

ZONING TEXT AMENDMENT:
PARKING STANDARDS IN C-1 (P22-72-ZTA)

CITY OF HENDERSONVILLE - COMMUNITY DEVELOPMENT STAFF REPORT

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PROJECT SUMMARY

- Project Name & Case #:
 - Reducing Parking Minimums in C-1
 - P22-72-ZTA

- Applicant:
 - Moe Marks, Tamara Peacock Architects

- Articles Amended:
 - Section 5-6-3.1. Parking and Loading (C-1)
 - Section 6.5. Off-street Parking Standards (PRD)

- Applicable Zoning District(s):
 - C-1
 - PRD

- Summary Basics:
 - The petition proposes to eliminate parking minimums in the C-1, Central Business, Zoning District
 - Staff is recommending a reduction of parking minimums for residential developments that exceed 5 units in the C-1 and to align parking minimums requirements in PRD with other residential districts.
 - The petition clarifies the parking spaces per bedroom requirement for general residential development including in the PRD, Planned Residential Development, Zoning District



Summary of Amendment Petition:

The City of Hendersonville is in receipt of an application for a Zoning Text Amendment from Moe Marks of Tamara Peacock Architects for an amendment to the required number of parking spaces per unit for residential developments in the downtown area of Hendersonville. The applicant's proposal would eliminate parking minimums within C-1. Currently there is no parking minimum for commercial uses or residential uses under 5 dwelling units.

Currently, residential developments with 5 or more dwelling units requires 1.5 parking spaces per dwelling unit in the C-1 district. The 7th Ave Municipal Service District has no parking minimums due to an exemption established in the zoning ordinance. A full comparison of parking minimums by district is provided below.

Hendersonville's downtown provides a significant amount of public on-street parking, public and private surface lots and structured public parking will be available soon. Parking in downtown is in high demand from a variety of users including downtown dwellers, local residents and visitors.

In consideration of the applicant's request, staff is recommending the reduction of parking minimums to 1 per dwelling unit to align with standards across our zoning ordinance. As part of this amendment, Staff is also proposing to make clarifications to the per unit parking requirements in the general parking standards to ensure consistency.

AMMENDMENT ANALYSIS – AMENDMENT OVERVIEW

An applicant with interest in the development and redevelopment of residential dwelling units in the City's downtown core, has petitioned the City to revise parking minimums within the C-1, Central Business Zoning District. Comparing the current requirement for 1.5 parking spaces for each residential dwelling unit to other zoning districts in the city, we find that this requirement exceeds those of the City's residential and mixed use zoning districts. The CMU, HMU, and GHMU, have a parking minimum of 1 space per unit while Residential districts require a minimum of 1 space per unit up to 3 bedrooms. Meanwhile the Urban Village and Urban Residential districts have parking maximums limiting parking spaces to no more than 1 space per unit and 1.5 parking spaces per unit with 3 or more bedrooms. The only other district which has a parking minimum of 1.5 spaces per unit is the Planned Residential Development (PRD) district. Staff believe that this standard should also be adjusted to align with zoning districts throughout the city. Finally, in the 7th Ave MSD, which is a sub-district of Downtown Hendersonville, the zoning code waives all parking minimums.

Parking Minimums

1.5 Spaces per Unit

C-1, PRD*

1 Space per Unit

CMU, HMU, GHMU, CHMU**, C-3**, C-4**, I-1**, MIC**, R-40**, R-20**, R-15**, R-10**, R-6**, RCT**

Parking Maximums

1.5 Spaces per Unit

UV**, UR**

No Parking Minimums

7th Ave MSD (portions of CMU & C-2)

* Units with 3 or more bedrooms require 2 parking spaces

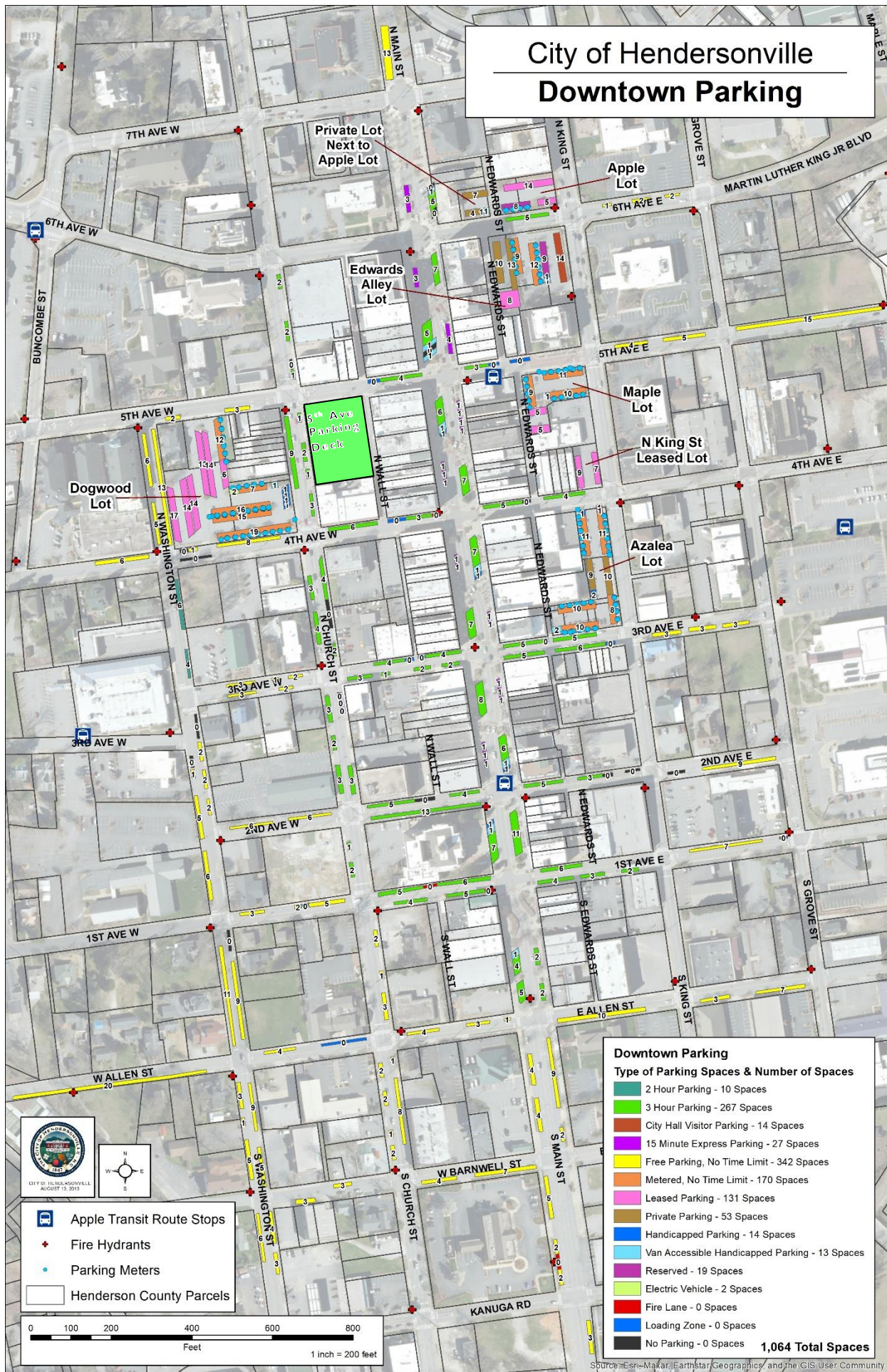
** Units with 3 or more bedrooms require 1.5 parking spaces

There are more public parking spaces in the Downtown area than anywhere else in the city. According to a 2013 Parking Survey, there were a total of 1,064 public and private parking spaces (a map depicting these spaces and their time limits is provided on the following page). A follow-up 2015 Comprehensive Downtown Parking Study used a more focused area and calculated 666 parking spaces in the downtown core. These spaces and time limitations are as follows. The 5th Ave Parking Deck will provide approximately 250 spaces. Public parking solutions related to time limits, metering and fees are currently under review by the Downtown Division and subject to change:

Downtown Parking Inventory

	3 Hour	Handicap	15 Minute	No Time Limit	2 hour	EV	
Main	89	12	27	13	0	0	
Avenues	131	0	0	10	0	0	
Church	48	0	0	6	0	0	
Azalea	50	3	0	0	0	0	
Maple	30	1	0	0	0	0	
Dogwood	50	6	0	0	0	2	
Outer	0	1	0	177	10	0	
	398	23	27	206	10	2	666

City of Hendersonville Downtown Parking



LEGISLATIVE COMMITTEE RECOMMENDATION

The Legislative Committee of the Planning Board first met to discuss this petition at their recurring meeting on Tuesday, July 19. The members of the committee that were present were Jim Robertson and Neil Brown. In general, the Committee members were supportive of the proposed text revisions. Staff presented a reduction from 1.5 spaces per unit to 1 space per unit. The Legislative Committee recommended complete elimination of the parking minimums to match the standards for the 7th Avenue MSD.

After this Legislative Committee meeting, Staff further considered the proposal and also considered recommending that the minimum not be reduced entirely, but rather a “Fee-in-Lieu of Parking” be implemented to help offset the additional demand residential units place on public parking. A fee-in-lieu of parking would add extra flexibility for development within the C-I Zoning District and help to provide the City with funding to continue the provision of consolidated public parking within this district. The concept of a fee-in-lieu of parking is not part of staff’s proposal at this time, however the concept will be researched and considered by staff with hopes of bringing a zoning text amendment for fee-in-lieu of parking to Council within the next 12-18 months after the concept is evaluated as part of the new Comprehensive Plan and after the 5th Ave Parking Deck is completed and data from that new facility can be evaluated.

Since the Legislative Committee first convened on this topic, an application proposing the elimination of the parking minimums in the C-I was received. The Legislative Committee reconvened on Tuesday, August 30th to reconsider the proposal and take account of the potential of a fee-in-lieu of parking structure in the future. Members present at this meeting included Neil Brown, Jim Robertson, Stuart Glassman and Peter Hanley along with Matthew Manley and Lew Holloway from City Staff. After considering the rationale for reducing parking minimums and the potential benefit and flexibility of a Fee-in-Lieu system, the Committee recommended aligning the C-I and PRD parking requirements with those of our other zoning districts throughout the City, i.e. minimum of 1 parking space per residential unit.

STAFF ANALYSIS

Additional considerations by staff included the increased cost that minimum parking requirements have on housing and development as well as the potential roadblocks parking requirements present for redevelopment of existing property. Furthermore, parking needs are market-driven. By reducing parking minimums, it offers developers the flexibility to “right-size” their parking needs based on the projected needs of potential tenants/buyers. Developers would be permitted to provide more parking than is required but not less. A reduction to minimum parking requirements will help address these issues.

It is important to note that approximately 1/3rd of City of Hendersonville residents own 1 car or have no vehicle according to the 2020 American Community Survey. With the rise of work-from-home based employment and ride share opportunities, the number of households that do not own a car is anticipated to increase. Furthermore, provision of infill residential development within the City’s walkable, urban locations would allow for more residents to opt out of vehicle ownership.

After additional review and consideration by the Staff and the Legislative Committee the following revisions to the zoning code are recommended:

C-1 - 5-6-3. Development standards.

The following standards shall apply to development within the C-1 Central Business Zoning District Classification and Central Business Conditional Zoning District Classification in addition to all other applicable standards contained in this appendix.

5-6-3.1. Parking and Loading. For non-residential developments and residential developments containing fewer than five dwelling units, no off-street parking is required. For residential developments containing five or more dwelling units, off-street parking of one ~~and one-half~~ spaces per dwelling unit shall be provided.

As far as practicable, off-street parking, when provided, shall be accessed by means of east-west streets or alley ways and shall be designed so that it is screened, as far as practicable, to minimize motor vehicles and parking areas from view from Main, Church and King Streets. This provision is not intended to require that buildings be screened from view.

PRD - 5-14-6.7 Off-street parking. Off-street parking requirements for planned residential developments shall be as follows:

A minimum of one ~~and one-half~~ spaces per residential unit containing one or two bedrooms. A minimum of ~~two~~ one and one half spaces per residential unit containing three or more bedrooms. Enclosed garages and carports count towards meeting the parking requirement. All parking spaces shall be located within 75 feet of the residential unit they serve.

Section 6.5. Off-street Parking Standards

Residential dwellings	1 per each dwelling unit or 1.5 per each dwelling unit <u>containing</u> exceeding three or more bedrooms
Planned residential development	1 .5 per <u>each dwelling</u> unit w/1 or 2 bedrooms and or 2 <u>1.5</u> per <u>each dwelling</u> unit <u>containing</u> w/3 <u>three or more</u> ± bedrooms

COMPREHENSIVE PLAN CONSISTENCY	
Land Use & Development	Goal LU-10. Downtown Core: Maintain, enhance, and grow Downtown as a vibrant, mixed-use gathering place and cultural center with an emphasis on retail, arts and entertainment uses. <u>Maintain a highly urban, pedestrian focused environment through building and streetscape design.</u>
	Strategy LU-10.4. Development guidelines: <ul style="list-style-type: none"> • Continuous “street wall” with buildings adjacent to the sidewalk [CONSISTENT] • Rear parking or limited side parking only [CONSISTENT]
	Strategy LU-1.1. Encourage infill development and redevelopment in areas planned for high-intensity development. Action LU-1.1.1. Review zoning standards and revise as necessary to enable compatible infill projects. [CONSISTENT]
	Strategy LU-3.5 Minimize negative impacts from growth and land use changes on existing land uses. Some zoning map changes and other development applications may create short-term incompatibilities with existing neighborhoods, even if they are consistent with the Future Land Use Plan. It is critical that City officials consider the full range of impacts of all development applications, in addition to conformance with the Future Land Use Plan. Action LU-3.5.1 Consider a full range of short- and long-term impacts when reviewing zone change applications and other proposals that introduce land use changes. When reviewing zone change applications, the City should consider whether applications demonstrate a clear public purpose as well as the criteria listed in Figure 8.3a.[CONSISTENT]
	Strategy LU-3.6. - Update the Zoning Code to ensure conformance with the Comprehensive Plan. The Zoning Code is the City’s primary regulatory tool in implementing the Comprehensive Plan. Amendments to the Zoning Code and Map will be necessary to reflect Comprehensive Plan recommendations and ensure orderly growth and development. [CONSISTENT]
Population & Housing	Strategy PH-1.1 – Promote compatible infill development
	Strategy PH-3.2 - Encourage mixed land use patterns that place residents within walking distance of services.
Natural & Environmental Resources	There are no Goals, Strategies, or Actions that are directly applicable to this petition.
Cultural & Historic Resources	Strategy CR-4.3. Support increased Downtown housing and office density in order to support retail uses and create a 24-hour environment.
Community Facilities	There are no Goals, Strategies, or Actions that are directly applicable to this petition.
Water Resources	There are no Goals, Strategies, or Actions that are directly applicable to this petition.
Transportation & Circulation	Strategy TC-1.1. Encourage mixed-use, pedestrian-friendly development that reduces the need to drive between land uses.
	Strategy TC-2.4. Encourage bicycle parking facilities at key destinations.
	Action TC-3.3.2 Incorporate zoning regulations that encourage shared parking and cross-access easements.

GENERAL REZONING STANDARDS

Compatibility	Whether and the extent to which the proposed amendment is compatible with existing and proposed uses surrounding the subject property –
	<i>A significant amount of public and private parking spaces are available within the C-1 Zoning District. Reduction of minimum parking space requirements reduces the need for individually-owned surface parking lots and promotes opportunities for infill development which supports the walkable urban form found in the C-1 District.</i>
Changed Conditions	Whether and the extent to which there are changed conditions, trends or facts that require an amendment -
	<i>Additional residential development within the Central Business District is desired by the market and serves as a tool for economic development.</i>
Public Interest	Whether and the extent to which the proposed amendment would result in a logical and orderly development pattern that benefits the surrounding neighborhood, is in the public interest and promotes public health, safety and general welfare -
	<i>More residents within this district helps to support businesses within the district. Additional residential uses within an established commercial district with existing infrastructure reduces demand for greenfield development. Policies which support consolidated parking in the downtown district helps to support a walkable urban form that is not broken up by “gaps” of street-facing surface parking lots.</i>
Public Facilities	Whether and the extent to which adequate public facilities and services such as water supply, wastewater treatment, fire and police protection and transportation are available to support the proposed amendment
	<i>The C-1 Zoning District is in an urban location that is well served by public facilities.</i>
Effect on Natural Environment	Whether and the extent to which the proposed amendment would result in significantly adverse impacts on the natural environment including but not limited to water, air, noise, storm water management, streams, vegetation, wetlands and wildlife -
	<i>Reduction in individually-owned surface parking lots can serve to reduce impervious surfaces and allow for additional landscaping which can reduce stormwater runoff.</i>

DRAFT COMPREHENSIVE PLAN CONSISTENCY AND REZONING REASONABLENESS STATEMENT

The petition is found to be [consistent] with the City of Hendersonville 2030 Comprehensive Plan based on the information from the staff analysis and the public hearing, and because:

The petition aligns with Goal LU-10 of the Land Use and Development Chapter which calls for maintaining a highly urban, pedestrian-focused environment through building and streetscape design.

In conjunction with the recommendations from Staff, we [find] this petition to be reasonable and in the public interest based on the information from the staff analysis and the public hearing, and because:

DRAFT [Rationale for Approval]

- The staff recommendation aligns the minimum parking requirements for the C-1 and PRD Zoning Districts with other residential and mixed-use parking standards.*
- The staff recommendation reduces restrictions for residential development in downtown and along thoroughfares. Residential development and utilization of underutilized properties within these areas is desired.*
- A significant amount of public and private parking spaces are available with the C-1 Zoning District.*
- Reduction of minimum parking space requirements reduces the need for individually-owned surface parking lots.*
- Centrally-located, consolidated parking locations are preferred over individually-owned surface parking lots as a means of protecting and advancing walkability and better utilizing land within the downtown core.*

DRAFT [Rational for Denial]

- The text amendment would place a burden on public parking in downtown*