

McCABE

MEMORANDUM

TO: Sarah Lemke, Chairperson, Medfield Planning Board
Sarah Raposa, Town Planner, Town of Medfield

FROM: Kathleen McCabe, FAICP

DATE: April 3, 2020

SUBJECT: Citizen's Petition to Amend MSH Zoning as to Parking for Assisted Living Facilities from 0.41 to 0.82

The purpose of this memorandum is to provide background and a technical review of the Citizen's Petition to Amend Table 2 in Article 300-20 "Medfield State Hospital District" **to adjust the minimum parking requirement for Assisted Living Facilities from 0.41 to 0.82 spaces per unit.**

Background

The Town of Medfield adopted zoning for the Medfield State Hospital District (MSHD), Article 300-20 of the Zoning Bylaw, in November 2019. The Town is the sole owner of the property, the former state hospital campus, contained within the MSH Zoning District. The Town has stated its intention to solicit development proposals to redevelop said property based on the Medfield State Hospital Strategic Reuse Master Plan (MSH Master Plan). The MSH Master Plan informed the zoning article adopted by Town Meeting. The MSH Master Plan balanced competing desires and aspirations for the future of the state hospital grounds, including the desire to retain open space and to provide adequate parking. The MSH Master Plan envisions a mix of uses at the site. Accordingly, the MSHD zoning stipulates required parking standards for a range of different uses that will contribute in aggregate to the total parking to be built and provided. The Plan encourages development of shared use parking and the MSHD zoning enables shared use parking. The Town has not yet solicited development proposals. The Planning Board will review proposed site plans including parking for future development in MSHD.

1. Article 300-20 establishes parking minimums. The current zoning regulations provide for a minimum of 0.41 parking spaces per assisted living unit. The current zoning also stipulates a parking maximum of 180% of the spaces stipulated in Table 2, Minimum Required Motor Vehicle Parking for Development by Land Use/Building Type in MSHD. This means that a developer may propose between 0.41 parking spaces to 0.738 parking spaces per unit and be in conformance of the existing MSHD zoning bylaw provisions.
2. A review of other suburban communities' zoning bylaws indicates that several have comparable parking requirements to the MSHD's 0.41 parking spaces per assisted living unit and are considerably below the Citizen's Petition proposed increase to 0.82 parking spaces per assisted living unit in the minimum parking requirements, as noted in Table 1 below.

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Table 1. Comparative Zoning Requirements for Parking for Assisted Living.

Municipality	Parking Requirements for Assisted Living Facilities per Zoning Bylaw	Effective Ratio of Parking Spaces to Units
Arlington	<i>Assisted Living:</i> 0.4 parking spaces per dwelling unit.	0.4
Attleboro	<i>Elderly & Handicap Housing:</i> 1 parking space per 3 dwellings.	0.33
Burlington	<i>Assisted Living and Congregate Care, CCRC:</i> 1 parking space per 3 dwelling units plus 1 space for every 2 employees during largest shift.	0.33 plus
Concord	<i>Assisted Living:</i> 0.35 parking spaces per dwelling unit plus 1 space per 2 employees during largest shift, plus 1 space per company vehicle kept on premises.	0.35 plus
Dedham	<i>Assisted Living:</i> 0.3 parking spaces per dwelling unit plus 1 parking space per employee on the largest shift. <i>Senior Campus Housing District:</i> Same parking requirement in general parking table.	0.33 plus
Lexington	<i>Assisted Living Residence:</i> 0.4 parking spaces per living unit.	0.4
Needham	<i>Elder Housing with Services and Elder Services Zoning District:</i> 0.5 parking spaces per dwelling unit.	0.5
Newton	<i>Elderly housing with services facility, residential care facility, elderly congregate living:</i> 1 parking space per 2 dwelling units, 1 parking space per 4 nursing beds and 1 parking space per 3 employees. <i>In locations with adequate transportation:</i> 0.25 parking spaces per dwelling unit.	0.5 plus With transit: 0.25
North Attleborough	<i>Assisted Living:</i> 0.40 spaces per sleeping unit plus 1 employee parking space per 15 units.	0.47
Walpole	<i>Residential Care Continuum Assisted Living:</i> 2 parking spaces for every 3 units of assisted living.	0.67
Wellesley	<i>Assisted Elderly Housing, Independent Elderly Housing, Nursing Homes & Skilled Nursing:</i> Minimum 0.25 parking spaces per bed with a Maximum of 1 space per bed.	0.25 min < space < 1 max

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3. In 2016 as part of the review of a proposed assisted living facility in Medfield, LCB Assisted Living and its transportation engineer, McMahon Associates conducted a survey of parking demand and usage at LCB's three suburban facilities at various times of the week and weekend, which is replicated in the table below.

The parking demand survey found that parking demand is below the 0.41 parking space/unit rate minimum standard containing in the MSHD requirements at all periods, except for the weekday mid-day period. The weekday mid-day demand rate at LCB facilities increased to 0.55 spaces per unit. This rate is within the minimum and maximum parking demand ratios contained within the existing provisions of Medfield's MSHD requirements. The proposed change in the Citizen's Petition of the parking minimum to 0.82 for assisted living is over forty percent higher than the peak demand rates found in the LCB parking usage and demand survey.

Table 2. Existing Parking Demand Rates (spaces/unit) at LCB Assisted Living Facilities, 2016.

Assisted Living Facility Location	Weekday Morning	Weekday Mid-Day	Weekday Afternoon	Saturday Mid-Day	Sunday Mid-Day
Dedham, MA	0.38	0.58	0.40	0.38	0.42
Dartmouth, MA	0.35	0.51	0.33	0.40	0.27
South Windsor, CT	0.34	0.56	0.38	0.39	0.36
Average	0.35	0.55	0.37	0.39	0.35

Source: McMahon Letter to Medfield Planning Board and Zoning Board of Appeals, dated June 1, 2016.

4. A trip generation and parking demand survey study of assisted living facilities in several states (AZ, CA, FL, IL, NJ, PA) presented at the Transportation Research Board (TRB) by Stephen B. Corcoran, PE found that the "peak parking demand occurred during the mid-day between 11:00 am and 3:00 pm." The peak parking demand rates per unit for assisted living facilities surveyed ranged from a low of 0.214 to a high of 0.579, with an average peak parking demand rate of 0.404 parking spaces per assisted living dwelling unit. TRB is the premier transportation research entity in the US, and is part of the National Academies of Science, Engineering & Medicine.
5. The Institute of Transportation Engineers (ITE) publishes the leading handbook and guidance on traffic generation rates and parking demand rates in the United States. ITE is viewed as a reliable source for establishing parking standards. ITE has been critiqued in planning and smart growth circles for over-estimating parking demands. ITE in response, in its 4th Edition of the Parking Generation Manual, provides standards for both the average peak demand and the 85th percentile peak period demand. Seeking to

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balance parking demands with the desire to preserve and retain the most open space, the drafting of the zoning provisions for MSHD relied on the average peak parking demand standard for assisted living facilities of 0.41 parking spaces per dwelling unit. The 85th percentile peak period demand specified by ITE for assisted living facilities is 0.54 parking spaces per dwelling unit.

- The proposed change calls for a minimum of 0.82 parking spaces per unit. The proposed change would create, if adopted, an allowable range of parking per Article 300-20 of a minimum of 0.82 spaces to a maximum of 1.476 parking spaces per unit. The proposed change in the minimum number of required parking spaces for assisted living from 0.41 parking spaces to the proposed 0.82 parking spaces could result in utilizing nearly four times as much land for surface parking, as illustrated in the sample scenarios contained in Table 3 below.

Table 3. Projected Land Needed to Accommodate Parking for Assisted Living.

Scenario Options	Parking Spaces & Land Required at 300 SF/ Pkg Space	Existing MSHD Parking Regulations		Proposed Citizen's Petition Change	
		Minimum	Maximum	Minimum	Maximum*
		0.41	0.738	0.82	1.476
20 units of Assisted Living	Parking Spaces	8	15	16	30
	Land Required SF	2,400 sf	4,500 sf	4,800 sf	9,000 sf
	Land Acres	0.06 ac	0.10 ac	0.11 ac	0.21 ac
50 units of Assisted Living	Parking Spaces	21	37	41	74
	Land Required SF	6,300 sf	11,100 sf	12,300 sf	22,200 sf
	Land Acres	0.14 ac	0.25 ac	0.28 ac	0.51 ac
100 units of Assisted Living	Parking Spaces	41	74	82	148
	Land Required SF	12,300 sf	22,300 sf	24,600 sf	44,400 sf
	Land Acres	0.28 ac	0.51 ac	0.56 ac	1.02 ac

Source: McCabe Enterprises.

*The Citizen's Petition proposes an increase in the parking requirements from the existing 0.41 to 0.82 in Table 2 of Article 300-20. The MSHD bylaw does not explicitly reference the maximum parking provision in Table 2. However, its adoption would trigger this result in the maximum, which the existing bylaw states in Section 8, Sub-section G is 180% of the parking stipulated in Table 2 of the bylaw.

- The way people travel is changing. Although Medfield does not have public transit, Medfield residents and visitors are using ride-sharing services. In 2018, ride share services (Uber and Lyft) provided 10,229 rides originating in Medfield and 12,141 rides ending in Medfield for a total of 22,370 rides. This was a 39% increase over the prior year. 2018 ridership data indicated that 1,471 rides both originated and ended in Medfield. Ride sharing services do not require use of parking spaces. They do require

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drop off areas with curb space access. 2018 data is the most recently available statewide data on ride sharing utilization, <https://tnc.sites.digital.mass.gov/>.

The zoning for Medfield State Hospital was adopted by Town Meeting in November 2019. At this time, there have been no specific proposals for redevelopment submitted. In the event, that a proposal is submitted and the anticipated parking demand is higher than the parking requirements specified in Table 2 of Article 300-20, MSHD Zoning, the Town, the Planning Board, and the proponent have several existing tools that they can use to address this issue. These tools include:

- Reliance on both the existing parking minimums and maximums specified in the by-law.
- Use of a Transportation Management Plan to manage parking demand.
- Use of Shared-Use Parking strategy as allowed by the zoning by-law. The peak use for assisted living facilities is weekday mid-day. This is typically a time when the nearby residential uses as noted in the MSH Master Plan would have a lower parking demand.
- Use of Alternative Transport, such as shared-ride serves or transport vehicles operated by the assisted living facility itself.
- Relief from the existing parking requirements by the Zoning Board of Appeals, if warranted.