

## **Application and Deadline for Action**

Cities and counties in Oregon’s metro areas are required to adopt comprehensive plan amendments and land use regulations to meet the requirements in OAR 660-012-0405 no later than June 30, 2023. (OAR 660-012-0012)

Cities and counties may request an alternative deadline under OAR 660-012-0012(4), and cities under 10,000 population may request whole or partial exemptions under OAR 660-012-0100(4).

## **Discussion**

*OAR 660-012-0405(1): Cities and counties shall adopt land use regulations as provided in this section:*

- (a) Designated employee parking areas in new developments shall provide preferential parking for carpools and vanpools;*
- (b) Property owners shall be allowed to redevelop any portion of existing off-street parking areas for bicycle- oriented and transit-oriented facilities, including bicycle parking, bus stops and pullouts, bus shelters, park and ride stations, and similar facilities; and*
- (c) In applying subsections (a) and (b), land use regulations must allow property owners to go below existing mandated minimum parking supply, access for emergency vehicles must be retained, and adequate parking for truck loading should be considered.*

This rule carries over and slightly expands requirements from the previous Transportation Planning Rules. Cities and counties likely have provisions conforming with (a) and the transit provisions of (b), which can be updated to include the bicycle portions of (b). Subsection (c) clarifies some standards and limits to (a) and (b).

*OAR 660-012-0405(2): Cities and counties shall adopt policies and land use regulations that allow and encourage the conversion of existing underused parking areas to other uses.*

This rule is intended to minimize the opportunity cost of parking by encouraging other beneficial uses to take its place, especially in situations where parking is underused. The primary intent is for conversion of on-street parking. Envisioned uses for conversion include parklets (installations providing protected space for gathering), bicycle parking, and vegetation/soft-scape areas. Application of this rule to off-street parking areas is also encouraged, for items such as food carts or parklets.

There is not a specific definition of ‘underused’ in this rule. Underuse can be evaluated on a block or district basis. This can allow for conversion of frequently occupied spaces abutting storefronts if there are other underutilized spaces in the vicinity. Underuse of off-street parking areas is more likely to be determined by a property or business owner

who observes actual parking demand and use of spaces. [One study](#) of repurposed parking found restaurant and bar revenue grew 19% when they were allowed to redevelop parking.

**Policies:** Jurisdictions should adopt policies pursuant to this rule into their Transportation System Plan. Many jurisdictions include a parking chapter or element, and DLCD suggests this would be the most appropriate location for such policies.

Policies should be enacted allowing conversion of parking spaces in the right-of-way. There should be a clear, consistent, and easy application process for parking conversion requests. Jurisdictions are encouraged to proactively identify underused on-street parking that can be converted to active uses. Nothing in this rule is intended to limit jurisdiction's ability to limit the number of converted spaces in an area or district, retain an appropriate supply of ADA spaces, or to decline requests that may pose a safety hazard.

**Land Use Regulations:** DLCD does not expect the use and conversion of on-street parking spaces to be governed by land use regulations, per ORS 197.015(10)(b)(D). Jurisdictions are encouraged, but not required, to address conversion of off-street parking spaces in their development code. See the Additional Recommendations section for suggestions regarding land use regulations to encourage conversion of underutilized off-street parking spaces.

*OAR 660-012-0405(3): Cities and counties shall adopt policies and land use regulations that allow and facilitate shared parking.*

Shared parking is a frequently used smart development strategy that minimizes the amount of land devoted to automobile parking and the costs to businesses and local builders. This rule ensures this practice is allowed within metropolitan areas. Many development codes may already allow the use of shared parking to satisfy parking mandates, and few, if any, amendments will be necessary.

**Policies:** Jurisdictions should adopt policies pursuant to this rule into their Transportation System Plan. Many jurisdictions include a parking chapter or element, and DLCD suggests this would be the most appropriate location for such policies. It may be appropriate to restate adopted policies in a purpose statement that precedes implementing regulations.

**Land Use Regulations:** Jurisdictions should amend the development regulations to allow shared parking to satisfy applicable parking mandates. Land use regulations will be compliant with the 'facilitate' provision of this rule if the shared parking process does not involve applicability limitations, approval criteria, or an application process that discourages shared parking through unreasonable cost or delay. See the Additional Recommendation section below for rules that jurisdictions may choose to implement to broaden opportunities for shared parking.

The department expects to consider jurisdictions opting to repeal parking mandates pursuant to OAR 660-012-0420 in compliance with this section. That action removes the

burden on builders and businesses to meet parking mandates. However, jurisdictions interested in most efficient use of land may consider actions to assist with shared parking, such as providing data to landowners and businesses about underused parking spaces through utilization studies.

*OAR 660-012-0405(4): Cities and counties shall adopt land use regulations for any new development that includes more than one-quarter acre of surface parking on a lot or parcel as provided below.*

The first subsection requires that a development installs solar panels on the property at a ratio of 0.5 KW per space, pays \$1,500 per parking space into a public fund for wind or solar energy development, or provides a tree canopy covering at least 50% of the parking lot. Projects being built by a public entity have an additional option of compliance with OAR 330-135-0015 in lieu of the three options described above.

The second and third subsections require large parking areas to provide street trees and streetscape elements to emulate the urban design of a public street in a commercial core and create a more bicycle and pedestrian friendly environment. These standards are very similar to Transportation Planning Rules requirements that have been in place for many years for very large parking lots.

The final two sections deal with coordinating tree planting with the electric utility and adopting tree installation and maintenance rules.

*OAR 660-012-0405(4)(a): “Cities and counties shall adopt land use regulations for any new development that includes more than one-quarter acre of surface parking on a lot or parcel as provided below:”*

Jurisdictions must establish standards that are applicable to a lot or parcel that has more than  $\frac{1}{4}$  acre of surface parking (10,890 square feet). This is approximately 35 or more parking spaces for typical parking lot design. This rule is intended to be a cumulative calculation for all surface parking on a lot (e.g. rule applies if site has two  $\frac{1}{8}$  acre parking areas serving the development). Jurisdictions are encouraged to craft regulations applying these standards to any parking area more than  $\frac{1}{4}$  acre in total even if it spans multiple properties with less than  $\frac{1}{4}$  acre of parking on any individual lot or parcel. This situation may arise in developments such as a shopping center with parking areas shared between buildings on individual parcels.

Calculating the  $\frac{1}{4}$  acre threshold should be based on the area measured around the perimeter of all parking spaces, maneuvering areas, and interior landscaping.

The rule is silent regarding applicability for developments with existing parking areas of more than  $\frac{1}{4}$  acre or developments that expand existing parking areas above  $\frac{1}{4}$  acre. Jurisdictions are encouraged to enforce regulations to bring non-conforming surface parking closer to conformance, balanced with rights afforded to nonconforming developments by the state or local jurisdiction.

The department recommends reviewing OAR 660-012-0330(4) when revising development code requirements for parking lots. That rule establishes requirements for vehicle parking lot placement and design in commercial and mixed-use districts, including climate-friendly areas.

OAR 660-012-0405(4)(a)(A): *“Installation of solar panels with a generation capacity of at least 0.5 kilowatt per parking space on the property. Panels may be located anywhere on the property. In lieu of installing solar panels on site, cities may allow developers to pay \$1,500 per parking space in the development into a city or county fund dedicated to equitable solar or wind energy development or a fund at the Oregon Department of Energy designated for such purpose”*

This option has two parts. The first provision allows installation of solar panels on a property (on a building, over a parking lot, or on vacant land. The second provision allows a fee-in-lieu payment into a fund. Some Oregon cities (Vernonia, Klamath Falls, Roseburg, Albany) have had fee-in-lieu funds set up as an option to providing off-street parking; cities can set up a similar, separate fee-in-lieu system to be used for equitable solar or wind energy development projects.

The Oregon Department of Energy has had such dedicated funds in the past, and DLCD is working to see if ODOE may have a fund that qualifies under this provision, and the ability to accept payments.

OAR 660-012-0405(4)(a)(B): *“Actions to comply with OAR 330-135-0010”*

This option was written only to apply to public buildings already meeting green energy requirements in state law and rule. Those spending the 1.5% on green energy need not take additional steps under this subsection.

OAR 660-012-0405(4)(a)(C): *“Tree canopy covering at least 50 percent of the parking lot at maturity but no more than 15 years after planting.”*

The department recommends determining parking lot area by measuring all surface area on which a vehicle is designed to maneuver/on which a vehicle can drive, including all parking stalls, all drives and drive-through lanes within the property regardless of length, and all maneuvering areas regardless of depth. Jurisdictions can set reasonable exemptions for paved areas not for use by passenger vehicles (such as loading areas or outdoor storage of goods or materials). This calculation method differs from the calculation for the ¼ acre threshold. Excluding some areas for this portion of the rule is recommended to make the 50% standard practicable to achieve.

To determining canopy coverage, jurisdictions must calculate the expected diameter of the tree crown at 15 years. The 15-year time period applies regardless of whether the tree will be mature at that time. Jurisdictions may want to adopt an approved list of parking lot trees. Existing street tree lists may be a good starting point for creating such a list. A list will need to include the expected crown diameter at 15-years, and not just crown

diameter at maturity. Existing mature trees that are preserved can be counted at their existing diameter.

Tree cover should be measured from a plan view of the tree planting plan and expected crown diameter at 15 years. The rules do not require and is not intended to be based on calculation of tree shade (i.e., taking into account the amount of shade cast on a given date and time of day by the 3-dimensional canopy). Area under the canopy that is either paved surface or parking landscaping (interior or perimeter) should be counted toward meeting the coverage standard. Note that counting tree canopy over landscaped area will give credit for tree canopy coverage to areas that are not counted as parking lot area. A significant percentage of a tree’s canopy will necessarily cover landscaped area. This methodology makes the 50% standard more broadly achievable.

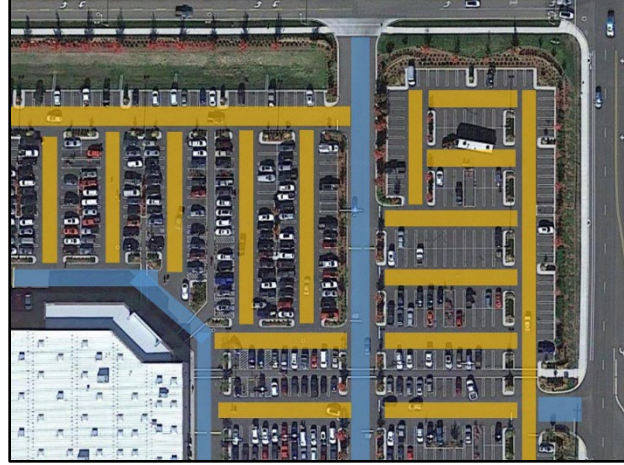
Canopy that covers structures should not be counted toward meeting the coverage standard. It is acceptable to count tree canopy that covers unenclosed carports over parking spaces, such as those found in multi-dwelling developments.

Jurisdictions should not double-count coverage area if there is significant overlap in canopies. The department recommends the full area based on the 15-year crown diameter be counted for tree coverage where there is an overlap of 5 feet or less (measurement to be the length of a line segment within the overlap area of a line between tree trunk/canopy centers). This allows for a reasonable amount of canopy overlap since the rules require a continuous canopy.

OAR 660-012-0405(4)(b): *“Developments must provide street trees along driveways but are not required to provide them along drive aisles”*

“Driveway” and “drive aisles” are not specifically defined in the rules. The focus of rules 660-012-0405(4)(b) and (c) is parking lot driveways, and the intent of these rules is to require tree canopy and street features along major travel routes through a site. The typical characteristics of a driveway and drive aisle are as follows:

Driveway	Drive aisle
<ul style="list-style-type: none"> <li>• provides access to and from the surrounding streets, and connections through the site to buildings and parking lot drive aisles</li> <li>• does not provide direct access to parking stalls, or provides access to a limited number of parking stalls (only along a portion of its length; only on one side)</li> <li>• usually intersect with multiple other driveways and drive aisles along its length</li> </ul>	<ul style="list-style-type: none"> <li>• a vehicular access bordered by parking spaces,</li> <li>• primarily serves as access to those adjoining parking spaces</li> <li>• will have few or no intersections, with the exception of T-intersections, usually with abutting drive aisles</li> </ul>



*Parking lot driveways (blue) and drive aisles (orange)*

A development code will comply with this rule if a continuous canopy of street trees is required along a maneuvering area that meets the general description of a driveway. See guidance for OAR 660-012-045(4)(e) regarding a continuous canopy.

OAR 660-012-0405(4)(c): *“Developments must provide street-like design and features along driveways including curbs, pedestrian facilities, and buildings built up to pedestrian facilities.”*

Street-like features were an element in the previous Transportation Planning Rules and may be in existing codes. This section has been updated in this version of the rules.

See guidance in (b) above regarding the term ‘driveway’. The intent of this rule is to create driveways in larger parking lots that prioritize a pedestrian environment.

Curbs and pedestrian facilities should be provided along the entire length of driveways. Pedestrian facility crossings at intersections with drive aisles and other driveways should be demarcated, preferably by a raised surface that slows vehicular travel, or by different surface materials. Crossings demarcated only by striping are discouraged in that they have not been demonstrated to be safe or effective for pedestrian protection.

The requirement for buildings to be built to pedestrian facilities is intended to assist in safe walking in developments with large parking lots. The department recommends prioritizing placement of buildings along pedestrian facilities in the public right-of-way abutting the site. Where a building cannot be located along a public right-of-way, it should be built up to a pedestrian facility along an on-site driveway.

Being built up to the pedestrian facility is intended to create an active and pedestrian-friendly streetscape. Buildings should have a 0-foot or minimal setback from the facility, with the longest façade of the building oriented toward the pedestrian facility. Reasonable exceptions allowing a setback for some percentage of a building façade length can be allowed if the setback is for active space between a building and pedestrian facility (seating or display area, small plaza). Landscaped or other non-active area generally should not be located between the building and pedestrian facility. In no case should a

drive through, drive aisle, parking, or other area used by automobiles be located between the building and pedestrian facility.

The main building entrances should also be required to be located on the façade of the building that abuts the pedestrian facility. Secondary entrances from the parking area are discouraged, as they decrease foot traffic and activity along the intended primary pedestrian facility.



*Street-like features along parking lot driveways - pedestrian facilities, street trees, and buildings built up to pedestrian facilities.*

The main building entrances should also be required to be located on the façade of the building that abuts the pedestrian facility. Secondary entrances from the parking area are discouraged, as they decrease foot traffic and activity along the intended primary pedestrian facility.

Implementation of this rule will need to have a review path for residential development that involves clear and objective standards.

*“OAR 660-012-0405(4)(d): “Development of a tree canopy plan under this section shall be done in coordination with the local electric utility, including pre-design, design, building and maintenance phases.”*

Existing and newly planted trees are particularly susceptible to being damaged during site development. Existing trees may be damaged by inadequate protection or improper attention to utility infrastructure installation. Underground utility infrastructure can also compromise the health of newly planted trees if adequate spacing isn’t provided.

This rule is intended to ensure tree health is given specific consideration in the site planning and development process. Jurisdictions shall adopt requirements for an

applicant to coordinate with the electric utility provider during the project phases identified in this rule. Coordination with other utility providers is also encouraged. Verification of compliance can be provided by documentation from the electric utility provider and an applicant's licensed landscape architect or arborist certified by the International Society of Arboriculture. The jurisdiction is responsible only for establishing a coordination requirement and verifying compliance with the standard, not for directly performing or facilitating the coordination.

Jurisdictions are encouraged to create a list of trees appropriate for a range of available planter widths and overhead utility constraints in parking lots. This list should be created in coordination with utility providers. The list can be an initial resource for applicants and developers, but does not alone satisfy the coordination requirements for this rule. The preservation and survival of trees depends on an integrative process that considers tree health within the context of the site development process and site conditions after development.

*OAR 660-012-0405(4)(e): "In providing trees under subsections (a), (b) and (c), the following standards shall be met. The tree spacing and species planted must be designed maintain a continuous canopy. Local codes must provide clear and objective standards to achieve such a canopy. Trees must be planted and maintained to maximize their root health and chances for survival, including having ample high-quality soil, space for root growth, and reliable irrigation according to the needs of the species. Trees should be planted in continuous trenches where possible. The city or county shall have minimum standards for planting and tree care no lower than 2021 American National Standards Institute A300 standards, and a process to ensure ongoing compliance with tree planting and maintenance provisions."*

This rule aims to maximize the survival and long-term health of parking lot trees. The reference to subsection (c) instead of (d) is a scrivener's error expected to be corrected during the next rules revision.

Trees are healthier when planted in continuous groups with continuous root zones; this is the primary rationale behind the 'continuous canopy' requirement. To the extent possible, developments should plant continuous trees in a shared trench. The rule does not require all tree canopy on a site be continuous, as drive aisles and other design considerations will necessitate breaks between planted areas. However, trees should not be isolated into disconnected individual planters.

Parking lot lighting should be designed to work with a continuous tree canopy to the extent possible. Placement of lighting in a landscaped island (alongside parking spaces) can help to avoid breaks in the canopy of a parking area median (landscape strip between parking rows).

One approach to implement the continuous canopy requirement is to require groupings of at least three trees with a continuous canopy before any break of more than 3 feet is allowed. Canopy spacing shall be measured based on the expected diameter of the tree crown at 15 years.



This rule does not prohibit trees planted in individual interior landscape islands but does not count the canopy of such trees toward meeting requirements of this rule. This practice is not encouraged for parking lot design.

### *Tree standards*

Jurisdictions are encouraged to adopt the 2021 ANSI A300 by reference as the tree care standards for trees planted to fulfill these development requirements. The department encourages broader use of these standards for tree planting requirements in development ordinances. A jurisdiction may continue to use existing tree care standards or adopt tree care standards other than 2021 ANSI A300 if they ensure an equal or better standard of care for planting and maintenance.

*“Trees must be planted and maintained to maximize their root health and chances for survival...”* – This is a restatement of part of 2021 ANSI A300 standards. Cities following ANSI 2021 A300 standards are in compliance with this provision. Other jurisdictions are encouraged to adopt standards ensuring:

- planting in a continuous trench with a minimum 3’ soil depth and 6’ width
- use of silva cells, soil cells, or other similar methods to prevent root zone compaction
- Adequate soil volume for each tree, with at least 700 cubic feet of soil for medium trees and 1,050 cubic feet of soil for large trees
- Permanent drip irrigation that provides water deeper below the surface to encourage downward root growth

*“...a process to ensure ongoing compliance with tree planting and maintenance provisions.”*

Jurisdictions are encouraged to verify compliance with adopted tree planting standards at the time of site development. Jurisdictions with an arborist or staff with appropriate arboriculture training may perform inspections during site grading and at time of planting. If such resources are not available, a jurisdiction can require certification from a licensed landscape architect or arborist certified by the International Society of Arboriculture that the planting was performed per the approved site plans.

The rule does not prescribe a process to ensure ongoing compliance. Trees should be monitored for 3-5 years after planting to ensure the trees have been correctly planted and maintained. Compliance can be enforced through the city or county code enforcement process. The development code will need to have a requirement for the property owner to maintain required vegetation, and an enforcement process for remedying violations of the code.

OAR 660-012-0405(5) *“Cities and counties shall establish off-street parking maximums in appropriate locations, such as downtowns, designated regional or community centers, and transit-oriented developments.”*

This is language from the previous Transportation Planning Rules. Local codes should already be compliant with no changes needed.

## Model Code Language

OAR 660-012-0405(2):

*See examples in links below. DLCD staff recommends creating application packet, limiting supplemental information requirements to insurance/liability documentation, and setting review fees as close as possible to jurisdiction's actual processing/review costs.*

*See also:*

- City of Milwaukie [parklet code](#)
- City of Salem [parklet guide](#)
- City of Bend [parklet program](#)

OAR 660-012-0405(3):

*Shared parking. Required parking facilities for two or more uses, structures, or parcels of land may be satisfied by the same parking facilities used jointly. Shared parking shall be approved unless peak occupancy/demand of the uses directly conflict, and provided that the right of joint use is evidenced by a recorded deed, lease, contract, or similar written instrument establishing the joint use. Shared parking requests shall be subject to review and approval through Site Plan Review. [text from TGM Model Development Code for Small Cities]*

OAR 660-012-0405(4):

*Codes with examples of ordinances with parking lot tree requirements are:*

- City of Coburg: “Planning staff will confirm the proposed off-street parking area meets the standard based on an authoritative tree guide, or on a landscaping plan prepared by a licensed landscape architect or arborist certified by the International Society of Arboriculture.”
- City of Sacramento, CA [code](#)
- City of Davis, CA [code](#) and [guidance](#)

## Additional Recommendations

OAR 660-012-0405(2):

- Land use regulations for conversion of spaces in private off-street parking lots should be amended to allow items such as food carts or outdoor seating and display areas. Options for incorporating such allowances may include as a temporary use, as a use allowed through a Type I or similar process, or within off-street parking regulations as activities allowed within a parking lot.

OAR 660-012-0405(3):

- Allow greater distances between use and shared parking area – don't impose any distance (Model Code) or make distance ¼ mile or more; shorter distances are unnecessarily limiting
- Overlaps – loosen criteria dealing with overlaps between uses. State that shared parking shall be approved unless peak occupancy/demand of the uses directly conflict; indicate policy intent that default is approval rather than putting onus on applicant to demonstrate that there isn't substantial overlap. Other option to remove evaluation of peak demand hours – market forces will likely prevent parties from entering into shared parking agreements if they believe customers won't have a place to park
- Use/zone limitations – remove limitations that shared parking is only available for specific use types or in specific zones; no reason that residential uses cannot utilize shared parking.
- Multiple use sites – recognize that sites with multiple uses have a natural shared parking dynamic. Do not require formal shared parking approval for such situations where site is under a common ownership or owners have rights to collective parking areas. Provide 'by-right' quantity reductions for such situations – e.g. don't require parking to be 100% of the sum of the uses individually; provide alternate methodology (all uses calculated at 80% of required minimums; largest use at 100%, all other uses at 75%, etc.).
  - Example: City of Cornelius: *“If several uses occupy a single structure or parcel of land, the total requirements for off-street parking shall be the sum of the requirements of the several uses computed separately with a reduction of 10 percent to account for cross-patronage and shared parking benefits. Where the peak hours of operation of two or more uses do not substantially overlap, such uses may share off-street parking spaces as required by this title.”*

## Resources

Evan Manvel, DLCD – the language of these rules, deadlines, etc.  
[evan.manvel@dlcd.oregon.gov](mailto:evan.manvel@dlcd.oregon.gov) (971) 375-5979

Laura Buhl, DLCD – tree care and codes  
[laura.buhl@dlcd.oregon.gov](mailto:laura.buhl@dlcd.oregon.gov) (971) 375-3552

Ryan Marquart, DLCD – this guidance document  
[ryan.marquart@dlcd.oregon.gov](mailto:ryan.marquart@dlcd.oregon.gov) (971) 375-5659

TGM Model Code  
[www.oregon.gov/lcd/TGM/Pages/Model-Code.aspx](http://www.oregon.gov/lcd/TGM/Pages/Model-Code.aspx)

## Disclaimer

This document aims to provide more details about the rules, and how the department intends to administer the rules. Nothing in this document should be construed as Oregon Administrative Rules. A current copy of the adopted Transportation Planning Rules should be acquired from the [Oregon Secretary of State](#) and used to fulfill planning requirements.

## Rule Language

### 660-012-0405: Parking Regulation Improvements

- (1) Cities and counties shall adopt land use regulations as provided in this section:
  - (a) Designated employee parking areas in new developments shall provide preferential parking for carpools and vanpools;
  - (b) Property owners shall be allowed to redevelop any portion of existing off-street parking areas for bicycle-oriented and transit-oriented facilities, including bicycle parking, bus stops and pullouts, bus shelters, park and ride stations, and similar facilities; and
  - (c) In applying subsections (a) and (b), land use regulations must allow property owners to go below existing mandated minimum parking supply, access for emergency vehicles must be retained, and adequate parking for truck loading should be considered.
- (2) Cities and counties shall adopt policies and land use regulations that allow and encourage the conversion of existing underused parking areas to other uses.
- (3) Cities and counties shall adopt policies and land use regulations that allow and facilitate shared parking.
- (4) Cities and counties shall adopt land use regulations for any new development that includes more than one-quarter acre of surface parking on a lot or parcel as provided below:
  - (a) Developments must provide one of the following:
    - (A) Installation of solar panels with a generation capacity of at least 0.5 kilowatt per parking space on the property. Panels may be located anywhere on the property. In lieu of installing solar panels on site, cities may allow developers to pay \$1,500 per parking space in the development into a city or county fund dedicated to equitable solar or wind energy development or a fund at the Oregon Department of Energy designated for such purpose;
    - (B) Actions to comply with OAR 330-135-0010; or
    - (C) Tree canopy covering at least 50 percent of the parking lot at maturity but no more than 15 years after planting.
  - (b) Developments must provide street trees along driveways but are not required to provide them along drive aisles; and
  - (c) Developments must provide street-like design and features along driveways including curbs, pedestrian facilities, and buildings built up to pedestrian facilities.
  - (d) Development of a tree canopy plan under this section shall be done in coordination with the local electric utility, including pre-design, design, building and maintenance phases.
  - (e) In providing trees under subsections (a), (b) and (c), the following standards shall be met. The tree spacing and species planted must be designed to maintain a continuous canopy. Local codes must provide clear and objective standards to achieve such a canopy. Trees must be planted and maintained to maximize their root health and chances for survival, including having ample high-quality soil, space for root growth, and reliable irrigation according to the needs of the species. Trees should be planted in continuous trenches where possible. The city or county shall have minimum standards for planting and tree care no lower than 2021 American National Standards Institute A300 standards, and a process to ensure ongoing compliance with tree planting and maintenance provisions.
- (5) Cities and counties shall establish off-street parking maximums in appropriate locations, such as downtowns, designated regional or community centers, and transit-oriented developments.