

City of Columbia

701 East Broadway, Columbia, Missouri 65201



Agenda Item Number: B 374-15

Department Source: Community Development - Planning

To: City Council

From: City Manager & Staff

Council Meeting Date: 12/21/2015

Re: Chapter 29, Section 30 text amendment - parking facility location. (Case 16-1)

Documents Included With This Agenda Item

Council memo, Resolution/Ordinance

Supporting documentation includes: Summary of Board/Commission Reports (including maps and public hearing draft text change), and Excerpts from Minutes

Executive Summary

Approval of this amendment will allow off-site parking facilities to be established and used by fraternity and sorority organizations within 1000-feet of the principal fraternity or sorority house for which on-site parking is required in the area commonly known as "Greek Town" subject to use specific standards. In addition, this amendment revises Table 29-30(b)(1), Parking Requirements, by removing the location standards for residential parking in the C-2 district and relocating such standards to Paragraph (g) of Section 30 which specifically pertains to the "Location of [parking] Facilities."

Discussion

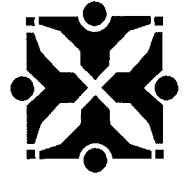
On October 19 the City Council authorized staff to review, research, and prepare revisions to Section 29-30 (Parking) of the City Code and requested review of parking standards of similar communities. The impetus for the authorized code revision was precipitated by a request of the Delta Gamma sorority in anticipation of a future reconstruction of their sorority house located at 900 Providence Road.

Presently, Section 29-30 does not permit the establishment of off-site parking facilities within residential zoning districts or permit the use off-site parking facilities to meet the on-site residential parking requirements of the code. These provisions, at times, make redeveloping fraternity or sorority sites unable to comply with the City's parking requirements. As a result, such organizations are often required to obtain parking space variances from the Board of Adjustment or seek to rezone parcels they own or acquire to C-P so they can have an off-site parking facility.

The proposed amendment would create the opportunity to develop off-site parking facilities within 1000-feet of a fraternity or sorority house on property owned by the fraternity or sorority generating the demand within a narrowly defined area commonly known as "Greek Town". The "Greek Town" area is defined as the area bounded by Turner Avenue, Tiger Avenue, Kentucky Boulevard, Providence Road, and Fifth Street. In addition to the basic requirement that the off-site parking facility be owned by the fraternity or sorority desiring to use it, the proposed amendment includes

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additional performance measures intended to assist in integrating such facilities into what would generally be a built environment (i.e. surrounded by other housing) as well as permit an option to more easily convert the parking area back to a residential property should such opportunity arise.

The proposal that off-site parking be permitted within 1000-feet of a fraternity or sorority is based upon the current standards that apply to all non-residential uses. Staff believes that utilizing the existing standard versus creating a new one would reduce the administrative burden associated with the amendment should it be approved.

In fulfilling the Council's desire for reviewing other communities parking codes, staff evaluated 12 of the 13 Southeastern Conference (SEC) cities. Review of these 12 codes identified a wide range of parking requirements, parking ratios, and approaches to off-site facilities.

The research determined that Columbia's parking requirement for fraternity and sororities (1 space per 2 occupants) was in the middle of its peer cities. Parking ranged from as little as 1 space per 5 active members to a combination of spaces being calculated based on building square footage and persons (1 space per 30 sq.ft. of meeting room + 1 per person). Research further determined that Columbia's distance from the generating site to the off-site parking facility was the greatest when compared to its peers. Off-site parking in peer cities ranged from being permitted on the adjacent lot to being permitted within 600-feet of the generating site.

In efforts to ensure internal consistency within the City's parking provisions, the proposed amendment also recommends removing the location standards applicable to residential parking facilities within the C-2 district from Table 29-30(b)(1) and placing them in a new subsection in Paragraph (g) of Section 30. The current location standards applicable to C-2 residential development were created when Ordinance 22173 (Interim C-2 regulations) were approved in August 2014. This proposed revision does not modify any of the distance standards, but rather moves those standards under Paragraph (g) which specifically addresses the issue of "Location of [parking] Facilities."

At its December 10, 2015, meeting, the Planning and Zoning Commission held a public hearing on the proposed amendments and recommended (8-1) approval of them. The dissenting Commissioner indicated that additional public outreach regarding the impact of the text change should have been provided to adjacent properties. A notice of a public hearing was placed in the Tribune, as required by State Statute; typically individual property owner notification procedures do not apply to text changes since such actions are generally applicable citywide. A representative from Delta Gamma addressed the Commission and indicated he was available to answer questions. No one from the public spoke on the matter.

A copy of the staff report (including a location map of the "Greek Town" area and public hearing draft of text change) and excerpts from minutes are attached for review.

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Fiscal Impact

Short-Term Impact: None.

Long-Term Impact: None.

Vision, Strategic & Comprehensive Plan Impact

Vision Impact: Not Applicable

Strategic Plan Impact: Not Applicable

Comprehensive Plan Impact: Land Use & Growth Management, Livable & Sustainable Communities

Suggested Council Action

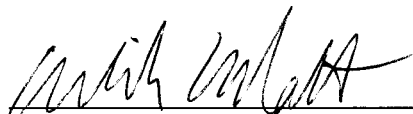
Approval of the proposed revisions as recommended by the Planning and Zoning Commission.

Legislative History

None

A handwritten signature in black ink, appearing to be "ZAZM", written over a horizontal line.

Department Approved

A handwritten signature in black ink, appearing to be "Mike M...", written over a horizontal line.

City Manager Approved

Introduced by _____

First Reading _____

Second Reading _____

Ordinance No. _____

Council Bill No. B 374-15

AN ORDINANCE

amending Chapter 29 of the City Code as it relates to off-site parking facilities in C-2 zoning districts and for fraternity and sorority houses; and fixing the time when this ordinance shall become effective.

BE IT ORDAINED BY THE COUNCIL OF THE CITY OF COLUMBIA, MISSOURI, AS FOLLOWS:

SECTION 1. Chapter 29 of the Code of Ordinances of the City of Columbia, Missouri, is hereby amended as follows:

Material to be deleted in ~~strikeout~~; material to be added underlined.

Sec. 29-30. Off-street parking and loading regulations.

(a) General Requirements.

...

(b) Parking Requirements. Off-street parking spaces shall be provided for all uses in accordance with the minimum requirement set forth in Table 29-30(b)(1).

Table 29-30(b)(1)

	Required Parking
Residential	
One- and Two-Family and Accessory Dwelling Units	1 space/dwelling unit for accessory dwelling units having up to 2 bedrooms; 2 spaces/dwelling unit for one-family attached and unattached dwellings, and accessory dwelling units having 3 or more bedrooms; 2 spaces/unit for two-family units having up to 2 bedrooms; three spaces/unit in two-family units of 3 or more bedrooms
...	

Residential Uses within C-2 (Central Business District)	0.25 space/bedroom for new residential dwelling units in new buildings.
	Minimum parking supply may be located:
	a. Onsite in a parking structure,
	b. At-grade or below grade surface parking under a building,
	c. Surface parking behind a building,
	d. Surface parking for which a conditional use permit has been approved; or
	e. In a public or private parking structure or lot within 2,640 feet (one-half mile) of the residential entry; provided there is a written agreement to purchase or lease spaces in a public or private parking structure or lot for as long as the building is used as a residential dwelling.
	The parking requirement for standard motor vehicle parking spaces may be reduced by any of the following:
	a. Each motorcycle and motor scooter parking space may be counted as one vehicular parking space, up to ten percent (10%) of the total spaces required;

...

(g) Location of Facilities. Except as otherwise provided in this section, off-street automobile parking facilities required by this section for all non-residential uses ~~except residential~~ may be located either on the premises of the parking generator or within one thousand (1,000) feet therefrom. Off-street parking facilities for residential uses in the C-2 (central business) district and for fraternity and sorority houses may be located on the premises of the parking generator or off-site as provided below. Land used for parking shall be zoned to accommodate the generating use. All off-premises parking facilities available to the public shall install sidewalks along abutting streets and be accessible to abutting street rights-of-way for physically handicapped persons.

(1) Residential uses in district C-2 (central business). Minimum parking supply for residential uses within the C-2 (central business) district may be provided:

- a. On-site in a parking structure;
- b. At-grade or below grade surface parking under a building;
- c. Surface parking behind a building;
- d. Surface parking for which a conditional use permit has been approved; or

e. In a public or private parking structure or lot within 2,640 feet (one-half mile) of the residential entry; provided, there is a written agreement to purchase or lease spaces in a public or private parking structure or lot for as long as the building is used as a residential dwelling.

(2) Fraternity and sorority parking facilities. Parking facilities for fraternity and sorority houses located south of Turner Avenue, west of Tiger Avenue, north of Kentucky Boulevard, east of Providence Road, and southeast of Fifth Street, commonly known as Greek Town, may be located either on the premises of the fraternity or sorority for which on-site parking is required or within one thousand (1,000) feet therefrom if it is provided off-site. Off-site parking facilities within one thousand (1,000) feet of the generating use shall be subject to the following:

a. The property shall be owned by the fraternity or sorority, in fee title.

b. The property shall be solely used to meet the parking requirements of this section and shall not be used for commercial leasing purposes.

c. The property shall be a "legal lot" as defined in Section 29-2 of this code.

d. The property shall be subject to all adopted stormwater and land disturbance requirements at the time of its conversion to an off-site parking facility.

e. The property shall be subject to all applicable setback standards for the zoning district in which it is located and the proposed parking surface shall not encroach into any required setback.

f. The property shall be subject to all landscaping and screening standards of section 29-25 of this code regardless of exceptions based upon linear frontage along or distance from a street right-of-way.

g. The parking facility must be located within the area commonly known as Greek Town as described above in subsection (g)(2).

...

SECTION 2. This ordinance shall be in full force and effect from and after its passage.

PASSED this _____ day of _____, 2016.

ATTEST:

City Clerk

Mayor and Presiding Officer

APPROVED AS TO FORM:

City Counselor



SUPPORTING DOCUMENTS INCLUDED WITH THIS AGENDA ITEM ARE AS FOLLOWS:

Summary of Board/Commission Reports (including maps and public hearing draft text change), and Excerpts from Minutes

**AGENDA REPORT
PLANNING AND ZONING COMMISSION MEETING
December 10, 2015**

SUMMARY

A request by the City of Columbia to amend Chapter 29, Section 30 of the City Code (Zoning Regulations) as it pertains to parking standards.

DISCUSSION

On October 19 the City Council directed staff to review and prepare revisions to Section 29-30 of the City Code related to parking standards. The initial request to prepare the amendment was presented by the Delta Gamma sorority in anticipation of a future reconstruction of their sorority house located at 900 Providence Road.

Currently Section 29-30 does not permit the establishment of off-site parking facilities within residential zoning districts or permit the use off-site parking facilities to meet the residential parking requirements of the code. These provisions, at times, makes the ability of redeveloping fraternity or sorority sites unable to comply with the City's parking requirements. As a result, such organizations are often required to obtain parking space variances from the Board of Adjustment or seek to rezone parcels they may own to C-P so they can have an off-site parking facility.

The proposed revisions to Section 29-30 (g) would offer an alternative to having to seek rezoning actions to permit off-site parking facilities and would permit off-site parking within 1000 feet of the generating use subject to a series of conditions. The ability to park off-site within 1000 of the generating use is currently permitted for non-residential uses provided the location of the off-site parking facility is zoned to accommodate the generating use.

At the October 19 Council meeting, staff was also directed to research the parking standards of similar communities to determine how the City's standards compared to others. In conducting this research staff identified the cities with an SEC conference and reviewed their parking requirements – specifically as they related to fraternities and sororities and the potential for off-site parking facilities.

12 of the 13 SEC cities were included in staff's research. Of the 12 cities, there was variability on how required parking was to be calculated. Three cities used building square footage as their basis, three used the number of bedrooms, three used active members, and remaining 3 used a combination of people and square footage. Required parking ranged from 1 for each 5 members to 1 space per person. Columbia's current requirement is 1 space per 2 occupants.

When reviewing the potential for off-site parking facilities, it was determined that only 5 of the 12 cities permitted such facilities. The location of the off-site facilities from the generator ranged from as little as 100 feet to as great as 600 feet. Currently, Columbia does not permit off-site parking facilities for residential uses.

Staff believes that the proposed amendment addresses a unique condition in a very select location. The proposed provisions to permit off-site parking would be limited to the area commonly known as “Greek Town” and shown on the attached map. It further believes that the conditions (setbacks, landscaping, paved area limitations, etc.) that must be met to permit improvement of an off-site parcel into a parking lot will maintain the residential character of the street frontage and permit easier conversion back to residential use, when desired, than if the parcel were rezoned as is current practice.

Staff does not find, after completing its research, that additional modifications to the required number of spaces for fraternities and sororities are necessary. The standards in place in Columbia are about in the middle of its peer SEC cities. Revisions to required parking, parking credits, and other parking-related provisions are currently under review as part of the comprehensive revisions to the zoning and subdivision codes. The proposed change to Section 29-30(g) addresses an issue not currently being consider in the comprehensive revisions and will permit an alternative to the more permanent action of rezoning land for the purpose of creating a parking lot.

STAFF RECOMMENDATION

Approval of the proposed text change to Section 29-30.

SUPPORTING DOCUMENTS

- Locator Map – Greek Town boundary
- Proposed Text Change.

Report prepared/approved by Patrick Zenner



2015 Orthophoto Source: Boone County Assessor

16-1: Parking Ordinance Text Change



City of Columbia Zoning



100-Year Flood Plain



Parcels



Public Hearing Draft (12-10-15)

Proposed additions in **bold and underline** and deletions in ~~bold and strikethrough~~.

Chapter 29 - ZONING

...

Sec. 29-30. - Off-street parking and loading regulations.

(a) General Requirements.

- (1) Except for non-residential buildings in district C-2, existing buildings and portions of existing buildings fifty (50) years and older in district C-2 reused for residential purposes, and except as provided in subsection (a)(2), all uses established and all buildings erected, constructed, reconstructed, or expanded after November 19, 2001 shall be provided with off-street parking spaces, either in the form of parking garages or open parking areas for the parking of motor passenger vehicles, as specified herein.

...

- (b) *Parking Requirements.* Off-street parking spaces shall be provided for all uses in accordance with the minimum requirement set forth in Table 29-30(b)(1).

Table 29-30(b)(1)

.....

<i>Residential Uses within C-2 (Central Business District)</i>	0.25 space/bedroom for new residential dwelling units in new buildings.
	Minimum parking supply may be located:
	a. Onsite in a parking structure,
	b. At-grade or below-grade surface parking under a building,
	c. Surface parking behind a building,
	d. Surface parking for which a conditional use permit has been approved; or
	e. In a public or private parking structure or lot within 2,640 feet (one-half mile) of the residential entry; provided there is a written agreement to purchase or lease spaces in a public or private parking structure or lot for as long as the building is used as a residential dwelling.:
	The parking requirement for standard motor vehicle parking spaces may be reduced by any of the following a. Each motorcycle and motor scooter parking space may be counted as one vehicular parking space, up to ten percent (10%) of the total spaces required; b. Each required bicycle parking space shall be counted as the equivalent of one motor vehicle parking space, as specified in <u>section 29-30(m)</u> .

Public Hearing Draft (12-10-15)

The community development director may recommend, and the city council may approve, a reduction in the calculated parking requirement based on a parking management strategy that may include some combination of:

- a. Car share programs;
- b. Purchase of bus passes for the use of the Columbia transit system by tenants;
- c. Provision of private transit services to building residents;
- d. A parking study that documents a reduced demand for parking.

- ...
- (g) *Location of Facilities.* Except as otherwise provided in this section, off-street automobile parking facilities required by this section for all **non-residential** uses **except residential** may be located either on the premises of the parking generator or within one thousand (1,000) feet therefrom. **Off-street parking facilities for residential uses in the C-2 (Central Business) district and for fraternity and sorority houses may be located on the premises of the parking generator or off-site as provided below.** Land used for parking shall be zoned to accommodate the generating use. All off-premises parking facilities available to the public shall install sidewalks along abutting streets and be accessible to abutting street rights-of-way for physically handicapped persons.

(1) Residential uses in district C-2 (Central Business)

Minimum parking supply for residential uses within the C-2 (Central Business) district may be provided:

- (a) **Onsite in a parking structure.**
- (b) **At-grade or below grade surface parking under a building.**
- (c) **Surface parking behind a building.**
- (d) **Surface parking for which a conditional use permit has been approved; or**
- (e) **In a public or private parking structure or lot within 2,640 feet (one-half mile) of the residential entry; provided there is a written agreement to purchase or lease spaces in a public or private parking structure or lot for as long as the building is used as a residential dwelling.**

(2) Fraternity and Sorority Parking Facilities

Parking facilities for fraternity and sorority houses located south of Turner Avenue, west of Tiger Avenue, north of Kentucky Boulevard, east of Providence Road, and southeast of Fifth Street, commonly known as Greek Town, may be located either on the premises of the fraternity or sorority for which on-site parking is required or within one thousand (1,000) feet therefrom if it is provided off-site. Off-site parking facilities within one thousand (1,000) feet of the generating use shall be subject to the following:

- (a) **The property shall be owned by the fraternity or sorority, in fee title.**
 - (b) **The property shall be solely used to meet the parking requirements of this section and shall not be used for commercial leasing purposes.**
 - (c) **The property shall be a "legal lot" as defined in Section 29-2 of this Code**
 - (d) **The property shall be subject to all adopted stormwater and land disturbance requirements at the time of its conversion to an off-site parking facility.**
 - (e) **The property shall be subject to all applicable setback standards for the zoning district in which it is located and the proposed parking surface shall not encroach into any required setback.**
 - (f) **The property shall be subject to all landscaping and screening standards of Section 29-25 of this Code regardless of exceptions based upon linear frontage along or distance from a street right of way**
 - (g) **The parking facility must be located within the area commonly known as Greek Town as described above in this subsection (g).**
- ...

EXCERPTS
PLANNING AND ZONING COMMISSION MEETING
DECEMBER 10, 2015

Case No. 16-1

A request by the City of Columbia to amend Chapter 29, Section 30 of the City Code (Zoning Regulations) as it pertains to parking standards.

MR. REICHLIN: May we have a staff report, please?

Staff report was given by Mr. Pat Zenner of the Planning and Development Department. Staff recommends approval of the revision to Chapter 29, Section 30 to permit off-site parking for fraternities and sororities within 1000 feet of the generating site.

MR. REICHLIN: Do we have any questions of staff?

MS. BURNS: I have one. Mr. Zenner, I'm sure we went about, given that it's a public hearing, notifying interested parties within a certain area -- if it was entire Greek Town or the area in the red lined?

MR. ZENNER: In general text changes, we do not do property owner notification. Our general notification procedures for text changes are published notice within the newspaper 15 days in advance of the public hearing.

MS. BURNS: And I don't know if you know if Delta Gamma notified any of -- this impacts a lot of property owners in Greek Town, so I -- as well as the Newman Center, the Grasslands neighborhood and then University Heights. I just didn't know what notification had been attempted.

MR. ZENNER: There is no -- again, there is not postcard notification. There is not 185-foot radius property owner notification associated with text changes. It is just the standard 15 days public notice within the Tribune.

MS. BURNS: Thank you.

MR. REICHLIN: Any other questions of staff?

MR. HARDER: I have one question, not that it would -- I don't think it would happen or anything, but -- so basically based on this, if one of -- if a fraternity or sorority on Providence were to, you know, be demolished and put a parking lot in, that would be allowed on -- right on Providence, as well?

MR. ZENNER: I mean, a --

MR. HARDER: Not that it's going to happen.

MR. ZENNER: I mean, if you were to eliminate an existing fraternity house or a home. Now, let's just say there is an annexed facility there, and the fraternity may be behind it on one of the internal north-south streets, that is a distinct possibility. It would, obviously, still have to be landscaped for the Providence frontage. If access were not currently being gained from Providence for that particular lot, they would have to go through a state, as well as a city, encroachment permitting process to get a driveway access. So, I mean, there would be a couple of other impediments potentially for creating access into that parking facility directly from the primary corridor of Providence.

MR. REICHLIN: Do you have any other questions of staff? Seeing none, I'll open the public hearing

PUBLIC HEARING OPENED.

MR. REICHLIN: Those wishing to speak in favor of this matter, feel free.

MR. HARRISON: Tom Harrison, offices at 1103 East Broadway. I represent the Delta Gamma Sorority. My client initiated this process. We don't have any -- we don't have an affirmative presentation we were going to make. I'm here, along with several other representatives, and I just wanted to let you know that we're here to answer any questions if you have any. So --

MR. REICHLIN: Do we have any questions of our representative?

MS. BURNS: I guess, that would be one. Mr. Harrison, were there any conversations with any other stakeholders?

MR. HARRISON: I don't know whether Mr. -- Tim Crockett is here. I don't know whether Tim -- or whether you've had any other conversations. Our conversations have been strictly with City -- City staff so far.

MS. BURNS: Thank you.

MR. HARRISON: Sure.

MR. REICHLIN: Any other questions of this speaker? Seeing none. Thank you. Anybody else caring to help us out with our understanding of this matter, for and/or against? Seeing no one.

PUBLIC HEARING CLOSED

MR. REICHLIN: Entertain comments of Commissioners?

MS. RUSSELL: I plan to support it. I'm -- I like the requirements that the City has put on it, and I'll plan to support it.

MR. REICHLIN: Anybody else?

MS. BURNS: I thought Mr. Harder raised some interesting points about a parking lot off of Providence Road. Given that Providence Road is slated to be improved in 2017, I have a few concerns about this will impact that improvement. Even though, Mr. Zenner, I appreciate what you said as far as what properties could possibly be affected by this, I wish that Delta Gamma would have reached out to other stakeholders.

MR. REICHLIN: Any other comments? Anybody care to -- oh. Mr. Strodtman?

MR. STRODTMAN: I was going to make a motion, but --

MR. REICHLIN: Feel free. If nobody has an objection to that, I'll go along with that.

MR. STRODTMAN: For Case 16-1, Chapter 29, Section 30, I make a motion for approval of the proposed text change to Section 29-30.

MS. RUSSELL: I'll second.

MR. STANTON: Second.

MR. REICHLIN: Mr. Stanton. I'll take a roll call, please.

MS. LOE: Yes, Mr. Chairman. In the case of 16-1.

Roll Call Vote (Voting "yes" is to recommend approval.) Voting Yes: Ms. Loe, Mr. Reichlin, Ms. Rushing, Ms. Russell, Mr. Stanton, Mr. Strodtman, Mr. Harder, Mr. Toohey. Voting No: Ms. Burns. Motion carries 8-1

MS. LOE: The motion carries 8-1. Recommendation for approval will be forwarded to Council.

MR. REICHLIN: Thank you, Ms. Secretary. That concludes the public hearing portion of our meeting.