

Implementation of Carrboro Connects Chapter 5, Strategy 4.2:

Reduce negative effects of parking requirements on housing costs and natural resources and removal of residential parking minimums

During its retreat in January of 2023, the Town Council identified 13 Key Strategic Areas and Deliverables for implementation over the next 12 - 18 months including implementation various noted aspects of [Carrboro Connects, Town of Carrboro 2022-2042 Comprehensive Plan \(2022\) \(Carrboro Connects Adopted Comprehensive Plan | Carrboro Connects\)](#). Three top priorities were identified, one of which is to make amendments to Carrboro's land use ordinance to remove residential parking minimums and to allow for greater density near transit and greenways. This staff report focuses on the removal of residential parking minimums and includes the following information: anticipated timeline, summary of relevant policy direction, summary of existing parking requirements, proximity to transit, examples from nearby municipalities, possible changes and considerations. A draft resolution providing a means for Town Council feedback on possible changes is provided as *Attachment A*.

Anticipated Completion Timeline

- May 16, 2023 – Update to Town Council
- June 20, 2023 – Request to set Public Hearing
- Summer 2023 – Public Engagement
- Fall 2023 – Advisory Review and Public Hearing

Policy Direction – Carrboro Connects



Two comprehensive plan priorities directly link to this project,

Chapter 5 – Transportation & Mobility

Goal 4: Improve the management of parking spaces in the downtown area.

Strategy 4.2: Reduce negative effects of parking requirements on housing costs and natural resources

4.2 a) Remove minimum vehicular parking requirements for residential development close to transit. Lower vehicular parking requirements for all residential uses, including ADUs. Further reduce vehicular minimum parking standards for dedicated, long-term affordable housing units. Consider maximum parking ratios to reduce impervious surfaces and make more efficient use of land.

| CROSS-CUTTING | LEAD | PARTNERS | TIMEFRAME | RESOURCES | COST |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------|------------|-----------|-----------|------|
|   | Planning, HCS | Econ Dev't | 1-5 years | OB | \$ |

Carrboro Connects Priority Project? No



2023 Town Council Priority? Yes

Status? Analysis

Anticipated Milestone? Remove residential parking requirements close to transit - Fall 2023

Chapter 9 – Land Use

Goal 4: Promote land use planning and development that reduces GHG emissions through reducing auto-dependence.

| Strategy 4.1: Update the Land Use Ordinance to be consistent with the goals of the Comprehensive Plan. | | | | | |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------|---------------------|-----------|-----------|------|
| 4.1 c) Update parking requirements to consider adjustments or removal of minimum requirements for affordable housing, accessible dwelling units, and mixed-use development to reduce impervious surfaces and make more efficient use of land. | | | | | |
| CROSS-CUTTING | LEAD | PARTNERS | TIMEFRAME | RESOURCES | COST |
|   | Planning | PW, HCS, Econ Dev't | 1-5 years | OB | \$ |

Carrboro Connects Priority Project? Yes

2023 Town Council Priority? Yes

Status? Analysis

Anticipated Milestone? Remove residential parking requirements close to transit - Fall 2023

Parking in Carrboro – Current Requirements

The Town's current parking requirements are established in Article XVIII (18) of the Land Use Ordinance (LUO -). [Article XVIII \(townofcarrboro.org\)](https://www.townofcarrboro.org/article-xviii). The article includes definitions, requirements for bicycle, vehicle, and electric vehicle charging. For vehicle parking, the Section 15-291(a) establishes the requirement that all developments shall provide a "sufficient number of parking spaces to accommodate the number of vehicles that are ordinarily likely to be attracted to the development in question."

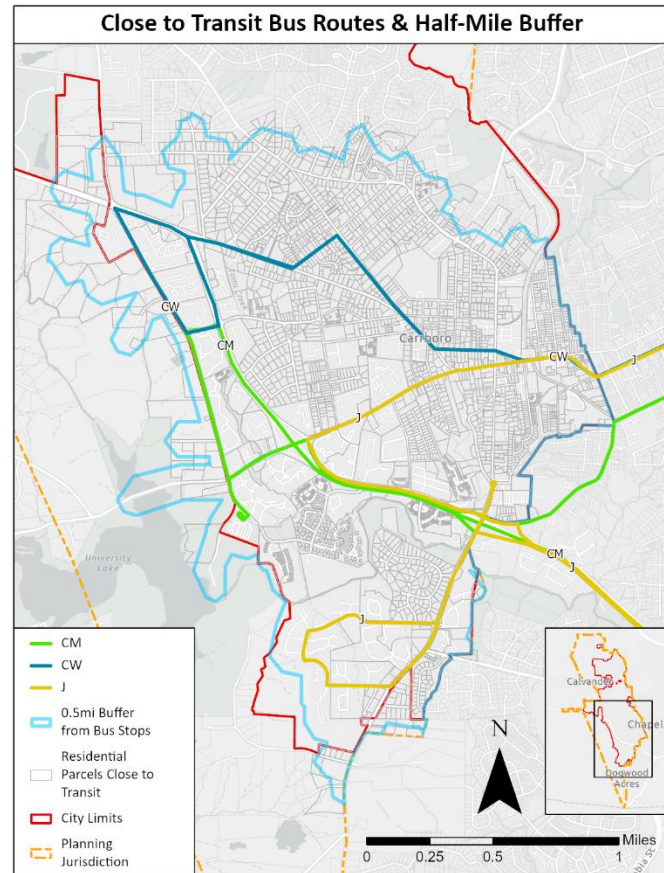
Section 15-291(b) establishes that the requirements are only intended to establish a presumption and should be flexibly administered. Section 15-291(g) Table of Parking Requirements, excerpted in the figure below, lists the numbers of those presumed spaces. For residential uses, required parking spaces based on the number of units and/or bedrooms in a proposed development. Similar requirements apply to other uses (e.g. commercial and office), which are typically based on gross floor area.

| USE | PART I. |
|--------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| | 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; 8/27/96) |
| 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 1/11/00) |
| 1.350 | 2 spaces for each dwelling unit, except that one bedroom units require only one space. (AMENDED 10/22/19) |

Section 15-292, Flexibility in Administration Required notes that parking requirements sometimes result in too many or too few parking spaces. Such situations can lead to negative externalities such as overflow parking onto adjacent streets or in the case of excess parking can be a waste of valuable land that could be used for other purposes, unnecessary impervious surfaces, and burdensome development costs.

Flexibility in administration allows for the permitting authority to permit deviations from the requirements in Section 15-291 to better satisfy the parking requirements. Many permits approved in the past few years have been permitted with less parking than would be required otherwise by Section 15-291.

Parking requirements allow for reductions based on joint use of property, protection of significant trees, and the provision of bicycle parking and affordable housing units, and exemptions for lots with existing buildings and lots within neighborhood preservation districts. A payment-in-lieu option is provided for development of properties in the B-(c), B-1(g), and B-2 districts (Section 15-292.1). This mechanism has not yet been put into use.



At recent work sessions on March 14 and May 9, 2023, the Town Council discussed the [Parking Study](#) and Recommendations. The Council expressed interest in moving forward with parking management and improvements in downtown. This includes implementing a paid parking system, enforcement, wayfinding exploring parking technologies, creating a Downtown Access Committee, using revenue to fund a municipal service district, and ongoing monitoring.

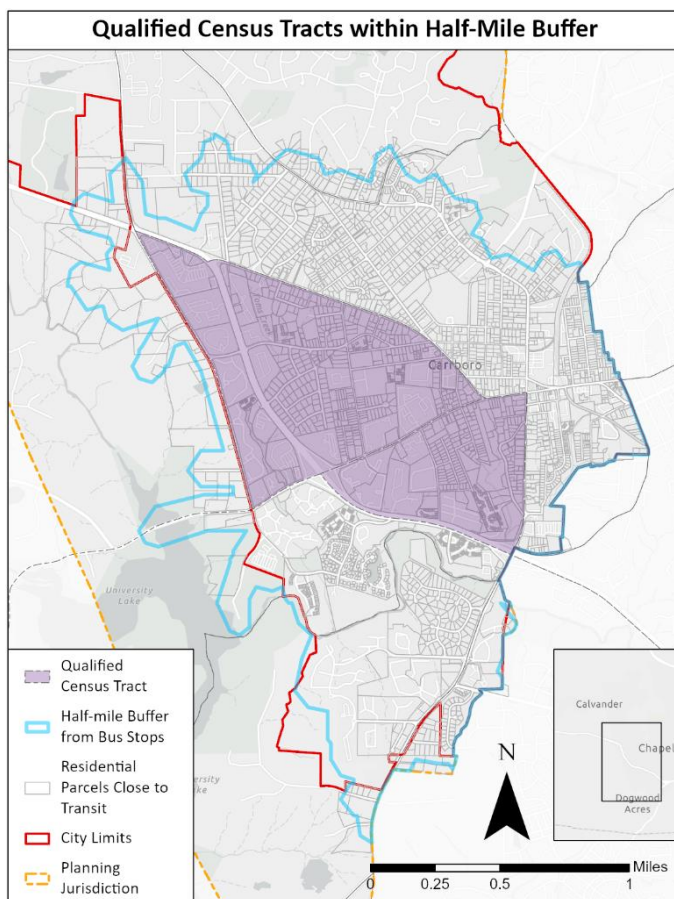
Proximity to Transit

The Carrboro Connects comprehensive plan defines “close to transit” as housing units located within a half mile of a bus stop that is served at least seven days per week at an average of 30-minute intervals on weekdays and 60-minute intervals on weekends.

The following Chapel Hill Transit routes would typically meet the above criteria, however, as of April 2023 these routes are not running with their intended headways due to limited staffing and reduced ridership and thus no routes currently meet the average intervals laid out in Carrboro Connects:

- J
- CW
- CM

The map shown identifies the half-mile buffer from the J, CW, and CM bus route stops. The buffer was created using the service area analysis mapping tool, which determines the distance along roads, rather than as the crow flies. The service area analysis does not take into account existence of or condition of sidewalks, crosswalks, or other pedestrian infrastructure. The buffer captures a total of 3,775 addresses in Carrboro (roughly 2800 individual lots). The buffer includes qualified census tracts 107.7 and 107.8 (as designated by U.S. Housing and Urban Development). Additionally, it encompasses historically Black neighborhoods such as Lloyd-Broad, Carr Court/Tin Top, Lincoln Park, Alabama Avenue/Glosson Circle. Additional maps showing zoning districts, land use, and street widths within the transit buffer area are included as Attachment C.



Examples from nearby municipalities

Town Council requested that staff consider examples of parking reductions from nearby communities, including Durham, Mebane, Chapel Hill, and Graham. In 2021, the City of Durham reframed many parking minimums as maximums for both residential and commercial uses and changed minimums to on average sixty percent of the previous value. The City of Mebane addresses the flexibility of parking requirements. Much like Carrboro's LUO, Mebane has a provision that allows the permit-issuing authority to recognize permit deviations from the presumptive requirements of the ordinance and may require more parking or allow less parking whenever it finds such deviations meet parking needs.

The Town of Chapel Hill parking provisions establish parking maximums; there are no minimums in the Town Center districts, which

includes the properties along Franklin and Rosemary Streets from Henderson Street west to the Carrboro Town limits. Chapel Hill has no minimums for single family residential uses.

The City of Graham removed minimums and applied maximums to all non-residential uses citywide.

Possible Changes to Regulations

The following table summarizes current parking requirements, guiding language from Carrboro Connects, and potential actions that could be pursued to reduce parking minimums.

| Carrboro's Current Parking Regulations --> | Carrboro Connects --> | Possible changes |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Carrboro Land Use Ordinance Article 18</p> <p>Single-family, duplex, - 2 spaces per unit</p> <ul style="list-style-type: none"> Garage spaces do not count <p>Multifamily - one space per bedroom, plus one per four units</p> <p>Reductions for bike racks and income or age restricted units</p> <p>Non-residential - 1 space per X sq ft of GFA (depending on use)</p> <p>Flexible Administration [15-292]</p> | <p>Strategy 4.2: Reduce negative effects of parking requirements on housing costs and natural resources.</p> <p>Project A (4 parts)</p> <ol style="list-style-type: none"> 1. Remove minimum vehicular parking requirements for residential development close to transit.* 2. Lower vehicular parking requirements for all residential uses, including ADUs 3. Further reduce vehicular minimum parking standards for dedicated, long-term affordable housing units 4. Consider maximum parking ratios to reduce impervious surfaces and make more efficient use of land | <p>Transit Overlay district – could also be used for density</p> <p>Text Amendments</p> <p>-Current minimums become maximums?</p> <p>Current minimums are reduced by 1/2</p> <p>Performance Standards, e.g. Street width, onsite overflow area</p> <p>Keep flexible administration</p> |

Considerations Related to Possible Changes

- Current reduced transit frequencies do not meet “close to transit” frequencies
- Infrastructure accessibility to bus stops is incomplete – improvements are in progress and planned
- Interrelation with other projects and LUO changes and phased implementation
- On street parking related to existing street widths/street cross-sections
- Enforcement
- Downtown parking management
- Continued transit, bicycle, and pedestrian improvements