

STAFF EVALUATION

Prepared By:	Davis Pemberton, City Planner	(757) 728-2040
Reviewed By:	Allison Jackura, Zoning Administrator	(757) 728-5233
	Mike Hayes, Planning Division Manager	(757) 728-5244
	Jessica Kraus, Assistant City Attorney	

Case No.: Zoning Ordinance Amendment, ZOA24-0160

Planning Commission Date: April 18, 2024

City Council Date: May 22, 2024

General Information

<i>Description of Proposal</i>	The amendment proposes to modify section 11-8 of the zoning ordinance to eliminate the minimum parking spaces required within the Coliseum Central Overlay (O-CC) District provided that accessible automobile parking spaces are provided, all green area requirements are met, and bicycle parking spaces are provided. Additionally, this provision does not eliminate the maximum parking requirements as described in section 11-2.
--------------------------------	--

<i>Relevant Existing Zoning Definitions</i>	None.
---	-------

<i>Current Regulations</i>	<p>Chapter 11, Section 11-1 – Purpose.</p> <p>This chapter establishes the minimum standards for vehicular parking, loading, and service areas. The provisions in this chapter apply to all types of new development, redevelopment, expansions of existing uses, and changes in use. The minimum standards required by this chapter shall apply unless alternate minimum parking standards and/or parking credits are applicable and approved by the zoning administrator. When considering the appropriateness of applying alternate minimum parking standards and/or parking credits, the zoning administrator shall consult with appropriate city departments (i.e. public works, planning, police, fire, etc.) to insure such decisions are in the best interest of the health, safety, and public welfare of the community and consistent with goals and objectives adopted in the City of Hampton comprehensive plan. These standards ensure the adequate and safe provision of parking to support various types of land uses. In addition, these standards contribute to the reduction of potential detrimental impacts to adjoining properties, enhance pedestrian access and connections, reduce stormwater impacts, and minimize excessive parking and the associated environmental impacts.</p>
----------------------------	---

Chapter 11, Section 11-2 – Parking spaces required.

Along with means of ingress and egress, uses permitted by the zoning ordinance shall provide on-site a minimum number of permanently maintained parking spaces as required in Tables 11-2.1 through 11-2.5; Required Minimum and Maximum Parking unless parking credits are granted pursuant to section 11-8 below, or alternate parking provisions are specified in other chapters of this ordinance which shall govern the required parking. In addition, all uses shall provide parking spaces that are accessible to the associated use according to the Uniform Statewide Building Code and meet access standards established in the Virginia Statewide Fire Prevention Code. Uses requiring a use permit may be required

to vary from these standards due to the specific conditions of the development. Such variation shall be in the form of a condition recommended by the zoning administrator and adopted by city council. Minimum and maximum parking standards for uses not specifically listed in this chapter shall be determined by the zoning administrator based upon the minimum and maximum parking requirements of the closest comparable use for which a standard is specified.

Chapter 11, Section 11-8(6) – Parking exemptions, and reductions.

To recognize the unique character of established urban neighborhoods and the provision of alternative parking options nearby, the following zoning districts shall have parking requirements exempted or reduced as described below:

- (a) O-IH District. Residential development on substandard lots, as set forth in chapter 9 article 5 of the Zoning Ordinance, shall be permitted a reduction from the parking requirements of section 11-2 herein to one (1) space per housekeeping unit when the lot frontage is less than fifty (50) feet.
- (b) DT-1, DT-2, and DT-3 Districts. Off-street parking and loading areas shall be provided as required in section 11-2 herein, except that buildings erected so as to provide office and/or living space on more than three (3) floors shall furnish garage or vehicle parking space only to the extent that such office and/or living space exceeds three (3) floors.
- (c) BB-1, BB-2, and BB-3 Districts. Such permitted accessory dwelling units shall only be required one (1) space in addition to the primary dwelling unit requirement.
- (d) PH-1 and PH-2 Districts.
 - (i) All non-residential uses, except religious facilities, colleges/universities, schools, auditoriums and theaters shall be exempt for the first 5,000 (five thousand) square feet measured for the purposes of determining the parking requirement of section 11-2 herein.
 - (j) Multifamily residential uses shall be exempt from the guest parking requirement of section 11-2 herein.

Analysis

The proposed amendment seeks to modify Section 11-8 of the Zoning Ordinance to eliminate the minimum parking requirements within the Overlay – Coliseum Central (O-CC) District. In order to get the minimum parking spaces required reduced to zero (0), a development or property must feature accessible parking spaces on-site as would have been required pursuant to the base minimum parking requirements. Additionally, all green area requirements described in Section 9-24 shall be met and there shall be a minimum of ten (10) bicycle parking spaces provided, plus one (1) bicycle parking space per every fifty (50) automobile parking spaces provided or portion thereof. Lastly, this proposed

amendment does not eliminate maximum parking requirements as described in Section 11-2.

This proposed amendment, in conjunction with Zoning Ordinance Amendment No. 24-0159, aims to further promote the Coliseum Central area of the City as one of the major urban development areas and to encourage more dense development.

The City has recently become aware of possible new proposals for multi-family and/or mixed-use developments on private parcels, as well as City and Economic Development Authority owned parcels within the O-CC District. These latest proposals may indicate a trend toward taller and higher density development than what is currently allowed by existing zoning regulations. While evaluating these proposals, staff has recognized that current market conditions may warrant consideration of some changes to the current density, height, lot coverage, and minimum parking requirements. Given that the current zoning regulations may limit the district's ability to densify over time, staff is therefore considering appropriate amendments to address these concerns.

In recent years, numerous cities across the United States, including various cities in Virginia, have taken steps to eliminate or reduce minimum parking requirements. For instance, in April 2023, Richmond, Virginia, enacted an amendment to eliminate parking mandates citywide. Similarly, in December 2023, Charlottesville, Virginia, eliminated parking requirements citywide, building upon prior initiatives that had already eliminated minimums in specific districts. These reforms, including zoning overlays that exempt smaller developments and reduce mandates for larger ones, represent efforts to foster more sustainable, equitable, and efficient urban environments.

A large portion of the recent parking amendments or reforms have eliminated minimum parking requirements in a more focused portion of a city or community, such as a central business district, main street, or historic district. In April 2022, the City of Norfolk, Virginia eliminated minimum off-street parking requirements for all non-residential uses and residential developments of 24 multi-family dwelling units or less within the Norfolk and Western Historic Overlay Districts. In August 2023, the City of Newport News, Virginia passed amendments to eliminate required parking minimums for residential uses in the C-3 Regional Business District.

In staff's view, minimum parking requirements are one of the existing zoning regulations that potentially limit the realm of possible development and hinder implementation of the overall vision for the Coliseum Central area. The Coliseum Central Master Plan (2017, as amended) encourages: new, high-quality residential development in walkable, mixed-use districts; development of dense and upscale residential units; and calls for implementing a parking strategy that creates an opportunity for higher density developments while maintaining convenient and accessible parking. The Plan identifies the prevalence of surface parking as a hindrance to pedestrian-oriented development and advocates for a parking strategy that transforms large parking fields into smaller, well-landscaped parking areas, thereby facilitating the creation of dense, connected, and pedestrian-friendly activity centers.

Parking spaces for automobiles often occupy considerable land that could otherwise be utilized for alternative development or green space. A surplus of parking spaces fosters increased car ownership and usage, as readily available and inexpensive parking encourages frequent vehicle use. Moreover, when parking infrastructure dominates an area, walking becomes less feasible, thus promoting reliance on driving as the primary mode of transportation. The prevalence of car-dependent communities undermines efforts to establish robust public transit systems, as low-density development resulting from extensive parking inhibits the necessary demand for efficient transit services.

ZONING ORDINANCE AMENDMENT ZOA24-0160**STAFF EVALUATION**

By eliminating minimum parking requirements within the O-CC District, there is greater flexibility in repurposing existing sites and structures, thus removing potential barriers to development or redevelopment. This approach also encourages the creation of smaller, denser, and potentially more inclusive housing options. Moreover, it aligns with the city's resilience efforts by potentially reducing the need for extensive parking surfaces, leading to conservation of natural resources, mitigation of the urban heat island effect, and promotion of energy efficiency.

It's important to clarify that eliminating minimum parking requirements doesn't signify a complete absence of parking provision. Rather, it allows the market to dictate the appropriate level of parking for a specific site or use, ensuring that parking solutions are tailored to meet the needs of individual developments while still aligning with broader city policies and planning objectives.

In summary, staff recommends adoption of the proposed amendment to eliminate the minimum parking spaces required within the Overlay – Coliseum Central (O-CC) District while continuing to protect the health, safety, and welfare of the public.

Staff recommends approval of ZOA 24-0160.