MEMORANDUM

TO: Jane S. Kim

Department of Environmental Services

Arlington County, Virginia

FROM: Chris Kabatt, P.E.

COPY: Brian Goggin, APAH

Matthew Weinstein, Esq., Bean, Kinney, & Korman

RE: Parking Reduction Justification;

Site Plan #443, Ballston Station

DATE: May 24, 2019



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Introduction

This document provides justification for the proposed parking provisions of the Ballston Station for a mixed-use development (Site Plan #443) at 4201 Fairfax Drive. Arlington Partnership for Affordable Housing (APAH), the applicant, has filed a minor site plan amendment to modify the number of dwelling units and residential parking spaces.

The project was approved for 119 residential dwelling units with 48 committed affordable units, 9,879 square feet (SF) of daycare for up to 100 students, and a Methodist church with up to 200 seats. A total of 128 spaces were approved and dedicated for the residential, church, and daycare uses. Of these 128 approved spaces, 119 are residential and nine (9) are for the church, which will be shared with the daycare use. An additional 11 parking spaces for the church and daycare uses are located on the northbound and eastbound alleys. At the time of the approval and as is today, the church and daycare are existing uses on the site.

The applicant is proposing to change the number of dwelling units from 119 units to 144 committed affordable units and reduce the residential parking spaces from 119 to 43 spaces. The parking ratio is proposed to be adjusted from 1.0 to 0.30 for the residential use. The number of spaces allocated for the church and day care uses remains at 20 spaces. There will be nine (9) shared spaces within the garage and 11 short-term parking spaces, four along the northbound alley and seven along the eastbound alley, for the church and daycare uses, as shown on Figure 1.

Access to the parking garage is gained from the northbound alley. Vehicles would exit via an eastbound alley to North Stafford Street at an existing curb cut. A loading dock on the eastern façade of the building would be accessed from a new curb cut on North Stafford Street. A bike

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room would be provided within the parking garage and access via the freight elevator on the eastbound alley.

A traffic impact study was prepared for the 4.1 site plan application and concluded that the residential units, and the church and day care would have a minimal overall impact on the adjacent road network. The day care operates with a staggered arrival and dismissal schedule. Approximately half of the students, or approximately 50 enroll for full day care and would arrive at different times between 7:00 am and 9:00 am and dismiss between 3:00 pm and 6:00 pm. The other half enroll for half-day preschool, with classes starting at 9:00 am and 9:30 am, and dismissing at either 1:00 pm or 2:30 pm. The staggered times and the random arrival of parents going to and coming home from work minimize the demand for the short-term parking spaces and 10 parking spaces within the garage.

The site lies within the boundary identified in the adopted Off-Street Parking Policy for Multi-Family Residential Projects Approved by Special Exception in the Rosslyn-Ballston and Jefferson Davis Metro Corridors. As described in more detail later in this document, parking minimums for affordable dwelling unit sites situated adjacent to Metro stations range from zero to 0.14 spaces per unit are supported according to the policy.

The following sections outline key reasons that the proposed parking reduction is justified.

Transportation Alternatives to Motor Vehicle Infrastructure

Ballston Station is located within an area that is served by a variety of transportation alternatives to vehicular travel. These include transit services and pedestrian and bicycle infrastructure. The provision of numerous transportation choices that are accessible to the site support the viability of non-vehicular travel and reduce the demand for vehicular parking.

The Ballston-MU Metro station is right across the street from the proposed site providing direct service on the Orange and Silver lines. An elevator to the Ballston-MU Metro station is located on the north side of Fairfax Drive, on the west side of N. Stuart Street, approximately 325 feet from the residential lobby.

Providing weekday, Saturday, and Sunday service, Metrobus routes 1A, 1B, 2A, 10B, 22A, 23A, 23B, 23T, 25B, and 38B are available to site users, with stops along Fairfax Drive. In addition, Arlington Transit (ART) bus routes 51, 42, 52, 53, 62, and 75 are available. Routes 51 and 42 provide weekday, Saturday, and Sunday service; and routes 52, 53, 62, and 75 provide weekday service.

Metrobus route 1A,B's weekday service extends between 4:44 AM to 2:04 AM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service



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extends from 5:29 AM to 2:26 AM whereas Sunday service extends from 7:34 AM to 12:26 AM, each day having 30-minute headways all day.

Metrobus route 2A's weekday service extends from 4:45 AM to 1:41 AM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service extends from 5:45 AM to 1:44 AM whereas Sunday service extends from 5:45 AM to 12:58 AM, with Saturday having 30-minute headways all day and Sundays with 45-minute headways.

Metrobus route 10B's weekday service extends from 4:25 AM to 2:46 AM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service extends from 5:25 AM to 3:07 AM whereas Sunday service extends from 5:25 AM to 2:10 AM, with Saturday day having 30-minute headways all day and Sundays with 60-minute headways.

Metrobus route 22A's weekday service extends from 5:30 AM to 10:49 PM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service extends from 6:30 AM to 10:19 PM whereas Sunday service extends from 7:30 AM to 9:16 PM, each day having 60-minute headways all day.

Metrobus route 23A,B,T's weekday service extends from 5:26 AM to 1:21 AM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service extends from 5:45 AM to 2:01 AM whereas Sunday service extends from 5:45 AM to 12:57 AM, with Saturday having 30-minute headways all day and Sundays with 60-minute headways.

Metrobus route 25B's weekday service extends from 5:48 AM to 11:44 PM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service extends from 6:10 AM to 9:44 PM whereas Sunday service extends from 7:38 AM to 8:35 PM, each day having 60-minute headways all day.

Metrobus route 38B's weekday service extends from 5:20 AM to 2:47 AM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service extends from 5:45 AM to 2:48 AM whereas Sunday service extends from 5:30 AM to 12:54 AM, each day having 30-minute headways all day.

ART bus route 51's weekday service extends from 6:05 AM to 12:30 AM, with typical headways averaging approximately 30 minutes during commuter peak periods. Saturday service extends from 6:05 AM to 12:13 AM whereas Sunday service extends from 6:45 AM to 10:34 PM, each day having 30-minute headways all day.

ART bus route 42's weekday service extends from 6:00 AM to 8:38 PM, with typical headways averaging approximately 15 minutes during commuter peak periods. Saturday service extends from 6:45 AM to 8:09 PM whereas Sunday service extends from 7:00 AM to 7:24 AM, each day having 30-minute headways all day.



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ART bus route 52's weekday service extends from 5:51 AM to 9:29 PM, with typical headways averaging approximately 30 minutes during commuter peak periods.

ART bus route 53's weekday service extends from 6:01 AM to 7:58 PM, with typical headways averaging approximately 30 minutes during commuter peak periods.

ART bus route 62's weekday service extends from 6:37 AM to 7:35 PM, with typical headways averaging approximately 30 minutes during commuter peak periods.

Lastly, ART bus route 75's weekday service extends from 5:30 AM to 10:44 PM, with typical headways averaging approximately 30 minutes during commuter peak periods.

Capital Bikeshare stations exist within ¼ mile of the site, including one at the intersection of Utah Street and 11th Street north with 8 docks, one at the Ballston-MU Metro where it intersects with 9th street North with 2 docks, one at Fairfax Drive and North Randolph street with 11 docks, and two along N Quincy Street near the Library and Wilson Boulevard which have 5 docks and 13 docks respectively. Several additional Capital Bikeshare stations exist within a ½ mile radius of the site. The Capital Bikeshare locations, bus routes, and bus stops can be found on Figure 2.

Based on a review of the pedestrian infrastructure in the site vicinity, the site is within a walkable environment, with facilities that provide direct, short-distance access to transit services, retail, parks, education, and employment. A majority of streets in the Ballston neighborhood have sidewalks, and marked crosswalks are generally present at signalized intersections within ¼ mile of the site. The Ballston Station redevelopment would provide wide sidewalks along the site's frontage with landscape panel providing a buffer between pedestrians and vehicles. Consistent with the approval, along Fairfax Drive, a +20-ft sidewalk/landscape panel would be provided. On North Stafford Street, the a 16-ft sidewalk/landscape panel would be provided, except along the cemetery section. A walk shed, ¼ mile radius in scope, depicting pedestrian infrastructure is shown as Figure 3.

The Arlington County 2018 Bicycle Comfort Level map indicates that Fairfax Drive between N Quincy Street and N Glebe Road provide a "somewhat comfortable" biking environment. North Taylor Street, North Stuart Street, and North Stafford Street are on-street bicycle routes and are designated as "most comfortable". Per the 2017 Arlington County Bike Map, bike lanes are present along Fairfax Drive and Quincy Street. The bike lane on Fairfax Drive runs along the entire site frontage extending all the way to Rossyln. The bike lane on Quincy Street runs from 5th Street to Lee Highway.

As bicycle facilities and services expand within Arlington County and near the site, and with the increased normality of the presence of bike travel on public roadways, further growth may be induced. In this way, a reduction in the site's parking provision, by exchanging for and prioritizing



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more bicycle parking, can contribute to this trend. As proposed, Ballston Station would help promote biking as a transportation choice with the inclusion of 49 bicycle parking spaces within the parking garage. Bike Facilities, within the site vicinity, are depicted in Figure 4.

Arlington County Policies and Industry Trends

Zoning ordinances in most jurisdictions of the United States have historically required a minimum number of off-street parking spaces to be provided for a site development, on the basis that a determinate demand for parking needed be adequately accommodated. However, in recent years, this practice has come under criticism and has been attributed to a number of unintended consequences, including:

- Affecting the affordability of residential developments, since additional development costs to provide parking often factor into renter/owner costs, even if tenants do not drive.
- 2. Reinforcing vehicle dependence or otherwise the prevalence of vehicles on the transportation network, as providing an excessive supply of low-cost parking can incentivize a greater number of site users to drive.

Several localities nationwide have either lowered or eliminated parking minimum requirements (either citywide, in specific neighborhoods, or in proximity to transit) due to an inadvertent oversupply of parking and shifting priorities, as in Buffalo; Hartford; San Francisco; Minneapolis; San Diego; Cincinnati; and numerous others.

Off-Street Residential Parking Guidelines

In Arlington County, and affecting this project in particular, the standard parking minimum requirement in most residential zones is effectively 1.125 spaces per unit, codified in the Zoning Ordinance since 1962. Specifically, Article 14 of the Arlington County Zoning Ordinance establishes the parking requirement as follows:

- Dwellings, other than one- and two-family:
 - One (1) and one-eighth parking space for each of the first 200 dwelling units; plus one (1) parking space for each additional dwelling unit

Regardless of the standard 1.125 spaces per unit requirement, in practice, the adopted policy states that most multi-family residential projects within the Rosslyn-Ballston and Jefferson Davis Metro Corridors that have been approved were permitted to develop with one or fewer parking spaces per unit. Ballston Station, for instance, is approved with a 1.0 parking space per unit ratio.



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In the County Board adoption of the "Off-Street Parking Policy for Multi-Family Residential Projects Approved by Special Exception in the Rosslyn-Ballston and Jefferson Davis Metro Corridors" dated November 18, 2017, the County acknowledges that available transportation alternatives have increased significantly since 1962. These include services available to the site since after 1962 that lessen a need for car ownership, including Metrobus and Arlington Transit (ART) buses, Metrorail, Zipcar and car2go, Capital Bikeshare, transportation network companies (TNC's) such as Uber and Lyft, and additional electric bikeshare and scooter-sharing services.

The adopted policy suggests changing minimum parking requirements based on distance to Metro stations. Within Metro corridors, for sites within a distance of 1/8 to ¾ miles, a parking ratio range of 0.2 to 0.6 spaces per unit, respectively, is advocated for market rate dwelling units. For affordable dwelling units, depending on the percent AMI, ratios of zero to 0.14 can be provided. The Ballston Station site is within 1/8 mile of the Ballston-MU Metro station, where the policy prescribes a parking ratio of 0.14 spaces per unit for affordable units at 60% AMI. With the proposed parking ratio being 0.3, it is well within the minimum parking requirement per the parking minimum described in the Rosslyn-Ballston Corridor.

Other sources of data also support the adopted policy, including the Institute of Transportation Engineers (ITE) and Arlington County. Key findings are listed below:

- ITE article, "Assessing Multifamily Residential Parking Demand and Transit Service" (December 2010)
 - First Hill/Capitol Hill in a high transit area of Seattle was shown to have a much lower peak residential parking demand than the low transit area of Redmond
- ITE article, "Do Land Use, Transit, and Walk Access Affect Residential Parking Demand" (February 2013)
 - Households with low car ownership were observed to self-select locations that could support transportation needs without vehicle ownership
 - Residential parking demand is negatively correlated with Walk Scores
- The "Residential Building Performance Monitoring Study" (September 2013)
 prepared by Arlington County found that vehicle ownership is negatively
 correlated with the transit score and the cost of parking; vehicle ownership is
 positively correlated with the number of parking spaces that is provided

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County Transportation Master Plan

The Master Transportation Plan – Goals and Policies Document, which was updated February 25, 2017, discusses policy for maintaining the efficiency of off-street parking within the County. The polices are the following:

1. "Ensure that minimum parking needs are met and excessive parking is not built. Divert resources saved by reducing excess off-street parking to other community benefits"

The parking ratio proposed by the Ballston Station is in alignment with parking demand from APAH sites that have similar characteristics. The result of minimizing the required parking will promote more affordable housing by providing and encouraging the use of non-auto facilities.

2. "Allow reduced parking space requirements for new development in close proximity to frequent transit service and exemplary access by non-motorized travel modes and car-sharing vehicles. Require enhanced TDM measures for developments with quantities of parking. Allow site plan and use permit developments to cooperate with each other to meet off-street parking requirements"

The Ballston Station project is located directly across from the Ballston-MU Metro station and surrounded by multiple Metrobus and ART bus routes. The pedestrian infrastructure indicates there are plenty of sidewalks and crosswalks provided for comfortable walkability. There are onstreet bicycle routes and bike lanes provided within the vicinity of the site for residents choosing to ride a bicycle. TDM measures consistent with the 4.1 approval will be implemented for the project to advocate the use of non-auto transportation. The Ballston Station project provides adequate facilities to be eligible for a reduced parking requirement.

3." Reduce or eliminate parking requirements for specialized projects near transit nodes when they advance related County transportation goals, such as lowering the cost of transit-proximate housing dedicated to those who cannot afford a private vehicle, making available underground space for a new subway entrance, or adding retail enmities to a transit stop. Tailor TDM measures for such projects appropriately.

The proposed project would address the reduction of parking requirements due to its close proximity to transit.

Affordable Housing Master Plan

Arlington County has made efforts in recent years to reduce off-street parking requirements for residential housing developments. On November 18, 2017 the County Board adopted Off-Street Parking Guidelines for Multi-Family Residential Projects Approved by Special Exception in the



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Rosslyn-Ballston and Jefferson Davis Metro Corridors (the "Off-Street Parking Guidelines"). The Off-Street Guidelines made committed-affordable units ("CAFs") eligible for consideration for reduced parking ratios that are lower than those for market-rate units. The minimum parking ratio for CAFS under the Off-Street Parking Guidelines depended on proximity to Metro and whether the CAFs were provided at 60% AMI or 50% AMI. Parking ratios for CAFs ranged from .1 parking spaces per unit to .42 parking spaces per unit depending on how close the project is to the Metro.

The Off-Street Parking Guidelines excluded Multi-Family Residential Projects located in the R-C Zoning District because the Arlington County Zoning Ordinance (the "ACZO") prohibited parking ratios lower than 1 parking space per unit in the R-C Zoning District. The Ballston Station project is located in the R-C Zoning District, and as a result, it was not eligible to benefit from the reduced minimum parking ratios provided in the Off-Street Parking Guidelines without an amendment to the ACZO when the County Board approved the Ballston Station site plan on February 24, 2017.

On April 23, 2019 the County Board approved amendments to §7.3 of the Arlington County Zoning Ordinance (ACZO) relating to minimum parking ratio standards for multifamily residential uses in site places in the R-C, Zoning District. The approved ACZO amendments give the County Board additional flexibility to consider and approve modifications to minimum parking ratio standards for multifamily residential uses in site plans in the R-C Zoning District. Ballston Station is eligible for consideration of a minimum parking ratio ranging from .1 to .14 parking spaces per unit under the Off-Street Parking Guidelines after enactment of the April 23, 2019 ACZO amendment

Analysis of Similar APAH Sites

APAH has broken down data for 13 sites all over Arlington that have varying development programs, parking needs, and transportation options. The data gathered for all 13 sites is described in Table 1.

As shown in Table 1, the parking demand for other APAH sites range from zero spaces/unit to 1.17 spaces/unit and have a supply of zero per unit to 1.74 spaces per unit. For a majority of the APAH sites, there is a trend indicating a lower demand than the supply, even for sites more than 0.5 miles from a Metro rail station. With the proposed development being directly across from the Ballston-MU station and access to multiple transportation modes and amenities, this parking ratio is adequate for the proposed use, as recognized by the off-street parking guidelines.



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Census Tract Data

Census data was obtained from the American Community Survey website to understand the auto ownership within the Ballston Station area. The data indicates that the site is within the 1014.02 tract; however, it is adjacent to the border with 1014.03. Due to the site's proximity to both tracts, data was observed for both. The boundary for the 1014.02 tract spans from Fairfax Drive to the south, I-66 to the north, N Quincy Street to the east, and N Glebe Road to the west. 1014.03 tract is bounded by 5th Road to the south, Fairfax Drive to the north, N Quincy Street to the east, and N Glebe Road to the west. A high proportion of the residential units for 1014.02 and 1014.03 are categorized as 20 or more units indicating a presence of higher density structures within the tracts. Each tract approximately consists of 11% and 22% that do not own a vehicle respectively. It is also indicated that roughly 53% and 62% of occupied housing units have one vehicle for the census tracts respectively. These percentages show that roughly two-thirds or more of the occupied housing units live within this area with one vehicle or less. This is an indication that residents can comfortably manage without the need of a large parking supply.

Transportation Demand Management

A transportation demand management (TDM) plan, the details of which will be coordinated with Arlington County, will be a vital component in influencing the site users' transportation choices. The TDM plan is intended to educate on and encourage the use of transportation alternatives available to residents and employees of the site. This will ensure that the site owner has an active role in shaping non-vehicular travel patterns to and from the site. Components of the TDM plan are likely to include the following, notwithstanding additional conditions:

- 1. Designate a Property Transportation Coordinator to be the primary point of contact with the County and ensure the completing of all TMP obligations.
- 2. Provide a transportation information display to provide transportation-related information to employees, residents, guests, and visitors.
- 3. Develop a Bicycle Facilities Management Plan.
- 4. Prepare, reproduce, and distribute materials with site-specific information on transit, bike, walk, and rideshare-related services to new residents and employees.
- 5. Provide to new residential lessee and property management or maintenance employee, through initial occupancy, a choice of a SmarTrip card with \$65.00 fare, a one-year bikeshare membership or a one-year carshare membership.

To bolster the TDM package, for each space below the 1.0 per unit parking ratio, i.e. 101 spaces (144 - 43 = 101 spaces), the choice of a SmarTrip card with \$65.00 fare, a one-year bikeshare membership or a one-year carshare membership will be provided for up to 30 years to 101 residential lessees if they do not lease a parking space.



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Conclusions

The Ballston Station site development is in an ideal circumstance to support the proposed 0.3 parking ratio, as this document demonstrates. This is based on a number of factors including the transportation alternatives that are accessible to the site, Arlington County's adopted policy on future residential parking provisions, observable trends in other locations nationwide with similar circumstances, and the implementation of a site-specific TDM plan that will ensure that the site owner can take advantage of available transportation choices and assume an active role in encouraging non-vehicular travel among site users. For the reasons outlined above, the proposed parking reduction is justified.

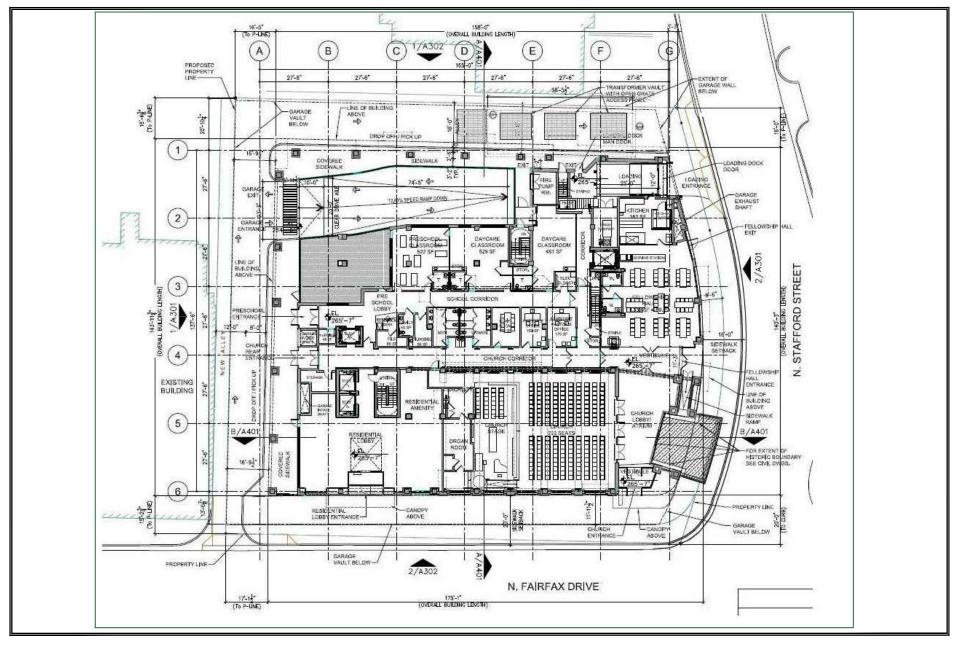


Figure 1 Site Plan

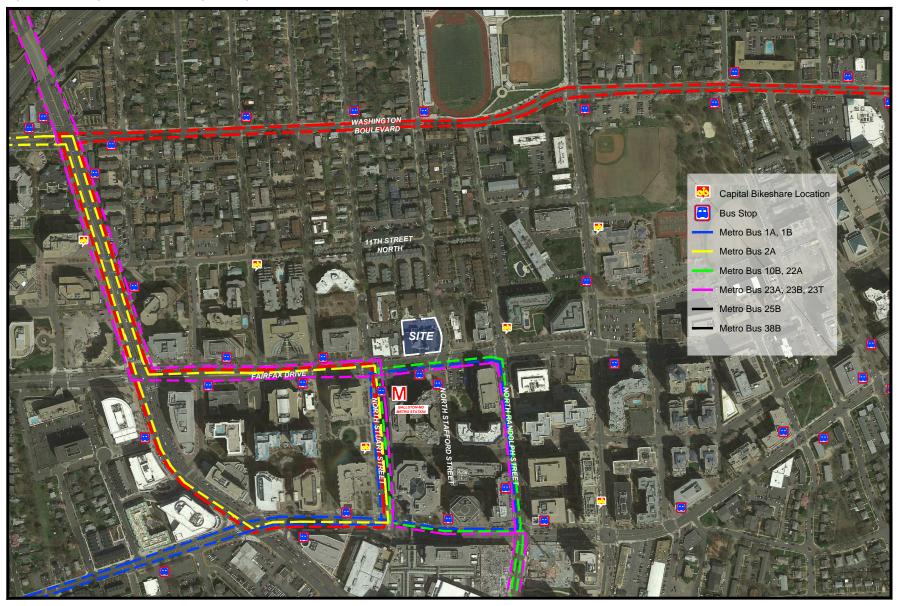


Figure 2A
Transit Facilities Map
Metro Bus Routes

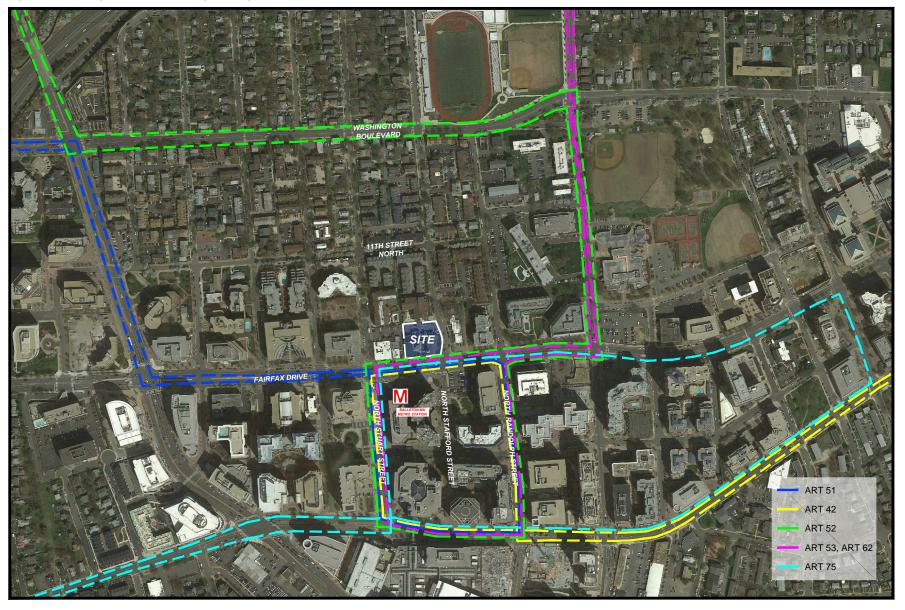


Figure 2B
Transit Facilities Map
ART Routes

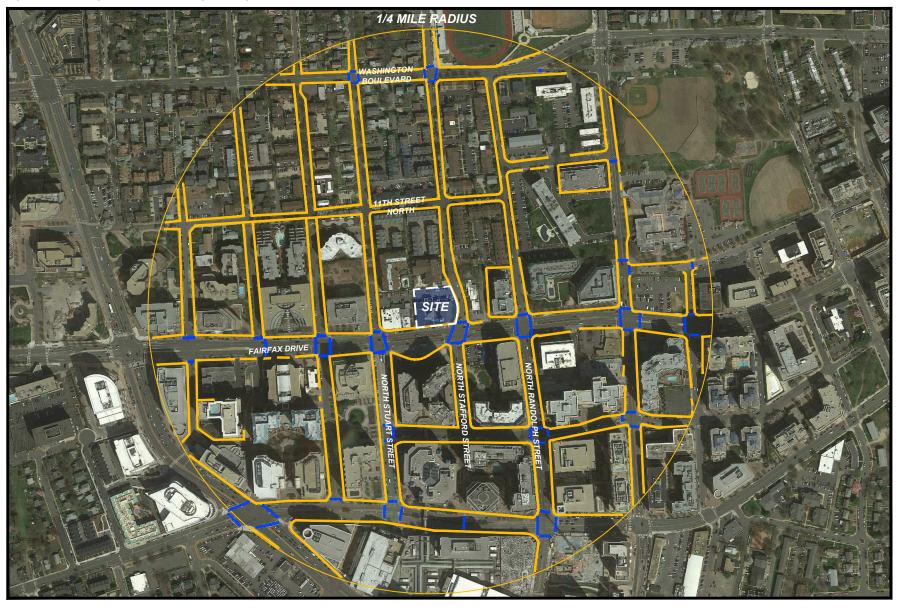


Figure 3
Pedestrian Infrastructure
1/4 Walk Shed

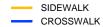




Figure 4
Bicycle Facilities



Table 1Ballston Station
Summary of APAH Sites

Project	Address	Supply Demand							
		Dwelling Units	Total Parking Spaces	Parking Ratio	Spaces Used at Maximum Occupancy 12 to 3 AM	Parking Occupancy Cars Parked/Unit	Property Walkability, Transit, Bike Score	Distance to Metro and Bus	Existing TDM Measures at the site
Arlington Mill	901 S. Dinwiddie St. Arlington, VA 22204	122	117	0.96	110	0.9	Walk Score = 68%, Transit = 57%, Bike = 64%	0.02 miles to Metrobus; 0.01 miles to ART	Yes
Arna Valley View	2300 S. 25th St. Arlington, VA 22206	101	176	1.74	118	1.17	Walk Score = 66%, Transit = 50%, Bike = 82%	0.36 miles to Metrobus; 0.02 miles to ART	No
Barkalow	2708-2718 N. Pershing Dr. Arlington, VA 22201	14	0	0	0	0	Walk Score = 81%, Transit = 62%, Bike = 80%	0.02 miles to Metrobus	No
Buchanan Gardens	926 S. Buchanan St. Arlington, VA 22204	111	91	0.82	79	0.71	Walk Score = 69%, Transit = 57%, Bike = 66%	0.11 miles to MetroBus and ART bus	No
Calvert Manor	1925-1927 N. Calvert St. Arlington, VA 22201	23	19	0.83	6	0.26	Walk Score = 84%, Transit = 62%, Bike = 82%	0.06 miles to Metrobus; 0.11 miles to ART	No
Cameron Commons	2036-2040 N. Cameron St. Arlington, VA 22207	16	17	1.06	11	0.69	Walk Score = 80%, Transit = 40%, Bike = 77%	0.02 miles to Metrobus; 0.22 miles to ART	No
Columbia Grove	1010 S. Frederick St. Arlington, VA 22204	208	217	1.04	163	0.78	Walk Score = 59%, Transit = 59%, Bike = 53%	0.08 miles to Metrobus; 0.01 miles to ART 0.13 miles to	No
Courthouse Crossings	1410 N. Scott St. Arlington, VA 22209	112	93	0.83	73	0.65	Walk Score = 76%, Transit = 69%, Bike = 68%	Metrobus; 0.22 miles to ART; 0.4 miles to	No
Fisher House	1111 N. Kenilworth St. 1211-1201 N. Kennebec St. 5701N. 11th Rd. Arlington, VA 22205	33	0	0	0	0	Walk Score = 62%, Transit = 42%, Bike = 76%	0.14 miles to Metrobus; 0.65 miles to ART	No
Leckey Gardens	2031-2037 N. Woodrow St. Arlington, VA 22207	40	43	1.08	33	0.83	Walk Score = 79%, Transit = 36%, Bike = 79%	0.12 miles to Metrobus; 0.12 miles to ART	No
Marbella	1301 N. Queen St. Arlington, VA 22209	134	84	0.63	62	0.46	Walk Score = 85%, Transit = 69%, Bike = 73%	0.05 miles to Metrobus; 0.04 miles to ART	No
Parc Rosslyn (Affordable Only)	1531 N. Pierce St. Arlington, VA 22209	100	64	0.64	46	0.46	Walk Score = 92%, Transit = 73%, Bike = 74%	0.1 miles to Metrobus; 0.43 miles to Rosslyn Metro Staiton; 0.45 miles to Clarendon Metro Station	No
	555 N Thomas Street						Walk Score = 90%, Transit = 75%, Bike	0.02 miles to Metrobus; 0.5 miles to ART; 0.5 miles from Ballston	

Notes:

1. Data compiled by APAH