



White Paper: Re-envisioning Personal Mobility

April 2018

Introduction

In 2014, the City of San Luis Obispo adopted its Circulation Element and Multimodal Transportation Impact Study Guidelines. These policy documents establish an aggressive mode split objective—50% auto, 20% bicycles, 18% walking and other, and 12% transit—with a matching budgeting policy. This paper explores how the City’s Zoning Regulations can help accommodate and encourage mode shift through changes in personal mobility options in San Luis Obispo. The paper provides examples of policies adopted by other municipalities in California and throughout the U.S. to encourage alternative modes of transportation. Short case studies of other countries are provided as well. Implications of applying these regulations in San Luis Obispo are presented at the end of this paper.

Encouraging mode shift will require that the City consider changes to public infrastructure and building code requirements, and even implement monetary incentives or penalties. These topics are beyond the scope of this paper.

This paper cites policies from the zoning codes of Boulder, Colorado and Davis, California, as they are both smaller university cities with progressive transportation policies. This paper also uses examples from the City of Santa Monica, as Santa Monica has fairly progressive zoning policies regarding mobility. Lastly, policies from a number of other cities are included to provide diverse ideas.

Defining the Future of Personal Mobility

“Personal mobility” is a term shared with the City Council and Planning Commission at the April 12, 2017 joint study session on the Zoning Regulations update. The topic was introduced as one of several policy issues meriting further investigation as to how the Zoning Regulations might implement new General Plan policies. This paper discusses the following personal mobility options that present alternatives to driving a personal, gasoline-powered car.

Privately Owned Vehicles

New technologies have increased **shared mobility's** popularity and decreased the need to own a personal vehicle. Shared mobility includes **car share** (e.g., ZipCar and Car2Go), **ride sourcing** (e.g., Lyft, Uber, and taxis), and **ridesharing** (e.g., UberPool and Lyft Line). In its current form, car sharing requires parking spaces where these cars can either be parked permanently (e.g., ZipCar) or temporarily (e.g., Car2Go), either in a private parking lot or public curbside spaces. Ride sourcing and ridesharing only require drop-off areas (curbside or in parking lots) for customer pick-up and drop-off.¹ Owners of these vehicles need private residential parking spaces or for taxi services, commercial lots.



ZipCar stations at San Diego State University.

Source: <http://www.kpbs.org/news/2009/dec/09/zipcar-rental-program-comes-san-diego-state-univer/>

The State of California

defines **zero emission vehicles (ZEVs)** as vehicles

with no harmful tailpipe

emissions, which include **hydrogen fuel cell electric vehicles** and **plug-in electric vehicles**. California is dedicated to promoting ZEVs adoption in the State.² Available charging infrastructure is key to ZEV success, and ZEVs need places to charge/refuel in residential and commercial areas.

Autonomous Vehicles

Autonomous vehicles are an emerging technology that have garnered a lot of attention in the transportation planning and engineering fields. Although high degrees of vehicle automation are currently available to consumers, it is not expected that autonomous vehicles will represent a majority share of vehicles on the road, with a new system of infrastructure to support it, for 15-25 years. With autonomous vehicles, significant efficiencies with utilization of roadways and increased capacity can be anticipated. However, this will be offset to some degree by more vehicles and additional vehicle miles travelled because of improved convenience and access to vehicles by those who may not otherwise be able to operate a vehicle today.

¹ ARCADIS, HR&A, and Sam Schwartz. 2017. Driverless Future: A Policy Roadmap for City Leaders.

² Governor's Interagency Working Group on Zero-Emission Vehicles. ZEV Action Plan. February 2013. [http://opr.ca.gov/docs/Governors_Office_ZEV_Action_Plan_\(02-13\).pdf](http://opr.ca.gov/docs/Governors_Office_ZEV_Action_Plan_(02-13).pdf)

Active Transportation

Walking and **bicycling**, both as their own methods of transportation and in combination with other modes (such as transit), are key to decreasing personal vehicle use. Considerations for zoning to encourage walking include pedestrian-friendly urban design and easily accessible mixes of uses. Cities can increase bicycle amenities—such as convenient short-term bicycle parking, secure long-term bicycle parking, and showers for employees at places of business—through zoning.

Other

Other devices used for local transportation include **electric bicycles**,³ **golf carts**, **personal mobility devices** (small wheeled electric alternatives to the car, such as the Segway or an electric scooter)⁴, and even skateboards, either human-powered or motorized. Zoning considerations include providing charging outlets or stations for these vehicles, short-term parking, and long-term storage.



Public electric bicycle parking in Victoria, British Columbia.

Source: <http://www.victoria.ca/EN/main/residents/parking/bicycle.html>



URB-E electric scooter locked to bicycle parking.

Source:

<http://escootery.com/index.php/2016/09/19/what-its-really-like-to-commute-on-an-urb-e-in-los-angeles/>

³ As of 2015, most electric bicycles are allowed on any trail or path non-motorized bicycles can use in the State of California. California AB 1096, 2015.

⁴ Litman, Todd and Robin Blair. January 2017. *Managing Personal Mobility Devices (PMD) on Nonmotorized Facilities*. Victoria Transport Policy Institute.

Potential Standards and Policies

The new or revised standards shown in Table 1 could be incorporated into the Zoning Regulations to encourage transportation mode shift and enhance personal mobility. Current San Luis Obispo zoning standards relating to each standard are included. Standards are divided into: 1) physical amenities developers can provide and 2) policy tools the City can use to encourage alternate means of transportation.

Table 1: Zoning Regulation Parking Options/Exceptions

Type of Standard	Definition	Reduction/Exception
Mechanical parking lifts	In commercial zones and multi-family developments, given certain requirements are met (with some level of discretionary review)	Mechanical parking lifts can satisfy some or all required parking.
Projects eligible for parking reductions (through a discretionary review process)	<p>Projects that have two or more types of uses where peak parking demands are at different times of the day</p> <p>Mixed-use projects that generate less off-site trip demand due the on-site relationship of the different land use types</p> <p>Projects that incorporate automobile trip reduction and travel demand management features above and beyond minimum standards</p>	Reduction amount determined based on a parking demand study that substantiates the reduction to the satisfaction of the City Public Works and Community Development Directors.
Off-site parking	<p>Parking allowed on different site, as long as it is within 300 feet of use, there are no barriers to pedestrian access, and there is adequate to supply on the proposed site. Parking spaces within the public right-of-way are not eligible for off-site parking requirements.</p> <p>(discretionary review required)</p>	Some or all required parking can be located off site. Off-site parking provisions shall be recorded on property title.
In-Lieu Fee Districts	Projects within adopted in-lieu fee parking districts	Some or all required parking can be via participation in the adopted in-lieu fee parking district.

Table 1: Zoning Regulation Parking Options/Exceptions

Type of Standard	Definition	Reduction/Exception
Tandem Parking	Allowed in residential uses, hotel/restaurant projects in the Downtown Commercial zone, and office, given certain requirements are met	
Elderly housing parking		One-half space per dwelling unit or one space per four occupants of a group quarters
Low-income housing parking		One car and one bicycle space per dwelling unit

Physical Amenities

Bicycle and Personal Mobility Device Parking and Amenities

The number of bicycle parking spaces currently required by the Zoning Regulations is determined by zone and as a percentage of required automobile spaces (see Exhibit 1). Minimum percentages apply regarding both short-term and long-term bicycle parking. All residential uses must provide interior space or lockers for two bicycles per unit regardless of automobile spaces provided. No requirements apply to parking or storage space for other types of personal mobility devices.

Exhibit 1: Bicycle Parking Space Requirements in Zoning Regulations

TABLE 6.5 BICYCLE PARKING SPACE REQUIREMENTS ^a

Zone	Number of bicycle spaces as a percentage of required auto spaces ^b	Minimum short-term ^c bicycle spaces	Minimum long-term ^{d/e} bicycle spaces
R-2, R-3, R-4	5%	100%	--
C-C, C-R, C-N, C-D	15%	50%	40%
O, BP	15%	10%	80%
C-T	5%	10%	80%
C-S, M	15%	10%	80%
PF (schools, junior high to college)	1 space per 3 students		
Park & ride lots	10%	--	100%

Source: SLO Municipal Code, 17.16.060, Table 6.5 Bicycle Parking Space Requirements

Considerations

A policy goal in the 2013 Bicycle Transportation Plan is that “All developments/subdivisions shall be designed with bicycle use as an equal and viable option for transportation to, from, and within a development” (Policy 1.6). To that end, the following revisions could be made to the Zoning Regulations.

- Update bicycle parking requirements. As recommended in the 2013 Bicycle Transportation Plan, zoning requirements affecting bicycle parking should be reviewed a minimum of every five years (Implementation Action 2.2.1). This is being addressed through the current Zoning Regulations update.
- Require showers/changing facilities. Shower and locker facilities are important for commuters who travel longer than 20 minutes by bicycle to work. As recommended in the 2013 Bicycle Transportation Plan, the City could require shower facilities for workplaces in the Zoning Regulations (Implementation Action 2.27.1) instead of solely as discretionary requirements for moderate- to larger-scale commercial projects.
- Add long-term bicycle and personal mobility devices standards. The 2013 Bicycle Transportation Plan includes standards for long-term bicycle parking. The City should incorporate these standards into the City’s Community Design Guidelines and/or Zoning Regulations. Long-term bicycle parking could also double as storage for other small personal mobility devices.

Also, as part of the Zoning Regulations update effort, City staff consulted with the Bicycle Committee to solicit recommendations to improve the “bike friendliness” of SLO toward achieving mode shift goals. The Committee suggested the following.

- The number of bicycle parking spaces should reflect the Circulation Element objective for 20% bicycle trips City wide.
- Explore opportunity to incorporate where bicycle parking may be located into the Zoning Regulations rather than Engineering Code and Community Design Guidelines.
- Establish bike parking requirements for parking structures.
- Consider an in-lieu fee program Downtown to provide public bicycle parking throughout Downtown.
- Bike parking should be based on land use instead of zone.
- Consider provisions for providing bicycle parking for carriage bicycles.

The Committee generally agrees that long-term bicycle parking should meet minimum building code requirements and preference should be provided for short-term parking, in conjunction with the existing requirement for two bicycle parking spaces per residential unit.

Vehicle Parking Requirements

The number of off-street parking spaces required by the current Zoning Regulations is determined by use type and either number of spaces per square foot or per unit/bedroom/bed. Required spaces cannot be rented or leased to off-site uses. The regulations state that the City's intent, where possible, is "to consolidate parking and to minimize the area devoted exclusively to parking and drives when typical demands may be satisfied more efficiently by shared facilities," and includes a number of reduction options and exceptions, as summarized in Table 1 above. (These are currently being reviewed for simplification as part of the Zoning Regulations update.)

Considerations

- Require priority parking spaces for high-occupancy vehicles in commercial developments, with the goal of increasing carpooling and vanpooling.⁵ For example, the City of Santa Monica requires commercial uses with over 50 parking spaces to reserve at least one space for car/vanpool use.⁶
- Reduce parking supply minimum numbers whenever possible as appropriate.
- Allow parking reduction for provision of car share parking spaces. For example, the City of Fort Collins, CO allows multifamily and mixed-use developments in Transit-Oriented Development overlay zones to reduce parking by replacing five regular parking spaces with one car share space.⁷
- Require developers to unbundle parking from individual residential units/non-residential space, and lease/sell spaces separately. San Francisco, for example, requires separate parking and housing costs in new residential buildings, which has led to a reduction in car ownership.⁸
- Allow a developer to reduce parking requirements if they provide new residents with transit benefits or other TDM programs. For example, the District of Saarich in British Columbia, Canada allowed a developer to reduce parking requirements in exchange for providing new residents with a transit pass for one year, a carshare vehicle membership for each unit, and secure underground bicycle storage.⁹
- Consider allowing other personal mobility devices to use motorcycle parking.

Electric Vehicle Charging Stations

Electric vehicles, electric bicycles, and other personal mobility device charging are not considered in the current Zoning Regulations.

⁵ TDM paper.

⁶ City of Santa Monica Municipal Code. 9.28.150.

⁷ City of Fort Collins Municipal Code. 3.2.2.

⁸ MTC. Parking Requirements & Unbundling. VPP Parking Project. <https://parkingpolicy.com/reduced-requirements/>.

⁹ TDM pg. 16

Considerations: Personal Electric Vehicles (PEVs)

The following standards could be added to the Municipal Code (not necessarily in the Zoning Regulations) to accommodate and encourage electric vehicle charging.

- Allow installation of PEV chargers in most or all zones outright. PEV charging is compatible and complementary with all uses. Allowing PEV charging as a permissible or accessory use in most or all zones can decrease time/cost barriers, such as additional parking requirements and review, to installation. The City of Lancaster’s Municipal Code permits electric vehicle charging stations in any single-family or multi-family residential garage and as an accessory use, as long as they meet basic requirements (see Appendix A).
- Allow PEV charging parking spaces to count towards minimum parking requirements.
- Require a minimum percentage of parking spaces in new construction be PEV ready based on current and anticipated demand. The City of Boulder, CO, for example, requires new multifamily and commercial structures with more than 25 parking spaces to have 10% of parking spaces with one 240-volt and one 120-volt dedicated charging receptacle outlet.¹⁰
- Modify building code to require PEV-ready wiring in new construction. California’s green building code provides voluntary standards that support PEV charging, including wiring for future electrical vehicle charging installations in residential buildings, standard wiring for future electrical vehicle charging installations at commercial, retail and other nonresidential locations, and minimum parking requirements. These can be adopted into the City’s ordinances to meet future demand and reduce costs for future retrofitting.¹¹
- Prohibit parking in spaces designated for charging electric vehicles unless the vehicle is a plug-in electric vehicle. California AB 475 authorizes local governments to require that cars located in a



Electric vehicle charging station at a multi-family apartment building.

Source: <http://www.plugincars.com/planning-electric-vehicle-ownership-accessible-apartment-dwellers-129340.html>

¹⁰ City of Boulder Municipal Code, Title 10 – Structures, Chapter 6 – Electrical Codes (10-6-4 and 10-6-5).

¹¹ California Green Building Standards Code of Regulations, Title 24, Part 11.

parking space with PEV charging equipment must be plugged in.¹² For example, the City of Boulder prohibits parking in spaces designated for charging an electric vehicle.¹³

Considerations: Electric Bicycles

- Require electrical outlets near bicycle parking to allow charging of e-bicycles and other electric personal mobility devices. For example, the City of Santa Monica requires at least one electrical outlet be available in each long-term bicycle parking area for e-bicycle charging.¹⁴

Pedestrian-Friendly Urban Design and Transit-Oriented

One of the stated goals in the Community Design Guideline is to “maintain and enhance [SLO’s] character as a compact community with distinctive, attractive, pedestrian-oriented commercial areas and neighborhoods.” The guidelines already contain numerous design goals to enhance the environment for walking, bicycling, and transit use.¹⁵

Considerations

- Codify key design guidelines that apply to residential developments to ensure they are implemented. The State of California no longer allows cities to deny housing projects if they comply with all objective general plan, zoning, and subdivision standards.

Policy Tools

Transportation Demand Management (TDM) “refers to a variety of strategies that change travel behavior (how, when, and where people travel) in order to improve transportation system efficiency and achieve key regional objectives, such as reduced traffic congestion, increased safety and mobility, and energy conservation and emission reductions.” The most successful TDM strategies are continuing, enforceable ordinances that are coupled with education and encouragement about the benefits of TDM. TDM strategies include Trip Reduction Ordinances (TROs), development agreements, and development fees.¹⁶

Trip Reduction Ordinances

Trip Reduction Ordinances require developers and/or employers to provide amenities or incentives to encourage the use of alternative transportation methods by employees or residents. These ordinances

¹² State of California. AB 475. Butler, Chapter 274, Statutes of 2011.

¹³ City of Boulder Municipal Code, Title 7 – Vehicles, Pedestrians, and Parking, Chapter 6 – Parking Infractions (7-6-30).

¹⁴ Santa Monica Municipal Code. 9.28.140(F)(1)(d).

¹⁵ City of San Luis Obispo. June, 2010. Community Design Guidelines.

¹⁶ SANDAG. May 2012. Integrating Transportation Demand Management Into the Planning and Development Process. https://www.icommutesd.com/documents/TDMStudy_May2012_webversion_000.pdf.

typically require a certain reduction in trips with rewards and penalties for compliance or noncompliance.¹⁷

SLO currently has a TRO that applies specifically to employers, called the “Commute Alternatives Rule.” This rule requires all employers with 100 or more employees to improve air quality by reducing air pollution from employee commute trips. Employers who fail to meet the specified target (1.5 average vehicle reduction, or AVR) must develop a trip reduction plan. Employers who exceed their AVR goal can sell trip reduction credits to employers who have not.¹⁸

SLO also allows developers to reduce the amount of parking they provide if they provide a reasonable justification for the reduction, including innovative project design, transportation demand management, or incentives that can reduce single-occupant vehicle travel to and from the site.¹⁹ This requires an Administrative Use Permit.

Considerations

- Expand the Commute Alternatives Rule to include employers with fewer than 100 employees, perhaps as low as 50. In the City of Santa Monica, employers with more than 10 employees must complete a Worksite Transportation Plan (requiring alternative transportation education) or Emission Reduction Plan (requiring implementation of alternative transportation strategies) depending on size.²⁰
- Require that new development projects or new users in existing buildings adopt trip reduction strategies. For example, the City of Boulder, CO requires new developments in higher-density residential and mixed-use zones to demonstrate that 55 percent of trips generated by the development during the highest peak travel time are made by a transportation mode other than a single occupant vehicle. This is demonstrated through a travel demand management plan that can include infrastructure and amenities, as well as a travel demand management operations program.²¹ The City of Santa Monica requires developments over a certain size to develop a TDM plan and meet a certain AVR.²²
- Encourage creative commute alternative programs, including: providing a commuter information center, charge employees market rate for parking (carpool free), provide a parking cash-out program, provide on-site car or bike share, offer flexible work hours and a telework

¹⁷ SANDAG. May 2012. Integrating Transportation Demand Management Into the Planning and Development Process. https://www.icommutesd.com/documents/TDMStudy_May2012_webversion_000.pdf.

¹⁸ SLO Municipal Ordinance. Chapter 11.04: Trip Reduction Measures.

¹⁹ These can include “carsharing, employer-paid transit passes, cashouts (i.e., trip reduction incentive plans), or off-peak work hours.” SLO Municipal Code 17.16.060.

²⁰ City of Santa Monica Municipal Code. Chapter 9.53. Summary available here: <https://www.smgov.net/Departments/PCD/Transportation/Employers/>.

²¹ City of Boulder Municipal Code. Chapter 9-9-22.

²² City of Santa Monica Municipal Code. Chapter 9.53.

program, offer subsidies for transit/carpool, offer a pre-tax deduction for transit/carpool/bicycle costs, etc.²³

Development Agreements

Cities have had success including TDM programs as part of written development agreements with developers. SLO currently has extensive requirements about development agreements, but these do not include TDM requirements.²⁴

Considerations

- Negotiate developer-sponsored TDM programs as part of written development agreements. Credit/benefits for each action should be clearly defined. The San Diego County Association of Governments (SANDAG) has published “Integrating Transportation Demand Management into the Planning and Development Process,” a paper that suggests a number of items to include in a written development agreement.²⁵

Development Fees

The Zoning Regulations currently allow properties with new construction, changes in occupancy, and additions to existing buildings in the Central Commercial Core to pay an in-lieu fee instead of providing on-site parking spaces. This fee goes to the City’s parking fund, which is used for the development or maintenance of parking that satisfies the parking demand of new development projects in the area.²⁶ SLO also requires payment of a transportation impact fee for new development.²⁷

Considerations

- Require all developers pay a Transportation Demand Management fee to help administer a TDM program. For example, the City of Santa Monica requires larger developments to pay a fee to help administer and educate about TDM policies.
- The City is currently updating its transportation impact fees in accordance with the State Law (AB1600) that requires developers to fund their fair share of projects and programs that mitigate city-wide transportation impacts caused by new development.²⁸

²³ SANDAG. May 2012. Integrating Transportation Demand Management Into the Planning and Development Process. https://www.icommutesd.com/documents/TDMStudy_May2012_webversion_000.pdf, pg. 18.

²⁴ SLO Municipal Code, Chapter 17.94.

²⁵ SANDAG. May 2012. Integrating Transportation Demand Management Into the Planning and Development Process. https://www.icommutesd.com/documents/TDMStudy_May2012_webversion_000.pdf, pg. 18.

²⁶ SLO Zoning Code 4.30, Parking In-Lieu Fees for the Central Commercial Zone

²⁷ SLO Municipal Code, Chapter 4.56.

²⁸ SLO General Plan: Circulation Element. 2014

Conclusions

Land use is a key component of transportation choices individuals make. The City must adopt innovative and forward-thinking land use policies to help achieve the City's aggressive mode split goals, including:

- Enhancing bicycle and personal mobility devices parking and amenities
- Implementing innovative parking reduction measures
- Preparing for and encouraging more widespread PEV adoption
- Codifying key design pedestrian-, bicycle-, and transit-oriented design guidelines
- Enhancing the City's Commute Alternatives Rule by expanding to additional employers and developers
- Creating guidelines for TDM measures to be included in development agreements
- Considering additional development fees to help support the above programs

Sources

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https://www.icommutesd.com/documents/TDMStudy_May2012_webversion_000.pdf.

State of California. AB 475. Butler, Chapter 274, Statutes of 2011.

Appendix A

Zoning Example for Installation of Plug-In Electric Vehicle Charging Stations (template adopted from the City of Lancaster’s Municipal Code)

Zoning Example for Installation of Plug-In Electric Vehicle Charging Stations

Snapshot: The goal of zoning for plug-in electric vehicles charging stations should be to ensure that charging is an allowed land use in as many types of zoning districts as possible, as either an accessory or a principal use. A template for zoning electric vehicle charging stations is provided. This template is adopted from City of Lancaster’s [Municipal Code](#).

Zoning Template

- An electric vehicle charging station (EVCS) shall be allowed within any legal single-family or multiple-family residential garage or carport subject to all applicable city code requirements in addition to the following.
 - The EVCS shall be protected as necessary to prevent damage by automobiles
 - The EVCS shall be designed to:
 - Be safe for use during inclement weather
 - Be tamper-resistant to prevent injury particularly to children
 - Be resistant to potential damage by vandalism
 - Be equipped with a mechanism to prevent the theft of electricity by an unauthorized user
 - The EVCS shall have complete instructions and appropriate warnings posted in an unobstructed location next to each EVCS
- An EVCS shall be permitted as an accessory use within any existing legal single-family or multiple-family residential garage or carport, or within any existing legal commercial parking space in a parking lot or in a parking garage, subject to all applicable city code requirements and the following.
 - EVCS for public use shall be subject to the following requirements:
 - The EVCSs shall be located in a manner that will be easily seen by the public for informational and security purposes and shall be illuminated during evening business hours
 - Be located in desirable and convenient parking locations that will serve as an incentive for the use of electric vehicles
 - The EVCS pedestals shall be protected as necessary to prevent damage by automobiles
 - The EVCS pedestals shall be designed to minimize potential damage by vandalism and to be safe for use in inclement weather
 - Complete instructions and appropriate warnings concerning the use of the EVCS shall be posted on a sign in a prominent location on each station for use by the operator
 - One standard nonilluminated sign, not to exceed 4 square feet in area and 10 feet in height, may be posted for the purpose of identifying the location of each cluster of EVCSs
 - The EVCS may be on a timer that limits the use of the station to the normal business hours of the use(s) that it serves to preclude unauthorized use after business hours
 - Electric vehicle charging stations for private use shall:
 - Be located in a manner that will not allow public access to the charging station
 - Comply with subsections G.1.c. and G.1.d. of this section
 - Electric vehicle charging stations for private use not located in a single-family residential garage or carport must also comply with subsection G.1.e. of this section.

