

**PLANNING COMMISSION STAFF REPORT**  
**Legislative Item**



Planning Division  
Department of Community  
and Economic Development

**Sugar House Streetcar**  
**Master Plan, Zoning Map and Text Amendments**  
**PLNPCM2012-00576 and PLNPCM2012-00577**  
**July 31, 2013**

**Applicant:** Mayor Ralph  
Becker

**Staff:** Maryann Pickering  
801-535-7660 or  
maryann.pickering@slcgov.com

**Tax ID:** N/A

**Current Zone:** Various – see  
attachments for current zoning

**Master Plan Designation:**  
Various

**Council Districts:** District 7  
represented by Søren Simonsen  
and District 5 represented Jill  
Remington Love

**Community Council:** Sugar  
House and Liberty Wells

**Lot Size:** N/A

**Current Use:** N/A

**Attachment:**

- A. Updated Proposed  
Zoning Text Changes
- B. Zoning Map Options A,  
B and C.
- C. Wasatch Choices 2040  
Template Form Based  
Code and the Streetcar  
Form Based Code
- D. Additional Information  
on Parking Requirements

***Request***

Mayor Ralph Becker is requesting approval to adopt new zoning regulations, change the zoning of certain parcels and modify the Sugar House Master Plan as part of Phase 1 of the Sugar House Streetcar Project. The area is currently developed with a variety of residential and commercial uses. There are several different zoning classifications currently identified for these parcels. This type of project requires Zoning Text and Map Amendments and a Master Plan Amendment. The subject properties are located in Council District 7, represented by Søren Simonsen and Council District 5, represented by Jill Remington Love.

- a. **Master Plan Amendment.** In order to make zoning changes above, the master plan needs to have new policies included in order to make the zoning consistent with the master plan. (Case number: PLNPCM2012-00577)
- b. **Zoning Text and Map Amendment.** In order to change the zoning text and map as noted above, a Zoning Text and Map Amendment is required to change the zoning of certain parcels and add a new section in the Zoning Ordinance in Chapter 27 outlining all of the new regulations for the parcels that will have their zoning changed. (Case number: PLNPCM2012-00576)

***Recommendation***

Based on the findings listed in the staff report, it is the Planning Staff's opinion that overall the project generally meets the applicable standards and therefore, recommends the Planning Commission transmit a favorable recommendation to the City Council relating to this request based on the following:

1. The proposed changes are compatible with city wide policies related to land use, including:
  - Salt Lake City Futures Commission Report (1998)
  - Salt Lake City Urban Design Element (1990)
  - Salt Lake City Community Housing Plan (2012)
  - Salt Lake City Transportation Plan (1996)
  - Central Community Master Plan (2005)
  - Wasatch Choices 2040 (2011)
2. The proposed changes update a portion of the Sugar House (2005) Master Plan;
3. The proposed changes are generally consistent with the comments received during an extensive public participation process; and
4. The proposed plans include best practices to guide future development along and adjacent to Sugar House Streetcar Line.
5. The proposal furthers the purposes of the Title 21A;
6. The proposal is consistent with the factors of consideration identified in ordinance 21A.50 for zoning text and zoning map amendments.

**Recommended Motion:** Based on the findings listed in the staff report, testimony and plans presented, I move that the Planning Commission transmit a favorable recommendation to the City Council relating to this request to amend the Sugar House Master Plan, Salt Lake City Zoning Ordinance and Zoning Map for station areas along and adjacent to the Sugar House Streetcar Corridor using Option \_\_\_ as the Zoning Map.

## ***Follow Up from July 10, 2013 Planning Commission Meeting***

At the last Planning Commission meeting, there was some public comment regarding the proposed changes and a discussion between Planning staff and the Planning Commission regarding some of the items in the proposed zoning regulations. The Planning Commission asked for staff to return with some option for some of the items that were discussed at the last meeting.

Below are staff responses to the discussion from July 10:

1. There was concern expressed by a few speakers at the public hearing about parking being limited to a maximum. Their concerns were based on two reasons. First, there is a shortage of parking in the Sugar House area in general and second, it may be difficult to attract some national retailers due to the limited amount of parking.

**Response:** Staff would still advocate limiting parking in and around a transit oriented zoning district in order to encourage transit oriented development, but recognize the concerns that were stated. Therefore, staff would propose that the parking minimum and maximums are kept the same as noted in the proposed zoning, however a process is provided to exceed the maximum limits.

The best way to exceed the parking maximum is through the special exception process. A statement has been incorporated into the proposed zoning regulations that allows for this process to occur. At this time, the Zoning Ordinance provides the process for a special exception in Chapter 21A.52. Adjacent neighbors who would be affected by the increased amount of parking would be notified of the request and both residents and property owners would have the opportunity to comment. The item could then be approved administratively and if significant concerns are raised, then the item would be forwarded to the Planning Commission for decision.

2. The building types section did not include a description of store front, while the tables showed it as a building type.

**Response:** This was an error by staff and we have corrected it. We have changed the title of vertical mixed use to store front and modified the description of this building type. We have also added a line at the end of each description to note what zoning district each of the building types are allowed in as the development standards are the same for each of the building types. All other references to store front have been updated as needed.

3. Concerns were expressed about how the maximum parking requirement worked with parking structures that were intended to serve multiple parcels or uses or structures.

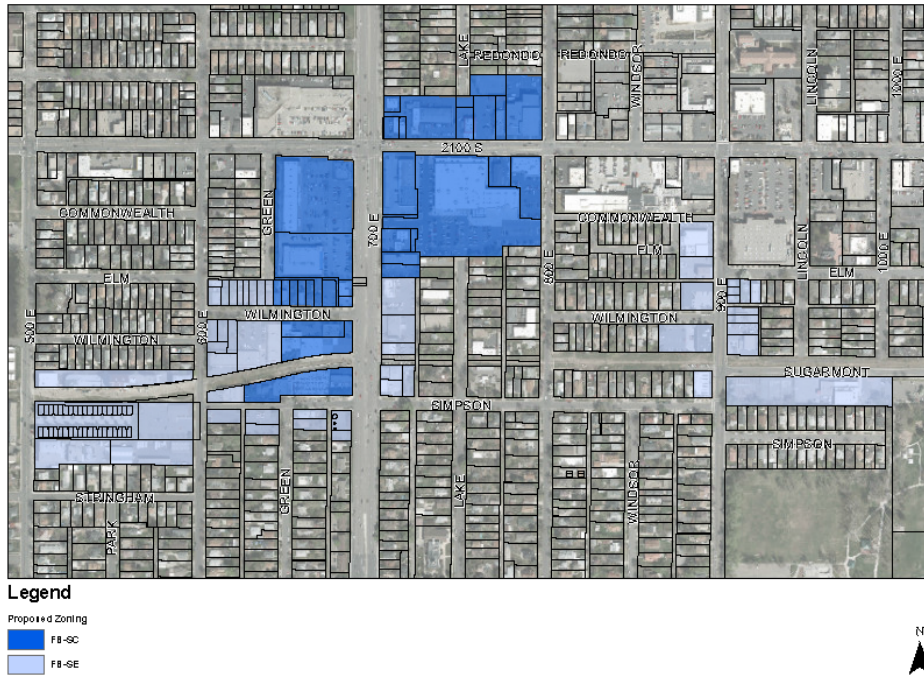
**Response:** Staff has always been under the assumption that if a parking structure is provided; we would not limit it to the maximum amount of parking. However, it was not clearly stated in that manner in the proposed zoning regulations so some language has been incorporated that allows parking structures with no limit to how many parking spaces can be provided.

4. At the last meeting, there was discussion about the proposed zoning change for the Boys & Girls Club and the tennis court site, but after listening to the recording, it does not sound like there was clear direction at the meeting.

**Response:** We understand that the rezoning of these sites has been a concern to the community and especially those who live south of these two sites. In response, we have provided three options for the zoning of these sites. Each is detailed below with a revised map and also shown in Attachment B:

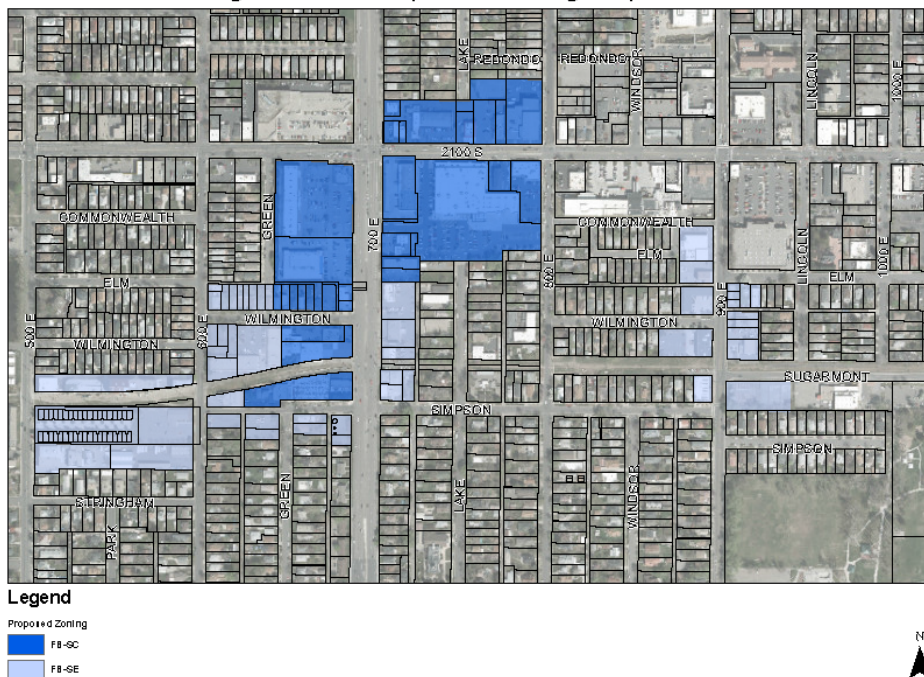
Option A – rezone the tennis courts site and the Boys & Girls site to FB-SE

Sugar House Proposed Zoning - Option A



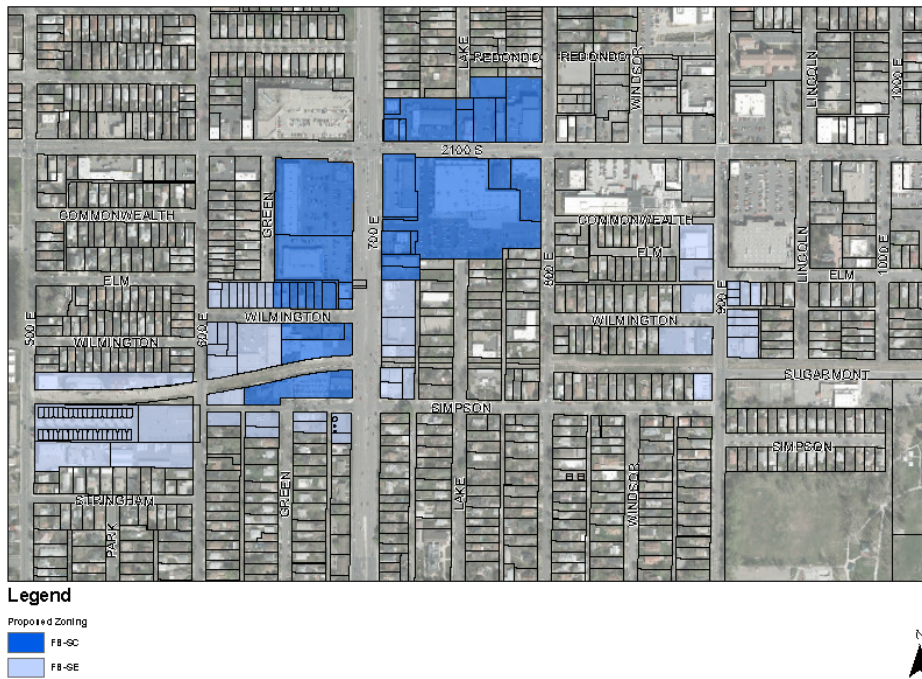
Option B – rezone only the tennis court site to FB-SE

Sugar House Proposed Zoning - Option B



Option C – do not rezone either of the two sites and leave them as open space

### Sugar House Proposed Zoning - Option C



5. The colors on the regulating plan map in the proposed zoning regulations are difficult to decipher.

**Response:** We agree and it has been modified with bright and different colors.

In addition to the proposed changes discussed and noted above, a few minor other changes have been proposed to the text of the proposed zoning ordinance since the last meeting. All of the changes are noted below in the order that they would appear in the proposed zoning regulations. A revised proposed ordinance is also attached to this staff report.

6. 21A.27.040.C – Regulating Plan Map updated with brighter colors (page 2 of 25)  
*Please note that this map may be modified based on potential changes to the proposed zoning map at this Planning Commission meeting.*
7. 21A.27.040.D.1.a – Building Forms (page 3 of 25)
  - a. Cottage Development: A unified development that contains two or more detached dwelling units with each unit appearing to be a small single-family dwelling with a common green or open space. Cottage Developments are allowed only in the FB-SE zoning district.

8. 21A.27.040.D.1.B – Building Forms (page 4 of 25)
- b. Row House: A series of attached single family dwellings that share at least one common wall with an adjacent dwelling unit. A Row House development contains a minimum of three residential dwelling units. Each unit may be on its own lot. Parking can be located behind the residential structure or at the ground level of the building with living space located above it. [Row Houses are allowed only in the FB-SE zoning district.](#)
9. 21A.27.040.D.1.c – Building Forms (page 4 of 25)
- c. Multi-Family Residential: A multi-family residential structure containing three or more dwelling units that may be arranged in a number of configurations. [Multi-Family Residential Forms are allowed in either the FB-SE or FB-SC zoning districts.](#)
10. 21A.27.040.D.1.d – Building Forms (page 5 of 25)
- d. ~~Vertical Mixed Use~~ Store Front: A [single or](#) multi story building that contains a mix of commercial and/or office with residential uses. [Store Fronts are allowed in either the FB-SE or FB-SE zoning districts.](#)
11. Table 21A.27.040.G.3 – Building Form Standards Streetcar Core Sub-District (page 8 of 25)

<u>Permitted Building Forms</u> <u>Multi-Family and Store Front</u>			
<del>Building Height and Placement</del>	<del>Multi-Family Residential</del>	<del>Mixed Use</del>	<del>Store Front</del>


12. Table 21A.27.040.G.4 – Building Form Standards Streetcar Edge Sub-District (page 10 of 25)

<u>Permitted Building Forms</u> <u>Cottage, Row House, Multi-Family and Store Front</u>				
<del>Building Height and Placement</del>	<del>Row House</del>	<del>Cottage Development</del>	<del>Multi-Family Residential</del>	<del>Mixed Use</del>

13. 21A.27.040.H.1.e – Building Configuration Standards Defined (page 11 of 25)


Entry Feature permitted based on Building form type	Cottage Development	Row House	Multi-Family	Vertical <del>Fixed-Use-Store</del> Front

14. 21A.27.040.M – Signs (page 17-19 of 25)

<p>Awning or Canopy Sign</p> 	Specifications	
	Quantity	One per window.
	Width	Equal to the width of the façade or the window they are located adjacent to.
	Projection	No maximum depth from building façade, however <a href="#">for public and private properties</a> , design subject to mitigation of rainfall and snowfall runoff, conflict avoidance with tree canopies, and issuance of encroachments permits where required. <a href="#">The awning or canopy can project a maximum of two feet into the streetcar corridor.</a>
	Clearance	Minimum of 10 feet of vertical clearance.
	Letters and Logos	Allowed on vertical portions of sign only.
	Location Permitted	Private property or a public street. <a href="#">Signs can face the streetcar corridor but must be located on private property.</a> All signs are subject to the requirements of the revocable lease permitting process.


<p>Construction Sign, (see definition in 21A.46)</p>	Specifications	
	Quantity	One per construction site.
	Height	Maximum of 8 feet.
	Area	Maximum 64 square feet.
	Location Permitted	<a href="#">Private property or a public street. Signs can face the streetcar corridor but must be located on private property.</a> <del>Private property or a public street or streetcar corridor.</del>


<p>Private Directional Sign (see definition in 21A.46)</p>	Specifications	
	Quantity	No limit.
	Height	Five feet.
	Restriction	May not contain business name or logo
	Location Permitted	<a href="#">Private property or a public street. Signs can face the streetcar corridor but must be located on private property.</a> All signs are subject to the requirements of the revocable lease permitting process. <del>Private property or a public street or streetcar corridor per the requirements of the revocable lease permitting process.</del>

Projecting Sign 	Specifications	
	Quantity	One per leasable space. Leasable spaces on corners may have two.
	Clearance	Minimum of 10 feet above sidewalk/walkway.
	Area	Six square feet per side, 12 square feet total.
	Projection	Maximum of four feet from building <a href="#">façade for public and private streets. Maximum of two feet within the streetcar corridor.</a>
Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process. <del>Private property or a public street or streetcar corridor per the requirements of the revocable lease permitting process.</del>	

Projecting Parking Entry Sign (see projecting sign graphic)	Specifications	
	Quantity	One per parking entry.
	Clearance	Minimum of 10 feet above sidewalk/walkway.
	Height	Maximum of two feet.
	Area	Four square feet per side, eight square feet total.
	Projection	Maximum of four feet from building <a href="#">façade for public and private streets. Maximum of two feet within the streetcar corridor.</a>
Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process. <del>Private property or a public street or streetcar corridor per the requirements of the revocable lease permitting process.</del>	

Public Safety Sign	Specifications	
	Quantity	No limit.
	Height	Maximum of six feet.
	Area	Eight square feet.
	Projection	Maximum of one foot.
Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process. <del>Private property or a public street or streetcar corridor per the requirements of the revocable lease permitting process.</del>	

 <p>Real Estate Sign</p>	Specifications	
	Quantity	One per leasable space. Leasable spaces on corners may have two.
	Height	Maximum of four feet for residential signs. Maximum of six feet for commercial signs.
	Area	Eight square feet is the maximum for residential. 16 square feet is the maximum allowed for commercial.
	Location Permitted	<del>Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process.</del>

 <p>Window Sign</p>	Specifications	
	Quantity	1 per window
	Height	Maximum of three feet.
	Area	Maximum of 25% of window area.
	Location Permitted	<del>Private property or a public street or streetcar corridor per the requirements of the revocable lease permitting process.</del>

15. 21A.27.040.O. – Parking Regulations (page 21 of 25)

3. Maximum Parking Requirement: The maximum parking requirement is equal to the minimum off street parking requirements found in chapter 21A.44. [Parking in excess of the maximum allowed may be granted as a special exception by the planning commission subject to the special exception standards in chapter 21A.52 of this title. The planning commission will approve, approve with conditions, or deny the request pursuant to chapter 21A.52 of this title.](#)

16. 21A.27.040.O – Parking Regulations (page 21 of 25)

5. Parking Structures or Garages: The maximum parking requirement does not apply to parking structures or garages that serve multiple parcels or uses or structures that provide off-site parking

17. 21A.27.040.P – Permitted Uses (page 24 of 25)

‘Dwelling, rooming (boarding) house’ has been removed from the list of permitted uses.

### **Meeting Notification for July 31, 2013 Planning Commission Meeting**

The public hearing on July 10, 2013 was closed that evening. Therefore, no notices were mailed to adjoining property owners and residents and the notice was not published again in the newspaper. The



agenda was sent out through the Planning Division's listserv and the agenda was posted on the City and State websites.

Notice of the public hearing for the proposal includes:

- Public hearing notice posted on City and State websites on July 18, 2013.
- Public hearing notice emailed to the Planning Division listserv on July 18, 2013.

### ***Analysis and Findings***

The analysis and findings for the master plan changes, zoning map changes and zoning text changes have not changed since presented in the last staff report. Please refer to the report from the May 22, 2013 for the full analysis:

<http://www.slcdocs.com/Planning/Planning%20Commission/2013/576.pdf>

### ***Commission Options***

The proposed Sugar House Streetcar Zoning and Master Plan Amendment project is a reflection of the community's vision for streetcar corridor. The creation of the plan was done with the visioning process completed a few years ago as the basis of the regulations and standards. Once these items were identified, a series of best practices that were applicable to the community's vision were incorporated into the plan to guide future development in a manner that can help turn the community vision into reality. While there are many options in terms of how to address land use, the draft Sugar House Streetcar Zoning and Master Plan Amendment represent the preferred option of the community and Planning Division staff. Other options are:

- Make no changes to the existing master plan and development regulations and allow development to continue in the manner that it currently is;
- Make consistent changes that would apply to the entire corridor; and
- Make limited changes to streetcar corridor only adjacent to the streetcar line.

After analyzing the comments from the community, the desire for a different type of development along the streetcar corridor eliminated the option to make no changes. If the proposed Sugar House Streetcar Zoning and Master Plan Amendment were not adopted, the existing policies and regulations would remain in effect. Community input and existing conditions indicate that there are unique situations and characteristics of this area that a one size fits all approach could not capitalize on the unique assets in and around the streetcar corridor. Making limited changes near the streetcar corridor only would not provide enough land area to accommodate future projected growth.

### **Potential Motions**

**Consistent with Staff Recommendation:** Based on the findings listed in the staff report, testimony and plans presented, I move that the Planning Commission transmit a favorable recommendation to the City Council relating to this request to amend the Sugar House Master Plan, Salt Lake City Zoning Ordinance and Zoning Map for station areas along and adjacent to the Sugar House Streetcar Corridor.

**Not Consistent with Staff Recommendation:** Based on the testimony, plans presented and the following findings, I move that the Planning Commission transmit a negative recommendation to the City Council relating to this request to amend the Sugar House Master Plan, Salt Lake City Zoning Ordinance and Zoning Map for station areas along and adjacent to the Sugar House Streetcar Corridor.

# **Attachment A**

## **Updated Proposed Zoning Text Changes**

**Chapter 21A.27 Form Based Zoning Districts**

**21A.27.040 Streetcar Corridor District (FB-SC and FB-SE)**

**A. Purpose Statement:**

The purpose of the FB-SC and FB-SE Streetcar Corridor Zoning Districts are to create people oriented neighborhoods along the City's streetcar corridors that provide the following:

1. People oriented places;
2. Options for housing types;
3. Options for shopping, dining, employment and fulfilling daily needs within walking distance or conveniently located near transit;
4. Transportation options;
5. Appropriately scaled buildings that activate the district areas while respecting the existing character of the neighborhood; and
6. Safe, accessible, interconnected networks for people to move around in.

**B. Context Description:**

The form based Streetcar Corridor Districts are intended to be utilized near the vicinity of a streetcar corridor or other transit corridors with similar development characteristics and restraints. It is appropriate in areas with the following characteristics:

1. **Street, Block and Access Patterns:** a regular pattern of blocks surrounded by a traditional grid of streets that provide mobility options and connections for pedestrians, bicyclists, and automobiles. Blocks include sidewalks separated from the vehicle travel lanes by a landscaped park strip. Front yards are landscaped or include active, outdoor uses. Streets are classified based on their ability to serve pedestrians, cyclists and automobiles.
2. **Building Placement and Location:** Buildings are generally located close to the sidewalk, trail or public walkway with a small, transitional, semi-public space, such as a landscaped front yard, that is consistent along the block face. Certain development regulations are determined based on the street frontage that a property is located on. Properties may have multiple frontage types and the specific regulations apply to each frontage.
3. **Building Height:** Building heights on Greenway, Pedestrian, and Neighborhood streets are relatively low and consistent with existing building heights. Buildings located on Access streets are generally taller.
4. **Mobility:** A balance between pedestrians, bicyclists, transit riders, and motorists exists in the area, and residents are well connected to other parts of the City. The classification of streets in the area determines what type of transportation is a priority. To guarantee access to private property, automobile and service access is required on some Pedestrian and Neighborhood Streets.

C. **Sub-Districts:**

The following sub-districts can be found in the form based Streetcar Corridor Districts:

1. **FB-SC Streetcar Core Sub-District:**

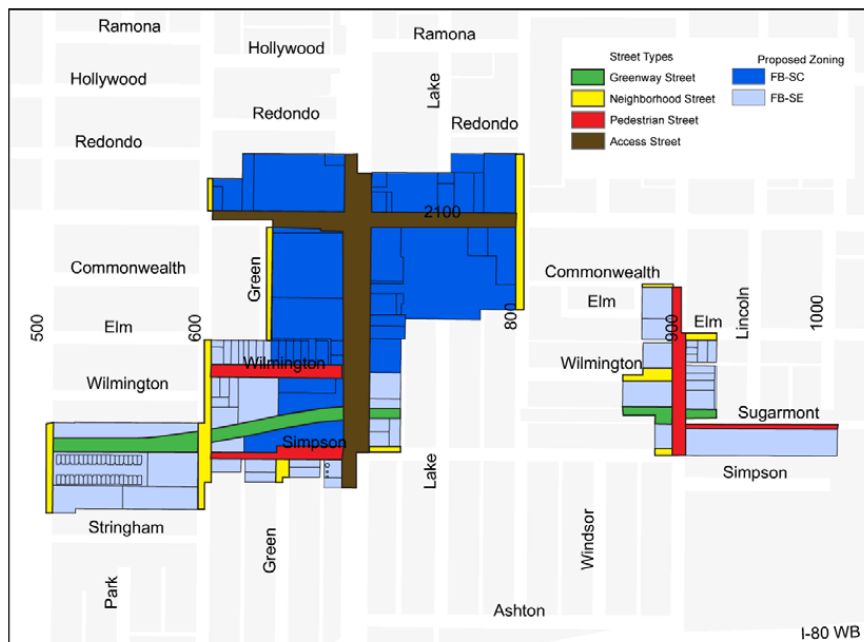
The FB-SC streetcar core sub-district contains the most intensive level of development in the vicinity of the streetcar. Buildings are generally six to seven stories in height and are supported by multiple street types so that they pedestrians, bicyclists and drivers have access to the properties within the area. Development standards are based on building type.

2. **FB-SE Streetcar Edge Sub-District:**

The FB-SE streetcar edge sub-district is intended to provide an appropriate transition in building size and scale between existing neighborhoods and the Core area. Buildings may be up to four stories in height, with appropriate setbacks when adjacent to lower scale residential neighborhoods. Development regulations are based on building type, with the overall scale, form and orientation as the primary focus.

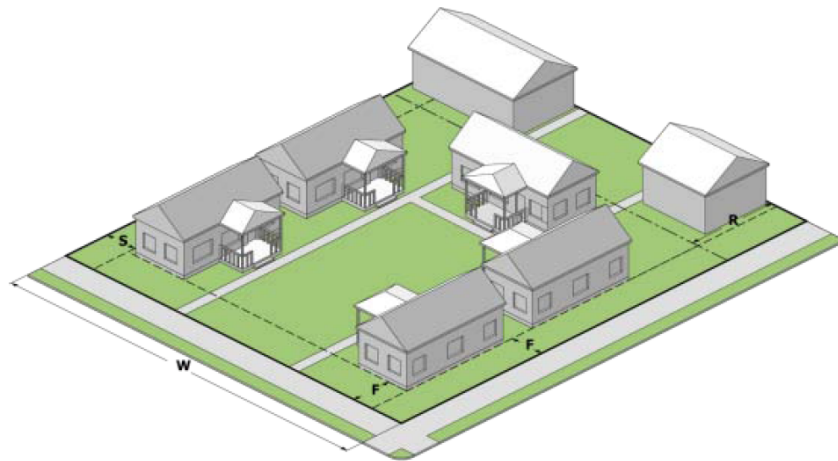
3. **Applicability of Sub-Districts:** The regulations of the sub-districts shall apply as indicated in the Regulating Plan Map.

**21A.27.040.C Regulating Plan Map**



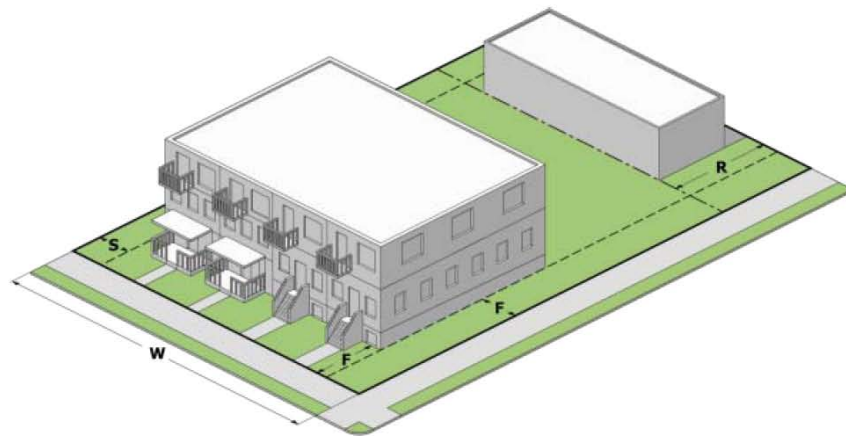
**D. Building Forms:**

1. Permitted building forms are described below. Each building form includes a general description and definition, as well as images of what the building form may look like. Building form images are for informational purposes only and not intended to demonstrate exactly what must be built. The images should be used to classify existing and proposed buildings in order to determine what development regulations apply. The images are not to scale. They should not be used to dictate a specific architectural style as both traditional and contemporary styles can be used.
  - a. Cottage Development: A unified development that contains two or more detached dwelling units with each unit appearing to be a small single-family dwelling with a common green or open space. Cottage Developments are allowed only in the FB-SE zoning district.



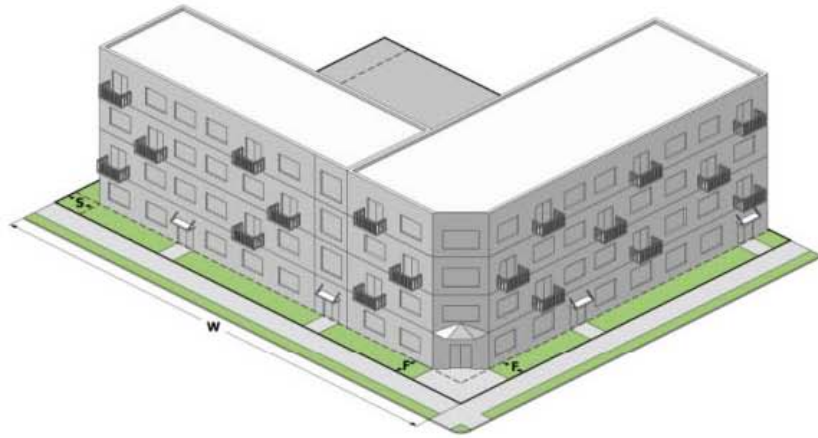
- b. Row House: A series of attached single family dwellings that share at least one common wall with an adjacent dwelling unit. A Row House development contains a minimum of three residential dwelling units. Each unit may be on its own lot. Parking can be located behind the residential structure or at the

ground level of the building with living space located above it. Row Houses are allowed only in the FB-SE zoning district.

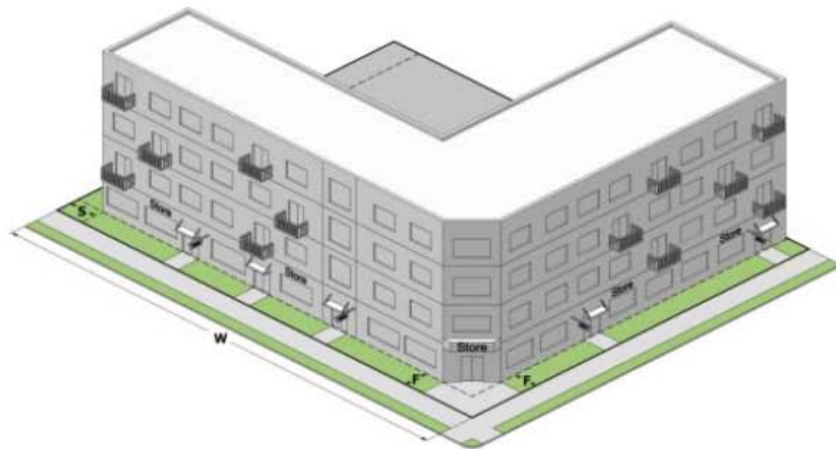


- c. Multi-Family Residential: A multi-family residential structure containing three or more dwelling units that may be arranged in a number of configurations. Multi-Family Residential Forms are allowed in either the FB-SE or FB-SC zoning districts.





- d. Store Front: A single or multi-story building that contains a mix of commercial and/or office with residential uses. Store Fronts are allowed in either the FB-SE or FB-SC zoning districts.



## **E. Street Types**

1. Street Types Intent: The intent of identifying specific types of streets in the streetcar districts is to:
  - a. Ensure that a hierarchy of transportation is established;
  - b. Guarantee access to private property; and
  - c. Determine the appropriate manner in which buildings address streets.
  
2. Street Types Established: The following types of streets are hereby established. The location and applicability of Street Type regulations are shown on map 21A.27.040.C Regulating Plan Map.
  - a. Greenway Street: Streets that contain a streetcar line and stops and various types of multi-use trails. Greenway streets may provide access for pedestrians and bicycles. Automobiles are not permitted on Greenway streets.
  - b. Neighborhood Street: Neighborhood streets are intended to serve the adjacent neighborhoods and are generally considered local streets. Automobile access may be provided to each individual lot. Access to certain building forms is not permitted from a Neighborhood street unless the property only has frontage on a Neighborhood street.
  - c. Pedestrian Street: Pedestrian streets are those streets that are designed to accommodate a high number of pedestrians. Automobile access to private property may be permitted. Pedestrians are the priority.
  - d. Access Street: Access streets are designed to provide automobile and service access in a manner that balances the needs of automobiles and pedestrians.

## **F. Specific Intent of Regulations**

1. Building Form Standards:
  - a. Encourage building forms that are compatible with the neighborhood and the future vision for the neighborhood by acknowledging there will be different scaled buildings in the area;
  - b. Arrange building heights and scale to provide appropriate transitions between buildings of different scales and adjacent areas, especially between different sub-districts.
  - c. Guide building orientation through setbacks and other requirements to create a consistent street edge, enhance walkability by addressing the relationship between public and private spaces, and ensure architectural design will contribute to the character of the neighborhood;
  - d. Use building form, placement, and orientation to identify the private, semi-private, and public spaces;
  - e. Minimize the visual impact of parking areas; and
  - f. Minimize conflicts between pedestrians, bicyclists, and vehicles.



2. Design Related Standards:

- a. Implement applicable master plans;
- b. Continue the existing physical character of residential streets while allowing an increase in building scale along identified types of streets;
- c. Arrange buildings so they are oriented towards the street or the greenway in a manner that promotes pedestrian activity, safety, and community;
- d. Provide human-scaled buildings that emphasize design and placement of the main entrance and exit of the building on street facing facades;
- e. Provide connections to transit through public walkways;
- f. Provide areas for appropriate land uses that encourage use of public transit and are compatible with the neighborhood, and
- g. Promote pedestrian and bicycle amenities near transit facilities to maximize alternative forms of transportation.
- h. Screening: All building equipment and service areas, including on grade and roof mechanical equipment and transformers that are readily visible from the public right of way, shall be screened from public view. These elements shall be sited to minimize their visibility and impact, or enclosed as to appear to be an integral part of the architectural design of the building.

**G. Building Form Standards**

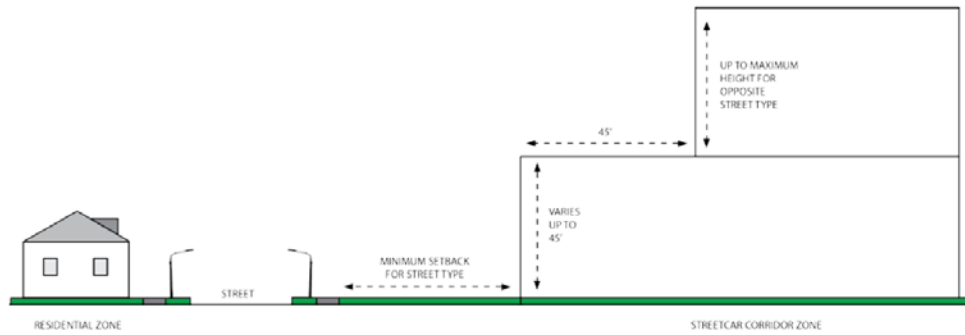
1. The provisions of this section shall apply to all properties located within the FB-SC and FB-SE zoning districts as indicated on the map in subsection C above.
2. Building form and street type standards apply to all new buildings and additions when the new construction related to the addition is greater than 25% of the footprint of the structure or 1,000 square feet, whichever is less. Refer to section 21A.27.040.H for more information on how to comply with the Building Configuration Standards. The graphics included provide a visual representation of the standards as a guide and are not meant to supersede the standards in the tables. Only building forms identified in the table are permitted.
3. Streetcar Core Building Form Standards. Building form standards are listed below in Table 21A.27.040.G.3 Building Form Standards Streetcar Core Sub-District.

**Table 21A.27.040.G.3 Building Form Standards Streetcar Core Sub-District**

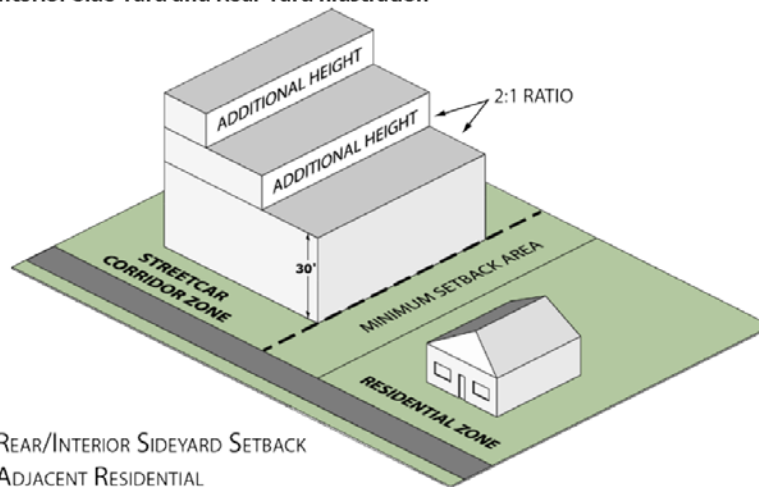
Permitted Building Forms Multi-Family and Store Front			
<b>H</b>	<b>Height</b> <i>(per street type) measured from established grade</i>	Greenway	Minimum of 2 stories. Maximum of 45 feet.
		Neighborhood	No minimum. Maximum of 45 feet.
		Pedestrian	Minimum of 2 stories. Maximum of 105 feet.
		Access	Minimum of 2 stories. Maximum of 105 feet.
	Special Height Provisions for multiple frontage properties		For properties that have frontage on multiple streets type with different maximum height requirements, the lower of the maximum heights applies to a horizontal measurement equal of the lower of the two heights measured from the building setback. See illustration below.
<b>F</b>	Front and Corner Side Yard Setback	Greenway	Minimum of 5 feet. Maximum of 15 feet.
		Neighborhood	Minimum of 15 feet. Maximum of 25 feet.
		Pedestrian	Minimum of 5 feet. Maximum of 10 feet.
		Access	Minimum of 15 feet. Maximum of 25 feet.
<b>B</b>	Required Build-To		Minimum of 50% of any street facing façade shall be built to the minimum setback line
<b>S</b>	Interior Side Yard		When adjacent to a residential district, a minimum setback of 25% of the lot width, up to 25 feet, is required. Any portion of the building taller than 30 feet must be stepped back two feet from the required building setback line for every one foot of height over 30 feet. When adjacent to other zoning districts, no minimum setback is required. See illustration below.
<b>R</b>	Rear Yard		When adjacent to a residential district, a minimum setback of 25% of the lot width, up to 25 feet, is required. Any portion of the building taller than 30 feet must be stepped back two feet from the required building setback line for every one foot of height over 30 feet. When adjacent to other zoning districts, no minimum setback is required. See illustration below.
<b>I</b>	Minimum Lot Size		4,000 square feet; not to be used to calculate density
<b>W</b>	Minimum Lot Width		50 feet
<b>DU</b>	Dwelling Units per Building Form		No minimum or maximum

BF	Number of Building Forms per Lot	One building form permitted for every 4,000 square feet of lot area provided all building forms have frontage on a street.
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**Special Height Provision for Multiple Frontage Properties Illustration**



**Interior Side Yard and Rear Yard Illustration**

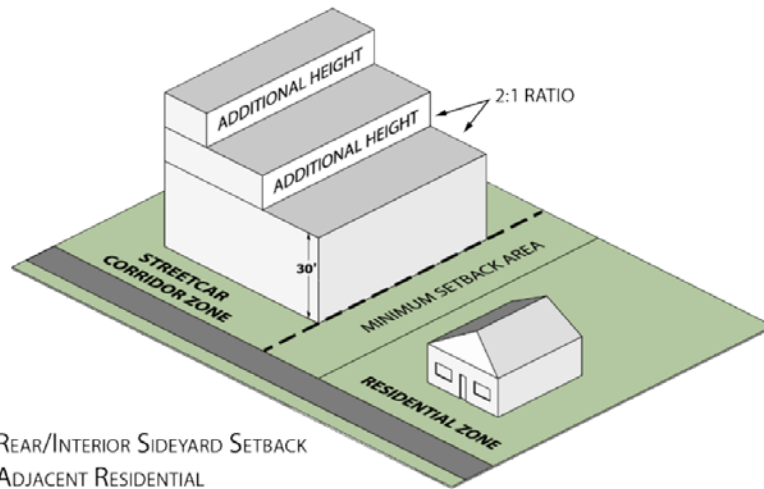


REAR/INTERIOR SIDEYARD SETBACK  
ADJACENT RESIDENTIAL

4. Streetcar Edge Building Form Standards. Building form standards are listed below in Table 21A.27.040.G.4 Building Form Standards Streetcar Core Sub-District.

**Table 21A.27.040.G.4 Building Form Standards Streetcar Edge Sub-District**

Permitted Building Forms Cottage, Row House, Multi-Family and Store Front			
<b>H</b>	Height <i>(per street type) measured from established grade</i>	Greenway	Maximum of 45 feet.
		Neighborhood	Maximum of 45 feet.
		Pedestrian	Maximum of 45 feet.
		Access	Minimum of 2 stories. Maximum of 45 feet.
<b>F</b>	Front and Corner Side Yard Setback	Greenway	Minimum of 5 feet. Maximum of 15 feet.
		Neighborhood	Minimum of 15 feet. Maximum of 25 feet.
		Pedestrian	Minimum of 5 feet. Maximum of 10 feet.
		Access	Minimum of 15 feet. Maximum of 25 feet.
<b>B</b>	Required Build-To	Minimum of 50% of street facing façade shall be built to the minimum setback line	
<b>S</b>	Interior Side Yard	When adjacent to a residential district, a minimum setback of 25% of the lot width, up to 25 feet, is required. Any portion of the building taller than 30 feet must be stepped back two feet from the required building setback line for every one foot of height over 30 feet. When adjacent to other zoning districts, no minimum setback is required. See illustration below.	
<b>R</b>	Rear Yard	When adjacent to a residential district, a minimum setback of 25% of the lot width, up to 25 feet, is required. Any portion of the building taller than 30 feet must be stepped back two feet from the required building setback line for every one foot of height over 30 feet. When adjacent to other zoning districts, no minimum setback is required. See illustration below.	
<b>I</b>	Minimum Lot Size	4,000 square feet; not to be used to calculate density	
<b>W</b>	Minimum Lot Width	50 feet	
<b>DU</b>	Dwelling Units per Building Form	No minimum or maximum	
<b>BF</b>	Number of Building Forms per Lot	One building form permitted for every 4,000 square feet of lot area provided all building forms have frontage on a street.	



- Streetcar Design Standards: Design standards are listed below in Table 21A.27.040.G.5 Design Standards for all streetcar sub-districts.



**Table 21A.27.040.G.5 Design Standards for all Streetcar Sub-Districts**





Standard	All Building Forms
Building Entry	Minimum of one building entry per street frontage, on an identified street type. An additional entry feature is required for every 75 feet of building wall adjacent to an established street. Side entries for multiple dwelling unit buildings are permitted provided there is at least one primary entrance facing a public street. Each entry shall be a true entry into the building and not limited to an access door.
Pedestrian Connections	Pedestrian access to public walkway is required.
Ground Floor Transparency	Minimum of 60% of street facing façade, located between two and eight feet above the grade of the sidewalk, shall be transparent glass. This may be reduced to 30% if ground floor is occupied by residential uses.
Open Space	A minimum of 10% of lot area shall be provided for open space. Open space may include landscaped yards, patios, dining areas, balconies, rooftop gardens, and other similar outdoor living spaces. Required parking lot landscaping or perimeter parking lot landscaping shall not count towards the minimum open space requirement.
Upper Level Outdoor Space	All street facing residential units above the ground floor shall contain a usable balcony that is a minimum of four feet in depth. Balconies may overhang any required yard.
Building Façade Materials	A minimum of 70% of the ground floor of any street facing building facade shall be clad in glass, brick, masonry, textured or patterned concrete, metal, wood, or stone. Other materials may count up to 30% of the street facing building façade

**H. Building Configuration Standards Defined:**

The building configuration standards are defined in this section. The defined standards in this section are intended to identify how to comply with the building configuration standards listed in the above tables:

1. Building entry: An entry will be considered to be the main entrance to a building intended for pedestrian use. Minimum of one main entry with an entry feature facing a public street or walkway. Buildings that front a public street and the streetcar corridor shall have one entry facing a street and one entry facing the streetcar corridor. Multi-family unit buildings shall have a minimum of one main entry with porch or stoop for at least one of the dwelling units facing a street. The main entry for the second dwelling unit may face the street, streetcar corridor, or side yard but also must have a porch or stoop entrance. Where required, the building entry must be one of the following:
  - a. Door on the same plane as street or streetcar facing façade.
  - b. Recessed Entry: Inset behind the plane of the building no more than 10 feet. If inset, then the sidewalls of the inset must be lined with clear glass if a commercial use. Opaque, smoked, or darkened glass is not permitted.
  - c. Corner Entrance: Entry that is angled or an inside corner located at the corner of two intersecting streets. If a corner entrance is provide, it shall count as being an entrance on both streets.
  - d. Encroachments: a permitted entry feature may encroach into a required yard provided no portion of the porch is closer than five feet to the front property line.
  - e. The following building entries are permitted as indicated:

Entry Feature permitted based on Building form type	Cottage Development	Row House	Multi-Family	Store Front	
Porch and Fence: A planted front yard where the street facing building façade is set back from the front property line with an attached porch that is permitted to encroach into the required yard. The porch shall be a minimum of six feet in depth. The front yard may include a fence no taller than three feet in height.	P	P	P		
Terrace or Lightwell: An entry feature where the street facing façade is setback from the front property line by an elevated terrace or sunken lightwell. May include a canopy or roof.	-	P	P	P	

Forecourt: An entry feature wherein a portion of the street facing facade is close to the property line and the central portion is set back. The court created must be landscaped, contain outdoor plazas, outdoor dining areas, private yards, or other similar features that encourage use and seating.	P	P	P	P	
Stoop: An entry feature wherein the street facing facade is close to the front property line and the first story is elevated from the sidewalk sufficiently to secure privacy for the windows. The entrance contains an exterior stair and landing that is either parallel or perpendicular to the street. Recommended for ground floor residential uses.	P	P	P	P	
Shopfront: An entry feature where the street facing facade is close to the property line and building entrance is at sidewalk grade. Building entry is covered with an awning, canopy, or is recessed from the front building facade, which defines the entry and provides protection for customers.	-	-	P	P	
Gallery: A building entry where the ground floor is no more than 10 feet from the front property line and the upper levels or roofline cantilevers from the ground floor facade up to the front property line.	-	-	P	P	

2. Pedestrian Connections: When provided, the following pedestrian connection standards apply:
  - a. The connection shall provide direct access from any building entry to the public sidewalk, streetcar corridor or walkway.
  - b. The connection shall comply with American with Disabilities Act (ADA) standards for accessibility.
  - c. The connection shall be fully paved and have a minimum width of four feet.
  - d. The connection shall be separated from vehicle drive approaches and drive lanes by a change in grade and a wheel stop or curb if the walkway is less than eight feet wide when feasible
  - e. Pedestrian connections that lead directly from the sidewalk to the primary building entrance may contain wing walls, no taller than two feet in height for seating, landscaping, etc.

3. Ground Floor Transparency: When provided, the ground floor transparency standards apply:
  - a. There must be visual clearance behind the glass for a minimum of six feet. Three-dimensional display windows at least six feet deep are permitted and may be counted toward the 60% glass requirement.
  - b. Ground floor windows of commercial uses shall be kept clear at night, free from any window covering, with internal illumination. When ground floor glass conflicts with the internal function of the building, other means shall be used to activate the sidewalk, such as display windows, public art, architectural ornamentation or detailing or other similar treatment.
  - c. The reflectivity in glass shall be limited to 18%.
  - d. The first floor elevation facing a street of all new buildings, or buildings in which the property owner is modifying the size of windows on the front facade, shall comply with these standards.

**I. Cottage Development Standards:**

1. Setbacks between Individual Cottages: All cottages shall have a minimum setback of eight feet from another cottage.
2. Footprint: No cottage shall have a footprint in excess of 850 square feet.
3. Building Entrance: All building entrances shall face a public street or a common open space.
4. Open Space: A minimum of 250 square feet of common, open space is required per cottage up to a maximum of 1,000 square feet. At least 50% of the open space shall be contiguous and include landscaping, walkways or other amenities intended to serve the residents of the development.

**J. Design Standards Alternatives:**

1. Alternatives to the minimum setback. Where a minimum setback standard applies, the following alternatives may count towards the minimum setback requirement as indicated.
  - a. Landscaping walls: landscaping walls between 24 inches and 42 inches high may count toward 25% of the minimum requirement provided the following:
    - 1) The ability to sit on the wall is incorporated into the design.
    - 2) The wall is constructed of masonry, concrete, stone or ornamental metal.
    - 3) The wall maintains clear view sight lines where sidewalks and pedestrian connections intersect vehicle drive aisles or streets.
  - b. Pergolas and trellis: Pergolas and trellis may count toward 25% of the minimum build to requirement provided the following:
    - 1) The structure is at least 48 inches deep as measured perpendicular to the property line.



- 2) A vertical clearance of at least eight feet is maintained above the walking path of pedestrians.
  - 3) Vertical supports are constructed of wood, stone, concrete or metal with a minimum of six inches by six inches or a radius of at least four inches.
  - 4) The structure maintains clear view sight lines where sidewalks and pedestrian connections intersect vehicle drive aisles or streets.
- c. Arcades: Arcades may count up to 100% of the minimum requirement provided the following:
- 1) The arcade extends no more than two stories in height.
  - 2) No portion of the arcade structure encroaches onto public property.
  - 3) The arcade maintains a minimum pedestrian walkway of four feet.
  - 4) The interior wall of the arcade complies with the Building Configuration standards.
- d. Plazas and Outdoor Dining: Plazas and outdoor dining areas may count towards up to 50% of the minimum requirement:
- 1) The plaza or outdoor dining is between the property line adjacent to the street or the streetcar corridor and the street facing building façade.
  - 2) Shall be within two feet of grade with the public sidewalk.
  - 3) The building entry shall be clearly visible through the courtyard or plaza.
  - 4) The building facades along the courtyard or plaza shall comply with the Ground Floor Transparency requirement.
2. Alternatives to the ground floor transparency requirement: The Planning Director may modify the ground floor transparency requirement in the following instances:
- a. The requirement would negatively impact the historical character of a building;
  - b. The requirement conflicts with the structural integrity of the building and the structure would comply with the standard to the extent possible.

**K. Landscaping:**

All required front yards or areas between a street facing building façade and a street shall be landscaped and maintained as landscaping. Plazas, courtyards, and other similar permitted features count towards the landscaping requirements.

1. Park Strip Landscaping: Park strip landscaping shall comply with section 21A.48.060 of this Title. Outdoor dining, benches, art, and bicycle racks shall be permitted in the park strip subject to City approval.
2. Landscaping in Required yards: Where a front yard or corner side yard is provided, the yard shall be landscaped and maintained in good condition. The following standards apply:

- a. At least one-third (1/3) of the yard area shall be covered by vegetation, which may include trees, shrubs, grasses, annuals, perennials, or vegetable plants. Planted containers may be included to satisfy this requirement.
  - b. No vegetation shall block the clear view at any driveway or street intersection and shall not exceed 30 inches in height.
  - c. Asphalt as paving material located in a front yard or corner side yard is prohibited.
3. Parking lot landscaping: Surface parking lots with more than ten parking stalls shall comply with the following requirements:
- a. Perimeter Landscaping Buffer. A seven foot wide perimeter landscaping buffer is required. The buffer shall be measured from the property line to the back of curb or edge of asphalt.
  - b. The landscaped buffer shall comply with Table 21A.48.070.G Required Perimeter Parking Lot Landscaping Improvements.
4. Any applicable standard listed in 21A.48 Landscaping shall be complied with. Where this section conflicts with 21A.48, this section shall take precedent.

**L. Permitted Encroachments and Height Exceptions:**




Obstructions and height exceptions are permitted as listed in this section or 21A.36.020.



- 1. Canopies: Canopies covering the primary entrance or entrances to a structure may extend into the right of way provided all City processes and requirements for right of way encroachments are complied with.
- 2. Projecting Shade Structures:
  - a. Projecting shade structures, such as awnings, marquees, window shades, trellises, and roof overhangs, may be used to provide articulation and regulate building temperature, especially along south facing building facades. When used, a projecting shade structure may extend up to 5 feet into a required yard or over the public street.
  - b. Projecting shade structures shall not block storefront or display windows, piers, columns, pilasters, architectural expression lines, or other prominent façade features.
  - c. If used over a sidewalk or walkway, projecting shade structures shall maintain a vertical clearance of ten feet above the adjacent sidewalk or walkway.



**M. Signs:**

- 1. Applicability: This section applies to all signs located within the FB-SC and FB-SE zoning districts. This section is intended to list all permitted signs in the zone. All signs noted

below are allowed in either zoning district. All other regulations in chapter 21A.46 Signs apply.

<p>A-Frame Sign</p> 	<b>Specifications</b>	
	Quantity	One per leasable space. Leasable spaces on corners may have two.
	Width	Maximum of two feet.
	Height	Maximum of three feet.
	Obstruction Free Area	Minimum of eight feet must be maintained at all times for pedestrian passage.
	Location Permitted	Private property or a public street. Signs are allowed on the streetcar corridor but shall be located outside of the Parley's Trail right-of-way.
<p>Awning or Canopy Sign</p> 	<b>Specifications</b>	
	Quantity	One per window.
	Width	Equal to the width of the façade or the window they are located adjacent to.
	Projection	No maximum depth from building façade, however for public and private properties, design subject to mitigation of rainfall and snowfall runoff, conflict avoidance with tree canopies, and issuance of encroachments permits where required. The awning or canopy can project a maximum of two feet into the streetcar corridor.
	Clearance	Minimum of 10 feet of vertical clearance.
	Letters and Logos	Allowed on vertical portions of sign only.
	Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process.
<p>Construction Sign, (see definition in 21A.46)</p>	<b>Specifications</b>	
	Quantity	One per construction site.
	Height	Maximum of 8 feet.
	Area	Maximum 64 square feet.
	Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property.
<p>Flat Sign</p> 	<b>Specifications</b>	
	Quantity	One per leasable space. Leasable spaces on corners may have two.
	Width	Maximum of 90% of width of leasable space.
	Height	Maximum of three feet.
	Area	1½ square feet per linear foot of store frontage.
	Projection	Maximum of one foot.

Nameplate Sign 	<b>Specifications</b>	
	Quantity	One per leasable space. Leasable spaces on corners may have two.
	Area	Maximum of three square feet.
Political Sign (see definition in 21A.46)	<b>Specifications</b>	
	Quantity	No limit.
	Height	Maximum six feet.
	Area	Maximum 32 square feet.
Private Directional Sign (see definition in 21A.46)	<b>Specifications</b>	
	Quantity	No limit.
	Height	Five feet.
	Restriction	May not contain business name or logo
	Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process.
Projecting Sign 	<b>Specifications</b>	
	Quantity	One per leasable space. Leasable spaces on corners may have two.
	Clearance	Minimum of 10 feet above sidewalk/walkway.
	Area	Six square feet per side, 12 square feet total.
	Projection	Maximum of four feet from building façade for public and private streets. Maximum of two feet within the streetcar corridor.
	Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process.
Projecting Parking Entry Sign (see projecting sign graphic)	<b>Specifications</b>	
	Quantity	One per parking entry.
	Clearance	Minimum of 10 feet above sidewalk/walkway.
	Height	Maximum of two feet.
	Area	Four square feet per side, eight square feet total.
	Projection	Maximum of four feet from building façade for public and private streets. Maximum of two feet within the streetcar corridor.
	Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process.

Public Safety Sign	<b>Specifications</b>	
	Quantity	No limit.
	Height	Maximum of six feet.
	Area	Eight square feet.
	Projection	Maximum of one foot.
	Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process.
 Real Estate Sign	<b>Specifications</b>	
	Quantity	One per leasable space. Leasable spaces on corners may have two.
	Height	Maximum of four feet for residential signs. Maximum of six feet for commercial signs.
	Area	Eight square feet is the maximum for residential. 16 square feet is the maximum allowed for commercial.
	Location Permitted	Private property or a public street. Signs can face the streetcar corridor but must be located on private property. All signs are subject to the requirements of the revocable lease permitting process.
 Window Sign	<b>Specifications</b>	
	Quantity	1 per window
	Height	Maximum of three feet.
	Area	Maximum of 25% of window area.

**N. Accessory Uses, Buildings and Structures:**

1. **Applicability:** The standards in this section apply to all accessory uses, buildings and structures in all the FB-SC and FB-SE districts.
2. **General Standards:**
  - a. **Specifically allowed structures:**
    - 1) **Residential Buildings:** Garages, carports, sheds, garden structures, and other similar structures are permitted:
      - a) Accessory buildings are permitted in rear yards only. Buildings associated with community gardens and urban farms are permitted in the buildable area of any lot and any rear yard area
      - b) No accessory structure shall exceed fifty percent (50%) of the footprint of the principal structure. Garages and carports may

be built to a size necessary to cover parking spaces provided all other requirements in this chapter are complied with.

- c) Building Height: No accessory structure shall exceed 17 feet in height to the top of the ridge unless otherwise authorized in this Title.
- d) Required Setbacks
  - I. Setbacks along Established Streets
    - a) Greenway Streets: not permitted within 15 feet of a property line.
    - b) Pedestrian Streets: Not permitted between property line and principal structure.
    - c) Access Streets: Permitted in a corner side yard provided the accessory structure is located at least 10 feet behind the street facing façade of the principal structure.
    - d) Neighborhood Street: Permitted in a corner side yard provided the accessory structure is located behind the street facing façade of the principal structure.
  - II. From side property line: A minimum of one foot.
  - III. From any rear property line: A minimum of one foot.
  - IV. From any property line: A minimum of one foot.
  - V. From the street facing plane of any principal building: A minimum of 10 feet.

b. Fences, walls and retaining walls: The following regulations of fences and walls apply:

- 1) Fences along Established Streets:
  - a) Greenway Street: Permitted in front and corner side yard to a maximum height of three feet. Fences up to six feet in height may be located a minimum of 15 feet from the street property line. Special exceptions for additional height are not authorized.
  - b) Pedestrian Street: Permitted in front and corner side yard to a maximum height of three feet. Special exceptions for additional height are not authorized.
  - c) Access Street: Permitted in front and corner side yard to a maximum height of three feet. Special exceptions for additional height are not authorized.
  - d) Neighborhood Street: Permitted in front and corner side yard to a maximum height of three feet. Special exceptions for additional height are not authorized.

- 2) Permitted materials: fences and walls may be constructed of the following materials: wood, metal, stone or masonry. Chain link, vinyl, or synthetic wood products are permitted fence materials only along interior side yards or in rear yards.
  - 3) All fences, walls and retaining walls along the Greenway Street should be modified to meet the above requirements whenever modifications require compliance with this chapter of the zoning ordinance.
- c. Urban Agriculture structures: Hoop houses and cold frames are permitted in any yard up to a height of 24 inches.
  - d. Structures not listed: Accessory structures not listed in this chapter may be permitted as a special exception pursuant to 21A.52. All other requirements, including location requirements found in this section shall be complied with.

**O. Parking Regulations:**

- 1. Intent: The intent of parking regulations for the FB-SC and FB-SE zoning district is to provide necessary off street parking while limiting the amount of land dedicated to parking.
- 2. Minimum Parking Requirements: There are no minimum parking requirements for any use in the FB-SC and FB-SE zoning districts.
- 3. Maximum Parking Requirement: The maximum parking requirement is equal to the minimum off street parking requirements found in chapter 21A.44. Parking in excess of the maximum allowed may be granted as a special exception by the planning commission subject to the special exception standards in chapter 21A.52 of this title. The planning commission will approve, approve with conditions, or deny the request pursuant to chapter 21A.52 of this title.
- 4. Parking and Established Streets: The regulations in Table 21A.27.040.O.6 Parking and Established Streets apply to properties that have frontage on established streets.
- 5. Parking Structures or Garages: The maximum parking requirement does not apply to parking structures or garages that serve multiple parcels or uses or structures that provide off-site parking.

Table 21A.27.040(O)(6)

	Greenway Street	Neighborhood Street	Pedestrian Street	Access Street
Vehicle access location	Not permitted.	Only permitted when Access Street is not accessible. One driveway per building form.	Only permitted when Access Street is not accessible.	One driveway per building form or one driveway for every 100 feet of frontage.
Driveway width	Not applicable.	Maximum of 24 feet.		Maximum of 30 feet.
Curb Radius	Not permitted.	5 feet	10 feet	20 feet
Surface Parking in Front or Corner Side Yard	Permitted if setback a minimum of 15 feet and screened.	Not permitted		
Minimum Sidewalk width	Not applicable.	10 feet		
Minimum park strip width	Not applicable.	8 feet		

7. Parking Design Standards: Other than the parking standards identified in this section, all sections of chapter 21.44 Parking shall apply.
8. Bicycle Parking: Bicycle parking shall be as follows:
  - a. Residential Uses: Three bicycle stall for every five residential dwelling units. If four or more bicycle stalls are provided, 50% of the stalls shall be located so they are available for public use.
  - b. Non-Residential Uses: Bicycles stalls for non-residential uses shall be provided as follows:
    - 1) Retail and Restaurant: One bike stall per 2,500 square feet of gross area.
    - 2) Office: One bike stall for every 1,500 square feet of gross area.

If four or more bicycle stalls are provided, 50% of the stalls must be located so they are available for public use.
  - c. Bicycle Stall Design Standards: All bicycle parking stalls shall comply with the following standards:
    - 1) Each bicycle parking space shall be sufficient to accommodate a bicycle



at least six feet in length and two feet wide.

- 2) Include some form of stable frame permanently anchored to a foundation to which a bicycle frame and both wheels may be secured using a locking device.
- 3) Bicycle parking for public use shall be located as close to the primary building entrance as possible.
- 4) Bicycle parking for public use shall be located within twenty five feet of a public sidewalk so parked bicycles can be seen from either a storefront window or street.
- 5) Bicycle parking shall be illuminated when located outside of enclosed building. Illumination may be provided by lights attached to the building, lights from inside the building or from other outdoor lighting.
- 6) A minimum five feet of clear space shall be provided around the bicycle parking to allow for safe and convenient movement of bicycles.
- 7) Bicycle parking may be located inside of the principal building or an accessory structure that is legally located provided at least 50% of the required bicycle parking is located where it may be used by the public.

**P. Permitted Land Uses:**

1. Applicability: The table of permitted uses applies to all properties in the FB-SC and FB-SE zoning districts:
  - a. Permitted Uses: A use that contains a P in the specific sub-district is permitted in the sub-districts.
  - b. Uses not listed: Uses not listed are prohibited unless the Zoning Administrator has made an Administrative Interpretation that a proposed use is more similar to a listed permitted use than any other defined use. A use specifically listed in any other land use table in Title 21A that is not listed in this section is prohibited.
  - c. Building Form: Uses that are included in the description of each Building Form are permitted in the sub-district where the Building Form is permitted.

**Table 21A.270.040.P Permitted Uses**

Use	FB-SC and FB-SE
Accessory use, except those that are specifically regulated in this chapter, or elsewhere in this title	P
Alcohol, microbrewery	P
Alcohol, social club	P

Alcohol, tavern or brewpub, 2,500 square feet or less in area	P
Animal, veterinary office	P
Antenna, communication tower	P
Art gallery	P
Bed and breakfast	P
Bed and breakfast inn	P
Bed and breakfast manor	P
Clinic (medical, dental)	P
Community garden	P
Daycare center, adult	P
Daycare center, child	P
Dwelling, assisted living facility (large)	P
Dwelling, assisted living facility (small)	P
Dwelling, cottage	P
Dwelling, group home (large)	P
Dwelling, group home (small) when located above or below first story office, retail, or commercial use, or on the first story where the unit is not located adjacent to street frontage	P
Dwelling, multi-family	P
Dwelling, residential substance abuse treatment home (large)	P
Dwelling, residential substance abuse treatment home (small)	P
Dwelling, single-family attached (Row House building only)	P
Dwelling, transitional victim home (large)	P
Dwelling, transitional victim home (small)	P
Eleemosynary facility	P
Farmers' market	P
Financial institution	P
Funeral home	P
Hotel/motel	P
House museum in a landmark site	P
Laboratory (medical, dental, optical)	P
Library	P
Mixed use developments including residential and other uses allowed in the zoning district	P
Museum	P
Nursing care facility	P
Office, medical or dental	P
Office and/or reception center in landmark site	P
Open space	P
Park	P
Parking, off-site	P <sup>1</sup>
Photo finishing lab	P
Place of worship	P

Plazas and squares	P
Recreation, commercial (indoor)	P
Recreation, community center	P
Recreation, health and fitness facility	P
Research and development facility	P
Research facility (medical/dental)	P
Restaurant	P
Retail goods establishment	P
Retail goods establishment, plant and garden shop with outdoor retail sales area	P
Sales and display (outdoor)	P
School, college or university	P
School, music conservatory	P
School, professional and vocational	P
School, seminary and religious institute	P
Seasonal farm stand	P
Solar array	P
Store, specialty	P
Studio, art	P
Studio, dance	P
Theater, movie	P
Urban farm	P
Utility, building or structure	P
Utility, transmission wire, line, pipe or pole	P
Vending cart, private property	P
Wireless telecommunications facility (see Table 21A.40.090.E of this title)	P

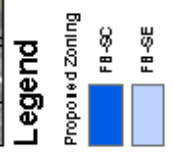
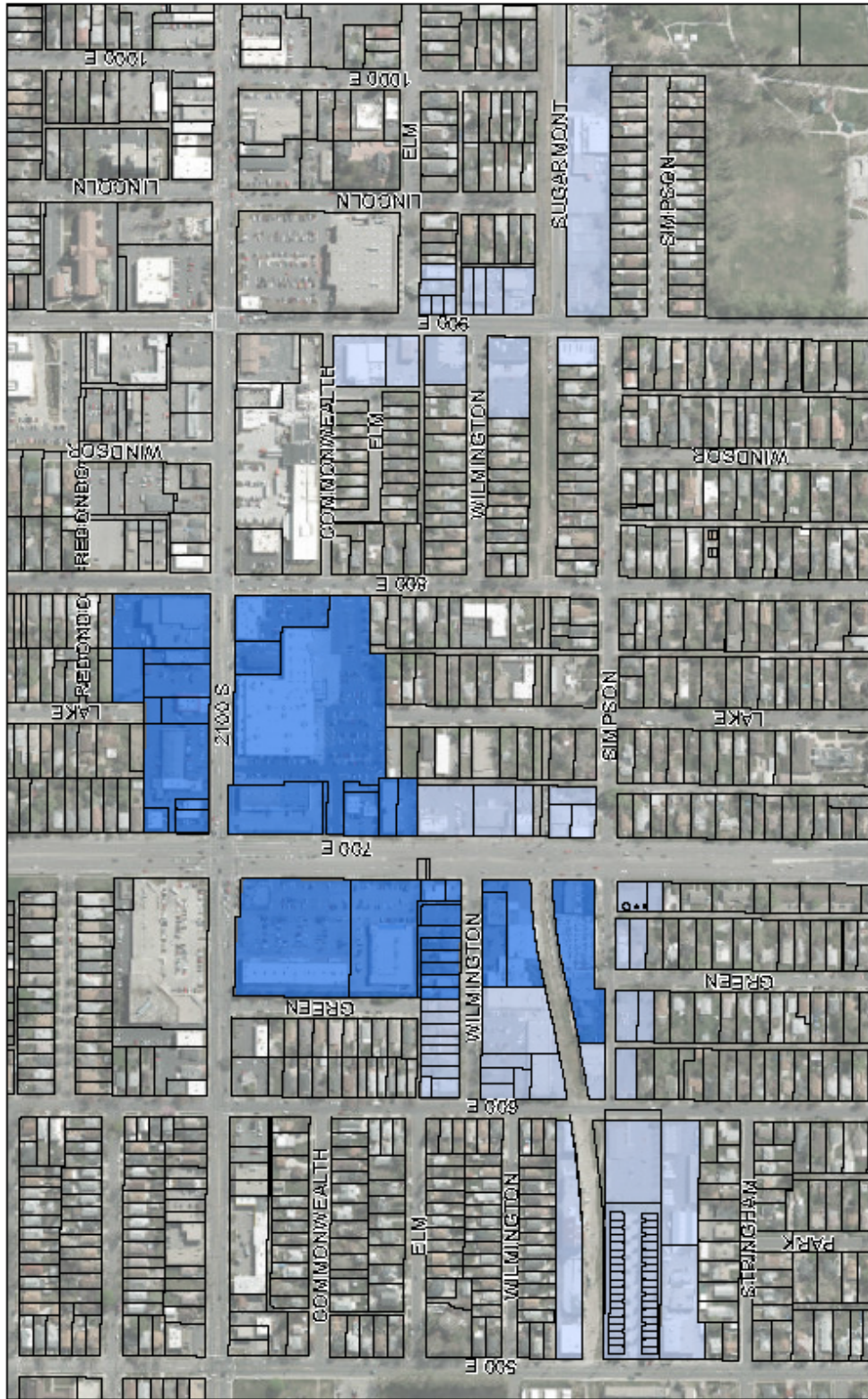
Footnotes:

1. Parking, Off-Site is only permitted on parcels that contain a principal building and shall comply with the parking requirements identified in the Building Form Standards section. No principal building shall be demolished to accommodate off-site parking. Consideration to allow off-site parking will be made when it is part of a larger cohesive development presented as one project to the City

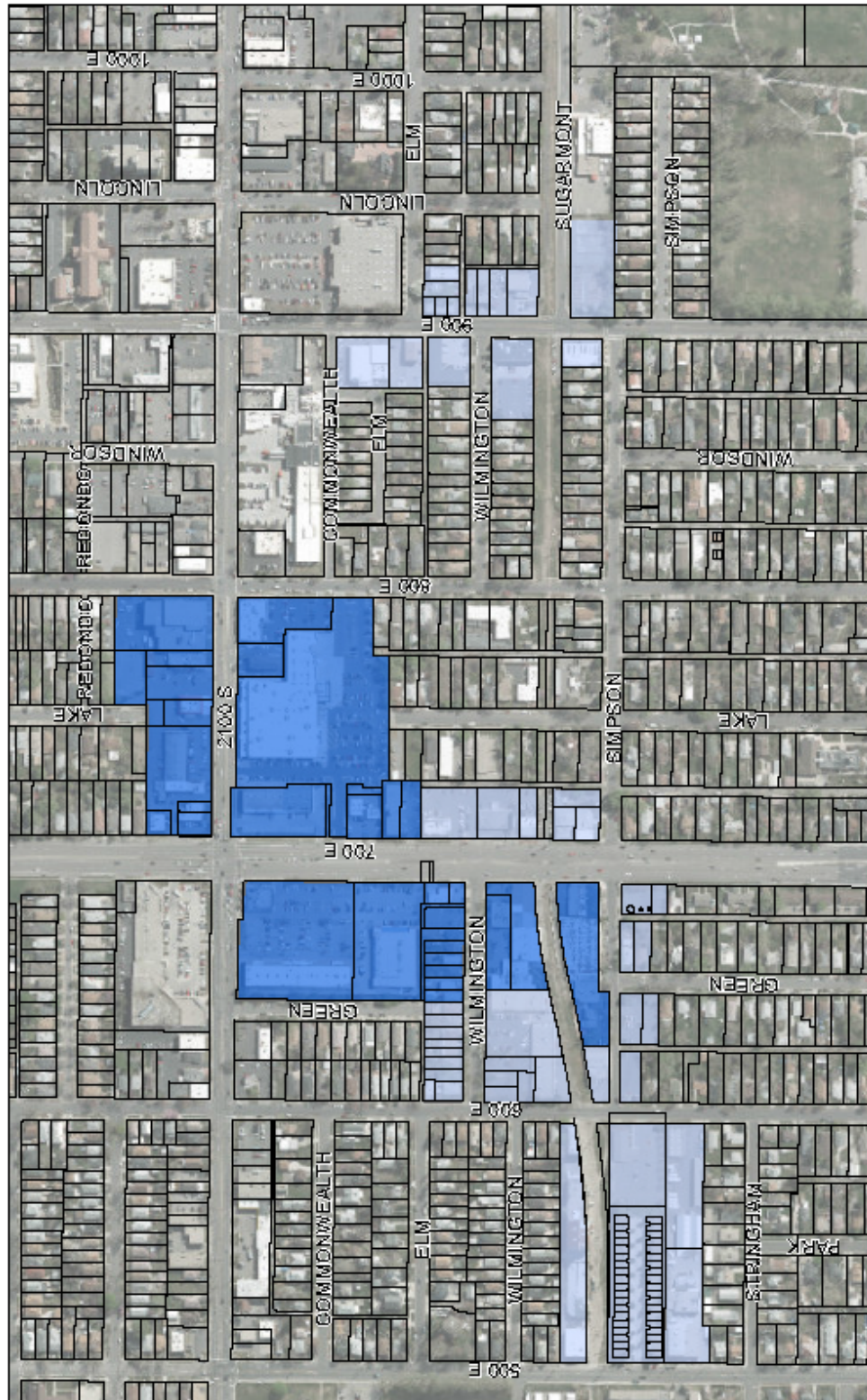
# **Attachment B**

## **Zoning Map Options A, B and C**

# Sugar House Proposed Zoning - Option A



# Sugar House Proposed Zoning - Option B

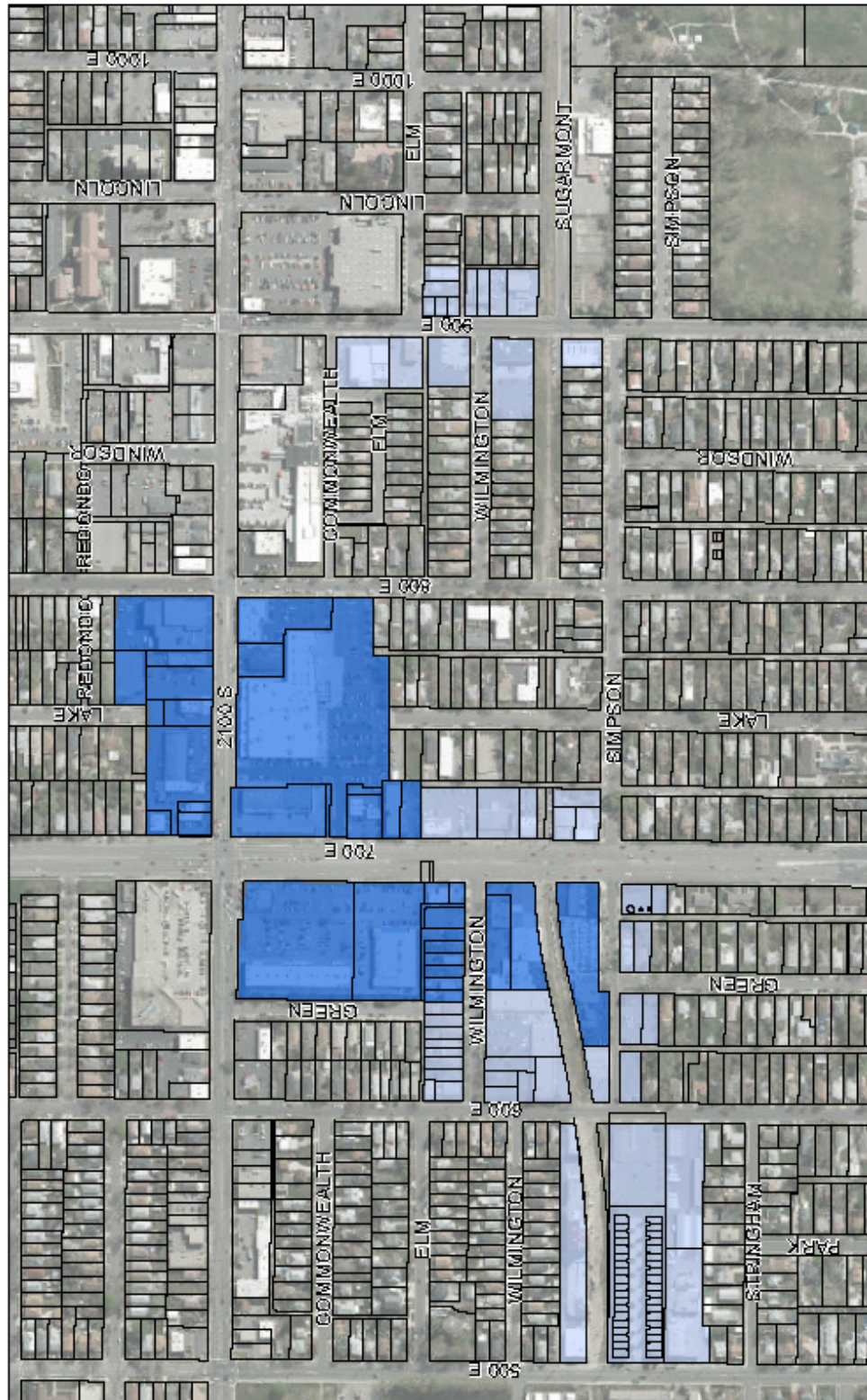


## Legend

- Proposed Zoning
- FB-SC
  - FB-SE



# Sugar House Proposed Zoning - Option C



## Legend

- Proposed Zoning
- FB-SC
  - FB-SE



**Attachment C**  
**Wasatch Choices 2040 Template Form Based Code**  
**and the Streetcar Form Based Code**



### **Wasatch Choices 2040 Template Form Based Code and the Streetcar Form Based Code**

The Wasatch Choices 2040 Template Form Based Code (Template Code) was created as a tool for local communities to help implement the Wasatch Choices Growth Principles necessary to address growth related issues that will be created by the regions anticipated growth from now until the year 2040. The Template Code was created by a consultant who worked with a large and diverse group of local representatives to identify specific needs of the region, specific transit served places, and to understand local planning and development cultures.

The Template Code includes an introduction that introduces the concepts, benefits, visioning, and steps to calibrate a form based code. According to the Template Code, the benefits of a form based code (FBC) include:

- Focus is on the public space and how buildings interact with the street.
- Predictable results: FBC's define the form and general appearance of buildings as primary concerns and consider land use as a secondary concern.
- Codified requirements: the design elements are codified, which makes them requirements where typical design guidelines are simply encouraged.
- Place specific regulations: regulations are tailored or "calibrated" for the community.
- Built from Community Preference: form based codes embrace public engagement by identifying a vision for an area. The vision for the Sugar House streetcar corridor was created by a consultant, working in conjunction with the communities in Salt Lake City and South Salt Lake City, in 2011 and 2012.
- Highly illustrated document: concepts are illustrated in a form based code, so they are easier to understand.
- Levels of Control: the local community has flexibility in how they apply the codes; some communities only regulate the building envelope while other communities can choose to regulate more specific design elements, like the amount of glass on the front of a building.
- Economic benefits: according to the Template code, FBC's can bring higher real estate values and increased occupancy rates.

Creating a Vision based on a broad public outreach effort is critical to any successful form based code. The Sugar House Community Master Plan identifies the Vision for the area. Because the Sugar House Master Plan is more than a few years old, Salt Lake City, South Salt Lake and UTA worked with a consultant to review the area near the corridor to validate the existing vision for the area, identify areas where the vision should change and explain what that change should be. That process, which occurred in 2011-12 resulted in an updated vision for the corridor which became the basis for the proposed model form based code.

The Template Code includes 6 sections that are designed to interact with one another. These sections include:

1. Place Types
2. Districts
3. Uses
4. Building Types
5. Street Types
6. Open Space Types

In addition, the Template Code identifies three additional sections (Landscaping, Parking, Signs and Administration) that are provided as ancillary sections if needed by local communities.

The Template Code identifies a ten step process to the calibration process. Calibration means to make the code work for a local community. The below chart lists the steps and identifies how the proposed code followed those steps.

Template Code Calibration Process	Proposed Streetcar Corridor Code
1. Define the Vision	The Vision was built off of the Sugar House Community Master Plan (2005) and a consultant led community vision process in 2011-12.
2. Select a Place Type	The Streetcar Corridor is a bit unique in that the area where it is to be proposed is split in two by a historic, mostly single family neighborhood. Due to the desire to maintain the character of that neighborhood, the code could be considered to have two place types: A Town Center place type at 700 E and 2100 South and more of a transit neighborhood around 900 East and Sugarmont Dr.
3. Calibrate the Place Type	Both areas were calibrated by considering the existing block layout, street grid, and the vision. The identified place type is described in the beginning of the proposed code.
4. Calibrate blocks and streets	The proposed code identifies specific street types, but does not require new streets.
5. Calibrate the Districts	The proposed code identifies two districts: a core (taller buildings) around the 700 East streetcar stops with an edge (buildings scaled to respect adjacent neighborhoods) that transitions to the residential neighborhoods. At the 900 East station, only the edge district is applied.

6. Calibrate Uses	The table of uses only identifies permitted uses. The proposed code allows the same uses in each district. This is primarily due to most of the area where the Template code is proposed is already commercial property. The permitted uses are based on the vision and best practices of successful development around transit, both locally and nationally.
7. Calibrate Building Types	The building types, including setbacks, heights, design requirements, etc. have been created to reflect the nature of the area, accommodate future growth and support the use of the streetcar and the adjacent trail. The building types are also calibrated to the types of streets that they front, as well as the streetcar and greenway corridor.
8. Calibrate the Open Space	Due to the limited area that the form based code is being applied and the existing open space (Fairmont Park, PRATT trail/streetcar greenway), no new open space is proposed. Sugarhouse Park, Forest Dale Golf Course, and Hidden Hollow are within walking distance of the streetcar line. The Template code also suggests that open space be required for developments over 15 acres. None of the parcels in this area are over 15 acres.
9. Calibrate Additional Requirements (including landscaping, signs, parking and administration)	Salt Lake City has existing regulations that address parking and landscaping. In regards to parking, the proposed code suggests eliminating parking minimums and applying parking maximums. The Template code suggests lowering existing parking requirements. The Template code also suggests applying a maximum, but allowing an increase over the maximum through a special process. The proposed code includes sign regulations intended to make it easier for pedestrians to see the signs as they walk down the sidewalk. The proposed code has taken into consideration the existing administrative rules in SLC's zoning ordinance. As a result, the administration of the code would be handled in the same manner as other zoning district. New development, or major additions to existing structures, would have to comply with the regulations in the proposed code if it were adopted. There could be the possibility of planned developments, subdivisions, special exceptions and variances within the proposed code.

10. Map and adopt	The proposed code has been mapped and is being considered a “base zoning district”. It is in the official adoption process now.
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Wasatch Choices 2040 Template Form Based Code and the Proposed Streetcar Corridor Form Based Code

Below is a comparison of each section of the Template Form Based Code and the proposed code for the Sugar House Street Car Corridor. The comparison follows the order found in the Template Code. The order of regulations within the proposed code follows the general outline found within the existing Salt Lake City Zoning Ordinance. For most base zoning districts, the City’s Zoning Ordinance includes a purpose, intent and description of the zoning district, followed by lot and district requirements, yard and bulk requirements, and design standards. In most cases, land use table are found at the end of each section and are grouped based on category of zoning district (such as Residential Districts, Commercial Districts, etc). The existing zoning ordinance separates some standards that apply to multiple zoning districts into specific chapters, such as Parking, Landscaping, Signs and Accessory Buildings and Uses. The proposed code generally follows this same structure, with a few variations and in some cases references other sections of the existing code, which are sufficient to fulfill the goals of the form based code.

**Place Types**

The Template code identifies a number of different place types and suggests calibrating the code based on the existing nature of the area or the desired nature of the area. The Template Code considers the street pattern, block configuration, block size, streets, lots, etc. in determining the place types. Each Place Type includes districts (Core, General and Edge) and regulations for block perimeter length, street types, open space requirements and civic space requirements. When discussing calibrating the place types, the Template code states that place types may be used as districts and mapped on the zoning map. If place types are used as guides, then the Core, general and edge districts are the zoning districts that show up on the zoning map.

The proposed streetcar corridor code describes the area in a context, which identifies the general character of the area in terms of streets, blocks, access patterns, building placement, location and scale, and mobility. While the proposed code does not specifically identify a place type, it does identify the core and edge of the area to be mapped. In this regard, the Template code influenced the proposed code by identifying common characteristics between the two

(street pattern, block, existing development, etc) and then both a core and edge sub district were identified. Sub districts were used to make the code flexible for future application and the creation of additional sub districts located in similar contexts in the City.

The proposed code identifies specific street types. However, because most of the streets are existing and it is unlikely that any new streets will be created, no regulations are proposed for new streets or new blocks. The proposed code does include a mechanism for bringing existing infrastructure up to a new standard to address the increase in pedestrian and bicycle traffic that is anticipated within the area. The City Council is currently considering the “Sugar House Circulation Plan” that would identify some reconfiguration of existing streets. While these changes are primarily in the Sugar House business district, the Circulation Plan, which is an implementation plan based on the existing master plan, would be the appropriate place to discuss future changes to the existing streets.

### Districts

The Template Code utilizes Core, General, Edge and Civic Districts. The Template Code states that a “district” in this code is the same as a zoning district found in a conventional zoning code and that this structure was used to allow a form based code to be used within the structure of a more conventional, existing code. Within each district in the Template code is a list of permitted uses, similar to many conventional codes. In place of bulk requirements (setbacks, height, etc) the Template code includes a series of building types, each with its own set of regulations. The use of the Core, General and Edge is based on a typical traditional neighborhood. Each of these districts (Core, General, Edge) are intended to provide a different scale of development.

The proposed code simplified the district concept by identifying two sub districts, the Core and the Edge. Both include a series of building types that are allowed in each district. Each building type has specific regulations that apply to it, including the range of setback, height, how the building addresses the street and design standards. Due to the existing, mostly commercial nature of the areas within the core and edge districts of the proposed code, the allowed uses are the same in both districts.

### Uses

The Template code utilizes a table of permitted uses categories, uses that could be permitted with special approval, and uses that are prohibited on upper floors in each of the districts. The Template code indicates that the use tables are likely to see major revisions during the calibration process in order to fit the community that is utilizing the Template code. The Template Code proposes defining each category of uses, with a longer list of specific uses within each category.

The proposed code places the table of permitted uses at the end of the Form Based Code section, to match the City's existing code structure. The existing terms and definitions are used in the proposed code in order for the code to fit the administrative structure of the City. The existing terms and definitions are consistent with the proposed changes that the City Council is considering to the Land use Tables. All listed uses are permitted, and there are no conditional uses listed or upper level prohibitions of uses in the proposed code.

### **Building Types**

The Template Code utilizes a number of building types, with varying scales depending on what district the building may be located. Each building type is identified in an image. The building types listed include Storefront, General Stoop, Limited Bay, Civic, Row, and Yard Building. A table identifies which districts the building type is permitted in. Each building type includes a series of regulations that apply to it, which include Building Siting, Height, Uses, Street Façade Requirements, and Roof Type. The regulations are presented in a table, with text that describes each line in the table. All building types within the Template Code are intended to be modified to fit the vision for the area. The Workbook associated with the Template Code identifies that calibrating building types is likely the longest step in the process and requires changes to the building type regulations identified in the Template.

In the proposed code, building types are called "building forms". Each Building Form includes a written description of its characteristics and includes visuals that provide an example and help identify each form. The building forms used include Multi-family, Store Front, Row and Cottage. Each building type has its own set of standards, similar to the Template code. Some of the standards in the proposed code are based on the type of street the building is located on. The proposed code also identifies how to address situations where the edge district is adjacent to a single family neighborhood. Some of the requirements include a series of options, such as building entries that provide some flexibility to the developer or property owner. Many of the standards utilize language that already exists within the Salt Lake City Zoning Ordinance in order to simplify the administration of the code.

### **Street Types**

The Template code identifies the following street types: Alley, Lane, Neighborhood, Connector, Avenue and Boulevard. Each type of street has a list of standards that address where they are permitted, what building types are permitted along the street, the width, travel lanes, parking lanes, bicycle lanes, pedestrian spaces and buffers. The Template code identifies which items in this section should be addressed during the calibration process and anticipates that each locality that uses the Template would define the street types within their community.

The proposed code identifies the following types of streets: Greenway, Neighborhood, Pedestrian and Access. Each of these designations is applied to the existing streets that are

adjacent to the properties that are mapped as either the Core or Edge. Because the street network exists and it is unlikely that new streets will be created, the street types in the proposed code are limited to what types of buildings are allowed on each street, how those buildings address the street, signage, and other regulations. The proposed code does not address travel lane widths, bicycle lanes, or other non-pedestrian aspects of the streets. Those regulations are found elsewhere in the City's regulations and referenced within the proposed code.

### **Open Space Types**

The Template Code states that the open space section applies to "new, larger developments that will subdivide and utilize the place type requirements in section 1. In section 1, the Template code says that open space types should apply to developments over 15 acres in size. The open space types identified in the Template code include Pocket Park, Commons, Greens, Squares, Plazas, Park and Greenway. Each type includes specific regulations about minimum size, access, permitted structures, etc.

The proposed code does not include any open space types. This is primarily due to the size of the districts and the size of the parcels; the lots are generally smaller (with a few exceptions) and the districts are relatively small compared to the place types identified in the Template code. The proposed code does require each parcel to include a minimum of 10% of the lot area as open space, but it is intended to provide open space for the users of the building, and not necessarily the public.

### **Landscaping**

The Template Code identifies that landscaping is limited in area due to the nature of creating a walkable, urban place. Landscaping would primarily be located along the street, in some yards, and open space. It states that the majority of the landscaping regulations are options assuming there are existing landscaping requirements in the City.

The proposed code does contain some landscaping requirement, specifically for park strips, required yards and parking lots. These regulations essentially reference the existing landscaping requirements elsewhere in the code that address more specifics such as area to be landscaped, types of landscaping, buffer widths, etc.

### **Parking**

The Template code identifies the opportunity to reduce the amount of parking in transit served, mixed use areas such as those identified in the place types. The Template code includes a table of minimum requirements based on use. The code suggests that communities consider applying parking maximums, with some special process identified to exceed the maximum.

The proposed code proposes to eliminate all minimum requirements and apply a parking maximum. Eliminating the parking minimum reduces the cost of building parking for new development while also allowing the market to determine what the acceptable parking ratio is. This allows new development, particularly multi-family development to dedicated less land to parking, which lowers the cost and promotes a compact, walkable environment. The use of maximums prevents the creation of parking infrastructure that would be difficult and expensive to remove as the area sees lower automobile use. A maximum could be applied in this area due to the streetcar, north south bus lines, existing and under construction bicycle facilities and the general nature of the area. The Planning Commission identified a desire to create a process that would allow someone to exceed the maximum parking, and staff is working on addressing that issue. In addition, the proposed ordinance includes a section that allows parking garages that provide parking for multiple uses or multiple parcels to exceed the maximum.

The existing parking chapter in the zoning ordinance contains information about the design, layout, etc. of all parking in the City.

### **Sign Types**

The Template Code recognizes that sign regulations are likely already found in most zoning codes. It therefore recommends that the sign type section be optional, with recommendations focused on emphasizing pedestrian oriented signs. The Template Code recognizes that existing sign regulations may not be accomplish this and recommends having a discussion about signs. The Sign Type section includes regulations that address typical sign standards, including definitions, size, location, number, etc.

The proposed code does include a section on signs and has been calibrated to use terms already defined within the existing zoning ordinance. The proposed sign regulations include similar requirements as the Template code, with an emphasis on pedestrian oriented signs.

### **Administration**

The Template code includes a section on how to administer the Template code. It provides three options on how to utilize the template. It discusses applicability, enforcement, development review, application processes, subdivisions, conditional uses, variances, nonconformities, etc.

The Salt Lake City Zoning Ordinance already addresses all of the items identified in the Template code. To ease the transition to a different type of zoning, create consistent administration, and reduce the amount of time and resource required training staff, the proposed code utilizes existing administration processes and regulations identified in the zoning ordinance. In addition, the proposed code identifies the trigger point (new construction or additions over a certain size) for when compliance with the proposed code is required.



# **Attachment D**

## **Additional Information on Parking Requirements**

## Smart Growth Alternatives to Minimum Parking Requirements

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Abstract. Many fights over new and changed development center on traffic and parking. Low-density, single-use development causes degradation of the built and natural environments. Its consequences include increased emissions, runoff, and loss of habitat. Many communities have responded by encouraging new development in mixed-use, compact ways that provide housing and travel choices, a style commonly known as smart growth. Because of their characteristics, smart growth developments can typically be served with less parking. However, many municipalities rely on inflexible minimum ratios, which do not recognize the wide variety of urban development types. Proven techniques can increase availability without increasing supply by changing parking management and pricing strategies, and improving alternatives to parking. The minimum standards can be made more context-specific, and include on-street and other shared parking as part of the required supply. Minimum requirements can be replaced by maximums and transferable entitlements. Car-sharing and improvements to pedestrian, bike and transit service can decrease the demand for parking at developments. Unbundling pricing from other costs, and balancing costs to reflect costs of service can produce more economically efficient use of all modes. Separately and in combination, these methods reduce the amount of parking required and thereby support better development and improved environmental outcomes. In 1999, EPA developed a report “Parking Alternatives” that documented work to that date; an update will be released in June 2003 as “Parking Spaces / Community Places: Finding the Balance through Smart Growth Solutions”. This paper provides highlights from the forthcoming update.

### INTRODUCTION

Nationwide, haphazard sprawl development is consuming open space near metropolitan areas and increasing automobile dependency. This trend is resulting in destruction of natural habitat, air and water pollution, excessive public and private expenditures on infrastructure expansion, increased transportation and travel costs, and shifts in jobs out of cities. Simultaneously, abandoned properties in once thriving urban areas are left behind with an underutilized public infrastructure, thus feeding the cycle of disinvestment in urban areas. Many interrelated factors influence this, including the cost and ease of development. As the cycle of automobile dependency has accelerated, providing parking in urbanized areas has become a significant expense and deterrent to infill and brownfield redevelopment—development intended to reduce suburban sprawl and protect the environment by encouraging developers to invest within existing urban infrastructures. Providing parking in outlying greenfield areas is less burdensome because of the availability of land for low cost parking facilities, but no less injurious to the environment.

In many instances, efforts to accommodate parking have overextended actual need. An important case in point, and a focus of this guide, is the approach used by many cities to establish minimum parking requirements—typically a generic formula based on satisfying maximum demand for free parking. Although this practice may allow city planners to err on the side of caution, it has some serious drawbacks. In practical terms, this practice increases the cost of development and creates disincentives with respect to smart growth development and redevelopment. In addition, generic parking requirements create excess parking spaces that consume land and resources, encourage automobile use and associated pollution, and degrade water quality. The oversupply of parking is of particular concern for smart growth development in urban areas where the existing parking infrastructure can be better utilized and parking alternatives, such as shared parking and increased use of transit and pedestrian modes, can be more readily implemented.

With the shifting trend to urban revitalization over the past decade, the timing is opportune for instituting changes in parking requirements and transportation behavior. An important way to reduce the demand for parking and the need to supply parking to meet maximum demand is to provide transportation choices. This can be achieved by reducing the supply of parking in areas where transportation choices exist and by providing incentives for making other choices. Such changes will encourage infill redevelopment and reduce vehicle miles traveled, mobile source emissions and congestion. They will also increase ridership for public transit and, in turn, provide the additional revenues needed to support public transit improvements.

There are, of course, potential drawbacks to reducing the supply of parking. Lenders, for example, may be unwilling to approve loans because plans do not meet their minimum parking requirements; developers may be concerned about the long-term marketability of their property; and residents may fear that parking will spill over into surrounding residential neighborhoods. Such concerns can be more readily addressed if: the factors that affect parking demand are understood; walkable, pedestrian-oriented development design is implemented; and viable transportation choices exist. Concerns are also alleviated when developers, employers, and employees are aware of programs that balance the attractiveness of other transportation choices. The Transportation Equity Act for the 21st Century (TEA-21), for example, allows businesses to give their employees up to \$100 per month in tax free transit subsidies. TEA-21 also allows employees who commute by public transit or vanpool to deduct the cost of commuting from their taxable income if they do not receive a subsidy.

The longer and forthcoming report will include substantial detail on the application case studies. The focus of this paper is to disseminate knowledge and understanding of these issues. Specifically, this paper will:

- Portray how parking requirements are currently set;
- Discuss the environmental impacts of parking;
- Describe alternatives to generic minimum parking requirements and provide examples of successful implementation.

## **ESTABLISHING PARKING REQUIREMENTS**

In setting parking requirements, planners typically use generic standards that apply to general land use categories (e.g., residential, office, retail). Such standards have been developed and published by professional organizations, including the Institute of Transportation Engineers (ITE), based on experience in many locations. Much of the data on which these standards are based comes from low-density, single-use developments with limited transportation choices. Therefore, the generic parking rates can not take into account the mix of context-sensitive, community-specific variables—density, demographics, availability of transportation choices, or the surrounding land-use mix—all of which influence demand for parking and *should* be reflected in parking requirements. Instead, requirements are based on maximum demand for parking, when parking is provided at no charge to users, and walking, biking, and transit are not available choices. This formula yields a surplus of parking area that is costly for developers to provide, and it subsidizes personal automobile use and encourages auto use even in areas where convenient transportation choices exist. Because of the way in which they are typically established, parking requirements are remarkably consistent across different cities, despite varying levels of economic vitality, population size, and development density.

Alternatively, parking requirements can be established using methods that are better tailored to specific development projects. This approach entails careful consideration of the following land use characteristics that relate to parking demand:

- **Development type and size.** Takes into account the specific characteristics of the project. Parking demand is influenced by the size of the development (typically measured by total building square footage), as well as the type of land use (e.g., retail, industrial). Generic parking formulas address these factors to some extent.
- **Population and development density.** Considers the density and demographic characteristics of the people using the building, including employees, customers, residents, and visitors. Information on income, car ownership, and age distribution also helps in projecting total parking demand.
- **Availability of transportation choices.** Takes into account the modes of transportation available to employees, visitors, and residents. Proximity of public transportation to a particular development, for example, will reduce parking demand. Walkable neighborhoods and bicycle amenities will also reduce parking demand.
- **Surrounding land use mix.** Considers the surrounding land uses and density to better understand parking needs, and evaluates whether overall peak demand is lower than the sum of peak demands for different uses. This concept takes the timing of parking demand into account in determining the aggregate demand of multiple uses. The type of community in which a development is located will also affect parking demand. For example, if a project is located in a city's central business district, the availability of general use parking will reduce on-site parking demand. On the other hand, if the development is located in a residential area, on-street parking may be unacceptable to local residents, increasing the need for off-street parking at the development.

Land use and demographic information are important tools for establishing project-specific parking requirements that create a better match of supply and demand for parking than do many generic requirements. Moreover, adjusting parking requirements downward to reflect realistic demand helps reduce the total cost of development, particularly in urban areas. By reducing cost, a potential deterrent to smart growth development and redevelopment can be removed.

## ENVIRONMENTAL IMPACTS OF PARKING

The significant environmental costs associated with parking are not typically factored into development decisions, and only recently have begun to be considered in setting parking requirements. Construction of unnecessary impervious surfaces increases the impacts of stormwater runoff, either on the storm sewer system or the surrounding land. Paved surfaces can also result in water pollution and flooding, resulting in a decline in adjacent property values. Heat islands, or areas of artificially raised temperatures, also are exacerbated by unnecessary pavement.

Consuming land for parking also reduces the land available for greenspace or other, more productive development. Land preserved as part of the green infrastructure allows stormwater to percolate into the soil, provides wildlife habitat, provides air quality and noise reduction benefits, and is aesthetically desirable. Land developed for living, working, and shopping rather than just parking provides more intensive use. This lowers the demand to develop other land nearby or elsewhere in the region. Intensifying uses also creates a more supportive environment for transit and walking, and potentially for bicycling as well.

Providing more parking than demanded, and at artificially low prices, contributes to several harmful environmental impacts. First, this subsidy of automobile use leads directly to excess driving. This results in increased auto dependency and air pollution, accidents, and congestion. Second, it indirectly degrades the attractiveness of walking and biking, by increasing distances between activities and creating uninteresting routes. Third, it indirectly undermines the potential for transit service by decreasing the density of development possible.

All of these environmental costs tend to be greater for parking built in greenfield areas where there is more inexpensive but ecologically-sensitive open space available and where development densities are lower thus requiring more and longer automobile trips. Because these environmental costs are not realized by developers, they do not influence development decisions which are driven primarily by the direct financial costs that are typically lower in greenfield areas.

For more detailed information about the impacts of alternative development patterns, see "Parking Alternatives" (1) and "Our Built and Natural Environments" (2).

## INNOVATIVE ALTERNATIVES TO MINIMUM PARKING REQUIREMENTS

Some local governments have implemented alternatives to generic parking requirements that increase availability from existing supply, reduce the demand for parking, or create more cost-effective and environmentally sensitive parking structures that preserve pervious surfaces. By lowering total development costs, some of these parking alternatives have consequently encouraged smart growth development and redevelopment. This section presents these proven alternatives and includes discussion of their establishment, advantages, and potential concerns. The alternatives are organized according to their influence on parking supply, parking demand and pricing.

### Increasing Availability from Existing Supply or Limited Expansion

Frequently, the supply of parking in developed areas is sufficient to meet parking demand, but a combination of reasons limit the availability of that supply. For example, reserved parking in or around office buildings may not be available for nearby evening cultural or entertainment activities. Similarly, residential parking emptied by commuters could serve daytime users of that area, but is typically “24-hour reserved”. Several strategies can make this parking more available without requiring more be built. Similarly, policies that result in limiting the supply of parking are an effective way to reduce the costs of constructing and providing parking. Limiting supply can also reduce the environmental impacts associated with increased impervious surface of parking facilities, and can influence automobile use and reduce associated air pollution impacts. The alternatives discussed below ensure parking availability while reducing the supply provided under generic minimum requirements.

#### *Context-specific Minimum Requirements*

As discussed in the Introduction, generic minimum requirements are typically set based on maximum observed demand for free parking in areas with no transportation choices. However, parking demand is determined by a range of factors that lead to significant variations within and across jurisdictions, meaning that a single standard for each land use may not be appropriate. For residential developments, the most important factor is density. Each time residential density doubles, auto ownership falls by 32 to 40 percent (3). Higher densities mean that destinations are closer together, and more places can be reached on foot and by bicycle—reducing the need to own a car.

Other factors that are strongly correlated with lower vehicle ownership in urban areas are frequent transit service, small household sizes, low incomes, a high proportion of seniors, and rental housing (4). Obviously, many of these factors tend to go together; frequent transit and lower-income households tend to be typically found in the most dense parts of a city.

Similarly, at commercial developments, transit access, mix of uses, and density are good predictors of parking demand. Often developers are interested in finding ways to reduce the vehicle trip generation calculations for their expected development, so that they can demonstrate fewer impacts on the surrounding roadway network, while they may not always be so eager to reduce the amount of parking to supply. Linking these two and offering trip reduction credits to developments that lower their parking ratios is a strategy that could encourage commercial developments, especially those on the urban edge, to take a more innovative approach to parking supply.

A major challenge for cities is how to convert this research and data, together with experience from other settings, into local parking requirements or planning approvals for specific developments. Some of the mechanisms being used are:

**Transit zoning overlays.** Many cities reduce minimum parking requirements citywide for certain types of uses that are within a specified distance of a rail station or frequent bus route. Montgomery County, Maryland, for example, grants reductions of up to 20 percent, depending on distance from a Metrorail station. Transit zoning overlays often go beyond parking to address issues such as density, design, and allowable uses.

**New zoning districts or specific plans.** Parking requirements can be lowered in specified neighborhoods, through the use of designated zoning districts or neighborhood specific plans. Most commonly, this applies to the downtown, where cities such as Milwaukee, Wisconsin, lower parking requirements or waive the minimums altogether. However, the same technique can be applied to other high-density, mixed-use neighborhoods that offer frequent transit, such as Seattle’s Pike/Pine district. Specific Plans are particularly useful to encourage infill development in older neighborhoods or on brownfield sites.

**Parking freezes.** The amount of parking required can be directly reduced through parking freezes that cap the total number of parking spaces in a particular metropolitan district. Such freezes have been implemented in various areas

of the country in response to nonattainment of environmental standards, traffic congestion, or other urban planning considerations. Parking freezes need to be implemented in conjunction with viable public transportation options. Cities with successful parking freezes generally have strong economies and are attractive to tenants, customers, and visitors. Such cities can attract businesses because the benefits of the urban location outweigh the potential drawback of limited parking, and because public transit offers a viable choice.

**Reductions for affordable and senior housing.** Citywide reductions in parking requirements can be granted for below-market-rate units and senior housing, recognizing that residents are less likely to own vehicles. Los Angeles, California grants a reduction of 0.5 spaces per unit for deed-restricted affordable housing units, with further reductions if they are within 1,500 feet of mass transit or a major bus line.

**Case-by-case evaluation.** Codifying reductions in parking requirements provides the greatest certainty for developers, and enables them to plan for less parking from the outset. It also reduces the risk of developments being held up in the permitting process, or being challenged by local residents who may be reluctant to see the project built at all. Where this is not possible, however, reductions in parking requirements can be granted on a case-by-case basis, often on the condition that mitigation measures such as car-sharing are provided. Cities such as Eugene, Oregon, specify in their zoning codes that such reductions will be granted subject to a parking study showing that the proposed provision will be adequate to meet demand.

**Land banking and landscape reserves.** These acknowledge the uncertainties in projecting demand, by setting aside land that can be converted to parking if demand is higher than expected, or to cope with future expansions. In many cases, landscaping can be used to turn this set-aside land into an attractive amenity for the development or wider community. Such policies have been implemented in cities throughout Oregon, and others such as Palo Alto and Carmel in California; Cleveland, Ohio; and Iowa City, Iowa. Palo Alto, for example, allows reductions of up to 50 percent in minimum parking requirements provided that the difference is made up through a landscape reserve. None of the city's landscaped reserves have subsequently been required for parking.

Data on variations in parking demand comes from many sources. The U.S. Census readily provides ownership information, and can be used to set baseline parking requirements for residential uses. Local surveys can reveal parking occupancy at below-market-rate developments. Alternatively, mathematical models can quantify the expected reduction in parking demand by lower-income households (3). While commercial parking demand is often derived from trip generation models, information from aerial photographs, field observations of parking occupancy at existing developments, and surveys of staff and customers can also provide data. As a further incentive, parking requirements should be linked to the provisions of a Transportation Demand Management (TDM) Plan. For example, if a site's TDM plan calls for a 20 percent reduction in employee commute trips, then the developer should be permitted to build less parking than would otherwise be required.

However, the exact parking demand will still depend on many factors, including the specific design and location of pedestrian and vehicle entrances, the price of parking, and any TDM programs. Supply and demand are also intertwined due to self-selection—developments with less parking will tend to attract tenants or purchasers who need fewer spaces. Parking demand is not a fixed number, and should not be treated as a physical law (5).

One approach is for cities to simply acknowledge these uncertainties, and abolish all parking requirements in neighborhoods that are served by a range of travel options and where surrounding residential areas are protected from spillover (6). This leaves it up to developers—who have a financial interest in meeting tenants' needs while not oversupplying parking—to determine how many spaces are needed.

#### *Maximum Limits and Transferable Parking Entitlements*

In contrast to generic minimum parking requirements, maximum limits restrict the total number of spaces that can be constructed rather than establish a minimum number that must be provided. Planners set maximum limits much like they set minimum requirements. Typically, a maximum number of spaces is based on square footage of a specific land use. For example, the City of Portland, Oregon restricts offices in the central business district to 0.7 parking spaces per 1,000 square feet, and retail to 1.0 space per 1,000 square feet of net building area. Contrary to what might be expected, the maximum limits in Portland have not led to a parking shortage because of the balance of transportation choices available.

One option to make maximum parking requirements more flexible is to introduce transferable parking entitlements, as in Portland, Oregon. The allowed number of parking spaces for a particular development are an

“entitlement” that can be transferred or sold to another development if they are unused. This policy enables cities to control the parking supply, without restricting developments that would not be feasible without additional parking. From a financial standpoint, both developers benefit. Projects that require more parking can proceed, while those that need less parking can benefit by selling their rights, or negotiating shared parking agreements for their employees or customers.

Planners establish maximum limits instead of minimum requirements for various reasons. By managing the supply of off-street parking and reducing automobile use, Portland’s planners hope to “... improve mobility, promote the use of alternative modes, support existing and new economic development, maintain air quality, and enhance the urban form of the Central City” (7). Both planners and developers benefit from restricting the number of parking spaces allowed.

From the planner’s perspective, maximum limits improve the urban environment by preserving open space and limiting impervious surfaces; reduce congestion; encourage attractive, pedestrian-friendly urban design; and promote transportation choices. From the developer’s perspective, maximum limits minimize costs for parking construction, operations, and maintenance; reduce traffic and traffic related costs; and increase leasable space within a given floor-to-area ratio. However, when limiting the supply of parking, planners must consider possible spillover parking in surrounding residential neighborhoods. To avoid such spillover, developers must understand the factors that affect parking demand and ensure that viable transportation choices exist. Residential permits can help prevent spillover into residential areas.

With restrictive maximum limits on the number of parking spaces, developers may worry about the long-term marketability of a property. Marketability should not be a concern for competing developments in the same locale since all developments must adhere to the maximum limits. With regard to competing developments outside the region with maximum limits, amenities other than parking such as convenient access to services and places of employment, attractive streetscapes, or pedestrian-friendly neighborhoods, can have a strong influence on tenant preferences. City governments and developers should incorporate these elements to attract businesses and residents.

Maximum requirements are not ideal for all locations. It is crucial for municipalities that employ maximum requirements to have accompanying accessible and frequent public transportation. It is also important for the area to be sufficiently stable economically to attract tenants without needing to provide a surplus of parking. A number of cities have implemented maximum parking requirements, including San Francisco, California; Portland, Oregon; and Seattle, Washington. The appendix provides an example of maximum limits as written in Portland’s Title 33 Planning and Zoning Code (7).

#### *Shared Parking*

Different types of land uses attract customers, workers, and visitors during different times of the day. Shared parking is another alternative that city planners can employ when setting parking requirements in mixed-use areas. An office that has peak parking demand during the daytime hours, for example, can share the same pool of parking spaces with a restaurant whose demand peaks in the evening. This alternative also reduces overall development costs.

By allowing for and encouraging shared parking, planners can decrease the total number of spaces required for mixed-use developments or single-use developments in mixed-use areas. Developers benefit, not only from the decreased cost of development, but also from the “captive markets” stemming from mixed-use development. For example, office employees are a captive market for business lunches at restaurants in mixed-use developments.

Shared parking encourages use of large centralized parking facilities and discourages the development of many small facilities. This results in more efficient traffic flow because there are fewer curb cuts, and turning opportunities on main thoroughfares. This has the added benefits of reducing accidents and reducing emissions from idling vehicles stuck in traffic.

Establishing shared parking requirements involves site-specific assessment or use of time-of-day parking utilization curves. Montgomery County, Maryland allows for shared parking to meet minimum parking requirements when any land or building under the same ownership or under a joint use agreement is used for two or more purposes. The county uses the following method to determine shared requirements for mixed-use developments:

- Determine the minimum amount of parking required for each land use as though it were a separate use, by time period, considering proximity to transit.
- Calculate the total parking required across uses for each time period.
- Set the requirement at the maximum total across time periods.

Many available sources document procedures for calculating shared parking requirements, from 1983's "Flexible Parking Requirements" (8) to 2003's SmartCode (9).

#### *In-Lieu Parking Fees and Centralized Parking*

Municipalities establish in-lieu parking fees as an alternative to requiring on-site parking spaces. With in-lieu fees, developers are able to circumvent constructing parking on-site by paying the city a fee. The city, in return, provides centralized, off-site parking that is available for use by the development's tenants and visitors. The fees are determined by the city and are generally based on the cost of providing parking. Cities set fees in one of two ways, either by calculating a flat fee for parking spaces not provided by a developer on-site or by establishing development-specific fees on a case-by-case basis. Shoup (10) reports that in-lieu fees in the United States range from \$5,850 to \$20,180 per parking space. These fees can be imposed as a property tax surcharge.

In-lieu parking fees provide advantages to both planners and developers. Allowing developers to pay fees in-lieu of constructing parking has the following benefits:

- Overall construction costs may be reduced;
- Construction of awkward, unattractive on-site parking is avoided;
- Redevelopment projects involving historic buildings can avoid constructing parking that would compromise the character of the buildings;
- Planners can ensure that existing parking facilities will be more fully utilized; and
- Planners can encourage better urban design with continuous storefronts that are uninterrupted by parking lots.

In establishing in-lieu parking fees, planners must be cognizant of potential developers' concerns about the impact of a lack of on-site parking on the attractiveness of developments to tenants and visitors. This can be an issue if available public parking is insufficient, inconveniently located, or inefficiently operated. Planners must carefully consider the parking demand for each participating property and provide enough parking to meet this demand in order to avoid creating a perceived or real parking shortage. Planners must also work to ensure that public parking facilities are centrally located and operated efficiently.

Centralized parking facilities can reduce the costs of parking because large facilities are less expensive on a per space basis to build and maintain than small facilities. Centralized parking, as an alternative to on-site parking, also improves urban design and preserves the historic nature of communities. Some cities mandate centralized parking facilities and finance them through development impact fees in lieu parking fees or negotiated contributions established during the environmental review process.

#### **Increasing Availability by Decreasing Demand**

Demand reduction can be achieved through a variety of programs and policies that attempt to reduce the automobile transportation demand, and thus reduce the needed supply of parking. While these programs are typically developed by local governments, their success often depends on the commitment of businesses to implement them effectively. Demand reduction programs include: car sharing, subsidies for transit, transit improvements, pedestrian and bicycle amenities, and vehicle trip reduction programs. When employers allow telecommuting and/or flexible work schedules that reduce commuting, demand is also reduced.

##### *Car sharing*

Car sharing is a neighborhood-based, short-term vehicle rental service that makes cars available to people on a pay-per-use basis. Members have access to a common fleet of vehicles on an as-needed basis, gaining most of the benefits of a private car without the costs and responsibilities of ownership. In programs with the most advanced technology, members simply reserve a car via telephone or the Internet, walk to the nearest lot, access the car using an electronic card, and drive off. They are billed at the end of the month.

Car-sharing dramatically reduces the need to own a vehicle, particularly a second or third car that is driven less than 10,000 miles per year. In San Francisco, nearly 60 percent of those who owned a vehicle before joining the



car-sharing program have given up at least one of them within a year, and another 13 percent are considering it (11). Zipcar, which operates in Boston, New York and Washington, DC, reports that 15 percent of members sell their private car. In Europe, which has a far longer experience with car-sharing, each shared vehicle takes between four and ten private cars off the road (12).

This means that parking provision can be significantly reduced at residential developments that incorporate car-sharing, although developers may need to contribute towards setup costs and/or provide parking spaces to secure car-sharing as part of a project. Car-sharing can be provided as part of a mitigation agreement with the local jurisdiction on a case-by-case basis, in return for a reduction in minimum parking requirements. Alternatively, the parking reduction can be codified through zoning ordinances, as is being considered in Portland, Oregon; San Francisco, California; and Seattle, Washington.

In commercial developments, car-sharing can also be a useful tool to reduce parking demand. Employees can use a shared vehicle for errands and meetings during the day, allowing them to take transit, carpool, walk or bicycle to work. Car-sharing works best in compact, mixed-use neighborhoods, where firms with corporate memberships tend to use the vehicles during the day and residents use them in the evenings and on weekends.

As well as reduced parking demand, car-sharing brings a broad range of other benefits, including fewer vehicle trips, and improved mobility for low-income households who may not be able to afford to own a car. Formal car-sharing programs have been established in many cities including Boston, Massachusetts; Washington, DC; San Francisco, California; Oakland, California; Portland, Oregon; Seattle, Washington; and Boulder, Colorado. Many others are in the process of establishing operations. Alternatively, developers can provide shared vehicles themselves, or facilitate informal car-sharing among residents.

#### *Improvements to Transit Service, Pricing, and Information*

Transit subsidies can be provided by employers, by cities, or by residential property managers. In the case of employer-paid transit pass schemes, the employer pays the cost of employees' transit, converting the fixed cost for parking spaces into a variable cost for the public transportation subsidy. This fringe benefit for employees reduces the demand for parking at the workplace, which in turn reduces traffic, air pollution, and energy consumption. It also reduces the cost associated with providing parking, as transit subsidies are generally less expensive than providing parking. A transit pass in Los Angeles, California, for example, costs \$42 per month, whereas the average cost for a parking space is \$91 per month (13). To promote transit subsidies, the 1998 Transportation Equity Act for the 21st Century eliminates the tax burden for both employers and employees; these subsidies are not taxed as payroll or as income.

In some cases, city planners respond to employer paid transit subsidies by lowering minimum parking requirements. For example, included in Montgomery County, Maryland, office zoning requirements is a 15 percent reduction in minimum parking requirements if businesses offer reimbursed transit passes (8). By offering subsidies for public transportation use, employers enable the reduction of parking space requirements, thus decreasing total development costs and making urban development opportunities more inviting.

Transit subsidies can also be useful for residential developments. Property managers in Boulder, Colorado and Santa Clara County, California, for example, can bulk-purchase transit passes for all their residents at deeply discounted rates. The principle is similar to that of insurance—transit agencies can offer lower rates on passes on the basis that not all residents will actually use them regularly. Residents can in effect take transit for free, meaning they are less likely to own a vehicle. Another benefit of pre-paid transit programs is that they encourage residents to take transit spontaneously. A person does not have to commit to transit full-time in order to be able to reduce their demand for vehicle travel and parking. Developers who agree to fund transit passes can thus be rewarded with lower parking requirements.

Local government officials can also improve transit service quality to decrease auto dependence and associated parking needs. Improvements to consider include new transit modes, such as light rail, expanded transit service hours, increased bus lines, and revitalized transit stations. Portland, Oregon's MAX light rail system exemplifies the widespread benefits of transit improvements. The light rail system encourages transit-oriented development, decreases automobile commuting, and eases demand for parking. In fact, the light rail improvements

eliminated the need for six downtown parking towers (14). These improvements are also partially responsible for \$1.3 billion in new development in Portland over the last 10 years.

#### *Improvements to Pedestrian and Bicycle Service*

Demand for parking can be reduced by providing pedestrian and bicycle amenities that make it easier and more pleasant for people to walk or bicycle rather than drive. These amenities and design changes can alleviate traffic congestion. In particular, improving the walkability and pedestrian orientation of employment centers can address the increasingly common “drive to lunch” syndrome. For example, the auto-orientation of Tyson’s Corner, Virginia has resulted in terrible traffic at lunch time because people cannot walk to eating establishments or to do errands.

These low cost amenities can be as simple as providing bicycle racks and walkways. For example, officials in Schaumburg, Illinois, a suburb of Chicago, have incorporated provisions for bicycle use directly into their zoning ordinance to encourage balanced transportation choices. The ordinance requires all retail centers to have a minimum of 10 bicycle spaces located at each main building entrance. To increase awareness, the ordinance requires that bike racks be located in a place where they are highly visible; to promote safe bicycle use, the ordinance requires bicycle parking areas to be separated from automobile parking. Providing shower and locker facilities also encourages bicycling, rollerblading, and walking to work.

Promoting bicycle and pedestrian transport modes can also be accomplished through simple design changes, some of which can be implemented at no additional cost. Instead of locating parking between the street and the buildings, requiring pedestrians and bicyclists to navigate through parking lots, parking should be set back behind buildings. The Downtown Master Plan for Kendall, Florida (Miami-Dade County), discusses several design concepts to improve pedestrian and bicycle access. Some of the key elements promoted, but not required, by this program include access via new sidewalks and paths, plantings facing streets and sidewalks, parking in garages or behind buildings, and minimal curb cuts (15).

#### *Vehicle Trip Reduction Programs*

Another direct form of demand reduction involves instituting vehicle trip reduction programs. Vehicle trip reduction programs combine several types of demand reduction components to meet explicit vehicle trip reduction goals. Thus, instead of capping the number of parking spaces, local officials limit the number of vehicle miles traveled in a particular region. These types of programs attempt to decrease the number of trips by single occupancy vehicles (SOVs) and increase the use of a variety of commuting alternatives, including transit, carpooling, walking, and bicycling.

To increase the effectiveness of vehicle trip reduction programs, cities or employers can incorporate an assortment of complementary program elements to balance transportation choices. The following are some examples:

- “Guaranteed ride home” services that allow employees who use public transit to get a free ride home (e.g., via taxi) if they miss their bus or if they need to stay at work late.
- Company fleet cars that can be used for running errands during the workday (e.g., doctor appointments).
- Preferential and/or reserved parking for vanpools/carpools.
- Carpooling and/or vanpooling with ride matching service. Ride matching can facilitate the identification of people who live close to one another. This service can be accomplished by providing “ride boards” or by using an employee transportation coordinator.
- Cellular phones for car and vanpooling to facilitate timing of pickups.

There is little incentive for employers to implement vehicle trip reduction programs if they are not granted reductions in minimum parking requirements. They would not be able to realize the potential cost savings from providing less parking, but would simply be faced with a large number of empty spaces. Several cities, such as South San Francisco, have acknowledged this through ordinances that reduce parking requirements for projects that include vehicle trip reduction programs.

### **Efficient Pricing**

Although it is often provided at no charge to the user, parking is never free. Each space in a parking structure can cost upwards of \$2,500 per year in maintenance, operations and the amortization of land and construction costs. Even on-street spaces incur maintenance costs and an opportunity cost in foregone land value.

The cost of parking is generally subsumed into lease fees or sale prices for the sake of simplicity and because that is the more traditional practice in real estate. However, providing anything for free or at highly subsidized rates encourages overuse and means that more parking spaces have to be provided to achieve the same rate of availability. Charging users for parking is a market-based approach by which the true cost of parking can be passed through to parking users. If the fee charged to users of parking facilities is sufficient to cover construction, operation, and maintenance costs, it will likely cause some users to choose not to park. Even where there are few alternatives to driving, parking pricing can encourage employees to seek out carpooling partners. In addition to reducing the cost of parking provision, pricing strategies bring major environmental and congestion benefits, particularly since they tend to reduce peak-period vehicle trips the most.

Parking charges have been found to reduce employee vehicle trips, and thus daily parking demand, by between 7 percent and 30 percent or more, depending on factors such as the level of charges and the availability of alternatives to driving alone. Parking price elasticities generally range from  $-0.1$  to  $-0.6$ , with the most common value being  $-0.3$ , meaning that each 1 percent rise in parking fees is accompanied by a 0.3 percent decrease in demand (16).

#### *Cash-Out Programs*

Cash-out programs provide alternatives to directly charging users for parking. Under such programs, employers offer employees the choice of free or subsidized parking, a transit/vanpool subsidy equal to the value of the parking (of which up to \$100 is tax-free under current federal law), or a taxable carpool/walk/bike subsidy equal to the value of the parking.

Employees who opt for the non-parking subsidies are not eligible to receive free parking from the employer, and are responsible for their parking charges on days when they drive to work. The cost savings associated with cash-out payments depend on the amount of the payments. If the full cash equivalent is provided, this demand reduction program does not reduce the total costs of providing parking. However, employees may accept cash payments lower than the full equivalent of the parking subsidy. If partial cash payments are used, employers face lower overall transportation subsidy costs and employees still benefit.

Cash-out programs provide significant environmental, social and broader economic benefits. For example, in response to California's mandatory cash-out requirement, eight firms reported an average 17 percent reduction in the total number of solo drivers (17). Thus, another benefit of cash-out programs is a reduction in traffic congestion and associated pollution.

Cash-out programs are often easier to implement than direct charges, as they are generally more acceptable to employees. However, their impact on travel behavior is usually lower, due to the administrative burden on employees, inertia in changing travel habits, and the fact that cash-out payments can be a taxable benefit whereas free parking is not.

#### *Differential Pricing by Trip Type*

Parking pricing can be used as a sensitive tool to prioritize some types of trip over others, according to their purpose and duration. It allows managers to cater for desirable trips, such as short-term shoppers, while discouraging undesirable commuter trips, which add to peak-hour congestion and occupy a parking space for an entire day. These pricing strategies allow the overall supply of parking to be minimized, while ensuring spaces are available for critical users. They can also alleviate pressure to provide more parking from retailers and businesses, who may be concerned that poor parking availability discourages shoppers. Examples include:

- Lower or zero rates for short-term parking encourage shopping trips, while proportionally higher rates for long-term parking discourage all-day commuter parking, freeing up spaces for customers. Short-term parking allows many people to use a single space over the course of a day, rather than a single commuter, and generates revenue for businesses and sales tax dollars for cities.

- Parking charges that are levied by the hour or day, with no discounts for monthly parking, remove the financial disincentive to take transit occasionally. There is no perverse incentive to drive every day to “get your money’s worth” from the monthly parking pass.
- Parking charges at transit stations that only apply before a certain time (such as 9 or 10 am) encourage off-peak transit ridership where spare capacity is available, rather than contributing to crowding in the peak.

#### *Residential Parking Pricing*

Parking charges can also be introduced at residential developments, through separating or “unbundling” the cost of parking from rents or sale prices. Rather than being provided with a set number of spaces whether they need them or not, residents can choose how many spaces they wish to purchase or rent. An alternative to direct charges is to provide “rent rebates” or discounts to residents who own fewer vehicles and do not use their allocated parking spaces.

#### *Parking Benefit Districts*

Parking pricing strategies can also be implemented through Parking Benefit Districts. Under this concept, revenue from meters and residential permits is returned to local neighborhoods. Once administrative costs are covered, all money goes to transportation and neighborhood improvements such as undergrounding of utility wires (18). Parking Benefit Districts allow developments to be built with less parking, while addressing potential spillover problems through market pricing of curb parking. Earmarking revenue to directly benefit the neighborhood or commercial district helps to generate support for charges from local residents and businesses, who might otherwise resist charging for parking that used to be free. Cities such as San Diego and Pasadena, California, have implemented Parking Benefit Districts in their downtown business districts, using parking meter revenue.

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**Norris, Nick**

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**From:** Sommerkorn, Wilford  
**Sent:** Monday, July 22, 2013 9:33 AM  
**To:** Shaw, Eric; Hutcheson, Robin; Norris, Nick; Coffey, Cheri; Paterson, Joel  
**Subject:** parking

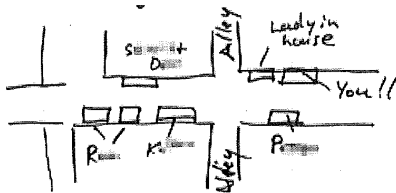
Most interesting, given some of our recent discussions at the PC and city council about neighborhood parking...

## Who parked in my spot?!: Neighbors, cars, and “your” curb space

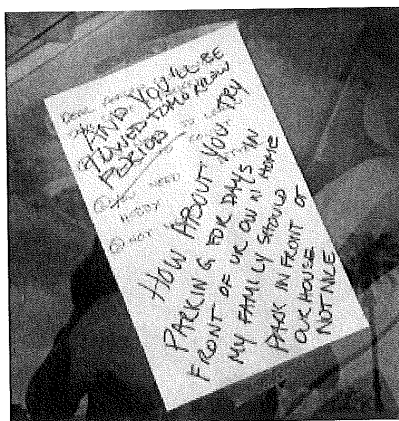
By [Alan Durning](#)

This is part 3 of a [Sightline series](#) on parking requirements. Read [parts 1](#) and [2](#).

On the subject of curb parking, everyone seems to have a story — and what the stories reveal is surprisingly important to the future of our cities. I’ve been asking my friends, and I’ve gotten an earful. Listen.



Soon after advertising executive Necia Dallas moved into a house in Portland, Ore., she found on her door a detailed, hand-drawn map specifying the curb spots where each resident was permitted to park. The map, left by an anonymous neighbor, indicated that Necia was welcome to park in front of her own house but that it was, “Optional! Because of your driveway.” Jon Stahl of Seattle also got a parking map as a house-warming gift (pictured above).



Brent Bigler

To claim the spots in front of their homes, people resort to illegal yellow or red curb paint, earnest oral pleas, or — above all — notes left on the windshield. Lots and lots of notes. “Not here, man. Not here,” said one missive

that Seattle architect Rik Adams got on his windshield. A West Seattle resident's read, "Dear Driver, This is not a park and ride. We the neighbors would appreciate if you would find another spot to park." Audrey Grossman's said, "Don't park your liberal foreign car on the American side of the street." Brent Bigler of Los Angeles left a response to the note he found on his windshield in May and got an angry rejoinder. It says, among other things, "You'll be towed tomorrow period" (pictured at left).

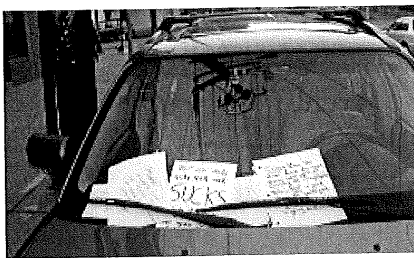


Necia Dallas

Some people even put up their own, extra-legal no-parking signs, like the one pictured at right in Shoreline, Wash. (or the one [described here](#)). More creative is Steve Gutmann's Portland neighbor who "has a fake plastic parking meter that he puts on his planting strip in front of his house."

To enforce their claims, neighbors sometimes go to great lengths. Shaun Vine, when he trespassed on a curb space in Seattle's Ballard neighborhood, found his car boxed in. A homeowner had punished him by parking two autos bumper to bumper with Vine's. Worse is what happened to Jenny Mechem's friend in Chicago who had the temerity to park in front of someone else's house one winter day. Neighbors packed snow around his car and turned the hose on it, freezing it in place.

Renee Staton of Seattle says, "A neighbor unscrewed my windshield wipers (which flew off while driving on I-5 during a sudden downpour) and poured acid on my hood because I was parking in front of their house." Natalie McNair's Tacoma neighbor got in his extended-cab Ford truck, put it in low gear, and plowed McNair's parents' Subaru Outback out of the space in front of his house. In San Francisco, Lisa Foster's neighbor pushed her car *into* his driveway so that he could get it ticketed and towed. "I started using my emergency brake after that," says Foster.



Andrew Sorensen You get the picture.

The good people of Washington, D.C., have been known to egg curb intruders and Angelenos sometimes throw paint at interloping wheels. Mindy Cameron of Seattle remembers living in San Francisco and seeing an outsider park in front of a neighbor's house. "The nice, otherwise calm, young professional neighbor," she said,

“came downstairs in his khakis and button-down shirt, and smashed in the guy’s front window with a baseball bat.”

### **A brief history of parking**

Curb parking, it seems, is the stuff of neighborhood psy-ops. It brings out the crazy in people. And that fact — our intense, animalistic territoriality about curb parking — is among the fundamental realities of urban politics. It’s a root cause, I argue, of most of what’s wrong with how cities manage parking. And *much* is wrong with how cities manage parking. Consequently, somehow defusing or counteracting this territoriality could release a cascade of good news, if it allows cities to manage parking better. Parking policy is a secret key to solving urban problems ranging from housing affordability to traffic, from economic vitality to carbon pollution — plus a snarl of other ills. Parking reform is *that* important, as later articles in this series will document.

In this article, however, my goal is to explain how we got our current parking rules and why we may finally have a chance to undo them.

Most of a century ago, the tradition of free curb parking — a vestige of the age of horses and hitching posts — collided with exploding numbers of Model Ts and collapsed into clogged street sides, double parking, and epidemics of cruising for spaces. For city leaders, the competition among motorists for curb spaces became an unrelenting headache. Strategies for managing it were primitive. The crude and unevenly enforced first-come, first-served rationing system still in effect began to evolve: No Parking signs, one-hour and two-hour parking limits, loading zones, plus enforcement by parking agents. Later came parking meters: Seattle installed its first ones in 1942. Later still came resident-only parking districts in neighborhoods adjacent to busy destinations such as hospitals and universities.

Mostly, though, cities tried to solve the problem of crowded curb parking — and neighbors’ political pressure to keep newcomers out of “their” spots — by building wider streets and boosting the supply of off-street parking. In the 1940s and 1950s, they began writing into their land-use regulations detailed requirements that each new building provide ample off-street parking — enough to accommodate every driver likely to visit that building without anyone spilling over onto the street. Seattle, for example, imposed parking minimums in 1958. For each type of building, whether an office, restaurant, grocery store, apartment building, auto parts store, or whatever else, city law imposed a prescription: two spaces per apartment, for example, or five per thousand square feet of retail floor space. The rules varied widely from jurisdiction to jurisdiction, and they had, as I will explain in another article, no empirical basis whatsoever. In the words of UCLA professor and parking guru [Donald Shoup](#), whose [research on parking](#) inspired this series, they were “nonsense on stilts.”

For all their analytical bankruptcy, however, their consequences were gargantuan. “Form,” architects sometimes quip morosely, “follows parking.” Parking rules dictated what designers could inscribe on their blueprints. Those diagrams then printed out across the urban and suburban landscape as what we now think of as classic sprawl: islands of building surrounded by seas of parking, big garages in front of big houses, courtyard apartments encircling asphalt, and other hideous built forms that Sightline fellow [Alyse Nelson](#) has detailed.

Most of these rules remain in place, an invisible but massive bulwark of off-street parking minimums, unreformed and rarely discussed. As a cure for curb-parking scarcity, they are worse than the disease. They’re like prescribing cigarettes as weight loss therapy: You’ll likely lose weight, all right, but you may ruin your health or even lose your life.

To change these rules, though, it’s critical to understand the political dynamic that created and perpetuates them.

### **The politics of parking**



Curb-parking territoriality — the stuff of the stories I opened with, the indignant reaction many of us have when we see a car in front of our home and ask “Who parked in my spot?!” — is the key to understanding the dynamic. Like any pack-forming, territorial mammal, we want to expel interlopers. That primal, instinctual reaction is at the root of off-street parking requirements. Urban planners and lawyers may think of on-street parking as public property: a shared, public resource to be managed for the common good. Most homeowners — and most voters — think of curb spaces as their own, their domain, their property.

Developers of new buildings, for their part, do not want to be told how much parking to install; it boosts their costs, limits their options, and trims their profits. On the other hand, as long as parking rules are citywide, developers can often pass much of the cost along to the future owners or tenants of their buildings.

Meanwhile, local officials, few of whom seek public office in order to adjudicate disputes over parking, are typically quick to take the path of least resistance. Confronted with territorial voters, they bury the “solution” to parking disputes in the arcana of the land-use code. They impose or maintain sweeping requirements for off-street parking. By doing so, they protect current residents of neighborhoods, and they send the bill for new parking into the future: Future residents will pay more for housing, and future businesses will pay more for commercial real estate. As result, there will be less of each. But these groups have no say over parking policy today. Professor Shoup likens this political dynamic to “taxing foreigners living abroad”: an unfair policy that virtually all politicians would adopt, if they could. Other ill effects of off-street parking mandates, such as upward pressure on grocery prices and the rest of a city’s cost of living, are so hidden and dispersed, that virtually no one recognizes them as a consequence of parking requirements.

From these conditions — curb parkers as territorial as baboon troops, developers able to pass along costs, and politicians capable of billing future newcomers — off-street parking requirements have emerged almost everywhere. They’ve done their job, massively inflating parking supply. In most parts of most towns, parking requirements boost the number of spaces enough that parking supply floods the market, and the price drops to zero. People park for free, and competition for curb spaces is minimal.

Specialists have been apoplectic about the perversity of off-street parking mandates almost since the rules spread across North America in the post-World War II years: The hidden costs to human health and safety, local economies, air quality, and housing affordability are stark. But change has not come. Reasoned arguments have not mattered. Why? Because the prevailing arrangement works in the one arena that actually matters to local elected officials: politics. Ample off-street parking quotas balance the political interests that count — current residents (especially property owners), incumbent businesses, and developers. Consequently, they’ve remained frozen in law for a long time.

### **Change for parking**

Now, though, conditions are gradually shifting, and the resulting thaw is beginning to favor reform. Demographics and driving patterns are different. Information technology is breaking up the ice floe of prevailing parking economics. And a new policy model for parking has emerged. It’s a new, three-step game plan from Shoup that neatly reverses the vicious political circle perpetuating off-street parking mandates.

The steps are to:

1. Charge the right prices for curb parking spaces,
2. Return the resulting revenue to the neighborhoods from which it was collected, and then,
3. Repeal off-street parking requirements.

The first step solves the original urban parking problem: overcrowded curb spaces. The second engages a political force (greed) that’s strong enough to neutralize parking territoriality. The first two steps, furthermore,

eliminate the primary motive for off-street parking mandates. They set in motion a new, virtuous circle, in which communities no longer resist but instead seek to maximize on-street paid parking, because it funds projects that boost their property values and profits. This approach can convert communities from a defensive posture toward “their” spaces to a welcoming posture toward potential on-street parkers. It turns those parkers from interlopers to benefactors.

That’s a much-abridged version of the argument of this series. Next time, I’ll begin giving it a full exposition. In the meantime, you might amuse yourself by asking people you meet if they’ve ever had neighbors go crazy about people parking in “their” spots. Everyone seems to have a story.

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## Portland City Council approves minimum parking requirement for large apartment buildings

parkingJPG.JPG

A halted 81-unit apartment building under construction on Southeast Division Street with no on-site, off-street parking. *(Beth Nakamura/The Oregonian)*

By **Elliot Njus, The Oregonian**

**Email the author | Follow on Twitter**

on April 10, 2013 at 3:05 PM, updated April 10, 2013 at 6:26 PM

The Portland City Council gave its OK to minimum parking requirements for large apartment buildings in areas where previously no car parking was required.

The rules will require developers to provide parking in residential developments with more than 30 units, with the amount of parking required per unit on a tiered scale by building size.

Developers can buy down half of their parking requirement by providing extra bicycle parking, motorcycle parking, or spaces for car- or bike-sharing services. And, at the city's discretion, developers can bypass the minimum in cases where providing parking might negatively impact the neighborhood.

### More

**Continuing coverage of neighborhood conflicts with new apartment buildings and parking**

Buildings with 31 to 40 units would have to provide one parking stall for every five units. Buildings with 41 to 50 units would need one stall for every four units, and buildings with more than 50 units would need one stall for every three units.

The parking requirements apply to sites within 500 feet of a transit line with service every 20 minutes during the morning and evening commute or within 1,500 feet of a light rail station. Parking is already required elsewhere.

Commissioner Dan Saltzman cast the lone "no" vote, saying he approved of rules proposed earlier by the city planning commission that set a higher threshold for the requirement to kick in and provided more exemptions. Commissioner Steve Novick was absent.

The rules take effect in 30 days, and they won't affect any projects that have already been granted permits or which request permits in the meantime.

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The new rules are a response to concerns from neighbors who said a spate of new, large apartment buildings with no parking were causing congestion on side streets. A city-commissioned survey found little congestion near recent no-parking developments, but confirmed that most residents of such developments still owned cars they parked on nearby streets.

The council also approved a change to language in the city code that led to the reversal of a permit for an 81-unit apartment building at Southeast Division Street and 37th Avenue. The developer of that project **applied for a new permit on Tuesday** without the previously planned ground-floor retail, circumventing the grounds on which the permit was reversed.

-- Elliot Njus

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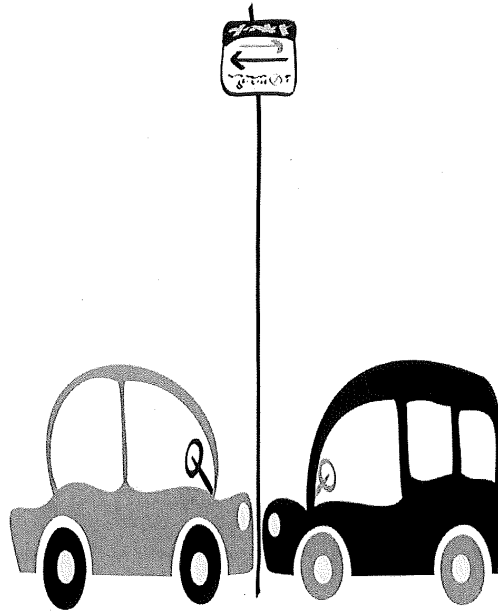
The Boston Globe

## Opinion

EDWARD L. GLAESER

# Don't require more spaces; price curbside ones properly

By Edward L. Glaeser | GLOBE COLUMNIST JULY 13, 2013



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THE BOSTON Redevelopment Authority has permitted a 54-unit building in Charlestown with only 43 parking spaces, and the neighborhood appears to be aghast. If the city's main planning agency doesn't mandate enough off-street parking for new buildings, current residents may have to compete harder for limited on-street parking. But far from "sticking their heads in the sand," as one Allston community activist put it, the BRA is right to regulate more lightly —

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especially when its existing regulations artificially encourage automobile congestion. (I should note here that the BRA and the Rappaport Institute, which I direct, have collaborated on public events and research.)

Minimum-parking requirements are a second wrong that doesn't make a right. The original wrong is that we've never charged automobiles properly for using city streets, either for driving or parking.

If you give a valuable resource away for free, the inevitable result is overuse and crowding. In the old Soviet Union, groceries sold eggs and butter at near-free prices, and therefore shoppers faced long lines and empty shelves. In modern Massachusetts, on-street parking is available at low or no cost, and therefore drivers can't find a parking spot. Low parking costs also ensure there are more drivers congesting the roads.

The original robber barons exacted high, unauthorized tolls from travelers passing through their territory, especially along the Rhine. Free public thoroughfares were an antidote to that problem, and created relatively few problems in the pre-car era. Pedestrians require little space, and they park themselves in private homes, not public streets.

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But during the 20th century, the advent of the automobile made competition for public road space a far fiercer fight. Since a driver typically uses at least 50 times as much road space than a walker, and cars at rest still occupy significant urban real estate, cars presented a profound challenge to older, compact cities. As early as 1920, Los Angeles banned downtown parking to alleviate congestion. Angry motorists soon got that ruling reversed.

#### Related

- [Harmon: Car-free future?](#)

Parking meters, introduced in Oklahoma in the 1930s, provided a more durable tool for managing urban road space. With most goods, prices are high enough so that you can expect to find milk and meat when you want them. We've had the technology to charge reasonable prices for on-street parking for 80 years, but for political reasons, we keep the price far too low, at least for parkers lucky enough

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to find a spot. So in Boston today, residents who rarely use their cars leave them at curbside for days or weeks at a time, even as other drivers circle the block again and again looking for a rare vacant spot. UCLA professor Donald Shoup — the sensible scourge of free parking— has long advocated on-street parking prices high enough so that drivers can always expect a vacancy.

Charging the full cost of on-street parking would also reduce most of the pressure to artificially inflate the number of off-street spaces, since parkers would face the prospect of abundant, if expensive, parking — with or without new parking spaces. Since we don't charge properly for on-street parking, locals get a great deal — the ability to use a significant swath of city streets for free — and they understandably fear losing that bonanza if new buildings don't provide enough new parking spaces.

Since World War II, planners have responded to these fears by requiring minimum parking requirements for new construction. Instead of allowing a common market price and letting supply respond, cities kept street parking artificially cheap and then mandated more off-street spots, tragically wasting scarce common space, encouraging automobile congestion, and raising the cost of construction.

Boston started tentatively reversing this trend with an environmentally motivated parking freeze in 1976. The BRA's current move is far gentler, notwithstanding all the neighborhood angst. The agency isn't banning new parking spaces; it's just reducing the number that developers are forced to build. This is deregulation, not social engineering. Since developers typically prefer to provide less parking, more freedom means fewer parking spaces.

Reducing (or eliminating) minimum parking requirements is one of those unusual cases where the ardent environmentalist and the libertarian economist see eye-to-eye. The libertarian believes that fewer regulations mean more homes and a more affordable Boston. The environmentalist wants fewer cars in Boston. Both causes are just, and the BRA should continue reducing minimum parking requirements citywide.

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*Edward L. Glaeser, a Harvard economist, is director of the Rappaport Institute for Greater Boston.*

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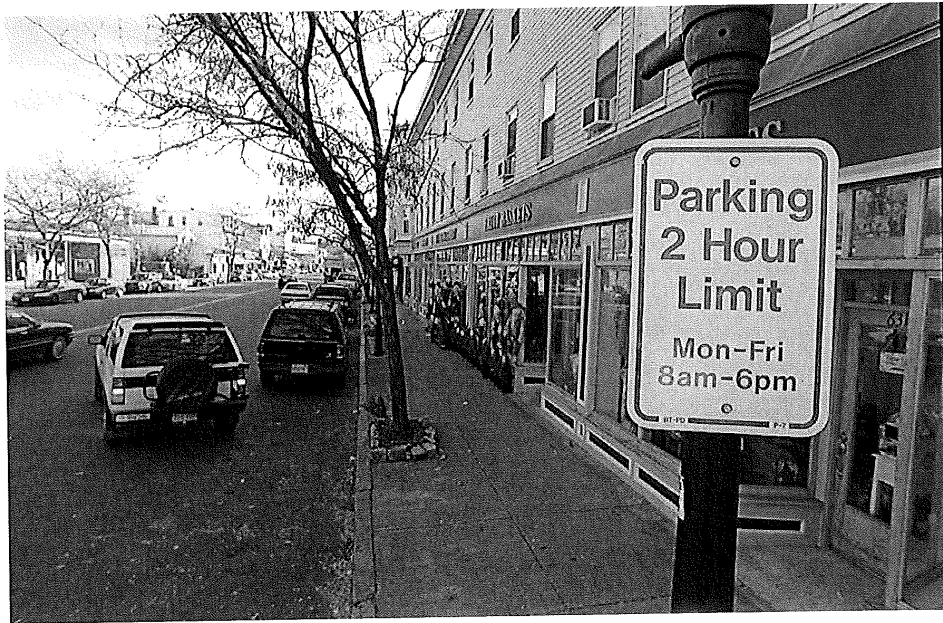
The Boston Globe

## Opinion

LAWRENCE HARMON

# Car-free future? Not for families

By [Lawrence Harmon](#) | GLOBE COLUMNIST JULY 13, 2013



GLOBE FILE

**Parking along Broadway in South Boston.**

THIS CAR-FREE city thing is getting out of hand. Whoever is driving this movement probably doesn't spend much time shuttling elderly relatives to medical appointments or picking up the kids from their friends' houses across town. Before Boston officials give the green light to developers to build housing

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with little or no off-street parking, they should remember that many of the city's residents are already driving around in an endless loop looking for a place to park.

Planners from the Boston Redevelopment Authority and city Transportation Department are mesmerized by the growing number of residents in the 20-to-35 age range who shun car ownership.

City officials posit that Boston's future rests with these devotees of walking, biking, and Zipcar membership. So why require developers to build one or more parking spaces per housing unit as they did in the past?

The city now requires just .75 parking spaces per unit at large residential developments in many areas of the city. And planners are starting to look with favor upon large-scale housing complexes with no parking requirements whatsoever in neighborhoods with abundant public transit options, such as Brighton.

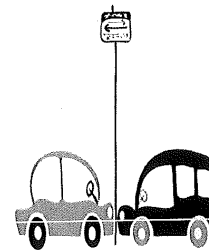
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By definition, reducing or eliminating the number of required on-site parking spaces at new developments will make street parking scarcer for residents who rely on cars to support themselves and their families. The dozen candidates competing to be the next mayor of Boston should consider that there are still plenty of voters out there with more to do after work than walk to a nearby restaurant and decide which craft beer to match with which sushi roll.

City planners emphasize that the number of registered vehicles in Boston has dropped by 14 percent over the past five years. Peter Meade, the head of the BRA, sees this as evidence of a new Bostonian who embraces efforts to reduce carbon footprints with the

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- **Glaeser: Don't require more spaces**



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same passion that an earlier generation devoted to the struggle for civil rights. That's a pretty lofty view. But the view from the curb is very different.

In Charlestown, for example, residents express righteous anger that it will be harder to park now that the BRA has approved a 54-unit apartment building with only 43 parking spaces in the Navy Yard.

You can't really trust anyone over 30 who doesn't own a car. They talk a great game of sustainability. Next thing you know they are romantically involved with some guy who owns a Ford Ranger truck and sleeps over half the week. They are keen to beautify their homes with money otherwise spent on car loans and insurance. You can be certain, however, that none of those hardwood floor sanders, cabinet restorers, or kitchen island designers will be pulling up to condo developments in the South End, Jamaica Plain, or the Back Bay in vehicles from the Hubway bike sharing system.

Environmentally friendly Portland, Ore., went down this slick road years ago by allowing developers to build parking-free apartment houses. City officials later discovered that many of the bicycle enthusiasts bought cars when their lives became more complex. The fight for on-street parking spaces intensified. In April, the Portland City Council amended the zoning code to reintroduce minimum parking space requirements in future developments.

If Boston officials are so confident of a car-free future, they should charge a small fortune for new on-street residential parking permits in densely settled neighborhoods. Theoretically, there should be few takers. Current sticker holders, meanwhile, would retain permanent rights to free on-street parking. Upon sale or vacancy of their units, the sticker could be transferred to a new owner or tenant. It's a way to bring the city's planning principles in line with the concerns of longtime residents who don't have the luxury of living without a car.

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For decades, there has been an unspoken covenant between City Hall and families that stayed in the city during the school desegregation crisis of the 1970s and the crime waves of the 1980s. It goes something like this: Don't flee to the suburbs. In exchange, city officials will keep your residential property taxes in check and try not to annoy you unnecessarily.

Any policy that makes it harder for families to find a parking space on the street is a breach of that urban contract. And there's one more thing about cars that city officials should remember. You can put your luggage in them and drive away.

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