



# City of Harrisonburg, Virginia

## Department of Planning & Community Development

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Building Inspections

Engineering

Planning & Zoning

To: Kurt Hodgen, City Manager  
From: Adam Fletcher, Director Department of Planning and Community Development and Planning Commission  
Date: August 8, 2017  
Re: Zoning Ordinance Amendment to add Bicycle Parking requirements

### **Summary:**

Public hearing to consider modifying several sections of the Zoning Ordinance associated with adding requirements for minimum off-street bicycle parking spaces for development and redevelopment. The amendments include adding minimum off-street bicycle parking regulations within Article G for all development and redevelopment projects, where the minimum number of bicycle parking spaces varies depending upon the use on the parcel (note that bicycle parking is not required for single family detached or duplex units). The amendments further include: specifications for bicycle parking plan submittals; a modification to the definition of "off-street parking" in Section 10-3-24 to refer to both vehicle and bicycle parking; and changes to Section 10-3-28 to clarify rules for computing the required number of minimum parking spaces. Lastly, the following sections will be amended to clarify that the existing regulations noted in the sections refer only to vehicle parking spaces: Sections 10-3-26, 10-3-29, 10-3-34, 10-3-40, 10-3-46, 10-3-48.4, 10-3-52, 10-3-55.4, 10-3-56.4, 10-3-57.4, 10-3-58.4, 10-3-79, 10-3-91, 10-3-97, 10-3-106, and 10-3-180.

### **Background:**

The City's Design & Construction Standards Manual underwent significant updates in 2009 and added Section 2.6.10, Bicycle Parking requirements to sites undergoing development and redevelopment. Prior to 2009, bicycle parking was not required in the City.

DCSM Section 2.6.10 currently states:

Developments with 15 or greater car parking spaces shall provide exterior parking for bicycles at a rate of one bicycle space per 25 car parking spaces, with a minimum of 4 bicycle spaces. Bicycle parking shall be in the form of a suitable bike rack(s), conveniently located, visible and anchored for security. Protection from the elements is encouraged. Rack design and layout shall be as recommended in the document "Bicycle Parking Guidelines" as adopted by the Association of Pedestrian and Bicycle Professionals ([www.apbp.org](http://www.apbp.org)). Rack location and type shall be specified on the project site plan.

### **Key Issues:**

The amendments to the Zoning Ordinance and the Design and Construction Standards Manual (DCSM) are included as attachments herein. The amendments address the following matters:

1. The DCSM enforces requirements only for development and redevelopment projects. Once a project has completed construction and bonds have been released, the DCSM does not provide strong enough post construction enforcement to ensure that bicycle parking remains in place in perpetuity. By adding bicycle parking regulations to the Zoning Ordinance, if property owners were to remove bicycle parking spaces from their site, they would be in violation of the Zoning Ordinance and staff could take enforcement action. Furthermore, unlike the existing DCSM guidelines for installation of bicycle parking, the proposed amendments would require bicycle parking to be installed when the net square footage of an existing parking lot increases, which provides an opportunity to implement needed bicycle parking at developments and businesses that already exist.
2. Through the DCSM, the City currently requires the same ratio of bicycle parking spaces regardless of the use on the site. However, the Association of Pedestrian and Bicycle Professionals (APBP) recommends that bicycle parking policies and codes specify the number of bicycle spaces by land use, which is the same approach for vehicle parking requirements under the existing Zoning Ordinance. Using the APBP “Bicycle Parking Guidelines” and documents adopted by the City of Charlottesville, Fairfax County, and Arlington County, staff has proposed different parking ratios for different land uses.

Table 1, below, illustrates examples of how many bicycle parking spaces would be required if the listed existing developments would have been required to install bicycle parking based on the proposed Zoning Ordinance amendments.

Table 1: Examples of Bicycle Parking Spaces Required for Existing Developments

<b>Example Location</b>	<b>Gross Square Footage/ Size</b>	<b>Use/Ratio Required</b>	<b>Bicycle Parking Space Required</b>
<b>Litten &amp; Sipe</b>	16,371 sf	Professional office (1/20,000 sf or 4 min)	1 = 4 minimum
<b>Martin’s Grocery</b>	83,000 sf	Retail (1/10,000 sf or 4 min)	9
<b>Friendly City Food Co-Op</b>	11,000 sf	Retail (1/10,000 sf or 4 min)	4
<b>Olive Garden</b>	7,757 sf	Restaurant (1/10,000 sf or 4 min)	1 = 4 minimum
<b>Rocco Building Supply</b>	111,690 sf	N/A	2 minimum
<b>Ashby Auto</b>	2,532 sf	N/A	2 minimum
<b>Regal Cinema</b>	Occupant Load: 2,748 fixed seats	Theater (0.5% of maximum occupant load or 4 min)	14

<b>Council Chambers</b>	Occupant Load: 300	Similar Use to Theaters, Auditoriums, etc. (0.5% of maximum occupant load or 4 min)	2 = 4 minimum
<b>Stone Spring Elementary School</b>	Vehicle Spaces Provided: 119	Educational (1/20 vehicle spaces)	6
<b>Chand Development</b>	66 townhomes	Townhouse (1/6 dwelling units)	11
<b>Stone Gate</b>	168 apartment units	Multifamily (1/6 dwelling units)	28

Note: Existing developments that are nonconforming to bicycle parking would not have to install bicycle parking unless they enlarged their parking lot, see proposed Zoning Ordinance Section 10-3-25.1 (4).

3. The “Bicycle Parking Guidelines” by APBP is available only for purchase and many engineering firms do not have access to this document. Staff has developed “Bicycle Parking Details (Typ.)” drawings to be added to the DCSM to provide engineers and developers with the guidance needed to design and install bicycle parking. This is added similarly to DCSM Section 2.6.8 and DWG No. 2.6.8, which was provided as a visual aid reference to the Zoning Ordinance Section 10-3-30.1, Parking Lot Landscaping Regulations.
4. The draft ordinance addresses short-term bicycle parking only. There also exist APBP recommendations for long-term bicycle parking, which is for parking of two hours or more and focuses on safety and exclusive access. Long-term bicycle parking requires providing protection from weather and theft and encourages convenience facilities for riders to shower and change clothes. Building a cage around racks within a parking deck or individual bicycle lockers are two commonly used methods. With support from the City Bicycle and Pedestrian Subcommittee, staff decided not to pursue long-term bicycle parking regulations and standards at this time due to the complicated nature of those requirements. The Subcommittee desires the addition of long-term parking in the future after further discussions with engineers, developers, and property owners to create realistic guidelines and requirements.
5. Within the City of Harrisonburg, the B-1, Central Business District is the only zoning district in which off-street (vehicular) parking is not required. This is described in Section 10-3-87(a). The B-1 district is generally referred to as “downtown.” In addition to having no parking requirements, the B-1 district also has zero (0) setback requirements. This allows property owners to construct their buildings up to the property line. Given the uniqueness of the downtown area in terms of design and the context of building placement and public sidewalks, and that requests for locating bicycle racks on public sidewalks can be evaluated by and installed by the Department of Public Works, staff recommends not requiring private property owners to provide short-term, publicly accessible bicycle parking in the B-1 district. However, Zoning Ordinance Section 10-3-87 would require that if bicycle parking is provided by private property owners in the B-1 district, then such parking shall comply with design standards described in Section 10-3-25.1, Off-street bicycle parking regulations.

6. Within most zoning districts, reducing required parking can be applied for as a Special Use Permit (SUP). The draft ordinance amendment specifies this SUP as a reduction in required “vehicle” spaces. Staff believes pointing out this issue was appropriate given the limited area needed to accommodate bicycle parking and is not recommending to offer this ability for bicycle parking.

The following resources were used in the development of the proposed amendments:

- Bicycle Parking Guidelines, 2<sup>nd</sup> Edition (2010) by the Association of Pedestrian and Bicycle Professionals, <http://www.apbp.org/?page=publications>
- Essentials of Bike Parking: Selecting and Installing Bike Parking that Works (2015) by the Association of Pedestrian and Bicycle Professionals, <http://www.apbp.org/?page=publications>
- Charlottesville City Code Section 34-882, Bicycle parking requirements for WME and WMQ zoning districts, [https://www.municode.com/library/va/charlottesville/codes/code\\_of\\_ordinances?nodeId=CO\\_CH34ZO\\_ARTVIIIIMREDE\\_DIV3OREPALO\\_S34-882BIPAREWMWMZODI](https://www.municode.com/library/va/charlottesville/codes/code_of_ordinances?nodeId=CO_CH34ZO_ARTVIIIIMREDE_DIV3OREPALO_S34-882BIPAREWMWMZODI)
- Fairfax County Bicycle Parking Guidelines, [http://www.fairfaxcounty.gov/fcdot/pdf/bike/fcdot\\_bicycle\\_parking\\_guidelines\\_final.pdf](http://www.fairfaxcounty.gov/fcdot/pdf/bike/fcdot_bicycle_parking_guidelines_final.pdf)
- Arlington County Bicycle Parking Standards, [http://www.commuterpage.com/tasks/sites/cp/assets/File/Arl\\_Bike\\_Parking\\_Standards\\_2016.pdf](http://www.commuterpage.com/tasks/sites/cp/assets/File/Arl_Bike_Parking_Standards_2016.pdf)
- Arlington County Construction Specifications, Construction Standards Manual, Detail R-8.0, <https://topics.arlingtonva.us/building/construction-standards-specifications/>

**Environmental Impact:**

N/A

**Fiscal Impact:**

N/A

**Prior Actions:**

N/A

**Alternatives:**

- (a) Approve the Zoning Ordinance Amendments as presented by staff;
- (b) Do not approve the Zoning Ordinance Amendments;
- (c) Discuss and propose revisions to the suggested amendments. (Note: This option would likely require further evaluation by staff.)

**Community Engagement:**

As required, the request was published in the local newspaper twice advertising for Planning Commission’s public hearing and twice advertising for City Council’s public hearing for the special use permit. The advertisement was published as shown below:

Public hearing to consider modifying several sections of the Zoning Ordinance associated with adding requirements for minimum off-street bicycle parking spaces for development and redevelopment. The amendments include adding minimum off-street bicycle parking regulations within Article G for all development and redevelopment projects, where the minimum number of bicycle parking spaces varies depending upon the use on the parcel (note that bicycle parking is not required for single family detached or duplex units). The amendments further include: specifications for bicycle parking plan submittals; a modification to the definition of "off-street parking" in Section 10-3-24 to refer to both vehicle and bicycle parking; and changes to Section 10-3-28 to clarify rules for computing the required number of minimum parking spaces. Lastly, the following sections will be amended to clarify that the existing regulations noted in the sections refer only to vehicle parking spaces: Sections 10-3-26, 10-3-29, 10-3-34, 10-3-40, 10-3-46, 10-3-48.4, 10-3-52, 10-3-55.4, 10-3-56.4, 10-3-57.4, 10-3-58.4, 10-3-79, 10-3-91, 10-3-97, 10-3-106, and 10-3-180.

A notice was provided on the City's website at <https://www.harrisonburgva.gov/public-hearings>.

Additionally, staff presented draft regulations to the Bicycle & Pedestrian Subcommittee on March 27 and solicited subcommittee comments through April 3, 2017. Staff also presented draft regulations to the Planning Commission on June 14.

**Recommendation:**

Staff recommends alternative (a) to approve the Zoning Ordinance amendments as presented by staff.

**Attachments:**

1. Proposed Zoning Ordinance amendments (22 page)
2. Proposed Design & Construction Standards Manual amendments (3 pages)

**Review:**

Planning Commission recommended to approve (6-0) of the Zoning Ordinance amendments as presented by staff.