
PROPOSAL:	Amend Unified Development Ordinance Section 7.2.6, Bicycle Parking
APPLICABLE CHAPTER(S):	Chapter 7
APPLICANT:	Yates Dunaway (Crosland LLC) on behalf of C4 OP Owner LLC
STATUTORY NOTICES:	Hearing notice published 4/29/2023 in The Lancaster News And 5/03/2023 in Carolina Gateway

All proposed amendments have been processed and notified as required by UDO Section 9.2.15.

PROJECT SUMMARY & PROPOSAL:

On behalf of C4 OP Owner LLC, applicant Yates Dunaway is proposing to amend Chapter 4 and Chapter 7 of the Unified Development Ordinance (UDO) to **modify Section 4.3.2, Highway Corridor Overlay regulations, Section 7.2.6 Bicycle Parking, Section 7.4.5 Signage standards, and Section 10.3 Definitions**. These four (4) requests are related to a proposed development in The Exchange along Hwy 521/Charlotte Hwy, located in the “Neighborhood Mixed Use” category of the Comprehensive Plan’s Future Land Use map.

This report focuses on the proposed changes to Chapter 7, Section 7.2.6.A.

OUTLINE OF TEXT AMENDMENT:

The applicant has submitted text amendments that are related to the proposed Costco site in The Exchange mixed-use project located on Charlotte Hwy. Staff has arranged the requests based on the UDO Chapter proposed for amendment.

The applicant has also applied for a rezoning for 28 acres to convert from Light Industrial to regional business, which is reported on under case file RZ-2022-0344.

The following section of Chapter 7 is proposed to be amended:

Section 7.2.6.A – Bicycle Parking, Required Spaces

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PROPOSED TEXT AMENDMENT:

The following section of the UDO is proposed to be amended to add bicycle parking requirements for large-scale retailers:

7.2.6 BICYCLE PARKING

A. REQUIRED SPACES

Use	Required Short-Term Spaces	Required Long-Term Spaces
Dwelling, Multi-Family	1 per 20 units, 3 minimum	1 per 5 units (Projects with 10+ units only)
All Other Residential Uses	None Required	None Required
All Retail Uses	1 per 5,000 SF of gross floor area, 3 minimum	1 per 5,000 SF of gross floor area
All Commercial Uses	1 per 10,000 SF of gross floor area, 3 minimum	1 per 5,000 SF of gross floor area
<u>Large-Scale Retailer Use</u>	<u>3</u>	<u>None required</u>
All Civic Uses	1 per 5,000 SF of gross floor area, 3 minimum	None Required

CURRENT CODE:

The current code would require the same number of parking spaces as retail uses, as Costco is a retail operation (source: "Costco Wholesale is a multi-billion-dollar global retailer" from "About Us" via <https://www.costco.com/about.html>). Using the applicant's threshold for large-scale retailer as 100,000 square feet, the bicycle parking requirements would add up as shown:

Use	Required Short-Term Spaces	Required Long-Term Spaces
All Retail Uses	20 spaces	20 spaces

RELEVANT COMPREHENSIVE PLAN CITATIONS:

Land Use Element – Community Types

An important concept introduced during the regional planning process was designating areas based on "community types." ... The use of community types marks a significant shift in planning practice in the last ten to fifteen years, away from conventional and functional designations that merely specified the use of land and towards a renewed interest in the relationships between land uses and urban design. The objective of this more contextual way of classifying land uses is to produce more economically and environmentally attractive places to live, work and play.

The Future Land Use Category of the subject property is Neighborhood Mixed Use, which corresponds to the Community Type of Walkable Neighborhood. The adopted Comprehensive Plan states that the Walkable Neighborhood Community Type "is synonymous with the Place Type "Mixed-Use Neighborhood." This is due to its very specific characteristics that set it apart from most other Place Types by virtue of its deliberately structured mix of dwelling types in a development context that often operates

through the separation of uses, densities and/or land value. This Place Type and Community Type has its roots in the traditional character of American communities during the early part of the 20th century, and has been revived in recent decades as a relevant option for future development.” The Comprehensive Plan further establishes several possible land use considerations representing typical development in this category which are depicted in the table below.

Walkable Activity Center: Land Use Considerations		
Condominium / Apartment	Professional Office	Movie Theatre
Live/Work Unit	Government Building	Pocket Park
Community-wide Commercial	Church/School	Farmers’ Market
Restaurant	Library	

The Neighborhood Mixed-Use Future Land Use Category covers the upper half of the Panhandle, terminating at Waxhaw Highway (Route 75). The Neighborhood Mixed Use Future Land Use Category and Walkable Neighborhood Community Type are intended to be compatible with the existing suburban character of the area.

DISCUSSION:

The applicant argues that *“Large-Scale Retailers serve the public who buy significant quantities of goods and large-sized goods to transport home, in car trunks, in trucks, on tops of cars, and otherwise. The need for bicycle parking is virtually non-existent.”*

Staff does not agree. As noted in discussion regarding the definition of “Large-Scale Retailers,” one of the two determining factors in the applicant’s proposed definition of “Large-Scale Retailers” is the square footage of the facility. There are many types of retailers that fit in more than 100,000 square feet of building without requiring a truck to take away a purchase. Two examples in Lancaster County are Walmart and Lowe’s Home Improvement, both of which are frequented by a wide variety of customers; some own a vehicle and some own an alternative means of transportation, be it bicycle, moped, golf cart, or shoes. Additionally, a customer can use alternative means of transportation to visit a retailer, order an item, and arrange for delivery (such as when buying a sofa from a furniture store).

Bicycle parking isn’t only provided for customers; employees may also wish to employ alternative methods of coming to work, and should not be forgotten in the parking count. With the increase in alternative transportation use by residents in and around planned neighborhoods, it might also be worth discussing adding a golf cart parking requirement in the UDO in the near future.

FINDINGS AND CONCLUSIONS:

Staff opines that the proposed text amendment is inconsistent with the “Walkable Neighborhood” community type provisions of the Comprehensive Plan.

What Makes a Community Walkable?

<https://www.walkscore.com/walkable-neighborhoods.shtml>

- **A center:** Walkable neighborhoods have a center, whether it's a main street or a public space.
- **People:** Enough people for businesses to flourish and for public transit to run frequently.
- **Mixed income, mixed use:** Affordable housing located near businesses.
- **Parks and public space:** Plenty of public places to gather and play.
- **Pedestrian design:** Buildings are close to the street; parking lots are relegated to the back.
- **Schools and workplaces:** Close enough that most residents can walk from their homes.
- **Complete streets:** Streets designed for bicyclists, pedestrians, and transit.

Staff further opines that long-term bicycle parking for employees should be considered. The text as presented is not recommended.

STAFF RECOMMENDATION:

If the Planning Commission is in favor of an amendment, staff would advise an alternative accounting for bicycles. Changes are provided below (with additions underlined).

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All Commercial Uses	1 per 10,000 SF of gross floor area, 3 minimum	1 per 5,000 SF of gross floor area
<u>Large-Scale Retailer Use</u>	<u>1 per 10,000 SF of gross floor area, 15 maximum</u>	<u>1 for every 50 employees</u>
All Civic Uses	1 per 5,000 SF of gross floor area, 3 minimum	None Required

APPLICANT'S RESPONSE TO STAFF'S PROPOSAL: The applicant accepts staff's alternative.

PLANNING COMMISSION RECOMMENDATION: The Planning Commission motion to recommend approval of the alternative proposed by staff passed 5-1. The ordinance that accompanies this staff report is the one proposed by staff and accepted by the applicant.

ATTACHMENTS:

1. Application
2. Proposed Text Amendment

STAFF CONTACT:

Allison Hardin, Interim Planning Director
ahardin@lancastersc.net