PLANNING COMMISSION REPORT
Regular Agenda -- Public Hearing Item

PC Staff Report
5/23/16

ITEM NO. 5 TEXT AMENDMENT TO LAND DEVELOPMENT CODE; VALET PARKING (SLD)

TA-16-00128: Consider a Text Amendment to the City of Lawrence Land Development Code, Chapter 20, Article 17 and related sections of Article 9, for revisions related to the use and design standards for Valet Parking. *Initiated by the City Commission on 3/28/16.*

RECOMMENDATION: Staff recommends that the Planning Commission forward the proposed amendment, TA-16-00128, amending Article 17 and sections of Article 9 of the Lawrence Land Development Code to establish *Valet Parking* as a type of parking to the City Commission with a recommendation for approval.

Reason for Request: The City Commission initiated a text amendment at their April 5, 2016 meeting to consider adding *valet parking* to the Lawrence Land Development Code.

PUBLIC COMMENT RECEIVED PRIOR TO PRINTING

- None received

ATTACHMENTS
Attachment A – Draft Language

BACKGROUND
As part of the review and design of the HERE at Kansas mixed use development and in response to the loss of mechanical parking for the development, the project developers proposed providing comparable parking using a human rather than mechanical valet parking option. The design of that specific project includes a ful- service valet operation and parking stalls and access aisles that are narrower than conventional self-parking lots. There are currently no design standards for valet parking.

The general purpose of Article 9, Parking, Loading and Accessis, *"intended to ensure that the off-street parking, loading and access demands of various land use will be met without adversely affecting surrounding areas. The regulations are also intended to help maintain a safe and efficient transportation system and advance other planning goals related to land use and the environment. In recognition of the fact that different approaches may be appropriate in different settings, the regulations allow flexibility in addressing vehicle parking, loading and access demand."*

The existing Land Development Code provides design standards for parking lots (and structured parking). The standards assume that those using the parking lots are "self-parkers". The code assigns authority to the City Engineer to approve all off-street parking areas (20-913(b)).

Minimum dimensions for parking lot elements include width and length of the parking space, width of the access aisle, and overhang of vehicles beyond the stall length (20-913 (f)). This section also grants authority to the City Engineer to approve reductions as noted below.

"Where natural and/or man-made obstacles, obstructions or other features such as but not limited to Landscaping, support columns, or grade difference exist, the City Engineer may approve a reduction in stall width, stall length and/or module width in all instances where a reduction is requested, attention to emergency vehicle access shall be considered and incorporated into the parking lot design."

The City Commission concluded that it would be appropriate to include the specific activity –*valet parking*-- in the Land Development Code with applicable design standards and process for implementation for future projects.

Full Service Valet Parking	Self-Parking
Area required for queued vehicles for drop-off/pick-up.	Stacking not required for self-park lots.
No public access to parking area.	Full public access to parking area.
Fewer drivers accommodate narrower access aisles.	Two way traffic circulation required.
Access to one side (driver side) of vehicle for valet staff. Allows vehicles to be parked closer.	Access to both sides of parking to accommodate driver side and passenger side access. Requires standardized parking spaces.
Requires on-site attendant for service	Does not require on-site attendant.

OVERVIEW OF PROPOSED AMENDMENT
The following is a summary listing of the proposed changes:

1. Article 17: Terminology
2. Article 9: Parking Loading and Access

The portions of the Code being revised are attached to this staff report.

CRITERIA FOR REVIEW AND DECISION-MAKING
Section 20-1302(f) provides review and decision-making criteria on proposed text amendments. It states that review bodies shall consider at least the following factors:

1) Whether the proposed text amendment corrects an error or inconsistency in the Development Code or meets the challenge of a changing condition;

The purpose of this proposed text amendment is to provide a clear definition for a type of parking that was not contemplated in the Land Development Code. Lacking any clear land use regulations the use currently operates without any regulatory oversight and is a changing condition in the community.

2) Whether the proposed text amendment is consistent with the Comprehensive Plan and the stated purpose of this Code (Sec. 20-901)

Horizon 2020 articulates broad design standards that acknowledge the importance of infill development, appropriate land use transitions and the importance of good design, building and parking lot orientations and integration of land uses. These values are further articulated in the Community Design Manual: Commercial Development:

"*Ensure that parking areas provide safe and efficient access to buildings, but do not*

dominate the overall site design (2-9)"

Horizon 2020 supports the concepts of Mixed Use development, and designs that rely less on automotive connectivity and more strongly on pedestrian connectivity. Valet parking, with or without reduced parking spaces, can be utilized to meet these goals in specific project developments.

Conclusion

The addition of valet parking standards are in response to a recent land development application and the acknowledgement of the existence of the practice within the community. These standards will provide clarity in the Code and insure compatibility with nearby land uses through an appropriate review process.

Term	Definition
Street, Local	Local Streets provide direct Access to adjacent land uses. Direct Access from a Local Street to an Arterial Street should be discouraged.
Street, Marginal Access	A Street that is generally parallel and adjacent to an Arterial Street or other limited-Access Street and that is designated to provide direct Access to adjacent property. Marginal Access Streets are commonly known as "Frontage Roads."
Street, Private	Any tract of land or access easement set aside to provide vehicular Access within a Planned Development that is not dedicated or intended to be dedicated to the City and is not maintained by the City. Owners of a private street may choose to gate access to this type of street from the general public.
Street, Public	A way for vehicular traffic, whether designated as a local, collector, arterial, freeway or other designation, which is improved to City standards, dedicated for general public use, and maintained by the City. The term shall also include alleys.
Street, Ultimate Design	The Street design that is based on the planned carrying capacity of the roadway consistent with its functional classification on the Major Thoroughfares Maps in the Comprehensive Plan.
Street Line	The line separating the Street right-of-way from the abutting property.
Street Tree and Furniture Zone	An area designated within the Public Frontage in a Mixed Use development. Such zones shall reserve space for street trees and other landscaping as well as street furniture including, but not limited to benches, street lights and transit stops.
Streetscape	The built and planned elements of a street that define the street's character.
Structural Alteration	Any change in the supporting or structural members of a Building, including but not limited to bearing walls, columns, beams or girders, or any substantial change in the roof, exterior walls, or Building openings.
Structure	A Building or anything constructed that requires permanent location on the ground or attachment to something having a permanent location on the ground, including but not limited to fences, signs, billboards, and Mobile Homes.
Subsurface Utility Zone	A subsurface area designated within the Public Frontage in a Mixed Use development. Such zones shall reserve space for public utilities.
Thoroughfare	Any public right-of-way that provides a public means of Access to abutting property.
Tract (of land)	An area, Parcel, site, piece of land or property that is the subject of a development application or restriction.
Transitional Use	A permitted use or Structure that, by nature or level and scale of activity, acts as a transition or buffer between two (2) or more incompatible uses.
Tree Protection	Means the measures taken, such as temporary fencing and the use of tree wells, to protect existing trees from damage or loss during and after construction projects.
Trip Generation	The total number of vehicle trip ends produced by a specific land use or activity.
Unnecessary Hardship	The condition resulting from application of these regulations when viewing the property in its environment that is so unreasonable as to become an arbitrary and capricious interference with the basic right of private property ownership, or convincing proof exists that it is impossible to use the property for a conforming use, or sufficient factors exist to constitute a hardship that would in effect deprive the Owner of their property without compensation. Mere financial loss or the loss of a potential financial advantage does not constitute Unnecessary Hardship.
Vertical Mixed Use Structure	See Mixed Use Structure, Vertical
Valet Parking	An operational system in which attendants (aka Valets) park and retrieves automobiles. Valet parking allows more automobiles to be parked in an area and may be used to resolve parking shortages or improve customer service where parking might only be available at long walking distances. Valet Parking may employ tandem and/or stacked parking layouts.
Valet Parking Plan	A document, submitted concurrently with a development application proposing the use of Valet Parking, that includes, but is not limited to the summarizing the layout and dimensions of the on-site parking area, on-site drop-off, operations of the service including hours of operation and maximum and minimum staffing level.
Woodlands	Natural hardwood forests, whether or not actively forested.
Working Days	Monday through Friday, 8AM to 5PM excluding city holidays

20-913 PARKING AND LOADING AREA DESIGN STANDARDS

The design standards of this section apply to all Parking Areas, including commercial parking lots and "non-required" Parking Areas.

(a) General Layout Principles

There shall be safe, adequate, well-lit, and convenient arrangement of pedestrian pathways, bikeways, roads, Driveways, and off-street parking and loading spaces within off-street Parking Areas. Streets, pedestrian walks, and Parking Areas shall be designed as integral parts of an overall site design, which shall be properly related to existing and proposed Buildings, adjacent uses and landscaped areas. There shall be defined pedestrian ways connecting all public entrances of Buildings to all modules of the Parking Area, to the required Bicycle Parking Area, to any adjacent bus stop and to the nearest public sidewalks. Such pedestrian ways shall, to the maximum extent practicable, be separated from driving lanes with curbs or other devices. At locations where walkways cross Driveways or travel lanes, the crossings shall be clearly marked with both signage and pavement markings.

(b) Approval

The layout and design of all off-street Parking Areas shall be approved by the City Engineer prior to the issuance of a Building Permit. Before approving any off-street parking plan, the City Engineer shall find that the spaces provided are useable and that they comply with the City's standard design criteria.

(c) Appearance

The materials used in the design of paving, lighting fixtures, retaining walls, fences, curbs and benches shall be easily maintained and designed to be indicative of their function.

(d) Maintenance

Parking lots shall be maintained in a safe operating condition so as not to create a hazard or nuisance. All materials used in the design of paving, lighting fixtures, retaining walls, fences, curbs and benches shall be continuously maintained and kept free of debris and hazards. Striping and other pavement markings shall be maintained in an easily readable condition.

(e) Surfacing

(1) All off-street Parking Areas and Driveways, including those serving Attached Dwellings, Detached Dwellings and Duplexes, shall be surfaced with a minimum of one of the following:

(i) 4 inches of reinforced Portland cement concrete;

(ii) 5 inches of granular rock base with 2 inches of asphalt;

(iii) 7 inches of granular rock with a double asphaltic prime and seal;

(iv) 5 inches of full depth asphalt; or

(v) 4 inches of compacted gravel for residential Driveways constructed in Floodplains areas with a paved Driveway Apron constructed to city residential Driveway standards.

(2) As an alternative to the surfacing required in the preceding paragraph, all off-street parking for uses allowed by right within residential Districts or areas of low off-street parking use as determined by the City Engineer (such as fire safety lanes or overflow Parking Areas), may be surfaced with the following alternative methods of paving. The surfacing shall be installed per the manufacturer's recommendations, with the pavement and base designed by a professional engineer licensed in the State of Kansas. The pavement cross-section shall demonstrate the structural ability to support the anticipated vehicle loads for the use. The pavement design shall be reviewed and approved by the City Engineer.

(i) Grid unit pavers with grass; or

(ii) Concrete, brick, or clay interlocking paver units.

(3) Private Streets shall be built to City Street standards and maintained by the Landowner.

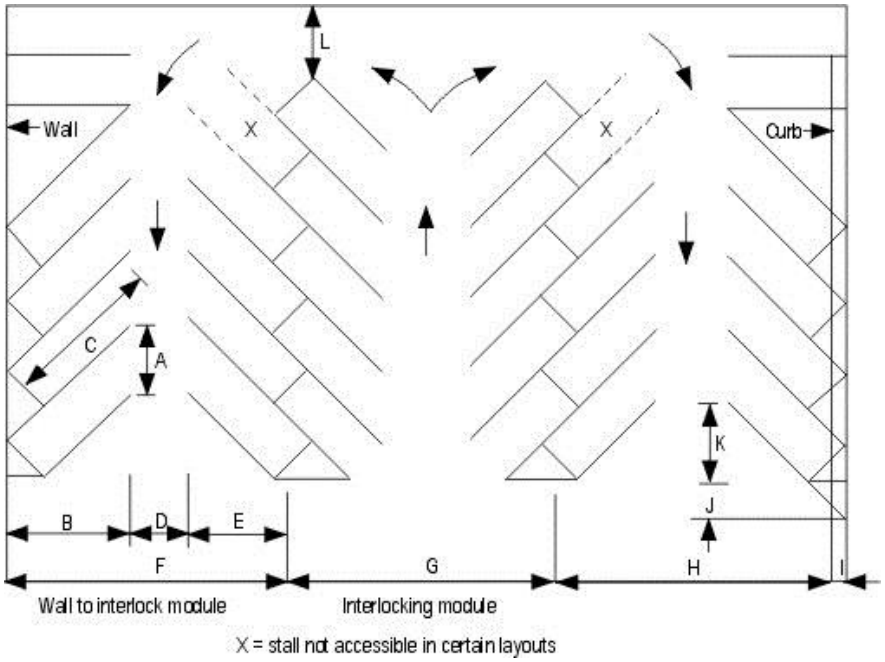
(4) Driveway approaches (aprons) shall be built to City standards, including, where applicable, the Residential Driveway Requirements adopted by the City Commission on July 10, 1996 as amended, and maintained by the Landowner.

(f) Dimensions

(1) Automobile Parking

All off-street Parking Areas shall comply with the following dimensional standards:

Dimensional Feature (all dimensions in feet)	Diagram	Parking Angle				
		0	45	60	75	90
Stall width (parallel to aisle)	A	8.5	12.2	9.9	8.8	8.5
Stall length	B	24.0	24.5	21.4	19.5	18.0
Stall length of line	C	9.0	17.0	18.5	19.0	18.0
Aisle width between stall lines	D	12.0	12.0	16.0	22.0	24.0
Stall depth, interlock	E	9.0	14.8	17.0	18.3	18.0
Module, wall to interlock	F	30.0	43.8	51.5	59.3	60.0
Module, interlocking	G	30.0	41.6	50.0	58.6	60.0
Module, interlock to curb face	H	30.0	41.8	49.4	56.9	58.0
Bumper overhang (typical)	I	0.0	1.5	1.8	2.0	2.0
Offset	J	—	6.3	2.7	0.5	0.0
Setback	K	24.0	11.0	8.3	5.0	0.0
Cross-aisle, one-way	L	18.0	18.0	18.0	18.0	18.0
Cross-aisle, two-way	—	24.0	24.0	24.0	24.0	24.0
Where natural and/or man-made obstacles, obstructions or other features such as but not limited to Landscaping, support columns or Grade difference exist, the City Engineer may approve a reduction in stall width, stall length and/or module width. In all instances where a reduction is requested, attention to emergency vehicle Access shall be considered and incorporated into the Parking lot design.						



(2) Loading
Required loading spaces shall have a minimum vertical clearance of 15.5 feet. See Section 20-906 for other dimensional standards.

(g) Bicycle Parking
Every Bicycle Parking Space, whether used publicly or privately and including a commercial Bicycle Parking Space, shall be designed, built and maintained in accordance with the following specifications:

(1) Surfacing
A Bicycle Parking Space shall be surfaced with a minimum of:

(i) 4 inches of concrete, or

(ii) 4 inches of asphalt, or

(iii) 2 inches of concrete with a 2-inch brick overlay, or similar material for overlay.

(2) Lighting
Bicycle Parking Space shall be located within a lighted area and within clear view of passersby.

(3) Barriers
If Bicycle and automobile Parking Areas or Accessways abut each other, there shall be provided a physical barrier between the Bicycle and automobile areas to prevent a Bicycle or its operator from being hit by a motor vehicle.

(4) Structure
Each Bicycle Parking Space shall provide for a secure method of locking a Bicycle and be located to accommodate Bicycle Parking in a manner that is convenient to use and does not interfere with other uses of the property.

(h) Striping
To facilitate movement and to help maintain an orderly parking arrangement, all Parking Spaces shall be clearly striped, with a minimum width of 4 inches. The width of each Parking Space shall be computed from the centers of the striping.

(i) Curbs

The perimeter of the parking lot shall have a curb and gutter in accordance with City standards for concrete curbs.

(j) Large Parking Lots

(1) Parking lots of 220 Parking Spaces or more shall be divided into smaller Parking modules containing no more than 72 spaces. Landscape strips, Peninsulas, or Grade separations shall be used to reduce the adverse visual impacts of large expanses of paving, to direct vehicular traffic through the parking lot, and to provide a location for pedestrian walks. Protected pedestrian walkways, leading to Building entrances, shall be provided within such parking lots.

(2) Parking lots of 450 Parking Spaces or more shall place Landscaping and trees on both sides of entrance drives to create tree-lined entrances, to direct vehicles into and out of the site, and to provide adequate space for vehicle stacking at exits onto perimeter roadways.

(k) Pedestrian Connections

Parking lots shall be designed to provide designated walkways for pedestrians. Walkways shall connect Building entrances with Parking Areas and with public sidewalks along adjacent streets.

(l) Valet Parking

Valet Parking does not require individual striping and may take into account the tandem or mass storage of vehicles. Use of Valet Parking is permitted in the following instances.

(1) when proposed as part of a development project and in conformance with the design standards of Section 20-913 (f) (1) without variances or exceptions may be permitted administratively as part of a site plan.

(2) When proposed as part of a development project and not in full compliance with the design standards of Section 20-913(f)(1) use of Valet Parking shall require the submission of a Valet Parking plan and shall require City Commission approval.

(i) Valet Parking Plan shall include the following:

(a) layout and dimensions of the parking spaces and drive aisles showing sufficient parking and maneuverability for a variety of passenger automobiles, motor vehicles, and light trucks,
(b) on-site drop-off for vehicles using the parking services with sufficient queuing for vehicles that do not block the public right-of-way.
(c) If Valet Parking Plan includes parking spaces that are required for a specific use, Valet Parking services must be provided for those parking spaces during all operating hours of the use.

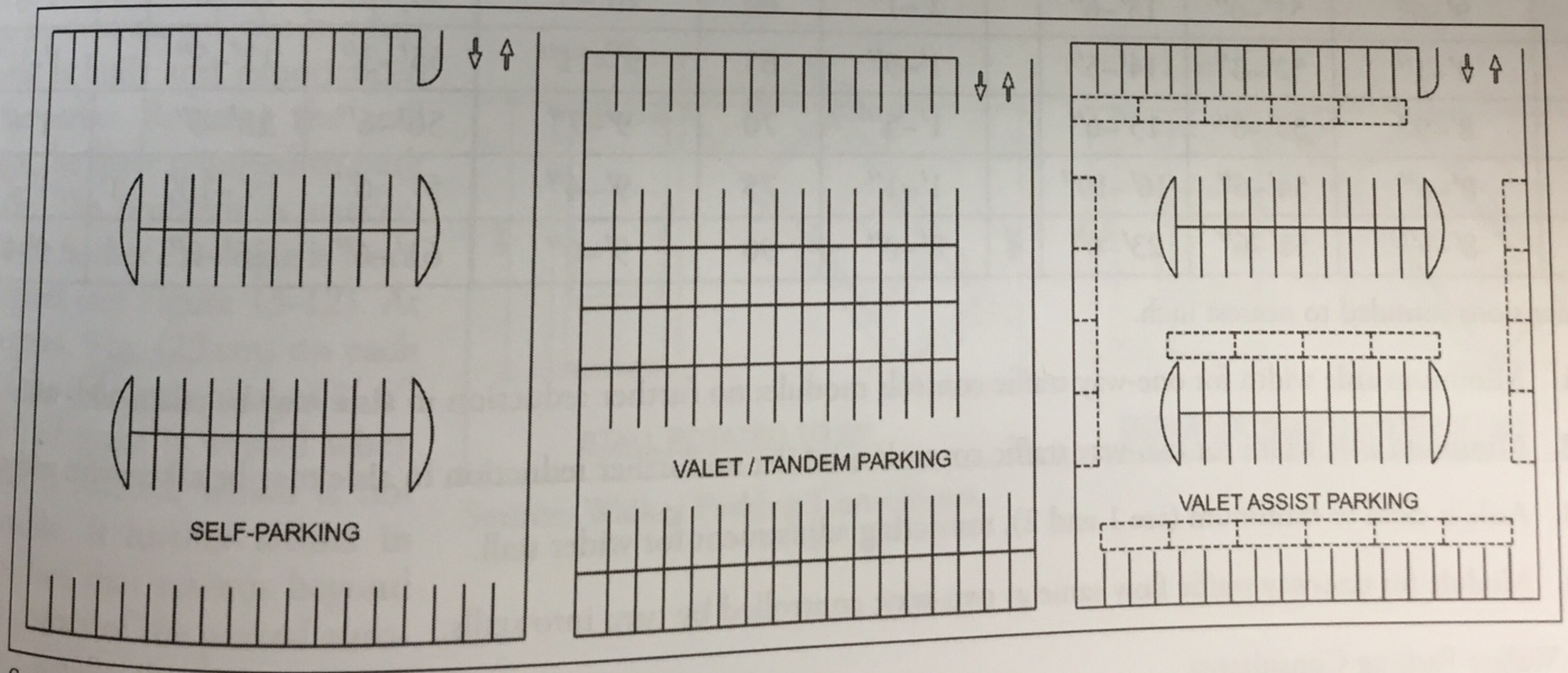
(ii) Changes to a Valet Parking lot or facility to a Self-Parking lot or facility.
:

(a) changes to a parking lot or facility with Valet Parking that are changed to be self-parking shall require a revised site plan per Section 20-1305 to show compliance with the parking lot design standards of Section 20-913 (f)(1)

ularly for p… permit it. …that the tenants are willing to accept it, partic-

Valet parking is an operational system in which attendants (aka valets) park and retrieve automobiles. Valet parking usually allows more automobiles to be parked in an area and often is used to resolve parking shortages or improve customer service where parking might otherwise only be available at long walking distances. Valet parking often employs tandem and/or stacked parking layouts. For most operational needs, and in particular the time to return the car to the customer, it is preferable to have to move only one automobile to retrieve another. A hybrid approach, called *valet* or *attendant assist parking*, occurs when most users self-park, but when self-park capacity is reached, attendants direct automobiles to park in parallel along one side of the aisle. The driver gives the keys to the attendant, who moves the automobile if the driver of a blocked automobile returns to depart, and then parks the blocking automobile in the newly vacant stall. In addition to the service to the public, valet parking typically increases parking capacity in areas of limited parking. The efficiency of parking is significantly improved; in Figure 13-10, the valet assist layout increases the self-park layout from 72 spaces to 95 spaces, an increase of over 30%. The valet/tandem layout increases the capacity to 104, an increase of nearly 45%.

Figure 13-10. Alternative Parking Layouts Reflecting Operational Characteristics



Source: Walker Parking Consultants