

AN ORDINANCE AMENDING ARTICLE XVIII OF THE CARRBORO LAND USE ORDINANCE (PARKING).

** DRAFT 4-23-04**

Section 1. Subsection 15-291(a) of the Carrboro Land Use Ordinance is to read as follows:

(a) Subject to Section 15-292.1, all developments shall provide a sufficient number of parking spaces to accommodate the number of vehicles that ordinarily are likely to be attracted to the development in question. In addition, all 9.200 and 9.400 classification uses shall provide sufficient vehicle storage area to accommodate the number of vehicles likely to be on the premises awaiting work or pending removal by their owners.

Section 2. **(Option 1)**. Subsection 15-291(g), the Table of Parking Requirements, is amended by revising the table to read as follows:

PART I.	
USE	PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)
1.100	2 spaces per dwelling unit plus one space per room rented out in each dwelling unit (see Accessory Uses, Section 15-150). These required spaces shall be in addition to any space provided within an enclosed or partially enclosed garage. (AMENDED 2/24/84; 08/27/96)
1.200	2 spaces for each dwelling unit, except that one bedroom units require only one space.
1.300	With respect to multi-family units located in buildings where each dwelling unit has an entrance and living space on the ground floor, the requirement shall be 1½ spaces for each one bedroom unit and 2 spaces for each unit with two or more bedrooms. Multi-family units limited to persons of low- or moderate-income or the elderly require only 1 space per unit. All other multi-family units require 1 space for each bedroom in each unit plus 1 additional space for every four units in the development. (AMENDED 5/10/83)
1.340	1 space per every four dwelling units. (AMENDED 01/11/00)
1.410 1.420	1 space for each bedroom.
1.430	1 space for each room to be rented.
1.510 1.520	1 space per room plus additional space for restaurant or other facilities.
1.530	2 spaces per main dwelling unit plus 1 space per room. (AMENDED 06/22/99)
1.61 1.62 1.63	3 spaces for every five beds except for uses exclusively servicing children under 16, in which case 1 space for every 3 beds shall be required.
1.900	4 spaces for offices of physicians or dentists; 2 spaces for attorneys; 1 space for all

<u>USE</u>	<u>PART I.</u> <u>PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)</u> others.
2.110	1 space per 200 square feet of gross floor area.
2.120 2.130	1 space per 400 square feet of gross floor area.
2.140	1 space per 200 square feet of gross floor area plus reservoir lane capacity equal to three spaces per window. (AMENDED 2/4/86)
2.150	1 space per 200 square feet in the portion of the building to be used for retail sales plus 1 space for every two employees on the maximum shift. (AMENDED 04/15/97)
2.210	1 space per 200 square feet of gross floor area. (AMENDED 2/4/86)
2.220 2.230	1 space per 400 square feet of gross floor area.
2.240	1 space per 200 square feet of gross floor area plus reservoir lane capacity equal to three spaces per window.
2.310	1 space per 200 square feet of gross floor area.
2.320	1 space per 400 square feet of gross floor area.
2.330	1 space per 400 square feet of gross floor area.
3.110	1 space per 200 square feet of gross floor area.
3.120	1 space per 400 square feet of gross floor area.
3.130	1 space per 150 square feet of gross floor area.
3.150	1 space per 200 square feet of ground floor area. (AMENDED 06/20/95)
3.210	1 space per 200 square feet of gross floor area.
3.220	1 space per 400 square feet of gross floor area.
3.230	1 space per 200 square feet of area within main building plus reservoir lane capacity equal to five spaces per window (10 spaces if window serves two stations).
3.250	3 spaces arranged in close proximity to this use. (AMENDED 09/01/92)
4.100 4.200	1 space for every two employees on the maximum shift except that in the B-1-G, B-2, B-3, and B-4 zones, such uses may provide 1 space per 200 square feet of gross floor area.
5.110	1.75 spaces per classroom in elementary schools 5.0 spaces per classroom in high schools.
5.120	1 space per 100 square feet of gross floor area.
5.130	1 space per 150 square feet of gross floor area.
5.200	1 space per every four seats in the portion of the church building to be used for

<u>USE</u>	<p style="text-align: center;">PART I.</p> <p style="text-align: center;"><u>PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)</u></p>
	<p>services plus spaces for any residential use as determined in accordance with the parking requirements set forth above for residential uses, plus 1 space for every 200 square feet of gross floor area designed to be used neither for services nor residential purposes.</p>
<p>5.310 5.320</p>	<p>1 space per 300 square feet of gross floor area.</p>
<p>5.400</p>	<p>1 space per 300 square feet of gross floor area.</p>
<p>6.110</p>	<p>1 space for every 3 persons that the facilities are designed to accommodate when fully utilized (if they can be measured in such a fashion -- example tennis courts or bowling alleys) plus 1 space per 200 square feet of gross floor area used in a manner not susceptible to such calculation.</p>
<p>6.120 6.130</p>	<p>1 space for every four seats.</p>
<p>6.140</p>	<p>1 space for every 200 square feet of gross floor area within enclosed buildings (AMENDED 2/2/88)</p>
<p>6.210 6.220</p>	<p>1 space per 200 square feet of area within enclosed buildings, plus 1 space for every 3 persons that the outdoor facilities are designed to accommodate when used to the maximum capacity.</p>
<p>6.230</p>	<p>Miniature golf course – 1 space per 300 square feet of golf course area plus 1 space per 200 square feet of building gross floor area; Driving range -- 1 space per tee plus 1 space per 200 square feet in building gross floor area; Par Three Course -- 2 spaces per golf hole plus 1 space per 200 square feet of building gross floor area.</p>
<p>6.240</p>	<p>1 space per horse that could be kept at the stable when occupied to maximum capacity.</p>
<p>6.250</p>	<p>1 space for every three seats.</p>
<p>6.260</p>	<p>1 space per speaker outlet.</p>
<p>7.100</p>	<p>2 spaces per bed.</p>
<p>7.200</p>	<p>3 spaces for every 5 beds</p>
<p>7.300 7.400</p>	<p>1 space for every two employees on maximum shift.</p>
<p>8.100</p>	<p>1 space per 100 square feet of gross floor area. (AMENDED 2/24/87)</p>
<p>8.200</p>	<p>1 space for every four outside seats. (AMENDED 2/24/87)</p>
<p>8.300</p>	<p>1 space for each drive-in service spot. (AMENDED 2/24/87)</p>
<p>8.400</p>	<p>Reservoir lane capacity equal to five spaces per drive-in window. (AMENDED 2/24/87)</p>
<p>8.500</p>	<p>Spaces to be determined according to projected level of carry-out service.</p>

<u>USE</u>	PART I. <u>PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)</u> (AMENDED 2/24/87)
8.600	1 space per 200 square feet of floor area plus one space per employee engaged in delivery service. (AMENDED 2/24/87)
9.100	1 space per 200 square feet of gross floor area plus an extra 810 square foot vehicle storage area per repair bay.
9.200	2 regular spaces per bay plus a 1,540 square foot vehicle storage area per bay. (AMENDED 2/4/86)
9.300	1 space per 200 square feet of gross floor area of building devoted primarily to gas sales operation; plus sufficient parking area to accommodate 2 vehicles per pump without interfering with other parking spaces.
9.400	2 regular spaces per bay and office plus an 810 square foot vehicle storage area per bay. (AMENDED 2/4/86, 10/20/92)
9.500	Conveyer type--1 space for every three employees on the maximum shift plus reservoir capacity equal to five times the capacity of the washing operation. Self-service type--2 spaces for drying and cleaning purposes per stall plus two reservoir spaces in front of each stall.
10.210 10.220	1 space for every two employees on the maximum shift but not less than 1 space per 5,000 square feet of area devoted to storage (whether inside or outside).
11.000	1 space per 200 square feet of gross floor area.
12.100 12.200	1 space per 200 square feet of gross floor area.
13.100 13.200 13.300 13.400	1 space per 200 square feet of gross floor area.
14.100 14.200 14.300 14.400	1 space for every 2 employees on maximum shift.
15.100 15.200	1 space per 200 square feet of gross floor area.
15.300	1 space for every 2 employees on maximum shift.
15.400	1 space per 100 square feet of gross floor area.
15.500	1 space per 400 square feet of gross floor area of the collection facility plus 1 space per employee or attendant. (AMENDED 6/28/83)
16.100	1 space per 200 square feet of gross floor area plus reservoir lane capacity equal to three spaces per window.

<u>PART I.</u>	
<u>USE</u>	<u>PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)</u>
16.200	1 space per 200 square feet of gross floor area.
19.000	1 space per 1,000 square feet of lot area used for storage, display, or sales. (AMENDED 5/12/81)
20.000 21.000	1 space per 200 square feet of gross floor area.
22.000	1 space for every employee plus 1 space per 250 square feet of floor area used for day care in addition to spaces for any residential use as determined in accordance with the parking requirements set forth above for residential uses.
23.000	1 space per 200 square feet of gross floor area.
<u>PART II. (APPLIES WHENEVER THE FOLLOWING USES ARE LOCATED OR PROPOSED TO BE LOCATED IN A BUILDING THAT CONTAINS MULTIPLE TENANTS)</u>	
<u>USE</u>	<u>PARKING REQUIREMENT</u>
1.300 TO 3.250	1 space per 200 square feet of gross floor area on the street level or ground floor of such building and 1 space per 300 square feet of gross floor area on all other floors of such building
8.100- 8.600	1 space per 200 square feet of gross floor area on the street level or ground floor of such building and 1 space per 300 square feet of gross floor area on all other floors of such building

Section 2. (Option 2). Subsection 15-291(g), the Table of Parking Requirements, is amended by revising the table to read as follows:

<u>PART I.</u>	
<u>USE</u>	<u>PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)</u>
1.100	2 spaces per dwelling unit plus one space per room rented out in each dwelling unit (see Accessory Uses, Section 15-150). These required spaces shall be in addition to any space provided within an enclosed or partially enclosed garage. (AMENDED 2/24/84; 08/27/96)
1.200	2 spaces for each dwelling unit, except that one bedroom units require only one space.
1.300	With respect to multi-family units located in buildings where each dwelling unit has an entrance and living space on the ground floor, the requirement shall be 1½ spaces for each one bedroom unit and 2 spaces for each unit with two or more bedrooms. Multi-family units limited to persons of low- or moderate-income or the elderly require only 1 space per unit. All other multi-family units require 1 space for each bedroom in each unit plus 1 additional space for every four units in the development. (AMENDED 5/10/83)
1.340	1 space per every four dwelling units. (AMENDED 01/11/00)

USE	PART I. PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)
1.410 1.420	1 space for each bedroom.
1.430	1 space for each room to be rented.
1.510 1.520	1 space per room plus additional space for restaurant or other facilities.
1.530	2 spaces per main dwelling unit plus 1 space per room. (AMENDED 06/22/99)
1.61 1.62 1.63	3 spaces for every five beds except for uses exclusively servicing children under 16, in which case 1 space for every 3 beds shall be required.
1.900	4 spaces for offices of physicians or dentists; 2 spaces for attorneys; 1 space for all others.
2.110	1 space per 200 square feet of gross floor area.
2.120 2.130	1 space per 400 square feet of gross floor area.
2.140	1 space per 200 square feet of gross floor area plus reservoir lane capacity equal to three spaces per window. (AMENDED 2/4/86)
2.150	1 space per 200 square feet in the portion of the building to be used for retail sales plus 1 space for every two employees on the maximum shift. (AMENDED 04/15/97)
2.210	1 space per 200 square feet of gross floor area. (AMENDED 2/4/86)
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3.150	1 space per 200 square feet of ground floor area. (AMENDED 06/20/95)
3.210	1 space per 200 square feet of gross floor area.
3.220	1 space per 400 square feet of gross floor area.
3.230	1 space per 200 square feet of area within main building plus reservoir lane capacity

<u>USE</u>	PART I. PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE) equal to five spaces per window (10 spaces if window serves two stations).
3.250	3 spaces arranged in close proximity to this use. (AMENDED 09/01/92)
4.100 4.200	1 space for every two employees on the maximum shift except that in the B-1-G, B-2, B-3, and B-4 zones, such uses may provide 1 space per 200 square feet of gross floor area.
5.110	1.75 spaces per classroom in elementary schools 5.0 spaces per classroom in high schools.
5.120	1 space per 100 square feet of gross floor area.
5.130	1 space per 150 square feet of gross floor area.
5.200	1 space per every four seats in the portion of the church building to be used for services plus spaces for any residential use as determined in accordance with the parking requirements set forth above for residential uses, plus 1 space for every 200 square feet of gross floor area designed to be used neither for services nor residential purposes.
5.310 5.320	1 space per 300 square feet of gross floor area.
5.400	1 space per 300 square feet of gross floor area.
6.110	1 space for every 3 persons that the facilities are designed to accommodate when fully utilized (if they can be measured in such a fashion -- example tennis courts or bowling alleys) plus 1 space per 200 square feet of gross floor area used in a manner not susceptible to such calculation.
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6.210 6.220	1 space per 200 square feet of area within enclosed buildings, plus 1 space for every 3 persons that the outdoor facilities are designed to accommodate when used to the maximum capacity.
6.230	Miniature golf course – 1 space per 300 square feet of golf course area plus 1 space per 200 square feet of building gross floor area; Driving range -- 1 space per tee plus 1 space per 200 square feet in building gross floor area; Par Three Course -- 2 spaces per golf hole plus 1 space per 200 square feet of building gross floor area.
6.240	1 space per horse that could be kept at the stable when occupied to maximum capacity.
6.250	1 space for every three seats.
6.260	1 space per speaker outlet.

PART I.	
USE	PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)
7.100	2 spaces per bed.
7.200	3 spaces for every 5 beds
7.300	1 space for every two employees on maximum shift.
7.400	
8.100	1 space per 100 square feet of gross floor area. (AMENDED 2/24/87)
8.200	1 space for every four outside seats. (AMENDED 2/24/87)
8.300	1 space for each drive-in service spot. (AMENDED 2/24/87)
8.400	Reservoir lane capacity equal to five spaces per drive-in window. (AMENDED 2/24/87)
8.500	Spaces to be determined according to projected level of carry-out service. (AMENDED 2/24/87)
8.600	1 space per 200 square feet of floor area plus one space per employee engaged in delivery service. (AMENDED 2/24/87)
9.100	1 space per 200 square feet of gross floor area plus an extra 810 square foot vehicle storage area per repair bay.
9.200	2 regular spaces per bay plus a 1,540 square foot vehicle storage area per bay. (AMENDED 2/4/86)
9.300	1 space per 200 square feet of gross floor area of building devoted primarily to gas sales operation; plus sufficient parking area to accommodate 2 vehicles per pump without interfering with other parking spaces.
9.400	2 regular spaces per bay and office plus an 810 square foot vehicle storage area per bay. (AMENDED 2/4/86, 10/20/92)
9.500	Conveyer type--1 space for every three employees on the maximum shift plus reservoir capacity equal to five times the capacity of the washing operation. Self-service type--2 spaces for drying and cleaning purposes per stall plus two reservoir spaces in front of each stall.
10.210	1 space for every two employees on the maximum shift but not less than 1 space per
10.220	5,000 square feet of area devoted to storage (whether inside or outside).
11.000	1 space per 200 square feet of gross floor area.
12.100	1 space per 200 square feet of gross floor area.
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13.100	1 space per 200 square feet of gross floor area.
13.200	
13.300	
13.400	
14.100	1 space for every 2 employees on maximum shift.

PART I.	
USE	PARKING REQUIREMENT (EXCEPT AS NOTED IN PART II OF THIS TABLE)
14.200 14.300 14.400	
15.100 15.200	1 space per 200 square feet of gross floor area.
15.300	1 space for every 2 employees on maximum shift.
15.400	1 space per 100 square feet of gross floor area.
15.500	1 space per 400 square feet of gross floor area of the collection facility plus 1 space per employee or attendant. (AMENDED 6/28/83)
16.100	1 space per 200 square feet of gross floor area plus reservoir lane capacity equal to three spaces per window.
16.200	1 space per 200 square feet of gross floor area.
19.000	1 space per 1,000 square feet of lot area used for storage, display, or sales. (AMENDED 5/12/81)
20.000 21.000	1 space per 200 square feet of gross floor area.
22.000	1 space for every employee plus 1 space per 250 square feet of floor area used for day care in addition to spaces for any residential use as determined in accordance with the parking requirements set forth above for residential uses.
23.000	1 space per 200 square feet of gross floor area.
PART II. (APPLIES TO PROPERTIES LOCATED WITHIN THE B-1(C), B-1(G), AND B-2 ZONING DISTRICTS)	
USE	PARKING REQUIREMENT
1.100	1.5 per dwelling unit
1.200	1.5 per dwelling unit
1.300	1.5 per dwelling unit (except for 1.340)
1.500	.75 per room (Note: This does not include parking for associated conference and/or restaurant facilities.)
2.000	1 per 300 square feet of gross floor area
3.000	1 per 300 square feet of gross floor area

Section 3. Subsection 15-297, Joint Use of Required Parking Spaces, is amended by inserting the following subsection as a new subsection (c) and re-labelling the existing subsection (c) as subsection (d).

- (c) With respect to properties within the B-1(c), B-1(g), and B-2 districts where two or more use classifications on the same site have two or more distinct peak parking usage periods,

the number of parking spaces required may be reduced to the amount that results from dividing the total number of spaces otherwise required by the following ratios:

Use Classifications	Reduction Ratio
2.000 and 3.000 uses	1.2
2.000 and 1.500 uses	1.3
2.000 and 1.100/1.200/1.300 uses	1.2
3.000 and 1.500 uses	1.7
3.000 and 1.100/1.200/1.300	1.4
1.500 and 1.100/1.200/1.300	1.1

Section 4. Subsection 15-295, General Design Requirements, is amended by adding the following new subsection (e).

- (e) Notwithstanding the foregoing, within the B-2 district, vehicle accommodation areas may not be located within the required street-right-of-way setback, and within the B-1(C), B-1(G) districts, vehicle accommodation areas may not be located within the setback that results from a building seeking to utilize the maximum building height provided for in Section 15-185 (a) (3).

Alternative language proposed:

- (e) **To the extent practicable, parking shall not be allowed between a building façade and a street right-of-way in the B-1(c), B-1(g), and B-2 zoning districts.**

Section 5. Article XVIII (Parking) of the Carrboro Land Use Ordinance is amended by adding thereto a new Section 15-292.1 to read as follows:

Section 15-292.1 Payment of Fee In Lieu of Providing Parking Spaces

(a) With respect to properties within the B-1(C), B-1(G), and B-2 districts that are developed for commercial purposes, the permit issuing authority may authorize the developer to forego the construction of parking spaces otherwise required on the developer’s property pursuant to the provisions of Section 15-291 of this Article for commercial uses if (i) the permit issuing authority finds that the parking needs of such development can be met by public parking facilities that are located or expected to be constructed within a reasonable time within reasonable proximity to the proposed development, and (ii) the developer pays to the town for each such space that is not constructed a fee in lieu of providing that space in an amount determined as provided in subsection (b) of this section. This fee shall be paid before an occupancy permit is issued to the development, unless the permit issuing authority by condition establishes another time.

(b) The amount of the fee authorized by this section shall be determined by estimating the cost of providing a paved parking space (including land and improvement costs) that meets the

requirements of this Article. This determination shall be made annually and the fee shall be included in the Miscellaneous Fees and Charges Schedule adopted by the Board of Aldermen.

(c) Any fees collected in accordance with this section shall be reserved and used exclusively to meet the purposes for which they have been obtained as specified above in subsection (a).

Section 6. Section 15-294 is amended by adding a new subsection (e) that reads as follows:

(e) Notwithstanding the other provisions of this section, the permit issuing authority may allow the use of geometric standards other than those specified in this section if the permit issuing authority finds that (i) the plans for the vehicle accommodation area are sealed by a registered engineer with recognized expertise in parking facility design, and (ii) the alternative design will satisfy off-street parking requirements as adequately as would a facility using the specifications set forth in this section and would otherwise be consistent with public safety.

Section 7. Subsection 15-296(g) is amended to read as follows:

(f) The paving requirement of subsection (a) shall not apply to any lot within the B-1(c), B-1(g), and B-2 zoning districts. However, lots that would otherwise be required to be paved but for this exception shall be required to comply with the shading provisions set out in Subsection 15-317.

Section 8. **(Option 1)** Article XVIII (Parking) of the Carrboro Land Use Ordinance is amended by adding thereto a new Section 15-302 to read as follows:

Section 15-302 Limitation on the Total Lot Coverage Devoted to Surface Parking

No development approved after the effective date of this section may construct more than 125% of the number of parking spaces determined by the permit issuing authority to be necessary to satisfy the requirements of Section 15-291.

Section 8. **(Option 2)** Article XVIII (Parking) of the Carrboro Land Use Ordinance is amended by adding thereto a new Section 15-302 to read as follows:

Section 15-302 Limitation on the Total Lot Coverage Devoted to Surface Parking

No development, other than 10.100 uses, approved after the effective date of this section may be developed in such a manner that the amount of the total lot area covered by parking and vehicle accommodation areas exceeds 50 percent. This limitation shall not apply to parking and vehicle accommodation areas covered by or enclosed within a building.

Section 9. All provisions of any town ordinance in conflict with this ordinance are repealed.

Section 10. This ordinance shall become effective upon adoption.

SUMMARY TABLE: TOPICAL AREAS AND RECOMMENDED ACTION RELATED TO
DRAFT ORDINANCE AMENDING PARKING PROVISIONS OF THE CARRBORO LAND USE ORDINANCE

Public Hearing – April 27, 2004

Draft Ordinance Section #	TOPICAL AREAS				Recommended Action
	Payment-in-lieu	Modified Presumptive Parking Standards	Shared Parking	Parking Lot Design and Construction	
1	√				<i>Adopt</i>
2		√			<i>Adopt Option 2 as shown in 04-23-04 draft ordinance</i>
3			√		<i>Adopt</i>
4				√	<i>Adopt as shown in 04-23-04 draft ordinance</i>
5	√				<i>Adopt</i>
6				√	<i>Adopt</i>
7				√	<i>Do not adopt</i>
8				√	<i>Adopt Option 1 with a maximum of 110 percent</i>

A regular meeting of the Carrboro Board of Aldermen was held on Tuesday, April 27, 2004 at 7:30 p.m. in the Town Hall Board Room.

Present and presiding:

Mayor	Michael Nelson
Aldermen	Joal Hall Broun
	Mark Chilton
	Jacquelyn Gist
	John Herrera
	Diana McDuffee
	Alex Zaffron
Town Manager	Steven E. Stewart
Town Attorney	Michael B. Brough
Town Clerk	Sarah C. Williamson

PUBLIC HEARING: LAND USE ORDINANCE TEXT AMENDMENTS THAT MODIFY DOWNTOWN PARKING REQUIREMENTS

A draft ordinance that will modify parking requirements has been prepared in follow-up to work of the Parking Task Force. It was necessary for the Board of Aldermen to receive public comments prior to acting on proposed changes to the text of the Land Use Ordinance.

Trish McGuire, the town's Planning Administrator, made the presentation.

John Marshall, Chair of the Planning Board, stated that the Planning Board recommended approval of the text amendment, including Option 2 in both Sections 2 and 8, and that the town move expeditiously to locate areas of future parking. In addition, the Planning Board recommended that the land use ordinance be amended to allow developers to count parking spaces on a dedicated street as parking for their developments.

Nathan Milian, Chair of the Downtown Development Commission, stated the DDC recommended approval as recommended by the town staff.

James Carnahan stated that it is important to think about ways to alleviate the number of cars. He suggested that a parking structure be built. He suggested a public/private partnership to acquire the property.

Neil Flanagan, a member of the EAB, stated that the EAB was not sure what the town's visions were for parking. There wasn't enough information provided to provide an environment impact analysis. The public transit system should be altered to accommodate shoppers.

Mayor Nelson asked that the EAB research permeable paving techniques and bring information to the Board of Aldermen.

Sarah Myers, a member of the EAB, stated that there is permeable pavement at the Friday Center.

Alderman McDuffee asked for a plan for using payment in lieu funds and additional funding to provide parking; the Board needs a policy discussion on how to responsibly deal with residential housing in the downtown. She stated that she was disappointed that the Board dropped the idea of a special tax district for the downtown.

Alderman Broun stated that she feels the proposed ordinance is complicated, asked if it will allow doubling of the commercial space, and does it create the type of development the town wants.

Alderman Chilton asked for an explanation on how the formula was arrived at.

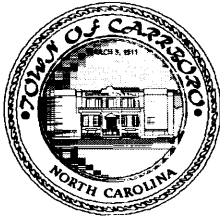
Alderman Broun asked if the town wants to encourage more mixed-use development instead of single use development. She asked that the town staff provide an economic analysis when the Board considers text amendments.

Mayor Nelson stated that the Board needs to decide if the town wants a suburban style downtown with lots of parking, or does the town want a downtown that has less parking, wiser use of parking, support of public transit and walkability.

MOTION WAS MADE BY JACQUELYN GIST AND SECONDED BY ALEX ZAFFRON TO ADJOURN THE MEETING AT 9:20 P.M. VOTE: AFFIRMATIVE ALL

Mayor

Town Clerk



TOWN OF CARRBORO

NORTH CAROLINA

STAFF REPORT

PLANNING DEPARTMENT

DELIVERED VIA: HAND MAIL FAX EMAIL

To: Steve Stewart, Town Manager
Mayor and Board of Aldermen

From: Patricia J. McGuire, Planning Administrator

Date: May 14, 2004

Subject: Downtown Parking Amendments – Supplemental Information

Payment-in-lieu – Structure and Administration

The structure of payments-in-lieu of parking will be patterned on that used for payments made in lieu of recreational facilities. A fee, set annually, would be included in the Town's Miscellaneous Fees and Charges Schedule. Based on the cost of developing the public parking lot on Rosemary Street, \$6,000 per space was estimated in 2002 as the cost of a paved surface parking space. As currently drafted, the ordinance provision authorizing payments would result in any fees being paid prior to the issuance of a certificate of occupancy, unless some other timing mechanism were incorporated into the permit. Once received, these fees would be placed in a special fund that would be used to purchase land and/or make improvements that would result in new off-street parking spaces.

The Town will be in a position to accept payments in-lieu of the construction of off-street parking spaces once it has established a plan for downtown parking. Such a plan will involve the identification and development of strategic sites that may accommodate new public parking. The plan will also involve an inventory of existing parking, an estimate of the extent to which future parking needs can be provided by the Town, the identification of funding sources, and partnership opportunities. Some of the actions conducted to date would seem to satisfy the requirements of a plan; others are underway.

Examples of activities from recent years to assist in identifying and managing downtown parking include estimating downtown parking spaces (**Attachment D-A**) from aerial photographs. The estimate was developed by examining the total area consumed by parking and establishing a divisor that represented the average size of a parking space and an assignment of a portion of associated travel-way. This task did not involve field-verification of the number of spaces. Follow-up associated with the non-Land Use Ordinance-related recommendations of the parking task force was described in a status report that was prepared by Transportation Planner in September 2003 (**Attachment D-B**).

Appropriateness of reduced residential parking requirement.

The current presumptive parking requirements for the principal residential uses are as follows:

Single-family, detached	Duplex	MF/Townhouse-style	Mf/Apartment-style
2 + 1/room rented out	1 if 1-bedroom unit, 2 otherwise	1.5 if 1-bedroom unit, 2 otherwise	1/bedroom +1/4 units

The proposal to reduce the presumptive requirements within certain downtown zoning districts to a uniform 1.5 spaces per unit represents a middle-ground approach to that noted above. The proposal is also made in light of the flexibility provisions and some of the conditions that may be used to justify deviations from the presumptive standard. One of the conditions states that parking may be reduced if

[a] residential development is located on a bus line, is located in close proximity to the central business district, and is committed to a policy of placing restrictions on the vehicle ownership of its tenants.

If adopted, the Town will have available modified presumptive parking requirements that could allow lower parking per residential unit than is found elsewhere in the community. It should be noted, however, that the flexibility provisions of Section 15-292 will still be in effect. In the course of the review of any proposed development, staff will evaluate the appropriateness of the presumptive standards and make recommendations regarding the parking should a greater or lesser need be demonstrated by a proposed project. The permit-issuing authority may allow fewer or require a greater number of spaces than that included in the presumptive standard.

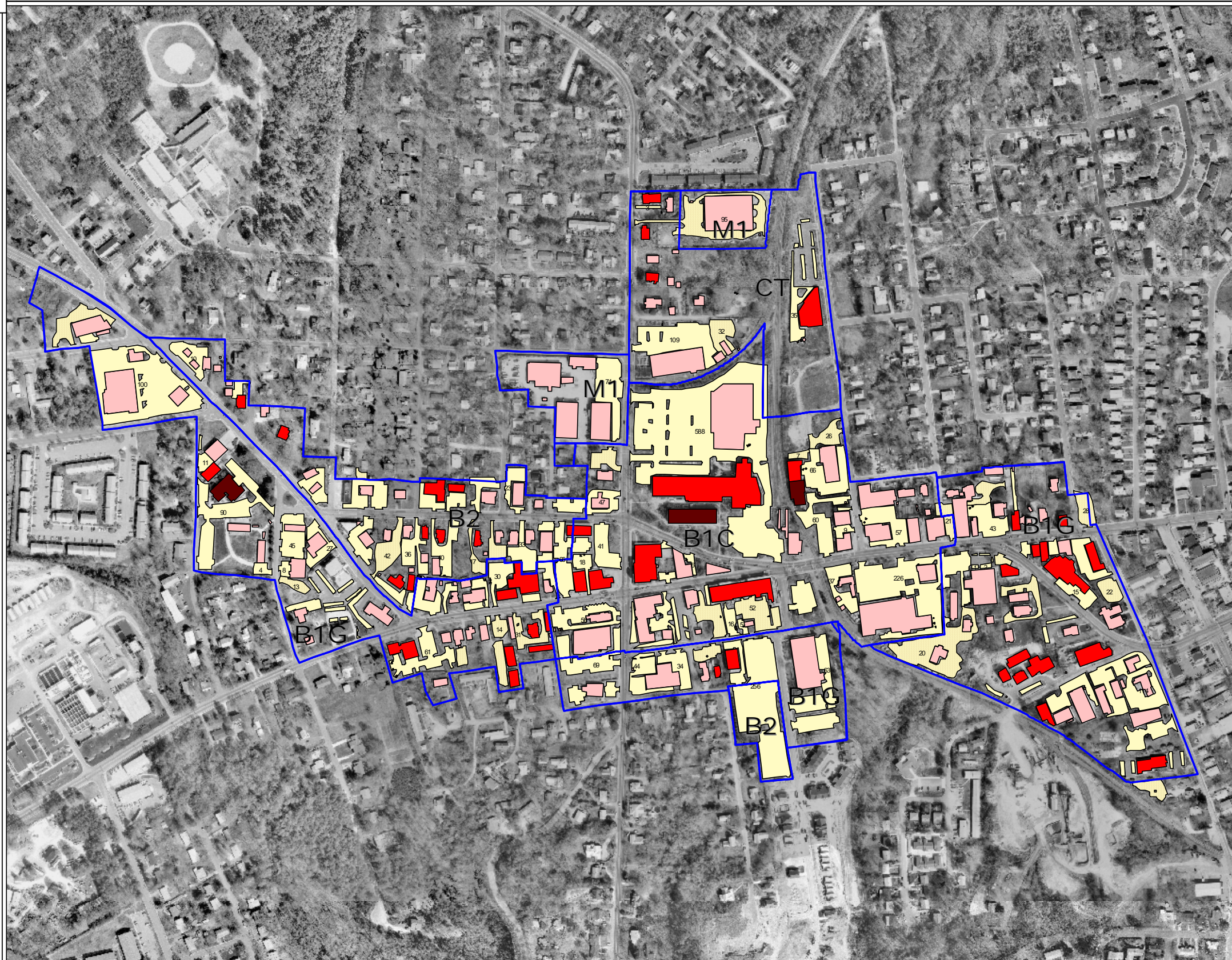
Complication of ordinance provisions and consistency with goal to double commercial square footage

Complexity. Carrboro’s ordinance in its entirety is somewhat complicated. The ordinance that has been drafted in relation to downtown parking does include some simplification. The ordinance collapses and makes uniform the parking requirements for a number of uses that are typically associated with downtown areas. The ordinance provides a table that can quickly assist with determining shared parking requirements and the ordinance adds payment-in-lieu of construction as a possible method for providing parking.

Doubling Commercial Square Footage. The Town’s parking provisions have been noted by some as limitations to downtown development. Under the draft ordinance, the parking requirement for residential uses is lower. The ordinance also makes the requirements for other typical downtown uses uniform, based on an average of the earlier requirements. Finally, the ordinance includes a mechanism by which the Town may be involved in the consolidation and/or development of parking spaces that can be shared by many users.

It has been suggested that the 110 percent limit on the provision of parking may prevent the Town from working with willing applicants to provide additional parking that could meet some of the general demand. It is the staff interpretation that the new parking limitation, in conjunction with the presumptive standard and flexible administration requirements would allow the Town to work with developers to provide additional parking.

Attachments



Estimate c Downtow

- CBD
- Parking Lots
- Paved
- Not Paved
- Building Story
- 0- 1
- 1- 2
- 2- 3
- CBD

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BOARD OF ALDERMEN

ITEM NO. _____

AGENDA ITEM ABSTRACT

MEETING DATE: OCTOBER 14, 2003

TITLE: Review of the Ordinance Revisions Recommended in the Parking Task Force Report

DEPARTMENT: PLANNING	PUBLIC HEARING: YES ___ NO ___ X ___
ATTACHMENTS: A. Resolution B. Task Force Report C. Article XVIII, Parking, from Carrboro Land Use Ordinance D. Table of Permissible Uses from Carrboro Land Use Ordinance E. Carrboro Town Charter, Section 6-9 F. Recommendation from Downtown Development Commission	FOR INFORMATION CONTACT: Dale McKeel – 918-7329

PURPOSE

On February 18, 2003, the Board of Aldermen requested that Town staff develop six amendments to the land use ordinance related to downtown parking. The purpose of this report is to provide data and information needed to make a decision on whether to move forward with each of the amendments. The Board of Aldermen is requested to review this analysis, determine whether text amendments should be prepared, and, if so, the priority order for the amendments. A resolution receiving the report is attached (Attachment A).

INFORMATION

A Parking Task Force was created by the Board of Aldermen in April 2002 as recommended by the *Downtown Vision* report. On October 18, 2002 the Parking Task Force Report was first presented to the Board of Aldermen (Attachment B). The parking report recommended five revisions to the parking section of the land use ordinance.

At the February 18, 2003 meeting, Town staff proposed that the Aldermen review these suggested ordinance revisions and provide direction on whether there should be additional analysis of any of these recommendations and, if so, the priority order in which the recommendations should be analyzed. Town staff also suggested a sixth amendment for the Board to consider. The Aldermen requested that staff develop ordinance amendments for all six items.

The parking report recommended revisions to the parking section of the land use ordinance in the following areas:

1. Abandon use-based calculation of parking load.

2. Provide payment-in-lieu option based on cost of town supplying parking not provided by developer.
3. Simplify dimensional standards for parking bays and aisles shown on development plans.
4. Give consideration to establishing maximum lot area devoted to parking
5. Remove requirement to pave lots.

In addition, Town staff on February 18 proposed a sixth item for consideration:

6. Eliminate the requirement that development in downtown provide parking, or eliminate parking requirement for residential uses in mixed-use developments or for residential uses on upper floors of multi-story buildings.

Due to the complexity and inter-relatedness of these recommendations, Town staff has delayed the preparation of ordinance amendments in order to provide opportunity for further evaluation. Also note that the downtown circulation study will provide an analysis of downtown parking and the parking task force report. An analysis of the parking report recommendations is provided as follows:

Recommendation # 1: Abandon Use-Based Calculation of Parking Load

Description from Parking Task Force Report: Substitute simple calculations based on gross floor area only. *Purpose – facilitate development process, encourage mixed-use projects, and reduce administrative burden for town staff.* Factor higher load for at-grade (first floor) space. *Purpose – a) acknowledge that first floor is most suitable for retail use and thus attracts higher loads, and b) encourage developers to build taller. Suggested: 3 spaces per 1,000 s.f. at grade, 1 space per 1,000 s.f. other floors.*

Discussion

Section 15-291(g) of the land use ordinance contains a parking requirements table that specifies a “presumptive standard” for the minimum number of parking spaces to be provided for different uses, including such uses as squash courts and drive-in cinemas (Attachments C and D). Because of the number of different permissible uses, this table is more than four pages long. The current parking requirements table can be complicated to administer, particularly with larger projects that have a variety of uses.

Minimum parking requirements are intended to address problems with an undersupply of parking, by requiring a developer to provide at least a certain number of off-street parking spaces. Historically, the rationale for having minimum parking standards is to ensure that there is parking within a reasonable distance of a driver’s final destination and to guard against spillover parking in residential neighborhoods near a development.

While minimum parking requirements are meant to alleviate some problems, they can create others. Minimum parking requirements are often based on surveys conducted at single-use, suburban sites

that offer ample free parking and where few or no alternatives to driving are provided.¹ For this reason, the use of generic, one-size-fits-all minimum parking requirements may not be appropriate in downtown areas with pedestrian and bicycle connections and good public transit service.

To address this potential problem, Carrboro's ordinance at Section 15-292 requires that the parking requirements be administered in a flexible manner, under which the permit-issuing authority may require more or less parking than the amount listed in the parking requirements table, based on a review of the proposed development and evidence submitted by the applicant. (Attachment C). For example, in approving the Old Farmer's Market Building in 2002, the Board of Aldermen reduced the number of required spaces by a total of 59 parking spaces, citing the evidence of vacant spaces in an existing lot and the development's proximity to downtown and to transit lines.

In addition, Carrboro's ordinance allows joint use of the same parking spaces by two or more principal uses, thus allowing both uses to count those spaces toward meeting the ordinance requirements. A business that operates only in the evening, for instance, could jointly use parking spaces with a business that is open only during the day.

Implications of Adopting the Amendment

The parking report recommends that the parking requirements table be replaced by simple calculations based on gross floor area only, and suggests 3 spaces per 1000 s.f. on the at-grade floor and 1 space per 1000 s.f. on other floors. If properly crafted, Town staff concurs that this proposal could have the intended effect of ensuring adequate parking for new downtown development while greatly simplifying the administrative burden.

The approach recommended in the parking report appears most suited to retail and office uses. With a few other uses, such as single room occupancy (SRO) dwelling units, an applicant in some cases could be required to provide more parking than would be required by the current table. For example, the current ordinance required six parking spaces for the SRO units in the recently approved Club Nova project, while the proposed approach would have required 15 spaces.

On the other hand, the proposed approach might also result in an under allocation of parking for some uses, such as restaurants and automotive repair shops, that often have higher parking needs. For instance, a 2000 s.f. automotive repair shop with two repair bays would be required to have approximately 16 spaces under the current ordinance but six spaces under the proposed amendment. With the recently approved Provence restaurant project (1800 s.f.), the current ordinance required 22 parking spaces (including 4 spaces for outdoor seating) while the proposed approach would require 6 spaces.

Alternative Approaches

Town staff has identified the following alternatives that would also simplify the current use-based approach to determining parking requirements:

1. Adopt a New Urbanist Approach. Some communities have adopted a new urbanist "SmartCode" which contains much simplified minimum parking requirements compared to traditional zoning ordinances. Fort Myers, Florida, for instance, has adopted general parking

¹ U.S. Environmental Protection Agency, Urban and Economic Development Division, *Parking Alternatives: Making Way for Urban Infill and Brownfields Redevelopment*, (Washington, D.C., USEPA, 1999), p. 4.

requirements for residential, lodging, office, and retail uses in its downtown area. For other uses, such as meeting or civic space, Fort Myers determines parking requirements based on a specific study of the proposed use. The Fort Myers ordinance also has graduated requirements, with the lowest parking requirements in the town center and higher requirements further from the center.

- 2. Update of Shared Parking Provisions. Consideration should also be given to revising the shared parking provision in Carrboro's ordinance to provide additional guidance in reviewing mixed-use projects and to take into account that typically fewer spaces are needed to meet the total peak parking demand for a mixed use project.
- 3. Update the parking requirements table and reduce downtown requirements. The parking requirements table in Carrboro's ordinance dates back to its adoption in 1980. While amendments have been made to the requirements for some uses, the table should be reviewed in light of more recent studies and published standards. This review would evaluate parking requirements and actual parking needs for specific uses, and develop criteria based on a standard closer to the average rather than peak parking needs. As part of this update, staff should look for opportunities to simplify the table. In addition, due to more opportunities for shared parking, a more walkable environment, a mixture of uses, and the existence of local fare-free transit, the Town could establish alternative parking standards for downtown development that are lower than the parking standards in other parts of the community. Consideration also could be given to giving developers credit for on-street parking created as part of a project.

Recommendation # 2: Provide Payment-In-Lieu Option Based On Cost of Town Supplying Parking Not Provided by Developer

Description from Parking Task Force Report: Allow deductions from payment-in-lieu of actual cost of facilities or programs which support bicycle commuting and other personal motor vehicle alternatives – bike racks, employee showers, etc. *Purpose – Allow flexibility to developer and build public fund for parking and related development. Suggested: \$6,000 per space not provided, adjusted annually for inflation.*

Discussion

The parking report suggests that a payment-in-lieu option be created to facilitate the provision of parking by the Town of Carrboro. Under this option, a developer could pay a fee instead of providing the parking spaces required by the zoning ordinance.

The payment-in-lieu option is related to the parking requirements listed in recommendation # 1. Most communities set a uniform fee per space that is applied to all projects, though some communities calculate the fee on a case-by-case basis for each project. Communities use a variety of methods to set their in-lieu fees.

In a 1996 survey, the fees charged by different communities ranged from \$2000 to \$27,520 per space not provided.² In Palo Alto, California, based upon the costs of the two public garages under construction, the fee is currently set at \$50,993 per parking space that is not provided on site.

² Shoup, Donald C., "In Lieu of Required Parking," Journal of Planning Education and Research, Vol.18, No. 4 (1999), pp.307-320.

Most cities allow the developer to choose whether to pay the fee or provide the parking, but a few cities require the developer to pay the fee rather than provide the parking. The in-lieu fees in most communities do not cover the full cost of providing a public parking space. Cities try to set the fees high enough to pay for some public parking, but yet low enough not to discourage downtown development.

A payment-in-lieu program should be viewed as a complement to other efforts to develop downtown parking. The Town of Carrboro's Charter provides for the establishment of a payment-in-lieu program in Section 6-9, Off-Street Parking Fund (Attachment D).

There is not a lot of experience with the use of in-lieu fees in North Carolina. Town staff has identified one municipality, Chapel Hill, which has created a payment-in-lieu for parking program. Chapel Hill's program, referred to as the Town Center District Off-Street Parking Fund, has been in place for a number of years, but no payments have been made into the fund since it was created.

Implications of Adopting the Amendment

Donald C. Shoup, a professor of planning at UCLA, in the mid-1990s surveyed officials in 46 cities in the U.S., Canada, and abroad on their in-lieu parking program.³ He developed the following advantages and disadvantages of in-lieu parking programs based on these surveys:

Advantages of In-Lieu Fees

1. A new option. In-lieu fees give developers an alternative to meeting the parking requirements on sites where providing all the required parking would be difficult or extremely expensive.
2. Shared Parking. Public parking spaces allow shared use among different sites where the peak parking demands occur at different times. Shared public parking is more efficient than single-use private parking because fewer spaces are needed to meet the total peak parking demand. Shared parking also allows visitors to leave their cars parked while making multiple trips on foot, and is one of the easiest ways to make better use of scarce urban land.
3. Better Urban Design. Cities can put public parking lots where they have the lowest impact on vehicle and pedestrian circulation. Less on-site parking allows continuous storefronts without "dead" gaps for adjacent surface parking lots. To improve the streetscape, some cities dedicate the first floor of the public parking structures to retail use. Developers can undertake infill projects without assembling large sites to accommodate on-site parking, and architects have greater freedom to design better buildings.
4. Fewer Variances. Developers often request parking variances when providing the required parking would be difficult. These variances create unearned economic windfalls granted to some but denied to others. If developers can pay cash rather than provide the required parking, cities do not have to grant parking variances and can therefore treat all developers consistently.

³ Ibid.

5. Historic Preservation. In-lieu fees allow adaptive reuse of historic buildings where the new use requires additional parking that is difficult to provide. The in-lieu policy therefore makes it easier to preserve historic buildings and rehabilitate historic areas.

Disadvantages of In-Lieu Fees

1. Lack of On-Site Parking. Parking is a valuable asset for any development. A lack of on-site, owner-controlled parking can reduce a development's attractiveness to tenants and customers. While a lack of on-site parking is a real disadvantage, developers who are concerned about this problem can always provide the parking rather than pay the fee.
2. High Fees. Cities may not construct and operate parking facilities as efficiently as the private sector. For example, cities may pay extra to improve the architectural design of parking lots and structures. The resulting in-lieu fees may be high. Although some cities charge high in-lieu fees, most set their in-lieu fees lower than the cost of providing a public parking space. Because the fixed cost for ramps, elevators, stairwells, and curb cuts can be spread among more spaces in large public parking structures, economies of scale in building these structures can further reduce the in-lieu fees.
3. No guarantees. Cities may intend to use the in-lieu fee revenue to finance public parking, but they do not guarantee when or where the parking spaces will be provided. To address this concern, some cities build public parking structures before receiving the in-lieu fees. The in-lieu fees are then used to retire the debt incurred to finance the structures. Other cities return the in-lieu fees if they do not provide the parking within a certain time. A city can also delay collecting the in-lieu fees until the revenue is needed to construct the public parking.
4. Fewer parking spaces. In-lieu fees will reduce the parking supply if cities provide fewer than one public parking space for each in-lieu fee paid. A smaller parking supply can put an area at a competitive disadvantage. Cities may not provide one public parking space for each in-lieu fee paid, but if a city uses in-lieu fees to build public parking spaces rather than grant variances to reduce parking requirements, the in-lieu policy will increase rather than decrease the parking supply. Even if an in-lieu policy does reduce the parking supply, shared public parking reduces the parking supply needed to meet the sum of all individual peak parking demands.

Additional Considerations

In reviewing the experience of other communities in developing an payment-in-lieu option, it has been noted that the success of this method is more likely (1) when rapid development is expected in a definable area, and (2) when an off-street parking facility is already available or will be available on a definable schedule and within acceptable proximity.

A significant problem has occurred in communities where there was slow, small, and random development, and money dribbled into the fund and was not sufficient to cost-effectively provide parking in reasonable proximity to each development. A developer who has contributed \$50,000 in lieu of ten parking spaces probably does not want the money to sit in the fund for five years waiting

for more funds to come in, nor have the funds used for parking spaces several blocks away from her development.⁴

Another consideration is the relationship between a payment-in-lieu option and the flexibility provisions in Carrboro's land use ordinance. For payment-in-lieu to be successful, the Town would likely need to minimize the application of the flexibility provisions in the ordinance.

Complementary Strategies

Town staff has identified the following complementary actions to the creation of an in-lieu fee. Note that the use of some of these options might require a modification of Section 6-9, Off-Street Parking Fund, in the Town Charter:

1. Capital Improvements Planning and Additional Funding Sources. Taking into account the link between in-lieu fees and public parking facilities, the development of an in-lieu fee in Carrboro should be coordinated with the update of the Capital Improvement Program and other planning for the addition of parking spaces in downtown. In other words, in-lieu fees could be used to capitalize the public provision of parking spaces according to a specific parking plan adopted by the Town. And because in-lieu fees are rarely set high enough to cover the full cost of providing public parking, additional sources of funding must be identified. Sources of funding might include the general fund, funds generated through a downtown tax district, project development financing (aka tax-increment financing, if approved by the voters in November 2004), or parking fees. Note that the parking report recommends the use of parking fees but the *Downtown Vision* report recommends that parking remain free of charge.
2. Transportation Demand Management. In addition to efforts to increase the supply of parking in downtown Carrboro, the parking report also recommends strategies to reduce the demand for parking. Transportation Demand Management (TDM) is a general term for various strategies that increase transportation system efficiency. For instance, Carrboro's ordinance already gives developers credit for one parking space if bicycle parking is provided. The parking report suggests that similar credit can be given for providing on-site showers and other incentives to promote transportation alternatives. Ordinance amendments should include a consideration of other TDM measures that can be encouraged as part of downtown development.
3. Purchase of Parking Permits or Transit Payments. Kirkland, Washington has two unusual payment-in-lieu options. Developers can pay \$6000 per parking space not provided, and the subsequent owners must purchase one parking permit in a public lot for every three spaces not provided. Alternatively, developers pay no initial in-lieu fee but subsequent owners must purchase a parking permit in a public lot for each space not provided. Since Carrboro currently has free parking in public lots, this option could not be implemented unless parking fees are implemented. As an alternative, developers could make annual payments to the support the transit system instead of providing parking. The option to make annual payments for parking or transit would reduce the capital cost of development and encourage the use of public parking or improvements to the transit system.

<p>Recommendation # 3: Simplify Dimensional Standards For Parking Bays and Aisles Shown on Development Plans</p>

⁴ ULI – the Urban Land Institute and NPA – the National Parking Association, *The Dimensions of Parking* (Washington, D.C., ULI, 1993), p. 50.

Description from Parking Task Force Report: Allow developers to create their own mix of large/small spaces in accordance with need. Allow developers to vary from detailed parking layout shown on plan used to calculate gross compliance or payment-in-lieu. Prepare supplementary guidelines for standard parking layouts to aid developers in efficient layout. *Purpose – Allow flexibility to developer and reduce administrative burden on town staff. Use the development plan layout purely to establish a uniform baseline for payment-in-lieu. Suggested values: standard parking bay 8' x 18', aisle width 18'. Delete references to subcompact spaces & motorcycle spaces.*

Discussion

Section 15-293 and 15-294 of Carrboro’s ordinance specifies the required dimensions of parking spaces and parking aisles. Town staff has reviewed guidelines promulgated by the Institute for Transportation Engineers, American Planning Association, Urban Land Institute, and National Parking Association. While Carrboro’s standards generally match those recommended by these organizations, the width and length of Carrboro’s standard parking space can be reduced to promote more efficient parking lot layouts.

Carrboro currently allows up to 40 percent of parking spaces to be for “subcompact” cars, and sized at 7 ½ feet wide by 16 ½ feet long. Carrboro’s ordinance allows a higher percentage of compact spaces than other ordinances reviewed by Town staff. In addition, Carrboro’s ordinance allows a developer the latitude of determining the desired mix of standard and subcompact spaces, up to the 40 percent limit.

The Urban Land Institute and National Parking Association recommend eliminating large-car and small-car spaces in favor of a one-size-fits-all design. The reasons for this recommendation are that (1) most drivers do not know the size of their vehicle or whether it is a large car or a small car, (2) most drivers take the first available space regardless of size, and (3) large cars parked in small car spaces create problems by encroaching on adjacent spaces and possibly on the adjoining aisles.⁵

Town staff has carefully considered the recommendation to allow developers to vary from detailed parking layout shown on plans used to calculate gross compliance or payment-in-lieu. Since site plans are used not only to review parking compliance but also to review curb cuts, site circulation, handicapped access, pedestrian amenity, set backs, signage, stormwater runoff, shading, lighting, landscaping, and other criteria, Town staff is more comfortable with having projects built as shown on approved site plans.

However, in order to provide additional flexibility in the layout of parking lots, the Board could consider an amendment similar to this language contained in Durham’s zoning ordinance (Section 9.3.1):

Parking spaces using geometric standards other than those specified elsewhere in this ordinance may be approved subject to a determination by the Durham Transportation Department that the plans for the facility are sealed by a registered engineer with recognized expertise in parking facility design and a determination that the proposed facility will satisfy off-street parking requirements as adequately as would a facility using standard ordinance dimensions.

In regard to supplemental guidelines to aid developers in efficient parking lot layout, Town staff has resources from organizations such as the Institute for Transportation Engineers and American

⁵ Ibid, p. 83.

Planning Association which can be provided to developers and designers to aid in efficient parking lot layout.

**Recommendation # 4: Give Consideration to
Establishing a Maximum Lot Area Devoted to Parking**

Description from Parking Task Force Report: *Purpose – Discourage low-density development.*

Alternative and Complementary Approaches

Establishing a maximum lot area devoted to parking would limit the amount of parking on a lot and could encourage higher density development in downtown Carrboro. Town staff has identified the following approaches that also promote these goals:

1. Satellite parking. Carrboro's ordinance already allows parking requirements to be met on satellite parking lots. Satellite parking allows one lot to be more densely developed if the parking is placed on another nearby lot.
2. Maximum parking requirements. Rather than setting a minimum number of parking spaces for a use, some communities have adopted maximum requirements which limit the number of spaces that may be provided as part of new development. However, the use of payment-in-lieu of parking, which is based on meeting minimum parking requirements, may not be compatible with maximum parking requirements.
3. Design Standards. Design standards can be used to promote better site design and the location of parking. Some communities, for instance, require or provide incentives to locate parking lots behind buildings or underground rather than in front, or adopt a build-to line or zero setbacks along the street in certain locations. Similar measures were recommended in the Downtown Vision document.

Recommendation # 5: Remove Requirements to Pave Lots

Description from Parking Task Force Report: Consider retention of requirement to pave access to lots. *Purpose – Reduce runoff.* Remove inappropriate general design guidelines. *Purpose – effective use of space, optimize parking in relation to other demands.*

Section 15-296(g) of the land use ordinance allows parking lots in the B-1(c) zoning district to be unpaved. The parking report recommends extending this flexibility to other zoning districts in the downtown. Members of the parking task force have stated that the primary area of emphasis in making this recommendation was smaller parking lots in the downtown.

It should be noted that gravel in lots can cause damage to vehicles and paved surfaces, and can be more difficult for walking, particularly for the elderly and disabled. Unpaved lots are required to have paved handicapped parking spaces and other accommodations for wheelchair users.

When compacted, the imperviousness of gravel lots can approach that of a paved surface. In addition to removing the requirement to pave lots, there are other strategies for reducing runoff and improving water quality on developed sites, such as the use of different pavement treatments and other "low impact" designs.

Complementary Approaches

The Downtown Vision report also recommends enhanced landscaping of parking lots in downtown Carrboro. If the requirements to pave parking lots are changed, enhancements to the parking lot landscaping requirements could also be considered.

Recommendation # 6: Remove Parking Requirements for Downtown Development

Eliminate the requirement that development in downtown provide parking, or eliminate parking requirement for residential uses in mixed-use developments or for residential uses on upper floors of multi-story buildings.

[Note that this recommendation came from Town staff, not the Parking Task Force]

Several communities in North Carolina have removed the parking requirement for downtown development. These cities include Durham, Salisbury, and Wilmington. In addition, the following municipalities have removed parking requirements for some development in their downtowns:

- Raleigh has eliminated its minimum parking requirements in downtown, except that residential developments with more than 8 units are required to provide one space per unit.
- Apex has eliminated the minimum parking requirements for existing platted areas that are, or previously have been, in commercial use.
- Greenville has eliminated the parking requirement in its downtown commercial area except for the requirement that residential uses are required to provide 0.5 spaces per bedroom. In addition, these spaces are to be within 800 feet of the building.

While developers in these cities are free to provide parking as part of their projects, these communities have often taken on the responsibility of providing the parking needed for downtown projects, in part as an inducement for downtown development. For instance, Durham city and county are investing more than \$40 million to build parking decks as part of the American Tobacco redevelopment adjacent to Durham Bulls Athletic Park.

If parking requirements for downtown development are removed in Carrboro, the Town would need to be willing to undertake the responsibility of providing the necessary parking to support downtown development.

In support of the removal of parking requirements, Professor Donald Shoup has stated that leaving parking supply up to developers, who have a financial interest in not overbuilding parking, may lead to better planning than the minimum parking requirements that are currently in place in many communities.

Note that if this recommendation were adopted, it would not be feasible to adopt recommendations # 1 or # 2.

RECOMMENDATION

The Board of Aldermen is requested to review this analysis, determine whether text amendments should be prepared, and, if so, the priority order for the amendments. A resolution receiving the report is attached (Attachment A).