



City of Denton

City Hall
215 E. McKinney Street
Denton, Texas
www.cityofdenton.com

AGENDA INFORMATION SHEET

DEPARTMENT: Development Services Department

CM/ DCM/ ACM: Todd Hileman

DATE: January 9, 2018

SUBJECT

Receive a report, hold a discussion, and provide staff direction regarding parking requirements for new residential developments.

BACKGROUND

At the August 1, 2017 City Council Meeting, it was requested that a workshop item be scheduled to discuss the sufficiency of on-site parking standards for multifamily development, including private student housing commonly referred to as Single-Room Occupancy (SRO) Developments. In preparing the background and discussion items for this report, we would be remiss if we didn't include single-family development parking as part of this discussion.

While development standards control the massing and bulk of a development (i.e. maximum height, setbacks, lot coverage, etc.), in order to build to those established maximums, one must be able to provide enough parking to meet the standards of the code. Coupled with that are the minimum on-site parking standards and whether some of those required spaces may be within the public right-of-way. As such, residential parking cannot be looked at singularly.

This report outlines contributing factors associated with Multifamily/SRO and Single-Family developments that are interrelated in examining parking requirements. Specifically, those items include:

- **Multifamily/SRO**
 - Use Classification
 - Minimum and Maximum Parking Standards
 - Parking Maximums and On-street Parking Credit
- **Single-Family Residential Developments**
 - Minimum Lot Dimensions
 - Design Standards For Garages
 - Minimum and Maximum Parking Standards
 - On-Street Parking Credit
 - Off-Street Parking and Minimum Street Widths

Multifamily Residential Developments

As a result of the increase in demand for off-campus housing, a number of developments geared towards student housing have been approved or are in the process of seeking approval. These developments generally contain multifamily dwellings with 3-4 bedroom units. The bedrooms in these units are rented

separately and a common cooking and/or living area is shared. This type of rental unit is becoming increasingly popular in municipalities with a major college or university.

Issues associated with this type of rental unit include determining the use classification (Multifamily or Boarding House) and appropriate zoning district and applying the correct parking standard to ensure that enough parking is provided on-site. The Denton Development Code (DDC) defines those uses as the following:

Multi-Family Dwelling: A structure that contains three (3) or more dwellings and any ancillary uses.

Boarding or Roominghouse: A dwelling in which meals and lodging or just lodging are furnished for compensation to more than four (4) but fewer than twenty (20) persons. Provision for meals may be made, provided cooking is done in a central kitchen and not in individual rooms or suites.

Section 35.14.4 of the DDC requires the following combined minimum/maximum parking standards for “mixed density dwellings” (i.e. multifamily) and “Fraternity/sorority, boarding houses, dormitory” uses.

RESIDENTIAL USE	Min./Max. Spaces
Mixed density dwellings or manufactured housing	
<i>Efficiency/studio (501-600 SF)</i>	1.25/unit
<i>1BR or Efficiency/studio >600 SF</i>	1.5/unit
2BR	1.75/unit
3BR	2/unit
4+BR	1/BR
<i>Retirement/Senior</i>	1/unit
Fraternity/sorority, boarding houses, dormitory	1/BR

Based on the above classification and standards, developments that contain 3-bedroom units where each bedroom is rented individually would not meet the definition of Boarding or Roominghouse and as a result, the parking would be calculated at the Mixed Density Dwellings (i.e. multifamily) parking ratio of 2 parking spaces per unit instead of the 1 parking space per bedroom.

To further compound the issue is the combined minimum/maximum parking standards. Parking maximums have been primarily used in downtown areas, however many municipalities have established a maximum standard as a tool for stormwater management, increasing densities, and meeting transportation demand management objectives throughout the community.

Maximum parking standards are typically based on one of three criteria:

1. Some communities set a ratio per number of square feet of building area to establish a maximum.
2. Others base the maximum on some aspect of the minimum standard (e.g., if one space is the minimum requirement, 1.5 spaces might be the maximum or no greater than 25% of the required parking).
3. The third type of maximum occurs when a municipality provides a limit on the overall number of parking spaces in a particular area (e.g., a downtown or a historic district).

As shown above, the City of Denton establishes the minimum and maximum as the same. Any parking spaces that are provided over the required number of spaces are required to be constructed with pervious

surfaces or have to be approved by the Planning and Zoning Commission through the Alternative Development Plan (ADP) process. Through the ADP process a means of mitigating the stormwater and visual impacts of the excess parking spaces is required to be provided on site. Spaces provided on-street, or within the building footprint of structures, such as in rooftop parking, or under-structure parking, or in multi-level parking above or below surface lots, shall not apply towards the maximum number of allowable spaces.

While on-street spaces are not counted toward the maximum, the DDC does allow a development (residential and nonresidential) to receive credit for on-street parking at a ratio of one (1) off-street parking space credit for every two (2) on-street spaces up to four (4) credits, thereafter one (1) space credit for each on-street parking space.

For example, a 50 unit development that contains all 3-bedroom units would be required to provide 100 parking spaces. If 10 parking spaces were provided on-street, the development would be required to provide 94 parking spaces on-site; a 6% reduction.

In addition, we also looked at multifamily parking standards within the Metroplex as shown below:

Municipality	Multifamily Standard	Single Family Standard
Frisco	<ul style="list-style-type: none"> • 1-2 Bedroom: 2 Spaces/Unit • 3+ Bedrooms: 2 Spaces plus 1 Space/Bedroom 	<p>4 Spaces Total.</p> <p>2 enclosed garage parking spaces and 2 paved parking spaces provided behind the front property line only for the purpose of allowing on-site stacking or maneuvering to the enclosed spaces.</p>
McKinney	<ul style="list-style-type: none"> • 1 Space/Unit plus • 0.5 Space/Bedroom • No less than 50% of the units shall have an enclosed parking space 	<p>2 parking spaces for each unit including 2 covered or enclosed spaces.</p>
Plano	<ul style="list-style-type: none"> • 1.5 Spaces/efficiency unit • 2 Spaces/one or more bedrooms 	<p>2 Spaces/Dwelling</p>
Irving	<ul style="list-style-type: none"> • 1 Space/Efficiency • 1.5 Spaces/ 1 Bedroom • 2 Spaces/ 2 Bedroom • 2.5 Spaces/ 3 Bedroom 2.5 + .5 Spaces for each Bedroom exceeding 3. 	<p>Single-family homes constructed on or after October 16, 2008: 4 Spaces Total. Two (2) car garage with a minimum of four hundred (400) square feet, plus two (2) additional off-street parking spaces.</p> <p>Single-family homes constructed before October 16, 2008: Duplex, triplex, and manufactured home communities—Two (2) for each dwelling unit.</p>
Arlington	<ul style="list-style-type: none"> • 1 Space/Studio • 1.5 Spaces/ 1 Bedroom • 2 Spaces/ 2 Bedroom • 2.5 Spaces/ 3 Bedroom • 2.5 + .5 Spaces for each Bedroom more than 3 	<p>2 Spaces/Dwelling</p>

Single-Family Residential Developments

There has been an increasing concern regarding on-street parking in new single family developments and the ability of vehicles to safely pass when vehicles are parked on both sides of the street. Contributing factors to this issue involve the following:

1. Lack of minimum lot dimension for residential subdivisions greater than 2 acres;
2. Design standards for garages on lots less than 10,000 square feet;
3. Minimum and maximum parking standards;
4. Parking maximums and credit for on-street Parking; and
5. Minimum street width requirements.

Each of these items will be discussed in more detail in the next section.

DISCUSSION/CONSIDERATIONS

Multifamily Residential Development

1. Use Classification & Minimum and Maximum Parking Standards

As noted above, there has been an increase in the demand for multifamily housing, geared towards our college student population, specifically Single-Room Occupancy (SRO) Developments. The table below, outlines how other cities in Texas with a university classify this type of rental and the associated parking standard as well as any special zoning districts.

City	Specific SRO-Student Type?	Parking Requirement	Special Districts
Fort Worth	No, Multifamily	1 /Bedroom, plus 1 per 250 SF of common areas, offices, and recreation. 2 spaces may be tandem if assigned to same unit and restricted from use for storage	Berry-University Overlay District: 0-1 bedroom => 0.5 space/unit if within 1,320' of transit station
San Marcos	Yes, Purpose-Built Student Housing , "One or more buildings, each containing two or more living units that are designed, marketed, or used for the primary purpose of housing college students." Requires Conditional Use Permit from City Council to build	1/Bedroom	No
College Station	No, Multifamily	1 /Bedroom	Northgate High-Density Dwelling Unit: Within the Northgate district, up to 6 unrelated individuals can live together in separate bedrooms in a unit. 0.75 spaces/bedroom

Lubbock	No, Multifamily	1.5 /Bedroom 2 /Two or More Bedrooms plus 1 space per 4 units in development	Also use “Specific Use Permits” frequently for student housing developments – parking is case-by-case; 2 Historic Districts with design standards limit multifamily around campus; Central Business zoning districts in some cases require SUP for multifamily;
Waco	No, Multifamily	1.5/One-Bedroom Dwelling Unit (DU) 2/Two-Bedroom DU 2/3+ Bedroom DU, plus 1 for every 5 DUs	College & University Neighborhood Overlay District: 1 Space per Bedroom for all residential uses (above and beyond the 1.5 space required for One-Bedroom)
San Antonio	Yes, School Dormitory or Housing (Off-Campus) “a privately owned and operated residential structure specifically designed for students of a college, university or non-profit organization for the purpose of providing rooms for sleeping purposes. Common kitchens and common rooms may also be provided.”	1/Two Beds	No
Austin	No, Multifamily	1.5/One-bedroom unit, plus 0.5 space per additional bedroom	No

Consideration:

- *Classify this type of rental as a “SRO-Student Housing” and define it as:*

***SRO-Student Housing:** a building or buildings not operated by an academic institution containing rooms forming one or more habitable units which are used or intended to be used by residents of academic institutions. The habitable units are typically configured as a suite with common space for living and cooking and private bedrooms, each with a dedicated bathroom.*

By creating a new use, any future multifamily rental developments that would want to convert to a “Student SRO” would need to comply with the new parking standards.

- *Increase the parking requirements to include the following and eliminate parking maximums, unless it is part of a special district:*

RESIDENTIAL USE	Min./Max Spaces (Current)	Min. Spaces (Proposed)
Mixed density Multifamily dwellings, Student-SRO, or manufactured housing <u>Studio or One bedroom units</u> <u>Two or more bedrooms</u> Efficiency/studio (501-600 SF) 1BR or >600 SF 2BR 3BR 4+BR Retirement/Senior <u>Visitor Parking</u>	1.25/unit 1.5/unit 1.75/unit 2/unit 1/BR 1/unit N/A	<u>1.25/Unit</u> <u>1.25/Bedroom</u> <u>1/10 Bedrooms</u>
Fraternity/sorority, boarding houses, dormitory	1/BR	.

Example, 100 Unit Development:

Type	Current Required	Proposed Required
25 1-BR Units	38 Spaces	32 Spaces
25 2-BR Units (50 BR)	44 Spaces	63 Spaces
25 3-BR Units (75 BR)	50 Spaces	94 Spaces
25 4-BR Units (100 BR)	100 Spaces	125 Spaces
Visitor Parking	N/A	25 Spaces
100 Units (250 BR)	232 Spaces (Avg. 2.32/unit or 1.1/BR)	339 Spaces (Avg. 3.39/unit or 1.4/BR)
Increase of 107 Parking Spaces		

2. On-street parking credit

While on-street spaces are not counted toward the maximum, the DDC does allow a development (residential and nonresidential) to receive credit for on-street parking at a ratio of one (1) off-street parking space credit for every two (2) on-street spaces up to four (4) credits, thereafter one (1) space credit for each on-street parking space.

Consideration:

- *Eliminate the ability for on-street parking credits for all residential development outside of the downtown area or other specified area as may be determined in an adopted Small Area Plan.*

Single-Family Residential Developments

To augment the discussion regarding parking, we examined standards relating to the NR-4 or NR-6 Zoning district since these contain the majority of singly family developments, and their associated impacts with on-street parking.

1. Minimum Lot Dimensions.

Single family developments less than 2 acres are required to comply with the lot dimensions below. It should be mentioned that prior to the adoption of the current DDC, all single-family residential districts

had a minimum lot width of between 100 feet and 60 feet and all minimum lot depths for all districts were 120 feet or 100 feet. The requirements for the comparable districts under the old (1991) development code are shown in italics below.

General Regulations	NR-4 (SF-7)	NR-6 (2-F)
Minimum lot area (square feet)	7,000 <i>(7,000)</i>	6,000 <i>(6,000)</i>
Minimum lot width	50 feet <i>(60 feet)</i>	50 feet <i>(60 feet)</i>
Minimum lot depth	80 feet <i>(120 feet)</i>	80 feet <i>(100 feet)</i>
Minimum front yard setback	20 feet <i>(25 feet)</i>	10 feet <i>(25 feet)</i>
Minimum side yard	6 feet <i>(10% of lot width, 6 foot max)</i>	6 feet <i>(10% of lot width, 6 foot max)</i>
Minimum rear yard	10 feet <i>(10 feet)</i>	10 feet <i>(10 feet)</i>

For developments greater than 2 acres there is no minimum lot area, width, or depth requirements. They are required to comply with the following:

General Regulations	NR-4	NR-6
Maximum density, dwelling units per acre	4	6
Minimum side yard for non-attached buildings	5 feet	4 feet

Considerations:

- *Eliminate the differential of the 2 acre development and reduce side yard setbacks from 6 feet to 5 feet. When the minimum lot width was reduced from 60 feet to feet, the side setbacks should have also been reduced to 5 feet. By not reducing the side setbacks, a 2 car garage would be difficult to fit on the property (See design standards item below for additional analysis).*
- *Increase the minimum lot width to 60 feet and the minimum lot depth to 120 feet or 100 feet depending on the district.*

2. Design Standards for Garages.

Any residential building that is built on a lot of less than ten thousand (10,000) square feet (applicable to all NR-4 and NR-6 zoned properties) has the following design limitation: the width of the garage door cannot exceed forty (40) percent of the total building frontage. This requirement does not apply to attached side entry garages. Front entry garages that are setback at least thirty (30) feet behind the front building wall are exempted from the forty (40) percent maximum limitation.

Example: 1.5 Acre Site

	NR-4 & NR-6
Min Lot Width	50 feet
Side Setbacks	6 feet

Maximum width of house	38 feet
Maximum width of garage door (40% Rule)	15.2 feet
Standard double garage door	16 or 18 feet

Example: 2 Acre Site

	NR-4	NR-6
Min Lot Width	50 feet	50 feet
Side Setbacks	5 feet	4 feet
Maximum width of house	40 feet	42 feet
Maximum width of garage door (40% Rule)	16 feet	16.8 feet
Standard double garage door	16 or 18 feet	

Considerations:

- *By reducing the side setbacks to 5 feet, and establishing the minimum lot width of 50 feet for all single family development, a 2 car garage with a 16 foot wide garage door could be provided and meet the 40% requirement.*

3. Minimum and Maximum Parking Standards.

Single family and Duplex units are required the following:

RESIDENTIAL USE	Current	Proposed
Single-Family	2/dwelling	<u>4/dwelling. A minimum of 2 spaces shall be in a garage.</u> <u>Tandem parking in garages may not be counted as satisfying this requirement.</u>
Duplex <i>1-3 Bedrooms</i> <i>4+ Bedrooms</i>	2/dwelling +1/each BR	<u>4/dwelling. A minimum of 2 spaces shall be in a garage.</u> <u>Tandem parking in garages may not be counted as satisfying this requirement.</u>

As previously discussed, the City of Denton establishes the minimum and maximum as the same. Any parking spaces that are provided over the required number of spaces are required to be constructed with pervious surfaces. This standard applies to all developments within the City of Denton, including single-family neighborhoods.

Considerations:

- *Increase the minimum parking required for duplex and single family from 2 spaces to 4 spaces.*

- *Require that 2 parking spaces must be in a garage.*
- *Additionally, increase the minimum driveway width to a minimum of 18 feet. The four spaces could be satisfied with a 2 car garage and an eighteen foot wide driveway.*

4. On-street Parking Credit.

While on-street spaces are not counted toward the maximum, the DDC does allow a development (residential and nonresidential) to receive credit for on-street parking at a ratio of one (1) off-street parking space credit for every two (2) on-street spaces up to four (4) credits, thereafter one (1) space credit for each on-street parking space.

Consideration:

- *Eliminate the ability for on-street parking credits for all residential development outside of the downtown area or other specified area as may be determined in an adopted Small Area Plan*

5. Off-Street Parking and Minimum Street Section Dimensions.

The issues associated with single-family parking is further compounded within the NR-6 zoning district as a result of the reduced setbacks and the current minimum residential street section dimensions.

Prior to the 2002 DDC update, single-family properties were typically developed with a 25 foot front setback and a 2-car garage, allowing for up to 4 cars to be parked in the driveway. As noted above, in addition to the minimum lot width being reduced from 60 feet to 50 feet, the front setback was also reduced from 25 feet to 10 feet and the minimum lot depth was reduced from 100 feet to 80 feet in the NR-6 District. As a result of these changes, in some instances only 2-3 parking spaces can be provided on-site. If a single car garage is provided and used for storage (or other use), only 2 spaces are on-site and any additional cars would be parked in the street.

Outlined below are the City of Denton Residential Roadway Classifications for residential streets:

Dimensional Standards	Local	Collector
	(50' ROW)	(65'-70' ROW)
Width of Travel Lanes (Min)	8'	10.5'
Curb Parking Lane Width (Min)	6	8'
Sidewalk (Min)	5	8'

If parking is pushed to the street on a Local Road and vehicles are parked on both sides of the street, it can become problematic maneuvering through the streets for both residents, service trucks, and emergency responders.

By comparison, the TXDOT Roadway Design Manual has the following widths for urban, local roads:

Local Road (Urban)	Desirable (ft.)	Minimum (ft.)
Width of Travel Lanes (ft)	11-12	10
Curb Parking Lane Width (ft)	9	7
Sidewalk	6-8	5

Considerations:

- Engineering is currently updating the residential street sections as part of the Transportation Design Criteria Manual and these ultimate ROW sections will be examined as part of the DDC residential district standards.

CONCLUSION

As highlighted, residential (and commercial) parking requirements are multifaceted and require a holistic approach. While this report offers a multitude of considerations, given the fast track of completing the DDC update, further discussions may be warranted on policy considerations as we finalize the draft code.

EXHIBITS

1. Agenda Information Sheet
2. PowerPoint Presentation