



# Development Frontage Standards for Commercial/Multifamily Areas: Preliminary Considerations

*For Planning Commission Review/Discussion - November 12, 2010*

MAKERS suggests that the City consider a form-based approach to zoning/design standard provisions that provide unique standards based on the type of street properties in commercial and mixed-use zones front onto. Rather than the typical one-size-fits-all zoning approach, this approach recognizes that all streets are not the same. It allows the City to craft provisions that can more effectively reinforce desired development patterns within a community. This document identifies tools and preliminary suggestions guide the design of development frontages in commercial and multifamily areas. Regulating Maps that include street type designations and corresponding standards are the primary tools that can be used.

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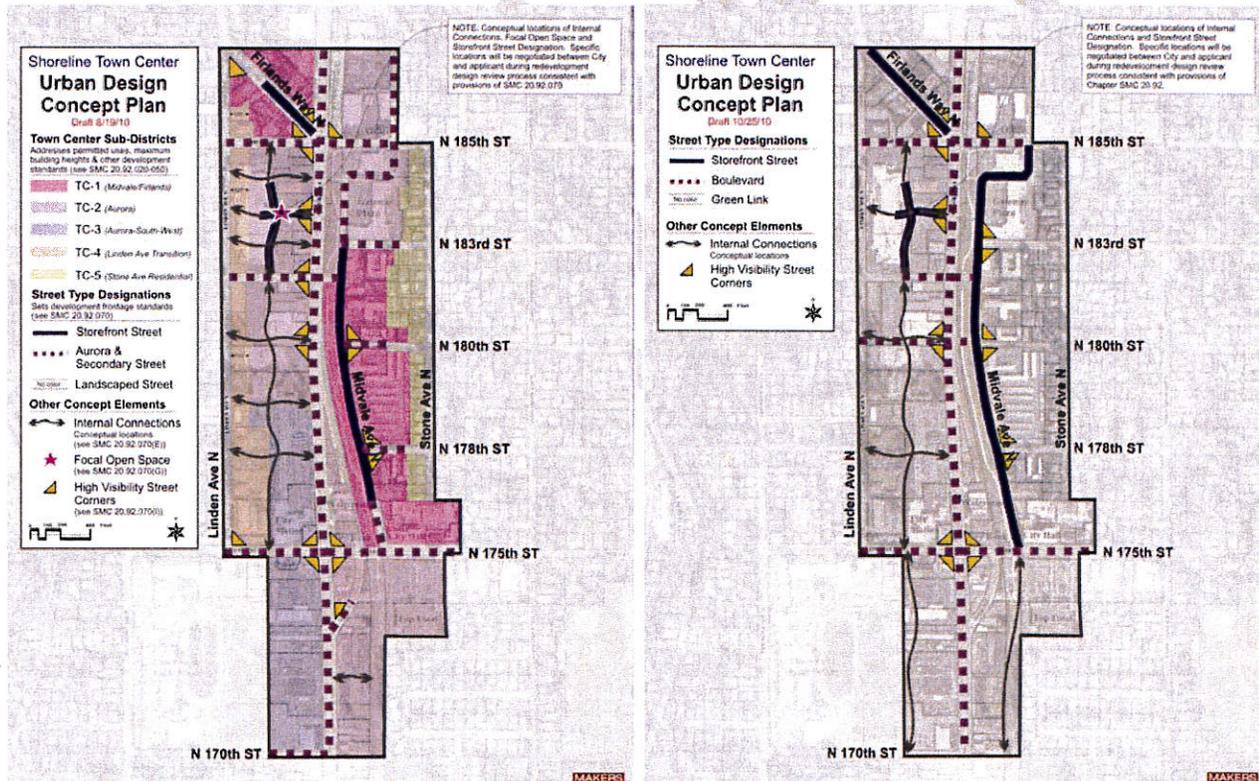
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# 1. What's a Regulating Map?

Regulating maps are like zoning maps, but include additional provisions that relate to the design of development frontages. Typical regulating map components include:

- 1) **Zoning/land use districts.** Since current zoning district boundaries are set and not intended to be part of this project (except for perhaps zone combinations), the proposed regulating maps for Ellensburg may not include zoning – except for background reference.
- 2) **Street type designation** (see Chapter 2 on the following pages). These refer to types of streets that have the same development frontage standards. Frontage standards typically address building and parking lot locations, facade transparency and orientation, and weather protection.
- 3) **Special corner sites and/or gateway sites** that warrant special design treatment. For example, there may be design standards and/or design options for development on corner lots.
- 4) **Required or encouraged internal connections for trails.** For large sites, the maps may include provisions requiring future auto and/or pedestrian connectivity in conjunction with development.

## Example Regulating Maps:



The example on the left includes zoning/land use districts, whereas the right example does not. Note the street type designations, internal connections, and high visibility street corner designations. The example on the left includes a focal open space designation – which would refer to specific regulations. Note that there are differences between the two maps. This shows an example of how a draft regulatory map can evolve through the planning stage.



## Where Areas do Regulating Maps Cover?

Like zoning maps, they can cover entire cities OR they can cover particular zoning districts or simply one specific part of the City. For Ellensburg, we suggest that they cover commercial and multifamily zones (see Chapter 3 for preliminary suggestions).

## What do Regulating Maps “Regulate”?

They typically focus on development frontages such as:

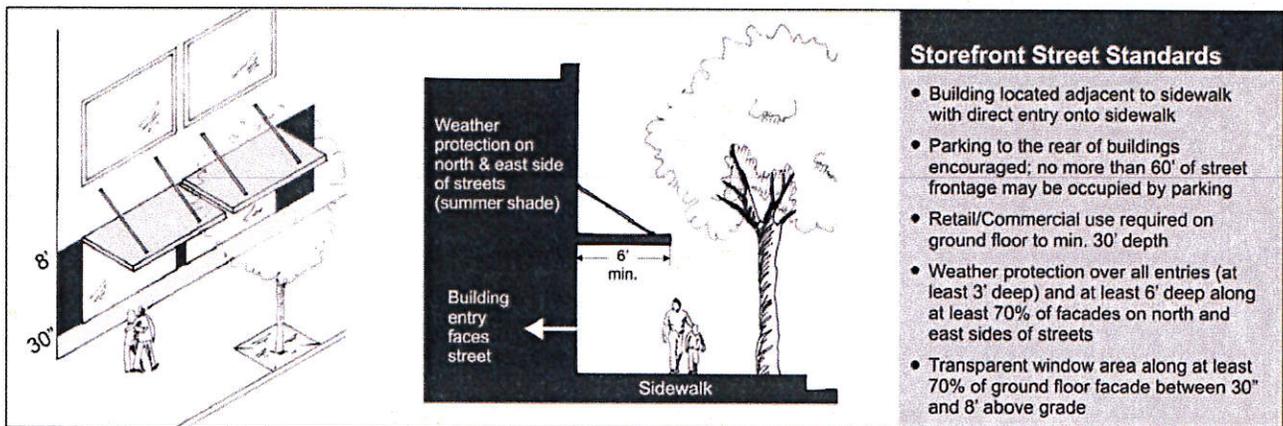
- Building location. This may include minimum and maximum setbacks along different types of streets.
- Parking/vehicular access location. Standards may dictate where surface and structured parking lots and driveways may be located on the lot, depending upon the type of street the property is located on.
- Ground floor uses along street frontages. There’s an opportunity to be more specific about permitted ground floor uses on particular types of streets. For example, residential and/or office uses might be prohibited on portions of a “Main Street”.
- Minimum and/or maximum building height. Maximum building height is most often based on the type of zone. However, there’s an opportunity to fine tune height limits based on the street and/or block. Likewise, many communities have instituted “minimum” building heights in core areas.
- Building entry location. This can differ based on the type of street a property is located on.
- Façade transparency. This can differ based on the type of street a property is located on.
- Weather protection. This can differ based on the type of street a property is located on.

## 2. Street Type Designations – Preliminary Suggestions for Ellensburg

We usually suggest three basic street type designations as a starting point: Storefront Streets, Secondary Streets, and Landscaped Streets. Additional designations are possible depending on the type(s) of frontages that are desired on particular streets. Below are some descriptions along with a few questions/discussion items. Note that it is possible to modify the standards for various street types depending on the zoning district properties are located within.

### Storefront Streets.

These are streets where storefront buildings are placed up to the sidewalk edge. Example standards:

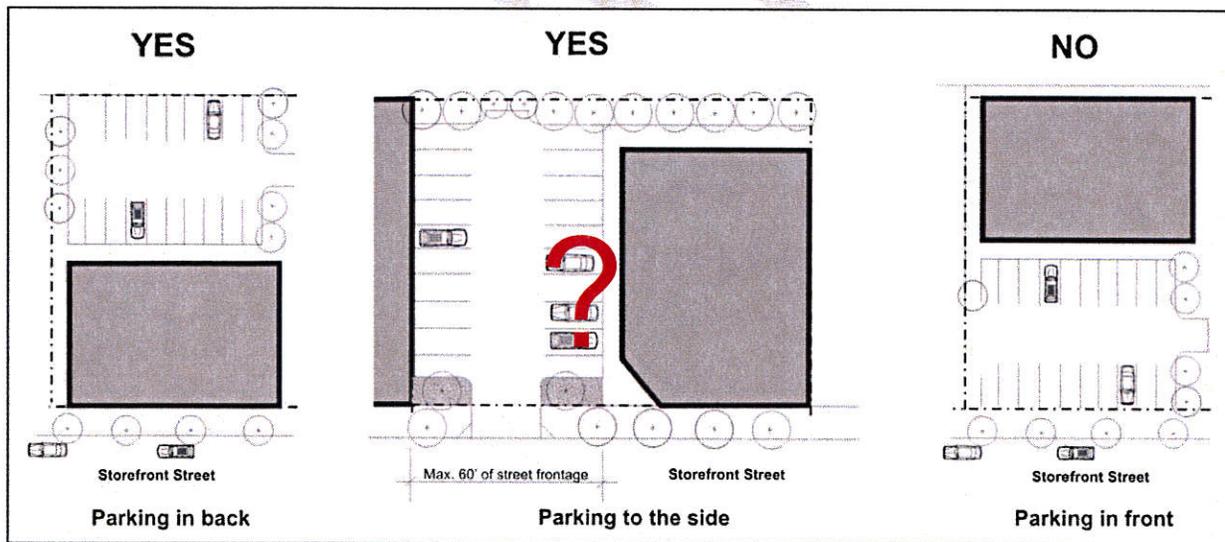


### Components/Discussion:

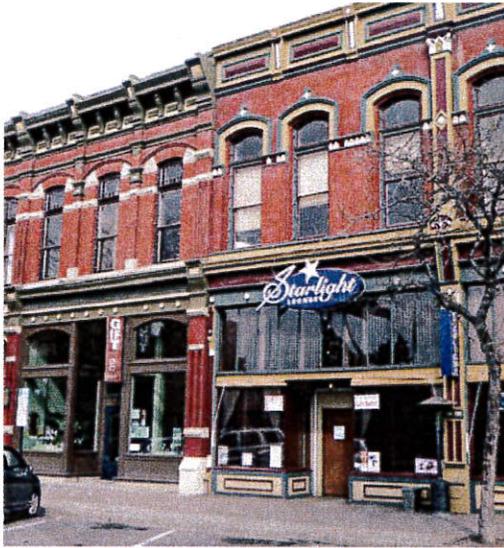
- Setbacks: Buildings shall be located adjacent to the sidewalk. Setbacks will be allowed only where sidewalks are widened or the space between the sidewalk and building is pedestrian plaza space (this will be defined).
- Parking location/vehicular access. For Ellensburg, I'd suggest either not allowing new parking or driveways at all along Storefront Streets – OR allow no more than 60' of frontage to the side of a storefront. Keep in mind that if the more strict approach is chosen – code could allow for *departures* (see below for description). While the code may not require parking, the developers (and/or financiers) may want or even require some parking to better ensure viable business.
- Ground floor use. Suggest requiring ground floor commercial uses (current zoning allows ground floor residential). Some communities also prohibit office uses on these types of streets, as office uses tend to attract far less pedestrian activity than retail or café's/restaurants.
- Weather protection – if and where required? It appears to be more of a shade than rain issue in Ellensburg. Many of the older brick buildings don't have awnings or marquees, though most have recessed entries. We suggest that weather protection over all primary entries (at least 3' deep) be required, at a minimum. Otherwise, consider whether or not they should be required on particular sides of the street (in Ellensburg case, perhaps only on the north and east sides of the street?).
- Weather protection – how big and how much? Where it's required beyond just entries, we usually suggest somewhere between 60-80% of the building frontage and at least 6' in width. Whereas 100% requires a continuous canopy, the 60-80% numbers allow for breaks in coverage and more architectural variety.

- Storefront windows – how much and where? Similar to weather protection coverage, we usually suggest a minimum percentage of 60-80%. The lower end allows more flexibility – but you also may end up with less window coverage. It’s hard to find truly pedestrian-friendly streets storefront streets where the transparencies are lower than 60%. In terms of height, the 30” to 8’ range is a good place to start. 30” is about consistent with current patterns downtown. Some standards start at 2’, but more expensive tempered glass is often required within 30” of the ground. Also – some standards extend the requirement up to 10’, which is certainly desirable – but reduces some flexibility.
- Departures. It’s a good idea to include departure opportunities into *some or all* of the provisions above. The concept is that alternative designs may be considered provided the applicant can successfully demonstrate how the proposal meets intent of the standards (good intent statements are thus needed). The City’s existing design review process allows for a good venue to review such departures. We’ll want to include some good/bad examples of departures in the code to aid reviewers and applicants.

Example: A large site fronting on three streets (one Storefront and two Secondary Streets) seeks a departure to parking lot location along one of the Secondary Street frontages. By locating the parking lot along one of the Secondary Street frontages, the applicant can emphasize storefronts on the other streets. The applicant has proposed to include some landscaping and a decorative low wall between the sidewalk and the parking area (beyond minimum requirements) to help mitigate the visual impact of the parking area on the pedestrian environment).



Preliminary suggested parking location standards for designated Storefront Streets.



*Current storefront examples. Note the large storefront windows and recessed entries in the left image. In the right image, note the relatively tall height of the single story building. The height helps to add a sense of enclosure to the street – giving it a more comfortable pedestrian-friendly character than if it were lower. Setting a minimum height on storefront streets that matches the height of this building should be considered.*



*Frontages you probably do not want to see on Storefront Streets.*

## Secondary Streets.

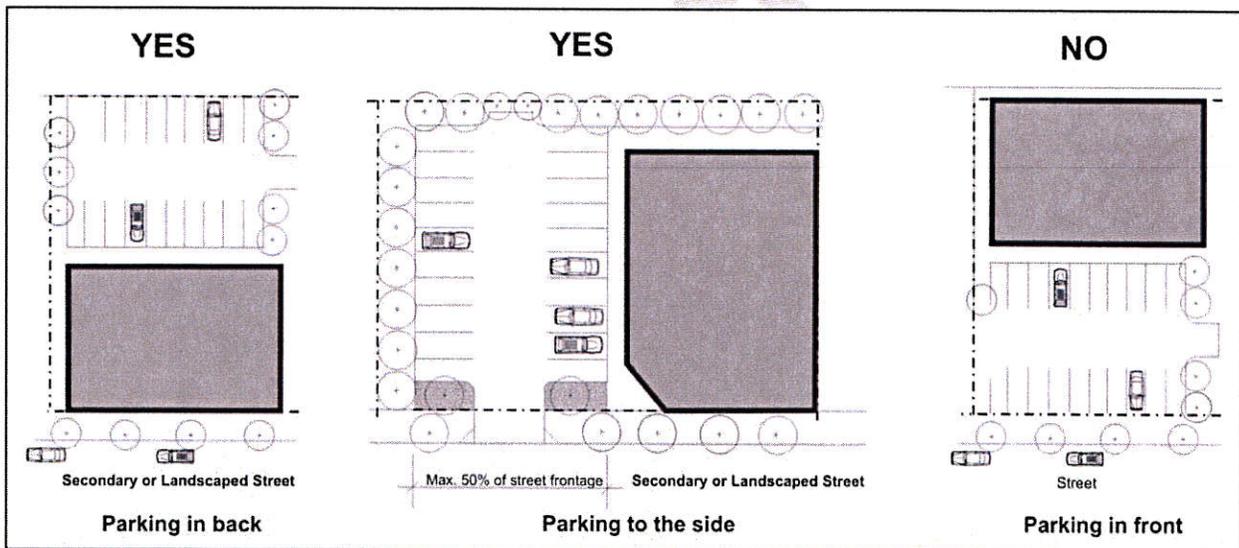
These are streets where there's an option to have a storefront (see above for sample standards) or a landscaped setback (see example standards for a landscaped front yard below).

|   |  |  |  |
|---|--|--|--|
| STOREFRONT (A)<br>OR<br>LANDSCAPED FRONTAGE (B) |  |  | <h3>Secondary Street Standards</h3> <ul style="list-style-type: none"> <li>• Choice of Storefront (A) or Landscaped Frontage (B)</li> </ul> <p><b>(A) STOREFRONT</b></p> <ul style="list-style-type: none"> <li>• Building located adjacent to sidewalk with direct entry onto sidewalk</li> <li>• Retail/Commercial use required on ground floor to min. 30' depth</li> <li>• Weather protection over all entries (at least 3' deep) and at least 6' deep along at least 70% of facades on north and east sides of streets</li> <li>• Transparent window area along at least 70% of ground floor facade between 30" and 8' above grade</li> </ul> <p><b>(B) LANDSCAPED FRONTAGE</b></p> <ul style="list-style-type: none"> <li>• 10' minimum building setbacks</li> <li>• At least one building entry is visible from the sidewalk</li> <li>• Weather protection at least 3' deep over all entries</li> <li>• Transparent windows/doors shall occupy at least 15% of facade</li> </ul> <p><b>PARKING LOCATION</b></p> <ul style="list-style-type: none"> <li>• No more than 50% of street frontage may be occupied by parking for either type of frontage used</li> </ul> |
|   |  |  |  |

### Components/Discussion:

- Storefront standards. See storefront discussion on previous page.
- Minimum setback (for landscaped frontages). We suggest a modest 10' minimum setback, perhaps with an opportunity for departures for reduced setbacks that meet the design intent. Note that weather protection elements and eaves should be allowed to project into the setback (by 3' minimum and up to 6 feet for porches).
- Parking and vehicular access location (for both frontage types). Depending upon location, zoning district, and/or community objectives, this can vary from no parking along frontages to no restrictions at all (relatively common in light industrial areas). As a base standard for Ellensburg's consideration for the CC zone, we'd suggest starting with a 50% requirement, but allow departures. With the 50% rule, no more than one-half the street frontage can be occupied by parking and driveways. Buildings and/or open space would occupy at least 50% of the frontage. Perhaps the standard for Secondary Streets in other zones varies. The standard should depend on the objectives and what's perceived as workable given the context and market.

- Entry (for landscaped frontages). Careful consideration is needed here – as the context for these street designations is likely to vary considerably. The example above requires that at least one building entry be visible from the sidewalk. This allows a lot of flexibility. On the other side of the spectrum, some standards may require all individual building entries to front onto the street. While this is certainly desirable, it’s going to be more challenging in the auto-oriented areas outside of downtown – particularly if parking is to the rear of the buildings and there’s no on-street parking. If this approach is used – we’d suggest pairing it with a departure opportunity and provide good and bad examples.
- Minimum transparency (for landscaped frontages). The 15% rule stated above is a good place to start. It covers the entire façade and thus allows a lot of flexibility. 15% is small enough to provide flexibility (and privacy for residential uses) in the design, but large enough that it adds visual interest to the street and allows for a fair amount of visibility between building users and the street for safety.



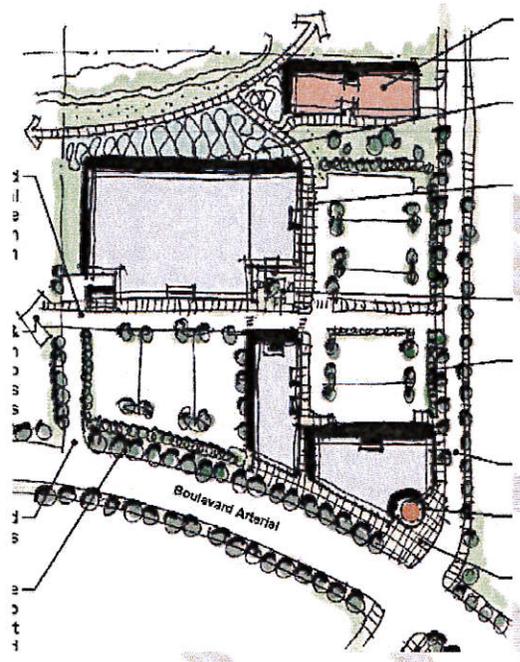
*Preliminary suggested parking location standards for designated Secondary Streets.*



*Portions of University Way and the northern portion of Canyon Road are prime Secondary Street types – note the current combination of both storefronts and landscaped setbacks. Both could benefit visually with more buildings closer to the street, fewer blank walls, and more landscaping. These features will reduce the prominence of signs (which is a whole other issue).*



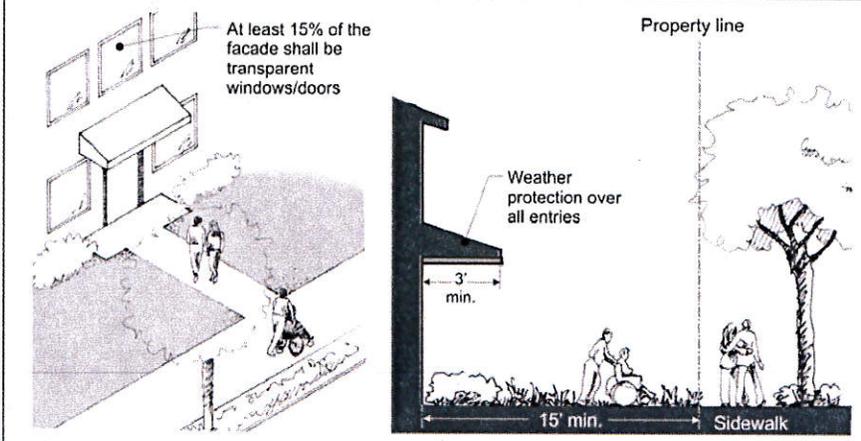
*Some type of Secondary Street designation (or a completely separate designation) might be appropriate for these industrial/light industrial/CC2 properties. Since CC2 properties are transitioning towards commercial and away from industrial – frontage standards will be perhaps more important there than in the designated Industrial zones.*



*An example of a development meeting the max 50% parking rule along frontages for the Boulevard Arterial. However, it's questionable if the side street would meet the requirement (if so, it's a good candidate for a departure).*

### Landscaped Streets.

This is where some type of landscaping setback is required. This usually works well in areas that already have the landscaped setback character and where the community would like to see that retained. There may also be a desire for some arterial commercial corridors or light industrial areas to retain and/or emphasize landscaped setbacks.



At least 15% of the facade shall be transparent windows/doors

Property line

Weather protection over all entries

3' min.

15' min.

Sidewalk

#### Landscaped Street Standards

- 15' minimum building setbacks
- No more than 50% of street frontage may be occupied by parking or vehicular access
- At least one building entry is visible from the sidewalk
- Weather protection at least 3' deep over all entries
- Transparent windows/doors shall occupy at least 15% of facade

#### Components/Discussion:

- Parking and vehicular access location. Just like Secondary Streets, the parking location requirements for Landscaped Streets can vary depending on current and desired context. Again, the 50% rule may be a good place to start – considering that many designated Landscaped Streets may be older single family areas that are transitioning into office/commercial uses. Allowing large parking lots along the street can substantially change the character of these areas. But allowing parking to the side of buildings allows for some flexibility – while placing limits to parking’s visual impact on the streetscape. Again, consider allowing departures.



*Prime examples of a Landscaped Street.*

### Other Street Type Designations.

For some communities, we've designated a variety of "Gateway" type streets. These are often high traffic and thus highly visible arterials – where there's a desire to both improve the visual appearance and perhaps enhance opportunities for pedestrian access. Such streets may have special landscaping requirements – such as a type and number of trees along the frontage. Parking could be addressed any number of ways: By %, depth of parking lot (max number of aisles between street and building for instance), or complete flexibility provided landscaped buffers or other pedestrian features are included. *Perhaps Canyon Road and portions of University Way warrant their own unique designations?*

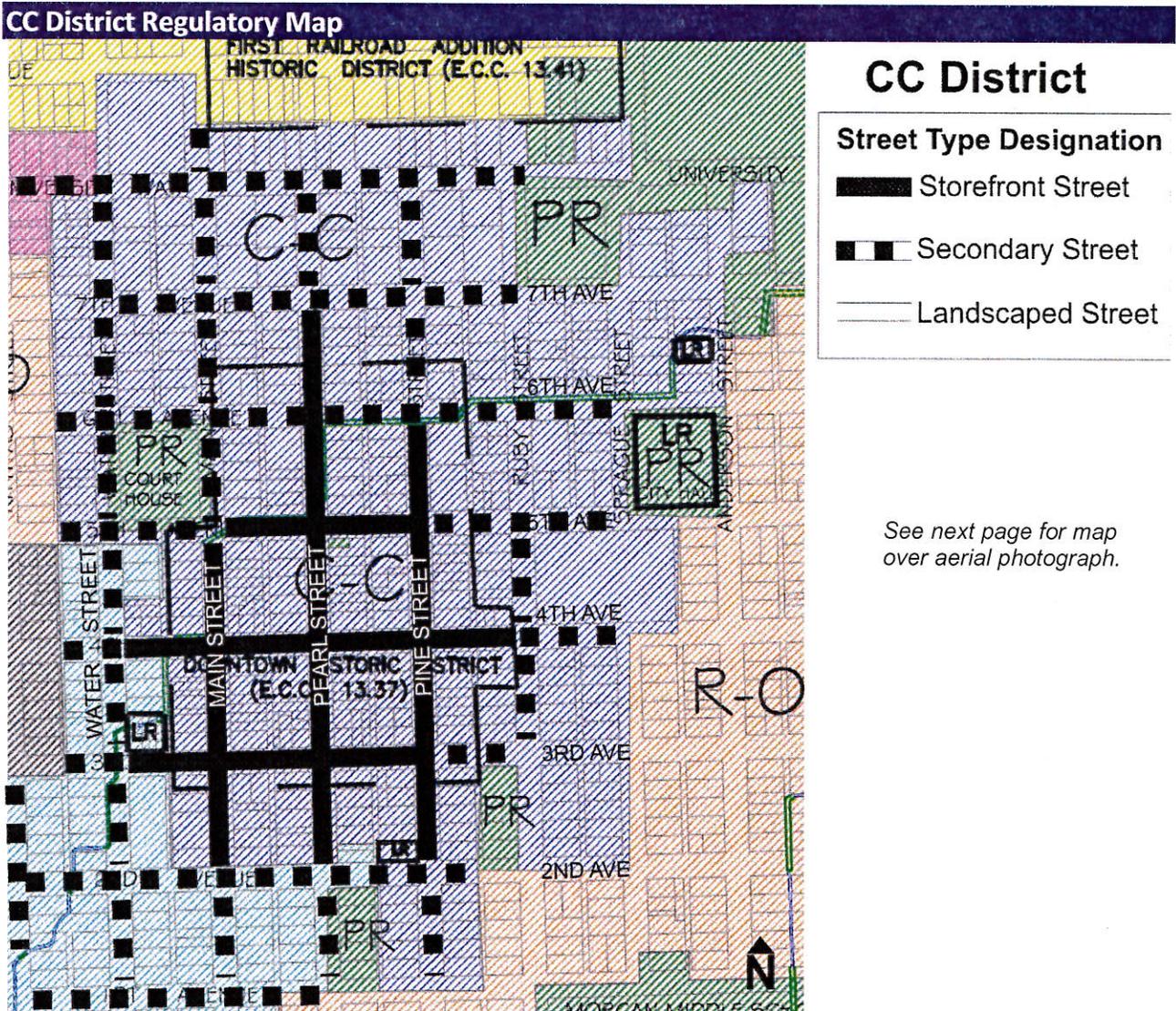


*Perhaps this portion of Canyon Road warrants its own unique designation? While it's likely that this corridor will remain an auto dominated corridor into the future, this is nearly always the first impression visitors have of Ellensburg, so visual appearance is important. Note the presence of many buildings closer to the roadway helps the visual appearance. I'd suggest building on the positive elements here and require that parking be located to the side or rear of buildings, but not in front. With that rule, maybe there's no need for a maximum % of parking along frontages. Given the context – perhaps allow drive-through lanes to exist between the street and building provided there's a minimum amount of landscaping and the façade meets transparency/design requirements. Also – landscaping – particularly trees, would certainly help along the frontages.*



*There's a complex of new buildings along Dolarway Road. Like this example, most include a big landscaped setback, one aisle of parking between the street and building, and walkways connecting the sidewalk to the building. In this situation – the layout allows the buildings to orient towards the lake in the back, which is understandable. But generally – is this layout desirable in some zones (such as Light Industrial?) or streets? A couple considerations: Perhaps consider more trees along frontage and/or provisions that encourage or require drought tolerant landscaping?*

### 3. Preliminary Regulatory Map Suggestions



See next page for map over aerial photograph.

**Discussion:**

- Review/refine Storefront Street designations. These designations were based on current predominate conditions – but perhaps there’s a desire to allow more flexibility on some outlying blocks OR there may be a desire to extend storefront pattern on particular blocks in the future?
- Are Landscaped Street designations OK? Again – they’re based on predominate current conditions. But perhaps the community’s long term vision varies from this on some blocks? In particular, look at Ruby, 2<sup>nd</sup>, and 3<sup>rd</sup>.
- Secondary Streets. Review designations on Water and in outlying areas. The concept is to allow greater flexibility on these blocks. Water Street is a notable example.



- Street corners – Should all buildings on street corners have special features that articulate these highly visible corners? Perhaps only street corners along designated Storefront Streets? Perhaps there are only a few special corners that warrant such treatments and can be called out on these regulatory maps? Or, perhaps corner treatments should only be encouraged and not required?

**CC District Regulatory Map – With Aerial**



**CC District**

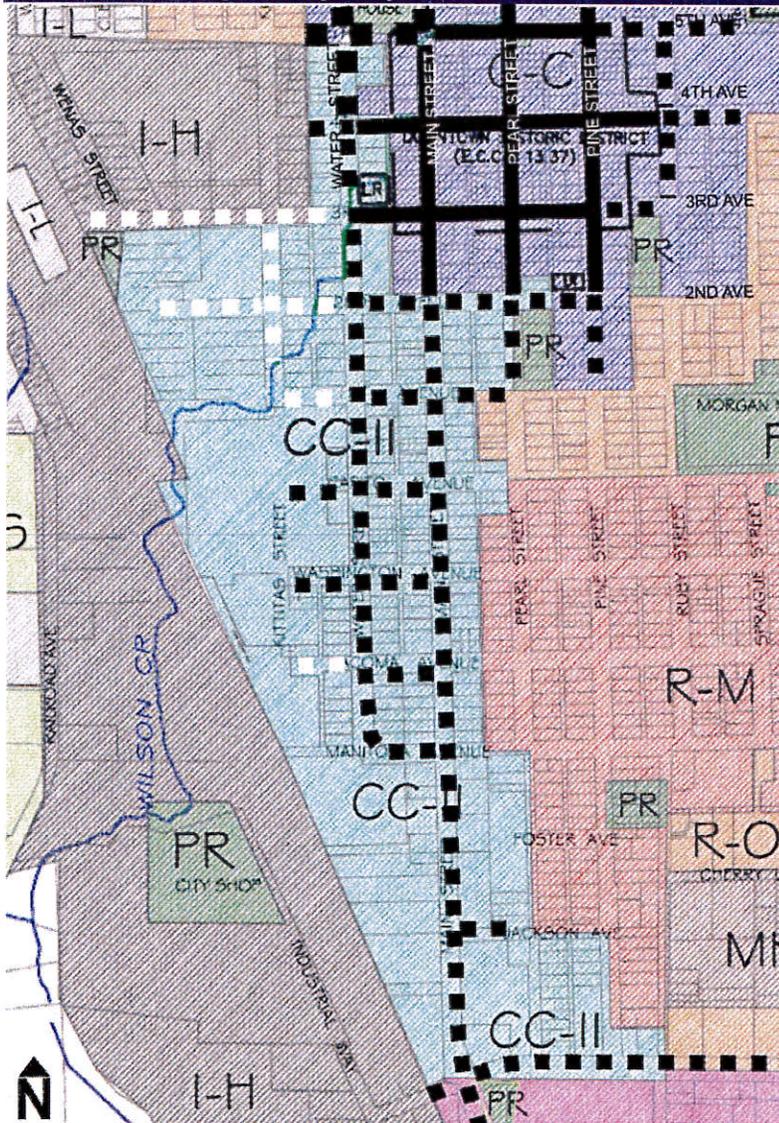
**Street Type Designation**

 Storefront Street

 Secondary Street

 Landscaped Street

**CC-2 District Regulatory Map**



**CC-2 District**

**Street Type Designation**

-  Storefront Street
-  Secondary Street - 1
-  Secondary Street - 2
-  Landscaped Street

*See next page for map over aerial photograph.*

**Discussion:**

- The Secondary Street designation is suggested to provide the most flexibility to frontages. However, the provisions regulating the location of parking lots along the street might be different depending on the context and visibility of the area. Thus, we've suggested two tiers of Secondary Streets:
- Secondary Street – 1: Would limit parking and vehicular access along frontages to 50% max. I'd recommend a departure opportunity to be included with this. Such designations above are generally on the more well-traveled corridors and areas where there's an established pattern.
- Secondary Street – 2: Would not regulate parking lot location – except that landscaping buffers would be needed between sidewalks and parking areas. These areas are less visible and characterized more as industrial in character.



- Street corners and/or gateway sites – Like in the CC zone – are there special street corners and/or gateway sites that warrant unique site/building design treatments? If so, where and what types of treatments?

### CC-2 District Regulatory Map – With Aerial



## CC-2 District

### Street Type Designation

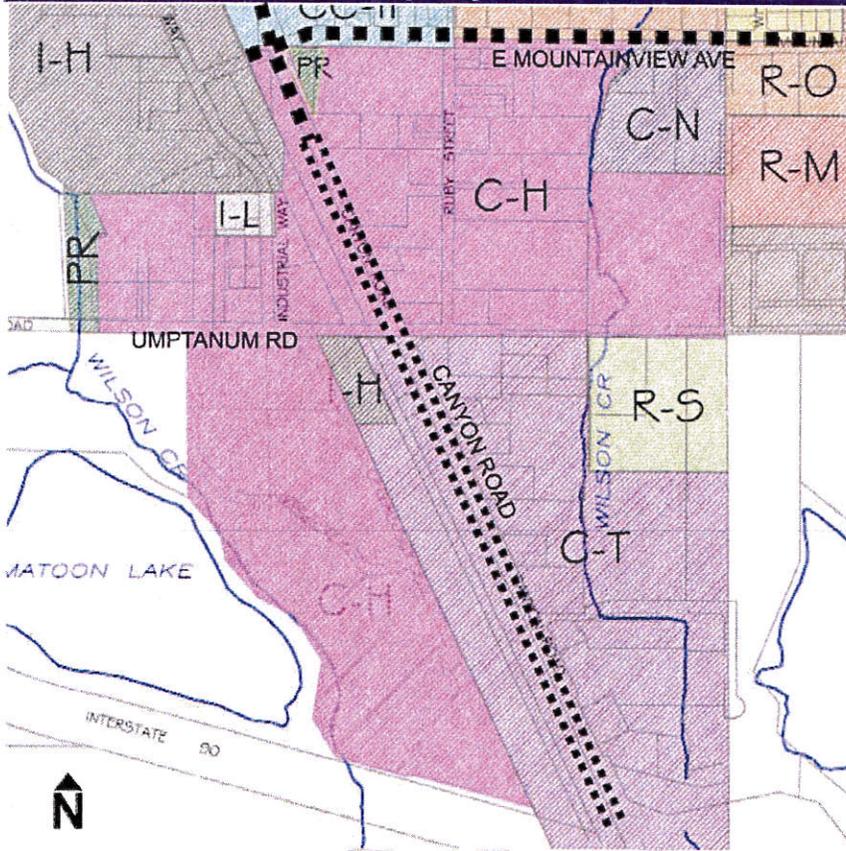
 Storefront Street

 Secondary Street - 1

 Secondary Street - 2

 Landscaped Street

### Canyon Road Area Regulatory Map



### Canyon Road

| Street Type Designation   |                   |
|---|-------------------|
|  | Storefront Street |
|  | Secondary Street  |
|  | Gateway Corridor  |
|  | Landscaped Street |

**Discussion:**

- A separate “Gateway Corridor” designation might be considered for Canyon Road. Some possible standards:
  - Setbacks: 15’ minimum landscaped setbacks. (consider requiring some trees along frontages)
  - Parking & vehicular access location: Side or rear of buildings. No % max frontage requirement, however.
  - Pedestrian entry: At least one pedestrian entry visible from the street.
  - Transparency: Minimum 15% of the façade.
- Secondary Street designation – suggest same standards as for CC and CC-2 districts.
- Landscaped Street designation - We’d consider not regulating parking location on some or all of these streets – though Umptanum Road, east of Canyon Road, may develop in the future and a more pedestrian-friendly context would be desirable. If there’s a desire to differentiate standards – consider adding a “Landscape Street – 2” designation and specify the differences.



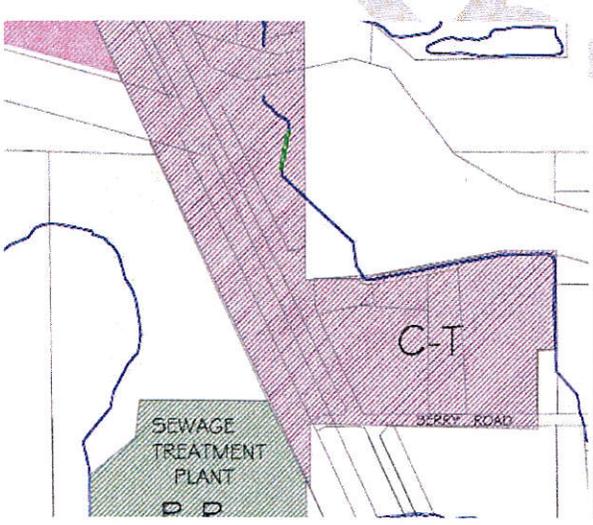
Canyon Road Area Regulatory Map – With Aerial



Canyon Road

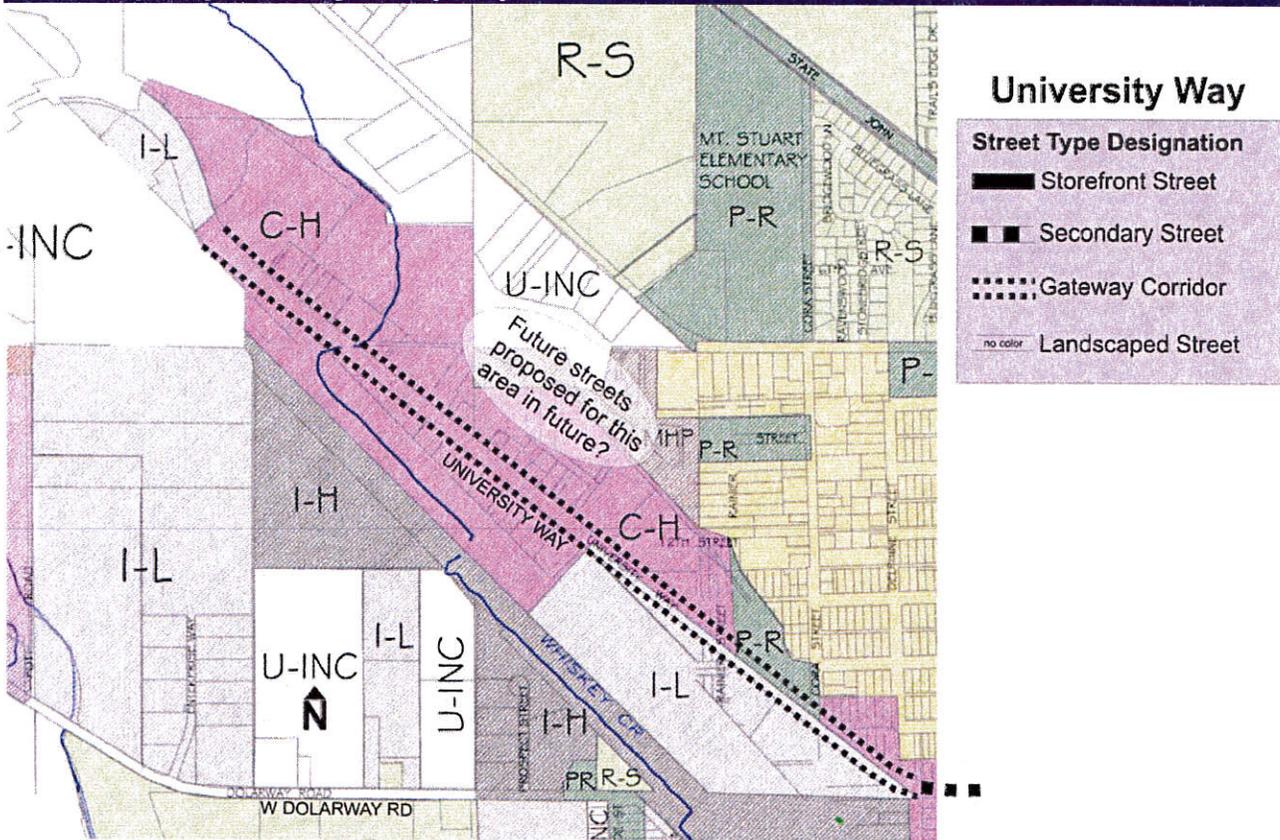
**Street Type Designation**

-  Storefront Street
-  Secondary Street
-  Gateway Corridor
-  Landscaped Street



NOTE: The portion of Canyon Road south of I-90 will also need to be addressed. It's function as a truck stop and its more limited through traffic warrant more flexibility than Canyon Road north of I-90.

### University Way Area Regulatory Map



**Discussion:**

- A separate “Gateway Corridor” designation might be considered for University Way – perhaps similar to Canyon Road. Some possible standards:
  - Setbacks: 15’ minimum landscaped setbacks. (consider requiring some trees along frontages)
  - Parking & vehicular access location: Side or rear of buildings. No % max frontage requirement, however.
  - Pedestrian entry: At least one pedestrian entry visible from the street.
  - Transparency: Minimum 15% of the façade.
- Whereas University Way is the only designated street on the map above, there appears to be a few small short streets, as well as an opportunity for future internal streets, both north and south of University Way. We’ll need to think of the appropriate designation for the existing streets. Regarding future streets, they’ll need to be designated in conjunction with street planning and development efforts.
- Note that the Comprehensive Plan describes University Way through this area as a “Heritage Corridor” with interesting and authentic examples of early automobile travel era architecture. Perhaps the design standards seek to preserve these elements and build upon desirable elements. Landscaped setbacks would likely support rather than detract from the heritage elements.

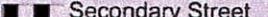
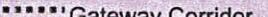


### University Way Area Regulatory Map – With Aerial



### University Way

#### Street Type Designation

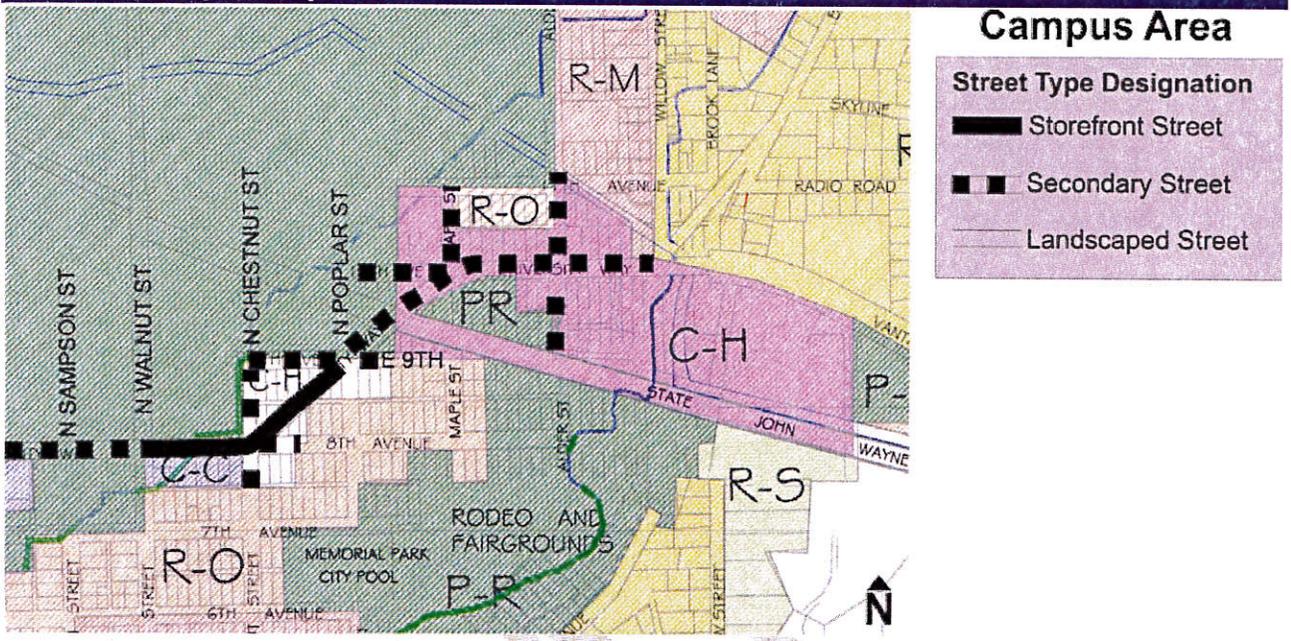
-  Storefront Street
-  Secondary Street
-  Gateway Corridor
-  Landscaped Street

DRAFT





**University Way – Campus Area**



**Discussion:**

- A secondary street designation for much of the University Way corridor next to the campus seems obvious. But there appears to be an opportunity to create a core mixed-use village next to campus between Walnut and Poplar Streets and/or further to the east (perhaps at Alder by the DQ). *STAFF: Have there been plans in the past for creating a similar pedestrian-oriented type of village here (if so, what was the concept, boundaries?). Ultimately – involvement of the University and core property owners will be essential in conjunction with any Storefront Street designation. It will be important to see what the Campus' plans are for these areas bordering or near University Way.*
- Note that the Comprehensive Plan describes University Way through this area as a “Heritage Corridor” with interesting examples of early automobile travel era architecture.
- Are there any other City/public plans that may impact/affect any street designations in this area (such as the PR site right in the middle of the map above)?
- A transition to the Landscape Street designation was included above due to the adjacent Single Family zoning along the north side of the street.



Possible Storefront Street designation???



University Way looking east at Maple



University Way/Brick Road

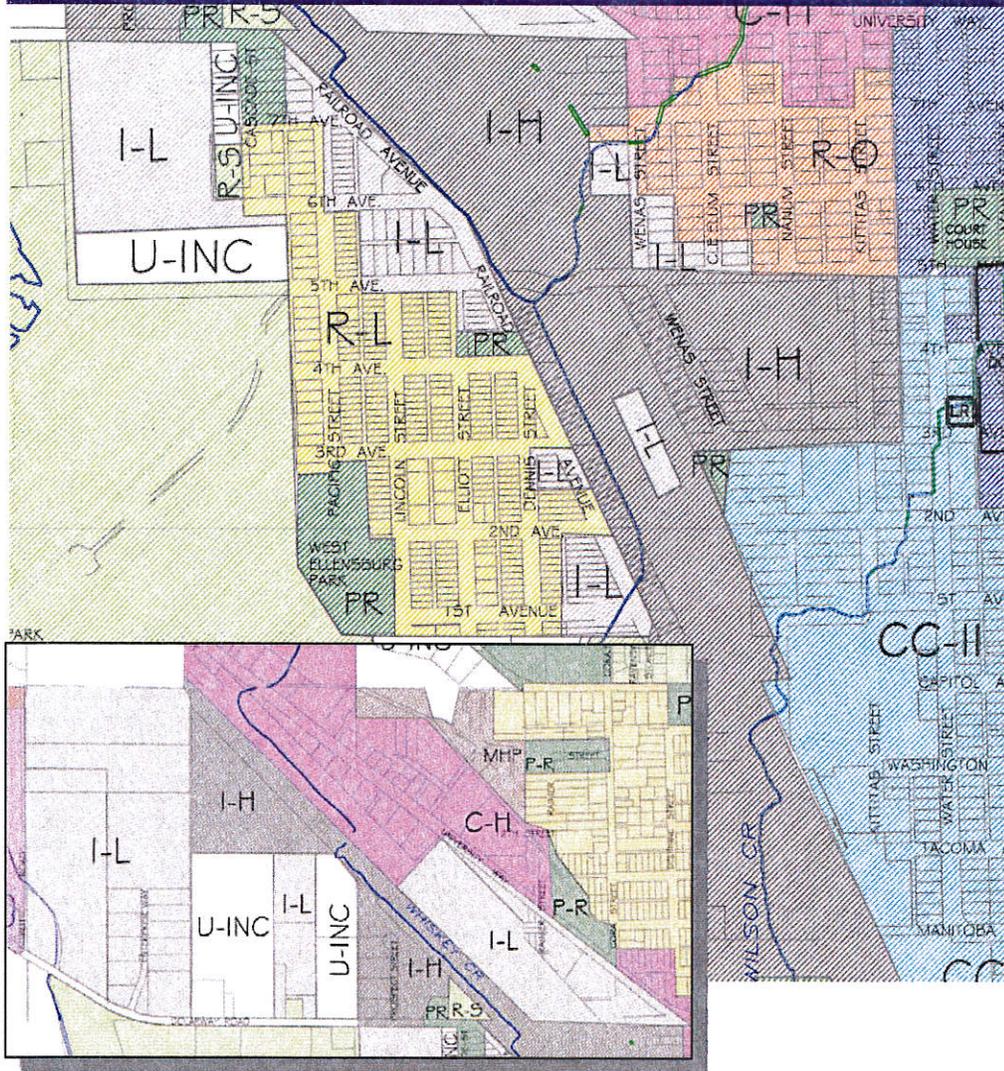
### University Way – Campus Area with Aerial



### Campus Area

| Street Type Designation   |                   |
|---|-------------------|
|    | Storefront Street |
|   | Secondary Street  |
|  | Landscaped Street |

## Industrial Areas

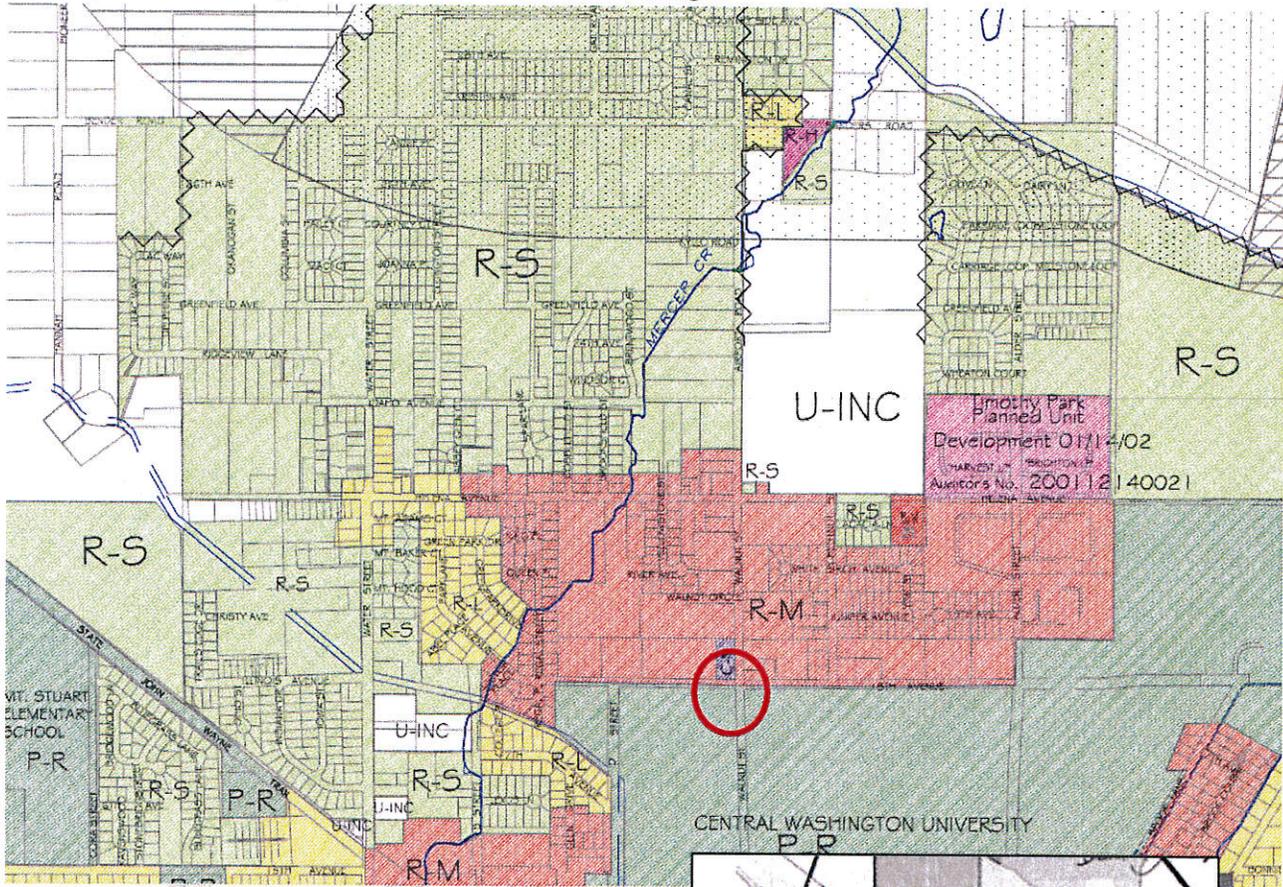


### Discussion:

- Industrial areas typically warrant **less design regulation** than other areas due to the nature of the uses involved, but these areas do warrant a discussion of the long objectives for these areas. And light industrial areas are different than heavy industrial. The differences are even more important if light industrial zones are opened up to more office development.
- Per the **Comprehensive Plan** - A Dolarway Road Overlay District was referenced as a possibility - to help make sure that development along the corridor is consistent with its industrial intensification while still compatible with existing residential land uses in West Ellensburg.
- The Comprehensive Plan also identifies the desire to create an **office/business park zone** (possibly per current light industrial zoned lands) complete with design standards. Though this becomes a larger zoning area – for those business park type areas, what is the vision – in terms of buildings, parking areas, landscaping, and pedestrian access?

## Future Commercial/Mixed-Use Areas

Currently, there is only one parcel north of downtown zoned for commercial use (C-N, at the corner of Walnut and 18<sup>th</sup>). The Comprehensive Plan, however, references the desire to create new urban satellite villages within the neighborhoods away from downtown and the interchanges.



### Discussion:

- Consider the Secondary Street designation for the C-N zoned property at Walnut and 18<sup>th</sup> (in the event the site redevelops in the future).
- No other commercial areas are officially designated on the zoning map or Comprehensive Plan (though Village Commercial Overlays faintly show up in the presentation sketch shown as Figure 4.7).
- Streets in future commercial areas will need to be designated (street types) in the future. Policy direction point to Secondary or Storefront Street designations to better allow the creation of pedestrian-oriented villages rather than automobile dominated strip malls.

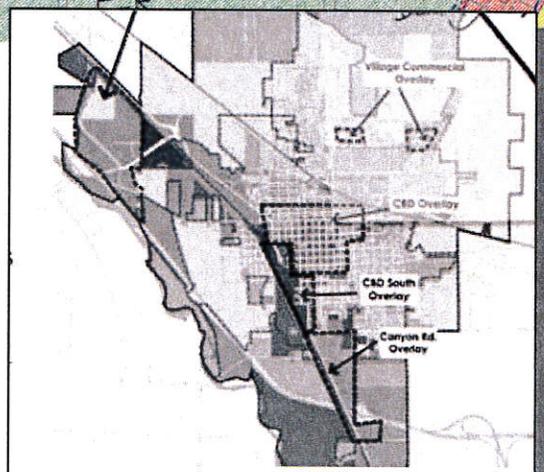


Figure 4.7 – Portion of presentation sketch