



Planning Commission Minutes

Note: Anyone wishing to speak at any Planning Commission meeting is encouraged to do so. If you wish to speak, please rise and, after you have been recognized by the Chair, give your name and complete address for the record. You will then be allowed to speak. Please note the public testimony may be limited by the Chair.

February 25, 2025

STUDY SESSION

DRAFT Minutes

I. CALL TO ORDER:

Chair Verner called the meeting to order at 7:00 p.m. at the Civic Center Council Chambers, 1175 E. Main Street. Commissioner Perkinson attended the meeting via Zoom.

Commissioners Present:

Lisa Verner
Eric Herron
Gregory Perkinson
Russell Phillips
Susan MacCracken Jain
Kerry KenCairn

Staff Present:

Brandon Goldman, Community Development Director
Derek Severson, Planning Manager
Michael Sullivan, Executive Assistant

Absent Members:

John Maher

Council Liaison:

Doug Knauer

II. ANNOUNCEMENTS

1. Staff Announcements:

Community Development Director Brandon Goldman made the following announcements:

- The Housing and Human Services Advisory Committee will hold a community resource fair at the Ashland Library on February 26, 2025.
- The April 22, 2025 Study Session will be a joint meeting with the City Council to review the SOU Masterplan update and the City's recent Economic Opportunity Analysis.
- The Council approved a carbon pollution impact fee at its February 18, 2025 meeting, which will go into effect in January, 2026. They also approved Ordinance 3245, which are amendments to Chapter 2.11 and will introduce universal standards for Advisory Committees.
- An appeal of the Kestrel Park Phase III subdivision will be received by the Council at its March 4, 2025 meeting.
- Following the recent snow storm, the City has suspended enforcement of the removal of hazard trees if they became damaged during the storm. This suspension will end on April 30, 2025.

2. Advisory Committee Liaison Reports – None





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IV. **PUBLIC FORUM** – None

V. **UNFINISHED BUSINESS**

1. **Approval of Findings for PA-T1-2024-00255, 110 Terrace Street.**

Ex Parte Contact

No ex parte contact was disclosed.

Decision

Commissioner KenCairn/Phillips m/s to approve the Findings as presented. Roll Call Vote: All AYES. Motion passed 6-0.

VI. **OTHER BUSINESS**

1. **Climate-Friendly Areas Code Update Discussion with 3J Consulting & JET Planning**

Consultant Presentation and Discussion

Elizabeth Decker of JET Planning provided an update on the firms' ongoing code audit and proposed updates to align with the state's Climate-Friendly and Equitable Communities (CFEC) guidelines, which includes the implementation of Climate-Friendly Areas (CFAs). CFAs, in addition to zoning code updates, parking reform, and an updated Transportation System Plan (TSP), also included the following guidelines that appropriate cities must adopt:

- Allow multifamily residential (with ground-floor mixed-use)
- Allow townhouses
- Allow commercial, office and civic uses
- Allow at least 50-foot building height
- Require at least a minimum density of 15 du/ac
- Apply no maximum density

Ms. Decker stated that the two CFAs proposed are in the Railroad Property and the commercial section of the Transit Triangle (see attachment #1), and that the Commission could also consider the following optional code updates:

- **Remove maximum density in C-1 and E-1 zones citywide?**
 - o The Commission expressed concern about the potential unintended consequences of removing maximum density in these zones.
- **Companion changes to downtown (C-1-D) zoning for similar CFA-scale development,**





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without CFA designation

- o The Commission was generally in favor of increasing building height allowances to 60ft and removing density maximums. The Commission wanted to discuss this further with the Council.
- **Consider whether to limit other auto-oriented uses**
 - o The Commission generally agreed to limit, but not eliminate, auto-oriented uses within CFAs and determined to continue this discussion at a later date.
- **Consider whether to limit large-scale storage uses**
 - o The Commission generally agreed that this could be permitted in mixed-use buildings.
- **Consider any changes to industrial and employment uses in E-1**
 - o The Commission generally agreed not to limit industrial uses within CFAs as it could have unintended consequences on small, owner-operated businesses.
- **Consider whether to limit applicability of solar setbacks within CF Overlay**
 - o The Commission generally agreed that solar and height setbacks should be limited or removed in CFAs except near residential buildings on the periphery of those CFAs.
- **Consider any specific design goals for the CF Overlay, beyond Detail Site Review Overlay and walkable urban design standards**
 - o Commissioner MacCracken Jain suggested design standards that promote outdoor spaces as part of the townhouse, and that there should be intent behind developing whole neighborhoods rather than developing building-by-building.

2. Walkable Design Standards Code Update Discussion with Cascadia Partners

Pauline Ruegg provided a brief presentation on the Walkable Design Standards Code Audit her team at Cascadia Partners conducted, stating that this project focused on land use requirements and guidelines from the Department of Land Conservation and Development (DLCD) to support compact, pedestrian friendly, mixed-use land use development patterns. Walkable Design Standard code changes included promoting clear transitions in residential properties to public areas; a higher percentage of ground-floor windows on residential and commercial buildings; and requiring weather protection along a percentage of the ground floor façade of a certain depth to support use of sidewalk in all weather conditions. Ms. Ruegg also provided information regarding areas where the City abides by, exceeds, or falls short of Oregon Administrative Rules (OARs) (see attachment #2).

Ms. Ruegg provided the following questions to facilitate the Commission's discussion:

- **What questions do you have about the CFEC rules and model code?**
- **Are there any code concepts that you have major concerns about?**
- **What issues related to walkable design are a high priority for you?**





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The Commission was generally in favor of the suggestions made by the consultants. Commissioner KenCairn suggested that guidelines regarding street orientation include language for groupings of houses that do not have street frontage.

The Commission discussed the difficulty in promoting affordability while enforcing guidelines that increase development costs, and emphasized the need to include clear and objective development standards.

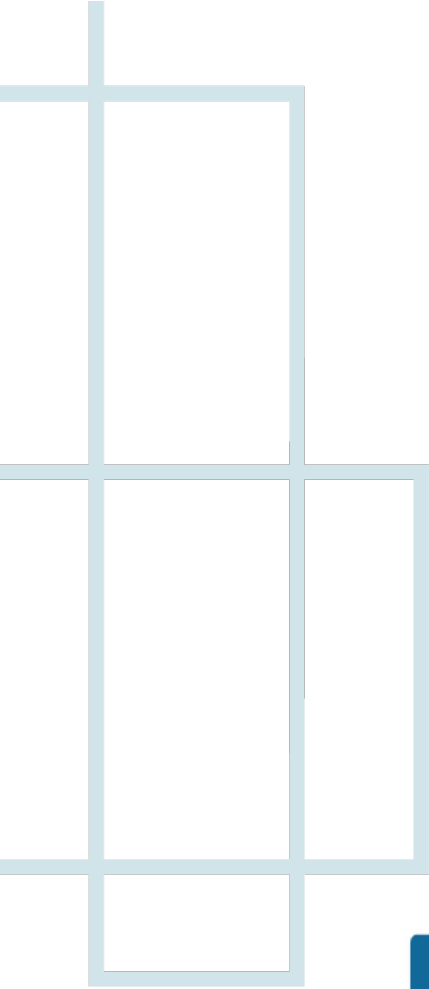
VII. OPEN DISCUSSION

The Commission expressed interest in reviewing the TSP update in conjunction with the new Walkability Design Standards. Mr. Goldman informed them that the TSP has a two-year development process and would not be completed by the time the Walkability Design Standards are implemented, but that revisions to these standards could be made once the TSP update is complete.

VIII. ADJOURNMENT

Meeting adjourned at 9:12 p.m.

*Submitted by,
Michael Sullivan, Executive Assistant*



CLIMATE FRIENDLY AREA IMPLEMENTATION



CITY OF ASHLAND PLANNING COMMISSION
FEBRUARY 25, 2025

3J CONSULTING
CIVIL ENGINEERING | WATER RESOURCES | COMMUNITY PLANNING





OVERVIEW

BACKGROUND

Climate Friendly & Equitable Communities (CFEC) program

Parking
Reform

Climate
Friendly
Areas

TSP
Update

PROJECT APPROACH

Designate one or more Climate Friendly Areas (CFAs) and update zoning code and maps to implement

Build on Phase 1 CFA Study

Code Analysis

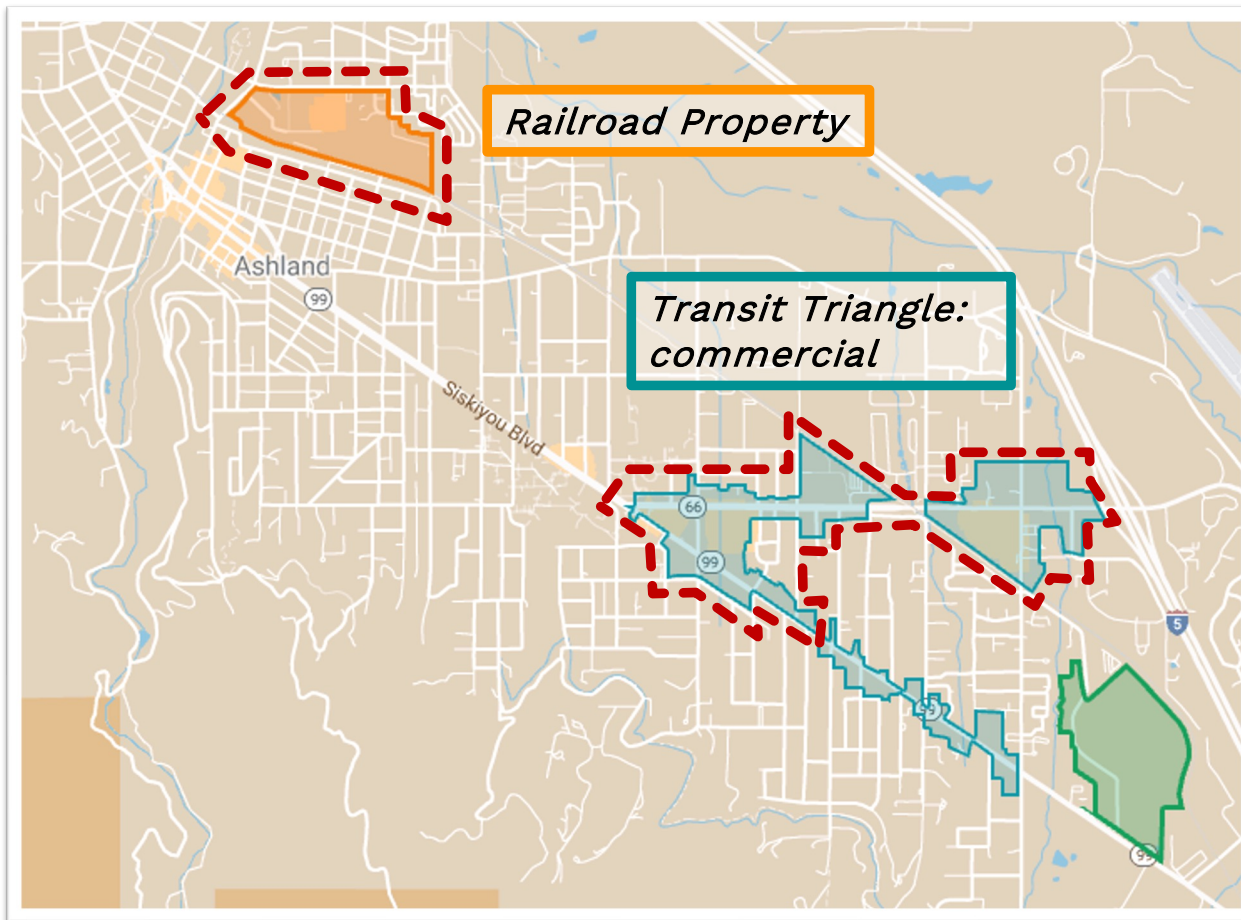
Market Study

Community Engagement



Code Updates & Adoption

PROPOSED CLIMATE FRIENDLY AREAS



Railroad Property:

- Near downtown, existing mix of development, significant gap between existing zoning and potential development, further study height impacts

Commercial portion of Transit Triangle:

- Aligns with intent for area, near SOU, need to update existing overlay, limit changes within residential areas

Downtown and Croman Mill not recommended

ADDITIONAL RECOMMENDATIONS

- Address development goals for **Croman Mill** through master plan process in negotiation with applicant
 - City would have CFA overlay to apply in future as alternative
- **Downtown is largely developed, existing code similar to CFA standards**
 - Limited additional benefit from CFA overlay here, may conflict with Historic District standards and review





PROPOSED IMPLEMENTATION

KEY CFA LAND USE REQUIREMENTS

Allow multifamily residential (with ground-floor mixed-use)

Allow townhouses

Allow commercial, office and civic uses

Allow at least 50-foot building height

Require at least a minimum density of 15 du/ac

Apply no maximum density

IMPLEMENTATION APPROACH

- **Maintain base zones for CFAs**
- **Simplify existing overlays:**
 - Remove existing Transit Triangle Overlay
 - Remove Residential Overlay in Railroad Property
 - Apply Detail Site Review Overlay to full extent of both CFAs
- **Introduce new Climate Friendly Overlay for CFAs:**
 - Supersedes base zone standards for uses, dimensions and density

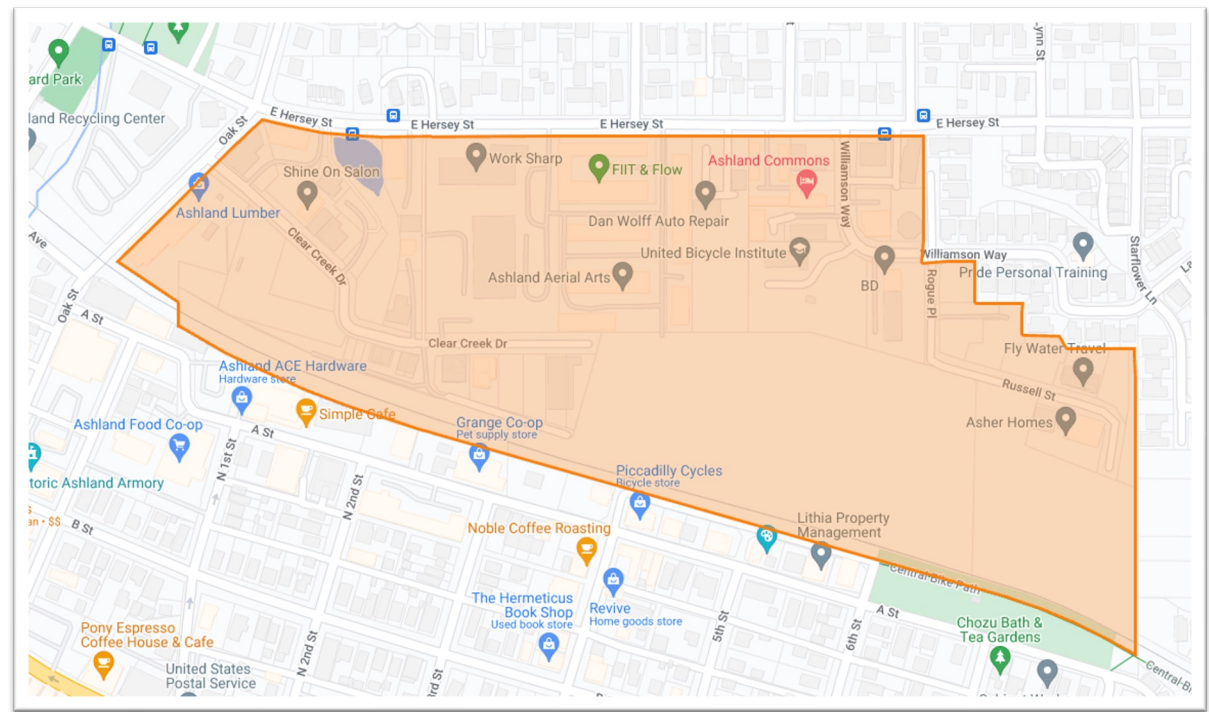
**Map and code
updates
proposed**

RAILROAD PROPERTY CFA

Employment (E-1)
Residential Overlay (R)
Detail Site Review Overlay
(part)



Employment (E-1)
Climate Friendly Overlay
(CF)
Detail Site Review Overlay
(all)

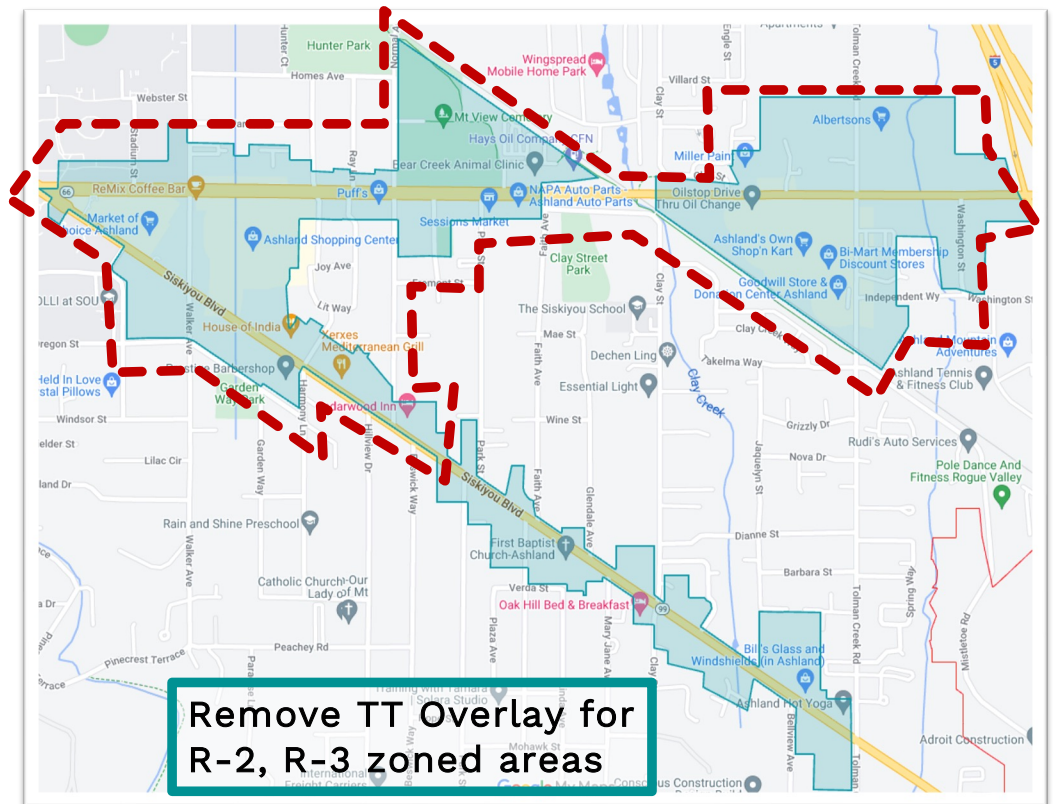


TRANSIT TRIANGLE CFA

Commercial (C-1), E-1
Transit Triangle Overlay (TT)
Pedestrian Places Overlay (part)
Detail Site Review Overlay (part)



C-1, E-1
Climate Friendly Overlay (CF)
Detail Site Review Overlay (all)



CF OVERLAY KEY FEATURES

USES

- Allow attached single-family dwellings, maintain frontage reqs
- Allow multifamily dwellings as mixed-use (except affordable housing)
- Allow retail, restaurants
- Maintain drive-throughs w/existing limitations
- Allow schools, parks
- *Consider limiting auto-oriented & large-scale uses*

DIMENSIONS

- New minimum density:
 - 15 du/ac in E-1
 - 25 du/ac in C-1
 - Exceptions for mixed use, existing structures
- No maximum density
- Minimum 0.5 FAR
- No setbacks, *consider limiting solar setbacks to buildings within 100 feet of residential zone*
- *Consider step-backs for upper stories*
- Increase max height to 50 ft, 60 ft for affordable housing
- Max block length of 350 ft

**Apply Detail
Site Design
Review
standards
Additional
walkable urban
design
standards tbd**

REFINE: EXPAND ALLOWANCES OUTSIDE CFAs

- Remove maximum density in C-1 and E-1 zones **citywide?** (*optional*)
- Companion changes to downtown (C-1-D) zoning for similar CFA-scale development, without CFA designation (*optional*)
 - Permit multifamily dwellings outright without mixed use requirement, at 30 du/ac minimum density
 - Increase max height from 40 ft to 50 ft outright, with option to increase to 60 ft (currently 55 ft) as conditional use
 - Remove maximum density

REFINE: AUTO-ORIENTED & LARGE-SCALE USES IN CFAs

- No changes proposed to ‘Drive-Up Uses,’ already limited
- Consider whether to limit other auto-oriented uses (*optional*)
 - ‘Automotive and Truck Repair, or Service:’ gas station, car wash, tires, repair
 - ‘Automotive Sales and Rental’
- Consider whether to limit large-scale storage uses (*optional*)
 - ‘Self-Service Storage, Commercial’
 - ‘Wholesale Storage and Distribution’
- Consider any changes to industrial and employment uses in E-1 (*optional*)
 - Cabinetry, food product manufacturing, general manufacturing

Consider relationship to broader economic development goals, given that significant portions of E-1, C-1 zones are located within proposed CF Overlay

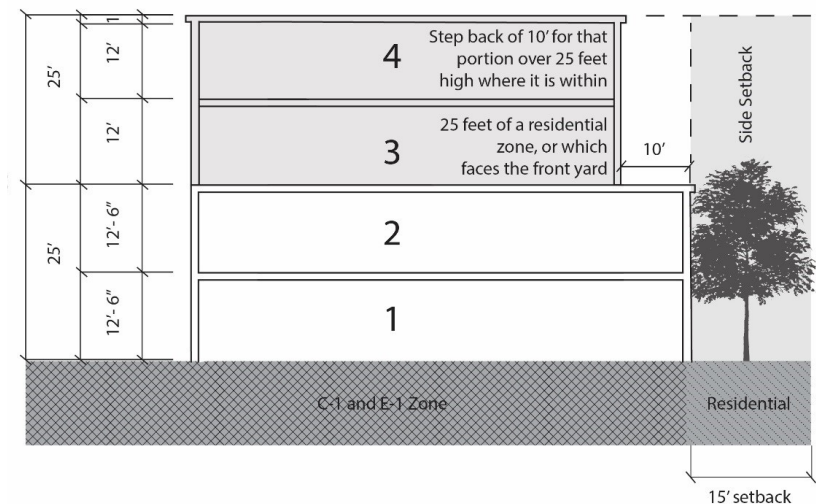
REFINE: TOWNHOUSES IN CFAs

- Townhouses must be permitted in CFAs, subject to standards that will address built form:
 - Proposed **minimum density** of 25 du/ac in C-1 to encourage multifamily or smaller townhouses (1,750-SF lots); 15 du/ac in E-1 would allow 2,900-SF lots
 - Existing **access management** standards:
 - Driveways must be 75-100 ft apart for avenues and boulevards, 24 ft apart for local streets
 - Likely to push alley-loaded townhouses rather than individual street-facing garages and driveways
 - Alley access required to utilize proposed 20-ft **lot frontage** standard, rather than 40 ft
 - *Support for proposed standards?*



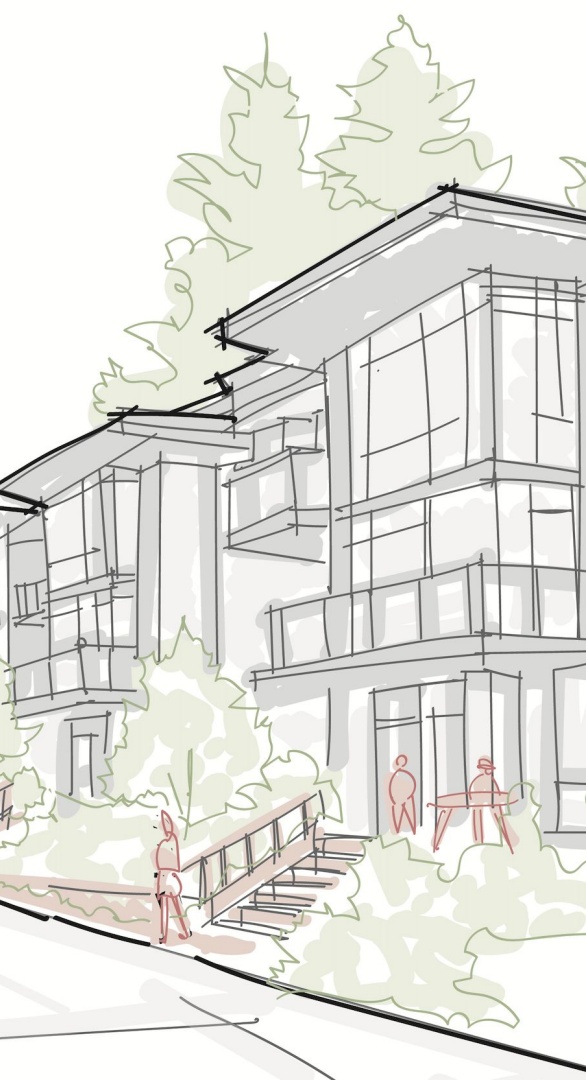
REFINE: SITE & DESIGN STANDARDS IN CFAs

- **Consider whether to limit applicability of solar setbacks within CF Overlay**
 - Proposed: only apply solar setbacks within 100 ft of residential zone
 - Significant setbacks for 50-ft buildings could limit CFA scale
 - Other areas limit solar applicability: Croman Mill, downtown, C-1 zone
- **Consider whether to apply building height step-backs**
 - Consider: Portions of buildings over 25 ft must be stepped back 10 ft from residential
 - Tool from TT Overlay, used to address bulk of large buildings
- **Consider any specific design goals for the CF Overlay, beyond Detail Site Review Overlay and walkable urban design standards**





DISCUSSION & QUESTIONS



Ashland Walkable Design Standards Code Audit

25 January, 2025



AGENDA

1

Introduction + CFEC Overview

5 min

2

Walkable Design Standards

5 min

3

Code Audit Findings + Code Concepts

20 min

4

Planning Commission Discussion

30 min

OUR TEAM



JAMIN KIMMELL

Principal in Charge



PAULINE RUEGG

Project Manager



TARA SORRELLS

Associate

A team of seasoned land use and urban design professionals working on zoning code updates across the State.

Authors and primary staff of the recent DLCD Model Code project.

WHAT IS CFEC?

Land Conservation and Development

Department

Chapter 660

Division 12 TRANSPORTATION PLANNING

660-012-0330 Land Use Requirements

- (1) Cities and counties shall implement plans and land use regulations to support compact, pedestrian-friendly, mixed-use land use development patterns in urban areas. Land use development patterns must support access by people using pedestrian, bicycle, and public transportation networks.
- (2) Cities and counties may allow exemptions to provisions in this rule when conditions on a site or class of sites would make those provisions prohibitively costly or impossible to implement. Cities or counties may adopt land use regulations that provide for exemptions as provided in this section. Any allowed exemption shall advance the purposes of this rule to the extent practical. Conditions that may provide for an exemption include, but are not limited to:
- (a) Topography or natural features;
 - (b) Railroads, highways, or other permanent barriers;
 - (c) Lot or parcel size, orientation, or shape;
 - (d) Available access;
 - (e) Existing or nonconforming development;
 - (f) To provide for accessibility for people with disabilities; or
 - (g) Other site constraints.
- (d) Any pedestrian entrances facing an on-site parking lot must be secondary to primary pedestrian entrances as required in this section. Primary pedestrian entrances for uses open to the public must be open during business hours.
- (e) Large sites must be designed with a connected network of public pedestrian facilities to meet the requirements of this section.
- (f) Development on sites adjacent to a transit stop or station on a priority transit corridor must be oriented to the transit stop or station. The site design must provide a high level of pedestrian connectivity and amenities adjacent to the stop or station. If there is inadequate space in the existing right of way for transit infrastructure, then the infrastructure must be accommodated on site.

A set of state rules seeking to coordinate land use and transportation planning to create healthier and more equitable communities across Oregon.

There are many different aspects of CFEC including parking reform, Transportation System Plans, Climate Friendly Areas, and walkable design.

PROJECT OVERVIEW

OREGON ADMINISTRATIVE RULES

Land Conservation and Development

Department

Chapter 660

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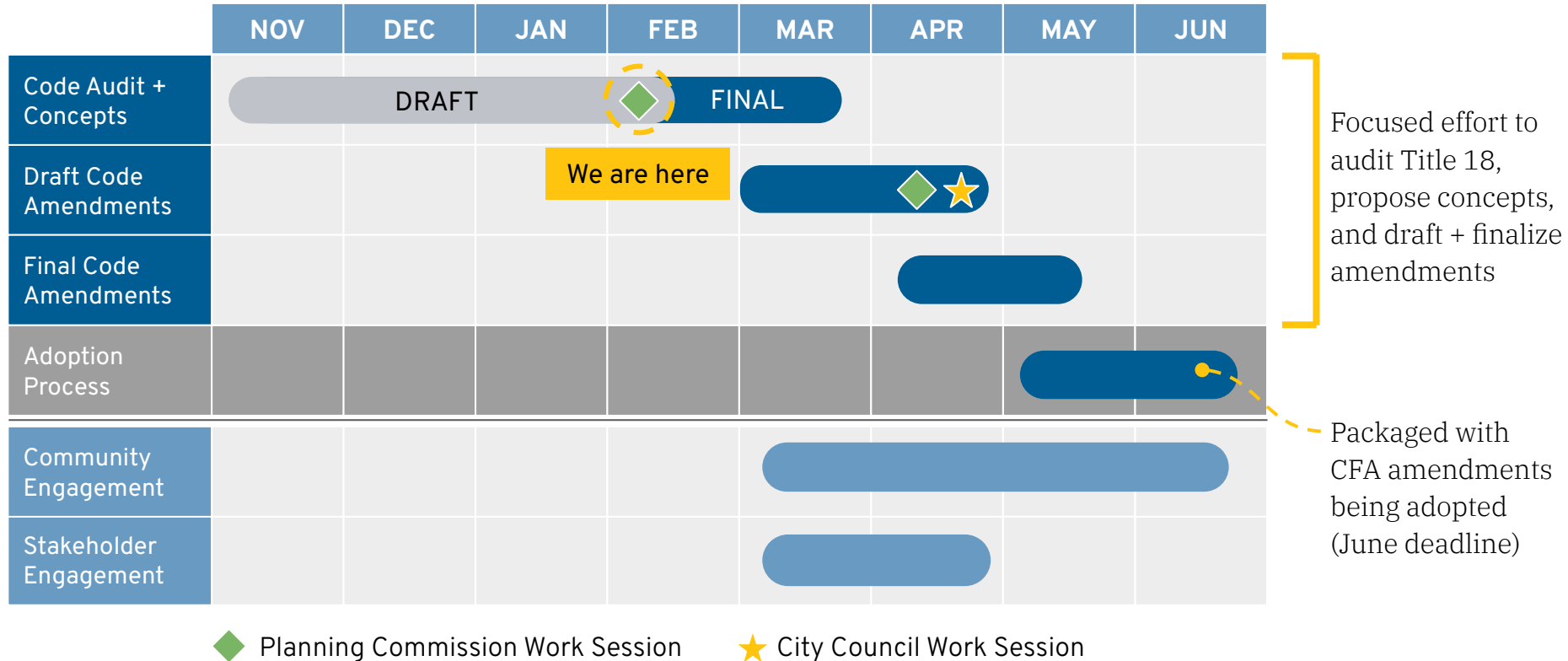
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This project is focused on
Rule 0330 and Rule 0405.

These rules require jurisdictions
to regulate land use to
**“support compact, pedestrian
friendly, mixed-use land use
development patterns”**



PROJECT OVERVIEW



HOW DO THESE RULES APPLY?

RULE 0330 LAND USE REQUIREMENTS

Land Conservation and Development

Department

Chapter 660

Division 12

TRANSPORTATION PLANNING

660-012-0330

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WHO

Applies within Oregon's 8 largest metropolitan areas



HOW DO THESE RULES APPLY?

RULE 0330 LAND USE REQUIREMENTS

Land Conservation and Development

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Chapter 660

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TRANSPORTATION PLANNING

660-012-0330

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WHEN

Land use regulations must be consistent with OARs on or before a major TSP update



Ashland is currently scoping its TSP (2025 - 2027)

HOW DO THESE RULES APPLY?



Private lot

The building and spaces surrounding it on the lot are regulated by the zoning code.

HOW

Walkable Design Standards **only apply to the land use regulations.**

Although land use is highly interrelated with transportation, through this project the City is only addressing the private lot.

Public-Right-of-Way

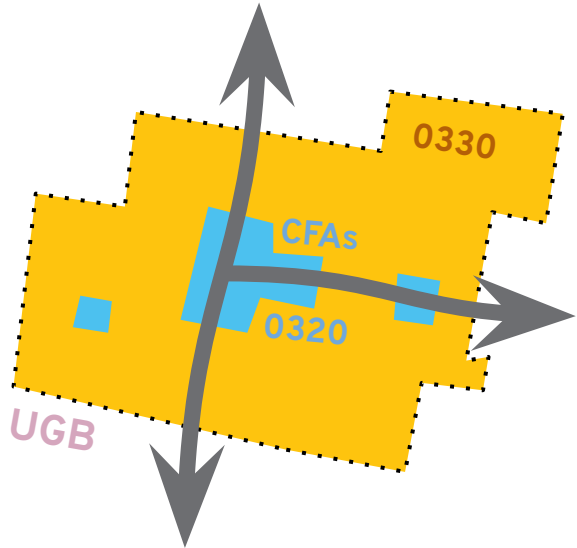
(streets, sidewalks, etc)
regulated by TSP.

HOW DO THESE RULES APPLY?

WHERE

Applies to **entire urban growth boundary**

- all zones, including within CFAs, except areas of industrial and rural-character



Relevant zones include:

- **Commercial Zones** (C-1, C-1-D, E-1)
- **Residential Zones** (R-1, R-1-3.5, R-2, R-3)
- **Special Districts** (Croman Mill, Normal Neighborhood, North Mountain)
- **Overlay Zones** (Downtown, Historic District, Pedestrian Place, Transit Triangle, and Detailed Site Review)

WHAT IS WALKABLE DESIGN?



Building Orientation

Frontages



Compact Development



Access



Parking Lots

Entrances



Transit Orientation

Alleys

WHAT IS WALKABLE DESIGN?

DLCD developed a **Walkable Design Standards Guidebook** and **Model Code** for cities to use as a benchmark for desired outcomes. Ashland's land use regulations should support these outcomes:

- Comfortable, direct, and convenient access for pedestrians, cyclists, and transit riders equitably provided throughout areas; and reduced reliance on the automobile.
- Neighborhoods that are comfortable for families (people young and old), inclusive, sociable, and offer safe, direct connections to surrounding destinations.
- Mixed-use districts that orient activity and entrances to pedestrian realm (sidewalks); and are designed for climate resilience and better health outcomes.

WHAT ARE OARS TRYING TO ACHIEVE?

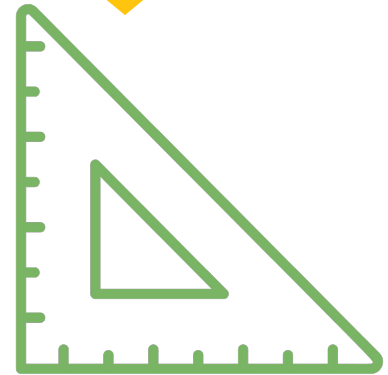
“support compact, pedestrian friendly, mixed-use land use development patterns”

MODEL CODE OVERVIEW

A comprehensive resource to support local implementation of required site design and connectivity code standards.

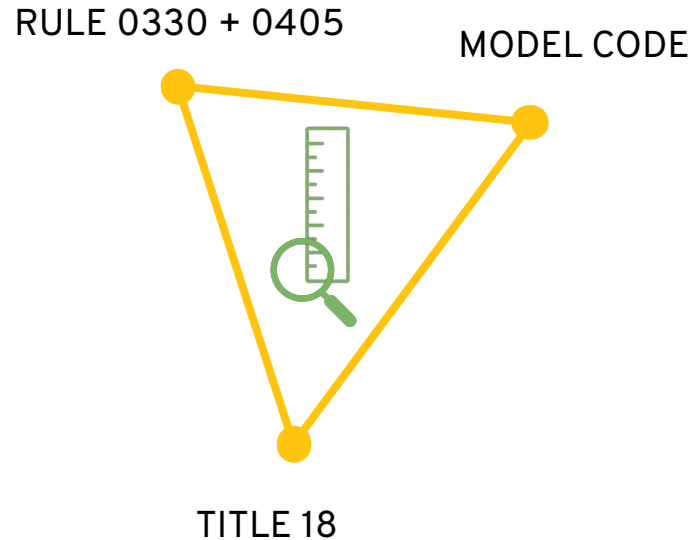
- Represents the essential elements of the OARs.
- Translates the rules into specific design standards that seek achieve more walkable and transit-oriented development patterns.
- Reflects best practice approaches and industry standards.
- Clear and objective standards for both residential and non-residential uses.
- **The Model Code represents one way to be consistent with the OARs, but it is not the only way.**

A benchmark for comparing existing local land use regulations for consistency with OARS



MODEL CODE

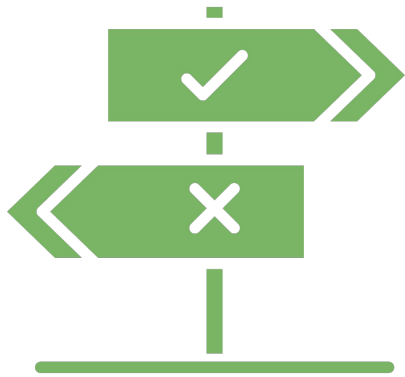
CODE AUDIT



Through this project, the City is reviewing land use regulations (Title 18) for consistency with the **OARs** and the **Model Code** to determine if existing standards need to be amended to comply with state rules.

For every section of the code deemed not consistent, we proposed concepts.

CODE CONCEPTS



If a standard in Title 18 is **not consistent with Rule 0330/0405**, then the City **must update** the standard.

If a standard in Title 18 is **not consistent with the Model Code**, then the City **may choose to update** the standard.

The City has flexibility in how to improve consistency by amending land use regulations - specifically design standards. **Code Concepts** represent options for the City to consider.

How could Ashland update its design standards to better achieve walkable outcomes consistent with rule 0330?

CODE AUDIT FINDINGS



Generally Ashland is not only consistent with the OARs but goes above and beyond the Model Code in regulating walkable design outcomes. For example:

- Require buildings to orient to the street and provide design elements that encourage pedestrian activity.
- Encourage use of alleys.
- Discourage and regulate drive-through uses.
- Require streets to connect at larger network scale and regulate street design through cross-sections.

CODE AUDIT CONCEPTS

“MUST HAVE”

INCONSISTENT
WITH OARS

Design standards in residential zones in Title 18 are inconsistent with the OARs:

- **Do not** limit the width of garages as a proportion of overall building façade.
- **Do not** require garages to be setback from the front of the building façade.
- **Do not** require single-detached or duplex homes to have entrances that are facing or oriented to the street.

GARAGE WIDTH + SETBACK



CITY DOES



- Currently do not limit the width of garages, except in North Mountain District
- Do require garage to be setback 20 feet to allowed a parked car in front with no overhang



CITY COULD



- Limit garage to 50% or less of the width of the façade to reduce visual prominence of garages
- Require garages to be setback from parts of building with living area (porches, enclosed space, etc.)

BUILDING ORIENTATION + ENTRANCES



→ Design standards for single-detached/duplex uses do not require an entry that is located and oriented to the street.



→ Require all residential building types to have entries that face the street, are at a 45 degree angle, or open onto a porch of a certain size.

CODE CONCEPTS

“NICE TO HAVE”

INCONSISTENT WITH MODEL CODE

There are many opportunities across Title 18 to make standards more clear and objective and coordinate amendments with TSP updates related to the street network.

Here are key concepts for Planning Commission input:

- Could apply more pedestrian oriented design standards to **residential uses subject to Basic Site Review standards**
- With **residential uses on ground floor** anticipated to be permitted more widely in CFAs, the City could apply more design standards specific to this condition.
- Enhance design standards for ground floor of non-residential uses in **Detailed Site Overlay** to improve pedestrian experience

CODE CONCEPTS

BASIC SITE DESIGN STANDARDS

Section **18.4.2.030** applies basic site design standards to residential uses.

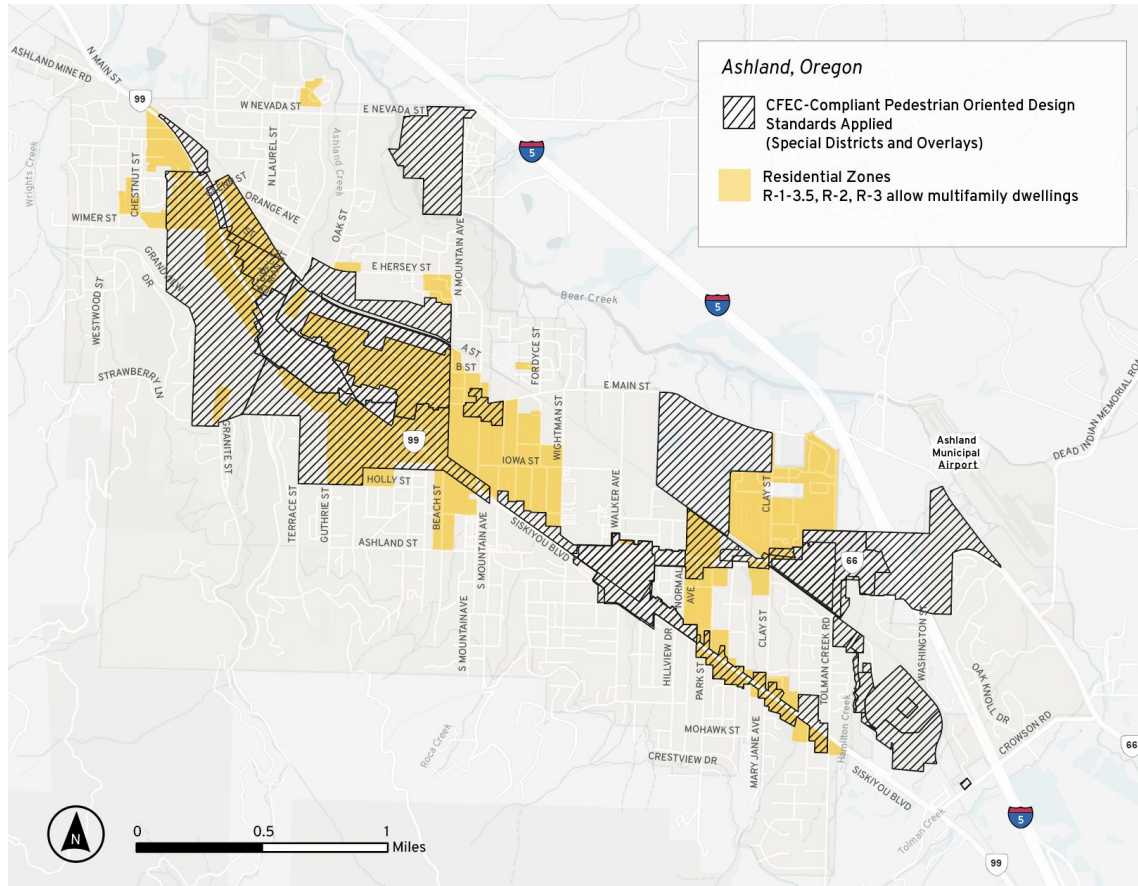
- Crime prevention/defensible space
- Building orientation
- Parking prohibited in front of building
- Building materials
- Streetscape
- Common/private open space

Apply more pedestrian oriented standards to residential uses outside the Detailed Site Overlay ???

DETAILED SITE REVIEW OVERLAY

Section **18.4.2.040** applies detailed site design standards to all uses in the Overlay.

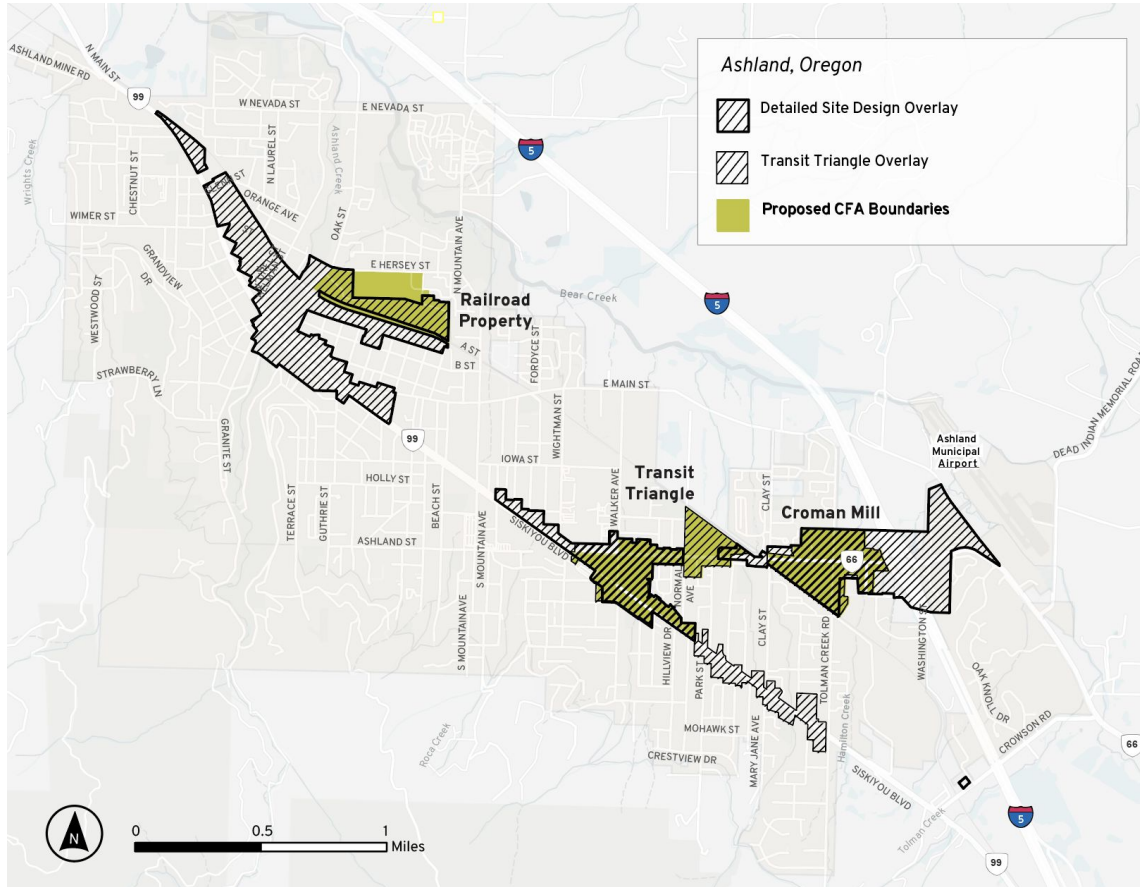
- Building orientation
- Maximum setback/amenity space
- Parking prohibited in front of building
- Building materials/articulation
- Streetscape/buffering
- Common/private open space
- Weather protection
- Transparency



Are there residential zones where multi-family dwellings* are permitted where it would make sense to require additional pedestrian oriented standards as part of Basic Site Design review?

- Transparency
- Transition to ground floor residential units

*Multi-family dwellings subject to site design review includes 3 + units on a lot and attached common wall dwellings (townhomes/condos)



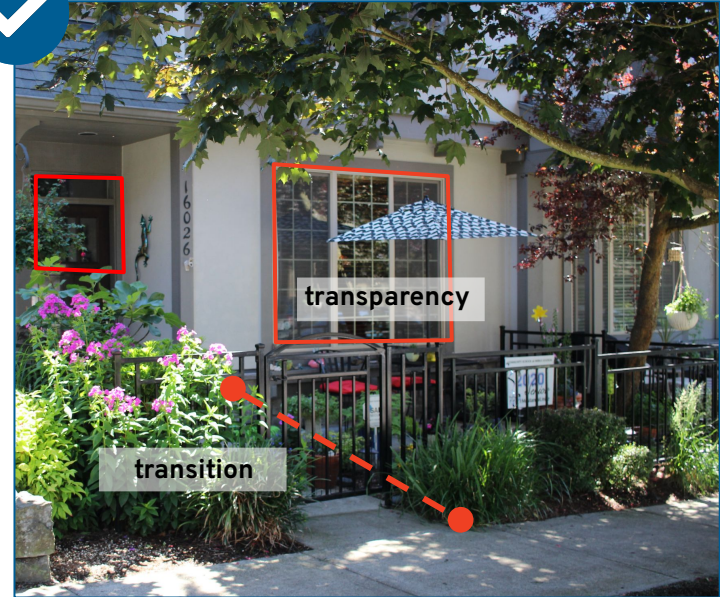
CFA amendments will permit residential-only development. Would it make sense to update Detailed Site Design standards to address key aspects of ground floor residential units located close to the public right of way?

- Transparency
- Transition to ground floor residential units

GROUND FLOOR DESIGN (RESIDENTIAL)



- Buildings must be oriented to the street and connected via walkways
- Street trees must be provided



- 15-25% of ground floor transparent (windows)
- Must be setback 5 ft and provide at least 2 design elements to make clear transition from public to private realm



Existing detailed site design standards for non-residential development cover many, but not all aspects, of pedestrian oriented design.

Would it make sense to apply additional clear and objective design standards to non-residential development in the Detailed Site Overlay. Standards would focus on the functional use by pedestrians.

- Increased transparency
- Weather protection

TRANSPARENCY (NON-RESIDENTIAL)



→ Any wall within 30 feet of a street, plaza, or public/common open space must have at least 20% of wall area be transparent



→ Require higher percentage of transparency for the ground floor to promote more sense of interaction and activation

WEATHER PROTECTION (NON-RESIDENTIAL)



→ Buildings must incorporate arcades, roofs, alcoves, porticoes and awnings to protect pedestrians from rain and sun



→ Require weather protection along a percentage of the ground floor façade of a certain depth to support use of sidewalk in all weather conditions

DISCUSSION QUESTIONS

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- What questions do you have about the CFEC rules and model code?
- Are there any code concepts that you have major concerns about?
- What issues related to walkable design are a high priority for you?