



CITY OF DUBLIN

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City of Dublin Planning and Zoning Commission

Planning Report

Thursday, July 8, 2010

Case Summary

Agenda Item	1
Case Title	Parking Code
Case Number	10-023ADM
Request	Code Amendment Requires recommendation from Planning and Zoning Commission to City Council under the provisions of Zoning Code Sections 153.232 and 153.234.
Applicant	Terry Foegler, Manager, City of Dublin
Case Manager	Justin Goodwin, Planner II and Jennifer M. Rauch, AICP, Planner II. (614) 410-4600; jgoodwin@dublin.oh.us and jrauch@dublin.oh.us
Proposal	This is a request for review and recommendation for amendments to Code Sections 153.002, 153.041(A), 153.139 and 153.200 through 153.212; and Subdivision Regulations Section 152.002 regarding Off-Street Parking and Loading requirements.
Planning Recommendation	Discussion and Feedback Planning requests further Commission feedback regarding the proposed Code amendment and additional concepts described in this report.

Update

Major Concerns

The Planning and Zoning Commission tabled the proposed Code amendment at their June 10, 2010 meeting after general discussion. At that meeting it was apparent that the Commission was skeptical about the concepts presented in the first draft. Accordingly, Planning has done further research and has developed alternative approaches to help address the Commission's concerns.

This report provides additional information and regulatory strategies to address the major issues identified at the June 10th meeting. Alternative Code language has not been provided at this time. Instead, Planning would like the opportunity to present these concepts for general discussion to ensure the Commission's concerns are adequately resolved.

Commission members may refer to the original case packet to review the proposed Code amendment and case history. For a summary of the proposed Code amendment, Commission members may refer to the May 20, 2010 Planning Report, included in the original case packet.

Development Densities

Commission members expressed concerns regarding the potential impacts of the proposed parking requirements on development densities throughout the city and with the potential impacts on property owners or businesses resulting from the granting of parking adjustments as outlined in the proposed Code. To address this issue Planning would like your comments on the following strategies.

The proposed Code includes a parking adjustment process for the approval of additional, deferred or shared parking requests. This section is intended to provide a flexible approach to accommodate specific parking needs of users that may vary from the minimum requirements of the Code, while also providing a consistent process for reviewing these requests.

At the June 10 meeting, the Commission expressed concerns regarding the potential impacts of parking adjustments when land uses or business tenants change over time. Another of the Commission's concerns is the potential impact on development densities associated with the proposed reductions in required parking ratios.

As previously proposed, the parking adjustment process only addressed the number of required off-street parking spaces. Based on Commission feedback, Planning proposes the "Parking Adjustments" provision be changed to "Parking Modifications." This revised provision would also limit the conversion of existing parking areas to new building square footage. Under this approach, parking modifications would be divided into an administrative approval process, and major and minor categories for modifications.

By-Right Adjustments

In order to allow a certain amount of flexibility in site planning, a property owner would have the option to adjust the parking requirement up to 10% "by-right" (without providing justification). Under this approach, the Table of Parking Requirements would provide target ratios, with a range of minimum and maximum requirements based on 10% of the target.

Minor Parking Modifications

Minor parking modifications would be subject to an administrative approval process (similar to the existing process for minor modifications to approved final development plans within the planned district provisions). Requests for administrative modifications would apply for any development that wishes to modify its parking requirements under the following conditions:

- A request for adjusted parking of 10% to 30% (above or below the required number of parking spaces), or
- Any conversion of existing parking or loading areas to new building area, resulting in an expansion of gross floor area up to 25% or 20,000 square feet.

In this instance, the modification would require the applicant to provide a parking study justifying the modification. Planning and Engineering would review the adjustment request and approve or deny the request. If denied, the applicant would have the option of applying for a conditional use approval from the Planning and Zoning Commission under the Major Modification process described below.

Major Parking Modifications

Major parking modifications would require review and approval by the Planning and Zoning Commission under the existing conditional use process with applicable review criteria. This review would require the submission of a parking demand analysis. The process would apply under the following circumstances:

- A request for adjusted parking of greater than 30% (above or below the required number of parking spaces), or
- Any conversion of existing parking or loading areas to new building area resulting in an expansion of gross floor area of greater than 25% or 20,000 square feet.

The approach described above will provide an additional level of review to ensure that new development opportunities resulting from decreased parking requirements will be appropriate to the surrounding character of the area and will not have adverse

impacts on the community. This approach will also provide a consistent process that will apply to both standard zoning districts and planned development districts.

Parking Ratios Commission members expressed concern that the proposed parking ratios may not provide adequate off-street parking for some uses. With this report, copies of various parking ratios are provided for Commission review (see appendices). Planning has also drafted more refined parking ratios for office and shopping center uses based on facility sizes.

As previously discussed, the proposed Code is intended to create a balance between ensuring a minimum, but not excessive amount of parking for different uses, while also providing a flexible process to accommodate specific circumstances where appropriate.

Base parking requirements should be targeted to provide adequate parking under normal circumstances. The following chart summarizes the difference between the existing and proposed parking requirements, as presented in the original version of the proposed Code amendment:

Use	Modifications to Parking Requirements	
	Existing Code	Proposed Code
Residential Uses	One or two family: 2/dwelling unit	All other residential (non-Multiple Family): 2/dwelling unit
	All other: 2.5/dwelling unit	Multiple family: 1.5/dwelling unit
Group Home and Day Care Facilities	1 per dwelling unit or 1 per 6 beds, plus 1 per employee	.5/dwelling unit or bed, whichever is greater;
Group Home and Day Care Facilities (cont'd)	1 per teacher/employee, plus 1 per six students	Commercial day care: 1/10 children of licensed capacity (1/10 adults for adult day care)
Education and Related Uses	Elementary: 2/classroom, plus 1 per 60 sq. ft. of auditorium or assembly hall	1/3 persons by seating capacity or maximum occupancy (whichever is greater) in the largest assembly area or stadium.
		Where assembly areas or stadiums are not present, 1/classroom and 1/300 sq. ft. GFA of office area.
	High school, technical, college: 2/classroom, plus 1/20 students or 1/60 sq. ft. of auditorium or assembly hall, whichever is greater	Technical, vocational and trade schools: 1/3 students in addition to the spaces required above.

Use	Modifications to Parking Requirements	
	Existing Code	Proposed Code
Institutional Uses	1/30 sq. ft. of sanctuary, auditorium or main place of worship	1/3 persons by seating capacity or maximum occupancy (whichever is greater) in the largest assembly area; if no assembly area is provided, 2/1,000 sq. ft. of NFA
Office (General and Medical)	Administrative: 1/250 sq. ft GFA	1/400 sq. ft. of NFA
	Medical: 1/200 sq. ft. GFA	
Medical Care Centers and Treatment Uses	Included in Medical	1/treatment room + 1/in-patient bed + spaces for office use
Personal Service Uses	1/200 sq. ft. or 1/250 sq. ft	1/500 sq. ft. of NFA
Retail Sales and Service Uses	1/150 sq. ft, plus 1/200 sq. ft. of storage area	1/250 sq. ft. of NFA
Restaurant and Entertainment Uses	1/50 sq. ft of GFA	1/3 persons by occupancy or 1/100 sq. ft. of NFA, whichever is greater
Recreation & Entertainment Uses	Varies based on individual uses	Recreation uses shall submit a parking plan for approval by the Administrative Official detailing expected parking needs
Shopping Centers	100,001 to 500,000 sq. ft: 5.5/1,000 sq. ft. Over 500,000 sq. ft: 5/1,000 sq. ft.	Up to 250,000: 4/1,000 sq. ft. of NFA 250,001 and up: 3.5/1,000 sq. ft. of NFA
Warehousing, Storage & Distribution Uses	1 per business vehicle, plus Up to 20,000: 1/1,000 sq. ft. 10,000 to 120,000: 1/5,000 sq. ft. Over 120,000: 1/10,000 sq. ft.	1/5,000 sq. ft. of NFA + spaces for office use
Technology & Industry Uses	1/per employee on largest shift, plus 1 per business vehicle on premise	1/1,000 sq. ft. GFA + spaces for office use
Utility-Related Services	Not provided	1/use

Discussion at the June 10 meeting did not include a detailed review of each proposed parking requirement, but Commission members did express specific concerns with the proposed office and shopping center parking ratios.

Office Uses

For office uses, call centers and high-capacity or large format office buildings were cited as examples in which higher parking

requirements may be warranted. These types of office buildings tend to use space more efficiently by utilizing cubicles and other close-quarter work stations, resulting in more employees on-site during peak periods. Smaller office buildings may have more non-employee visitors (i.e. customers), but tend to have higher rates of visitor turnover as well. In order to address Commission concerns, Planning proposes a change from the original proposal to a graduated set of parking ratios for office uses, based on facility size:

Proposed Refinements to Parking Requirements		
Use	Facility Size	Proposed Requirement
Office (General and Medical)	< 50,000 sq. ft. GFA	2.5 per 1,000 sq. ft. of NFA
	50,000 – 150,000 sq. ft. GFA	3 per 1,000 sq. ft. of NFA
	> 150,000 sq. ft. GFA	4 per 1,000 sq. ft. of NFA

Shopping Centers

The existing Code currently applies the graduated ratio approach to shopping centers based on facility size. The previously proposed Code included two size categories for shopping centers. Some research (see next section) suggests that higher ratios are more appropriate for larger shopping centers and lower ratios are recommended for smaller centers.

However, the facility sizes noted in these sources tend to be significantly larger than those observed in Dublin. Also, neighborhood-scale shopping centers tend to have fewer opportunities for shared parking nearby, while larger shopping centers tend to have significant amounts of unused parking.

Based on this research and taking into account Dublin's development patterns, Planning proposes the following revision to shopping center requirements:

Proposed Refinements to Parking Requirements		
Use	Facility Size	Proposed Requirement
Shopping Centers	< 80,000 sq. ft. GFA	5 per 1,000 sq. ft. of NFA
	80,00 – 250,000 sq. ft. GFA	4 per 1,000 sq. ft. of NFA
	> 250,000 sq. ft. GFA	3.5 per 1,000 sq. ft. of NFA

Other Issues

Other Commission comments included concerns regarding specific elements of the proposed Code, including screening of bicycle parking, use of on-street parking, management of electric-vehicle

charging stations, and modifications to parking space and drive aisle dimensions. Planning requests further discussion of these items to ensure Commission member concerns are adequately addressed.

*Code
Amendment
Process*

Finally, Commission members expressed concerns with amending parking regulations separately from other associated portions of the Code. Planning recognizes the important connections between parking requirements and other development standards required in the Zoning Code. As discussed at the June 10 meeting, the proposed Code amendment has been drafted at the request of City Council.

Although other Code modifications are not being proposed at this time, Planning aimed to address the Commission's concerns in this report. Consideration of these items will inevitably include discussion of other related zoning requirements outside the purview of this proposal. Planning will take note of these items for consideration as additional portions of the Zoning Code are updated in the future, and to the extent possible, will address any additional Commission concerns within the proposed Parking and Loading code section.

Analysis

**Case
Procedure**

Code Section 153.232(B) grants the Planning and Zoning Commission the ability to review "amendments to the zoning map and to the zoning ordinance and recommendation of action to Council." The Commission may review the modifications, provide input where desired, and make a recommendation to City Council for final review and approval.

Recommendation: Discussion and Feedback

**Discussion
Items**

Planning has proposed new parking requirements with the primary goal of reducing unnecessary paved areas throughout the City. The ability to facilitate modifications to these requirements as described in this report is critical to successfully accomplish this goal without creating unintended hardship on

users with alternative parking demands. Additional safeguards have been proposed to limit other unintended impacts on the scale and intensity of development in Dublin.

Planning requests Commission discussion and feedback on the proposed Code amendment and the additional Code strategies described in this report. Recommended discussion items include:

- Does the proposed approach to Parking Modifications adequately address Commission concerns?
- Are the revised parking requirements for offices and shopping centers appropriate for these uses?
- Are there other items in the proposed Code of particular interest to the Commission?