

PLN-ZOTA-22-00014

AMENDMENT TO UPDATE PARKING REQUIREMENTS AND
REVISE ARTICLES 1, 3, 8, 9, 10, 11, 16, 18, 21, 23, AND 28 OF
THE LFUCG ZONING ORDINANCE

Chris
Taylor

*Administrative
Officer, Long-Range
Planning*

Planning Commission Public Hearing, August 25, 2022

Opportunity for Lexington to lead...

Lexington is in position to be one of the top ten largest eastern/midwest cities to eliminating Parking Minimums.

1. Raleigh, NC (467k)
2. Minneapolis, MN (429k)
3. Lexington, KY (325k)?????
4. St. Paul, MN (304k)
5. Buffalo, NY (255k)
6. Bridgeport, CT (148k)
7. Norman, OK (122k)
8. Hartford, CT (122k)
9. Ann Arbor, MI (111k)
10. South Bend, IN (102k)

But Richmond, VA (226k) is moving quickly to claim this spot!

Purpose of Text Amendment

- Provide substantially greater flexibility for development to provide the parking they need.
- Allow more walkable development to naturally occur over time.
- Mitigate the negative impacts of parking lots
 - Improve Vehicular Use Area (VUA) landscape buffers against adjacent uses.
 - Improve both the amount of tree canopy and the standards that ensure they survive.
 - Improve the function of parking lots in order to promote pedestrian safety and safer vehicular movements.

When you are in a hole...

- Minimum parking requirements are as old as zoning.
- National policies at the time prioritized every vehicle having a free place to park, everywhere it went.
- The first minimum parking requirement was in Columbus OH in 1923.
- Lexington, like hundreds of other cities, followed suit over time (1953).
- The impacts of these requirements weren't felt immediately and the negative effects took decades to compound into serious problems.
- Today's proposal isn't a panacea. We're just going to stop digging...

The Cycle of Creating Sprawl

Step 1

Studies by the Institute of Transportation Engineers (ITE) peak parking demand at suburban sites with ample free parking, reported in manual as precise Parking Generation rate.

Step 2

Planners use MINIMUM parking standards from the ITE manual.

Step 3

Provision of ample 'free' parking increases vehicle travel.

Step 4

Next ITE manual update surveys sites that have developed under these estimates.

Step 5

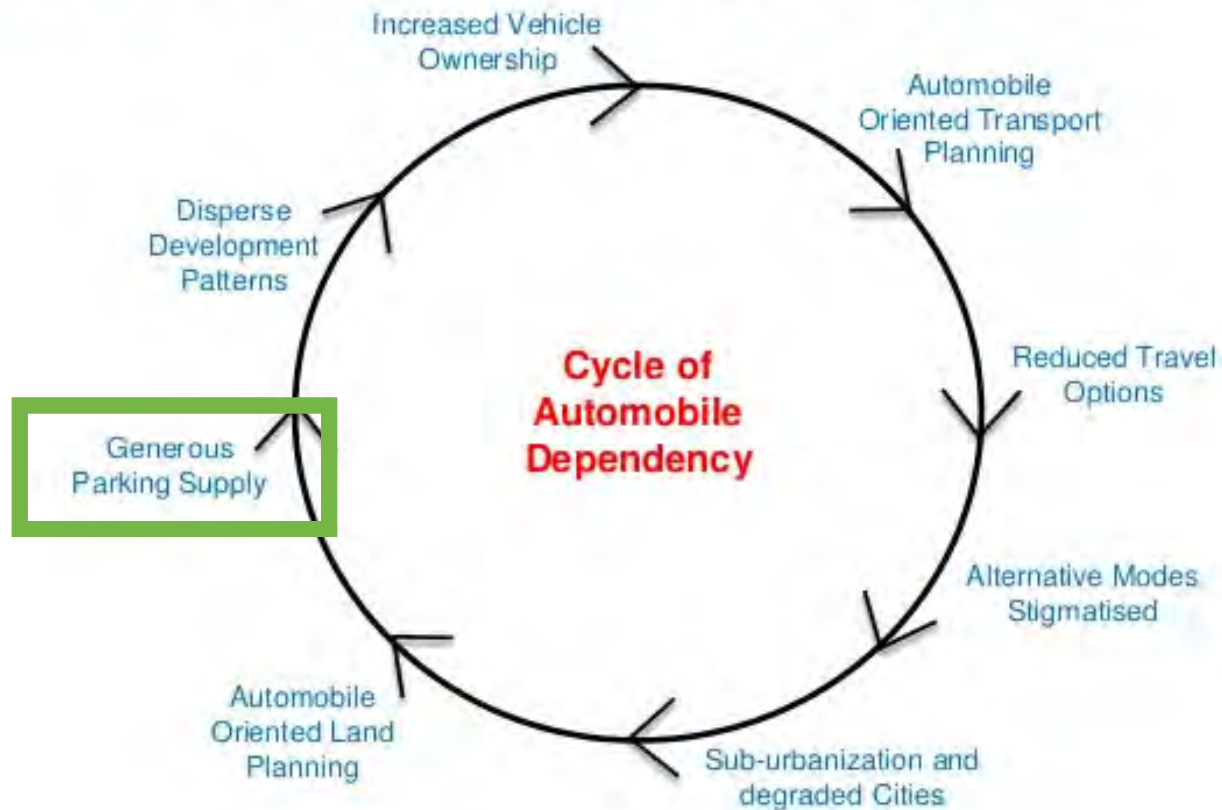
Repeat until Planners begin limiting development/density to 'ease congestion', therefore:

- Spreading uses further apart
- Increasing vehicle travel
- Increases parking demand

Source:
<https://www.accessmagazine.org/spring-2002/roughly-right-precisely-wrong/>

The Cycle of Creating Sprawl

Automobile Dependency and Sprawl



Victoria Transport Policy Institute, "Evaluating Transportation Land Use Impacts"

Average standards = inaccurate predictions

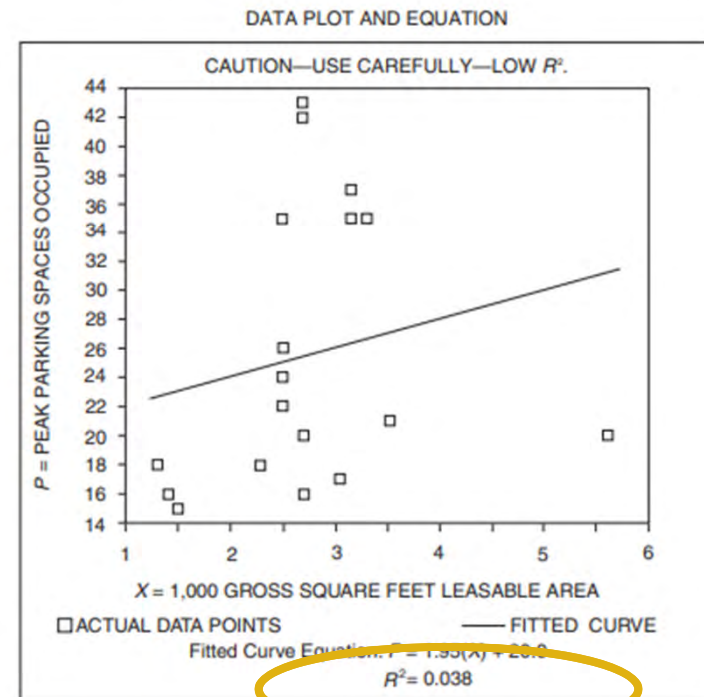
- Nearly every city uses the same resource for determining parking minimums -
- Thus, nearly every city has the same standards
- An average is illustrative of a broad trend, but fails in nearly every micro-application.
- Very precise numbers, yet based on huge uncertainty!

FIGURE 2 Fast Food Restaurant with Drive-In Window (Land Use 836)

Peak Parking Spaces Occupied vs:
1,000 Gross Square Feet Leasable Area
On a: weekday

PARKING GENERATION RATES

Average Rate	Range of Rates	Standard Deviation	Number of Studies	Average 1,000 GSF Leasable Area
9.95	3.55-15.92	3.41	18	3



Institute of Transportation Engineers, *Parking Generation*, 2nd edition (Washington, DC: 1987), p. 146.

So, what's the takeaway?

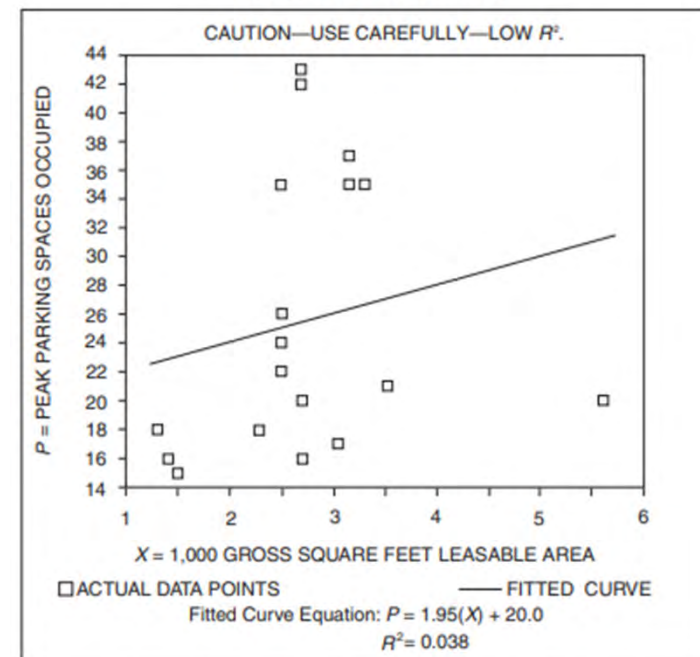
- Demand, even for parking, is a function of price.
 - Not square footage
 - Not bedrooms
 - Not dining seats
 - Not Floor Area
- Planning on the assumption that parking should always be FREE, demand is unyielding.
- The demand...the need for parking is determined by many factors, none of them regulated by zoning.
 - Market demographics
 - Differing business models between similar uses
 - Location, Location, Location

FIGURE 2 Fast Food Restaurant with Drive-In Window (Land Use 836)
Peak Parking Spaces Occupied vs:
1,000 Gross Square Feet Leasable Area
On a: weekday

PARKING GENERATION RATES

Average Rate	Range of Rates	Standard Deviation	Number of Studies	Average 1,000 GSF Leasable Area
9.95	3.55-15.92	3.41	18	3

DATA PLOT AND EQUATION



Institute of Transportation Engineers, *Parking Generation*, 2nd edition (Washington, DC: 1987), p. 146.

Why are our parking requirements dangerous to our health?

Sightline
INSTITUTE

Big parking lots create dangerous heat islands.

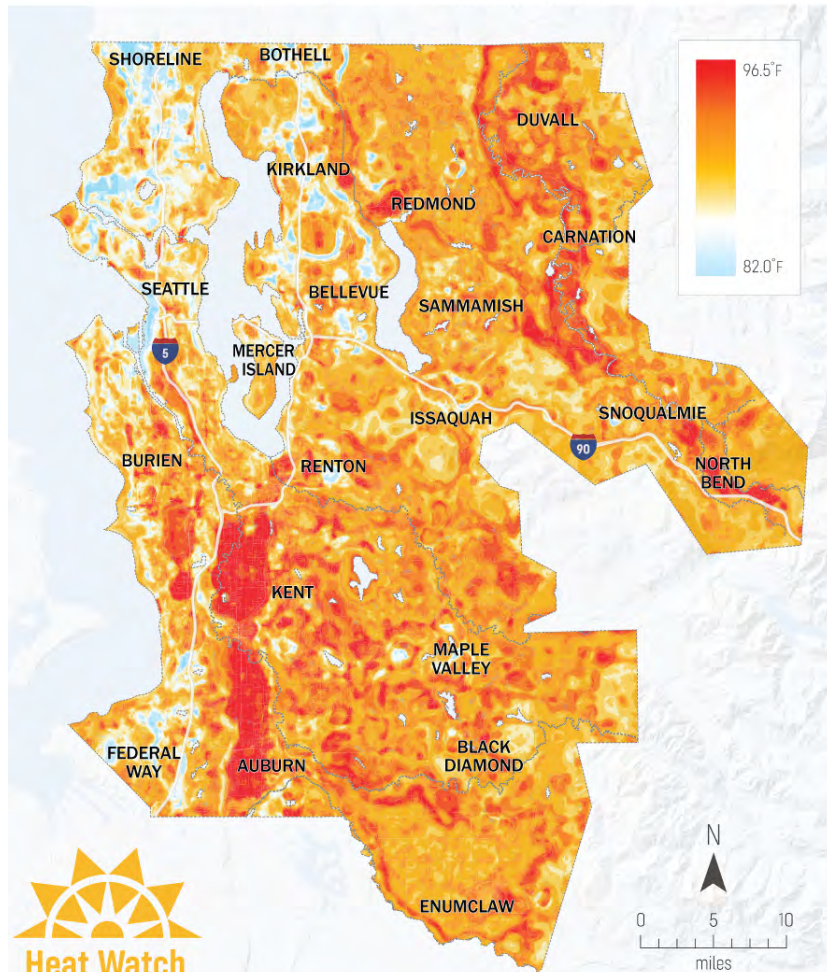


Sources: Google Maps satellite images and Sustaining Urban Places Research Lab heat islands map (Portland State University).

Why are our parking requirements dangerous to our health?

Heat is evenly distributed during the afternoon

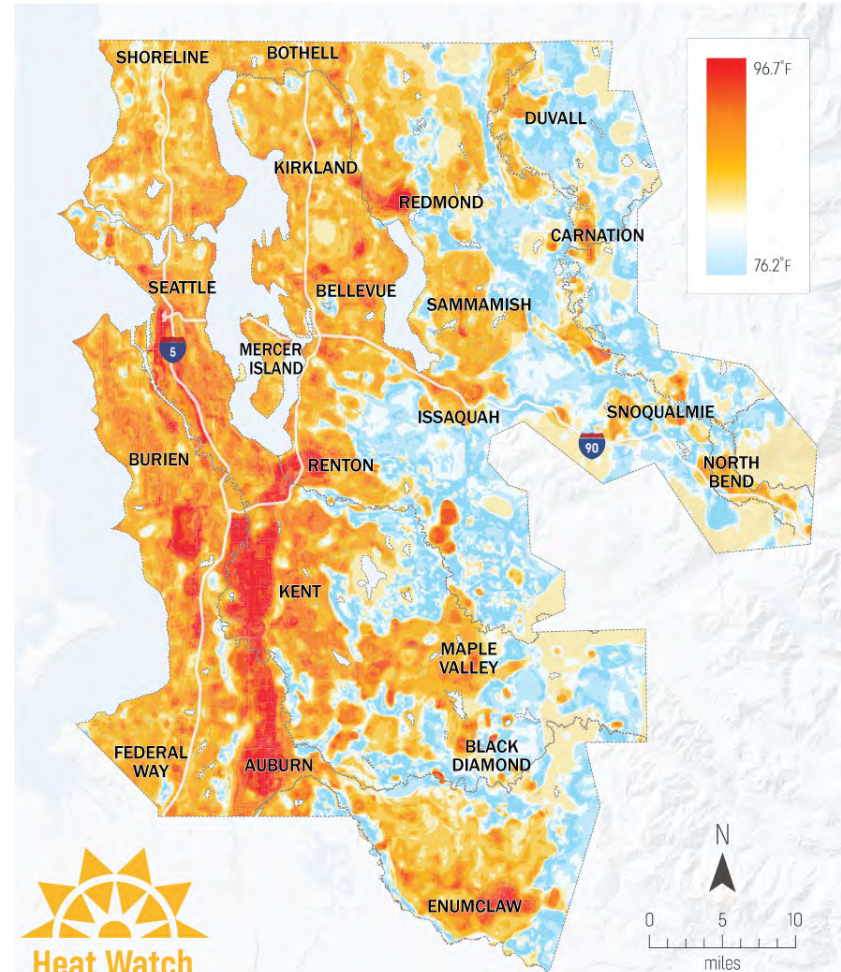
Afternoon Study Results



The use of the information in this map is subject to the terms and conditions found at: <http://kingcounty.gov/services/gis/Maps/forms-of-use.aspx>. Your access and use is conditioned on your acceptance of these terms and conditions. File: KCDT DCE 210520_11550a_heat_afternoon_project

Areas with more natural landscapes retain less heat

Evening Study Results



The use of the information in this map is subject to the terms and conditions found at: <http://kingcounty.gov/services/gis/Maps/forms-of-use.aspx>. Your access and use is conditioned on your acceptance of these terms and conditions. File: KCDT DCE 210520_11550a_heat_evening_project

Why are our parking requirements dangerous to our health?



- Lexington's typical parking lot is a significant contributor to negative health impacts due to heat.
- Existing efforts at mitigation are not working.
- Even if they were, they are not enough to overcome the amount of impervious surface we require.

How does parking reform relate to affordable housing?



Ending the cycle

- Review the ordinances creating these patterns
- Decide what our priorities are
- Regulate for the desirable outcomes
 - Increasing opportunities for housing
 - Allowing walkable development
 - Mitigating harmful environmental impacts of parking lots
- These are all achievable goals and are being implemented nationally.

Decades of trying to get it right

1970

1970

1971

1981

1983

1987

1989

1990

1990

1993

1995

1997

1997

1998

1998

1999

1999

2002

2003

2004

2005

2007

2008

2010

2012

2012

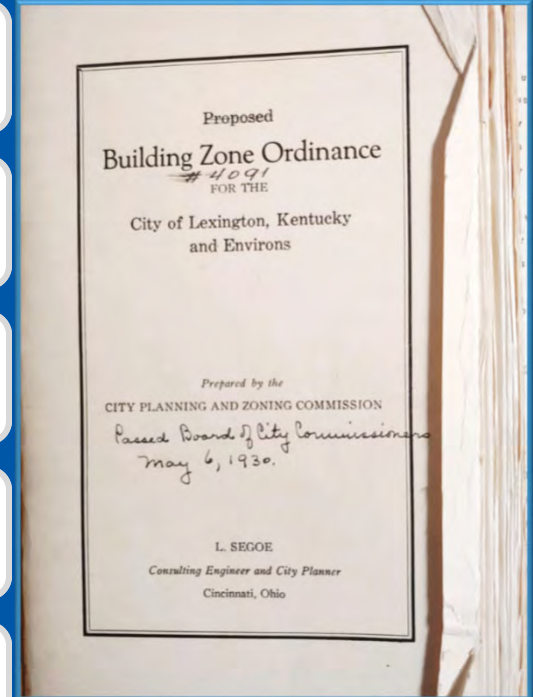
2013

2013

2014

2017

2020



Responsive Parking for people

Parking Users

- **Motorists**, with parking reform:
 - Reduce collisions and unclear guidance in parking lots
 - Once parked, every pedestrian should be safer getting to their destination
- **Cyclists**, with parking reform:
 - Ensure that anywhere parking is provided that bicycle parking is also provided and
 - Bicycle parking is designed for being usable and accessible just like it is for cars
- **Transit users**, with parking reform:
 - Improves the safety of pedestrian routes from street/transit stop

Parking Providers

- Lower an economic barrier to new businesses. Parking can range from \$5,000 to \$50,000 a space <https://cityobservatory.org/the-price-of-parking/>
- Allowing considerably more flexibility to providers to establish the amount of parking they need lowers costs to businesses and in some cases on down to customers.
- Reduces maintenance costs
 - The zoning ordinance does not provide for the maintenance and care of parking lots.
 - Unused parking requires the same maintenance as highly used areas.



Previous Work and Public Input

Initial Proposal – Creation of Parking Types 1-4

Type 1	Type 2	Type 3	Type 4
Single residential building on lot	Single-family attached	VUA under 3 acres	VUA over 3 acres
Includes single-family dwelling, duplex, triplex, and quadruplex	Townhouses	Vehicular Use Areas from 1,800 SF/five spaces up to 130,680 SF (3ac)	Vehicular Use Area over 130,680 SF (3ac)

Responsive Parking Stakeholder Campaign



Lexington needs
Parking

Regulations

that respond to...
Cyclists

Did you know?

Well-designed bicycle parking legitimizes cycling as a transportation mode by providing convenient parking equal to cars.

More efficient management of parking can provide the space and cost-savings for high quality bicycle infrastructure.

Designated bicycle parking keeps sidewalks clear for pedestrians and prevents damage to trees and street furniture often used for bicycle parking when racks are not present.

Bicycle parking designed for the intended use provides the appropriate security and surveillance to prevent parked bicycles from theft and vandalism.

Right-sized and well-screened parking places a focus on design that screens the parking from the street or corridors, creating a more welcoming and pleasing environment for all users.

Lexington needs Parking Regulations that respond to **Pedestrians**

Did you know?

- More than 100 million people use parking lots daily. The space and cost savings for high quality pedestrian infrastructure.
- High-quality design of parking lot includes pedestrian-oriented features such as safe routes, well-screened walkways and lighting.
- Lot's best placed with higher standards come directly as a result of the design, layout, layout, materials and lighting.
- Designated parking spaces for bicycles are not always the best solution for pedestrians to the business entrance.
- If the user are well-screened parking about a focus on design that screens the parking from the street or corridors, creating a more welcoming and pleasing environment for all users.

Lexington needs Parking Regulations that respond to **Businesses**

Did you know?

- High-quality parking is a key factor in attracting new business, creating jobs and increasing tax revenue.
- High-quality parking infrastructure and design can reduce costs for businesses.
- Well-designed parking infrastructure can provide a focus on design that screens the parking from the street or corridors, creating a more welcoming and pleasing environment for all users.
- High-quality parking infrastructure and design can reduce costs for businesses.
- High-quality parking infrastructure and design can reduce costs for businesses.

Lexington needs Parking Regulations that respond to the **Environment**

Did you know?

- Designing a parking lot is a complex process that involves many stakeholders and requires a lot of coordination.
- High-quality parking infrastructure and design can reduce costs for businesses.
- High-quality parking infrastructure and design can reduce costs for businesses.
- High-quality parking infrastructure and design can reduce costs for businesses.
- High-quality parking infrastructure and design can reduce costs for businesses.

Lexington needs Parking Regulations that respond to **Neighborhoods**

Did you know?

- On average, about 1/3 of the cost of new residential development is spent on parking. This is a lot of money.
- High-quality parking infrastructure and design can reduce costs for businesses.
- High-quality parking infrastructure and design can reduce costs for businesses.
- High-quality parking infrastructure and design can reduce costs for businesses.
- High-quality parking infrastructure and design can reduce costs for businesses.

Mornings with Planning focuses on **Parking Reform** w/ National Panel

- Expert panelists from across U.S. representing planners, developers, policy-makers, and elected officials
- Key topics discussed:
 - Opportunities created through the elimination of parking minimums
 - High costs associated with overabundant parking
 - Creation of sprawl through traditional parking regulations
 - Impact of parking on housing affordability, density, and walkability

90 minute webinar

MORNINGS WITH PLANNING
NEW WAYS TO RECONNECT, REIMAGINE, & RESPOND IN A NEW REALITY.

Wednesday, April 7
9-10:30 am

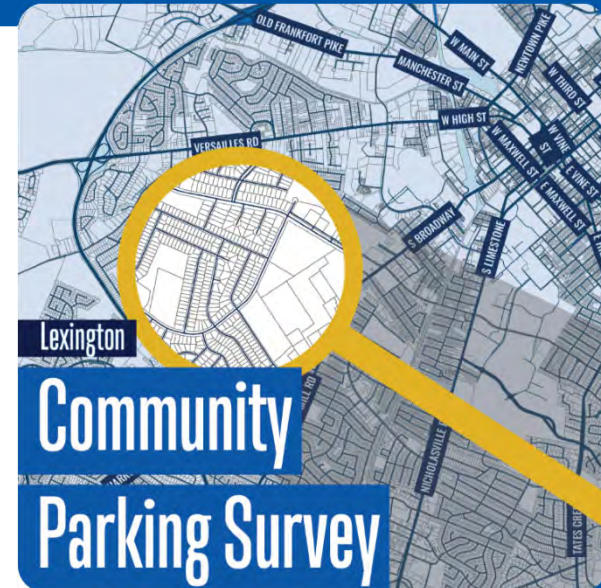
A monthly interactive digital panel series, held on the first Wednesday of the month, to discuss how our City's planning efforts have evolved and changed over time.

This month's topic:
Parking Reform: Unlocking Economic Growth and Housing Supply
COVID-19 has hastened the pace of change in the retail landscape, providing opportunities to unlock economic growth and new housing supply through reimagined commercial spaces. This panel will discuss the need to reevaluate the role traditional parking regulations have played in hampering redevelopment.



Community Parking Survey

- Call to community members to submit data on publicly accessible lots in Lexington
- Users can pin parking lots on a map and view other submissions
- Option to evaluate lot as *overcrowded*, *underutilized*, or *other*
- Comments optional, but encouraged
- Will be used to help illustrate our community's need for flexible yet focused reform



A Few Simple Steps...

- 1 Identify a parking lot in Lexington you want to call attention to.
- 2 Access the map and survey using the link below.
- 3 Use the address search to locate the parking lot of interest. Drop pin.
- 4 Answer **one** question and provide comments, if desired.
- 5 Repeat as many times as you can stand.

Imaginelexington.com/rethink-parking



Submit Your Survey

Link in bio or arcg.is/1qKy5m

Let's Rethink Parking in Lexington Story Map & Survey



<https://arcg.is/1vWD8r2>

- Interactive exhibit to guide interested members of the public through the foundation, motivation, and framework of the “Rethink Parking” proposal
- Survey was included to collect more information about the public’s values, experiences, and preferences when it comes to parking in Lexington

Rethink Parking Focus Group

Members

Neighborhood Interest

Christina E. Bard	Houston Hall
Sandra Broadus	Jason Jones
Greg Butler	Keith Jones
Raquel Carter	Justin Kirchner
Ginny Daley	Lee Poore
Walt Gaffield	Meredith Price
Megan Gulla	Chancellor Scott
Blake Hall	

Developer Focused

Tony Barrett	Stewart Perry
Ross Boggess	Mike Scanlon
Bishop Carter IV	Scott Southall
Rachel Childress	Harold Tate
Harding Dowell	Dudley Webb
Jeff England	Jessica Winters
Rory Kahly	Dan Wu
Claudia Michler	

Public Outreach Efforts

- Community parking survey
- Community (User/Provider) focus groups
- Community listening session
- Surveys
- Online video presentations
- Social media outreach
- Civic group presentations
- Review with other divisions within LFUCG
- Mornings With Planning Webinar with national parking experts



Revised Draft - Response

What is changing?

-
- *Elimination of minimum parking requirements:*
 - *Article 8*
 - *Article 9 Group Residential Projects*
 - *Article 10 Mobile Home Parks*
 - *Article 11 B-5P*
 - *Article 23 Expansion Area Zones*
 - *Article 28 Mixed Use (MU) zones*
 - *Article 16: Consolidation of all Parking standards into one location:*
 - *Locational requirements and limitations*
 - *Parking lot lighting*
 - *Bicycle Parking*
 - *Parking Structures*
 - *Parking Demand Study*
 - *Article 18: Vehicular Use Area Improvements*
 - *Increased VUA perimeter buffers*
 - *Increased VUA tree canopy*
 - *Revised internal VUA landscaping standards to create safer, more predictable vehicle movements.*
 - *Article 1: Revise Driveway Definition*
 - *Article 3: Mixed Income Housing revision*
 - *Article 21 Revision*
 - *Parking Demand Mitigation Study process*

Proposed Regulations Zones

- No Minimum Requirements (pg 4-116)
- Redefining Driveways (pg 1)
- The Board of Adjustment may establish additional requirements as needed with conditional uses (pg 4-120)
- Addition of “Shared Parking Courts” within zones that allow single family attached developments (pg 52)

Proposed Regulations Single Family Detached (pg 137-138)

- Reduce paving in front yards
- Driveway widths proportionate to street frontage
- Shared driveways



Proposed Regulations

Low Density Residential (pg 139)

- Reduce paving in front yards and impact on public and internal pedestrian facilities
- Shared driveways
- Shared parking courts (max. 12 parking spaces)



Proposed Regulations

Multi-Family Residential (140-141)

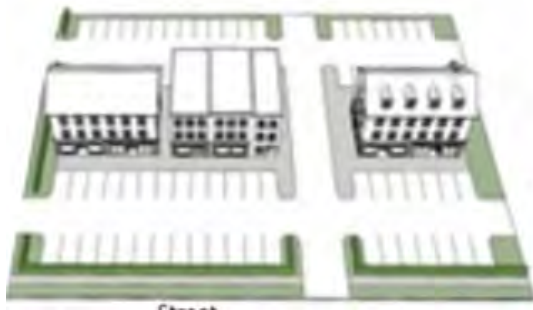
- No parking or vehicular use areas in front yards
- Focus on pedestrian safety and reduction of heat island effect
- Emphasizes the accessibility of residential structures



Proposed Regulations

Non-Residential or Mixed-Use (pg 141-142)

- Places the majority of parking to the rear or sides of buildings
- Limits of vehicular conflicts along corner lots
- Focus on pedestrian safety and vehicular safety on complex intersections



Proposed Regulations Structured Parking (pg 146)

- Safe pedestrian access points
- Transparent windows for openings for 60% of ground level
- Objective standards delineating 3 options for ground floor activation



Proposed Regulations

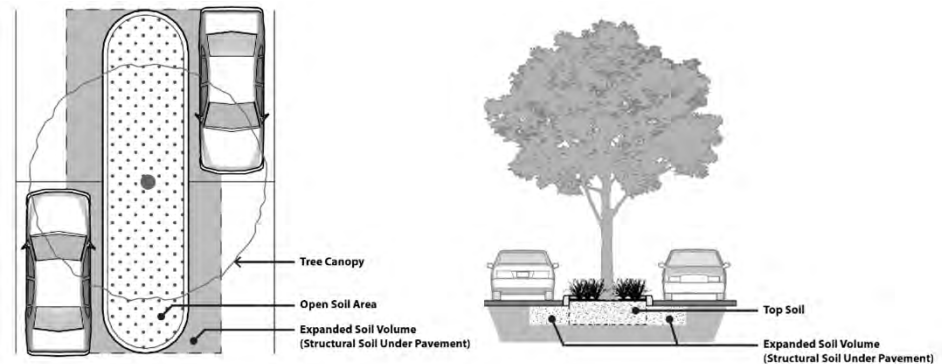
Bicycle Parking (pg 146)

- Requiring bike parking when vehicular parking is provided
- Site location and security provisions
- Provisions for both short term and long term bike parking



Proposed Regulations Focus on Environment

- Environmental and climate benefits for our entire community
 - Improve urban forest
 - Reduce heat islands
 - Mitigate stormwater
 - Benefits owners, sustainable for LFUCG
- National funding trends prioritize sustainable transit/infrastructure (funding of programs, incentives)



Proposed Regulations

Vehicular Use Area Perimeter (pg 151-154)

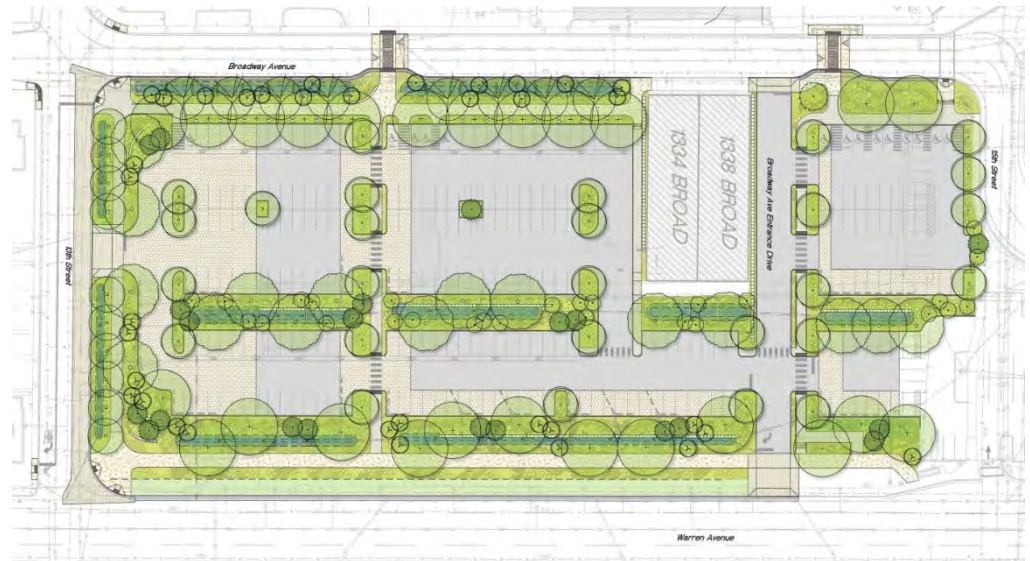
-
- Required for areas of 1,800 sq ft and/or five or more spaces
 - Average width of eight feet containing:
 - Continuous hedge, fence, wall, or earthen mound
 - One canopy tree per twenty-five linear feet



Proposed Regulations

Interior Landscaping for VUA (pg 154-157)

- Required for areas of 5,000 sq ft or fifteen or more spaces
- Increased tree canopy coverage and required topsoil
- Internal parking delineation



Final Round of Stakeholder Review and Revisions

Since June 2022, additional updates to the proposal included:

- Planning Commission
 - Landscape innovative design options (pg. 156)
- Traffic Engineering
 - Inclusion of Parking Demand Mitigation Study (pg. 147 & 163)
- Public Comment
 - Re-inclusion of various Infill Parking provisions
 - Maximum of 2 parking spaces in single family (pg. 139)
 - 10' maximum driveway widths (pg. 138)
 - Language clarifications (pg. 139, 141)
- Development Community
 - Language clarifications (pg. 136, 139-140, 146)
 - Outside I/R driveway widths (pg. 138)
 - Corner lot parking setback (pg. 141)

Parking ZOTA Timeline

-
- 7 Planning Commission Work Sessions
 - May 20, 2020
 - March 18, 2021
 - May 4, 2021
 - June 17, 2021
 - July 28, 2021
 - June 30, 2022
 - August 18, 2022
 - I/R Steering Committee Presentation
 - November 2020
 - Planning Commission Zoning Committee action
 - August 4, 2022



THE JUSTIFICATION
2018 Comprehensive Plan

The Zoning Committee Recommended: Approval of the proposed text amendment to the Zoning Ordinance, for the following reasons:

-
1. The proposed text amendment supports and implements the 2018 Comprehensive Plan, in the following ways:
 - a. The amendment expands housing choices (Theme A, Goal #1) by allowing more types of residential development to be constructed where they are currently precluded due to inflexible parking requirements. (**Theme A, Goal #1, Objectives a through d**)
 - b. The amendment supports infill and redevelopment throughout the Urban Service Area (**Theme A, Goal #2**) by providing more flexible parking regulations to facilitate the construction on smaller and more constrained parcels often found in infill and redevelopment locations.
 - c. The amendment promotes the development of green building, sustainable development, and transit-oriented development (**Theme B, Goal #2.c**) by allowing more pedestrian and transit focused development to occur and by raising the landscaping and tree canopy requirements for vehicular use areas.
 - d. The amendment reduces Lexington-Fayette County's carbon footprint (**Theme B, Goal #2**) by reducing the requirements for additional unnecessary vehicular use areas that contribute to dangerous heat islands.

Furthering your Comprehensive Plan



Design Policy 5
Design Policy 7
Goal 1
Goal 1A
Goal 1B
Goal 1C
Goal 1D
Goal 2
Goal 2B
Goal 2C
Goal 3
Goal 3A
Goal 3B
Goal 3D



Sustain. Policy 3
Sustain. Policy 5
Restor. Policy 4
Goal 2
Goal 2C
Goal 2D
Goal 3
Goal 3C



Prosp. Policy 10



Placem. Policy 3
Goal 1
Goal 1A
Goal 1B
Goal 1C
Goal 2
Goal 3
Goal 3B
Goal 3C



Growth Policy 9
Goal 1B
Goal 1C
Goal 1D

Questions

imagine
LEXINGTON 



LEXINGTON
Planning