



MEMORANDUM

TO: Planning Commission
FROM: Travis Parker, Planning Director
DATE: March 7, 2018
SUBJECT: Lakewood Zoning Amendments - Parking

In August 2017, the Lakewood Development Dialogue process began with a joint session of Lakewood City Council and Planning Commission. Following that meeting, the Lakewood Development Dialogue portion of LakewoodTogether.org went live the second week of September. Since that time, the site has had over 10,700 visitors and 493 participants have registered. 296 participants have visited the parking related pages in that time.

Three public open houses were hosted by Staff and Planning Commission members between September 20 and September 27. Over 70 people attended one or more of the open houses with most providing feedback on one or more areas. At a study session on October 25, the Planning Commission directed staff to examine 23 possible changes to the ordinance.

These possible changes were addressed in six study sessions over three months. Planning Commission met on November 15th to discuss Mixed Use, November 29th to discuss Building Design, December 13th to discuss site design, January 10th to discuss parking and January 24th to discuss housing. Additionally, City Council held a joint study session with the Planning Commission on December 4th to receive an update on the Lakewood Development Dialogue discussion.

In these study sessions, staff presented research on the topic areas, as well as recommendations for possible changes to the ordinance. At the February 14th summary study session staff presented follow-up research findings, and the Planning Commission decided on a series of recommendations to address development topics in Lakewood.

The recommendations that follow are the result of Planning Commission discussion, which was informed by staff research and recommendations. Staff reviewed how other growing metropolitan areas formulate parking regulations based on area context, as well as academic and professional research. The memo presented for this study session is available on the [Lakewood Development Dialogue webpage](#).

Multifamily Residential Parking

Staff gathered information on vehicle ownership and parking space usage at multifamily developments in Lakewood to inform recommendations. Review of site plans for multifamily buildings approved and built under current parking standards showed that the vast majority of developments provided at least one parking space per dwelling unit.

<i>Project</i>	<i>Parking Spaces</i>	<i>Dwelling Units</i>	<i>Zoning Context</i>	<i>Code Year</i>	<i>Min. Ratio</i>	<i>Max. ratio</i>	<i>Parking Ratio</i>
<i>Lamar Station Crossing</i>	115	110	T	2010	1	n/a	1.1
<i>West Link at Oak Station</i> ¹	341	244	U	2012	1	2	1.4
<i>Trifecta Belmar</i> ²	238	220	U	2012	1	2	1.1
<i>Zephyr Line</i>	95	95	U	2014	.75	2	1.0
<i>Union West</i>	443	267	S	2014	.75	3	1.7
<i>Cityscape at Belmar</i>	117	130	U	2014	.75	2	0.9
<i>West Line Flats</i>	176	155	U	2015	.75	2	1.1
<i>Beacon 85</i>	434	335	U	2015	.75	2	1.3
<i>40 West</i>	60	60	U	2015	.75	2	1.0

To understand how these spaces are utilized in completed developments, planning staff performed mid-day and night-time parking counts at four Lakewood multifamily developments.

December 2017 parking counts at new multifamily developments

<i>Project</i>	<i>Parking Standards</i>		<i>Night Count Spaces</i>			<i>Midday Count Spaces</i>		
	<i>Parking Ratio</i>	<i>Total</i>	<i>Open</i>	<i>Used</i>	<i>% Used</i>	<i>Open</i>	<i>Used</i>	<i>% Used</i>
<i>Lamar Station Crossing</i>	1.05	115	24	91	79%	57	58	50%
<i>Union West</i>	1.66	426	*	*	*	266	160	38%
<i>West Line Flats</i>	1.14	129	58	71	55%	88	41	32%
<i>40 West</i>	1.00	60	35	25	42%	52	8	13%

*Staff was unable to enter garage for nighttime count.

¹ West Link at Oak Station data was updated from the initial memo after correspondence with the property manager.

² Referred to as Holland Block 13 & 14 in initial parking memo.

According to 2016 American Community Survey (Census) data for Lakewood area³ households in buildings with 50 or more dwelling units have an average of 1.14 vehicles.

- 24% do not have a vehicle
- 42% have 1 vehicle
- 30% have 2 vehicles
- 4% have 3 or more vehicles

Households with annual incomes at and below \$50,000⁴ in buildings with 50 or more dwelling units have an average of .91 vehicles.

- 24% do not have a vehicle
- 38% have 1 vehicle
- 11% have 2 vehicles
- 3% have 3 or more vehicles

Households with members 55 and older in multi-family buildings have an average of .88 vehicles.

- 21% do not have a vehicle
- 44% have 1 vehicle
- 31% have 2 vehicles
- 5% have 3 or more vehicles

Amendments to Article 8

1. Adjust parking minimums based on Transit, Urban and Suburban context as follows:
 - a. .75 spaces per unit in the Transit Contexts
 - b. 1 space per unit in the Urban Contexts
 - c. 1.25 spaces per unit in the Suburban Contexts
2. Add requirement for visitor parking in multi-family residences above 4 units.
3. Offer discretionary reductions in minimum parking requirements for low-income and senior multi-family developments.

³ Data was collected after the initial Parking Study Session, from the Public Use Microdata Series. Public Use Microdata Areas used were: 08-00818 “Jefferson County (East Central)—Lakewood (North), Wheat Ridge & Golden Cities PUMA” and 08 00819 “Jefferson County (East Central)—Lakewood City (South) & Dakota Ridge PUMA”

⁴ \$49,140 is the 2017 income limit for 65% Area Median Income (AMI) for a 3-person household in Jefferson County. 65% of AMI is \$38,220 and \$43,680 for one and two-person households, respectively.

Restaurant Parking

Staff synthesized restaurant parking requirements around the metro area, reviewed parking standards and provided parking for restaurant site plans approved before and after the implementation of current standards. This determined that a higher minimum is appropriate for the city, but reductions may be made given set considerations.

Restaurants are notoriously difficult businesses for which to predict correct parking ratios. Success of a business (especially a local independent restaurant) cannot be precisely anticipated. Furthermore, zoning cannot be written to address every unique challenge of urban infill individually. Therefore, a combination of regulation, flexibility, and market forces are often needed to provide the best outcomes.

Restaurants constructed in multi-tenant centers or other venues with opportunities for shared parking may be considered for a reduction in parking spaces required. Restaurants in transit context may be eligible for reductions given similar overflow options, and access to transit.

Prior to the zoning amendments in 2012, restaurant uses were required to provide a minimum number a parking spaces with no cap on the maximum number of spaces to be provided for a restaurant. The pre-2012 parking standards required 10 parking spaces per 1,000 SF for fast food facilities and 12 spaces per 1,000 SF for full service facilities with no parking cap.

Pre- 2012		Post- 2012	
<i>Restaurant</i>	<i>Ratio</i>	<i>Restaurant</i>	<i>Ratio</i>
<i>Chick-Fil-A</i>	10.3	<i>Abrusci's</i>	4.9
<i>Bonefish Grill</i>	12.3	<i>Red Robin</i>	6.3
<i>Starbucks</i>	12.7	<i>Qdoba</i>	7.2
<i>Carrabba's</i>	15.2	<i>Starbucks</i>	7.8
<i>Olive Garden</i>	15.6	<i>Freddy's Custard</i>	8.0
		<i>Red Robin</i>	11.4

The restaurant in this series that provided the lowest parking to square-footage ratio was prevented from constructing additional spaces based on the prohibition against parking lots on a collector roadway. Supplemental standards for stand-alone surface parking currently prohibit them from arterial or collector streets.

Amendments to Article 8

1. Increase restaurant minimum parking ratio.
 - a. 4 spaces per 1,000 square feet in Transit Contexts

- b. 6 spaces per 1,000 square feet in Urban Contexts
 - c. 8 spaces per 1,000 square feet in Suburban Contexts
2. Allow for reductions for shared parking or multi-tenant centers or in transit areas.

Amendment to Article 4

1. Modify surface parking limitations in the Suburban Contexts to allow stand-alone surface parking lots along arterial and collector roadways.

Electric Vehicle Parking and Charging

Staff has identified Electric Vehicle (EV) standards for both public and private use that align with potential building code updates. Additional parking enhancements related to sustainability are included in the Enhanced Development Menu associated with Site Design updates.

The City of Lakewood Sustainability Plan sets goals to reduce greenhouse gas emissions and promote alternative fuel vehicles to the Lakewood community. The expansion of EV infrastructure is a key opportunity to advance those goals and improve the poor air quality in the region. The cost to install EV infrastructure is significantly lower if integrated into construction, rather than retrofitted. With that in mind, US cities are benefitting from development demand by integrating EV charging stations (EVCS) and charging-station capability into parking standards.

Amendments to Article 8

Developments with more than 10 off-street parking spaces, and one or more of the uses identified in the table below must provide EVCS spaces and spaces capable of future EVCS installation at the rate specified. Requirements will be rounded to closest whole number, but will always be a value of at least one EVCS to be available at the time of development.

Land Use	EVCS installed spaces	EVCS capable spaces	Total % EV Ready ⁵
Tier 1			
Multifamily dwelling unit	2%	18%	20%
Hotel	2%	18%	20%
Motel	2%	18%	20%
Office	2%	18%	20%
Parking, Stand-Alone	2%	18%	20%
Tier 2			
Group Residential Facility	2%	13%	15%
Bed and Breakfast	2%	13%	15%
Club, Lodge, or Service Organization	2%	13%	15%
Entertainment Facility (Indoor or Outdoor)	2%	13%	15%
Golf Course	2%	13%	15%
Community Building	2%	13%	15%
Convention or Exposition Center	2%	13%	15%
Correctional Institution	2%	13%	15%
Hospital	2%	13%	15%
Religious Institution	2%	13%	15%
School, Public or Private, Elementary and Middle and High	2%	13%	15%
School, Vocational or Trade	2%	13%	15%
University or College	2%	13%	15%

⁵ Based on expected EV market share in Colorado by 2030. Staff recommends revisiting these standards as projections are updated.

Bicycle Parking and Facilities

Staff identified standards to increase the availability and quality of end-of-trip bicycle facilities including parking and changing facilities. Making secure short and long-term bicycle parking available to residents, employees, and visitors of new buildings will support bicycle usage in Lakewood. Offering shower and changing facilities in employment based buildings will further encourage bicycle commuting among employees of Lakewood businesses.

Amendments to Article 8

Short Term Bicycle Parking:

1. Short-term bicycle parking shall be located in a high-traffic area with passive surveillance or eyes on the street.
2. Short-term bicycle parking shall be located along the “desire line” from adjacent bikeways; the path that cyclists are most likely to travel.
3. Change short bicycle parking requirements for Warehouse or Distribution from 1 space per 5,000 SF to 1 space per 10,000 square feet.

Long Term Bicycle Parking:

4. Long-term bicycle parking shall provide parking some maneuvering areas sufficient to prevent conflict with other bicycles
5. Change long term bicycle parking requirements for Mini-Warehouse or Storage from 1 space per 10,000 square feet to 1 per 20,000 square feet.
6. Change long term bicycle parking requirements for Warehouse or Distribution from 1 space per 2,500 square feet to 1 space per 5,000 square feet
7. Shower and changing facilities are required when long-term bicycle parking is required in employment-based buildings above 30,000 square feet.

Mini-Warehouse and Storage Parking Requirements

Staff has identified potential conflicts with the minimum vehicle parking requirement for the Mini-Warehouse or Storage use. Since 2015, The Planning Commission has approved Special Use Permits for five mini-storage facilities. The approvals were for a new type of mini-storage facility that is generally located in one building, 100,000 square feet in size, three stories in height, and climate controlled.

Two of the mini-storage approvals were required to provide first floor retail space, one provided first floor flex office space and two were approved with only mini-storage uses. All five of the facilities requested relief from the minimum vehicle parking standard. Operators for these facilities have generally stated that our minimum vehicle parking standard is about twice what is required for a mini-storage facility. Trips to these facilities occur at all hours of the day, and on weekends, and are short duration as the clientele are unloading or picking up items in storage.

Amendment to Article 8

1. Increase the square footage to calculate minimum parking requirements from 1 space per 1,000 square feet to .25 spaces per 1,000 square feet.
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This memo is for the first of several public hearings related to the Lakewood Development Dialogue process. This memo addresses parking as it relates to multi-family developments, restaurants, electric vehicles charging stations, bicycle parking and facilities, and mini-warehouse and storage uses. With memo content in mind, staff has included the findings of fact below for Planning Commission to consider.

FINDINGS OF FACT AND ORDER

The Planning Commission finds that:

- A. The proposed amendments to the Zoning Ordinance are necessary based upon staff's review and evaluation of the adopted Zoning Ordinance; and
- B. Amendment of the proposed Zoning Ordinance is consistent with and will implement the goals of the City's Comprehensive Plan; and
- C. Amendment of the proposed Zoning Ordinance promotes the health, safety or welfare of the inhabitants of the City and the purposes of this Ordinance; and
- D. Amendment of the proposed Zoning Ordinance is in the public interest.

That the Planning Commission adopt the findings of fact and order, A through D, as presented for Case No. OA-17-002 and that the Planning Commission ADOPT the amended Lakewood Zoning Ordinance and recommend that the City Council APPROVE the amended Lakewood Zoning Ordinance.