



MORGANTOWN PLANNING COMMISSION

April 9, 2015
6:30 PM
City Council Chambers

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STAFF REPORT

CASE NO: TX15-03 / Administrative / On-Street Parking

REQUEST:

Administratively requested Zoning Text Amendments to Article 1331.06(29)(h), Article 1345.06(B), Article 1361.03(Q)(2), and Table 1365.04.01 as they relate to removing adjacent on-street parking from meeting minimum parking requirements.

BACKGROUND and ANALYSIS:

The growing interest nationwide in approaching parking regulations in new ways is linked to the rise of smart growth land use policies intended to further more livable, less auto-dependent communities.

Conventional parking policies generally focus on setting a minimum number of parking spaces for various land uses. They assume that all trips to a location are made by automobile which can result in an oversupply of parking in urban settings and other locations where alternatives to driving exist and are used for many trips. Conventional parking policies often fail to recognize that different contexts may require different amounts of parking and fail to account for unique economic activity, population and other characteristics.

Within the City's 2006 major amendment of its zoning regulations, several smart growth and New Urbanism land use tenets were incorporated. Addendum A identifies several popular and effective parking management techniques, which are provided here simply for context purposes. Some of the noted strategies or variants have been incorporated into Morgantown's Planning and Zoning Code while others are in various stages of analysis and existing conditions monitoring.

One strategy included in the 2006 major amendment was allowing on-street parking to be counted toward meeting minimum off-street parking requirements for new development in some areas and for some land uses. The following related provisions have been in place since 2006:

- Article 1331.06(29)(h) allows permitted non-residential uses within the R-1, R-1A, R-2, and R-3 Districts to count existing on-street parking stall immediately adjacent to the property towards fulfilling minimum parking requirements.
- Within the B-1, Neighborhood Business District, Article 1345.06(B) allows on-street parking located immediately in front of a building or on a corner lot to be counted towards minimum parking requirements.
- Within the Sunnyside Overlay Districts, Article 1363.03(Q)(2) allows on-street parking spaces immediately adjacent to a land use to be counted toward fulfilling minimum parking requirements.
- Table 1365.04.01 "Minimum Off-Street Parking Requirements" allows "Bed and Breakfast Inn" uses to count on-street parking spaces directly in front of the use towards minimum parking requirements except in residential parking permit districts.

Development Services

Christopher Fletcher, AICP
Director

Planning Division

389 Spruce Street
Morgantown, WV 26505
304.284.7431



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Allowing on-street parking to count towards minimum parking requirements is intended to, in part, impede the overdevelopment of off-street parking and mitigate deleterious impacts including, but not limited to, large footprints of impervious services; underutilization of real estate; over consumption of land; inharmonious built environments; decrease in greenspace; overburdening stormwater management systems; degrading water quality; air emissions resulting from concentrated vehicles; heat island effect; urban sprawl; and, overdependence on a single mode of transport.

Additionally, on-street parking can serve as a traffic calming strategy that helps reduce the speed of cars resulting from the narrowing of the street width and encouraging slower, more attentive driving.

However, a parking policy that incorporates the flexibility of counting on-street parking assumes the following supporting conditions are in place to ensure success:

- On-street parking is shared by different uses that clearly have different peak hours of use.
- There is more than sufficient on-street parking for current demand and demand from the proposed use during all hours of the day and week.
- On-street parking serves high turnover demand (visitors, customers, etc.) rather than storage demand associated with predominantly residential uses.

If these conditions do not exist, then an undersupply of on-street parking stalls contributes to traffic congestion as vehicles circle an area looking for available on-street parking spaces.

Parking remains a heavily discussed and debated issue in Morgantown. Several residential parking districts have existed for a number of years to manage supply and demand. The parking district program was recently expanded to include the Wiles Hill Neighborhood with efforts currently underway to establish the newest district in the Sunnyside Neighborhood.

Although the parking policy intent of allowing on-street parking stalls to count towards minimum parking is meritorious, its function in Morgantown over nearly a decade does not appear to have realized similar successes achieved in other communities.

In listening to and working with Morgantown Parking Authority Director Tom Arnold, the Morgantown Parking Authority Board of Directors, the Campus Neighborhoods Revitalization Corporation Board of Directors, and engaged Sunnyside Neighborhood property owners/managers, it appears prudent to remove from the City's Planning and Zoning Code all provisions that allow on-street parking stalls to be counted toward meeting minimum parking requirements based on the following findings:

- Demand appears much greater than supply where present allowances exist to count on-street parking towards minimum parking requirements.
- Increased density and intensity realized through new development, particularly within areas where on-street parking can be counted toward minimum parking requirements, only serves to exacerbate limited on-street parking supply.

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- An undersupply of on-street parking can adversely impact the market attractiveness, visitability, and quality of life of areas where on-street parking can be counted toward minimum parking requirements.
- An undersupply of on-street parking contributes to crowded public rights-of-way and traffic congestion near and within areas where on-street parking can be counted toward minimum parking requirements.
- The success and growth of the City's residential parking district program conflicts with present zoning regulation allowances to count on-street parking towards meeting minimum parking requirements.
- The City continues to enhance its management of improved public rights-of-way to serve increasing needs including public safety, emergency access, and fire lanes, which, in some cases, has resulted in a reduction in the supply of on-street parking stalls.

STAFF RECOMMENDATION:

Staff respectfully advises the Planning Commission to forward a favorable recommendation to City Council to amend the Planning and Zoning Code as presented in Addendum B of this report based on the information and findings presented herein.

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Director

Planning Division

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STAFF REPORT ADDENDUM A

TX15-03 / Administrative / On-Street Parking

The following information was extracted from the “Parking Management Strategies” report to the Lancaster County, Pennsylvania Planning Commission in 2012, which can be accessed on the internet at <http://www.lancastercountyparking.org/DocumentCenter/Home/View/158>. This information is provided here simply for context purposes. Several of these strategies and variants have been incorporated into Morgantown’s Planning and Zoning Code.

Parking demand is the outcome of supply, price and available travel choices. As cities and municipalities build more transit-oriented and mixed-use developments, they can adopt a variety of parking management strategies, including modifications to the traditional ITE parking standards in their zoning ordinances, to help support the vitality and attraction of alternative modes in those areas. Some popular and effective parking management techniques include the following:

- **Reduce Parking Requirements:** Municipalities can reduce zoning requirements for parking from the ITE recommended standards, in certain areas, such as within a certain distance of a transit station, or in/near a mixed use development where nonmotorized infrastructure enable trips to be made by driving alternatives. Parking can also be reduced for certain uses such as low-income and elderly housing units whose residents own fewer cars and depend more on alternative modes like transit and walking.
- **Reserve Parking:** Rather than build all the parking at once to meet future demand, reserve parking allows a developer to “bank” some land or maintain a landscaped area on the property that can be converted in the future to parking spaces if demand requires it.
- **Unbundled Parking:** Most apartment buildings and condominium complexes include the price of parking in the rent or purchase price of the unit, a practice known as bundled parking. This practice assumes that all residents have the same demand for parking and they all bear the cost through their rent or purchase. This practice fails to reward those who do not own a car and who provide social benefits by their non-auto travel choice. When parking is unbundled, the price of the parking space(s) is separated from the rent or purchase price and allows residents to pay only for the amount of parking that they need.
- **Context-Sensitive Standards:** Under this innovative parking policy, parking standards are set to fit into the context of a specific neighborhood or development. This concept is still in its early implementation. The challenge for planners is how to inject flexibility into the zoning codes while still providing developers with the certainty that they need.
- **Parking Freezes or Setting Parking Maximums:** A parking freeze sets the total amount of parking that is allowed in a particular district. It works best in urban areas with well-developed transit systems. Some communities reverse the traditional practice of setting a parking minimum and set a parking maximum in their zoning ordinance, particularly for downtown or commercial areas.
- **Installation of Bicycle and Pedestrian Facilities:** One low-cost method of reducing parking demand is to provide bicycle and pedestrian facilities (secure bike parking, bike lanes, trails, sidewalks) to make non-motorized modes attractive and safe. An interconnected sidewalk network also makes it easier to allow for shared parking in an off-site garage or lot near the site.

- Employer Commuter Benefits: Employer commuter benefits such as subsidized transit passes or subsidies to those who carpool or vanpool and preferential parking for carpools/vanpools are also strategies that reduce parking demand.
- In-Lieu Parking Fees: As an alternative to providing on-site parking, a developer pays the municipality a set fee that is then used by the city or municipality to finance an off-site parking facility (municipal lot or garage) that can be used by the patrons and employees of the business or use.
- Parking Pricing: Probably the simplest way to reduce parking demand is to charge users directly for the cost of parking since a large supply of free parking encourages driving. Cost-based parking set to recover the cost of a parking space in a garage (or municipal lot) typically reduces demand by 10-30 percent. A 2000 survey of San Francisco commuters found that for commuters with free parking, only 4.8% use transit while among those without free parking, 42% commute by transit in the Bay Area.

STAFF REPORT ADDENDUM B
TX15-03 / Administrative / On-Street Parking

Staff recommended Zoning Text Amendments relating to removing the ability to count adjacent on-street parking stall towards meeting minimum off-street parking requirements (deleted matter struck-through; new matter underlined).

ORDINANCE 1

1331.06 SUPPLEMENTAL REGULATIONS PERTAINING TO PERMITTED LAND USES TABLE.

(29) In the R-1, R-1A, R-2 and R-3 districts, the following regulations shall apply to permitted non-residential uses:

- (a) Buildings shall be required to be two stories.
- (b) Gross building size shall not exceed 2,000 square feet with not more than half (1,000 square feet) being devoted to non-residential use; and any café or food service area shall be limited to 500 square feet of customer seating area.
- (c) May have residential or office uses on second floor, but no residential use shall be permitted on ground floor.
- (d) All building facades visible from a public street shall be faced with masonry, stone, wood siding, or stucco-covered block. No vinyl, metal, or exposed concrete block walls.
- (e) Shall have a minimum front setback of three (3) feet and a maximum of six (6) feet.
- (f) All parking lots shall be screened along the street frontage by a decorative masonry wall (not concrete block) between three and one-half (3.5) and five (5) feet in height, and by dense landscaping along property lines not adjoining a public street.
- (g) If residential units are placed above storefront, no extra parking shall be required for them.
- ~~(h) Any existing on-street parking stalls immediately adjacent to the property shall be counted toward fulfilling parking requirement.~~
- ~~(h)~~ (h) Front façade of the building shall have a fenestration ratio of at least forty (40) percent.
- ~~(i)~~ (i) A canvas awning not less than 6 feet in width shall be placed over the entry, and may extend to partially cover the sidewalk, provided that the leading edge of the awning extends no closer than two (2) feet to the curb line of the street.
- ~~(j)~~ (j) If no sidewalk exists, the property owner shall be required to construct one in front of the building's primary façade according to Engineering Department standards.
- ~~(k)~~ (k) Signage for such structures shall be limited to a total of four (4) square feet and all signs shall be either wall or suspended signs. No other sign types shall be permitted. Signs shall not be internally illuminated.
- ~~(l)~~ (l) No security bars, screens or gates shall be permitted to be attached to the primary façade.
- ~~(m)~~ (m) No alcoholic beverages may be sold or consumed on any premises permitted in this conditional use.

- ~~(n)~~ (n) No drive-through lanes or windows shall be permitted for any use.
- ~~(o)~~ (o) Hours of operation shall be limited to 9:00 a.m. to 8:00 p.m. daily.

ORDINANCE 2

1345 B-1, Neighborhood Business District

1345.06 PARKING AND LOADING STANDARDS.

(A) All uses within this district shall provide not less than seventy-five (75) percent of the required parking as set forth in Article 1365, Parking, Loading and Internal Roadways.

~~(B) Any on-street parking located immediately in front of a building or on a corner lot, may be counted towards the parking requirements of this Ordinance.~~

~~(C)~~ (B) No parking spaces shall be permitted between the front façade of a building and any street right-of-way.

ORDINANCE 3

1363.03 DESIGN AND PERFORMANCE STANDARDS COMMON TO ALL SUNNYSIDE OVERLAY DISTRICTS.

The following design and performance standards are held in common and shall apply to the SCOD, SSOD, and BCOD overlay districts.

(Q) Street Hierarchies and Land Use:

- (1) Except for single and two family dwellings, buildings constructed along primary streets shall have sixty (60) percent or more of their ground floor space dedicated to retail, restaurant, office or personal service uses. Residential uses shall be permitted on the ground floor in the remaining space, but shall not enfront the primary street.
- ~~(2) On-street parking spaces immediately adjacent to a land use shall be counted toward fulfilling parking requirements for the use.~~
- ~~(3)~~ (2) The minimum number of off-street parking spaces for multi-family dwellings shall be one-half a space (0.5) per occupant as determined by the West Virginia State Building Code and adopted and implemented by the City. The minimum number of off-street parking spaces for mixed-use and over-store dwellings shall be one-half a space (0.5) per occupant as determined by the West Virginia State Building Code and adopted and implemented by the City plus required spaces for commercial use(s).
- (4) (3) Surface parking lots between buildings shall be designed as interior landscaped courtyards where cars are screened from the right-of-way; surface lots shall not be constructed where two (2) public rights-of-way intersect.
- ~~(5)~~ (4) Parking structures abutting open spaces or fronting on primary streets shall be designed with building-like facades.
- ~~(6)~~ (5) Parking garages three (3) stories or higher shall provide ground floor retail or service uses in an amount not less than thirty-five (35) percent of the ground floor area, located along the frontage of the garage.
- ~~(7)~~ (6) Private parking areas shall be accessed from secondary streets and/or alleys. Access from primary streets shall only be utilized when other options are not available.
- ~~(8)~~ (7) To minimize curb cuts along primary and secondary streets, residential garages or

car ports or driveways shall be located at the rear of the property and accessed from an alley, when available.

- (9) (8) Parking areas and properties containing multifamily or commercial buildings shall provide linkages of similar design and quality to adjacent off-site pedestrian amenities such as sidewalks, bike paths, etc.
- (10) (9) Parking areas containing ten (10) or more stalls shall be lighted to create safe, attractive nighttime environments. Such lighting shall not be designed or situated in such a manner as to cause spillover glare onto adjoining properties. Building entrances and significant architectural or landscape features should be illuminated with low-intensity, indirect lighting sources directed toward the feature.

ORDINANCE 4

Table 1365.04.01: Minimum Off-Street Parking Requirements

Use	Minimum Off-Street Parking Requirement
Bed and Breakfast Inn	1 space per guest room plus 2 for the resident owner; on-street parking spaces directly in front of the inn may count towards the parking requirement except in residential parking permit required areas