



## APPENDIX A-2: REGULATORY APPROACH MEMORANDUM

Date: January 27, 2022

To: Colin Quinn-Hurst

CC: Louis Meuler, Tirrell Black, and Kara Mowery Frashefski,

From: Jason Graf, CBP; Kyra Haggart, APG and Matt Hastie, APG

RE: TOD Study Concept Development and TOD Regulatory Framework Approach

### **I. TOD Study Purpose**

Identify an approach for station area planning, transit supportive regulatory changes and priority infrastructure investments that:

- can be applied along high-performance transit corridors and;
- implements the Comprehensive Plan’s Centers and Corridors growth strategy

This study focuses on a selected portion of the City Line, recommended by City staff, at the eastern end of the corridor along Cincinnati Street and Mission Avenue, within a half-mile of the transit route. This project area (Figure 1) was selected because it provides a representative mix of residential, commercial, industrial and Center and Corridor zoning similar to that found along planned high-frequency transit routes throughout the City outside of downtown zones. This

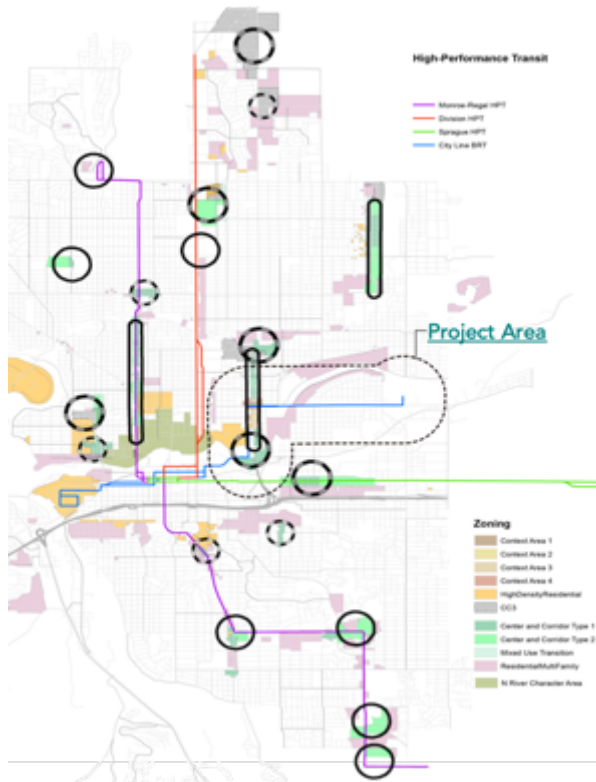


Figure 1: High Performance Transit Corridors and Transit Supportive Zoning Designations

reduced project area also provided a discrete boundary for assessing infrastructure and accessibility challenges and opportunities.

## **II. TOD Regulatory Assessment**

The following regulatory assessment was informed by an initial review and analysis of the current Comprehensive Plan and Title 17C Land Use Standards and an assessment of TOD opportunity areas within the City Line BRT Corridor. Findings of the initial review and analysis provide a basis for understanding the barriers, challenges and opportunities for transit-oriented development within the City Line high-performance transit (HPT) corridor and within the Comprehensive Plan’s designated Centers and Corridors.

### **A. Initial Review and Analysis - Existing Policies and Regulations**

During this phase of the study the consultant team reviewed the Comprehensive Plan and the current Title 17C Land Use Standards to identify the presence or lack of transit supportive policies and regulations within the City Line BRT Corridor located on the west of Downtown in Browne’s Addition and at its east terminus, Spokane Community College. The line travels through downtown Spokane, the University District, and the Logan and Chief Garry Neighborhoods. It traverses a variety of Spokane’s residential, commercial, downtown, and industrial zones, as well as the Center and Corridor and Context Area (Form-Based Code) districts.

The analysis focused on development standards found in the non-residential and residential zones that are likely to impact TOD—either by encouraging transit-supportive development, or conversely, serving as barriers to TOD—including building height, setbacks and sidewalks, floor area ratio (FAR), minimum and maximum density, allowed uses (including mixed use), housing variety, parking, and streetscape amenities.

### **B. Findings of the Phase 1: Initial Review and Analysis:**

- Current Comprehensive Plan policy generally allows for and encourages transit supportive land use
- The Comprehensive Plans Centers and Corridors and high-frequency transit routes have been identified as the City’s future growth strategy
- The following Title 17C Land Use Standards base zones are generally transit supportive: Center and Corridor, Form Based Code, High Density Residential, Residential Multi-Family, General Commercial and Neighborhood Retail. However, they have varying standards that may limit density and land efficiency, and some standards may serve as barriers to vertical mixed-use development while promoting auto-oriented uses.
- Potential transit-oriented development opportunity areas include base zones, represented by the Residential Single-/Two-family zones, that are generally lower intensity and density that limit ridership. Whereas, Commercial Business, General Commercial, & Industrial zones in these areas allow auto-oriented uses, warehousing, and storage units with low employee per acre uses and commercial parking lots that do not support transit use or promote pedestrian activity.

The regulatory approach provides recommendations for promoting transit-oriented development where high-frequency transit routes:

- are regulated by transit-supportive base zones including Centers and Corridors, Form Based Code, Neighborhood Retail, Neighborhood Mixed Use or High Density Residential/Residential Multi-Family designations.
- where potential transit-supportive redevelopment opportunities (infill of vacant, underutilized, and potential redevelopment areas) are not regulated by transit-supportive base zones.

Figure 2 indicates where high frequency transit routes in the project area overlap with areas that provide some degree of transit-supportive regulation (solid black line) and non-transit supportive regulation (no line).

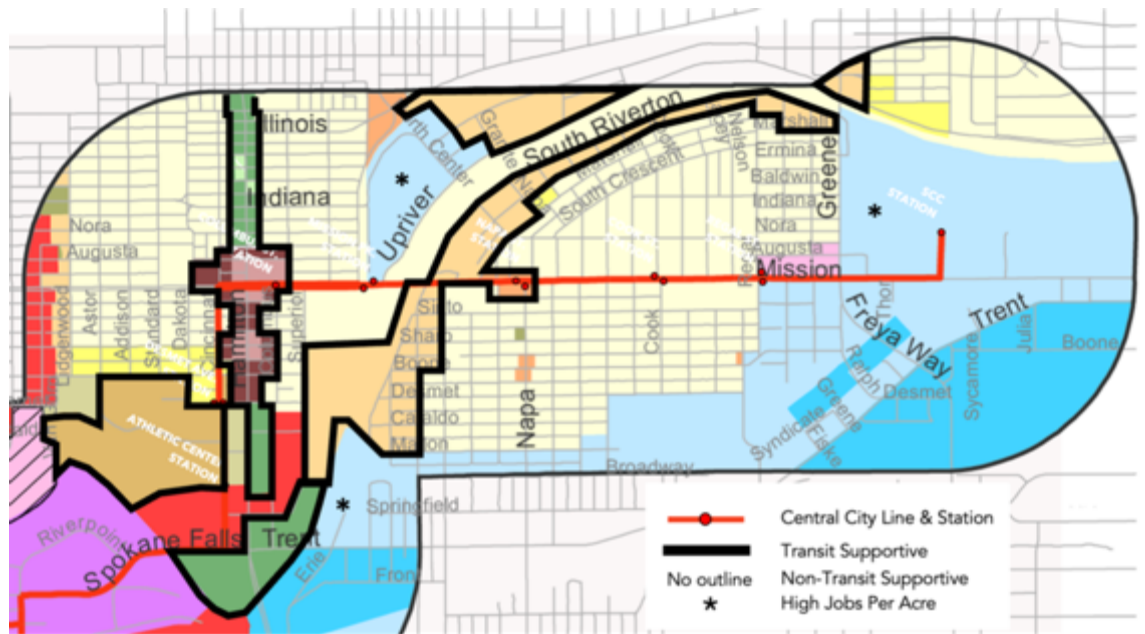


Figure 2: Transit and non-transit supportive base zones.

### III. Concept Development

Concept Development—the TOD Study’s second phase— addressed barriers, challenges and opportunities to transit access and determined the location and type of potential transit-oriented development within each of the station areas. Station area planning establishes a framework for multimodal station access routes and transit-oriented development that informs recommendations for regulatory changes and infrastructure needs (multi-modal infrastructure improvements) to promote transit supportive development and transit access.

Components of the station area planning include:

1. **Guiding Principles**– Define a vision for multi-modal access that connects transit to destinations and enables station areas to achieve their development potential with increased opportunities for people to live and promoting businesses near transit.
2. **Districts** - Articulate the boundary, character and function of unique districts along the corridor, defined by existing development patterns and opportunities for future TOD.

3. **Station Access** – Establish complementary station access route types that address the need for connections between stations and within each station area, placing an emphasis on filling gaps to complete networks identified in the City’s pedestrian and bicycle plans and informing future multimodal public infrastructure projects.
4. **Station Typologies** - Inform the type and intensity of transit-oriented development that responds to adopted policies and plans as well as specific site, market and demographic conditions and best practices for TOD.
5. **Transit Oriented Development Potential** – Defined by areas with vacant, underutilized and potential redevelopment areas, with good access and visibility from major transportation routes and adequate resident and employees’ populations to support redevelopment. Regulatory changes are most beneficial when applied to these areas as they tend to be optimal for locational efficiencies (convergence of multimodal access with transit supportive uses and densities) that promote transit ridership. These locational efficiencies also potentially contribute to reduced household expenditures on transportation and housing, promote affordability, and increase spending on local goods and services, resulting in a host of financial and environmental benefits often termed the “green dividend” (Cortright, Joe (2013). Green Dividend. CEOs for Cities.)
6. **TOD Regulatory Approach** – Address TOD policy, regulatory, and transit access barriers. Provide recommendations for regulatory changes. Identify an approach for promoting transit-oriented development within the City Line study area and identify its application to other high frequency transit corridors.

### ***Station Area Planning- Station Area Access and TOD Frameworks***

During the Phase 1: Initial Review and Analysis, a corridor evaluation was performed based on criteria supporting transit-oriented development fundamentals and best practices for station area planning. The criteria addressed three primary elements and the necessary conditions for promoting access and development around transit including:

- **station environment**—lack/prevalence of safe and universally accessible stations with activity generating uses,
- **destination and station access**—lack/prevalence of direct and continuous walk and bike access from station to station and between stations and destinations) and
- **transit supportive land use**—lack/prevalence of a mix of station and pedestrian-oriented housing, jobs and businesses at transit-supportive densities.

Based on the study area corridor evaluation, station access and transit-oriented development frameworks were created and represent an integrated land use and transportation plan for the City Line study area.

### ***Station Area Access Framework***

An assessment of walk and bike facilities within each station area identified several necessary walk and bike improvements to promote access to stations and destinations within station areas. The assessment identified gaps in existing facilities and recommends new facilities to improve safe and direct access to stations. Improvements address auto, pedestrian and bicycle conflicts that impact transit access and the ability to safely reach station area destinations such as parks, schools and

jobs. An assessment and evaluation of station access addressed the station environment, and prevalence of barriers and challenges to walk and bike access between destinations and stations.

**A. Station Area Access Assessment**— The assessment and evaluation identified the following conditions related to 1. station environment, where safety is a priority supported by activity at the station and well-defined crossings and 2. destination and station access that provides direct, continuous walk and bike access between stations and to destinations.

### *1. Station Environment*

- A prevalence of inactive uses such as vacant lots, blank walls and auto-oriented development with parking lots separating buildings from the sidewalk at the McCarthey Athletic Center, Hamilton/Columbus, Mission Park, Napa, and Regal stations.
- Areas of pedestrian, bike and auto conflicts exist at the Hamilton/Columbus, Mission Park, Napa, and Regal stations due in part to limited traffic control, limited sightlines for vehicles west of Magnolia Street and lack of adequate bicycle facilities.

### *2. Destination and Station Access*

- Mission Avenue, Green Street, and Hamilton Street traffic lanes, traffic speed, and limited traffic control at intersections are a barrier to station access and to destinations such as commercial businesses, jobs, schools, and parks.
- A lack of Mission Avenue bike facilities linking station to station and bike facilities on primary routes that connect stations to area destinations represents a barrier to accessing transit and public facilities such as Stevens Elementary School and Chief Garry Park.
- Gaps exist in bike facilities along the riverfront as well as Sharp Avenue and Perry Street.

- Missing sidewalks are prevalent in proximity of Stevens Elementary School, Chief Garry Park, Stone Park, Cook and Regal Streets (near the stations), and numerous streets connecting to the existing E. South Riverton Avenue trail north of Mission Avenue.

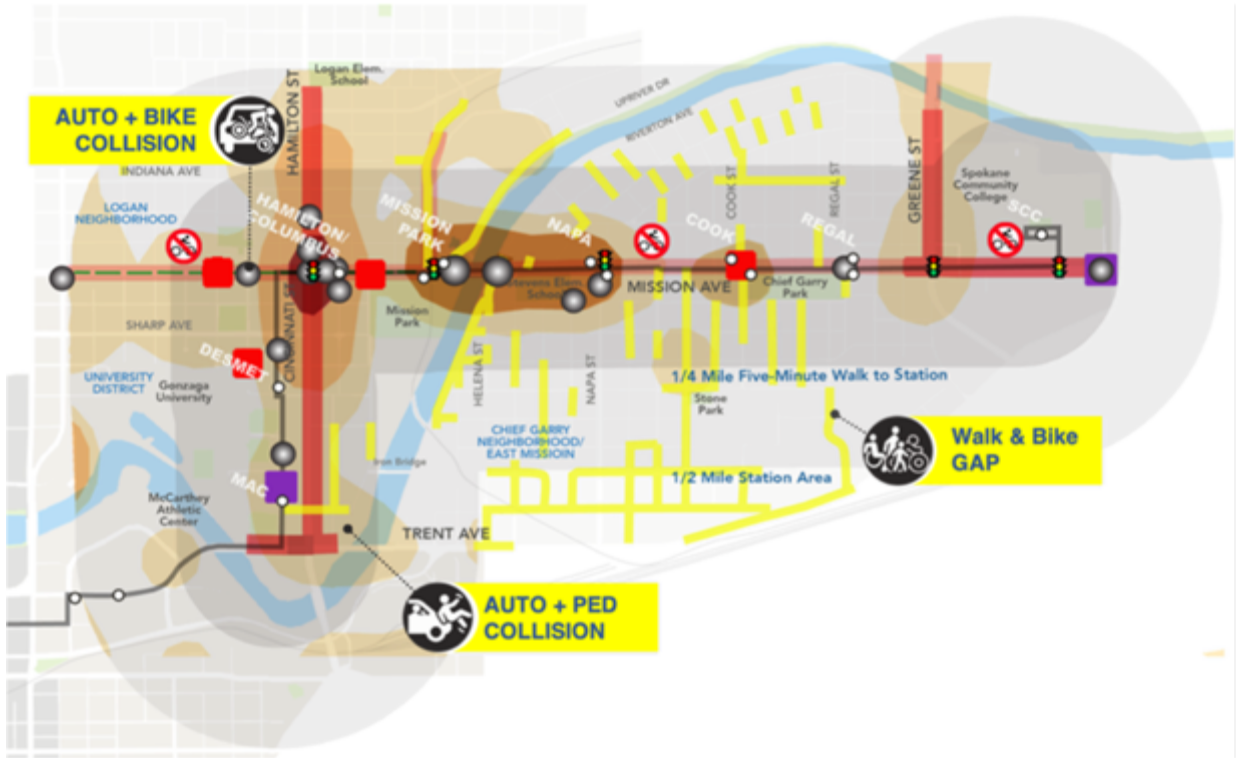


Figure 3: Barriers and Challenges to Station Access

**B. Station Access Findings**—The station access findings at each of the stations identifies the need to:

- Address Mission, Greene & Hamilton auto, pedestrian and bicycle conflicts with enhanced crossings at Riverton Avenue, Napa Street, Cook Street, Regal Street, Greene Street and at the Mission Avenue entry to Spokane Community College.
- Fill gaps in missing sidewalks and bicycle facilities both north and south of Mission Avenue to ensure safe and direct access to Stevens Elementary School, Chief Garry Park and the existing Riverton Avenue trail.
- Extend bike lanes and trail segments to fill gaps in walk and bicycle facilities on Sharp Avenue, Perry Street and trail segments east and west of the Spokane River

**C. Station Access Recommendation**— Complementary station access routes were identified to ensure safe and direct pedestrian and bicycle access between stations and from stations to destinations within each station area. The framework addresses opportunities to fill gaps in existing pedestrian and bicycle facilities, identifies improvements for pedestrian priority zones and safe routes to school that are consistent with the City’s pedestrian and bicycle master plans and creates new routes and recommended facilities to promote access to transit and destinations. Station Access routes and facilities are indicated in Figure 4.

### ***Complementary Station Area Access Routes***

Four types of station access facilities are recommended to provide a complete network of walk and bike facilities and include:

- *BRT Corridor Route*— A continuous walking and biking facility connecting station to station within the BRT corridor route
- *Station Access Route*— the primary walking and biking facilities providing safe and direct access to stations
- *Collector Trail*—the citywide and regional trail system connecting with the BRT corridor, station access and neighborhood access routes
- *Neighborhood Access Route*— Walk and bike facilities within station area neighborhoods linking to schools, parks, and other station area access routes

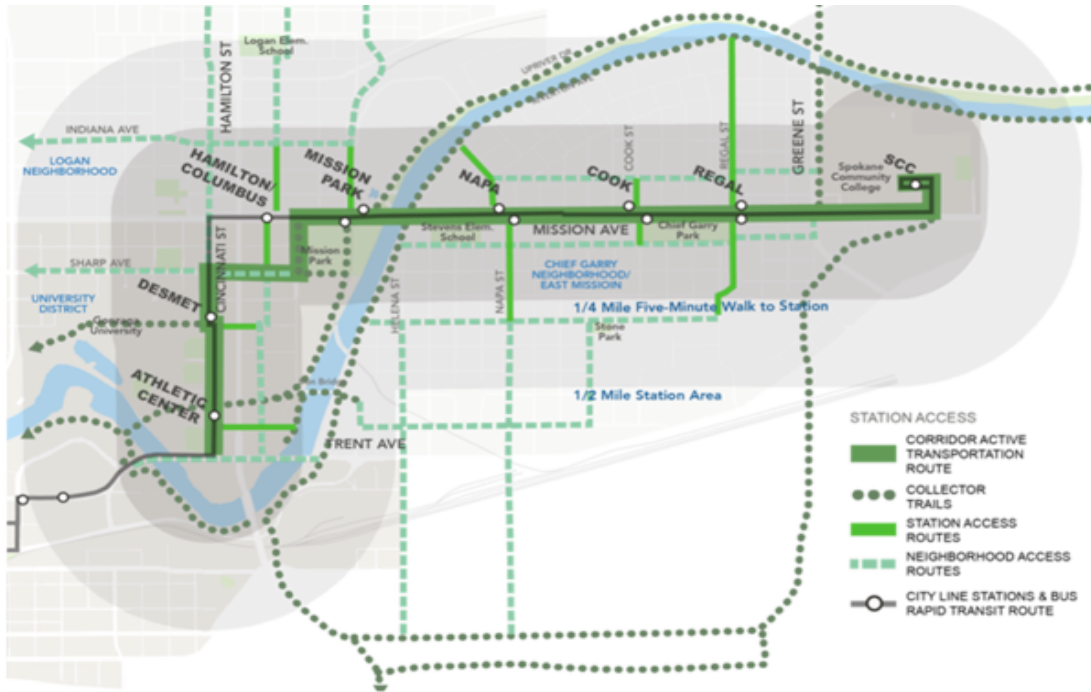


Figure 4: Complementary Station Area Access Routes



## *Transit Oriented Development Framework*

Within the study area, the City Line stations are located in three districts defined by existing development patterns, destinations and opportunities for future TOD. The consultant team prepared a summary of each district by identifying **distinct characteristics and features** (types of use, development patterns, and accessibility), **destinations** (employment, education, commercial and public facilities), and **transit-oriented development opportunities** (vacant, underutilized and redevelopment areas).

### **Defining the Districts**

The stations are located within the following Districts (Figure 5).

- **University District**— characteristics and features include a mix of Gonzaga University housing and athletic facilities, aging manufacturing/warehouse uses, and emerging employment uses along Trent Avenue/Spokane Falls Boulevard. The district is served by a traditional urban street grid with direct access to downtown and I-90 and is bisected by the Centennial Trail. Major destinations at the station include Gonzaga University’s McCarthy Athletic Center, athletic fields and residence halls and employment uses. Potential TOD opportunities exist on aging manufacturing and warehouse sites, vacant/underutilized sites, and large parking lots along Hamilton, Columbus Street and Springfield Avenue. Stations include the McCarthy Athletic Center Station and part of the Desmet Station.
- **Logan Neighborhood**—characteristics and features include a mix of GU housing and classroom facilities, apartments, the Hamilton commercial corridor, and a large employer (Avista). The district is served by a traditional urban street grid with direct access to downtown and I-90 and includes the Centennial Trail on its eastern edge. Major destinations at the stations include GU residence halls and classrooms, Avista, Safeway, Mission Park, and the Aquatic Center. Potential TOD opportunities exist along Hamilton Street’s vacant, underutilized sites and parking lots. Stations include part of the Desmet Station, the Mission/Columbus Station and Mission Park Station
- **Chief Garry Park Neighborhood**— characteristics and features include predominately single-family housing with pockets of riverfront apartments, auto-oriented commercial development, and SCC. The district is served by a traditional urban street grid with Mission Avenue, Napa Street and Greene Street providing access into and out of the neighborhood. Portions of a riverfront trail are located along the station areas’ northern edge. Potential TOD opportunities exist along Mission Avenue in areas with parking lots, aging auto-oriented commercial, manufacturing, vacant, and underutilized sites. Stations include the Napa Street, Cook Street, Regal Street and Spokane Community College Stations.

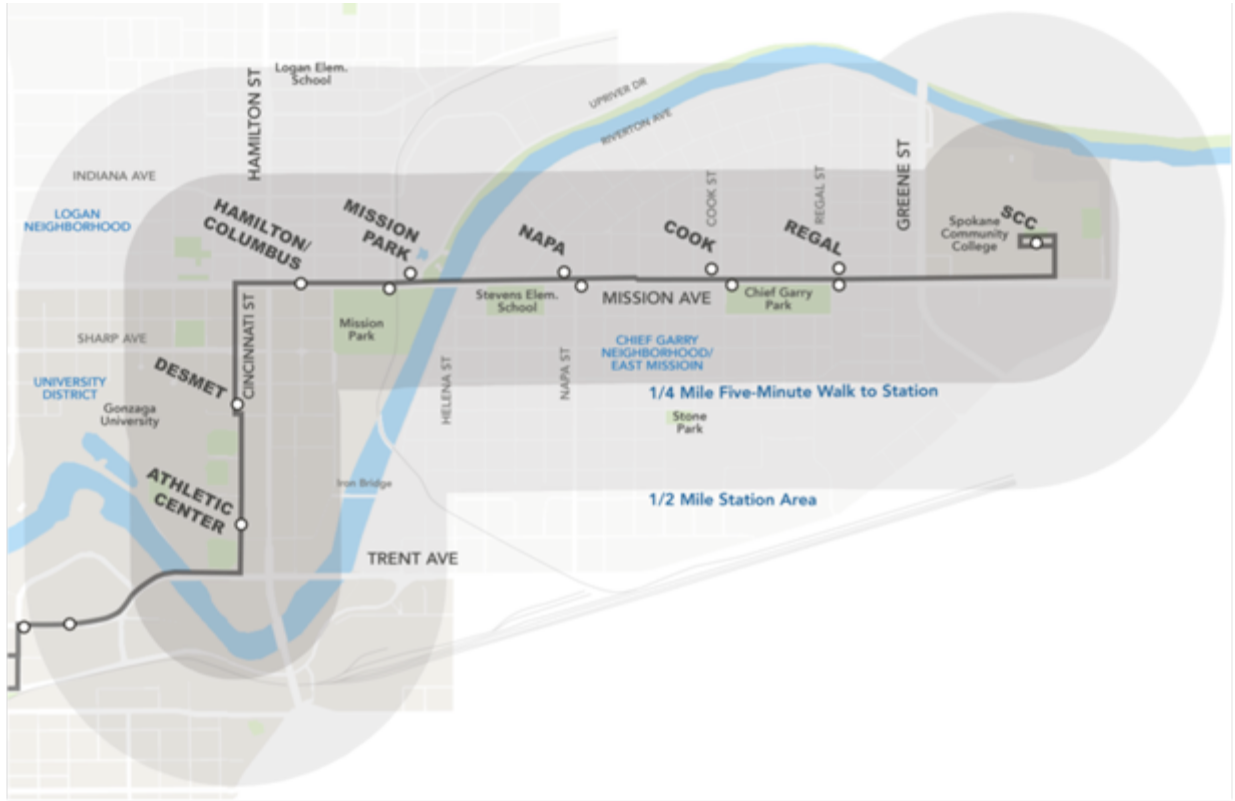


Figure 5: Study Area Districts

## Transit Oriented Development Typologies

Typologies inform the type and intensity of future transit-oriented development and station access within station areas. In some instances, a station is defined by two typologies representative of the diversity of development within the station area. The consultant team identified five distinct station typologies that responds to adopted policies and plans, specific site, market and demographic conditions as well as best practices for TOD. The typologies range in development density and mix of uses from highest intensity at a district scale to lower intensity at the neighborhood level. The following station typologies were assigned to stations along the City Line study area as indicated in Figure 6 and include:

- **Center Station**— High density apartment, condominium, and townhomes, with street-oriented retail, commercial uses, and opportunities for district-scaled employment served by public space amenities such as parks, plazas and waterfronts. Safe, direct and convenient walk and bike access between stations and destinations often includes enhanced intersection design, a separation of bicycles from auto traffic, and wide sidewalks serving an active street environment.
- **Corridor Station**— Mixed land use, typically extending one- to two-blocks from the transit route with medium and high-density apartment, condominium, and townhomes and areas for street-oriented retail, commercial and employment uses. Safe and direct walk and bike access between stations and destinations often includes pedestrian enhanced intersection design and a separation of bicycles from auto traffic.
- **Employment/Campus Station**— May be predominantly employment, educational, medical campus uses or regional-serving recreation facilities where land use and circulation is dictated by a single institution, City entity or major employer. Safe and direct walk and bike access between the station, campus and nearby destinations is a priority as these represent areas of high transit ridership.
- **Neighborhood-Node Station**— Neighborhood-compatible apartment, condominium, and townhomes, with street-oriented neighborhood serving retail and commercial uses and may include parks, and schools. Safe and direct walk and bike access is often provided along lower traffic streets between stations and destinations. Pedestrian enhanced intersection design and a separation of bicycles from auto traffic may be necessary where higher-traffic streets traverse or intersect the station area.
- **Neighborhood-Residential**— predominately existing single family residential with opportunities for infill housing and often served by parks and schools. Safe and direct walk and bike access is often provided along lower traffic streets between stations and destinations. Pedestrian enhanced intersection design and a separation of bicycles from auto traffic may be necessary where higher-traffic streets traverse or intersect the station area.

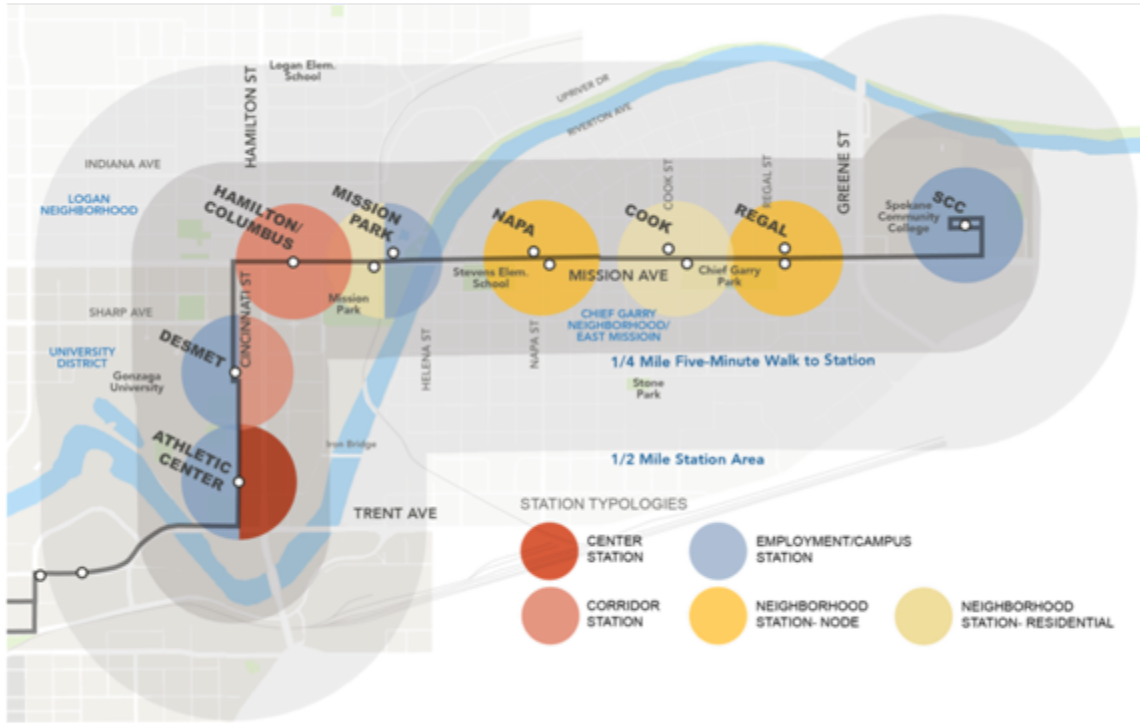


Figure 6: Station Typologies

**A. Transit Supportive Land Use Assessment**—The consultant team utilized four factors to assess existing and/or potential for transit supportive uses and development for each station area. The factors included transit supportive development (presence of existing uses and development intensity supporting transit); development gaps (prevalence of a mix of uses with housing options and goods/services close to resident/employment populations); displacement risk (areas vulnerable and high risk of displacement); TOD infill potential (prevalence of vacant, underutilized and/or potential redevelopment sites).

An assessment of future transit-oriented development potential at each station indicates that:

	ATHLETIC CENTER	DESMET	HAMILTON/COLUMBUS	MISSION PARK	NAPA	COOK	REGAL	SCC
<b>Transit supportive development:</b>	MED.	HIGH	MED.	HIGH	LOW	LOW	LOW	HIGH
<b>Development "gaps":</b>	LOW	LOW	MED.	MED.	MED.	HIGH	MED.	HIGH
<b>Displacement risk</b>	LOW	LOW	MED.	LOW	MED.	MED.	MED.	LOW
<b>TOD Infill Potential:</b>	HIGH	MED.	MED.	LOW	HIGH	LOW	HIGH	LOW

Figure 7: Transit Supportive Land Use Evaluation

- Stations at Desmet Avenue, Mission Park and SCC currently have relatively high transit supportive uses and resident/employee populations but limited potential for TOD infill as these station areas are largely built out. Future development in proximity of the station is dictated by Gonzaga University, AVISTA Corporation, the Parks department (Mission Park/Aquatic Center) and Spokane Community College respectively.
- The Hamilton/Columbus Station is in proximity to some infill and redevelopment opportunities anchored by Safeway grocery store with an adopted Form-Based Code in place to encourage and guide future TOD.

- The Cook Street Station is dominated by Chief Garry Park and detached single family housing with no potential for TOD (i.e., mix of commercial, employment and residential uses) infill under current regulations.
- The stations at the McCarthy Athletic Center, Napa Street, and Regal Street offer a high level of TOD potential due to the prevalence of vacant/underutilized and potential redevelopment areas, good access and visibility from major transportation routes and adequate resident/ employee populations and amenities (open space, parks, and schools) to support transit-oriented development. Current regulations in these station areas allow auto-oriented uses and the Hamilton Avenue and Mission Avenue corridors' heavy traffic, noise, and inactive building frontages do not support pedestrian and bike activity and act as a barrier to TOD and transit access.
- Potential high housing displacement risks exist at the Napa, Cook, and Regal stations

**B. Transit Supportive Land Use Findings**—*The consultant team explored transit-oriented development scenarios for the McCarthy Athletic Center, Napa and Regal Stations. Scenarios considered existing station area assets and barriers to TOD, recent development trends, and adopted plans and regulations. Scenarios consist of multi-modal street improvements to promote pedestrian activity and support street-oriented commercial development and a hub of activity. A mix of medium and high-density housing, and employment uses are organized around street-level commercial hubs and supported by parks and open space amenities. The scenarios provide a snapshot of the type, intensity and form of transit-oriented development unique to each station area.*

**1. McCarthy Athletic Center Station TOD Scenario**—*The station typology is designated as a Campus /Institutional and Center Station with the opportunity for district-scale transit-oriented development. The scenario supports the Comprehensive Plan Center zoning designation, promotes new uses in Centers that stimulate pedestrian activity with mutually reinforcing land use patterns and integrates development and transit with improved walk and bike access along key routes.*

*Figure 8 illustrates the McCarthy Athletic Center Station scenario consisting of a retail and commercial hub of activity along Springfield Avenue characterized by edge-to-edge retail and commercial uses lining the street between Gonzaga University and the riverfront. New linear parks, north of Springfield Avenue, serve as amenities for high density housing and creation of a station neighborhood that complements existing housing concentration of apartments along Hamilton Street.*

*Trent Avenue serves as the front door and signature street supporting the Health Peninsula— a cluster of research, development and high-tech office uses. The waterfront is enhanced as a district destination with a new park, trail extension and non-motorized watercraft landings access to the Spokane River.*





Figure 8: McCarthy Athletic Station TOD Scenario

**2. Napa Street Station TOD Scenario**—The station typology is designated as a Neighborhood-Node Station with the opportunity for neighborhood -scale transit-oriented development. The scenario is consistent with the Comprehensive Plan & Zoning Neighborhood Retail designation and promotes new uses that stimulate pedestrian activity with mutually reinforcing land use patterns while integrating development and transit with improved walk and bike access along key routes.

Figure 9 illustrates the Napa Street Station TOD scenario which includes converting one of the four lanes of traffic on Mission Avenue to a bi-directional protected bikeway that would allow for station-to-station access and is well connected to the Stevens Elementary School and Chief Garry Park. Pedestrian and bicycle enhanced intersection improvements would ensure safe and direct access to the station and trail crossing at Riverton Street. Building setbacks for street-oriented commercial uses would allow for widened sidewalks and on-street parking necessary to support commercial development, reduce traffic speed and promote pedestrian activity in proximity of the station.

The scenario consists of edge-to-edge retail and commercial uses and hub of activity between Napa Street and Marshall Avenue. Redevelopment of an aging commercial building is a potential setting for new storefronts and a public gathering area with additional sites north and south of Mission Avenue incorporating storefronts with multi-family housing above. The Family Promise

Center provides shelter services for woman and children with the potential to expand facilities including a commercial storefront and permanent transitional housing at the station.

The area is optimal as a neighborhood hub to serve existing and future residents and is anchored by the Stevens Elementary School.



Figure 9: Napa Street Station TOD Scenario

**3. Regal Street Station TOD Scenario**— The station typology is designated as a Neighborhood-Node Station with the opportunity for neighborhood -scale transit-oriented development. The scenario is inconsistent with the Commercial Business & Industrial zoning, promotes new uses that stimulate pedestrian activity with mutually reinforcing land use patterns and integrates development and transit with improved walk and bike access along key routes.

Figure X illustrates the Regal Street Station TOD scenario and continues the bi-directional protected bikeway along the south side of the street and well connected to Chief Garry Park. Pedestrian and bicycle enhanced intersection improvements would ensure safe and direct access to the station, crossing at Green Street and at the entrance to Spokane Community College. Building setbacks for street-oriented commercial uses would allow for widened sidewalks and on-street parking that is necessary to support commercial development, reduce traffic speed and promote pedestrian activity in proximity of the stations.



The scenario consists of edge-to-edge retail and commercial uses and hub of activity between Regal Street and Fiske Street. Redevelopment of an aging commercial building is a potential setting for new storefronts and a public gathering area with additional sites north and south of Mission Avenue incorporating storefronts with multi-family housing above. The VOA Homeless Teen Services Building will include a health service center storefront along Mission Avenue. Multiple blocks of multi-family and townhome development offer a range of housing types and potential affordability that is anchored by Chief Garry Park. The area is optimal as a neighborhood hub serving residents, Spokane Community College and drive-by traffic along Green Street and Mission Avenue.



TOD illustration & concept for discussion purposes only this is not an adopted plan or funded infrastructure project

Figure 10: Regal Street Station TOD Scenario

**C. Transit Supportive Land Use Recommendations**—The ability to transition high frequency transit corridors from non-transit supportive lower intensity uses and auto-oriented development to transit oriented development requires an integrated transportation and land use approach. The approach should look to modify policies and regulations for use and development standards in conjunction with investments in multi-modal infrastructure and place-making.

The potential for TOD is enhanced through use and standards modifications to base zones and rezoning non-transit supportive base zones, and investment in active transportation infrastructure improvements within proximity of the stations and along the City Line BRT corridor. Active transportation improvements are deemed most necessary along Mission Avenue to promote



pedestrian activity and change the investment environment to greater support transit-oriented development. See Figure 11 including:

- Modifying use and standards within the Center and Corridor Type CC-1 zone and rezone General Commercial to CC-1 at the McCarthy Athletic Center Station.
- Modifying use and standards within the Neighborhood Residential (NR) zone or rezone NR to a modified use and standards for Neighborhood Mixed Use (NMU) or Center and Corridor Type CC-1 at the Napa Street Station.
- Rezone the Community Business (CB) and Industrial (I) to a modified CC-1 zone or NMU, or NR zone at the Regal Station.
- Modify the use and standards to promote middle housing types in the Residential Single-family (RSF) and Residential Two-Family (RTF) zones within all station areas.

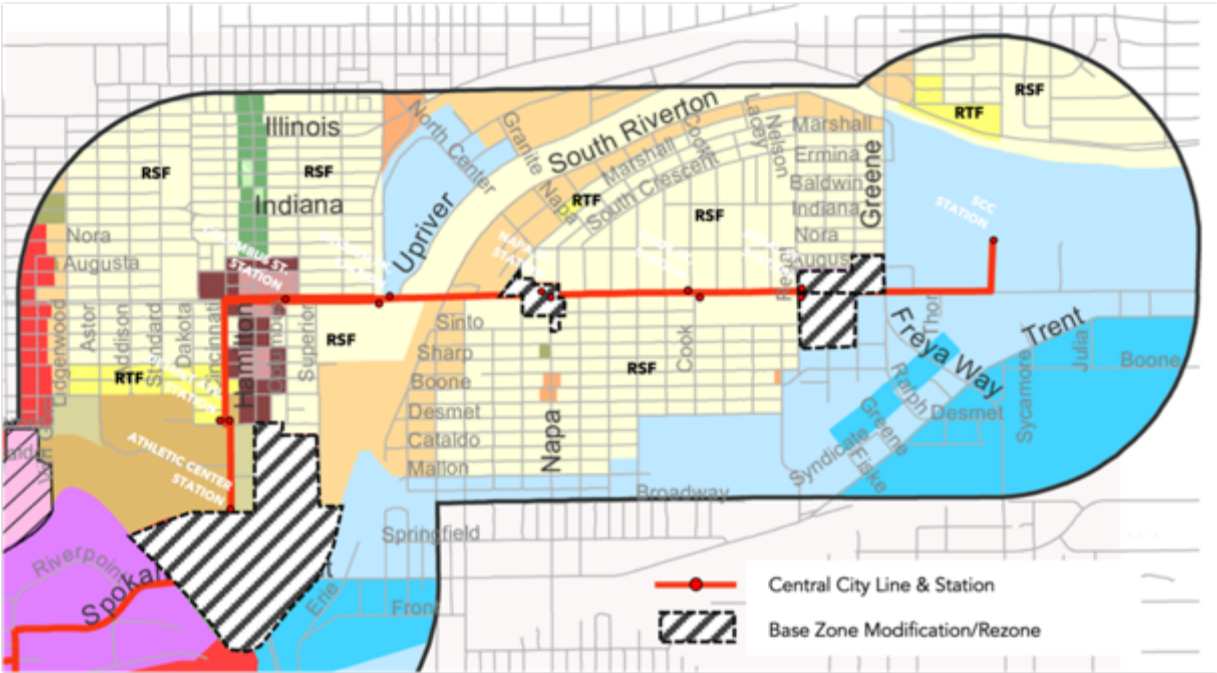


Figure 11: TOD Potential Areas for Base Zone Modifications and/or Rezoning

### IV. TOD Regulatory Approach

The Title 17C Land Use Standards do provide Residential, Commercial, Center and Corridor, and Form Based Zones that are generally transit supportive but require some modifications to standards and regulations including Building Height, Building Orientation, FAR, Setbacks, Allowed Uses, Density, Vehicle Parking, and Bicycle Parking & Streetscape Amenities to address barriers to TOD. In some instances, where conflicting zone designations exist within potential TOD areas, a rezoning is recommended in an effort to greater promote new uses that stimulate pedestrian activity with mutually reinforcing land use patterns and densities promoting TOD.

Barriers and challenges to transit access and destinations within station areas are prevalent along Mission Avenue and at intersections with arterial streets such as, Hamilton Street and Greene

Street. The current roadway design with narrow sidewalks and no buffer to auto traffic, and a lack of bicycle facilities has a negative impact on the ability to promote street-oriented commercial development that is necessary to provide an active station environment at the Napa Street and Regal Street stations.

The City should consider the following TOD regulations and policy recommendations (Figure 12) to provide an integrated land use and transportation approach along high frequency transit corridors:

1. **Modify TOD Supportive Base Zones within the Title 17C Land Use Standards to more directly promote transit-oriented development and apply these modifications city-wide or within an Overlay Zone** (Overlay Zone described further in recommendation 3. Create an Overlay Zone). TOD Supportive base zones include Center and Corridor, Form Based Code, Neighborhood Retail, Neighborhood Mixed-Use, and High Density Residential/Residential Multi-Family designations.
2. **Rezone transit-oriented development opportunity areas within the McCarthy Athletic Center and Regal Station Areas.** Potential transit-oriented development opportunity areas include base zones that are non-transit supportive. Residential Single/Two-family, General Commercial, Community Business & Industrial zones may limit, preclude, or render uncertainty new uses and development that stimulate pedestrian activity with mutually reinforcing land use patterns and density to support transit.
3. **Create an Overlay Zone to apply base zone modifications along high frequency transit corridors.** An Overlay would apply base zone modifications within a Core Zone (for the City Line study area that includes the FBC, CC, NR, RMF and RHD zones) and an Overlay Transition Zone allowing Middle Housing types for single-family and two-family zones within a ¼ mile of the high frequency transit corridor.
4. **Additional Planning and Studies to address barriers and challenges to transit access and promote transit-oriented development within TOD opportunity areas.** A Subarea Plan process should be initiated to provide detailed design, development, and regulatory guidance, extensive community engagement and building of public/private partnerships, to ensure successful transit-oriented development at the McCarthy Athletic Center Station. IN addition, a Mission Avenue Land Use and Circulation study should be initiated to explore opportunities for transportation, safety, and streetscape changes, as well as, promoting street-oriented commercial uses and an active pedestrian environment at the Napa Street and Regal Street Stations.

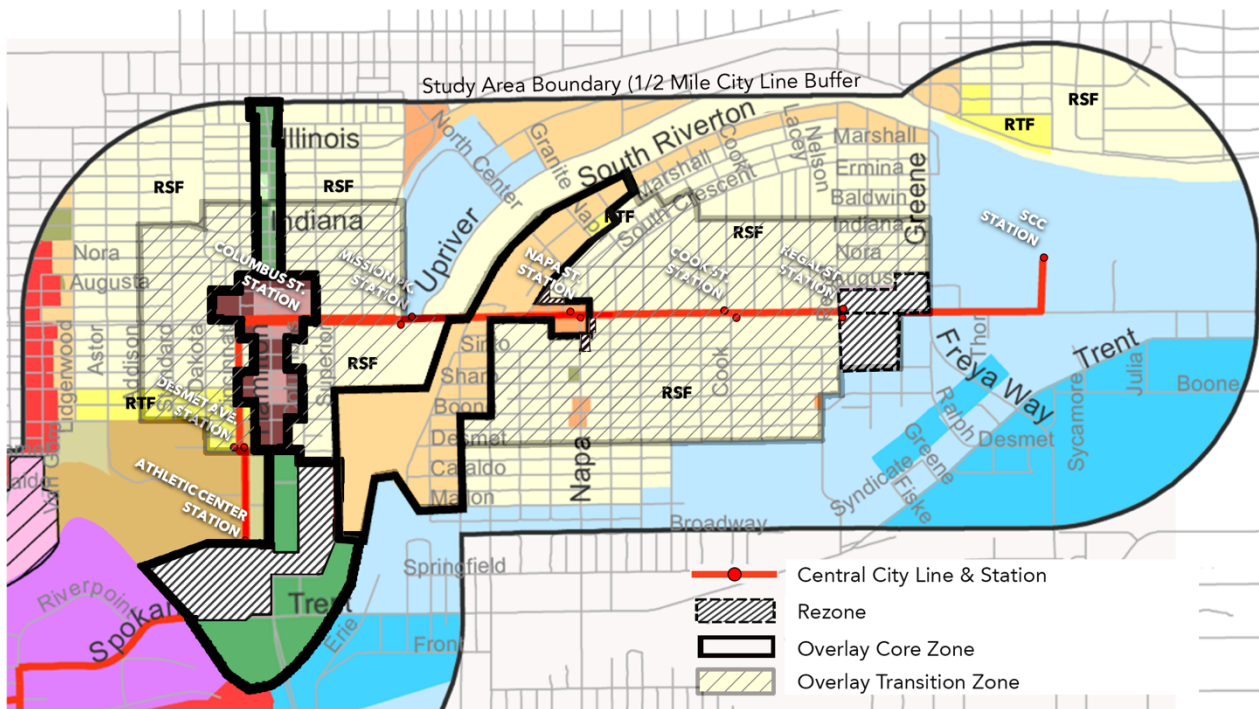


Figure 12: Potential Regulatory Recommendations.

The TOD regulatory approach consists of the following considerations:

## 1. MODIFY CITY LINE CORRIDOR BASE ZONES

**A. Modify TOD Supportive Base Zones within the Title 17C Land Use Standards to more directly promote transit-oriented development and apply these modifications city-wide or within an Overlay Zone** (Overlay Zone described further in recommendation 3. Create an Overlay Zone). TOD Supportive base zones include Center and Corridor, Form Based Code, Neighborhood Retail, Neighborhood Mixed-Use, General Commercial, and High Density Residential/Residential Multi-Family designations.

**Context:** In some instances, TOD Supportive Base Zones have allowed uses and development standards that promote auto-dependency, parking requirements that may increase the cost of development, limit density, and development efficiency, and may serve as a barrier to vertical mixed-use development.

**Discussion:** Non-transit supportive uses such as drive-thru, auto-oriented sales, warehousing, and parking lots should not be permitted in areas where TOD is being encouraged. Because all transit riders begin and end their trips as pedestrians, regulations for transit-supportive uses, with appropriate standards for densities and built form that promote a safe and active pedestrian environment are necessary to sustain and grow transit ridership.

The APG Phase 1 Initial Review and Analysis code audit identified the following TOD Supportive Base Zones issues and recommendations for modifications as follows. That analysis focused on a number of standards that can impact the ability to develop land in a financially feasible manner at densities and with a mix of uses that support transit. Key standards include the following:

**Building height.** Allowing for adequate building heights is important for increasing land efficiency and density and encouraging vertical mixed-use development in areas adjacent to transit corridors. Maximum building height standards in comparable communities' mixed-use areas typically vary from 55' to 75', with opportunities for even taller heights under certain conditions.

Depending on the intensity and mix of development desired, we recommend:

1. Allowing building heights of at least 55' to 70' in areas served by frequent transit. A building height of 55' allows for "four over one" construction which can be accomplished with wood frame construction. Taller buildings typically require a ground floor concrete podium and more expensive but durable construction methods.
2. Increasing maximum height allowances to 70' or greater for the CA1 and CA2 designations will expand the range of building types that can be constructed and potentially reduce average construction costs. The height limitations in the form-based code zones CA1, CA2, and CA3 are generally supportive of TOD.
3. For development adjacent to a RSF zone, limiting height to 55' abutting the zone, with a height transition line allowing for increased height further from single-family development.

**Floor area ratio.** Floor area ratios are used to establish limits or minimum thresholds for building massing. Other standards, including building heights, lot coverage, building setbacks, heights and parking requirements will also control massing and effectively limit FAR. Currently, Spokane's mixed-use zones do not include minimum FAR standards although some include maximum FAR standards. In general, we recommend:

1. Eliminating maximum standards because a combination of other standards will serve to control maximum FAR.
2. Establishing minimum FARs in several zones to ensure that buildings achieve a minimum height and mass conducive to transit-oriented development. At the same time, minimum FAR standards can limit development if FARs are not financially feasible.

The City will need to balance desired TOD mass and scale objectives with market reality in its mixed-use areas.

**Setbacks and Sidewalks.** Setbacks are intended to maintain light, air, separation for fire protection, and access for firefighting. They provide adequate flexibility to site a building so that it may be compatible with the neighborhood, address the need for privacy, fit the topography of the site, and allow for outdoor areas. Setbacks also ensure a minimum sidewalk area to provide a continuous, safe, and consistent street frontage character along the street right-of-way and encourage a walkable, pedestrian-friendly environment. However, requiring minimum setbacks can also serve as a barrier to compact development. The City could consider reducing the minimum setback for developments fronting on a primary transit corridor that are abutting the single-family and two-family zones to support compact development along the corridor. We recommend:

1. Reducing the minimum street lot line requirement for Commercial zones abutting a single-family or two-family residential zone to 10-feet consistent with the CC zone.

In instances where a zero-setback is required for buildings that include ground-floor residential uses safety and privacy are considerations to be addressed. As these considerations also tend to run in conjunction with ground-floor window and transparency standards recommendations for flexible ground-floor design are provided later in this section titled *B. Modify Building Design Standards to Greater Promote a Safe and Active Street-level Pedestrian Environment*—Ground-floor windows/Façade Transparency.

The City's [Design Standards for Streets, Alleys, Bikeways and Sidewalks](#) stresses that design criteria should be selected for zoning on a block-by-block basis with an emphasis given to place-making opportunities that support the adjacent land use with consideration given to future planned and desired uses versus the existing use. The City should:

2. Address inconsistencies for the dimensional requirements of the sidewalk's pedestrian and landscape zones (e.g., FBC, CC, and Commercial zones) and consider a base standard consisting of a minimum 12' sidewalk (minimum 7' clear sidewalk and 5' buffer) from back of curb to front lot line.

**Allowed residential uses.** In general, the allowed and prohibited uses as laid out in the form-based code are supportive of TOD. However, some specific changes to the amount of residential use allowed and limitations on auto-oriented uses are recommended.

**Residential densities.** The density of housing is a key driver in creating development that will support higher frequency and capacity transit. Provided that the market is supportive of higher density residential development types, the City may wish to consider requiring a minimum residential density—particularly for lots that are adjacent to the transit corridor—to ensure compact growth and encourage more transit ridership. For certain types of development, residential density could replace standards for minimum lot sizes (e.g., for multi-family development). For single-family detached and middle housing types, they would act in tandem with allowed lot sizes to ensure a minimum level of density, while also regulating the maximum density.

As an example, developments in the Minneapolis St./Paul region are required to meet minimum residential densities of anywhere from 10 to 50 units per acre, depending on the form of transit available and the urban designation of the area. We recommend:

1. Modifying maximum Density Standards for the 17C.110 Residential zones' Table 17C.110-3 to allow for "middle housing types (discussed later in this section- C. Modify Residential Single-family and Two-family zones to allow Middle Housing (duplexes, triplexes, and fourplexes) within the single-family and two-family residential zones.
2. In the FBC zone, requiring a minimum residential density for all lots, or only those fronting on Street Type. Densities could range from 1 unit per 1,450 sq. ft. of site area to 1 unit per 1,000 sq. ft. of site area when at least 1 dwelling unit is proposed for new development.
3. In the CC, GC, NR and NMU zones require a minimum density for residential uses on all lots when dwelling units are proposed for new development; densities could range from 1 unit per 1,450 sq. ft. of site area to 1 unit per 1,000 sq. ft. of site area when at least 1 dwelling unit is proposed for new development

**Vehicle and bicycle parking requirements.** Vehicle parking requirements have a significant impact on the ability to achieve desired levels of density and also have a potentially significant impact on the cost of development. Decreasing the amount of off-street parking required near stations supports the success of TOD areas by improving pedestrian circulation, decreasing development costs, and reduced greenhouse gas emissions. To support compact, walkable development, the City could consider further reducing minimum parking requirements either for all uses or for specific uses through an incentives-based approach. Suggested changes are identified in the following table. Appendix A- includes a summary of off-street parking standards applied in comparable communities in the Pacific Northwest and elsewhere. Providing adequate bicycle parking also is important to the success of TOD—particularly when located near transit stops and stations—in order to provide multimodal transportation options, increase access to destinations near but not on transit corridors, and support first mile/last mile transit connections.

**Streetscape Amenities.** In addition to requiring a 5' planting buffer separating the sidewalk from the street, the Form-based Code Section 17C.123.050 includes requirements for street-level detailing including street furnishings such as pedestrian-scale lighting, benches, and trash receptacles for Street Types 1, 2, and 3. Section 17C.123.060 Architectural Requirements addresses street-level detailing to promote a high-quality pedestrian environment.

In the Center and Corridor zones, the City requires specific amenities to be provided for buildings over 10,000 sf in size along designated Pedestrian Streets and encourages them to be provided for smaller developments in these areas. In the Center and Corridor zones, Section 17C.122.090 Public Amenities Allowing Bonus FAR offers an FAR bonus for providing streetscape amenities and a “super bonus” (maximum FAR increase of 50%) when at least two of the FAR bonus amenities in addition to either underground parking or affordable housing. Affordability considerations for housing could also be expanded to include provisions for affordable commercial space or pay into an Affordable Commercial Space Fund. The City could consider:

- Expanding the “super bonus” provisions to include underground parking, affordable housing and affordable commercial space as options for the maximum FAR bonus.
- applying these standards, guidelines and incentives in a more consistent way across all the and areas along Pedestrian Streets.
- Potential revisions to these and other standards for the zones within the TOD planning area are summarized in the following table.

STANDARDS	ZONE	ISSUE	RECOMMENDATION
BUILDING HEIGHT	FBC-CA-1	Current height standards limit density, land efficiency and may serve as a barrier to vertical mixed-use development	Increase maximum building height to 70' or 55' abutting RSF zone
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4	Current height standards limit density, land efficiency and may serve as a barrier to vertical mixed-use development	Increase maximum building height to 55'
	CC1	Current height standards limit density and land efficiency and may serve as a barrier to vertical mixed-use development	Increase maximum building height to 70' in District Centers and Corridors, and 55' in Neighborhood Centers
	CC2		Modify transitional standard for areas within 150' of RSF to allow for one additional foot of height per one foot of horizontal distance
	CC4	Current height standards limit density and land efficiency and may serve as a barrier to vertical mixed-use development	Increase maximum building height to 55' in Neighborhood Centers, District Centers, and Corridors  Modify transitional standard for areas within 150' of RSF to allow for one additional foot of height per one foot of horizontal distance
	GC	N/A	No changes recommended
	NR	Current height standards limit density and land efficiency and may serve as a barrier to vertical mixed-use development	Increase maximum building height to 55' or 35' abutting a RSF zone
	NMU		
RMF	Current height standards limit density, is a barrier to transit-supportive residential density and limit middle housing types	Increase maximum building height to 55' in all zones, except where higher limit is allowed where designated on the zoning map	

STANDARDS	ZONE	ISSUE	RECOMMENDATION
FLOOR AREA RATIO	FBC-CA-1	Not addressed in FBC	N/A
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Current standards may result in less compact development and limit density needed for successful TOD	Require minimum FAR of 1.0, with no maximum FAR (outdoor public spaces such as plazas, sheltered entries, courtyards, outdoor cafes, or widened sidewalks with seating may be counted toward the minimum FAR)
	CC2		Require minimum FAR of 1.0, with no maximum FAR (outdoor public spaces, or widened sidewalks may be counted toward the minimum FAR)
	CC4		Require minimum FAR of 0.5, with no maximum FAR (outdoor public spaces, or widened sidewalks may be counted toward the minimum FAR)
	GC	Same as above	Require minimum FAR of 1.0 (retain existing maximum of 2.5) Allow outdoor public spaces or widened sidewalks with seating to be counted toward the minimum FAR
	NR	Current standards may result in less compact development and limit density needed for successful TOD	Require minimum FAR of 0.5, with no maximum FAR (outdoor public spaces, or widened sidewalks may be counted toward the minimum FAR)
	NMU		Require minimum FAR of 1.0, with no maximum FAR (outdoor public spaces, or widened sidewalks may be counted toward the minimum FAR)
RMF	Current standards may limit residential densities needed to achieve successful TOD	Require minimum FAR of 0.5	
RHD			



STANDARDS	ZONE	ISSUE	RECOMMENDATION
SETBACKS/ & SIDEWALKS	FBC-CA-1	NA	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Standards for pedestrian and landscape zone are inconsistent across the CC FBC, and Commercial zones. Existing code requires sidewalk width of 12' (including an 8' clear path for pedestrian travel. and a 4' planting zone).	Consider changing to minimum 7' clear sidewalk and 5' buffer consistent with FBC and Commercial codes.
	CC2		
	CC4		
	GC	Chapter 17C.120 Commercial Zones; Table 17C.120-2 Development Standards requires a setback to match SFR and RTF zones when abutting these single-family and two-family zones.	Consider reducing the minimum street lot line requirement to 10-feet for Commercial zones abutting a single-family or two-family residential zone consistent with the CC zone.
	NR	Same as above	Same as above
	NMU		
RMF	N/A	No changes recommended	
RHD			
ALLOWED USES & HOUSING MIX	FBC-CA-1	N/A	No changes recommended
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	N/A	No changes recommended
	CC2		
	CC4		
GC	Section 17C.120.100 Commercial Zones Primary Uses TABLE 17C.120-1 COMMERCIAL ZONE PRIMARY USES allows non-transit supportive uses such as warehousing, auto repair and drive-thrus	Consider limiting non-transit supportive uses within 500' of a transit station; build on auto-oriented uses currently prohibited in Center and Corridor zones.	

STANDARDS	ZONE	ISSUE	RECOMMENDATION
ALLOWED USES & HOUSING MIX	NR	N/A	No changes recommended
	NMU		
	RMF	N/A	No changes recommended
	RHD		
RESIDENTIAL DENSITY	FBC-CA-1	Existing standards do not address minimum or maximum density	Require a minimum density for residential uses on all lots, or only those fronting on Street Type 1 when dwelling units are proposed for new development; densities could range from 1 unit per 1,450 sq. ft. of site area to 1 unit per 1,000 sq. ft. of site area when at least 1 dwelling unit is proposed for new development
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Existing standards do not address minimum or maximum density	Require a minimum density for residential uses on all lots when dwelling units are proposed for new development; densities could range from 1 unit per 1,450 sq. ft. of site area to 1 unit per 1,000 sq. ft. of site area when at least 1 dwelling unit is proposed for new development
	CC2		
	CC4		
	GC	Existing standards do not address minimum or maximum density	Same as above
	NR	N/A	Same as above
	NMU	Existing standards do not address minimum or maximum density	Same as above
	RMF	Current minimum and maximum densities could result in less-compact growth	Consider increasing minimum and/or maximum densities, especially adjacent to the transit corridor.
RHD			
VEHICLE PARKING	FBC-CA-1	Current parking requirements may increase development costs; and development may result in barriers to pedestrian circulation and walkability	Consider reducing required parking spaces to a minimum of one space per 1,000 square feet of floor area for nonresidential uses; and for residential uses within 500' of the transit line consider a graduated range such as 0 for 1 to 30 units; 0.2 per unit for 31-40 units; 0.25 per unit for 41-50 units; and 0.33 per unit for 51+ units.
	FBC-CA-2		
	FBC-CA-3		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
VEHICLE PARKING			Consider incentives such as FAR or minimum lot area bonuses for voluntary reduction in parking spaces
	FBC-CA-4	Same issue as above.	Consider incentives such as FAR or minimum lot area bonuses for voluntary reduction in parking spaces
	CC1	N/A	Consider reductions and incentives as above.
	CC2		
	CC4		
	GC	N/A	Consider reductions and incentives as above.
	NR	N/A	Consider incentives or reductions as above
	NMU		
	RMF	Current parking requirements may increase development costs; and development may result in barriers to pedestrian circulation and walkability	Consider reductions and incentives as above.
	RHD		
BICYCLE PARKING	FBC-CA-1		Increase the minimum number of required bicycle parking spaces in SMC 17C.230.200(A)(2) to 10% of vehicle parking spaces up to 20 bicycle parking spaces; or a minimum of one space per 10,000 square feet of building area
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Same as above	Include CC zones in SMC 17C.230.200(A)(2)
	CC2		
	CC4		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
BICYCLE PARKING			See recommendation for FBC zones above
	GC/CB	Same as above	Consider increasing required bicycle parking spaces to 10% of off-street vehicle spaces.  Consider use of a fee-in-lieu for smaller developments and/or the ability to meet bicycle parking requirements through racks within individual units also could be considered.
	NR	Current standards do not provide adequate bicycle parking facilities to support biking for first mile/last mile transit connections	Same as above.
	NMU		
	RMF	Current standards do not provide adequate bicycle parking facilities to support biking for first mile/last mile transit connections	For residential developments with three (or five) or more units, require a minimum of one bicycle parking space per unit, plus one additional space per bedroom for units over three bedrooms
	RHD		
STREETSCAPE AMENITIES	FBC-CA-1	Chapter 17C.123 Form Based Code Zones address streetscape amenities including street-level details, as well as guidelines building materials that are generally consistent with the Center and Corridor Zones Section 17C.122.090 Public Amenities Allowing Bonus FAR. No incentives for affordable housing or commercial space exist today.	Consider offering additional incentives for affordable housing and commercial space through height bonus, and/or parking reductions.  Appendix D
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Some of the existing standards for Streetscape Elements only apply to Pedestrian Streets and do not provide significant incentives for the provision of streetscape amenities	Consider streamlining code requirements for streetscape amenities/streetscape elements and offering additional incentives (such as the existing FAR incentive) for developments in all center and corridor zones
	CC2		
	CC4		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
	GC	N/A	No changes recommended
	NR	N/A	No changes recommended
	NMU		
	RMF	N/A	No changes recommended
	RHD		

**B. Modify Building Design Standards to greater promote a safe and active street-level pedestrian environment**

**Context:** Standards for building design along high frequency transit corridors should ensure a safe and inviting pedestrian environment, support the function and quality of the public realm. Four primary components are the most significant attributes of buildings for promoting pedestrian activity and consist of the **design** (form, massing, scale and materials), **orientation** (front windows and doors facing the street), **access** (window transparency and primary entries from street adjacent sidewalks—not parking lots) and **frontage** (percent of building façade along the front lot). Additional building elements such as signage, lighting, and weather protection play a role in promoting pedestrian access, safety and comfort.

**Discussion:** During the Phase 1 Initial Review and Analysis, a station environment audit identified areas where there was a presence or lack of buildings with windows and doors oriented to the station and built to the sidewalk. In many instances parking lots between buildings and the street are common conditions adjacent to and in close proximity of the City Line transit stations.

An audit of the following Base Zones design standards identifies issues and recommendations for modifications as follows. The Audit focused on standards that can impact the ability to support pedestrian activity and a safe station environment while promoting some degree of privacy for street-level residential uses. Potential standards modifications include the following:

**Building Frontage/Building Along Streets.** To ensure that at least some part of the development of a site contributes to the liveliness of sidewalks along the street a minimum percentage of a building façade is required along a front lot line. Parking is prohibited between the building façade and the street, and driveways and parking areas are limited to reduce their impact on the pedestrian. Minimum building frontage requirements in conjunction with buildings having windows and doors facing the street are fundamental characteristic to support pedestrian activity.

A minimum frontage buildout (see Figure 13 Minimum Frontage Buildout Illustration) requires buildings along the prescribed length of the property line where:

- At front streets the minimum frontage buildout is a percentage of the length of the abutting property line.
- At side streets the minimum frontage buildout is a specified distance along the property line from the corner.

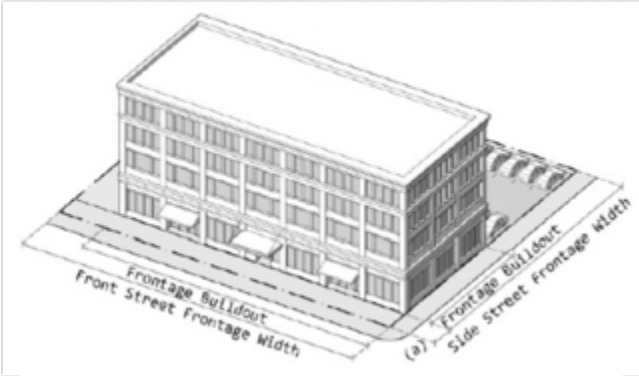


Figure 13: Minimum Frontage Buildout Illustration- (City of Brooklyn Park, MN- TOD Zone)

In general, a minimum 70% building frontage can support the pedestrian realm and at the same time accommodate vehicle access to off-street parking. The side street frontage distance is set to appropriate dimensions that support ground-floor uses. A minimum depth of 30-feet is typically recommended for ground-floor residential and non-residential uses. The City should consider:

1. Modifying the building frontage requirement for the CC zones and establish *Building Frontage* requirements for the GC, NR, NMU, RMF and RHD zones.

**Buildings Along Intersection Corners.** Building placement and massing along intersection corners support an environment that frames the public realm to create an urban street edge and promotes pedestrian activity. The FBC zone’s shopfront provisions (Section 17C.123.040 Land Use, Height, Placement and Parking) and the CC zone’s Buildings Along Intersection Corners (Section 17C.122.060- Attachment A) require buildings at the corners of arterial streets and preclude for instance parking. The City should consider:

1. Expanding this requirement in the GC, NR and NMU zones.

**Curb Cut Limitations.** Setting limits to the size and number of driveways crossing a sidewalk reduces pedestrian and vehicle conflicts. Regulations typically address driveway width, continuity of level sidewalks at driveways, and limiting the number of curb-cuts allowed within a single parcel or entire block.

SMC 17.C.230 states that the City engineer regulates curb-cuts. The CC zone (Section 17C.122.060- Attachment A) suggests a max 30” wide curb-cut to accessory off-street parking for non-residential uses and max 24’ where the level sidewalk crosses the curb-cut. We recommend for the FBC, CC, GC, NR, and NMU zones:

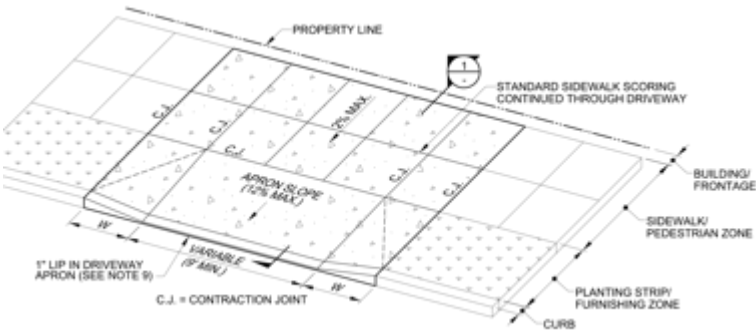


Figure 14: Typical Separated Sidewalk Driveway- (City of Portland Bureau of Transportation, OR)

1. Not allowing a driveway to interrupt the level sidewalk. Parking access standards (See Figure 14 - Typical Separated Sidewalk Driveway) should require that a curb-cut apron slope maintain the driveway level across the sidewalk and set the maximum width at 24’ for combined entry/exits.

2. Limiting the number of curb-cuts to one per frontage to better support pedestrian activity and reduce auto and pedestrian conflicts.

**Ground-floor windows/Façade Transparency.** A minimum ground-floor height, with a minimum percentage of windows and doors with clear “vision” glass is essential to promote an active street environment for both residential and non-residential uses,

- The FBC zone’s Table 17C.123.060-1 Glazing minimums, ground floor facades require a range of ground-floor transparency (includes windows and doors) between 60% and 30% (between 3-feet and 10-feet of the ground-floor wall) based on the zones Street Types.
- The Centers and Corridors zone’s Section 17C.122.060 A Design Standards and Guidelines requires a ground-floor façade (includes only windows between 2-feet and 10-feet) with a minimum 15% clear "vision" glass for residential, commercial, or mixed-use fronting any abutting street, a minimum 30% for commercial, or mixed-use facades fronting within 60 feet of an arterial street, and 50% for commercial, or mixed-use facades fronting within 20 feet of an arterial street. Display windows meet half of the requirement.
- The Commercial Zone (including GC, NR and NMU zones) Section 17C.120.510 Ground Floor Windows – Building Design apply only to nonresidential building facades with presumption for a minimum 50% clear "vision" glass for facades fronting within 20-feet of an arterial street and requires 30% clear "vision" glass for facades fronting within 60-feet of an arterial street.

There is a lack of consistency across the zones for non-residential ground-floor transparency requirements and a lack of any residential ground-floor requirements within the GC, NR and NMU zones. Furthermore, minimum ground-floor heights are not addressed in any zone, and windows and doors are not uniformly calculated in the standard across the zones.

In the case of ground-floor residential uses the option for some separation between openings (windows and doors) and the abutting sidewalk allow for a modicum of privacy, safety and reduced conflict with pedestrian traffic. Ground-floor window requirements for Portland, Oregon’s Commercial/Mixed-Use Zone allows ground level residential units to be constructed following one of three options. They could be designed with storefront-type windows and barrier-free entrances to facilitate future conversion to commercial uses or be designed to provide greater privacy by either being setback from the street or raised above street level.

We recommend taking a comprehensive approach to regulating ground-floor openings (windows and doors) and façade transparency that establish a minimum ground-floor height, minimum façade transparency for ground-floor and upper floors, and window coverage requirements for non-residential and residential ground floor uses (See Figure 15). For the GC, NR and NMU zones we recommend between 2-feet and 10-feet:

1. Ground floor non-residential minimum 70% clear "vision" glass for facades or wall area fronting within 20-feet of an arterial street; minimum 50% clear "vision" glass for facades or wall area fronting within 60-feet of an arterial street; all other ground level street-facing facades must have windows that cover 25 percent of the ground level wall area. The walls of structured parking along these facades may be set back at least 5 feet and landscaped; Display windows may be used to meet half of this requirement.

2. Ground floor residential minimum 50% clear "vision" glass for facades or wall area fronting within 20-feet of an arterial street for residential wall area with storefront-type windows and barrier-free entrances to facilitate future conversion to commercial uses; minimum 30% clear

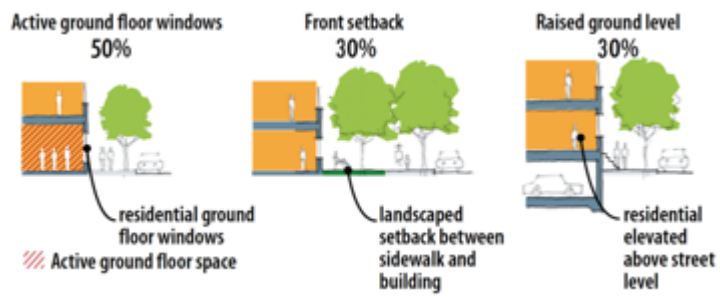


Figure 15: Mixed-Use Zone Project-Menu of Options (City of Portland Bureau of Planning, OR)

"vision" glass for facades or wall area fronting within 20-feet of an arterials street for residential wall areas set back at least 5 feet from the street lot line, or finished floor of each residential unit at least 2 feet above the grade of the closest adjoining sidewalk

3. Minimum ground floor height. For ground-floor non-residential and residential (Flexible ground floor design) the distance from the finished floor to the bottom of the ceiling structure above must be at least 15 feet. The bottom of the structure above includes supporting beams

**Massing-Base/Middle/Top.** This standard provides that buildings establish a distinct form and delineation from the base, middle and to the top of the building's street facing façade reducing the bulk of buildings. All zones regulate massing and base, middle, and top for street facing facades of buildings.

**Building Articulation** These standards, along with the height, setback standards, massing and base/middle/top break up the horizontal building mass with offsets, step backs and breaks in the building façade. These standards help ensure that large buildings will be divided into smaller components that relate to the scale and patterns of commercial/mixed-use areas and add visual interest and variety to the street environment.

The Form Base Code does not regulate the bulk and massing of buildings and the Center and Corridor zones require that buildings incorporate vertical and horizontal modulations to develop distinctive architectural volumes, break monotonous volumes, and create fine-grain character. The Commercial and Residential zones require breaking up the building façade for residential buildings longer than 30-feet and commercial buildings longer than 50-feet. Residential requirements include provisions for use of a least four methods for building articulation.



The commercial and residential zones regulate for both vertical and horizontal offsets, and setbacks, that are suitable to facilitate reducing the bulk and massing of buildings. The City may want to consider dimensional requirements for offsets. An example of this regulation is a provision for at least 25 percent of the façade within 20 feet of a street lot line must be divided into façade planes that are offset by at least 2 feet in depth from the rest of the façade. Façade area used to meet the façade articulation standard may be recessed behind or project out from the primary façade plane, but projections into street right-of-way do not count toward meeting the standard. Figure 16 illustrates some building offsets, and step-down heights that promote building articulation. We recommend:

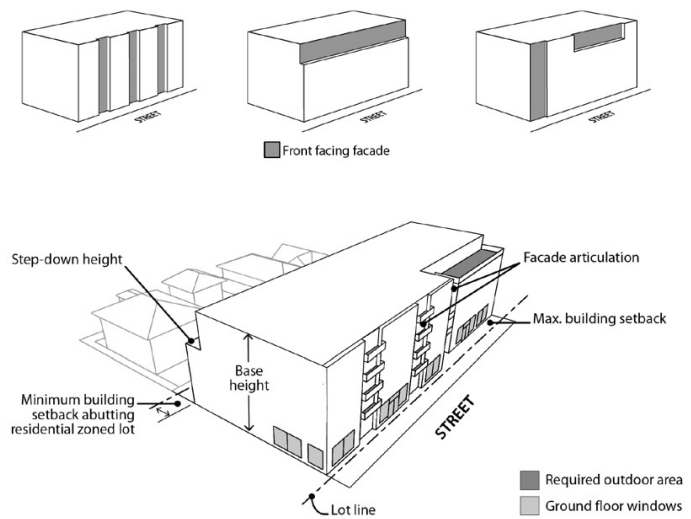


Figure 16: Commercial/Mixed Use Zone- Example Illustration (City of Portland Bureau of Planning, OR)

Figure 16 illustrates some building offsets, and step-down heights that promote building articulation. We recommend:

1. Modifying Commercial Section 17C.120.530 Articulation – Building Design to include an offset dimensional requirement of at least 2-feet
2. Modifying Center and Corridor zones Section 17C.122.060- Attachment A to include provisions for breaking up the building façade for non-residential, residential, and mixed-use buildings longer than 50-feet with an offset dimension of at least 2-feet.

**Prominent Entrance/Primary Building Entries/Street Facing Entries-** Regulations are intended to ensure that building entries are easily identifiable and clearly visible from streets and sidewalks with an emphasis on distinguishing principal entrances. In mixed-use or multi-tenant buildings principal entries to ground-floor uses are distinguished from a lobby entrance to upper floors. Standards establish provisions for ornamentation around openings and defining elements of openings and accessories that may be recessed or protrude from the building wall. For the CC, Commercial and Residential zones primary building entries are required to incorporate two elements from a short list.

The FBC and CC zones provides the most comprehensive elements for distinguishing the principal entry as well as dimensional requirements for recesses and awnings. The FBC also requires entries to upper floors be distinguishable from retail entries.

We recommend:

1. Creating a uniform standard for entries including provisions for detailing around openings, use of a recess or protrusion for openings and weather protection. Entries should distinguish between ground-floor uses, primary building entries to lobbies and upper floors and off-street garage door openings. Apply the standard across the CC, FBC, GC, NR and NMU zones.



Figure17: Tabor View Lofts (Southeast Portland, OR)

Figure 17 provides an example of distinguishing entries for a mixed-use building.

**Ground Level Details-** All zones identify a range of required materials and options for building or entry elements that promote visual interest and the pedestrian environment. No change recommended.

**Materials-** All zones have provisions for materials and architectural elements in the building design to support pedestrian oriented development with an emphasis on quality and durability. No change recommended.

**Roof Expression-** All zones have provisions for rooflines to present a distinct profile and appearance for the building. No change recommended.

**Treating Blank Walls-** All zones have provisions to reduce the impact on blank walls. No change recommended.

**Plazas and Outdoor Spaces-** Commercial and residential zones have provisions for plazas, courtyards or other pedestrian spaces oriented to building entrances. Plaza and outdoor space standards in commercial zones apply to new development over 40,000 sf. Multi-family development has requirements for ground-level, upper level and common outdoor spaces. FBC and CC zones do not include regulations for plazas or outdoor spaces. Multifamily development will continue to increase as a predominate use along high frequency transit corridors and the market requirements for design of outdoor, indoor and common space (indoor and outdoor) has evolved, rendering the current code dated in retrospect. We would recommend.

1. Creating updated standards for Outdoor and Common areas to be applied to the FBC, CC, GC, NR, NMU, RMF, and RHD zones and consider:

- a. Lowering the threshold in commercial buildings from 40,000 square feet to 20,000 square feet.
- b. The amount required for outdoor space to range from 36 square feet to 48 square feet on sites up to and greater than 20,000 square feet in total area respectively
- c. Size, location and configuration of individual private areas set so that a 4-foot by 6-foot dimension will fit entirely within it.
- d. Two types of common areas. Outdoor common areas should be designed for at least 500 square feet in area and measure at least 20 feet in all directions and located within 20 feet of the building entrance; and Indoor common areas must provide an indoor recreational facility or an indoor tenant community room. Indoor common areas that are not

- recreational facilities or community rooms, such as lobbies, hallways, laundry facilities, storage rooms, and vehicle or bicycle facilities, cannot be used to meet the requirement.
- e. A combination of individual and common areas. Where a combination of individual unit and common areas is provided, each individual area must meet (c) above, and each common area must meet (d) above, and together must provide a total amount of space equivalent to the combined amount of outdoor area required for each dwelling unit.
  - f. Surfacing materials. Required outdoor areas must be surfaced with lawn, pavers, decking, or sport court paving which allows the area to be used for active or passive recreational use.
  - g. User amenities. User amenities, such as tables, benches, trees, shrubs, planter boxes, garden plots, drinking fountains, spas, or pools, may be placed in the outdoor area. Common, shared outdoor areas may also be developed with amenities such as play areas, plazas, roof-top patios, picnic areas, and open recreational facilities.

Potential revisions to these and other standards for the zones within the TOD planning area are summarized in the following table.

STANDARDS	ZONE	ISSUE	RECOMMENDATION
	FBC-CA-1	17.123.040-D through 17.123.040- regulates frontages based on street types and range from 80% to 50%.	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
BUILDING FRONTAGE/ BUILDING ALONG STREETS	CC1	Section 17C.122.060- Attachment A requires a 30% minimum building façade at the street for new development and 15% for shopping centers which is not sufficient to promote pedestrian activity.	Consider establishing a consistent minimum 70% building frontage/buildings along streets
	CC2		
	CC4	N/A	No change
	GC	There are no requirements for minimum building frontage at the street to promote pedestrian activity.	Consider a minimum 70% building frontage
	NR	Same as above	Same as above
	NMU		
BUILDING FRONTAGE/	RMF	Residential Zones Section 17C.110.515 has no requirements for a percentage of building frontage	Consider establishing a consistent minimum 50% building frontage

STANDARDS	ZONE	ISSUE	RECOMMENDATION
BUILDING ALONG STREETS	RHD	Same as above	Same as above
BUILDINGS ALONG INTERSECTION CORNERS	FBC-CA-1	Section 17C.123.040 Land Use, Height, Placement and Parking requires buildings placed at corners along shopfront streets	No change.
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Section 17C.122.060- Attachment A requires buildings to hold the street corner with exceptions for plazas, seating areas, landscaping and clear view triangles but no dimensional requirement for provision of these exceptions.	Consider maximum dimensional requirements for a building setback that includes a plaza, landscaping or seating area along intersection corners. A typical maximum setback range to consider are 10' or 20'.
	CC2		
	CC4		
	GC	There are no requirements for minimum building frontage at the street to promote pedestrian activity.	Consider requirements for buildings along intersection corners of arterial streets with dimensional setback requirements for exceptions as indicated above.
	NR	Same as above	Same as above
	NMU		
RMF	NA	No change	
RHD			
CURB CUT LIMITATIONS	FBC-CA-1	Section 17C.123.040 Land Use, Height, Placement and Parking, Driveways/ Site Access states that driveway widths shall not exceed 24 feet, and curb cuts shall not exceed 30 feet for combined entry/exits.	No change  Consider adding language that requires a curb-cut to maintain the level sidewalk and allow a maximum of one curb-cut per frontage.
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Section 17C.122.060- Attachment A states that driveways "should" not exceed a maximum width of 30' and a maximum of 24' where a sidewalk crosses the driveway. There is a lack	Consider requiring all driveways with a curb-cut to maintain a level sidewalk, with a maximum driveway width of 24 feet and curb cuts shall not exceed 30 feet for combined entry/exits.
	CC2		
	CC4		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
CURB CUT LIMITATIONS		of clarity or regulation to guide driveway design.	Allow a maximum of one curb-cut per frontage.  See sample curb-cut standard from the City of Portland Bureau of Transportation- Appendix C
	GC	Chapter 17C.120 Commercial Zones has no section or requirements for curb/cuts	Same as above
	NR	Same as above	Same as
	NMU		
	RMF	Chapter 17C.110 Residential Zones Section 17C.110.535 Curb Cut Limitations	No change
RHD			
GROUND-FLOOR WINDOWS/ FAÇADE TRANSPARENCY	FBC-CA-1	The FBC zone's Table 17C.123.060-1 Glazing minimums, ground floor facades require a range of ground-floor transparency (includes windows and doors) between 60% and 30% (between 3-feet and 10-feet of the ground-floor wall) based on the zones Street Types.	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4	Same as above	No change
	CC1	17C.122.060 A Design Standards and Guidelines requires a minimum 15% clear "vision" glass for residential, commercial, or mixed-use fronting any abutting street, a	Modify requirements as follows: Ground floor non-residential minimum 50% clear "vision" glass for facades or wall area fronting within 20-feet of an arterial street; minimum 30% clear "vision" glass for facades
	CC2		
	CC4		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
GROUND-FLOOR WINDOWS/ FAÇADE TRANSPARENCY		<p>minimum 30% for commercial, or mixed-use facades fronting within 60 feet of an arterial street, and 50% for commercial, or mixed-use facades fronting within 20 feet of an arterial street.</p> <p>There are no requirements for ground-floor minimum heights and residential ground-floors have no option for privacy through setback or other design</p>	<p>or wall area fronting within 60-feet of an arterial street; all other ground level street-facing facades must have windows that cover 25 percent of the ground level wall area.</p> <p>Ground floor residential minimum 50% clear "vision" glass for facades or wall area fronting within 20-feet of an arterial street for residential wall area with storefront-type windows and barrier-free entrances to facilitate future conversion to commercial uses; minimum 30% clear "vision" glass for facades or wall area fronting within 20-feet of an arterials street for residential wall areas set back at least 5 feet from the street lot line, or finished floor of each residential unit at least 2 feet above the grade of the closest adjoining sidewalk</p> <p>15-feet minimum ground-floor height for non-residential and residential facades or wall area</p>
GROUND-FLOOR WINDOWS/	GC	Section 17C.120.510 Ground Floor Windows – Building Design apply only to nonresidential building facades with presumption for a minimum 50% clear "vision" glass for facades fronting within 20-feet of an arterial street and requires 30% clear "vision" glass for facades fronting within 60-feet of an arterial street.	Same as above

STANDARDS	ZONE	ISSUE	RECOMMENDATION
FAÇADE TRANSPARENCY		There are no requirements for ground-floor minimum heights and residential ground-floors have no option for privacy through setback or other design	
	NR NMU	Same as a above	Same as above
	RMF	Chapter 17C.110 Residential Zones has no section or requirements for ground-floor windows/ facade transparency	Add a section requiring ground level street-facing facades must have windows that cover 25 percent of the ground level wall area.
	RHD		
MASSING- BASE/MIDDLE/TOP	FBC-CA-1	N/A	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	N/A	No change
	CC2		
	CC4		
	GC	N/A	No change
	NR	N/A	No change
	NMU		
	RMF	N/A	No change
RHD			
BUILDING ARTICULATION	FBC-CA-1	the Center and Corridor zones require that buildings incorporate vertical and horizontal modulations to develop distinctive architectural volumes, break monotonous volumes, and create fine-grain character	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	Section 17C.122.060- Attachment A includes provisions for non-residential buildings only. No direction on depth of offsets.	Modify Center and Corridor zones Section 17C.122.060- Attachment A to include building articulation for non-residential, residential and mixed-use buildings longer than 50-feet with an offset dimension of at least 2-feet.
	CC2		
	CC4		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
<b>BUILDING ARTICULATION</b>	GC	Chapter 17C.120 Commercial Zones Section 17C.120.530 Articulation – Building Design requires breaking up the building façade for commercial buildings longer than 50-feet with provisions for offsets and other methods to be applied to street facing facades and facades oriented to adjacent uses. No direction on depth of offsets.	Modifying Commercial Section 17C.120.530 Articulation – Building Design to include an offset dimensional requirement of at least 2-feet
	NR	Same as above	Same as above
	NMU	Same as above	Same as above
	RMF	Chapter 17C.110 Residential Zones, Section 17C.110.440 Articulation and Details require breaking up the building façade for residential buildings longer than 30- feet and include provisions for use of a least four methods for building articulation. No direction on depth of offsets.	Modify Section 17C.110.440 Articulation and Details to include an offset dimensional requirement of at least 2-feet.
	RHD		
<b>PROMINENT ENTRANCE/ PRIMARY BUILDING ENTRIES/ STREET FACING ENTRIES</b>	FBC-CA-1	Text	Creating a uniform standard for entries including provisions for detailing around openings, use of a recess or protrusion for defining openings and weather protection as well as distinguishing entries for ground-floor uses, primary building entries to lobbies and upper floors and off-street garage door openings. Apply the standard across the CC, FBC, GC, NR and NMU zones.
	FBC-CA-2		
	FBC-CA-3		
<b>PROMINENT ENTRANCE/</b>			



STANDARDS	ZONE	ISSUE	RECOMMENDATION
<i>PRIMARY BUILDING ENTRIES/ STREET FACING ENTRIES</i>	FBC-CA-4	Text	Same as above
	CC1	Text	Same as above
	CC2		
	CC4		
	GC	Text	Same as above
	NR	Text	Same as above
	NMU		
	RMF	N/A	Same as above
	RHD		
<i>GROUND LEVEL DETAILS</i>	FBC-CA-1	N/A	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	N/A	No change
	CC2		
	CC4		
	GC	N/A	No change
	NR	N/A	No change
	NMU	N/A	No change
	RMF	N/A	No change
	RHD	N/A	No change
<i>PEDESTRIAN ORIENTED SIGNS/ BUILDING INTEGRATED SIGNS</i>	FBC-CA-1	N/A	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	N/A	No change
	CC2		
	CC4		
	GC	N/A	No change
	NR	N/A	No change
	NMU	N/A	No change
	RMF		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
	RHD	N/A	No change
UNIQUE LANDMARK SIGNS	FBC-CA-1	N/A	No change
	FBC-CA-2	N/A	No change
	FBC-CA-3	N/A	No change
	FBC-CA-4	N/A	No change
	CC1	N/A	No change
	CC2	N/A	No change
	CC4	Text	Text
	GC	N/A	No change
	NR	N/A	No change
	NMU	N/A	No change
	RMF	N/A	No change
	RHD	N/A	No change
GROUND SIGNS	FBC-CA-1	N/A	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	N/A	No change
	CC2		
	CC4		
	GC	N/A	No change
	NR	N/A	No change
	NMU	N/A	No change
	RMF	N/A	No change
	RHD	N/A	No change
ROOF EXPRESSION	FBC-CA-1	N/A	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		

STANDARDS	ZONE	ISSUE	RECOMMENDATION
	CC1	N/A	No change
	CC2		
	CC4		
	GC	N/A	No change
	NR	N/A	No change
	NMU	N/A	No change
	RMF	N/A	No change
	RHD	N/A	No change
<i>SERVICE AREA SCREENING</i>	FBC-CA-1	N/A	No change
	FBC-CA-2		
	FBC-CA-3		
	FBC-CA-4		
	CC1	N/A	No change
	CC2		
	CC4		
	GC	N/A	No change
	NR	N/A	No change
	NMU	N/A	No change
	RMF	N/A	No change
	RHD	N/A	No change
	<i>TREATING BLANK WALLS</i>	FBC-CA-1	N/A
FBC-CA-2		N/A	No change
FBC-CA-3			
FBC-CA-4			
CC1		N/A	No change
CC2		N/A	No change
CC4		N/A	No change
GC		N/A	No change
NR		N/A	No change
NMU		N/A	No change
RMF		N/A	No change
RHD		N/A	No change
		FBC-CA-1	

STANDARDS	ZONE	ISSUE	RECOMMENDATION	
<b>PLAZAS AND OTHER OPEN SPACES</b>	FBC-CA-2	FBC and CC zones do not include regulations for plazas or outdoor spaces. Multifamily development will continue to increase as a predominate use along high frequency transit corridors and the market requirements for design of outdoor, indoor and common space has evolved, rendering the current code dated in retrospect.	Create updated standards for Outdoor and Common areas to be applied to the FBC, CC, GC, NR, NMU, RMF, and RHD zones. Relevant standards are discussed on page 3.	
	FBC-CA-3			
	FBC-CA-4			
		CC1	Same as above	Same as above
		CC2		
		CC4		
		GC	Plaza and outdoor space standards in commercial zones apply to new development over 40,000 sf. Multi-family development has requirements for ground-level, upper level and common outdoor spaces.	Same as above
		NR	Same as above	Same as above
		NMU	Same as above	Same as above
		RMF	Multi-family development has requirements for ground-level, upper level and common outdoor spaces.	Same as above
	RHD	Same as above	Same as above	

**C. Modify Residential Single-family and Two-family zones to allow Middle Housing (duplexes, triplexes, and fourplexes).**

Middle Housing defined as duplexes, triplexes, quadplexes, cottage clusters, townhouses, and accessory dwelling units (ADU) provides an opportunity to increase housing supply in developed neighborhoods and can be compatible with detached single-family dwellings.

**Context:** A significant segment of the Mission Avenue corridor is predominately single-family housing with resident populations and density that moderately contribute to transit ridership. Rental and multi-family options are limited which reduces housing choice and affordable housing options.

**Discussion:** Consider allowing for and encouraging development of more “middle housing” by expanding residential use types in residential zones located along the corridor in the areas between stations and surrounding nodes of transit supportive zones. Middle housing typically includes “plexes” (duplexes, triplexes and fourplexes), rowhouses and cottage cluster housing. The current Title 17C Land Use Standards do allow cottage cluster housing in its RA, RSF, and RSF-C zones, with specific development and design standards for this type of housing. Changes to standards for middle housing should include some combination of the following revisions city-wide or within a certain distance of the TOD corridor (e.g., ¼ or ½ mile) in an Overlay Zone (See section 3. Create and Overlay Zone for further details)

- Allow middle housing types in more residential zones; for example, duplexes, and multi-dwelling structures with 3 or 4 units could be allowed in the RA, RSF, RSF-C and RTF zones in addition to attached single-family housing which is already allowed in these areas.
- Reduce lot sizes or increase maximum densities for middle housing types; for example, minimum lot sizes could be reduced to approximately 2,000-2,500 square feet per unit for these housing types.
- Reduce setbacks and lot coverage (e.g., a modest reduction of the front setback from 15 feet to 10 feet and an increase in lot coverage from 50% or 60%-70% on smaller lots). Rear setbacks also could be reduced in the RA, RSF and RSF-C zones to 10-15'. Rear setbacks could be reduced even further for lots served by alley access.
- Continue to apply FAR limitations to help control the massing of middle housing but increase FAR on smaller lots to increase the feasibility of development.
- Reduce off-street parking requirements. Requirements could be reduced for middle housing types to eliminate the additional one space per bedroom after 3 bedrooms requirement for these housing types.

**2. REZONE CITY LINE CORRIDOR TOD OPPORTUNITY AREAS**

**A. Rezone transit-oriented development opportunity areas within the McCarthy Athletic Center, Napa Street and Regal Station Areas**

**Context:** Potential transit-oriented development opportunity areas include base zones that are non-transit supportive. Residential Single/Two-family, General Commercial, Community Business & Industrial zones may limit, preclude, or render uncertainty to, new uses and development standards

that stimulate pedestrian activity with mutually reinforcing land use patterns to support transit. For instance, Single family/two-family zones allow for residential densities that are not transit supportive and preclude housing choice and potentially limit affordability. Use and development standards for General Commercial, Commercial Business and Industrial zones allow auto-oriented uses and development patterns, and low employee per acre uses that limits pedestrian activity and densities to support transit ridership.

**Discussion:** The TOD opportunity areas at the McCarthey, Napa, and Regal stations have the potential to transition from a lower density and auto-oriented environment to a more transit supportive development form. The NR, NMU, and Center and Corridor Type CC-1 are generally transit-supportive zones (allowing street-oriented and mixed-use commercial and residential uses) that should be considered to replace General Commercial, Community Business and Industrial zones. Consider the following for potential TOD opportunity areas:

- Modify uses and standards within the CC-1 zone and rezone General Commercial to CC-1 at the McCarthey Athletic Center Station. The rezone establishes a contiguous CC-1 designation with uses, and development standards that are transit supportive.
- Modify uses and standards within the Neighborhood Retail (NR) zone at the Napa Street Station.
- Modify the NMU zone to be a medium-scale zone intended for sites in a variety of areas that have frequent transit service and allows a wide range and mix of commercial and residential uses, as well as employment uses.
- Rezone the Community Business (CB) and Industrial (I) at the Regal Station to a modified NMU zone.

### 3. CREATE a TRANSIT OVERLAY ZONE

An Overlay Zone would apply base zone modifications within a core zone inclusive of the FBC, CC, NR, RMF and RHD zones and an Overlay transition zone allowing Missing Middle Housing types for single-family and two-family zones within a ¼ mile of the high frequency transit corridor.

**A. Transit Overlay Core Zone** would address areas of transit supportive zones with regulations potentially limiting TOD, applying base zone modifications within a geographic area along designated high frequency transit corridors versus city-wide.

**Context:** The Overlay Zone would apply a boundary to Center and Corridor, Form Based Code, Residential Multi-Family, and Residential High-Density transit supportive base zones along a high frequency transit corridor. The overlay would not affect the base zone in other parts of the City and would focus necessary modifications in areas that will promote transit ridership and support the investment in transit infrastructure.

**Discussion:** An Overlay Zone has the potential to greater promote the City’s growth strategy by aligning significant investments in multi-modal modal infrastructure (frequent transit service and improved walking and biking between transit and corridor destinations) with market demands for mixed-use, walkable development in urban areas along high-frequency transit corridors. The Overlay would apply the recommended base zone modifications mentioned previously. Standards

in the Overlay are intended to supersede any correlating standards in the underlying base zones and modify the underlying standards or add additional design variables or requirements.

**B. Transit Overlay Transition Zone** would address lower density residential areas in close proximity to transit by expanding opportunities for compatible infill and increased housing density within ¼ mile of a high frequency transit corridor.

**Context:** A significant segment of the Mission Avenue corridor is predominately single-family housing with resident populations and density that moderately contribute to transit ridership. Rental and multi-family options are limited which reduces housing choice and affordable housing options. Middle Housing defined as duplexes, triplexes, quadplexes, cottage clusters, townhouses, and accessory dwelling units (ADU) provides an opportunity to increase housing supply in developed neighborhoods and can be compatible with detached single-family dwellings.

**Discussion:** Consider allowing for and encouraging development of more “middle housing” by expanding residential use types in the single-family and two-family residential zones located along the corridor in the areas between stations and surrounding nodes of transit supportive zones. Middle housing typically includes “plexes” (duplexes, triplexes and fourplexes), rowhouses and cottage cluster housing. The current Title 17C Land Use Standards do allow cottage cluster housing in its RA, RSF, and RSF-C zones, with specific development and design standards for this type of housing. Changes to standards for middle housing should include some combination of the following revisions city-wide or within a certain distance of the TOD corridor (e.g., ¼ or ½ mile) in an Overlay Zone (See section 3. Create and Overlay Zone for further details)

- Allow middle housing types in more residential zones; for example, duplexes, and multi-dwelling structures with 3 or 4 units could be allowed in the RA, RSF, RSF-C and RTF zones in addition to attached single-family housing which is already allowed in these areas.
- Reduce lot sizes or increase maximum densities for middle housing types; for example, minimum lot sizes could be reduced to approximately 2,000-2,500 square feet per unit for these housing types.
- Reduce setbacks and lot coverage (e.g., a modest reduction of the front setback from 15 feet to 10 feet and an increase in lot coverage from 50% or 60%-70% on smaller lots). Rear setbacks also could be reduced in the RA, RSF and RSF-C zones to 10-15'. Rear setbacks could be reduced even further for lots served by alley access.
- Continue to apply FAR limitations to help control the massing of middle housing but increase FAR on smaller lots to increase the feasibility of development.
- Reduce off-street parking requirements. Requirements could be reduced for middle housing types to eliminate the additional one space per bedroom after 3 bedrooms requirement for these housing types.

The extent of the Transition Zone is recommended to be within ¼ mile of the high frequency transit corridor which aligns with best practices and industry standards for the transit rider walkshed where roughly 70% of riders access transit within a 5-minute walk of a station or stop. Research from the Puget Sound Regional Council (PSRC) and other national studies, indicates that frequent bus service



draws riders primarily within a 5-minute walk (1/4 mile) and that every acre of land within a 5-minute walk of a frequent bus route, is an opportunity to make transit accessible to more potential transit users through development of more intensive land uses.

Figure 18 identifies the potential geographic boundary of a suggested Transit Overlay Core zone, which would follow existing transit-supportive zones and TOD opportunity areas and the Transit Overlay Transition Zone, which would follow single-family and two-family residential zones approximately 1/4 mile of the high frequency transit corridor

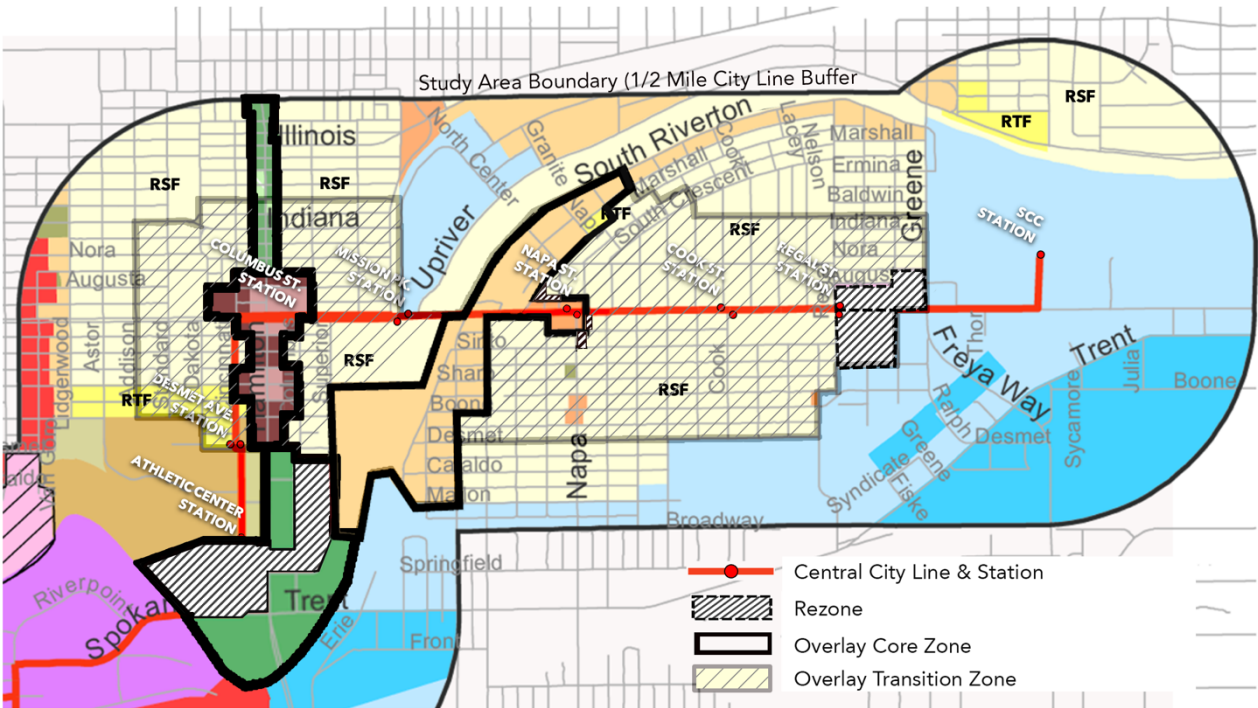


Figure 18: Potential Transit Overlay Zone- Core and Transition area boundaries.

**4. CITY LINE REGULATORY CHANGES PROCESS**

City planning staff would initiate an Overlay Zone process, prepare zoning modifications, and rezoning; undertake Subarea Planning and a Transportation Land Use Study for selected station areas and implement a public review and Plan Commission/City Council adoption process.

**A. Apply the TOD Study Process to the entire City Line Corridor outside of the Downtown Zones and along future high-performance transit corridors.**

The CITY LINE TOD STUDY provides a model process and framework that aligns policies, and regulations with capital infrastructure improvements to promote transit-oriented development. The process, as summarized by phase in Figure 19, can be applied to the entire City Line corridor, outside of the Downtown zones, and future high-performance transit corridors including—Division, Monroe/Regal, and Sprague.

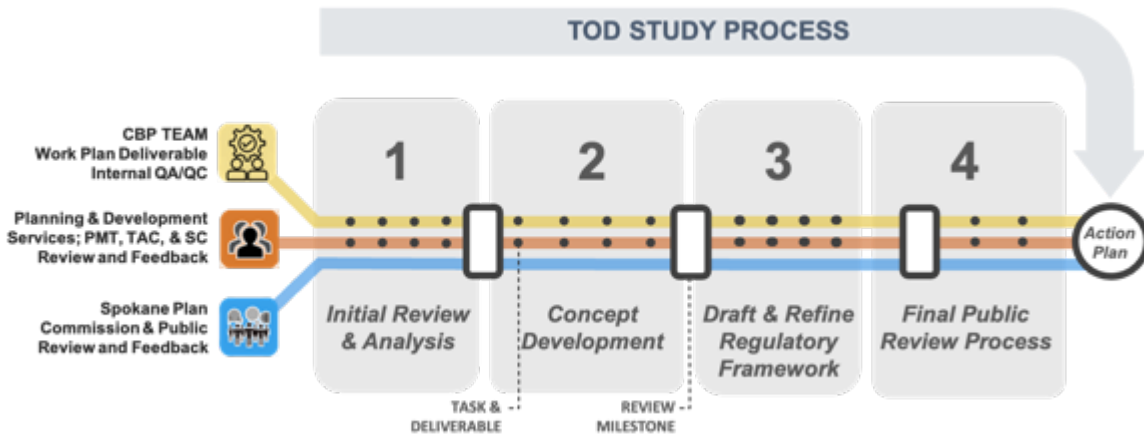


Figure 19: TOD Study Process and Project Phases

## B. Rezoning, Base Zone Modifications and Overlay Zone

Planning staff should initiate and lead the preparation of a public review and adoption process for base zone modifications, Overlay Zone and rezoning of TOD potential areas within the extents of the City Line corridor study area.

## C. Subarea Planning

Planning staff should initiate and administer a Subarea Plan process within the McCarthy Athletic Center and Desmet Station Areas. The Subarea Plan would provide design, regulation and development guidance, extensive community engagement and building of public/private partnerships, to ensure successful transit-oriented development. The outcome of the Subarea Plan should result in a district redevelopment strategy similar to the process for the South University District.

## D. Transportation and Land Use Study

Planning staff should initiate and administer a transportation and land use study for the Mission Avenue corridor between Division Street and Spokane Community College, to address barriers to multimodal access and a lack of adequate sidewalks in proximity of stations within the Logan and Chief Garry Park neighborhoods. The corridor study would explore opportunities for transportation, safety, and streetscape changes, as well as, promoting street-oriented commercial uses and an active pedestrian environment, and identifying necessary regulatory changes for promoting transit-oriented development within the Columbus/Hamilton, Napa Street and Regal Street station areas.

## Next Steps

The assessments, findings and recommendations of this memorandum will be reviewed by staff to determine their efficacy, identify potential refinements, and determine applicability to a specific focus area along the City Line study area corridor.

**APPENDIX A. REVIEW OF OFF-STREET PARKING STANDARDS IN COMPARABLE COMMUNITIES**

Off-street parking requirements have a significant impact on the ability to achieve desired levels of density and also have a potentially significant impact on the cost of development. Decreasing the amount of off-street parking required near stations supports the success of TOD areas by improving pedestrian circulation, decreasing development costs, and reduced greenhouse gas emissions. The City already applies relatively low off-street parking requirements for most uses, including requiring a minimum of 1 stall per 1,000 sf of floor area in the C1, C2 and C3 zones and 2 spaces per 1,000 sf of floor area in the C4 zone. The City also requires no off-street parking in these areas for buildings under 3,000 sf in size. Additionally, some of the study area around the McCarthy station is located within a “Multifamily Tax Exemption” area and in a Centers & Corridors (CC) zoning category, in this instance, the project has no requirement to provide parking (SMC 08.15.140)

To continue to support compact, walkable development, the City could consider further reducing minimum parking requirements within TOD areas. In addition, reducing minimum required off-street parking standards, the City also could consider updating its maximum standards for some uses. The City also could provide additional reductions as an incentive for specific uses. Our team conducted a brief review of off-street parking standards in comparable communities in the Pacific Northwest, as well as Boulder, CO and those standards are summarized in the table below. We also have noted a number of reductions applied in these and other communities in TOD areas for specific types of development. In most cases, standards for residential developments vary by the number of bedrooms in each housing unit.

Land Use	Spokane CC1-CC4	Portland Metro	PDX HD/MU zones	Bend	Boulder CO	Tacoma WA (MU)
General office	2 (max 4)	2.7	2	3	2.5-3.3	2.5
Retail/commercial	2 (max 4)	4.1	2	1-3	2.5-3.3	1.8-3
Restaurants (non-FF)	4 (max 4)	15.3	4	5	1/3 seats	4.2
Townhomes/ Multi-family residential units	1-4/unit (max 4/1,000 sf)	1-1.75/unit	0.5	1-2	1-2	1

*Note: Minimum standards are measured in the number of spaces per 1,000 sf of floor area or per dwelling unit.*

Other example parking standards and reductions include the following.

Cities Eliminating Minimum Parking Requirements; links to articles [Toronto City Council Removes Most Minimum Parking Requirements](#); [Minneapolis Eliminates Parking Requirements Citywide](#); [Denver Reduces Parking Requirements for Affordable Housing](#);

[North American Cities Eliminating Minimum Parking Requirements](#), from the Parking Reform Network a non-profit organization with a mission to educate the public about the impact of parking policy on climate change, equity, housing, and traffic. (2019)

**Metro Portland Maximum Standards.** In addition to establishing minimum off-street parking standards for all cities within the region, Metro also has established maximum standards for those same communities as part of its Regional Transportation Functional Plan. On average, maximum standards are typically about 25-50% higher than the minimum standard cities can apply with lower maximum in regional and town centers. Cities also are free to establish lower minimum standards than those identified by Metro.

**City of Portland reductions.** The City of Portland offers a number of area or use-specific parking reductions beyond the ratios cited in the table above. In areas served by frequent transit, residential or mixed-use development requires no minimum except for Household Living, which has the following minimums: 0 for 1 to 30 units; 0.2 per unit for 31-40 units; 0.25 per unit for 41-50 units; and 0.33 per unit for 51+ units. Housing developments affordable to residents in specific income ranges also receive parking reductions of up to 100%, depending on affordability levels.

**City of Rochester, MN parking reductions.** In the City of Rochester, an interim TOD Overlay District allows developments to receive an additional 30 percent below the amount of parking required in portions of the underlying zoning district. Reference: <https://www.rochestermn.gov/home/showpublisheddocument/22907/636752761597330000>;

The draft TOD code for adoption includes revised parking standards for uses. Reference: <https://www.rochestermn.gov/government/departments/community-development/planning-zoning/transit-oriented-development-tod-and-infill-redevelopment-r2x>

#### **Additional Citations:**

Oakland, CA, Planning Code § 17.101H.070 (2015) (using parking fees to promote TOD).

South Salt Lake, UT, Code of Ordinances § 17.27.60(E)(4)(b) (2013) (offering a 25 percent decrease in parking requirements to commercial developments that meet certain criteria in its Transit-Oriented Core Overlay district).

Miami, FL, Miami 21 Code App. J § 4.2(T5-T6) (2019) (allowing 30 percent parking reductions in the Wynwood NRD-1 district for developments that are granted a waiver by the City).

San Antonio, TX, Unified Development Code § 35-208(n). (allows reduction to 50% and 75% of minimum in TOD zones)

Chicago, IL, Municipal Code of Chicago §§ 17-3-0402 – 17-3-0403, 17-10-102(B), (50% reduction within ¼ mile of station or frequent transit corridor. The quarter-mile standard is “measured along a straight line between the rail station entrance and the nearest boundary of the lot to be developed”

when accounting for rail stations, and “between the roadway segment centerline and the nearest boundary of the lot” when measuring the bus line corridor roadway segment

## APPENDIX B TOD REGULATIONS

**Model TOD Ordinance, Model TOD ordinance II**, p.123 of PDF (Clarion Associates model ordinance for the Sustainable Land Use Code Project, Capitol Region Council of Governments).

**Middle Housing in Large Cities**, Department of Land Conservation and Development Oregon publications for: [Large Cities Middle Housing Model Code \(pdf\)](#) ; [Large Cities Middle Housing Model Code \(.docx\)](#); [Large Cities Middle Housing Model Code \(graphics\)](#)

**Rochester Minnesota TOD District Zoning-** Interim Overlay and Draft TOD Zone consisting of Node, Corridor and Transition districts along high frequency transit corridors. Transit-Oriented Development Interim Overlay; [Section 62.1120 Transit-Oriented Development Interim Overlay District - Approved 4/16/18](#); [TOD/R2x Maps](#); [Open House Posters](#) ; [R2X District Draft](#); [Transit Oriented Development \(TOD\) Draft](#)

**Metropolitan Council Local Planning Handbook – Density and Activity Near Transit** (provides recommended average minimum residential density requirements and target densities for various transit facilities within the Minneapolis/St Paul region))

## APPENDIX C SAMPLE DRIVEWAY STANDARDS

**City of Portland Bureau of Transportation-** Standard Drawings for Resurfacing, Driveways, Curbs, Sidewalks and Street Trees: Pavement. [Resurfacing, Driveways, Curbs, Sidewalks, Bike Racks, Bollards, Street Trees Standards Link](#); and [Typical Separated Sidewalk Driveway](#);

## APPENDIX D FLOOR AREA AND HEIGHT BONUS OPTIONS- AFFORDABLE HOUSING OR AFFORDABLE COMMERCIAL SPACE

City of Portland [33.130 Commercial/Mixed Use Zones](#); [Mixed Use Zone Project Summary](#)

The City of Portland in 2021 completed the Mixed-Use Zones Project intended to develop new mixed-use planning and zoning designations to implement the “Centers and Corridors” concepts that emerged from The Portland Plan and the Comprehensive Plan Update planning processes. The project addressed issues that arise with new, more intensive mixed-use buildings, such as massing and design, transitions and step-downs, and ground floor uses.

Benefit	Bonus
<b>Affordable Housing Units</b>	Earn 100% of the allowed bonus floor area in a given zone by dedicating 25% of the bonus floor area to residential units with rents affordable to households earning 80% of median family income.
<b>Affordable Commercial Space</b>	Earn up to 50% of the allowed bonus in a given zone by providing commercial space leasable at a rate that is 25% less than prevailing market rates.
<b>Publicly Accessible Plaza</b>	Earn up to 50% of the allowed bonus in a given zone by creating a publicly accessible plaza on site.
<b>High Performance Green Features</b>	Earn up to 50% of the allowed bonus in a given zone by meeting low-carbon building standards and providing one of the following: (a) large trees and landscaping, or (b) an eco-roof.

Figure 20: Commercial/Mixed-Use Zone- Floor Area and Height Bonus Options (City of Portland, OR)

A major refinement of the previous zones were provisions for Floor Area and Height Bonus options to promote affordable housing and commercial space (Figure 20) within centers and corridors. The City’s mixed use zones project is coordinated with the City’s transit agency Trimet, which has prioritized investment in enhanced transit along these commercial corridors, building a framework for integrated land use and transportation planning and development.

[Prosper Portland- Affordable Commercial Tenanting Program](#) In June 2018, changes to Portland City Code allowed Prosper Portland (the economic and urban development agency for the city of

Portland) to add the Affordable Commercial Space Bonus Program to its existing affordable tenanting initiative. The Bonus Program allows mixed-use development projects to access a floor area ratio (FAR) and height bonus to add additional space to residential, commercial office or hotel projects within approved Commercial/Mixed-Use zones. Proposed projects that include a housing component must include 20 or fewer new residential units. Priority tenants for the affordable space are local businesses owned by women and/or people of color; local businesses primarily owned by individuals who are members of historically underserved populations; and non-profit organizations which serve historically underserved communities, including communities of color.

**Affordable Commercial Space Program Administrative Rule:** defines the policies, processes, and procedures of implementation of the Affordable Commercial Space Program (the “ACS Program”), as contemplated in City Code Section 33.130.212.D.

**Briefing on the Affordable Commercial Space Bonus Program:** PowerPoint presentation summarizing the Affordable Commercial Space Bonus Program.