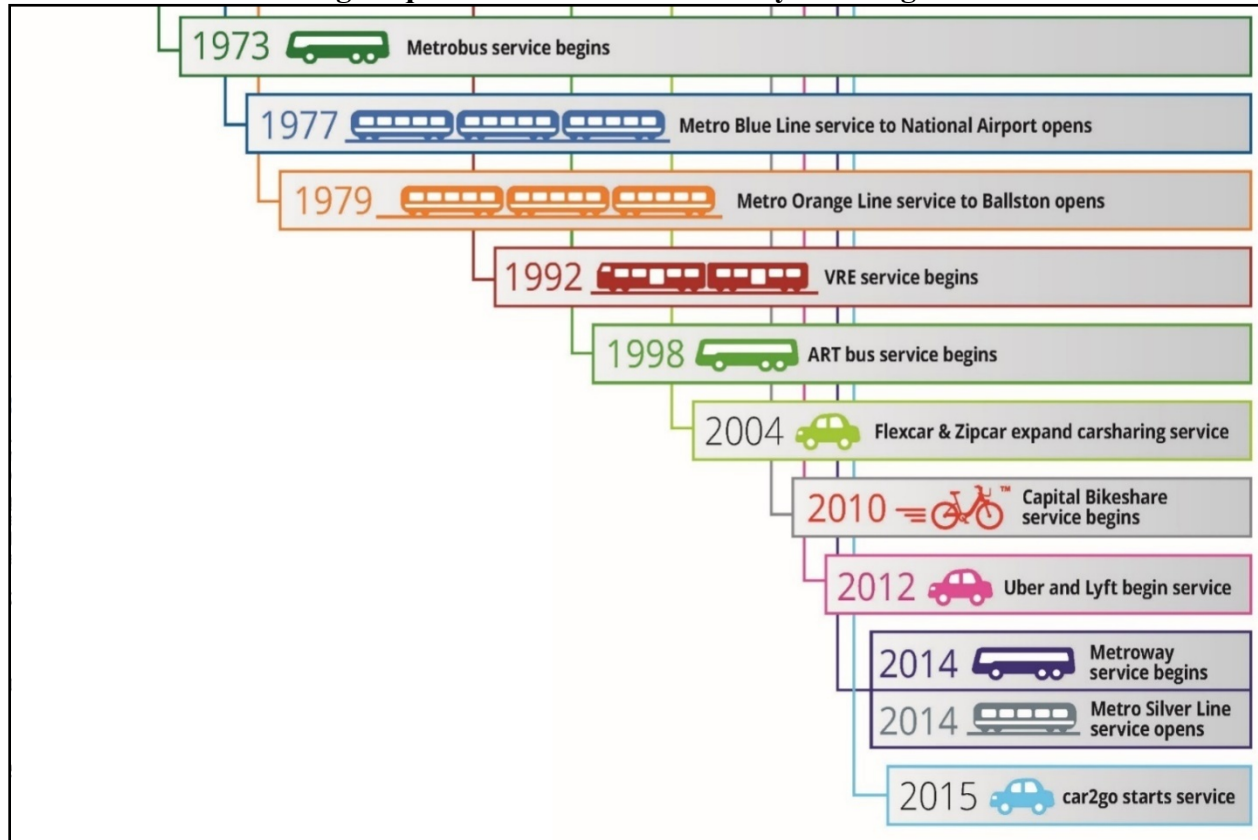
In 2003, the Arlington County Zoning Ordinance was amended to add UCMUDs as a special exception to allow developers to create residential units in the C-2 and C-3 districts while maintaining a level of commercial uses. The County Board can modify parking requirements through the UCMUD process. Since its inception, the County Board has approved six UCMUDS. However, only one ([10<sup>th</sup> Street Flats at 3132 10<sup>th</sup> Street N.](#)) has been approved and constructed in a Metro corridor.

Standard site plan and UCMUD conditions for multi-family projects require developers to facilitate and encourage residents to bike, walk, take transit, or use shared vehicles when making trips. In addition to making on-site and off-site infrastructure improvements to support walkability and access to transit, residential properties agree to charge for parking separately from rent. This practice (known as “un-bundling”) makes the price of parking transparent to residents, and lowers the cost of housing for those who live without a car.

### **Arlington’s Evolving Transportation Network**

In addition to policy and legal frameworks, parking policy exists in the context of Arlington’s transportation system. Transportation options for Arlington residents, employees, and visitors have grown dramatically since the 1.125 minimum parking ratio was added to the Zoning Ordinance in 1962, as seen in Figure 1 below.

**Figure 1: Major Developments in Arlington’s Transportation System Since By-Right Off-Street Minimum Parking Requirements for Multi-Family Buildings were Set**

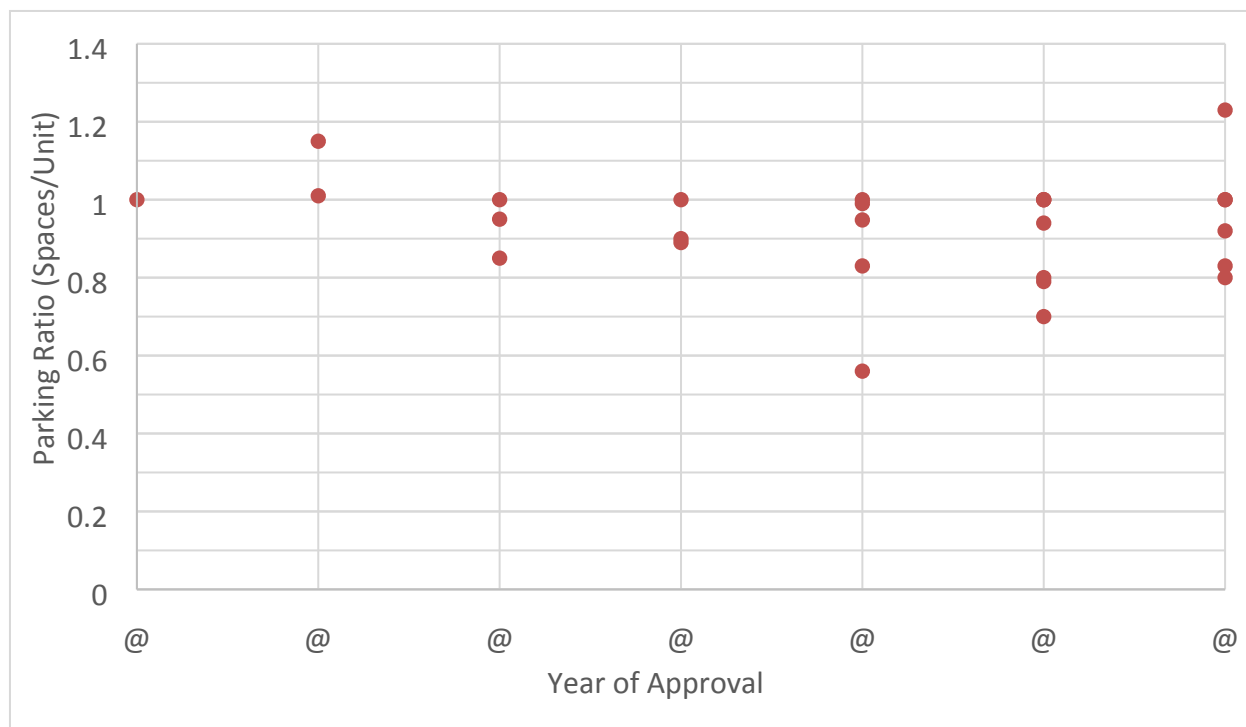


### **Parking Demand at Special-Exception Multi-Family Projects**

In line with the existing policy and the expansion of Arlington’s transportation options, between 2010 and 2016, the County Board approved multi-family site plan projects in the Metro corridors with parking ratios of between 0.8 spaces per unit and 1.23 spaces per unit.<sup>1</sup> The one UCMUD project approved in the Metro corridors (10<sup>th</sup> St Flats) was approved with one parking space per unit. In all instances, the approval included site specific tailored conditions to mitigate the impacts of reduced parking.

<sup>1</sup> Two exceptions to this range were an amendment to [SP#11, Crystal Plaza 6 – We Live](#), approved in 2014 with 0.56 spaces per unit and an amendment to [SP#193, Ballston Quarter](#), approved in November 2015 with 0.70 spaces per unit. In February 2017, the County Board approved [SP#444, Queen’s Court](#) (an all-committed-affordable residential project), with 0.6 spaces per unit.

**Figure 2: Parking Ratios at Residential Site Plans Approved 2010-2016**



Source: Site plan approval summaries.

### **Parking Policies in Other Jurisdictions**

Staff considered parking policies as well as research on parking demand from other communities. In recent years, communities have reduced or eliminated the minimum parking requirements in their zoning ordinances; as one example, the City of Buffalo, New York, eliminated minimum parking requirements entirely with the adoption of a [new zoning ordinance](#) on December 27, 2016.

Various jurisdictions neighboring Arlington County have lower minimum parking requirements and/or parking maximums for multi-family residential uses depending on various factors.

District of Columbia: In 2016, the District adopted [revisions of its zoning ordinance](#) that:

- Re-zoned more of the city to Downtown districts that have no minimum parking requirements for multi-family residential uses.
- Reduced parking minimums for multi-family buildings from 0.33 spaces per unit to 0.17 spaces per unit for buildings within ½-mile of a Metro station or ¼-mile of a “priority” bus line or streetcar line.
- Introduced an “excessive” parking threshold. Developers are required to mitigate when providing more than 0.33 parking spaces per unit or 0.67 parking spaces per unit (depending on the minimum requirement).

Tysons Corner Urban District, Fairfax, Va.: Fairfax County has special minimum parking requirements for [Tysons Corner Urban District](#) that are lower than in other parts of the County as part of the County's strategy to create a transit-oriented district. These requirements:

- Set parking minimums as low as one space per unit within ¼-mile of a Metro station (compared with 1.6 spaces per unit outside of the Urban District).
- Set parking maximums between 1.3 and 2.0 spaces per unit depending on the number of bedrooms in each unit and the building's distance to Metro.

Alexandria, Va.: In 2015, the City of Alexandria [amended its zoning ordinance](#) for multi-family residential buildings, lowering the minimum requirements and introducing maximums. The policy allows parking minimums for market-rate units as low as 0.64 spaces per bedroom (for the first two bedrooms, or 1.28 total for a two-bedroom unit or larger) depending on:

- Proximity to Metro or bus rapid transit stops.
- A “walkability index” score.
- Regular bus service nearby.
- The share of studio units planned for the building.

Committed affordable units have minimum requirements as low as 0.34 spaces per unit (not per bedroom) depending on the household income to which the units are targeted and the characteristics listed above. Finally, the policy includes a maximum parking requirement of 0.8 or 1.0 space per bedroom.

Montgomery County, Md.: In Parking Lot Districts and other parts of the county, [multi-family buildings have a minimum parking requirement](#) of one space per bedroom, though developers may count some on-street spaces toward that requirements. Affordable units have a minimum requirement of 0.5 spaces per unit, while market-rate, age-restricted buildings have a minimum of 0.75 spaces per unit. All units have a maximum parking requirement of two spaces per bedroom.

Prince George's County, Md.: Following a three-year process, the Planning Department for Prince George's County released a “[Comprehensive Review Draft](#)” of a new Zoning Ordinance in late September 2017. The draft includes reductions in minimum parking requirements. If adopted, the Zoning Ordinance would remove all minimum parking requirements for multi-family buildings in “Regional Transit-Oriented Zones,” such as the area around the New Carrollton Metro and MARC/Amtrak Stations, as well as the Branch Avenue Metro Station. It lowers minimums to between 1.0 space per dwelling unit and 1.5 spaces per dwelling unit for areas within the Capital Beltway, depending on transit availability.

### **Vehicle Ownership and Mode Choice Data**

In formulating these guidelines, staff considered data on vehicle ownership and mode choice from:

- The results of 36 transportation performance monitoring studies of residential site plan buildings conducted between 2010 and 2016, which included observations of garage occupancy, trip making, and voluntary transportation-behavior surveys of residents.

- Vehicle-registration data from the Arlington Commissioner of Revenue for multi-family buildings.
- The 2015 Arlington Resident Transportation Survey, which asked approximately 4,000 randomly selected Arlington residents about their transportation behavior.
- The US Census Bureau’s American Community Survey.
- Parking-space lease data from rental property owners with buildings in the Metro corridors as provided by a member of the Arlington Economic Development Commission.
- Parking demand data provided by two committed-affordable property owners (AHC and the Arlington Partnership for Affordable Housing) for certain projects in Arlington.
- Results from the triennial “State of the Commute” survey conducted by the Metropolitan Washington Council of Governments Commuter Connections program.

Staff analysis of transportation performance monitoring studies, vehicle-registration data from the Commissioner of Revenue, and data provided by the two committed-affordable property owners revealed that parking demand at multi-family buildings increases with distance to Metro. This analysis also found that parking demand at buildings made up entirely of committed-affordable (CAF) units is lower than demand at buildings with only market-rate units or only a few CAF units. A graphic description of these findings is in Figure 3.

Though the parking-lease information from rental property owners was provided without distance-to-Metro data, the ratios ranged from 0.49 to 1.51 leased spaces per unit.

## **DISCUSSION:**

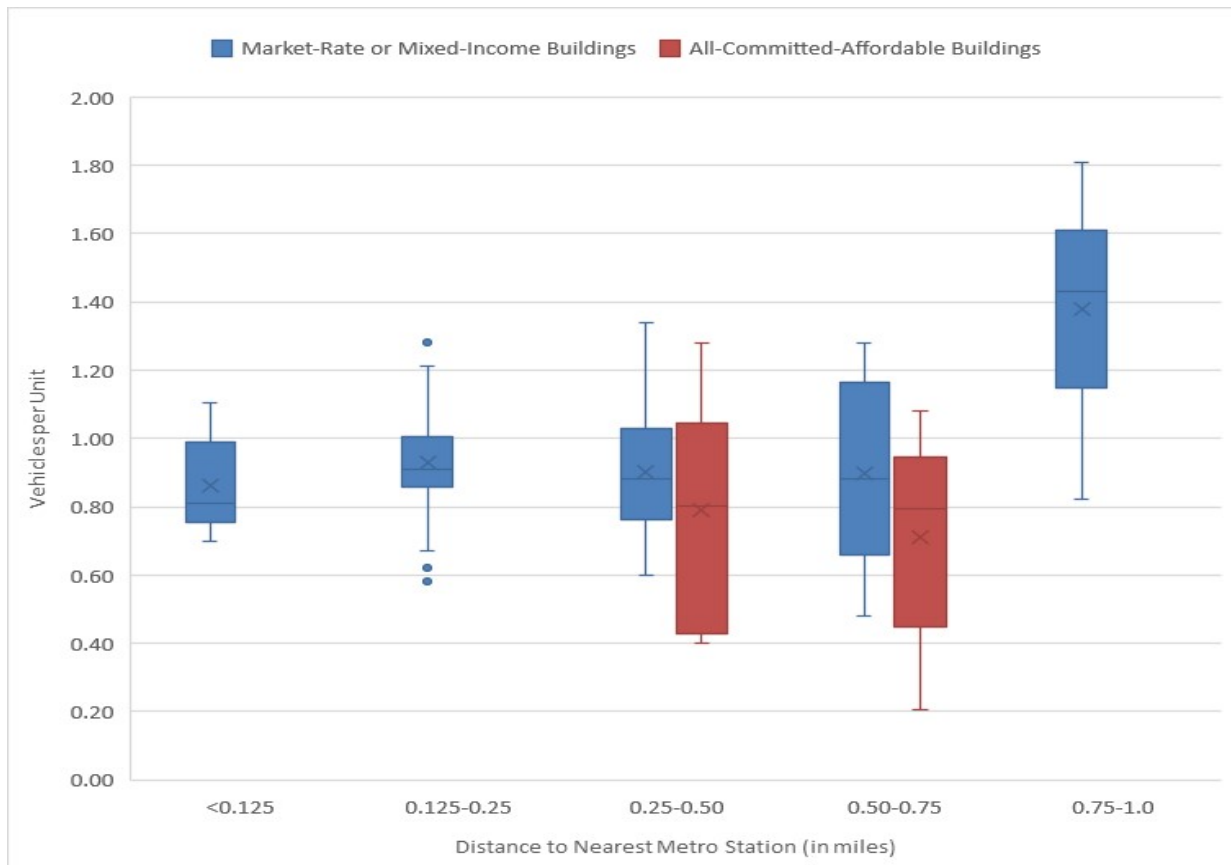
### **Guiding Principles**

As part of its work with staff, the Working Group devised a series of guiding principles to govern their discussion of residential parking and evaluation of potential policy elements and methodologies. They are useful for understanding the origin of not only the Working Group’s recommendations to the County Manager but also the proposed guidelines. These principles are:

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.
2. Be innovative and flexible with parking policy to allow developments to respond rationally to site-specific demand drivers, unique conditions and future demand.
3. Provide predictability to reduce uncertainty for developers proposing projects and for the community reviewing them.
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.
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.
6. Address potential for spillover into residential neighborhoods.



**Figure 3: Recent Parking Demand Observations at Metro Corridor Multi-Family Buildings**



Sources: Site Plan Performance Monitoring Studies, Commissioner of Revenue Vehicle-Registration Data; AHC; APAH. Note: In this plot, the box represents the range between the 25th and 75th percentile values. The “x” marks represent the means, while the lines inside of the boxes are the medians (or 50th percentile value). The thin lines or “whiskers” extend to the 0th percentile and the 100<sup>th</sup> percentile; dots represent “outliers.” This data set includes two observations from different data sources for seven of the 121 buildings.

### **Where the Guidelines Would Apply**

The proposed guidelines would provide a framework for staff in reviewing site plan and UCMUD proposals for multi-family buildings in the Rosslyn-Ballston and Jefferson Davis planning corridors. The guidelines would apply only to sites within the Metro Corridors that are zoned to allow multi-family buildings by site plan or UCMUD. The Board, in approving a specific site plan or UCMUD, would make the final determination as to the appropriate parking ratio.

Staff recommends one exception: the guidelines would not apply to site plans submitted for sites in “Multiple-family Dwelling and Commercial” (“R-C”) districts unless the Board amends the Zoning Ordinance to allow the County Board to modify minimum parking requirements for multi-family buildings in this zone below one space per unit. Figures 4 and 5 on the following

pages describe the land within the two Metro planning corridors zoned to allow multi-family buildings by site plan or UCMUD as of writing, excluding “R-C” zones.

### **Elements of these Guidelines**

Following is a discussion of the proposed parking guidelines’ elements. Note that the proposed guidelines include retention of the base Transportation Demand Management (TDM) requirements found in standard site plan and UCMUD conditions, as well as such other enhanced TDM conditions as the Board may determine are necessary on a case-by-case basis. The proposed guidelines anticipate retaining the [administrative regulations](#) that prevent projects approved through special exceptions from participating in the RPP Program. In addition, County staff and the Board may refer to other criteria in determining the amount of parking to approve as part of a project and the associated conditions relating thereto. A description of what these criteria may include can be found at the conclusion of Attachment 1.

#### **1. Minimum Parking Requirements Based on Distance to Metro**

Whether reduced minimum parking guidelines for market-rate dwelling units would be appropriate for consideration would be determined by a map prepared by DES Development Services that assigns a distance-to-closest-Metro-entrance measure for all blocks within the Metro corridors. Blocks would be assigned a distance using the shortest distance buffer from any Metro station entrance (escalator or elevator) that contains the center point of the block. A draft of that map is available as Figures 6 and 7 below.

Of the parking spaces required, the developer will provide no fewer accessible parking spaces on site than the number of required “Type A” accessible dwelling units as called for in [the Virginia Uniform Statewide Building Code](#).<sup>2</sup>

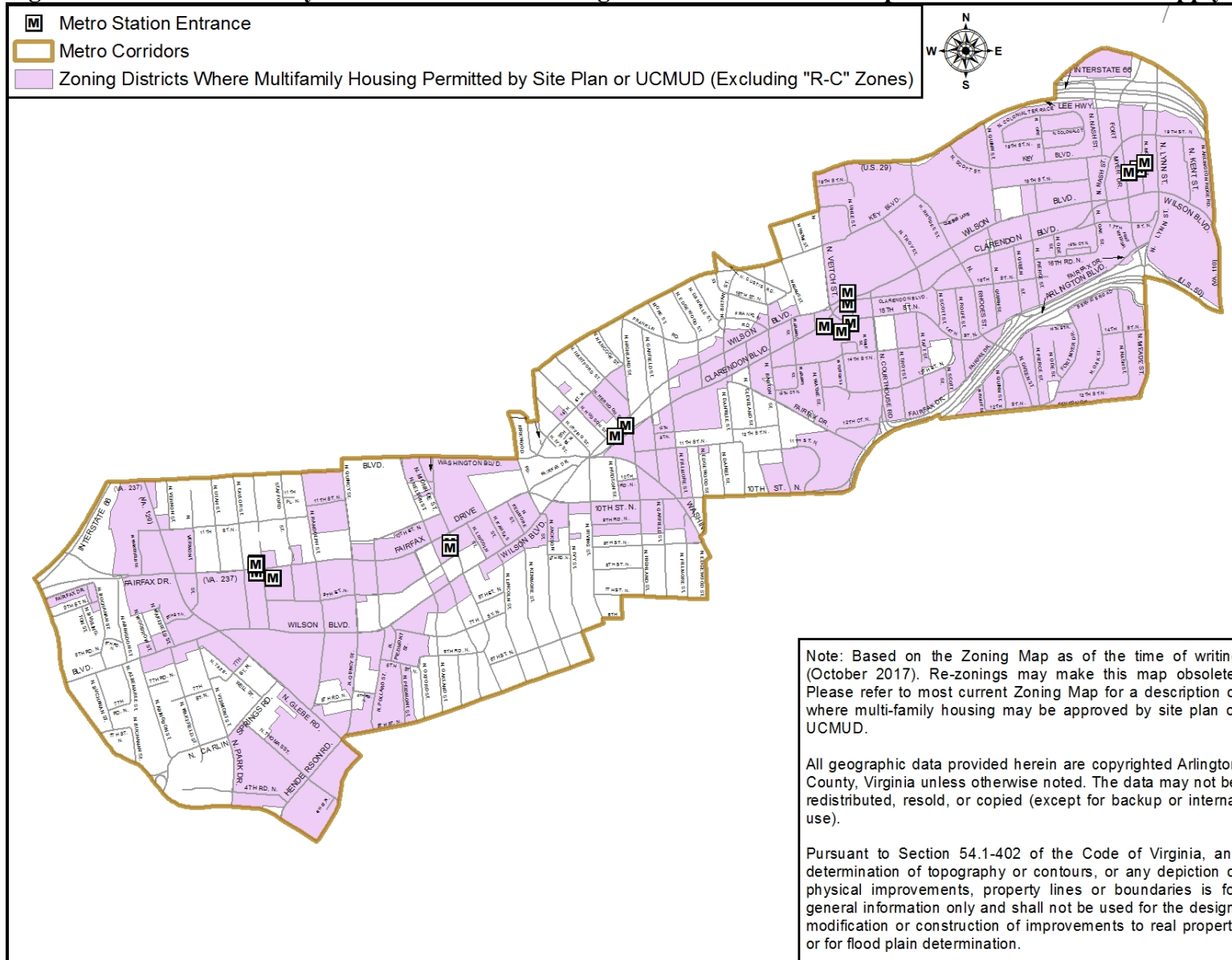
### ***Rationale***

- 1) Analysis of data for Arlington demonstrates that parking demand and vehicle ownership are both related to transit proximity such that households close to Metro own fewer vehicles than households further from Metro.
- 2) These minimum ratio goals are set lower than recently observed parking demand at site plan and non-site-plan multi-family buildings to allow flexibility for the Board to respond to future market demand for off-street vehicle parking and determine whether the proposed ratio is appropriate.
- 3) Allows developers the flexibility to produce housing at a lower cost per unit where land values are highest, provided they can satisfy the Board that anticipated parking demand can be satisfied without adverse impacts. For market-rate projects, reducing housing costs could encourage the production of more housing, which could moderate price increases across the local market.

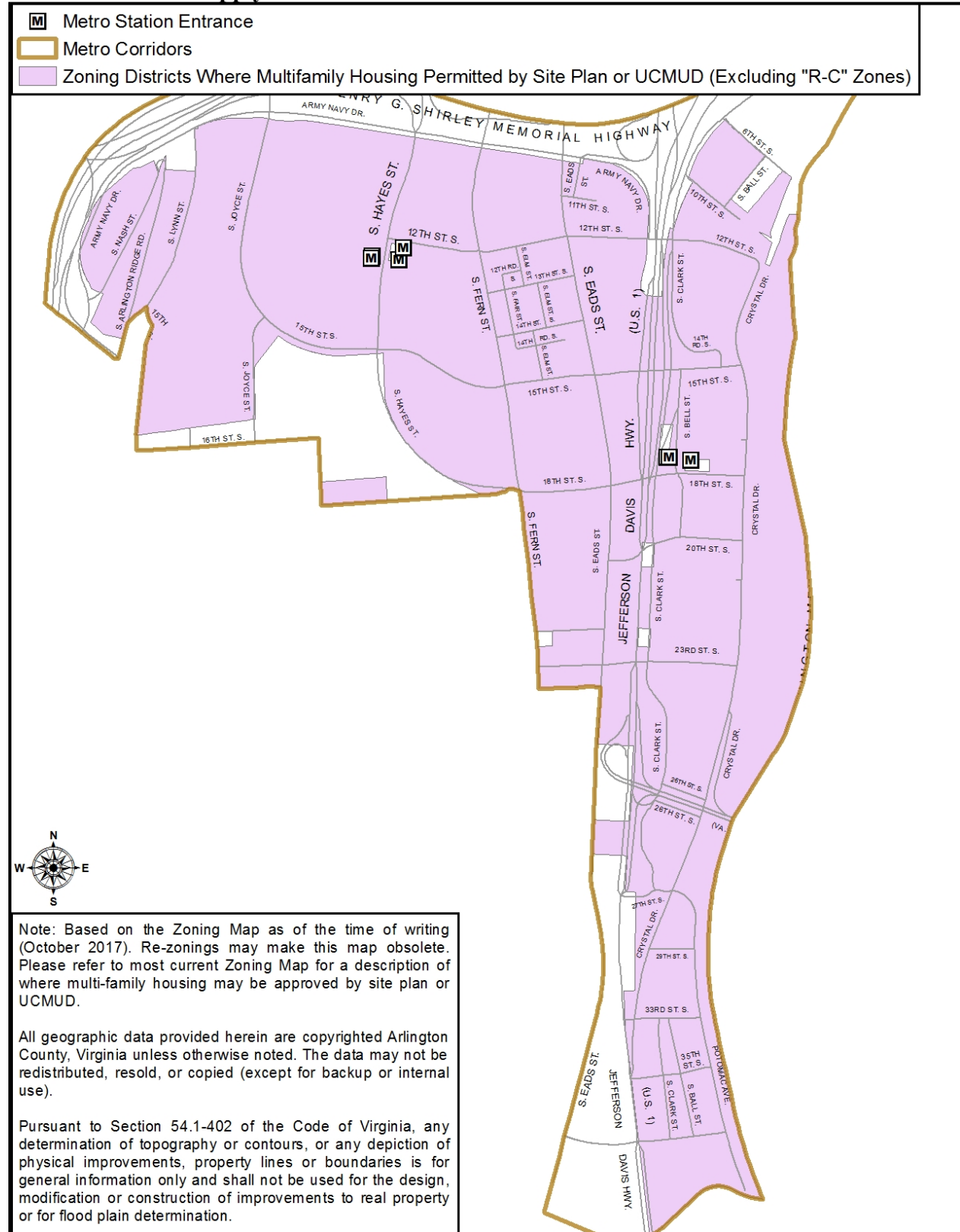
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<sup>2</sup> At the time of this writing, the Building Code sets the minimum number of required accessible parking spaces at two percent of all parking spaces provided. Setting the accessible parking requirement equal to the number of Type A dwelling units will result in a greater requirement for accessible spaces.

**Figure 4: Land in the Rosslyn-Ballston Metro Planning Corridor Where the Proposed Guidelines Would Apply**



**Figure 5: Land in the Jefferson Davis Metro Planning Corridor Where the Proposed Guidelines Would Apply**



- 4) Furthers Arlington’s support for the Metrorail system by allowing developers to produce housing for households with few or no cars, provided that the Board is satisfied that the proposed rates of vehicle ownership is achievable.
- 5) Allows for the “construction of less costly, more efficient buildings thus encouraging economic growth...” and allows parking demand to be considered in the context of “local market pricing and management of the parking facility, [and] access to infrastructure and services for public transit” as called for in Policy 6 of the [Parking and Curb Space Management Element \(PCSM\) of the Master Transportation Plan \(MTP\)](#).
- 6) Setting minimum ratio guidelines lower than recently observed demand is consistent with amendments to the Zoning Ordinance made “in the 1970s [when] the minimum parking requirement for a newly-established residential zoning category was set at a level lower than what was the rate of auto ownership at the time.”<sup>3</sup>
- 7) Allows for potential reductions in parking close to “frequent transit service” and “transit nodes” as called for in PCSM Policies 8 and 11.
- 8) Publishing a map that measures the distance to Metro enhances the clarity and predictability of the guidelines.
- 9) Requiring more accessible parking spaces as part of site plan/use permit conditions will enhance the accessibility of multi-family buildings for persons with disabilities who own vehicles.

## 2. Reductions from Minimum Parking Requirements for Committed-Affordable Units

The guidelines provide for consideration of lower parking minimum ratios for committed-affordable units than those for market-rate units according to the following table and subject to appropriate site specific enhanced TDM measures:

**Table 1: Vehicle Parking Minimums for Market-Rate and Affordable Housing Units**

<b>Market-Rate Minimum Parking Requirement (Spaces per Unit)</b>	0.20	0.30	0.40	0.50	0.60
<b>Committed Affordable Housing Ratios</b>					
<b>60% AMI (70% of market-rate minimum)</b>	0.14	0.21	0.28	0.35	0.42
<b>50% AMI (50% of market-rate minimum)</b>	0.10	0.15	0.20	0.25	0.30
<b>40% AMI</b>	0.00	0.00	0.00	0.00	0.00

These guidelines recommend that site plan and use permit conditions would stipulate that no preference would be given to residents of committed affordable or market-rate units in the property manager’s policies or procedures for managing parking. In other words, all residents—regardless of unit type—would have access to one pool of parking supply. This condition would preclude property managers from charging residents living in committed-affordable units more than they charge residents living in market-rate units.

<sup>3</sup> [Demand and System Management Element of the MTP](#) (2008), p. 11.

### ***Rationale***

- 1) The proposed reductions for affordable housing would help incentivize the creation of committed affordable units in 100% affordable or mixed-income buildings consistent with the goals and policies of the [Affordable Housing Master Plan](#) (AHMP; 2015).
  - a) Policy 1.1.1 to “encourage the construction and preservation of affordable rental housing through land use/zoning policy...”
  - b) Policy 3.5.1 to “integrate affordable housing goals and policies into County sector plans, economic development strategies, the Master Transportation Plan and other County planning efforts.”
- 2) The reductions in parking ratios for 50% and 40% Area Median Income (AMI) units help to support Policy 1.1.6 of the AHMP to “incentivize affordability below 60% AMI in committed affordable rental projects.”
- 3) The [Affordable Housing Implementation Framework](#) identifies “Affordable Housing Parking Standards” as a potential land use and regulatory tool.
- 4) The PCSM of the MTP calls for “reduce[ing] or eliminate[ing] parking requirements for specialized projects near transit nodes... [to lower] the cost of transit-proximate housing dedicated to those who cannot afford a private vehicle.”
- 5) Reduced parking requirements for affordable housing is encouraged in the [Crystal City Sector Plan](#) (2010, p. 72-73).
- 6) Evidence demonstrates that low income residents have a lower demand for parking than higher income residents, both in the Metro Corridors and in locations outside the Corridors.
- 7) The amount of federal or local County subsidies (such as the Affordable Housing Investment Fund) needed to create committed affordable units would be reduced.
  - a) Constructing one underground parking space can cost between \$30,000 and \$60,000.
  - b) The provision of underground parking can be particularly challenging for affordable housing developments utilizing Low Income Housing Tax Credits (LIHTC), as these projects must remain under a certain Total Development Cost (TDC) limit in order to be eligible for the program. The TDC represents all costs necessary to produce a completed and occupied project.

### **3. Reductions from Minimum Parking Requirements for Bike and Car Sharing Amenities**

The following guidelines provide a framework for consideration of reductions from the minimum parking requirements where the project provides the following services or amenities. The actual number of spaces and the required enhanced TDM conditions, if any, would be determined on a case-by-case basis by the Board:

- 1) Reduction of two required car parking spaces in exchange for every 10 class 1 secure bike parking spaces provided beyond the bike parking ratios in the Standard Site Plan Conditions in place at the time of project approval.
- 2) Reduction of one, three, or four parking spaces in exchange for installation and support for an 11-, 15-, or 19-dock Capital Bikeshare (or successor) station. This exchange would include both capital and operating costs of the station for a minimum of six years and would require the station to be publicly-accessible on private property. The applicant would be limited to paying for the capital and operating expenses of one Capital Bikeshare (or successor) station for the purposes of claiming a reduction in minimum parking



requirements. The Board would consider what the duration of the commitment should be to account for a permanent reduction in parking spaces.

- 3) Reduction of five parking spaces for every car-sharing space with a documented service guarantee of at least three years. The Board would consider what the duration of the service guarantee should be to account for a permanent reduction in parking spaces.

Reductions in parking requirements could not exceed 50% of the parking spaces required by elements 1 and 2 of these guidelines. Reductions granted through this element would not reduce the developer's requirements for providing accessible parking spaces or visitor parking spaces.

Additional enhanced TDM conditions such as contributions to the Capital Bikeshare (or successor) network, additional on-site car sharing, or additional on-site bike parking, among others, may be required by the Board based on specific circumstances.

### ***Rationale***

- 1) Some transportation amenities attract households who do not own a car, and if a building offers these amenities, then lower private-vehicle parking demand would be expected.
- 2) Implements PCSM Policy 8, in that it "allows reduced parking space requirements for new development ... [with] exemplary access by non-motorized travel modes and car-sharing vehicles."
- 3) "Continue[s] to expand the car-sharing program as needed to encourage and serve reduced private-car ownership" as called for in Policy 5.a.xi of the [Transportation Demand and System Management Element of the MTP](#).
- 4) Carries out PCSM Policy 6, which encourages the County to "revise zoning requirements to reduce the number of some required parking spaces in direct proportion to the conversion of spaces to bicycle, motorcycle/scooter or reserved high-occupant vehicle use."
- 5) Other jurisdictions incorporate strategies to reduce parking demand and vehicle use by providing transportation alternatives on-site such as bike parking, bikesharing, and car-sharing.

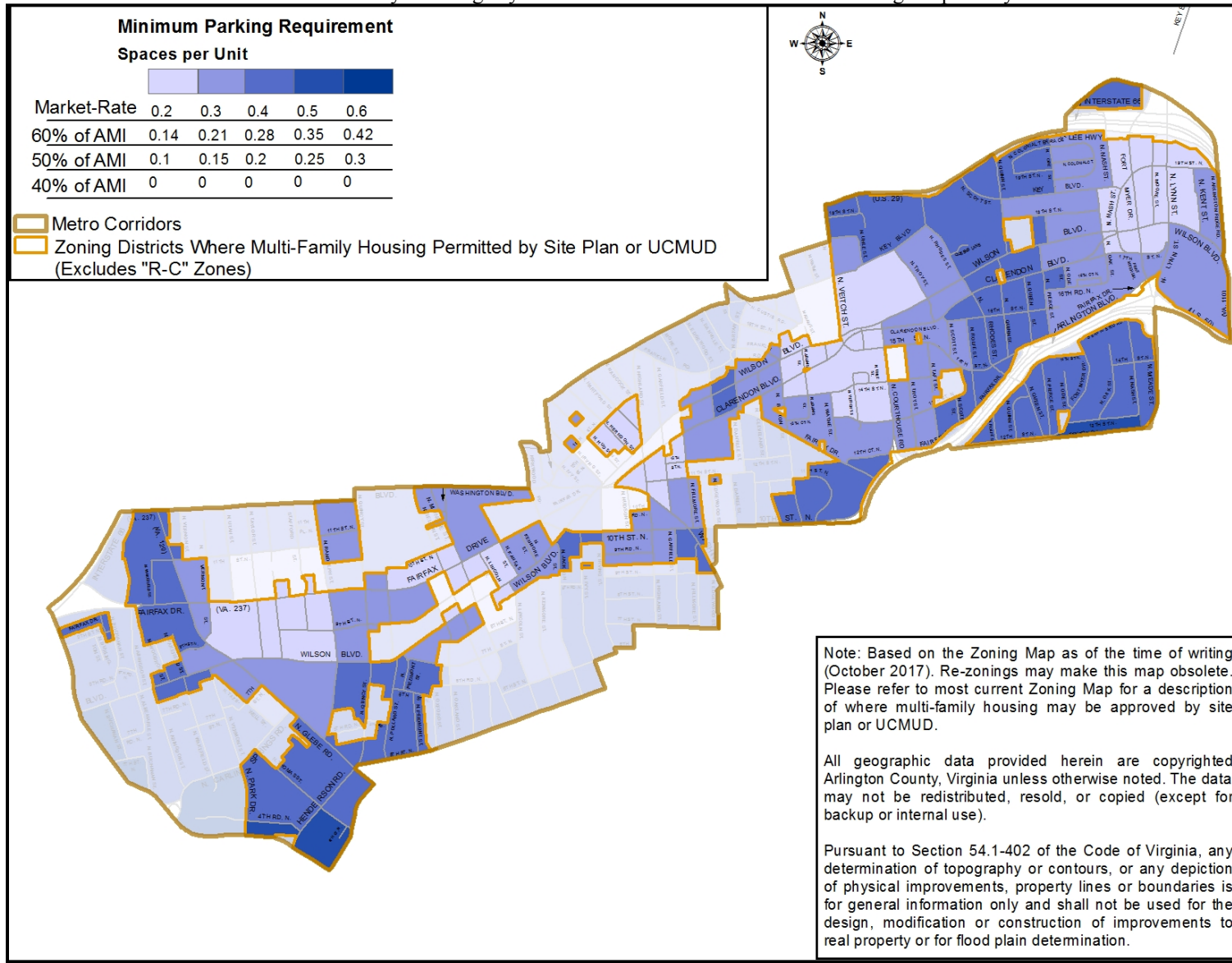
### **4. Visitor Parking Requirement**

The guidelines will be used to consider whether projects should be required to provide no fewer than 0.05 spaces per unit of designated visitor parking for the first 200 units. These spaces would be provided in addition to spaces designated for residents and would be excluded from any calculation to determine if the applicant must mitigate "excess" parking as described below. Spaces must be provided on site, must be marked "Visitor", and must be available for use at all hours of the day.

The foregoing guideline is in addition to (not in lieu of) any requirement for curbside pick-up/drop-off or loading/unloading zones on the perimeter of the proposed project. It has become standard practice to require this kind of curb space in recent site plan approvals.

**Figure 6: Proposed Parking Minimums in the Rosslyn-Ballston Corridor**

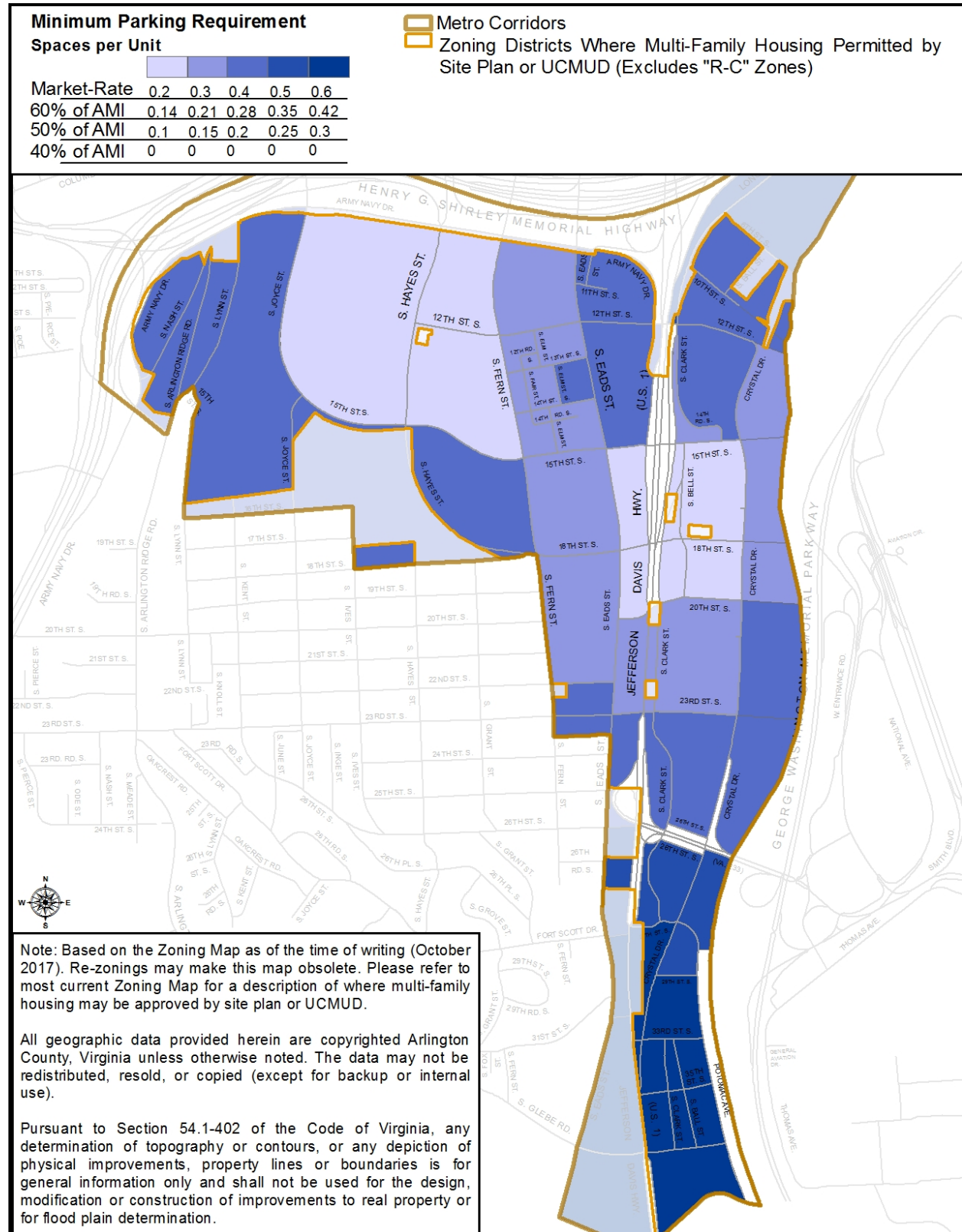
Note: Areas not zoned to allow Multi-Family Buildings by Site Plan or UCMUD at the time of writing are partially obscured.





**Figure 7: Proposed Parking Minimums in the Jefferson Davis Corridor**

Note: Areas not zoned to allow Multi-Family Buildings by Site Plan or UCMUD at the time of writing are partially obscured.



### ***Rationale***

- 1) A 2016 study of parking demand at metered spaces in Arlington found that parking occupancy peaks in the 7 PM-to-8 PM hour and declines steadily to 40% or below at the 11 PM hour. These data indicate that on-street parking shortages are the result of visitors to residential buildings or commercial establishments, not residents living in multi-family buildings who would typically park overnight.
- 2) Research from the Department of Environmental Services found that other jurisdictions require between 0.05 and 0.20 spaces per unit for visitors at multi-family buildings.

### 5. On-Site Shared Parking

The guidelines will be used to consider whether projects with more than one use provided as part of the same site plan or UCMUD permit should be allowed to reduce the overall parking requirement based on the following and subject to such enhanced TDM conditions, if any, as may be required by the Board based on site specific circumstances:

1. Calculations from the Urban Land Institute shared parking model.
2. Independent analysis if that analysis conforms to certain minimum standards established by the County.

The visitor parking spaces as required in the proposed guidelines could be provided as shared spaces provided that a shared parking analysis shows that peak demand for the residential visitor spaces could not generally overlap with peak demand by the other users sharing the spaces.

### ***Rationale***

- 1) Parking demand for different uses (such as residences and offices) peaks at different times of the day.
- 2) This element provides one way to “maximize the sharing of parking spaces” as encouraged in PCSM Policy 9.
- 3) Encouraged by the Crystal City Sector Plan (2010, p. 73), “[Realize Rosslyn](#)” (2015, p. 119), [Clarendon Sector Plan](#) (2006, p.108), [Virginia Square Sector Plan](#) (2002, p. 73), and the “[PenPlace Design Guidelines](#)” (2014, p. 21) for the Pentagon City PDSP.
- 4) The standard site plan conditions contain a provision for shared use of office parking and recommended that this strategy be available for multi-family projects.
- 5) Locally, Washington, D.C., Montgomery County, Maryland and the City of Falls Church, Virginia, permit shared parking; these jurisdictions require shared-parking proposals to include analysis using a model such as the one created by the Urban Land Institute.

### 6. Off-site Shared Parking

The guidelines will be used to consider whether unused parking in existing buildings may be utilized to meet parking requirements in new buildings. An applicant could propose to fulfill all off-street parking requirements (except handicapped-accessible and visitor parking spaces) at other garage(s) (not surface parking lots), subject to such enhanced TDM conditions, if any, as may be required by the Board based on site specific conditions, if:

- 1) The garage(s) is(are) located within the County-defined Rosslyn-Ballston and Jefferson Davis Metro planning areas,
- 2) A public entrance to the garage(s) is (are) within 800 feet of the new building's location as measured as the straight-line (or "over the air") distance between the nearest public entrance to the project and the off-site garage facility, and
- 3) Two buildings have the same owner or two owners enter into a lease agreement of no shorter than 10 years.

If at the end of a lease term, the building owner were to terminate the lease, modify the number of spaces leased, or lease spaces in a different garage to satisfy the building's off-street parking requirement, then the owner would be required to apply for a minor site plan amendment if the building was approved by site plan or a use permit amendment if the building was approved through an UCMUD.

### ***Rationale***

- 1) Encourages parking efficiency by allowing developers to serve new buildings with existing, excess parking. [Observations of office building garages in Arlington's Metro corridors](#) reveals unused capacity, during both night-time and day-time hours.
- 2) Implements PCSM Policy 8, which calls on the County to "allow site plan and use permit developments to cooperate with each other to meet off-street parking requirements" and the call to "maximize the sharing of parking spaces" in PCSM Policy 9.
- 3) Follows from PCSM Policy 13, which guides the County "to ensure that required accessible parking is provided on-site."
- 4) Similar to the provisions of Section 7.8.5.D.4 ("MU-VS, Mixed Use Virginia Square District, Site Development Standards, Parking") of the Arlington Zoning Ordinance.
- 5) Encouraged by the Crystal City Sector Plan (2010, p. 73), "Realize Rosslyn" (2015, p.119), Clarendon Sector Plan (2006, p. 108), Virginia Square Sector Plan (2002, p. 73), and the "PenPlace Design Guidelines" (2014, p. 21) for the Pentagon City PDSP.
- 6) There are several instances where the County Board has already approved off-site shared parking including the Strayer University building (SP#345) in Courthouse.
7. Mitigation Requirements for Excess Parking

The guidelines will be used to consider whether a project that proposes to construct more parking spaces than the Board determines is appropriate for the site. The Board may consider this parking "excess." These guidelines suggest that the threshold is 1.65 spaces per dwelling unit and that the applicant would be required to mitigate the impact of these parking spaces in one of three ways as well as in such additional or alternative ways as the Board requires based on site specific circumstances:

- 1) The developer would be required to place the number of parking spaces provided in excess of 1.65 (or whatever figure is determined by the Board in that case) multiplied by the number of dwelling units in mechanical "stackers" OR
- 2) The developer would be required to place the number of parking spaces provided in excess of 1.65 (or whatever figure is determined by the Board in that case) multiplied by the number of dwelling units in a "tandem" configuration OR

- 3) An annual payment equal to the product of the cost of a monthly transit pass good for an unlimited number of rail and bus trips provided by WMATA or a successor authority, the number of months in a calendar year (12), and the number of parking spaces provided in excess of 1.65 (or other Board-determined figure) multiplied by the number of dwelling units; this payment would be due for every year that the “excess” spaces are available for no more than 30 years.

Applicant payments would be used to support Arlington County programs that encourage the use of biking, walking, transit, and car sharing in the vicinity of, or otherwise serving the project.

The guidelines suggest that mitigation requirements would apply only to new parking spaces constructed as part of the project, and that, if the developer constructs fewer parking spaces than those considered to be “excess” but provides additional parking spaces by sharing existing parking, then no mitigation would be required.

### ***Rationale***

- 1) Surveys of site plan building residents have found that households in buildings with abundant parking attract households with more vehicles, vehicles that those household members then drive. This is consistent with other research, which has found that the level of parking supply influences parking demand.
- 2) Funds could be used to encourage the use of biking, walking, transit, and car sharing.
- 3) Placing excess parking spaces in stackers or tandem configurations makes the vehicles parked in them less convenient to reach for daily use, thereby mitigating traffic impacts.
- 4) Implements PCSM Policy 6 to “ensure that...excessive parking is not built,” explaining that “building the right amount of parking encourages efficient transportation patterns, reduces the demand on existing transportation facilities and the need to expand or improve them, and contributes to a reduction in long-term environmental hazards.”

### **8. Relief from Minimum Parking Requirements for Constrained Sites**

The guidelines will be used to consider whether reductions from the minimum required number of all spaces (including visitor and accessible spaces) should be granted if the County Board finds that there are "physical constraints" on the site, including:

- Site size.
- Site shape.
- Historic structures to be retained.
- Underground utilities that cannot be moved.
- Tunnels or access easements.
- Geological conditions including soils.

Staff would recommend reductions in parking requirements due to site constraints only if the developer has maximized reduction options outlined elsewhere in these guidelines and has made a good-faith effort to find an off-site shared parking opportunity.

### ***Rationale***

- 1) The cost of parking on certain sites may make building prohibitively expensive, leaving property that is vacant or underutilized relative to what is envisioned in the [General Land Use Plan](#) and sector plans.
- 2) This element is in line with prior Board approvals of “projects with reduced or no parking in extraordinary situations warranting the exception” as mentioned in PCSM Policy 11.
- 3) Encouraged by the Clarendon Sector Plan (2006, p. 108) for historic buildings.

### **Other Recommendations**

In addition to the proposed guidelines, staff offer the following recommendations for adoption:

1. Direct the County Manager to Explore Options for Streamlining the Approval Process for Shared Parking Arrangements between Two Site Plan or UCMUD Projects

To complete a shared-parking agreement between a new residential building and another special-exception building, the owner of the other, existing building where off-site parking spaces would be dedicated would need to file a minor site plan or use permit amendment.

Staff recommends that the County Board direct the County Manager to consider ways to reduce the cost and effort of receiving County approval for off-site shared parking arrangements between two special-exception buildings.

2. Direct the County Manager to Review and Recommend Improvements to the Residential Permit Parking Program (RPP)

The RPP program is an important tool for managing on-street parking. The RPP program restricts on-street parking in certain residential neighborhoods such that only certain households within that area can park on-street during certain hours of restriction (typically 8 AM to 5 PM, Monday through Friday, with some exceptions). Staff last completed an in-depth review and revision of the program in 2005. The County Manager requested the County Board to endorse a new review of the program, which the Board members did at their August 15, 2017 work session.

One element of the RPP administrative policy is particularly relevant to the proposed guidelines: the residents of residential buildings approved either through the site plan or use-permit process are not eligible to participate in the RPP program. Staff recommends that this policy continue regardless of any other proposed changes that may arise from the program review.

3. Direct the County Manager to Review the County’s On-Street Parking Meter Fees and Hours of Operation as they Relate to Effective On-Street Parking Management

Like the RPP program, parking meters are an important tool for managing on-street parking in mixed-use areas where parking demand is high and where many multi-family residential developments are located. Parking charges encourage users to “use parking efficiently with parking spaces turning-over more frequently, thereby accommodating more users.”<sup>4</sup> Meters also

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<sup>4</sup> Policy 5 of the “[Parking and Curb Space Management Element](#)” of the Master Transportation Plan (2009; p. 9)

limit the ability of residents to park long term in valuable spaces that are prioritized for short-term use.

Staff recommends that the County Manager review meter fees and hours of operation to ensure that the County's meters are fulfilling County policy.

4. Direct the County Manager to Explore Amendments to the R-C District Provisions of the Zoning Ordinance

The Zoning Ordinance prohibits the County Board from modifying the multi-family minimum parking requirement below one space per unit in "Multiple-family Dwelling and Commercial District" ("R-C") districts.<sup>5</sup>

Staff recommends that the County Board direct the County Manager to explore the advisability of amendments to the Zoning Ordinance that would allow the County Board to modify the minimum parking requirements in R-C zones through site plans.

5. Direct the County Manager to Examine the Potential for Similar Guidelines for Site Plans, Use Permits, and Optional Form-Based Code Approvals in the Columbia Pike and Lee Highway Areas

Staff recommends that the County Board direct the County Manager to explore the advisability of guidelines like those proposed here for the Columbia Pike planning area and districts along or near Lee Highway where multi-family buildings are allowed by site plan or use permit. Staff could either consider such guidelines as part of a stand-alone process or as part of other, larger land-use and transportation-planning processes.

**PUBLIC ENGAGEMENT:** A stakeholder group, known as the Residential Parking Working Group (RPWG) was central to developing the proposed guidelines. In addition to one at-large resident, the County Manager appointed to the RPWG a representative from each of the following stakeholder groups based on a list of names submitted by the respective groups:

- Planning Commission
- Transportation Commission
- Citizens Advisory Commission on Housing
- Economic Development Commission
- Environment and Energy Conservation Commission
- NVBIA/NAIOP
- Arlington Chamber of Commerce
- Arlington Civic Federation

The Working Group was charged 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...the working group will explore alternative

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<sup>5</sup> §7.3.4.E.1

methodologies, evaluate the ramifications of those methodologies, and other transportation strategies that interrelate with off-street parking requirements.”

In addition to the Guiding Principles that it developed, the Working Group considered its recommendations in the context of existing Arlington policy and the policies and regulations of peer jurisdictions in the region and around the U.S.

The Working Group held 11 public meetings beginning in September 2016. Staff employed tools to inform and engage the wider public with the Working Group’s deliberations. These tools were:

- A [project web site](#) with a description of the review process, an FAQ page, a documents page with RPWG meeting read-ahead materials, meeting summaries, background documents, and the Working Group’s recommendation to the County Manager. This page was maintained throughout the process.
- An e-mail listserv (518 subscribers as of July 2017) through which staff sent notifications of upcoming Working Group meetings, updates to the documents page, and notifications of in-person and online engagement opportunities.
- Seven rounds of e-mails with notification of in-person and online engagement opportunities to staff of the Crystal City, Ballston, and Rosslyn Business Improvement Districts, the Clarendon Alliance, management of Colonial Village I, II, and III, and the presidents of the following Civic/Citizens Associations:
  - Arlington Forest
  - Arlington Ridge
  - Ashton Heights
  - Aurora Highlands
  - Ballston - Virginia Square
  - Bluemont
  - Buckingham
  - Clarendon - Courthouse
  - Crystal City
  - Lyon Park
  - Lyon Village
  - North Highlands
  - North Rosslyn
  - Radnor/Ft. Myer Heights
  - Waycroft - Woodlawn
- Two open houses attended by members of the RPWG as observers that presented background information to the public and an opportunity to provide early feedback on the RPWG’s guiding principles and on the strategies that the RPWG was considering for inclusion in its recommendation. The first open house was held on the evening of Wednesday, December 7, 2016 in the Courthouse area and the second open house was held on the morning of Saturday, December 17, 2016 at the Crystal City pop-up library. A total of 12 members from the public attended the two open houses, including officers from the Ballston-Virginia Square Civic Association, Crystal City Civic Association, Ashton Heights Civic Association, and the Lyon Village Civic Association.
- A presentation to a NAIOP meeting in December 2016 and a presentation to the Arlington Chamber of Commerce in February 2017.
- An online survey open from December 8, 2016 to January 6, 2017 that allowed respondents to provide structured and un-structured feedback on the RPWG’s principles as well as the strategies that the RPWG was considering. A total of 31 individuals participated.



- Two focus groups attended by members of the RPWG as observers: one for residents, developer representatives, and Metro-corridor Civic Association leaders who have raised concerns about parking previously. A total of nine individuals attended, including representatives from the Ashton Heights, Colonial Village, and Lyon Village Civic Associations, as well as a representative of the Dittmar Company. A focus group for affordable housing developers included one representative each from Wesley Housing Development Corporation, AHC, and APAH.
- A presentation to the Ballston-Virginia Square Civic Association in January 2017.

After the RPWG delivered its recommendations to the County Manager in March 2017, staff arranged the following engagement efforts to inform and gather input from the wider community:

- Information items at Advisory Commissions in March and April as described in Table 2.

**Table 2: RPWG Recommendation Feedback Received from County Advisory Commissions**

<b>Commission</b>	<b>Feedback Received</b>
Transportation Commission	Few questions or statements
Housing Commission	General support for recommendation. Concern about feasibility of off-site shared parking.
Disability Advisory Commission	Sufficiency of parking concerns. Could reduce the number of accessible spaces available to potential residents. Concern about accessibility for off-site shared parking. Concern that reductions for CAFs are unfair and that low-income households need cars more than high-income households.
Long-Range Planning Committee of the Planning Commission	Spillover concern. Would like to see “safety valves” in the guidelines to correct for any spillover parking that may arise. Agreement that visitor parking drives on-street parking occupancy. Concern that off-site shared parking could delay redevelopment of surface parking lots.

- Presentations to the Arlington Civic Federation, Aurora Highlands, and Arlington Ridge Civic Associations, NAIOP, and the leadership of the Coalition for Smarter Growth in March 2017.
- A feedback page accessible through the project page on which the public could watch an introductory video about the process and take either a long or short survey. The survey included questions about the degree to which respondents agreed with the Working Group’s recommendations. These surveys gathered a total of 347 responses between April 4 and 19, 2017.
- Staff delivered draft recommendations to the County Manager in April 2017 and contacted the presidents of the 15 Civic/Citizens Associations listed above, offering to make a presentation.

Three Civic/Citizens accepted the invitation and staff presented to the June meetings of:



- Lyon Park Citizens Association
- Clarendon-Courthouse Civic Association
- Ballston-Virginia Square Civic Association

Following a Board Work Session on the staff recommendations in July 2017, staff also made a brief presentation to a July event hosted by the Coalition for Smarter Growth in Arlington and a second NAIOP meeting. Staff made a presentation to the Supportive Services and Housing Committee of the Commission on Aging on August 22, 2017.

Staff identified the following major themes from the entirety of its public engagement effort.

- Support for the Working Group’s recommendations and draft staff recommendations mentioned flexibility that could facilitate the production of committed-affordable units; transit-oriented development and increased transit ridership; and the efficiency to be gained from shared parking.
- Concern about the Working Group’s recommendations and draft staff recommendations highlighted “spillover parking” (or increased competition for on-street parking spaces) from both multi-family building residents and visitors; a belief that allowing lower minimum parking requirements for CAFs will lead to the creation of housing that does not meet the needs of low-income households; current Metrorail reliability problems; and the potential for reduced housing accessibility for individuals with disabilities and seniors.

The proposed guidelines are very similar in most elements to the Working Group’s recommendations to the County Manager. In response to feedback from public engagement, staff made the changes described in Table 3. Attachment 2 contains a table that compares each element of the Working Group recommendations with the proposed policy.

Staff made presentations to seven Advisory Commissions in advance of a request to authorize advertisement.

Transportation Commission: The Commission heard a presentation on a draft of the proposed guidelines at its August 31, 2017 public hearing. The Commission voted unanimously to endorse the request to authorize advertisement and to acknowledge the Residential Parking Working Group’s recommendations to the County Manager.

**Table 3: Staff Changes/Additions in Response to Public Concern**

<b>Concern</b>	<b>Corresponding Change</b>
<b>Spillover parking</b>	<ul style="list-style-type: none"> <li>• Include visitor-parking requirement.</li> <li>• Limit to 50% the share of spaces that can be reduced for biking, Capital Bikeshare, and Car Share Amenities.</li> <li>• Exclude visitor parking spaces from reductions for biking, Capital Bikeshare, and Car Share Amenities.</li> <li>• Add recommendation that site plan and use-permit buildings continue to be excluded from Residential Permit Parking.</li> </ul>
<b>Low-income households will be unfairly affected</b>	Include condition that no preference will be given to residents of committed affordable or market-rate units in the property manager's policies or procedures for managing parking.
<b>Reduces the number of accessible spaces available to potential residents</b>	<ul style="list-style-type: none"> <li>• Add condition that accessible spaces must equal the number of accessible units required by the Virginia Building Code.</li> <li>• Add condition that accessible parking spaces cannot be exchanged for biking, Capital Bikeshare, and Car Share Amenities.</li> </ul>
<b>Off-site shared parking will not be accessible</b>	Require that all accessible parking spaces be provided on site.
<b>Off-site shared parking will slow redevelopment or lead to tear-downs of other properties</b>	Add provision that shared parking may only be in garages within the Rosslyn-Ballston and Jefferson Davis Corridors.

Citizen's Advisory Commission on Housing: The Housing Commission heard a presentation on a draft of the proposed guidelines at its September 7, 2017 public meeting. The Commission voted unanimously to endorse the guidelines and related recommendations.

Economic Development Commission: Staff presented a draft of the proposed guidelines and request to authorize advertisement at the September 12, 2017 public meeting of the Economic Development Commission. The Commission voted to endorse the proposed guidelines at its October 10, 2017 meeting.

Environment and Energy Conservation Commission: Staff presented a draft of the proposed guidelines and request to authorize advertisement at the September 25, 2017 public meeting of the Environment and Energy Conservation Commission. The Commission voted to support the proposed guidelines at its October 23, 2017 meeting.

Long-Range Planning Committee of the Planning Commission: Staff presented a draft of the proposed guidelines and request to authorize advertisement at the September 26, 2017 meeting of the Long-Range Planning Committee of the Planning Commission. Staff plans to present the

advertised guidelines to the full Planning Commission at its November 2017 meeting.

Commission on Aging: Staff presented a draft of the proposed guidelines at the October 16, 2017 meeting of the Commission on Aging and requested endorsement. At this meeting, the Commission voted not to endorse the proposed guidelines with two members abstaining. During the meeting, Commission members shared concerns that off-site shared parking would be difficult for seniors to access, that staff was too optimistic about the future of Metrorail service, and that the views of seniors were not sufficiently reflected in the public engagement process. However, one commissioner voiced support for the guidelines based on his perception of changing preferences for vehicle ownership and use.

Disability Advisory Commission: Staff presented a draft of the proposed guidelines at the October 17, 2017 meeting of the Disability Advisory Commission and requested endorsement of the proposed guidelines. At that meeting, the Commission voted to endorse the guidelines if staff would modify it such that the required number of accessible parking spaces would always be set equal to the number of “Type A” units to be built.

Under the proposed guidelines, developers would agree to build more accessible spaces than the number of accessible spaces required in the Virginia Uniform Statewide Building Code; under these guidelines, the minimum number of accessible spaces would be equal to the number of “Type A” units required in the Virginia Uniform Statewide Building Code (two percent of all units), which would be higher than the number of accessible spaces usually required (two percent of all parking spaces provided); a builder may choose to construct more “Type A” units than required in the Building Code. Staff do not support setting the minimum number of accessible spaces equal to the number of “Type A” units given evidence from the American Community Survey that Arlington residents with various classes of disability are less likely to live in a household with access to a vehicle than those without a disability.

Staff requested that the County Board authorize advertisement of public hearings for the proposed guidelines at its October 21, 2017 Regular Hearing. Seven individuals, including representatives from the Ballston-Virginia Square Civic Association, the Clarendon-Courthouse Civic Association, and the Residential Parking working group spoke at this hearing. One speaker expressed support for the guidelines given its potential to encourage the production of Committed Affordable Units. One speaker gave qualified support for the guidelines, but asked that the minimum guidelines be raised for projects within ¼-mile of a Metro entrance. Spillover parking was another concern mentioned by speakers. The Board voted unanimously to authorize advertisement.

Transportation Commission: Staff presented a draft of the proposed guidelines at the October 2, 2017 meeting of Transportation Commission with a request to endorse the proposed guidelines. Five individuals, including representatives from the Ballston-Virginia Square Civic Association and the Clarendon-Courthouse Civic Association spoke at this hearing. One speaker gave qualified support for the guidelines, but asked that the minimum guidelines be raised for projects within ¼-mile of a Metro entrance, and asked for more evidence as to why the exchanges of vehicle-parking spaces for bike share, bike parking, and car sharing amenities are warranted. Two speakers voiced concern that the guidelines would lead to spillover parking, and one

speaker contended that the guidelines would prevent the community from collecting substantial developer contributions to transportation improvements as provided in the guidelines created from the Commercial Parking Working Group process.

For clarification, only one building has been approved under those guidelines,<sup>6</sup> and only \$145,500 in payments are to be dedicated to multimodal transportation improvements in the Courthouse area. For comparison purposes, this figure represents approximately 0.8% of the estimated cost to construct new mezzanine elevators at the Courthouse Metro station (or 1.15% if one excludes the anticipated state funding).<sup>7</sup> Developer contributions listed for that project come from payments in exchange for bonus density, not reductions in parking.

One speaker offered language for a new site plan condition that would require property managers of projects with CAF units to provide residents with information about off-site parking facilities if the number of parking permits issued to residents exceeds the number of off-street parking spaces provided. Staff will consider this text as it develops any new condition language required in order to implement the proposed guidelines.

Finally, two speakers voiced concern that these guidelines would exclude households who choose to own vehicles. Though the proposed guidelines would allow the Board to approve projects with less parking than typically built today, they do not require the construction of less parking. Furthermore, the guidelines do not affect housing already built; this housing stock will continue to provide the same options that are available today in the future to households who choose to own vehicles.

The Transportation Commission voted to endorse the draft guidelines and related recommendations with seven commission members voting in favor and one commission member voting against the endorsement.

Planning Commission: The Planning Commission unanimously moved to approve the guidelines at the November 13, 2017 meeting with four amendments:

**Amendment 1:** Adopt the “Other Recommendations” as discussed in the Board Report.

**Amendment 2:** Direct staff to develop a policy whereby developers would achieve the “Distance to Metro” parking reductions through contributions to help support transportation related amenities and/or improvements either on-site or offsite in the immediate area.

**Amendment 3:** Direct implementation document of the proposed guidelines to state “if a developer asks for a reduction in parking using the proposed guidelines they file with their site plan application a justification of the reduction that includes their proposed implementation including letters of intent with building owners for shared parking.”

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<sup>6</sup> [SP# 345](#), also known as “the Wendy’s site.”

<sup>7</sup> [Arlington County Adopted FY2017 – FY2026 Capital Improvement Plan](#). Section 6, “Metro and Transportation”, p. E-45.

**Amendment 4:** Add a condition to the proposed guidelines that states "Any request to change already approved residential parking ratios in as yet unbuilt buildings require review by SPRC, the Transportation Commission, and the Planning Commission before consideration by the County Board."

As the Guidelines are only intended to inform how parking ratios could be considered with special exception projects, the Manager does not support amending the language of the guidelines to incorporate the suggestions of the Planning Commission contained in their latter three amendments. The current submittal and review processes for both special exception site plans and UCMUDs are governed by the Zoning Ordinance and detailed in Administrative Regulations. Staff believes that process requirements regarding a request for a reduced parking ratio pursuant to the guidelines should continue to be provided for within, and implemented through these existing documents.

**FISCAL IMPACT:** The proposed guidelines impose no additional immediate financial commitments by the County. The guidelines do recommend continuation of baseline TDM measures in all projects, and enhanced TDM measures where the Board determines they are necessary to ameliorate the impacts of the reductions. Also recommended are mitigation payments from developers who construct "excess" parking, however, the applicability and amount of such payments would be at the Board's discretion. Future funds received as mitigation payments for "excess" parking would be handled by a similar process in which developer contributions are accounted for in Arlington County Commuter Services (ACCS) to sustain direct and indirect on-site and off-site services in the vicinity of, or otherwise serving, the project. It is not anticipated that there will be additional income because of these guidelines in the near future. No site plan project approved in the last ten years has included a proposal to build more than 1.65 parking spaces per dwelling unit, the recommend threshold for defining "excess" parking.

**ATTACHMENT 1: OFF-STREET PARKING GUIDELINES FOR MULTI-FAMILY  
RESIDENTIAL PROJECTS APPROVED BY SPECIAL EXCEPTION IN THE  
ROSSLYN-BALLSTON AND JEFFERSON DAVIS METRO CORRIDORS**

## **Introduction**

The Off-Street Parking Guidelines for Multi-Family Residential Projects Approved by Special Exception in the Rosslyn-Ballston and Jefferson Davis Metro Corridors (“the guidelines”) respond to a need articulated by the County Board, the development community, staff, and others to create a transparent and consistent framework for evaluating whether and to what extent requests for parking reductions for site plan multi-family residential projects should be approved. The process undertaken and the resulting guidelines respond to this articulated need, respond to the best current data and practice, and link the guidelines to established community goals and objectives.

## **Where the Guidelines Apply**

These guidelines will guide staff in reviewing site plan and UCMUD proposals for multi-family buildings in the Rosslyn-Ballston and Jefferson Davis Metro corridors. The guidelines will apply only to sites within the Metro Corridors that are zoned to allow multi-family buildings by site plan or UCMUD.

However, the guidelines will not apply to site plans submitted for sites in “R-C” or “Multiple-family Dwelling and Commercial” districts since the current Zoning Ordinance does not allow the County Board to modify minimum parking requirements for multi-family buildings in these zones below one space per unit. The guidelines would apply upon an amendment to the Zoning Ordinance that allows modification in “R-C” zones by site plan.

Figures 1.1 and 1.2 describe the land within the two Metro planning corridors zoned to allow multi-family buildings by site plan or UCMUD as of writing to which these guidelines apply.

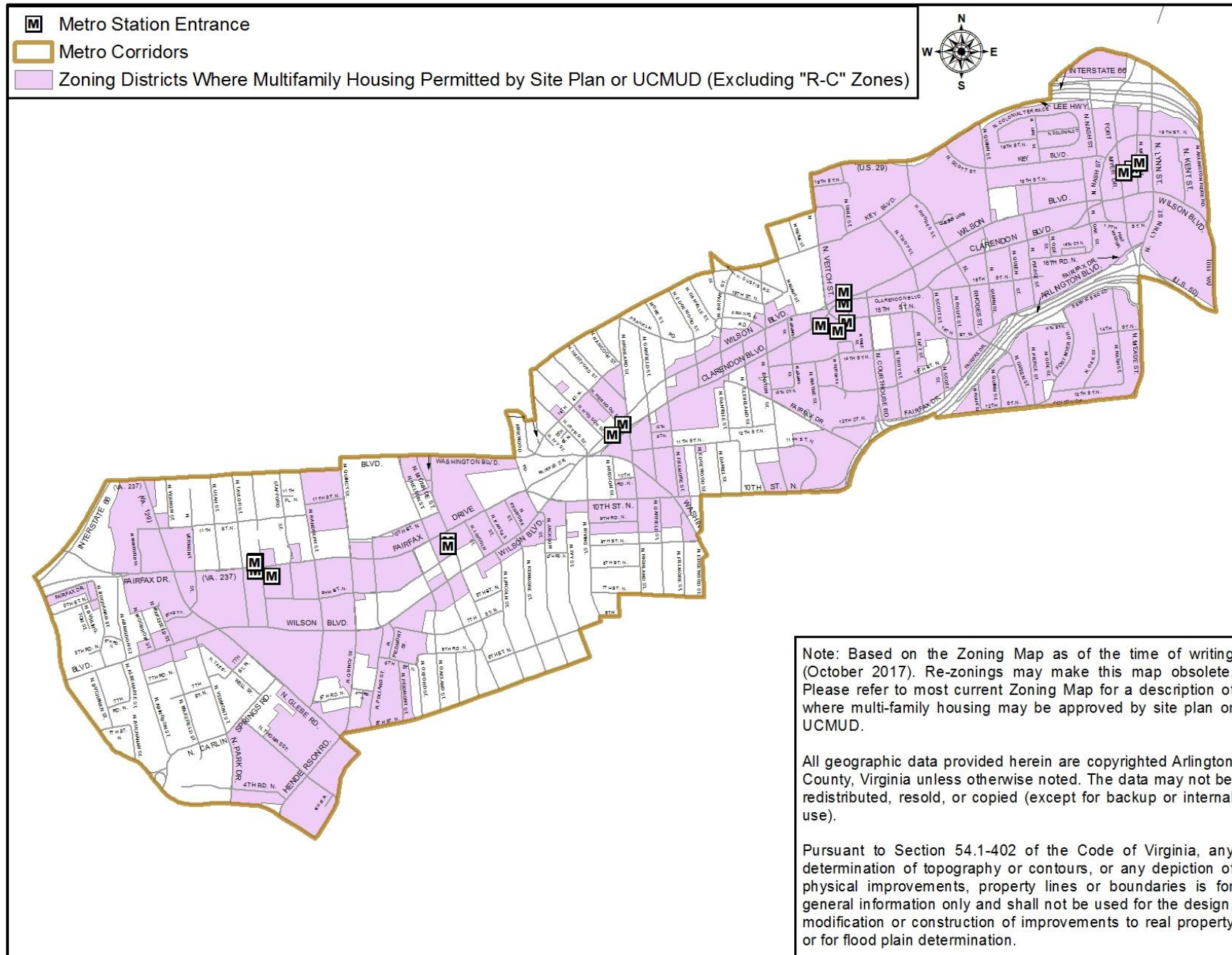
## **Elements of the Guidelines**

The guidelines will retain the base Transportation Demand Management (TDM) requirements that are a part of site plan standard conditions, and will also permit the approval of enhanced TDM conditions, if any, that may be appropriate for the specific development proposal commensurate with the degree to which minimum parking requirements are modified. In addition, the guidelines do not change [other policies](#) that prevent projects approved through the site plan or use permit processes from participating in the Residential Permit Parking (RPP) Program.

Following is a discussion of the guidelines’ elements:

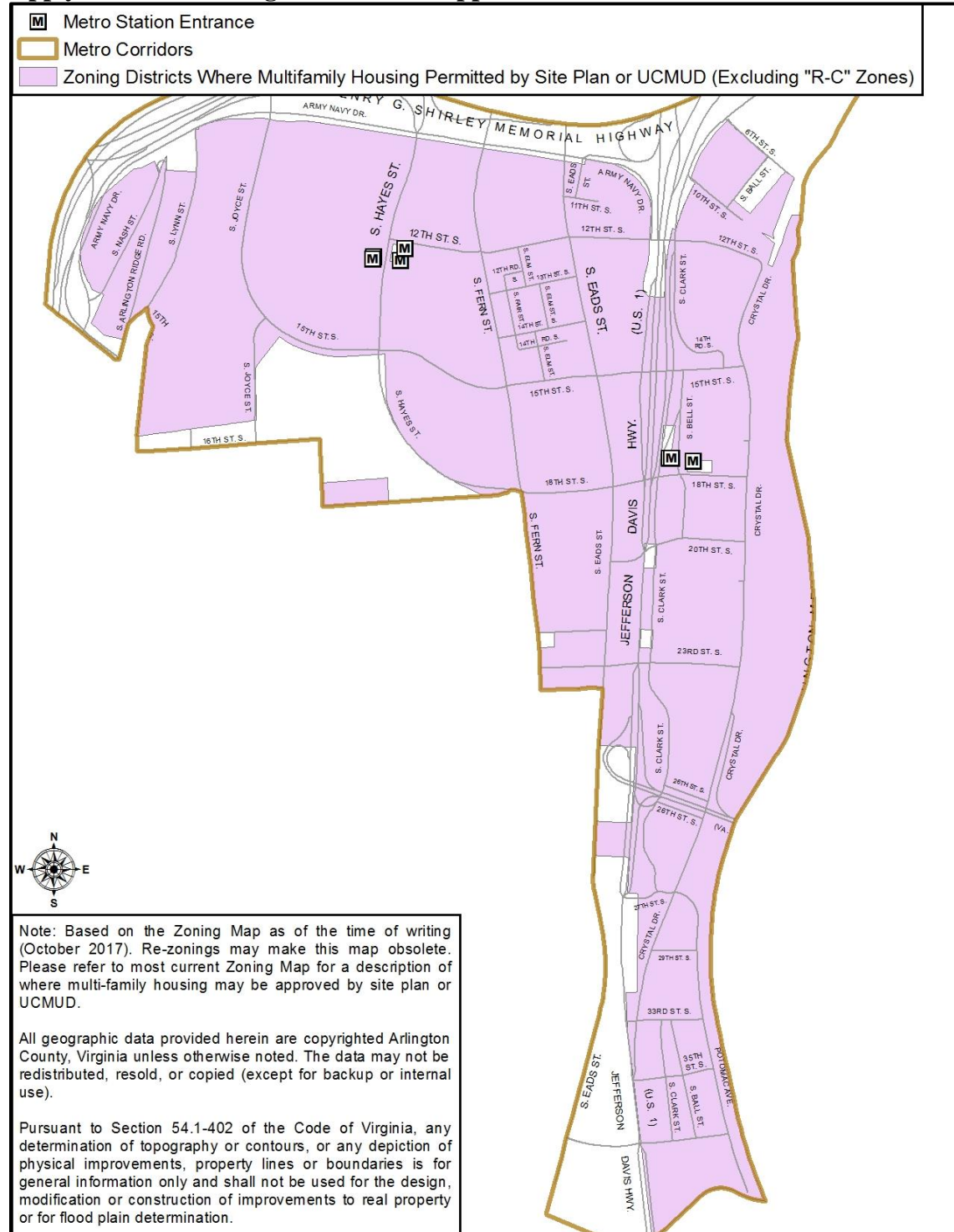
1. Reductions from Minimum Parking Requirements for Market-Rate Units Based on Distance from Metro
2. Reductions from Minimum Parking Requirements for Committed Affordable Units
3. Reductions from Minimum Parking Requirements for Bike and Car Sharing Amenities
4. Visitor Parking Requirement
5. Allowances for On-site Shared Parking
6. Allowances for Off-site Shared Parking
7. Mitigation Requirements for Excess Parking
8. Reductions from Minimum Parking Requirements for Constrained Sites

**Figure 1.1: Land in the Rosslyn-Ballston Metro Planning Corridors Where the Guidelines Apply Based on Zoning Districts as Mapped in October 2017**





**Figure 1.2: Land in the Jefferson Davis Metro Planning Corridors Where the Guidelines Apply Based on Zoning Districts as Mapped in October 2017**



# 1. Minimum Parking Requirements Based on Distance to Metro

Whether reduced minimum parking guidelines for market-rate dwelling units would be appropriate for consideration will be determined by a map prepared by DES Development Services that assigns a distance-to-closest-Metro-entrance measure for all blocks within the

Metro corridors. Blocks will be assigned a distance using the shortest distance buffer from any Metro station entrance (escalator or elevator) that contains the center point of the block. A draft of that map is available as Figures 6 and 7 below.

Of the parking spaces required, the developer will provide no fewer accessible parking spaces on site than the number of required “Type A” accessible dwelling units as called for in [the Virginia Uniform Statewide Building Code](#).<sup>1</sup>

For the purposes of these guidelines, a “block” is the space defined by the centerlines of public streets and/or the boundaries of the Rosslyn-Ballston and Jefferson Davis Metro Corridors. In a few cases where staff have determined that irregular or large block shapes would suggest market-rate parking minimums in a way that is inconsistent with the intent of these guidelines, staff have made further divisions by drawing extensions to existing street centerlines through these blocks.

Figures 1.3 through 1.6 describe the lines used to define blocks, the minimum parking guideline assigned to each block, and the land zoned to allow multi-family housing by site plan or UCMUD superimposed over those blocks.

Once a site is determined to be eligible for a potential reduction in the number of minimum parking spaces, an evaluation would be made of the amount of the reduction and what enhanced TDM conditions, if any, are appropriate to ameliorate the impact of the reduction on the transportation system in the vicinity of the site.

## 2. Reductions from Minimum Parking Requirements for Committed Affordable Units

Committed-affordable units will be eligible for consideration of parking minimum ratios that are lower than those for market-rate units guided by the following table and subject to appropriate site specific enhanced TDM conditions, if any.

**Table 1.1: Vehicle Parking Minimums for Market-Rate and Affordable Housing Units**

<b>Market-Rate Minimum Parking Requirement (Spaces per Unit)</b>	0.20	0.30	0.40	0.50	0.60
<b>Committed Affordable Housing Ratios</b>					
<b>60% AMI (70% of market-rate minimum)</b>	0.14	0.21	0.28	0.35	0.42
<b>50% AMI (50% of market-rate minimum)</b>	0.10	0.15	0.20	0.25	0.30
<b>40% AMI</b>	0.00	0.00	0.00	0.00	0.00

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<sup>1</sup> At the time of this writing, the Building Code sets the minimum number of required accessible parking spaces at two percent of all parking spaces provided. Setting the accessible parking requirement equal to the number of Type A dwelling units will result in a greater requirement for accessible spaces.

A detailed map of Arlington County, Virginia, highlighting designated Metro corridors and specific blocks subject to parking minimum policy. The legend indicates four types of features: Cut Lines for Irregular Blocks (pink), Street Centerlines (grey), Metro Corridors (orange outline), and Metro Corridor Blocks for Parking-Minimum Policy (tan shading). Major highways shown include Interstate 66 at the top right, U.S. Route 29 running horizontally across the middle, and U.S. Route 50 running vertically along the eastern edge. A network of local streets is depicted throughout the county's irregular shape. Specific street names like Wilson Blvd., Clarendon Blvd., Key Blvd., and Fairfax Dr. are labeled. Several pink cut lines are visible where major roads intersect or change direction abruptly. Tan-shaded areas cover large portions of the central and southern parts of the county. A north arrow is located in the bottom right corner.

Cut Lines for Irregular Blocks

Street Centerlines

Metro Corridors

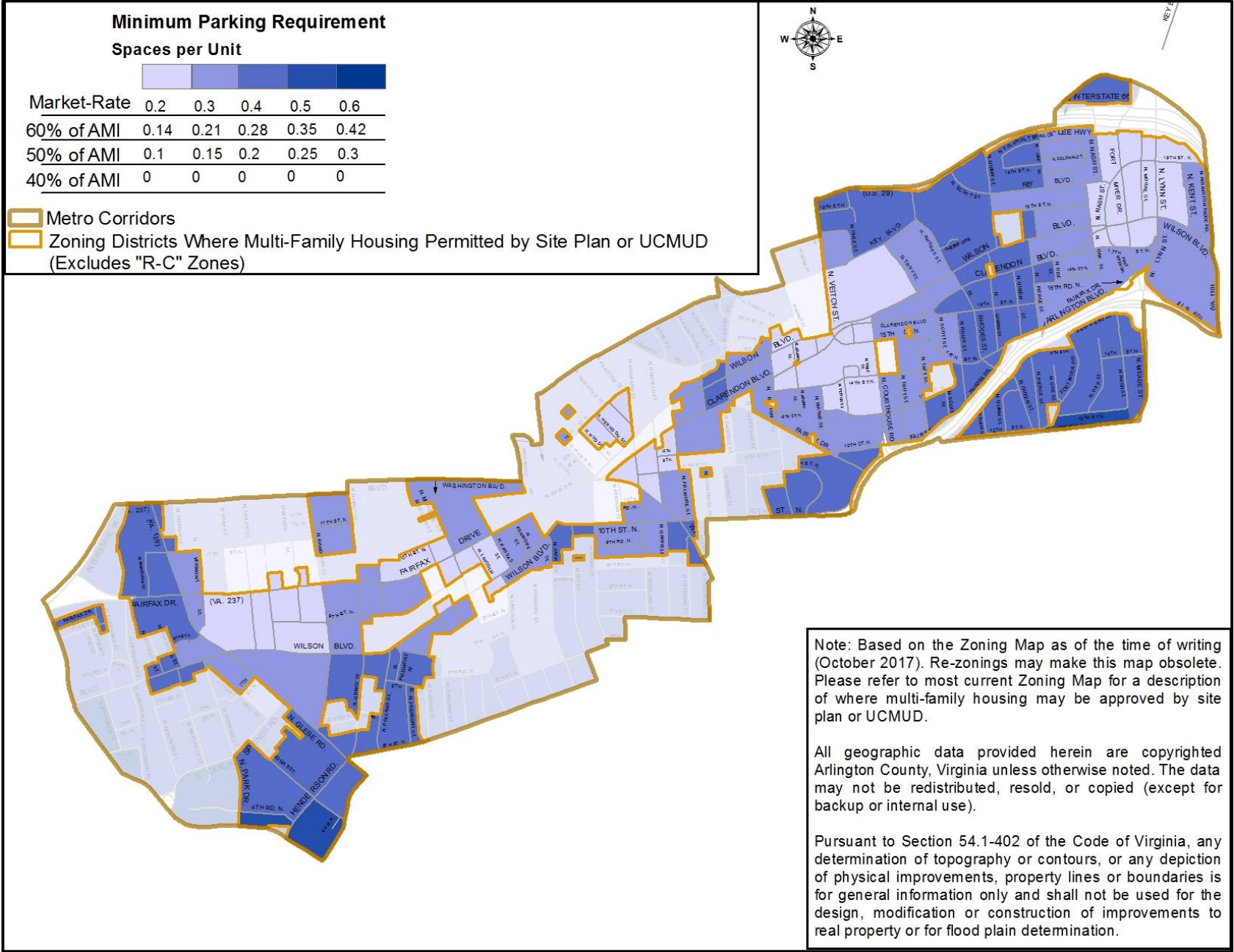
Metro Corridor Blocks for Parking-Minimum Policy

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**Figure 1.4 Minimum Parking Requirements for Market-Rate Units within Areas where Multi-Family Buildings are Permitted by Site Plan in the Rosslyn-Ballston Corridor**



**Legend:**

- Cut Lines for Irregular Blocks
- Street Centerlines
- Metro Corridors
- Metro Corridor Blocks for Parking-Minimum Policy

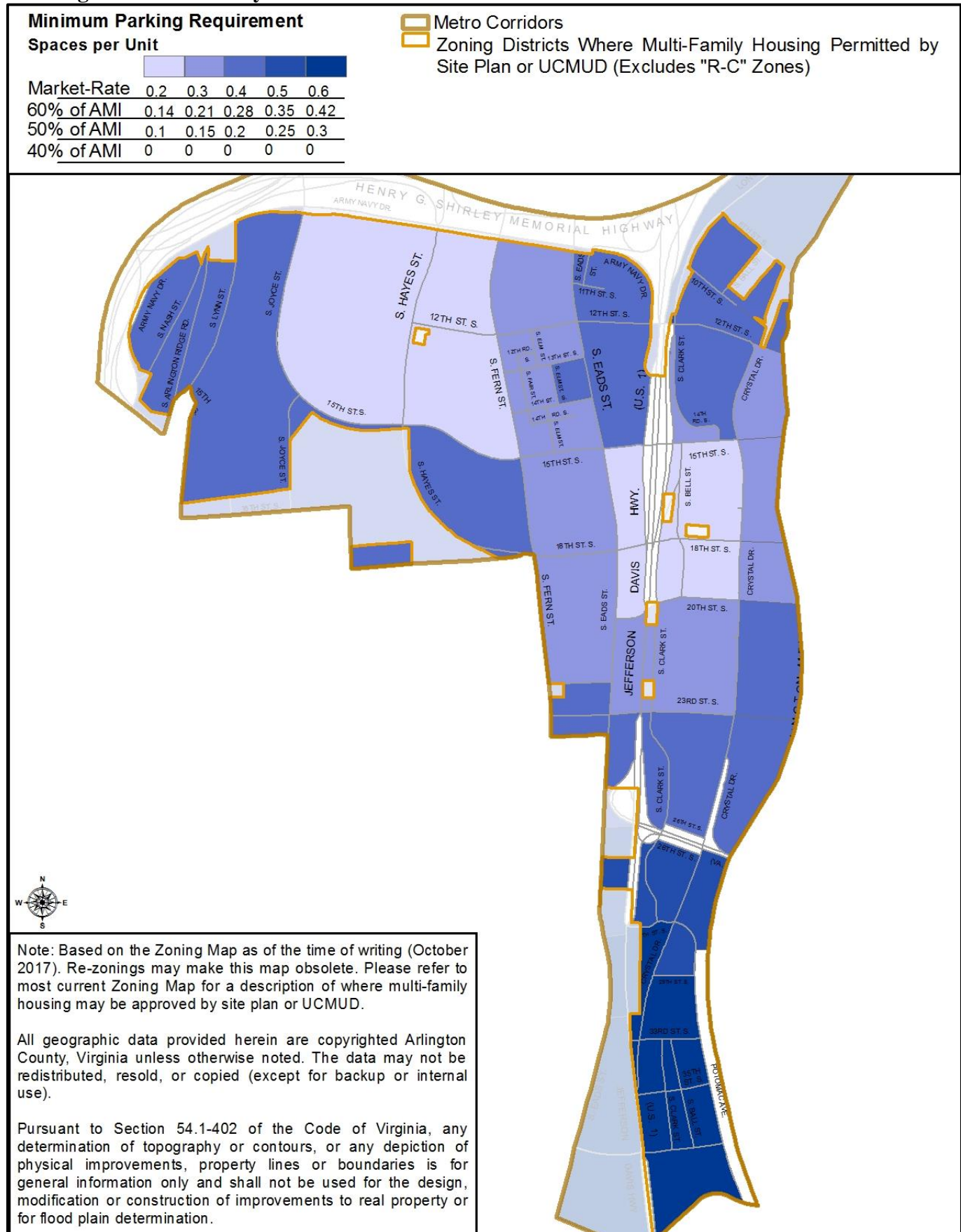
**Map Labels:** ARMY NAVY DR., HENRY G. SHIRLEY MEMORIAL HIGHWAY, LONG BRIDGE DR., S. JOYCE ST., S. LYNNE ST., S. VANCE ST., S. ARLINGTON RIDGE RD., S. CLARK ST., S. EADS ST., S. FERN ST., S. BELL ST., S. BALL ST., CRYSTAL DR., S. CLARK ST., S. EADS ST., S. FERN ST., S. BELL ST., S. BALL ST., CRYSTAL DR., S. CLARK ST., S. EADS ST., S. FERN ST., S. BELL ST., S. BALL ST., CRYSTAL DR.

**North Arrow:** N, S, E, W

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**Figure 1.61 Minimum Parking Requirements for Market-Rate Units within Areas where Multi-Family Buildings are Permitted by Site Plan in the Jefferson Davis Corridor**





Site plan and use permit conditions will stipulate that no preference will be given to residents of committed affordable or market-rate units in the property manager's policies or procedures for managing parking. In other words, all residents—regardless of unit type—will have equal access to the same pool of parking spaces. Property managers will not be able to charge residents living in committed-affordable units more than they charge residents living in other units.

For mixed-income projects, the overall minimum number of parking spaces required under these guidelines will be the sum of the products of each type of unit with its corresponding minimum parking ratio.

### 3. Reductions from Minimum Parking Requirements for Bike and Car Sharing Amenities:

The following guidelines provide a framework for consideration of reductions from the minimum parking requirements where the project provides the following services or amenities. The actual number of spaces, and the required enhanced TDM conditions, if any, will be determined on a case-by-case basis by the Board:

- 1) Reduction of two required car parking spaces in exchange for every 10 class 1 secure bike parking spaces provided beyond the bike parking ratios in the Standard Site Plan Conditions in place at the time of project approval.
- 2) Reduction of one, three, or four parking spaces in exchange for installation and support for an 11-, 15-, or 19-dock Capital Bikeshare (or successor) station. This exchange will include both capital and operating costs of the station for a minimum of six years and will require the station to be publicly-accessible on private property. The applicant will be limited to paying for the capital and operating expenses of one Capital Bikeshare (or successor) station for the purposes of claiming a reduction in minimum parking requirements. The Board will consider what the duration of the commitment should be to account for a permanent reduction in parking spaces.
- 3) Reduction of five parking spaces for every car-sharing space with a documented service guarantee of at least three years. The Board will consider what the duration of the service guarantee should be to account for a permanent reduction in parking spaces.

Reductions in parking requirements will not exceed 50% of the parking spaces required by elements 1 and 2 of these guidelines. Reductions granted through this element will not reduce the developer's requirements for providing accessible parking spaces or visitor parking spaces. Additional enhanced TDM conditions such as contributions to the Capital Bikeshare (or successor) network, additional on-site car sharing, or additional on-site bike parking, among others, may be required by the Board based on site specific circumstances.

### 4. Visitor Parking Requirement

The guidelines will be used to consider whether projects should be required to provide no fewer than 0.05 spaces per unit of designated visitor parking for the first 200 units. These spaces would be provided in addition to spaces designated for residents and would be excluded from any calculation to determine if the applicant must mitigate "excess" parking as described below.

Spaces must be provided on site, must be marked “Visitor”, and must be available for use at all hours of the day.

The foregoing guideline is in addition to (not in lieu of) any requirement for curbside pick-up/drop-off or loading/unloading zones on the perimeter of the proposed project.

#### 5. Allowances for On-site Shared Parking

The guidelines will be used to consider whether projects with more than one use provided as part of the same site plan or UCMUD permit should be allowed to reduce overall parking requirements based on the following and subject to enhanced TDM conditions, if any, as may be required by the Board based on site specific circumstances:

- 1) Calculations from the Urban Land Institute shared parking model.
- 2) Independent analysis if that analysis conforms to certain minimum established by the County.

The visitor parking spaces as required in element 4 could be provided as shared spaces provided that a shared parking analysis shows that peak demand for the residential visitor spaces will not generally overlap with peak demand for the other uses sharing the spaces. If "Visitor" spaces for the residential use are to be shared with spaces for other uses, then these spaces will need to be placed outside the residential garage control equipment.

#### 6. Off-site Shared Parking:

The guidelines will be used to consider utilizing whether unused parking in existing buildings may be used to meet parking requirements in new buildings. An applicant could propose to fulfill all off-street parking requirements (except handicapped-accessible and visitor parking spaces) at other garage(s) (not surface parking lots) subject to such enhanced TDM conditions, if any, as may be required by the Board based on site specific circumstances, if:

- 1) The garage(s) is (are) located within the County-defined Rosslyn-Ballston and Jefferson Davis Metro Corridors,
- 2) A public entrance to the garage(s) is (are) within 800 feet of the new building's location as measured as the straight-line (or "over the air") distance between the nearest public entrance to the building and the off-site garage facility, and
- 3) The two buildings sharing parking have the same owner or the owners enter into a lease agreement of no shorter than 10 years.

If at the end of a lease term, the building owner wishes to terminate the lease, modify the number of spaces leased, or lease spaces in a different garage to satisfy the building's off-street parking requirement, then the owner will be required to apply for a minor site plan amendment if the building was approved by Site Plan or a use permit amendment if it was approved through an UCMUD.



## 7. Mitigation Requirements for Excess Parking

The guidelines will be used to consider whether a project that proposes to construct more parking spaces than the Board determines is appropriate for the site. The Board may consider this parking “excess.” These guidelines suggest that the threshold is 1.65 spaces per dwelling unit and that the applicant be required to mitigate the impact of these parking spaces in one of three ways, as well as in such additional or alternative ways as the Board requires based on site specific circumstances:

- 1) The developer will be required to place the number of parking spaces provided in excess of 1.65 (or whatever figure is determined by the Board in that case) multiplied by the number of dwelling units in mechanical “stackers” OR
- 2) The developer will be required to place the number of parking spaces provided in excess of 1.65 (or whatever figure is determined by the Board in that case) multiplied by the number of dwelling units in a “tandem” configuration OR
- 3) An annual payment equal to the product of the cost of a monthly transit pass good for an unlimited number of rail and bus trips provided by WMATA or a successor authority, the number of months in a calendar year (12), and the number of parking spaces provided in excess of 1.65 (or other Board-determined figure) multiplied by the number of dwelling units; this payment will be due for every year that the “excess” spaces are available for no more than 30 years.

Applicant payments will be used to support Arlington County programs that encourage the use of biking, walking, transit, and car sharing in the vicinity of or otherwise serving, the project.

The guidelines suggest that mitigation requirements will apply only to new parking spaces constructed as part of the project, and that, if the developer constructs fewer parking spaces than those considered to be “excess” but provides additional parking spaces by sharing existing parking, then no mitigation would be required.

## 8. Reductions from Minimum Parking Requirements for Constrained Sites

The guidelines will be used to consider whether reductions from the minimum required number of all spaces (including visitor and accessible spaces) could be granted if the County Board finds that there are "physical constraints" on the site, including:

- Site size.
- Site shape.
- Historic structures to be retained.
- Underground utilities that cannot be moved.
- Tunnels or access easements.
- Geological conditions including soils.

Staff would recommend reductions in parking requirements due to site constraints only if the developer has maximized reduction options outlined elsewhere in these guidelines and has made a good-faith effort to find an off-site shared parking opportunity.

**Other Criteria for County Staff and Board Consideration**

When reviewing a project, County staff and the Board may consider other criteria in determining the minimum amount of parking for approval. These criteria include but are not limited to:

- Results of a developer-provided parking analysis that uses the characteristics of the proposed projects and its surroundings as inputs.
- Anticipated mix of units by number of bedrooms (studio, one bedroom, etc.).
- Intended monthly charge or sale price for parking.
- Demographics of the market segment(s) to which the property is to be marketed for sale or lease.
- Whether the project's units are intended for lease or sale.
- Access to transit modes other than Metrorail within a quarter-mile walk of the site.
- The mix of uses or destination types (e.g., retail services, grocery stores, etc.) within a half-mile walk of the site.
- Supply of non-residential parking supply within 800 feet of the project site in addition to any off-site shared parking arrangement.

**ATTACHMENT 2: COMPARISON OF WORKING GROUP RECOMMENDATION WITH THE PROPOSED  
GUIDELINES AND THEMES FROM PUBLIC ENGAGEMENT WITH STAFF RESPONSE**

The proposed guidelines are very similar in most elements to the Working Group’s recommendation to the County Manager. In response to feedback from public engagement, staff made the changes described in the following table.

**Table 2.1: Comparison of the Working Group Recommendation to the County Manager and the Proposed Guidelines**

Working Group Recommendation						Proposed Guidelines
<b>Parking Minimums Related to Metrorail Proximity</b> Two possible ranges						<b>Parking Minimums Related to Metrorail Proximity</b> <ul style="list-style-type: none"><li>• “Medium” min space/unit range.</li><li>• Add condition that accessible spaces must equal the number of accessible units required by the Virginia Building Code in response to concern about accessible parking spaces.</li></ul>
Distance to Metrorail Entrance	Up to 1/8 mile	Up to ¼ mile	Up to 1/2 mile	Up to ¾ mile	Over ¾ mile But still in Metro corridor	
“Medium” min space/unit	0.2	0.3	0.4	0.5	0.6	
“High”	0.4	0.5	0.6	0.7	0.8	
<b>Reduced Parking Minimums for Committed Affordable Housing Units</b>						<b>Reduced Parking Minimums for Committed Affordable Housing Units</b> Add condition that no preference will be given to residents of committed affordable or market-rate units in the property manager’s policies or procedures for managing parking in response to concerns that low-income households will be unfairly affected.
<b>Affordability of Housing Unit</b>		<b>Minimum Spaces per Unit</b>				
<b>60% of AMI</b>		70% of market-rate minimum				
<b>50% of AMI</b>		50% of market-rate minimum				
<b>40% of AMI</b>		0				
Not included in the Working Group recommendation.						<b>Visitor Parking Requirement</b> <ul style="list-style-type: none"><li>• Provide no fewer than 0.5 spaces per unit in addition to spaces designated for residents.</li><li>• Added in response to spillover concerns, data on meter occupancy, and the point that while developers may be able to market their properties to households with fewer vehicles, those developers have less influence on visitor transportation choices.</li></ul>

Working Group Recommendation	Proposed Guidelines
<p><b>Reduced Parking Minimums in Exchange for Biking, Capital Bikeshare, and Car Share Amenities</b></p> <p>Subtract from required spaces</p> <ul style="list-style-type: none"> <li>• 2 spaces for every 10 bike parking spaces.</li> <li>• 5 spaces for every car share space with service guarantee of 3+ years.</li> <li>• 2/3/4 spaces for a 11/15/19 dock Capital Bikeshare station with capital and operating costs paid by developer.</li> </ul>	<p><b>Reduced Parking Minimums in Exchange for Biking, Capital Bikeshare, and Car Share Amenities</b></p> <ul style="list-style-type: none"> <li>• Add condition that no more than 50% of spaces may be reduced; limit to one Capital Bikeshare station; cannot be applied to accessible or visitor parking spaces; and minimum Capital Bikeshare operating support of six years.</li> <li>• Additions in response to concern about accessible parking</li> </ul>
<p><b>Mitigations for “Excess” Parking</b></p> <p>All spaces constructed over 1.65 times the number of dwelling units will require mitigation in one of three ways:</p> <ol style="list-style-type: none"> <li>1) The number of parking spaces provided in excess of 1.65 times the number of dwelling units must be placed in mechanical “stackers” OR</li> <li>2) The number of parking spaces provided in excess of 1.65 times the number of dwelling units must be provided in a “tandem” configuration OR</li> <li>3) Mitigation payment [undefined]</li> </ol>	<p><b>Mitigations for “Excess” Parking</b></p> <ul style="list-style-type: none"> <li>• Mitigation payment defined.</li> <li>• Clarified that mitigation requirements apply only to new parking spaces constructed over 1.65.</li> </ul>
<p><b>On-Site Sharing of Parking between Uses</b></p> <p>For projects with more than one use provided as part of the same site plan, developers may reduce overall parking requirement based on</p> <ul style="list-style-type: none"> <li>• Urban Land Institute shared parking model.</li> <li>• Independent analysis if that analysis conforms to certain minimum standards laid out by the County.</li> </ul>	<p><b>On-Site Sharing of Parking between Uses</b></p> <p>Add provision that the visitor parking spaces may be provided as shared spaces.</p>
<p><b>Off-Site Shared Parking</b></p> <p>Developer could fulfill all off-street parking requirement at other garage(s) if</p> <ul style="list-style-type: none"> <li>• The garage(s) is(are) within 800 feet of the new building’s location</li> <li>• Two buildings have some owner or two owners enter into a 10+ year</li> </ul>	<p><b>Off-Site Shared Parking</b></p> <ul style="list-style-type: none"> <li>• Add provision that shared parking may only be in garages within the Rosslyn-Ballston and Jefferson Davis Corridors; accessible parking</li> </ul>

<b>Working Group Recommendation</b>	<b>Proposed Guidelines</b>
lease agreement.	spaces may not be provided at an off-site shared garage. <ul style="list-style-type: none"> <li>Additions respond to concerns that off-site shared parking will slow redevelopment or lead to tear-downs of other properties and accessibility of off-site spaces.</li> </ul>
<b>Relief for Small Sites or Sites with Difficult Conditions</b> Reductions up to 10% of the minimum required number of spaces based on County Board finding of “physical constraints.”	<b>Relief for Small Sites or Sites with Difficult Conditions</b> Removed 10% limit and added site size as a possible criterion in response to County Board feedback.

Staff identified a variety of common themes from hundreds of interactions with the public during the public engagement for this process. The Following table identifies those major themes and presents a staff response to each.

**Table 2.2: Common Themes from Public Engagement and Staff Response**

<b>Theme</b>	<b>Staff Response</b>
The guidelines allow flexibility to developers which will facilitate the production of committed-affordable units.	Staff concurs
The guidelines support transit-oriented development.	Staff concurs
Reducing parking minimums will lead to spillover parking and increased competition for on-street parking spaces (between single-family residents and apartment dwellers, existing	<ul style="list-style-type: none"> <li>The number of vehicles observed in apartment and condo buildings in Arlington's Metro Corridors indicates that there is currently more parking provided in new buildings than residents want, which means that less parking could be built without resulting in more on-street parking demand.</li> <li>Based on meter-occupancy data, on-street demand is highest in the early evening, not</li> </ul>

Theme	Staff Response
apartment/condo residents and new apartment/condo residents, as well as employees and residents, etc.).	<p>late at night, indicating that competition for parking spaces is the result of visitors, not residents who would be expected to park overnight. As a result, staff incorporated a visitor parking requirement into the guidelines to address on-street capacity issues.</p> <ul style="list-style-type: none"> <li>• Also, on-street parking policy (residential permit parking and meters) is best suited to manage on-street parking demand, and staff will be reviewing these policies soon.</li> <li>• Developers have an economic incentive to provide parking that matches demand; these guidelines allow greater flexibility for developers to build according to their estimates of demand.</li> </ul>
By allowing lower requirements for committed-affordable units, these guidelines will create housing that does not meet the needs of low-income households.	<ul style="list-style-type: none"> <li>• Multiple data sources all demonstrate that low-income households own vehicles at a lower rate than high-income households.</li> <li>• The Master Transportation Plan “Parking and Curb Space Management Element” and Affordable Housing Master Plan both call for reduced parking requirements for committed-affordable units.</li> <li>• Structured off-street parking can cost between \$40,000 and \$60,000 per space, increasing the cost and reducing the feasibility of producing affordable housing.</li> <li>• Should developers choose to produce affordable housing with few parking spaces, then that housing may not serve the needs of all low-income families, but if more housing is produced, then at least some families with few or no cars will see a benefit.</li> <li>• Staff have added a provision to these guidelines barring property managers of mixed-income projects from implementing parking-management policies that treat committed-affordable and market-rate-unit residents differently.</li> </ul>
General support for on-site shared parking.	Staff concurs
Parking minimums should be removed entirely.	<ul style="list-style-type: none"> <li>• Though County policy in the MTP and AHMP calls for reductions in parking requirements, it still calls for parking requirements in most cases.</li> </ul>



Theme	Staff Response
	<ul style="list-style-type: none"> <li>Feedback from the community indicates that Arlington residents would not be comfortable with guidelines that allow special exception projects to be built without parking except in very limited circumstances.</li> </ul>
“Metro is unreliable”	<ul style="list-style-type: none"> <li>Staff agrees that the region's Metrorail system is facing serious difficulties, but County policy (as most recently expressed through the adopted FY2018 budget with increased financial support for Metro) is to support regional transit both in the medium and long-term.</li> <li>These guidelines are in line with the County's on-going support for regional rail service, both through funding and land use and transportation policy that supports transit-oriented development.</li> </ul>
These guidelines are a developer “giveaway.”	<p>There are multiple potential benefits to these guidelines for the community:</p> <ul style="list-style-type: none"> <li>These guidelines allow flexibility to developers which will facilitate the production of committed-affordable units.</li> <li>These guidelines support transit-oriented development, which allows for growth with fewer vehicle trips and less pollution.</li> </ul>
The “excess” parking ratio should be lower.	<ul style="list-style-type: none"> <li>Staff recognize that the proposed excess threshold of 1.65 is higher than all projects submitted in the last decade.</li> <li>However, staff agrees with the Residential Parking Working Group’s decision to have a high threshold as a compromise between those who want to encourage condominium development that might come with more parking than has been proposed in recent years and those who want to limit parking to limit driving and related traffic, pollution, and noise.</li> </ul>
The “excess” parking ratio should be higher	See the Staff Response to the theme above.
While reductions are sensible, new minimums should be set to recently seen	<ul style="list-style-type: none"> <li>Staff recognize that the proposed minimums are below recently observed demand.</li> </ul>

Theme	Staff Response
parking demand.	<ul style="list-style-type: none"> <li>• Staff agrees with the Residential Parking Working Group that parking supply induces parking demand, and that recently observed parking demand is influenced by the amount of parking built in the past.</li> <li>• Staff further agrees with the Residential Parking Working Group that lower minimum requirements will provide flexibility to respond to any future declines in private-vehicle parking demand related to economic, social, or technological changes.</li> <li>• As indicated in the Transportation System and Demand Management element of the Master Transportation Plan (2008), Arlington has a history of setting parking minimums lower than average demand at the time to foster transit-oriented development.</li> </ul>
These guidelines do not consider that people need cars for activities other than commutes. Residents still need cars.	<ul style="list-style-type: none"> <li>• Staff recognizes that most Arlington households own at least one car, and households in the County's low-density neighborhoods frequently own even more.</li> <li>• These guidelines do not include changes to parking policy for single-family homes, duplexes, and townhomes.</li> <li>• However, this recommendation would allow builders the option to build less parking for households that own few or no vehicles in the areas of the County where these types of households are most likely to choose to live.</li> <li>• County forecasts estimate that the number of units in the Corridors will grow by 19% before 2030. That means most of the housing stock around in the next few years will have been built under older policy, and households who want more cars will still be able to move in and out of those units as well.</li> </ul>
These guidelines disadvantage the elderly and disabled.	<ul style="list-style-type: none"> <li>• Staff recognize that many in the community implicitly assume that the elderly and those with disabilities are more likely to own vehicles than younger residents without disabilities.</li> <li>• Like all Arlington residents, some elderly residents and those with disabilities own</li> </ul>

Theme	Staff Response
	<p>vehicles. However, data from a variety of sources show that elderly residents are less likely to own vehicles than their younger counterparts. Census data show that those residents with all types of disabilities are less likely to have a vehicle than those who do not have those disabilities.</p> <ul style="list-style-type: none"> <li>• Staff have added a provision to these guidelines that sets minimum requirements for handicapped parking at a rate higher than that which would be required typically under the Virginia Uniform Statewide Building Code.</li> <li>• Staff have added a provision explicitly preventing developers from exchanging handicapped parking spaces for bikeshare, car share, and bike-parking amenities, and a provision that requires developers to provide all handicapped spaces on-site even if the project fulfills its parking requirement through an off-site shared arrangement.</li> </ul>
Visitor demand, not just resident demand, is a problem	Based on meter-occupancy data, on-street demand is highest in the early evening, not late at night, indicating that competition for parking spaces is the result of visitors, not residents who would be expected to park overnight. As a result, staff incorporated a visitor parking requirement into these guidelines to address on-street capacity issues.
Parking will become more expensive	County policy does not seek to control parking costs at private, off-street facilities, such as residential garages.
Lots of support for County efforts to support biking and walking, but low support for bike share/bike/car share exchanges	<ul style="list-style-type: none"> <li>• Allowing developers to exchange a limited number of vehicle parking spaces for investment in bike, bike share, and car share services is in line with policy in the Master Transportation Plan.</li> <li>• The exchange provisions in these guidelines encourage private investment in bike and shared-vehicle infrastructure supported by County policy.</li> </ul>
Developers should not be limited to providing as little as 0.2 spaces per unit.	<ul style="list-style-type: none"> <li>• Except for the 1.65 space-per-unit “excess” threshold, these guidelines address <u>minimum</u> parking requirements.</li> <li>• Developers will be free to build any amount of parking that they determine will be necessary for the proposed building.</li> </ul>
Parking requirements should be set	The Master Transportation Plan and multiple Sector Plans encourage the County, under a

Theme	Staff Response
higher than recent demand and higher than recent Board approvals through the Site Plan process.	variety of conditions, to allow developers to build less parking than called for in the by-right portions of the Zoning Ordinance.
Off-site shared parking seems unlikely to happen.	Staff recognize that many barriers to off-site shared parking will remain, but these guidelines encourage such arrangements.
By encouraging off-site shared parking, the guidelines may inadvertently slow the redevelopment of surface parking lots or encourage teardowns of low-density buildings to create surface parking for use by multi-family buildings.	To prevent these unintended consequences, staff have added provisions to these guidelines that restrict off-site shared parking to structured parking garages within the defined Metro planning areas.

**ATTACHMENT 3: POLICY AND ZONING FRAMEWORK FOR THE OFF-STREET  
PARKING GUIDELINES FOR MULTI-FAMILY RESIDENTIAL PROJECTS  
APPROVED BY SPECIAL EXCEPTION IN THE ROSSLYN-BALLSTON AND  
JEFFERSON DAVIS METRO CORRIDORS**

The guidelines that came out of the Residential Parking Working Group process exist in the context of prior Arlington County policies, plans, and law (in the case of the Zoning Ordinance).

The following presents highlights from those policies, plans, and law. Full copies of the documents referenced are available for reading in the Documents section of the Residential Parking Working Group project web site.

### **Arlington County Development and Growth Goals**

**From the “General Land Use Plan Booklet” (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.

### **Master Transportation Plan Policies Related to Multi-Family Residential Parking Requirements**

The Master Transportation Plan (MTP) is a component of Arlington County’s Comprehensive Plan. The MTP Goals and Policies element was adopted by the County Board in November 2007. It lists transportation policies for various modes, including Streets, Transit, Pedestrians, Bicycles, Parking and Curb Space Management, and Transportation Demand and System Management.

Following the adoption of the goals and policies document, the various modal elements of the Master Transportation Plan were developed. They expand upon the transportation policies for each mode and list implementation actions.

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

The Parking and Curb Space Management Element of the MTP was adopted by the County Board in November 2009.

### **Policies**

Five of the parking policies listed in the document directly 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 relevant 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 and Transportation Demand and System Management Elements of the Master Transportation Plan**

#### **Transit**

The Transit Element does not address private-vehicle parking directly. However, it does relate Arlington's transit service to vehicle ownership in the first paragraph of the Element's "Summary." Specifically,

*"[t]ransit is also supporting a lifestyle where car ownership is not a requirement for daily life" (p. 3).*

The Transit Element also addresses taxis and car-sharing,<sup>1</sup> 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).*

#### **Transportation Demand and System Management**

Arlington's transportation demand management (TDM) policies and programs are geared primarily toward reducing automobile use. However, it does link car-sharing to reduced vehicle ownership when it includes in a list of implementation items for Policy 5

---

<sup>1</sup> 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 (2009).

*“Continue to expand the car-sharing program as needed to encourage and serve reduced private-car ownership” (p. 6).*

This element of the Master Transportation Plan also acknowledges that *“TDM strategies typically include managing parking and pricing”* (p. 2), and provides a brief history of how the County has used parking minimums as a form of TDM:

*“Arlington’s initial demand-management efforts began in the 1960s when site-plan development was initiated, and primarily focused on parking. The parking requirements for by-right office development were (and still are) geared toward virtually one parking space for each employee. The minimum parking requirement for office site plans in Rosslyn in the 1960s was set at a level to reflect the desired long-range share of HOV use, at a higher level than was typical at that time. Similarly, in the 1970s, the minimum parking requirement for a newly-established residential zoning category was set at a level lower than what was the rate of auto ownership at the time”* (p. 11).

### **Affordable Housing Master Plan**

The Affordable Housing Master Plan indirectly addresses parking. Insofar as parking is essentially an issue of land use regulations, the Master Plan addresses parking through policy 1.1.1 and also 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 Master Plan, 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.

### **Policies**

*Policy 1.1.1 Encourage the construction and preservation of affordable rental housing through land use/zoning policy, financial and technical assistance.*

The General Land Use Plan, Zoning Ordinance and other regulations affecting land use and development will be used to encourage the production and preservation of affordable housing and to provide for a diversity of housing types and sizes consistent with projected needs and within approved land use categories, densities and development/use constraints.

Arlington County will work proactively with state, federal, other local governments, the private sector, individuals, non-profits and faith based institutions to expand and maintain its supply of affordable housing. This may include advocating for changes to federal and state laws<sup>1</sup>, promoting regional-level planning for affordable housing, encouraging employer-assisted housing, expanding economic or regulatory incentives, or other initiatives. (p. 18)

*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 order to provide a wide base of opportunities for lower income households and achieve a broader distribution of affordable housing; new or updated area and sector plans will address how these plans further the goals of the Affordable Housing Master Plan.

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)

## **Implementation Framework**

### ***D. Affordable Housing Parking Standards***

[Supports] Policies 1.1.6, 3.5.2

*National and local precedents have demonstrated that there are reduced parking needs for occupants of affordable units. Non-profit affordable housing providers have indicated that parking utilization rates in their properties tend to be less than one space per unit. In 2013, the County conducted a commercial parking study and adopted a new parking policy for office buildings approved by site plan.*

*Evidence based research is needed to “right-sized” parking in the Arlington context. A parking study of affordable housing would provide a basis for recommendations on parking policy for affordable housing across the county. The affordable housing parking study could be conducted as a component of a countywide residential parking study or as a separate study. (p. 25)*

## **Sector Plans**

The County's sector plans further refine the Comprehensive plan for areas of the County, though they don't necessarily cover all elements or topics in the Comprehensive plan. They are updated as needed, and many of them address parking policy.

The following are excerpts from sector plans for areas in the Rosslyn-Ballston and Jefferson Davis Corridors that address off-street parking.

### **“Crystal City Sector Plan” (2010)**

*Transportation Policy Directive T11: Establish near-term parking ratios for new projects that range...between 1 and 1.125 spaces per residential dwelling unit (or apply the County’s most current parking management policies), while maximizing the sharing of parking space by various users and addressing short-term visitor and retail parking needs in Crystal City. (p. 29, p. 110)*

*With Crystal City’s rich mix of transportation choices, the flexibility of these [special exception] processes should continue to be used to apply a more appropriate parking requirement that takes into account other factors including, but not limited to, site location, accessibility to transit, transportation demand management (TDM) measures, trends in parking demand, and management strategies for parking spaces. (p. 72)*

*Sharing of existing and future off-street parking spaces should be encouraged whenever possible to increase utilization of the transportation infrastructure. (p. 73)*

### **“Realize Rosslyn” (2015)**

*Policy T12: Apply innovative parking and transportation demand management strategies ... that further reduce need for new parking facilities. (p. 63)*

## **Off-Street Parking Recommendations**

*Incorporate shared parking as part of all new and amended site plans where feasible.*

...

*Strengthen relationships of TDM policy to building form and development approval policy (e.g. requiring parking to be unbundled).*

...

*Regularly revisit parking requirements for the “C-O Rosslyn” district to see if adjustments are warranted based on real-world experience...(page 119)*

## **Courthouse**

The 1993 “Courthouse Sector Plan Addendum,” the “Sector Plan Summary” (2000), and the “Courthouse Sector Plan Addendum: Courthouse Square” (2015) focus on surface parking and the creation of a parking structure underneath a Courthouse Square park. They do not address residential parking.

## **“Clarendon Sector Plan” (2006)**

### **D.8 Parking**

#### **Policies for Parking**

*43. Provide sufficient parking to meet realistic needs generated by the envisioned land use mix proposed in the plan.*

...

*46. Include knock-out panels in underground parking garages in order to facilitate connections to adjacent parking facilities particularly where adjacent parcels are irregularly shaped or sized which could limit the viability of underground parking. (p. 104)*

## **Recommendations**

*As in all other parts of Arlington, parking for Clarendon should be provided by two principal means: 1) through existing publicly-owned or leased parking facilities or 2) through privately-owned parking facilities. A more in-depth examination of the current and projected parking utilization is recommended with the goal of refining the parking ratios to best serve the Clarendon area. The following specific considerations should guide that analysis:*

...

***New Facilities.*** *As new development proceeds, the continuation of the existing Zoning Ordinance requirements is recommended for parking in new developments including existing parking standards for special exception site plan projects with several modifications for shared parking, small projects, and parking relief for preserved structures as follows:*

- *New projects should design their garages to maximize the use of their parking spaces over a twenty-four hour period. The parking spaces would be “shared” so that visitors of the proposed building(s) and the general public would have access to short-term, unreserved, high-turnover parking spaces during the hours not in use by the primary building occupants. The shared parking spaces should not be considered extra or additional parking spaces; rather, these spaces would be allocated from the total amount of required spaces for the total project based on the proposed uses. The parking spaces that are designated as shared parking would be calculated by applying the following*

*formulas to the specific project and should be located on the first level of the garage closest to the street level:*

- *One space for every ten residential units, when there are at least 100 units, made available during the day from 9a.m.-5p.m.*

...

*Projects which include buildings listed for preservation in Chapter 2 [specifically Section D.4] may seek relief from meeting the parking requirements described in the Zoning Ordinance. (p. 108)*

### **“Virginia Square Sector Plan” (2002)**

#### ***Parking Recommendations***

...

*43. Improve parking efficiency by requiring shared parking in all new office and residential construction throughout Virginia Square, particularly in parking structures. Require shared parking as a condition of site plan approval of commercial office development.*

*44. Work with property owners to renegotiate parking agreements through the site plan amendment process to accommodate shared parking arrangements. (p. 73)*

...

### **“Ballston Sector Plan” (1980)**

This sector plan says little about residential parking. It does, however, tie parking demand to Metro service, stating that “[a]t present it appears that parking demand will be exceptionally strong in Ballston until further extension of the Orange Line.” (p. 77)

Also, the document encourages flexibility on parking policy, recommending that “[t]hroughout the redevelopment process, the County should remain open to other changes in parking policy as they relate to transportation and development goals.” (p. 77)

### **Pentagon City**

Pentagon City is governed by a Phased Development Site Plan (PDSP). A series of documents have laid out guiding principles for the development of this area over the past 40 years in anticipation of final site plans.

Though the foundational planning documents for Pentagon City (the Pentagon City Master Plan, 1976; and the report from the Pentagon City Planning Task Force, 1997) discuss screening and undergrounding of parking, they are largely silent on the topic of parking ratios; the 1976 document merely states that apartment uses should be built “unless otherwise approved in the final site plan” with [o]ne and one-eighth space per unit for the first 200 units, one space for each additional unit” (the base requirement in the Arlington Zoning Ordinance; p. 51). Later documents updated guidance for specific areas of the PDSP.

The “Pentagon Centre Site Guiding Principles” (2008) call for a balance between two priorities:

- “Parking ratios should be established to enhance the multi-modal nature of the site directing users to alternative modes of travel and lessening the impact of traffic

associated with any future increases of density on the site...Parking requirements should minimize spillover into surrounding residential neighborhoods.” (p. 4).

The “Metropolitan Park Design Guidelines” (2013) do not provide guidance on the amount of parking to be built for residential uses.

The “PenPlace Design Guidelines” (2014) state that “[p]arking ratios should be established to reflect the multi-modal nature of the site” and that “[a]ll parking resources should be maximized through measures such as shared parking, building on the parking synergies inherent in mixed-use developments”” (21).

### **Applicable Zoning Provisions**

The Parking Policy exists in the context of the Arlington County Zoning Ordinance. Like many communities around the United States, the Zoning Ordinance includes minimum parking requirements as a development standard for most land uses. For multi-family dwellings, these requirements dictate that for every unit of housing, the developer must also provide no fewer than a certain number of off-street parking spaces per dwelling unit. The purpose of minimum parking requirements is to assure that the on-site supply of parking meets the demand of the building’s users.

The [Arlington County Zoning Ordinance](#) establishes two types of zoning standards: “by-right” and “special exception.” Under by-right zoning, uses and development standards are determined in advance and specifically authorized by the Zoning Ordinance. While some zoning districts with minimum parking ratios of one space per unit, the minimum parking ratio in most zoning districts has been unchanged from 1.125 parking spaces per unit since 1962.

The by-right minimum parking requirements for multi-family residential buildings in the Metro corridors are described in the following table.

**Table 1: By-Right Parking Minimums for Multi-Family Residential Buildings in Zoning Districts found in the Metro Corridors**

<b>Zoning District</b>	<b>Multi-Family Parking Requirement</b>
<b>RA4.8 (Apartment Dwelling District), RA-H-3.2 (Hotel and Apartment District), 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)</b>	1 space/dwelling unit; TDM required for C-O-Rosslyn
<b>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), C-O-Crystal</b>	1.125 spaces for the first 200 dwelling units, plus 1 space/unit above 200. In R-C, the County Board may reduce to no less than 1 space per unit by site plan. In C-O-Crystal City, a TDM is required.

<b>Zoning District</b>	<b>Multi-Family Parking Requirement</b>
<b>City (Commercial Office Crystal City), Unified Commercial/Mixed Use Development</b>	
<b>MU-VS (Mixed Use Virginia Square District)</b>	The equivalent of one off-street space/unit, plus 0.1 spaces/unit on the 1st floor for short-term, high turnover spaces for use by visitors to retail, residential and offices on the premises. The County Board can modify this requirement—subject to parking demand/transportation demand analyses and/or design studies reflecting difficult site conditions and/or acceptable alternative parking provision solutions.
<b>Clarendon Revitalization District</b>	1 parking space/unit, which may be reduced by the County Board or fulfilled off-site for the preservation of historic structures

Shared parking is expressly allowed between buildings in the “MU-VS” or “Mixed Use Virginia Square District” provided that the buildings “are located within a ¼-mile radius of the subject site and if a legally binding parking agreement...is provided.”<sup>2</sup>

In “C-R”, or “Commercial Redevelopment District” zones, for site plan development,

*When a building or building facade which has been identified as a contributing building eligible for preservation in an adopted revitalization district is preserved in accordance with the standards set forth in §7.20.3.C.2, the parking requirement may be reduced by an area equal to the gross floor area of the building being preserved for as many levels as the garage is constructed.*<sup>3</sup>

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<sup>2</sup> § 7.8.5.D.4

<sup>3</sup> § 7.20.8.D.1



#### **ATTACHMENT 4: REPORT AND RECOMMENDATIONS OF THE RESIDENTIAL PARKING WORKING GROUP**

Note: The Residential Parking Working Group's March 2017 report to the County Manager referred to its recommendations as "policy" instead of "guidelines."

# **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 Manager and County Staff.

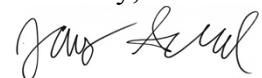
The County Manager created an 11-member group to deliver a recommended methodology and implementation plan to guide County staff in evaluating and approving the amount of off-street parking constructed for multifamily residential site plan developments within the Rosslyn-Ballston and Jefferson Davis 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 McMahon, 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:

<b>Name</b>	<b>Organization</b>
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**

<b>Date</b>	<b>Organization</b>	<b>Type of Outreach</b>
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

### **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**

<b>Zoning District</b>	<b>Multi-Family Requirement</b>
<b>RA4.8, Apartment Dwelling District</b>	1 off-street space per dwelling unit. Must be below grade or within the structure.
<b>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)</b>	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.
<b>RA-H-3.2 (Hotel and Apartment District)</b>	1 space per unit
<b>MU-VS (Mixed Use Virginia Square District)</b>	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.
<b>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)</b>	1 off-street space per dwelling unit; TDM required for C-O-Rosslyn
<b>C-O-Crystal City (Commercial Office Crystal City)</b>	1.125 spaces per unit for the first 200 dwelling units, plus 1 per unit above 200; TDM required
<b>Clarendon Revitalization District</b>	1 parking space per dwelling unit, which may be reduced or permitted to be located off-site for preserved structures by the County Board
<b>Unified Commercial/Mixed Use Development</b>	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,<sup>1</sup> 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.

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<sup>1</sup> 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.



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:

*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.<sup>2</sup> Washington, DC, allowed the Board of Zoning Appeals to reduce or eliminate the parking requirement in the Downtown Urban Renewal Area.<sup>3</sup> 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.<sup>4</sup> 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."<sup>5</sup>

### **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](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).

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

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

<sup>4</sup>

[https://www.alexandriava.gov/uploadedFiles/planning/info/Parking\\_Standards\\_Task\\_Force/2016-02-24%20Final%20Guiding%20Document.pdf](https://www.alexandriava.gov/uploadedFiles/planning/info/Parking_Standards_Task_Force/2016-02-24%20Final%20Guiding%20Document.pdf)

<sup>5</sup> [https://law.resource.org/pub/us/code/city/ca/SanFrancisco/Planning%20Code/article01\\_05.html](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:

**Parking utilization data** – In developing the consensus policy recommendation, the RPWG analyzed data regarding:

The approved parking rates in buildings along the two Metro corridors;

The existing parking utilization rates for buildings along both Metro corridors; and

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.

**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.

**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.

**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.

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

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**

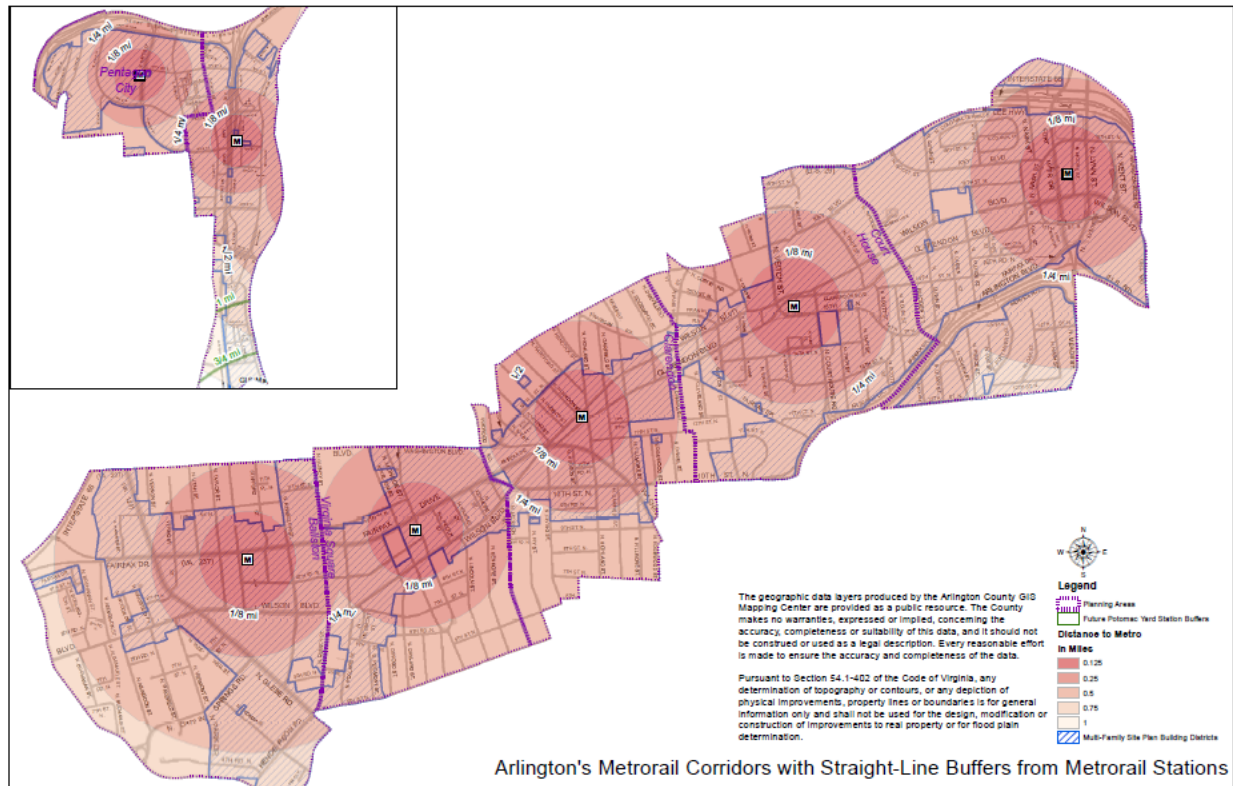
Currently, parking is not a modifiable use in every zoning category (e.g. R-C.) During the Working Group's discussions, the County Board approved one residential site plan where the applicant parked the residential portion of the project at one parking space per unit across the street from a Metro station. The 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</u>	<u>Type</u>	<u>Approved Parking Ratio</u>
Residential –		_____ spaces per unit (to include residents, residential visitors, accessible spaces & residential building employees)
Office –		1 space per _____ square feet of GFA (to include office employees, office visitors, building management employees, and accessible spaces)
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,

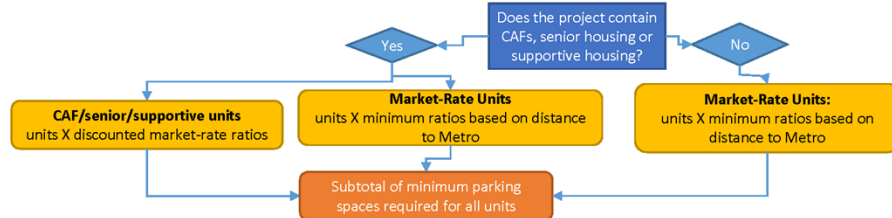
The building owner and/or operator shall notify, assist, and encourage users of the off-site parking to participate in mode-split surveys which may be of an on-line or email variety. The County may conduct the study or ask the owner to conduct the study. As part of the study, a report shall be produced 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

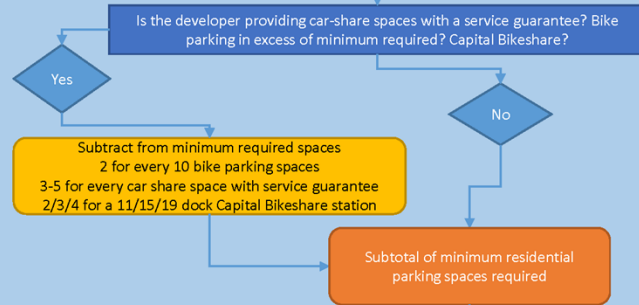
### Draft Residential Off-Street Parking Minimum Flow Chart

03/03/2017

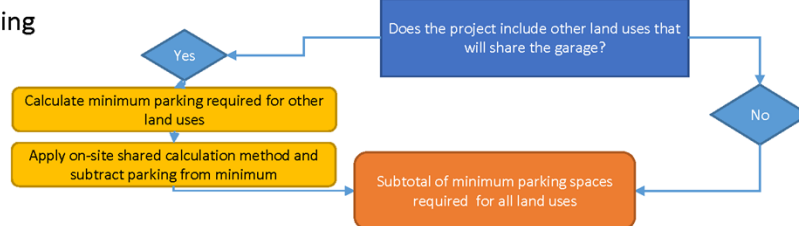
Transit  
Access &  
Affordable/  
Specialized  
Housing



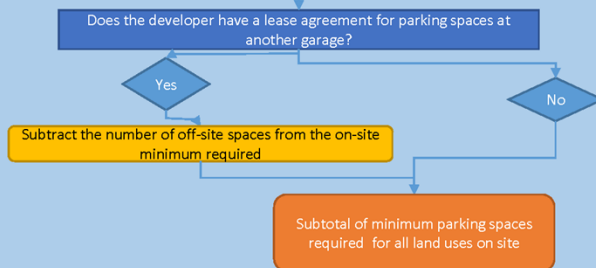
#### Car Share & Bike Services



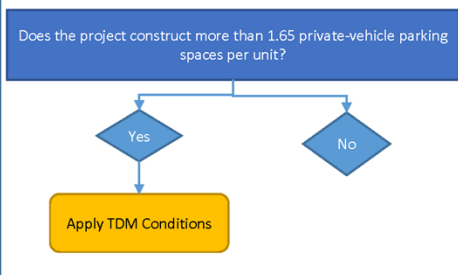
#### On-Site Shared Parking



#### Off-Site Shared Parking



#### TDM Conditions for "Excessive" Parking



#### Small/Difficult Sites

