AGENDA ITEM: 8-B

STAFF REPORT
SAN CLEMENTE PLANNING COMMISSION

Date: June 3, 2015

PLANNER: Jim Hare, Planning Consultant

SUBJECT: **GENERAL PLAN AMENDMENT 15-049: AMENDMENTS TO THE CENTENNIAL GENERAL PLAN THAT ADDRESS CLEANUPS, MAKES CLARIFICATIONS AND MAKE SERVER CITY COUNCIL DIRECTED LAND USE CHANGES**

ZONING AMENDMENTS 14-456: AMENDMENTS TO THE ZONING MAP OF THE CITY OF SAN CLEMENTE AND TO AMEND THE SAN CLEMENTE MUNICIPAL CODE AT CHAPTER 17.36 [COMMERCIAL ZONES], CHAPTER 17.40 [MIXED USE ZONES], CHAPTER 17.88 [DEFINITIONS] AND SECTION 17.24.110.B [MEASUREMENT OF HEIGHT]

INTRODUCTION

At the direction of the City Council, staff has prepared amendments to the Centennial General Plan [CGP] and implementing zoning ordinance changes. The City Council sought these measures to be expedited ahead of other CGP/Zoning consistency work program elements due to opportunities and development proposals in these zone categories.

Due to an unavoidable scheduling problem, staff is unprepared to move forward with a Planning Commission action recommendation at this meeting, and asks that this matter be continued. Staff does, however, seek additional Planning Commission discussion and consideration of proposed amendments to the MU 3.2 zone and asks that this agenda item be used as the opportunity for that discussion.

Staff recommends that the Planning Commission,

1. Open the public hearing, hear a brief staff review of the MU 3.2 zone issues, take public testimony, and provide additional discussion and consideration of proposed amendments to the MU 3.2 zone; and,

2. Continue the public hearing on the entirety of the subject General Plan and Zoning Amendment matters of this agenda item to a date certain.

BACKGROUND

As a first step in the CGP implementation, the City Council directed staff to update the Zoning Ordinance for consistency with the General Plan. Further the Council directed staff to

expedite Zoning Amendments related to areas of town where current and potential development applications are being considered. Amendments are needed in these areas to move forward with development applications. On February 3, 2015 the City Council directed staff to make refinements to the General Plan land uses, including modifying the height in the MU 3.2 land use from 45 feet to a two story scale off El Camino Real. On April 22, 2015, the Planning Commission conducted a noticed public hearing on General Plan Amendment 15-049 and Zoning Amendments 14-456. At that meeting, various quorums of the Planning Commission considered a series of proposed actions and provided 'straw vote' direction to staff.

Among these actions were direction on the General Plan and Zoning provisions related to the use and development criteria – particularly those related to height – within the MU 3.2 zone. In the map description tables used by the Planning Commission in its process of providing direction to staff, these actions were listed as Map Key #29 for the General Plan Amendments [Map Attachment 1] and Map Key #25 for the Zoning Amendments.

The following pertinent background paragraph from the April 22, 2015 agenda report for the zone change characterized the proposal at that time:

> *In order to fulfill the pending amendments, include in the development standards table for the MU 3.2 zone a separate standard limiting the highest building plate and roof to 30'-0" and 35"-0', respectively, above the center point of the El Camino Real property line. Further, limit actual stories on the forward 25'-0" of lots by restricting the number of floor area planes above street level.*

The results of this action would be reflected in the insertion of three amendments into the Municipal Code, the development standards table of the MU 3.2 zone [Table 17.40.040]; and a definition and measurement method for Height Limit to Plate Line within Section 17.24.110.B.2. These two insertions would appear as follows:

Table 17.40.040:

MU 3.2 Development Standards	
Standard	**MU 3.2 Zone Requirement**
Lot Area, Minimum	6,000 Square Feet
Lot Width, Minimum	60'-0"
Residential Density, Maximum	Maximum of one dwelling unit per 1,800 square feet of net lot area or one dwelling unit per 4,500 of gross area, whichever is less.
Front Setback, Minimum	0'-0"
Interior Side Setback, Minimum	0'-0"
Street Side Setback, Minimum	0'-0"
Rear Setback Minimum	0'-0"

Lot Coverage, Maximum	100 percent of lot area
Commercial/Mixed Use Floor Area Ratio, Maximum	Commercial projects: 1.00; Mixed use projects: 1.50.
Height Limitation, General	A maximum plate height of 37'-0" and a maximum Top of Roof height of 45'-0"
Height Limitation, El Camino Real Frontage	The measurement of plate height set forth in Section 17.24.110.B.2. [Height Limit to Plate Line] notwithstanding, in order to limit development facing El Camino Real to two-story massing the following shall be applied in addition to the General Height Limitation: Using as datum the elevation of the midpoint of the front lot line [i.e.- the El Camino Real Frontage], no plate line shall exceed a height of 30'-0" above datum, nor shall a top of roof exceed a height of 35'-0" above datum.
Story Limitation, El Camino Real Frontage	In order to limit development facing El Camino Real to two actual stories above street level, the following additional standard shall be applied: Using the same datum determined in the application of the foregoing "Height Limitation, El Camino Real Frontage", on the portion of a lot or lots between the front property line and a parallel line 25'-0" rearward of the front property line, at no point within a building or portion thereof may a vertical line drawn upward from a plane 2'-0" above datum elevation intersect more than one plane comprising floor area applicable to the calculation of Floor Area Ratio.

Section 17.24.110.B.2:

"Plate Line is defined as the top of the highest horizontal framing member or solid wall of a building or structure or part thereof, upon which roof beams or ceiling rafters rest. Features excluded from measurement under this definition shall include gable ends, sloping roofs, parapet walls and other vertical extensions which are normally controlled by limits on roof height as set forth in this Section."

In addition to the standards listed in the table above, the proposed parking standards for MU 3.2 are the general parking standards used throughout the City and contained in Table17.64.050 – Number of Parking Spaces Required. Note that the reduced standards applied to the downtown MU3 are not proposed for the MU3.2 zone.

DISCUSSION

The following pertinent discussion items related to the MU 3.2 development criteria discussion were included in the April 22, 2015 agenda report:

Refinement of Plate and Plate Height Definition / Insertion of Mezzanines. Concern was expressed that the definition and measurement techniques related to plate height would be "gamed" to achieve greater interior volumes and make room for additional stories. The objective of the proposed MU 3.2 plate height limitation is to enforce a two-story massing as seen from El Camino Real while allowing greater heights rearward on the downward sloping parcels of the subject area. The proposed standard would codify the method that Planning Division staff have used in measuring plate height as that term – heretofore undefined within the code -- is used throughout the zoning ordinance. One of the reasons this method has worked in the past is that it is always used in conjunction with a limitation of roof height, which greatly limits the volume that can be achieved above the plate height. In addition to limiting absolute height above street grade, a provision has been drafted which would allow only one floor plane above an elevation 2'-0" above the street datum. Between these two components, a two-story massing is achieved as well as an actual limitation of stories above grade. These provisions serve to implement the City Council's policy aim.

Height Averaging of the Highest Plate. The possibility of allowing some offsetting variance of the building fronts in the MU 3.2 zone was discussed, to address two concerns: (1) allowing a varied height for design flexibility, and, (2) to compensate for changes in grade across the frontage of the parcels. Staff seeks to avoid complication in the regulation. The proposal is already supplemental to the general measurement of height on the properties. Staff's preference would be for variability in the frontage to be achieved through the design review process which will be applied to each new building per the zoning ordinance. In regard to the slope of El Camino Real, a study of relative heights at intersections shows that the average change in elevation block-to-block is slightly more than four feet and no block sloping greater than eight feet, and no block having fewer than two parcels. Thus, the greatest likely differential measured from the center point of the lot would be on the order of two feet above and below grade.

The agenda report attachments for the General Plan Amendments included a lengthy submittal by the Architectrual Guild [Attachment 3]. The documents contain a number of references to the necessary volume and heights for commercial components of mixed use projects.

ENVIRONMENTAL REVIEW/COMPLIANCE (CEQA):

The environmental analysis for compliance with the California Environmental Quality Act for all proposals related to the agenda item subject matters will be submitted with the staff agenda report at the continued public hearing.

CALIFORNIA COASTAL COMMISSION REVIEW

Certain actions contained in the proposed amendments occur entirely or in part within the Coastal Zone. For these areas, all proposals related to the agenda item subject matters will be subject to California Coastal Commission review and an amendment of the City of San Clemente Local Coastal Program.

RECOMMENDATION

STAFF RECOMMENDS THAT the Planning Commission continue the agenda item subject matters to a date certain with the public hearing held open.

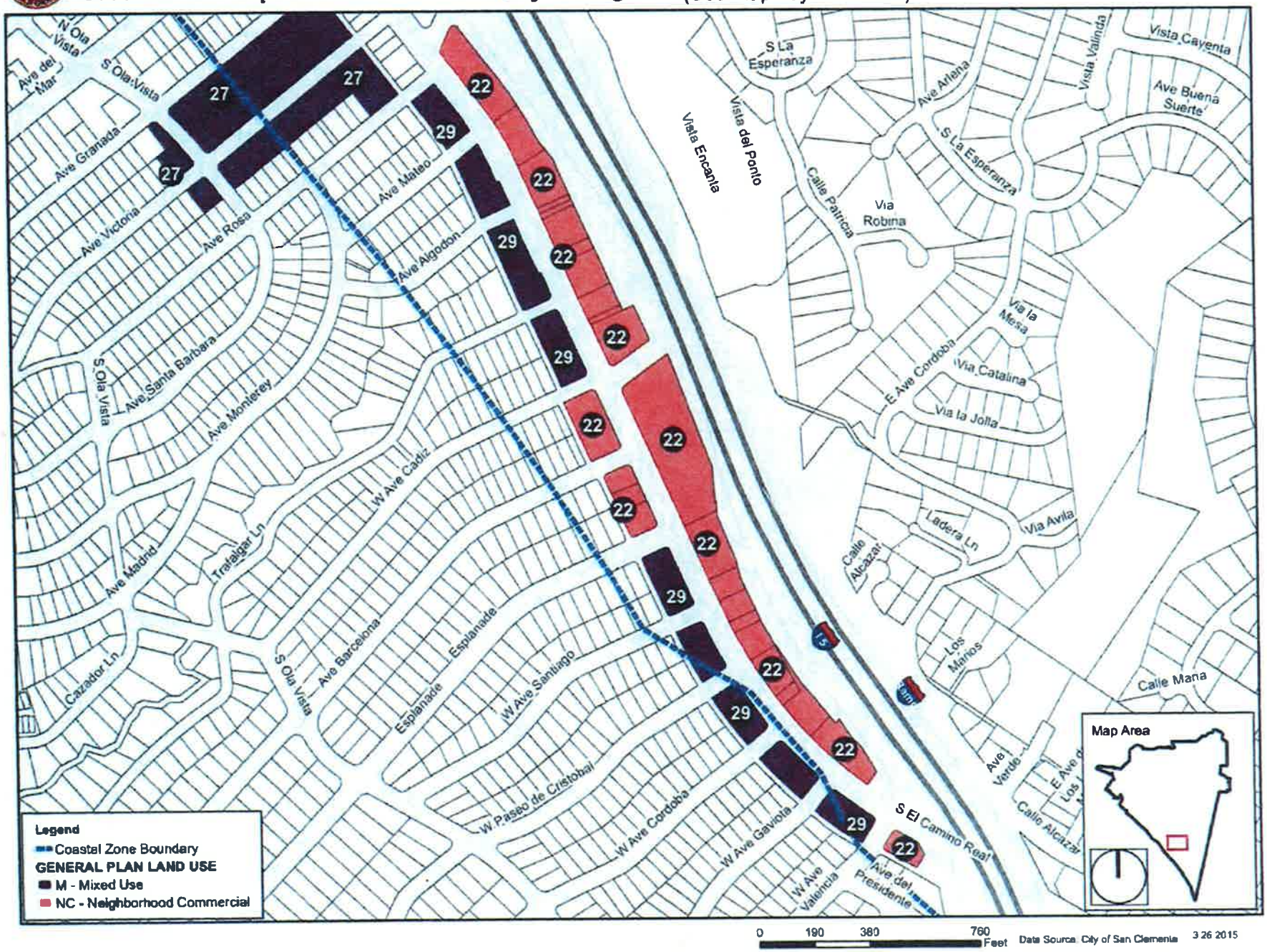
ATTACHMENT

1. GPA 15-049 Map 15 [Showing the location of Map Key #29, MU 3.2 Designation]
2. Table17.64.050
3. Architectrual Guild Paper

Centennial General Plan
GPA15-049: Proposed Land Use & Policy Changes

(See map key for details)

Map 15



ATTACHMENT 1

otherwise indicated, the parking requirements are for square feet of gross floor area occupied by the use and, in the case of nonresidential uses, include the parking required for customers and employees. Exception: Where a portion of a structure is used for automobile parking, that portion shall not be counted in calculating the required parking for the structure. If parking is eliminated and the space is occupied by another use, parking shall be required for the use as indicated for the use in this chapter.

Table 17.64.050
Number of Parking Spaces Required

Use	Number of Parking Spaces Required
1. Commercial Uses	
Convenience Stores or Mini-Markets	Please refer to Section 17.28.120, Convenience Stores.
General Retail Stores	In MU 3: One per 400 square feet. Elsewhere: one per 300 square feet
Beauty Shops or Barbershops	One per 200 square feet
Furniture and Appliance Stores	Two spaces plus one space per 500 square feet
Laundromats	One per four washing machines
Massage	One per 200 square feet
Retail Nursery/Garden Shop	One space for each 300 sq. ft. of indoor display area; one space for each 800 sq. ft. of outdoor display area.
2. Hospital Uses	
Convalescent Home	One per four patient beds
Hospitals	Two per patient bed
3. Industrial Uses	
Manufacturing	One per 500 sq. ft.
Research and Development	One per 500 sq. ft.
Warehousing/Storage	One per 2,000 sq. ft.
4. Lodging	
Bed and Breakfast Inns	Please refer to Section 17.28.090, Bed and Breakfast Inns.
Hotels and Motels	Please refer to Section 17.28.170, Hotels and Motels.
Timeshares	1.2 per unit
5. Professional Offices, Financial Institutions and Related Uses	
Banking Institutions	One per 300 sq. ft.
Offices, General and Professional	In MU 3: One per 350 sq. ft. Elsewhere: One per 300 sq. ft.
Offices, Medical	One per 200 sq. ft.
6. Public/Quasi-Public Uses	

Use	Number of Parking Spaces Required
Group Counseling/Group Instruction	One space per employee; one space per two students, maximum capacity
Churches	One per four seats, based on seating capacity and/or occupancy signs posted by the Orange County Fire Authority
Public Assembly	One per Four seats, based on seating capacity and/or occupancy signs posted by the Orange County Fire Authority
Day Care Facilities	One for each two employees; one for each five children. Minimum of three spaces
Educational Facilities	
Elementary/Junior High	One per staff, one per 10 students
High School	One per three students
Community College/University	One per two students
Business/Professional/Trade	One per staff; one per two students
Driving Range	1.25 spaces for each tee
Golf Course	Six spaces per hole, plus parking required for incidental uses (such as restaurant, pro-shop, etc.)
7. Residential Uses	
Congregate Care Facility	Please refer to Section 17.28.110, Congregate Care
Single Dwelling Unit on a Single Lot	Two per dwelling unit
Guesthouses	One per guesthouse
Second Residential Units	Please refer to Section 17.28.270, Second Residential Units.
	All required parking for single-family dwelling units shall be covered. Exceptions to covered parking requirements may be granted pursuant to Section 17.40.050(C)(f), Miscellaneous Parking Requirements for Existing Development being converted to a Mixed-use Project, of this title.
Two Dwelling Units on a Single Lot (Except for Single-family Homes with Second Residential Units)	Two per dwelling unit. Fifty percent (50%) of the spaces must be covered. Each dwelling unit shall be assigned at least one covered parking space. Exceptions to covered parking requirements may be granted pursuant to Section 17.40.050(C)(f), Miscellaneous Parking Requirements for Existing Development being converted to a Mixed-use Project, of this title.

Use	Number of Parking Spaces Required
	1. Large Two-unit Projects: Two-unit projects which have a cumulative bedroom count which exceeds seven and/or a project net floor area which exceeds 5,400 square feet shall provide one additional parking space for the project.
	2. Tandem Parking on Narrow Lots: Lots less than 50 feet wide measured 50 feet back from the front property line, may have tandem parking. Please refer to Section 17.64.090, Tandem Parking—Residential Uses, for special development standards required when tandem parking is employed. This exception shall not be applied to mixed-use projects containing residential and nonresidential uses.
Three or More Dwelling Units on a Single Lot	1. The Total Parking Required for a Project: The total number of parking spaces required for a project shall comply with all of the following:
	a. The total number of parking spaces required for a project shall be the sum of the parking required for the dwelling units (subsection (2)) and the parking required for guests (subsection (3));
	b. The total number of parking spaces required for a project shall not be less than two spaces per unit;
	c. calculations shall be rounded off as provided for in subsection (4), below:
	2. Parking Requirements for Dwelling Units: The number of parking spaces required for each dwelling unit shall be determined using the following two methods of calculating parking. The method resulting in the greater number of spaces being required for a unit shall be used for that unit:
	a. Method 1—Number of Bedrooms in a Dwelling Unit:

Use	Number of Parking Spaces Required
	0—1 Bedroom: 1.5 spaces
	2 Bedrooms: 2.0 spaces
	3 Bedrooms: 2.5 spaces
	Over 3 Bdrms.: 3.0 spaces
	b. Method 2—Net Floor Area of a Dwelling Unit:
	To 900 sq. ft.: 1.5 spaces
	To 1,800 sq. ft.: 2.0 spaces
	To 2,700 sq. ft.: 2.5 spaces
	Over 2,700 sq. ft.: 3.0 spaces
	c. Covered Spaces: Fifty (50) percent of the total number of parking spaces required for the dwelling units shall be covered, with no less than one covered assigned parking space being provided for each dwelling unit.
	3. Guest Parking: The number of guest parking spaces provided for a project shall be .333 spaces per dwelling unit.
	4. Rounding Off: Fractional numbers shall be rounded off once the dwelling unit and guest parking requirements have been added together. The following rules regarding rounding shall apply:
	a. Fewer than Five Units: If the total number of required parking spaces is a fractional number of .45 or greater, that number shall be rounded up to the next whole number; if the total number of required parking spaces is a fractional number less than .45, that number shall be rounded down to the next whole number.
	b. Five or Greater Units: If the total number of required parking spaces is a fractional number, the total number shall be rounded up to the nearest whole number.
Senior Housing Projects	Please refer to Section 17.28.280, Senior Housing
Mobilehome Parks	Please refer to Section 17.28.190, Mobilehomes
8. Restaurants	

Use	Number of Parking Spaces Required
Bars, Cocktail Lounges	One per four seats, based on seating capacity or occupancy signs posted by the Orange County Fire Department.
Restaurants	In MU3 zoning district: One per five indoor seats. Elsewhere: One per four indoor seats. Required parking based on seating capacity or occupancy signs posted by the Orange County Fire Department, except in the following cases:
	1. Single destination restaurants over 3,000 square feet: One per 120 square feet of interior space.
	2. Drive-thru/take-out/fast food restaurants: One per 35 square feet of public seating area, plus one per 200 square feet of all other gross floor area, with one lane for each drive-up window with stacking spaces for six vehicles.
9. Unclassified Uses	
Bowling Alleys	Two per alley, plus parking for incidental uses (restaurant, pro-shop, etc.)
Health Club/Fitness Facilities	One per 150 sq. ft.
Theater	One per four seats, based on seating capacity as shown by capacity signs posted by the Orange County Fire Authority
Tennis/Racquetball Courts	Three spaces per court, plus parking required for incidental uses
10. Vehicle-Related Repair, Sales and Service	
Car Wash:	
a. Full Service (Includes Gas)	One per every three employees on the maximum shift plus 600 square feet of operations parking area for each 20 feet of conveyor length
b. Self Service	One per stall plus one space queuing lane in front of each stall
Oil Change, Lube and Tune Shops	One per service bay, plus one for each employee, plus two space queuing lanes for each bay, with a minimum of five spaces.
Service/Gas Stations	Please refer to Section 17.28.290, Service Stations.
Vehicle Dealerships	Please refer to Section 17.28.310, Vehicle Dealerships.
Vehicle Repair/Service	Please refer to Section 17.28.320, Vehicle Repair Facilities.

ATTACHMENT 3

Architectural Guild of South Orange County

Architectural Guild of South Orange County

Dana Point San Clemente San Juan Capistrano

Advice to the City of San Clemente regarding Building Heights for the Proposed MU3.2 Zone

Prepared by the
Architectural Guild of South Orange County
April 13, 2015

PROLOGUE

The Architectural Guild of South Orange County is a non-profit business league comprised of architects, landscape architects and professional land planners, residing or working in the cities of Dana Point, San Clemente or San Juan Capistrano. Our mission is to be a design expert resource, to advocate, to inspire, to educate and to inform the public and municipalities regarding planning, design and building to enrich the quality of life for the communities we serve.

- To provide a better understanding of what these professionals provide for our communities.
- To provide for a professional unified voice concerning governmental policies which affect our communities.
- To influence governmental policies which affect the design professions.
- To promote better communication between local government and the building professions.
- To provide a resource of design expertise to our communities and municipalities.
- To mentor students and interns in the architecture, landscape architecture and land planning disciplines.

It should be noted that, as with all professional organizations, individual members come from varying backgrounds and not all will be in uniform agreement with particular items. Nonetheless, all interested members have had an opportunity to review this advice and their input has, to the greatest extent feasible, been included herein.

On or about March 1, 2015, the Architectural Guild of South Orange County was approached by Christopher Wright of the City of San Clemente Planning Division with a request for input regarding appropriate building heights for the proposed MU3.2 zone which will be located in a limited area on the west side of El Camino Real, south of Del Mar. A subcommittee of the guild was formed and on March 12, 2015, Cheryl Moe and Cindy Fleming, representing the Guild met with Christopher Wright and Jim Hare, representing the City. Guild members Moe, Fleming and Dennis DeSilva attended the Planning Commission Study Session on March 18, 2015.

MU3.2 ZONE

The MU3.2 zone has been directed by the San Clemente City Council as a part of clarifications and amendments to the Centennial General Plan adopted in February 2014 and to conform the zoning ordinance.

The MU3.2 zone is applied to a ½ block wide by 8 block long area fronting El Camino Real between Avenida Rosa and Avenida Cadiz, and between Avenida Esplanade and Avenida Valencia. The zone extends only to the alley west of El Camino Real. The zone is being established to encourage commercial mixed use development in this area and to prohibit residential-only development. The MU3.2 zone will require each development to provide commercial space on the El Camino Real street frontage, though it will not preclude residential uses to also be located on this level. The affected lots typically slope from the El Camino Real frontage downward to the alley. At the maximum slope differential, the alley is

approximately 20' below the El Camino Real street level. Residential single and multi-family zones are established adjacent on the west side of the alley.

The City Council's intent is to limit the buildings on El Camino Real to two stories while allowing a third story when it can be tucked below due to the grade differential at the alley. Height limits are to be measured from the center of the front property line abutting El Camino Real. Current height limits identified in the General Plan sets a second story plate height limit at 26 feet, with a roof height limit at 33 feet. These limits would set horizontal 'lids' on the height of development in this zone, extending to the rear property line. Although the methodology is expected to remain, the City Council has received comments that the proposed heights are too low to support current commercial retail requirements.

HEIGHT DISCUSSION

The task set before the Architectural Guild is to suggest maximum plate height, roof height and if there should be any allowances for extended height above these limits. The City representatives were very specific that the scope for the Architectural Guild is limited to the issue of appropriate height limits to support mixed use with commercial/retail on the ground floor street frontage and office or residential uses on the second floor.

All great cities in the world achieve walkable, vibrant street life and neighborhood convenience by combining commercial and residential uses in the same buildings. To create a comfortable, successful street level space, adequate height must be provided to allow for visibility into businesses, natural light penetration and a comfortable pedestrian experience.

Setting a height limit without also defining a story limit will inevitably result in more stories squeezed into the height limit. Although this might initially seem advantageous to a developer, the result is squashed retail and residential spaces that rent for less and end up being less successful. Setting appropriate height limits *and* story limits will encourage more successful development overall. (See Appendix A, "It's the Ceiling Heights, for One Thing".)

Low ceilings make for uninviting spaces. They feel cramped, are less visible from the street and tend to rent for less. Higher ceilings feel spacious, airy and more comfortable. Studies have proven that low ceiling heights are more conducive to study or analytics and close tasks performed while seated whereas high ceilings are more conducive to creativity, social activity and promote sales in retail settings.

So how low is too low and how high is too high? Many retailers consider 16 to 24 feet essential to the success of their stores. Large store chains demand these heights but small stores find the higher ceiling heights beneficial in terms of visibility, natural light penetration, availability of display space and feeling of spaciousness, all of which drive sales. Even at street level pedestrian walks, flat canopies can feel oppressive if lower than 10'-12'. Quality residential development looks for 9'-0" ceilings.

Of course there is a balance that is required. Developers must balance the requirements of land costs, parking, and construction costs with local demand and potential rent rates. Allowing for flexibility over the life of the development to allow for shifting demand and to allow for neighborhood commercial /retail to develop may help. (See Appendix B, "Avoiding Retail Vacancies with Flexible Retail / Residential Design" and Appendix C, "Ten Principals for Rebuilding Neighborhood Retail".)

It is also important to look at what neighboring cities are doing. If a retailer cannot find what he needs, he will surely be looking in adjacent cities. For San Clemente, that means Dana Point and San Juan Capistrano. Since San Juan Capistrano has, at least for the moment, squashed virtually any new development and seems bent on stifling its downtown retailers, we really must look at what Dana Point is doing. The relatively new Dana Point Town Center Plan was formulated specifically to encourage mixed use development. Here, 18' street level floor to floor heights are required and maximum building height is 40' and 3 stories. (See Appendix D)

The City of Santa Ana's handling of its commercial mixed use zone may also be of interest. (See Appendix E)

ADVICE

The following advice reflects a majority voice of interested Guild members. An individual Guild member suggested street level floor to floor heights as low as 13'-6" with 10' ceilings.

Recommendation: A street level floor to floor minimum height of 18' will allow for a minimum ceiling height of 14' with roughly 2' for structure and 2' for the larger mechanical distribution currently required. This allows for optimal small retail ceiling heights. Street side canopies should be allowed to extend over public sidewalks and may vary in height to allow for clerestory windows into commercial units and intimate café seating where desired.

Commercial / retail units are not likely to extend full depth in many cases and may not include the entire frontage width in some developments, at least initially. The 18' floor to floor street level height requirement is encouraged for the entire street level regardless of use to allow for flexibility and future retail expansion. Minimally, the 18' floor to floor should extend no less than 30' from the street front wall of the building. Residential uses on the street level and behind the commercial uses may include common use areas and perhaps even some residential units.

Above street level, floor to floor residential plate height is encouraged to be 9' where flat ceilings are proposed but could be lower where cathedral ceilings are incorporated.

For a two-story structure the overall second floor plate line should be limited to 30' but could be as low as 27'. An additional 6' to 8' should be given for a sloped roof and various roof elements. The overall maximum height of the building would be no greater than 36' for two stories.

Two levels of parking stacked behind the street level commercial space should be counted as a single story.

If a third story is allowed at the rear of the property, an additional 11'-12' is required. For this scenario, the overall building height should be extended to 48' max. from the mean alley elevation but no more than the height of the plane established by the maximum building height established on El Camino Real.

CAUTIONS & ADDITIONAL SUGGESTIONS

The height of new building developments must be sensitive to established single family residential development on the west side of the alley with respect to privacy and shadow encroachment. It is recommended that a shadow and view study be performed on new development in the MU3.2 zone.

There is concern for roof decks that could potentially look into adjacent single family residence back yards and windows. It is suggested that roof decks be held away from the building perimeter to eliminate views from the roof decks into private areas of single family residences and yards.

Any appurtenances (stairways, elevators, shade structures, etc.) on roof decks should be limited to the overall building height limit maximum.

Mixed use developments must provide adequate parking so that adjacent residential zones are not impacted by spill-over. Similarly, loading zones must be designed and located so as not to block resident access. Trash services should be coordinated to minimize number of runs down the alley per week; i.e. combine resident trash pick-up with one of the mixed use trash pick-up times.

It is overwhelmingly felt that the City must participate in a parking solution for the downtown areas. One of our members suggested that El Camino Real could benefit from a 'Road Diet'; reducing lanes to one in each direction, with a center lane for turns and emergency access. This provides more space for parking access and is proven to enhance safety. A number of the Guild members thought this might be a good idea. (See Appendix F for more information.)

Appendix A

Why Can't New Buildings be as Nice as Old Buildings?

It's the Ceiling Heights, for One Thing

By David Baker, FAIA

One of the main things people like about older San Francisco buildings is the taller ceiling heights, both at the ground floor and the upper stories.

At the ground floor, ceiling heights are a critical part of what makes a retail space inviting and what makes a building feel comfortable for pedestrians on the sidewalk next to it. Many people have fond memories of old-fashioned retail establishments

with high ceilings and generous natural light here in San Francisco. Typically, the older ground-floor retail spaces were a story and a half tall. And indeed, many of these places still exist and contribute to our beloved older neighborhood commercial streets.

Low ceilings make uninviting spaces that rent for less, feel cramped, are less visible from the street, and don't allow commercial uses to easily flourish. For just these reasons, in new suburban malls and shopping centers, retailers consider ceiling heights of 16 to 24 feet essential to the success of the stores. And that is exactly what they build.

Of course, taller ceiling heights are also required for light industrial uses to be located on the ground floor of a building.

Tall ceiling heights are just as important on the upper floors of a residential building. Pre-World War II apartments in San Francisco have a well-deserved reputation for feeling spacious and being filled with light. High ceilings are the design element most often mentioned when people talk about what is special about San Francisco's historic apartments. These rooms often have ceilings as high as twelve feet, compared with standard ceiling heights on new construction today of eight feet. Instead of "gracious," an adjective we hear more often describing these spaces is "mean."

The squashed ceiling heights, found at both ground floors and upper floors of newer buildings, make it very hard to achieve the feelings of space and grace appreciated so much in traditional buildings. Whether people are consciously aware of this fact or not, it has a profound impact on the comfort one feels in them.

These issues don't come up in the suburbs, where all buildings are more or less single story and where working, shopping, and living are separated into "zones" that people drive between. In a city, where activities are mixed vertically in the same building, it is critical to livability that multistory buildings be designed to feel comfortable.

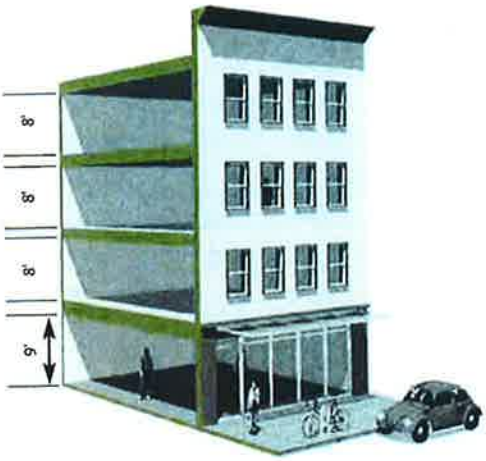
Why can't we design new buildings with the higher floor-to-ceiling heights that we find on most older buildings? Both the answer and the solution lie in the relationship between the Planning Code and the Building Code.

GOVERNMENT CODES AFFECT BUILT FORM IN UNINTENDED, AND SOMETIMES NEGATIVE, WAYS

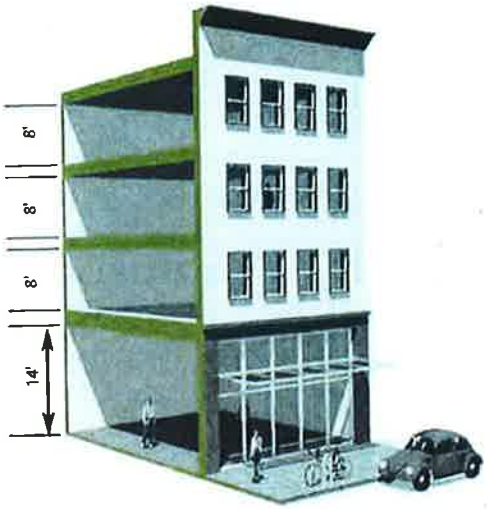
The design of new buildings in San Francisco is influenced by two sets of overlapping rules: first, the local San Francisco Planning Code, written and administered by the San Francisco Planning Department; and second, the national Uniform Building Code (UBC), administered by the San Francisco Building Department but written by the International Congress of Building Officials. Not surprisingly, these two codes have been written in isolation from each other. The interaction between these codes unintentionally pushes buildings into a format of low ceiling heights at both the ground floor and upper floors, even when this is not desired

CASE STUDY 1

40 FOOT EXISTING ZONING



40 feet



45 feet

Retail street in multi-family use zones (does not apply to RH-1 or RH-2 residential districts)

Typical uses: 3-story residential apartments or condos over ground floor retail

Construction Type: 4 stories of wood frame

Most residential neighborhoods in San Francisco are zoned in the Planning Code for a 40-foot height limit. This discussion does not apply to single or two-family residential districts, but to those retail streets that are zoned for multi-family residential yet still have a 40-foot height limit.

The minimum allowable floor-to-ceiling height in the Building Code is generally 8 feet, to which floor thicknesses of one to two feet must be added. In such districts, it is possible to construct a maximum of 4 stories. Assuming 3 upper stories with the minimum ceiling heights, and some additional cornice or parapet at the roof level, there is enough height within the zoning limit for a ground floor with approximately a 9-foot high ceiling.

If the Planning Code were changed so that these 40-foot height limit zones became instead 45-foot height-limit zones, and the number of stories were restricted in the Planning Code to 4, this could result in a 14-foot high ground floor---what many of our nice old buildings have—although still with low 8-foot high ceilings in the upper stories. These upper stories would still feel too cramped to be gracious, but at least the part of the building that touches the sidewalk would feel comfortable, and tend to attract the wonderful service uses---neighborhood shops and restaurants and cafes—we want to patronize. Alternatively, some forms of light manufacturing can be accommodated in a ground floor of 14 feet that simply is not possible in a 9-foot ceiling height.

Few neighbors in multifamily districts would be able to recognize the difference between 40 feet and 45 feet, and in fact, older buildings already exceed 40 feet in many cases. But the difference in the quality of space both within the building and in the public realm outside the building is dramatic. Instead of concentrating on this "magical" 40-foot limit, the public interest would be better served by increasing this height a modest 5 feet to create the conditions that would result in better ground-floor spaces.

by neighbors, city planners, developers, architects, or the future residents of the building.

Presented here are case studies analyzing the effects of 40-foot, 50-foot, and 65-foot Planning Code height limits on urban form, given the Building Code strictures which also must be met. In each case, the question is asked, what simple adjustments can be made to the Planning Code to achieve the "highest and best" interior building spaces and exterior pedestrian realm? This article proposes aligning the requirements of the Planning Code with those of the Building Code in order to increase the quality of the environment both within new buildings and in the public realm around them.

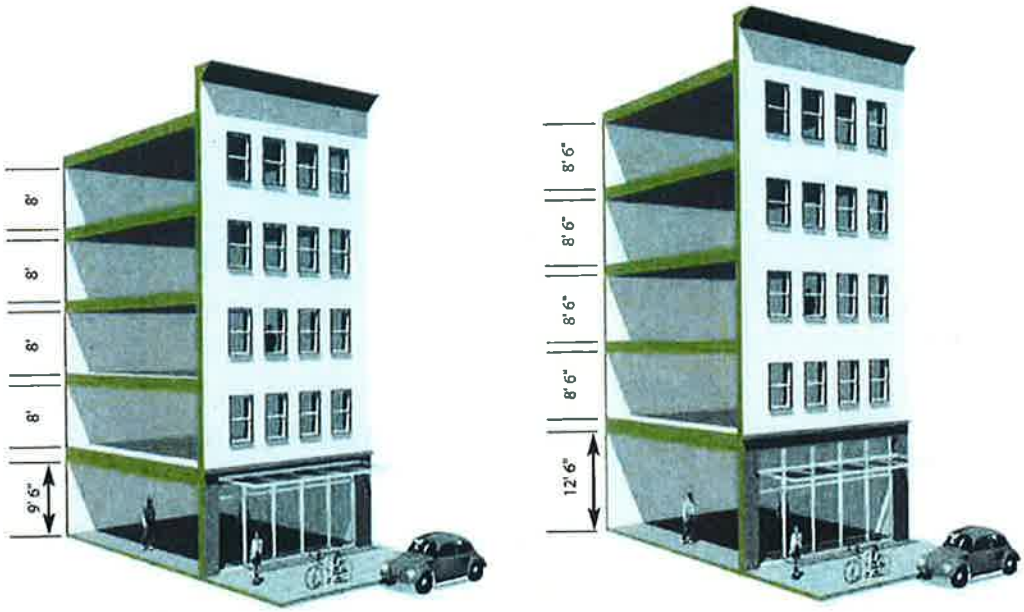
Such a change would require no change in the Building Code but would instead calibrate the Planning Code to the Building Code.

continued on page 10

"...Ceiling Heights..." from page 9

CASE STUDY 2

50 FOOT EXISTING ZONING



50 feet **55 feet**

Uses: 4 story residential over ground floor retail

Construction Type: 4 stories of wood frame over concrete slab between the ground floor and upper floors

In some slightly denser neighborhoods, parts of the Mission District, and along some retail streets such as Geary in parts of the Western Addition, as well as some other areas, height limits are 50 feet. With four stories of 8-foot ceiling heights on the upper levels, a 50-foot tall building can now have a 10-foot high ceiling height on the ground floor and still remain within the 50-foot limit. However, for buildings over 50 feet in height, the Building Code requires the structure between the ground floor and the upper floors to be concrete. Raising the overall height modestly—as in the previous 40-foot example—is more difficult because adding height under the Planning Code means that under the Building Code a whole different, more-expensive construction type is required (such as light-steel construction for the entire building). The solution is to either revert to 4 stories in 45 feet (see previous example, p. 9) or up-zone to 5 stories in 55 feet, acknowledging that the construction costs will be higher. If the former alternative is chosen, the developer and the city lose the benefit of an extra story of desperately needed housing. If the latter alternative is chosen, the developer (and ultimately the resident of the housing), pays a small premium for a more expensive but superior construction method.

RECOMMENDATIONS

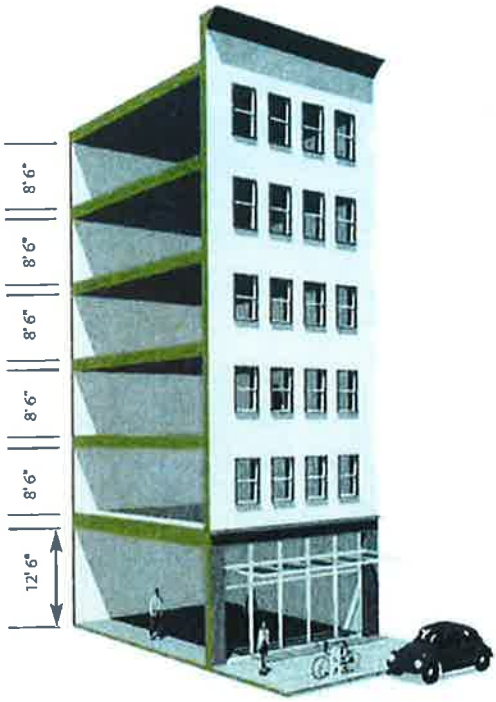
All the great cities of the world achieve walkable, vital street life and convenience in daily life by mixing different uses in the same building. The vast majority of the new development that takes place in San Francisco is going to have multiple stories. To make that development comfortable from the street, we would do best to build extra-tall ground floor spaces, whether they are for shopping or for doing other work. And to make the upper stories gracious and comfortable, we would do best building taller ceiling heights as well.

In order to do this, the Planning Code needs to regulate not just the total height of the buildings, but the allowable number of floors as well, either by requiring minimum ceiling heights that are taller than the Building Code currently requires or simply setting a maximum number of floors that can be built within a given building height.

If we reduce the number of floors that can be

CASE STUDY 3

65 FOOT EXISTING ZONING



65 feet

Uses: 5 story residential over ground floor retail

Construction Type: 6 stories of concrete or light steel, or 5 stories of "special wood framing" over one story of concrete

Some older areas of the city, such as the Tenderloin and parts of Polk Gulch, as well as others, are zoned at a 65-foot height limit. A 65-foot height limit allows an additional floor of residential and a greater ground-level height than does the 50-foot height limit. The lower level can then become a generous height for retail or light industrial uses. In addition, since the ceiling structure of that floor is concrete, it provides excellent sound and fire safety isolation for residences above. A 65-foot height limit allows both the apartment ceiling heights in the upper stories to be greater than the minimum and also have graciously scaled retail below. Note that the Tenderloin is precisely one of those older neighborhoods that has both active street level activity and gracious apartments above, the combination of which have earned the Tenderloin the sobriquet "our Parisian district."

This is a case where the Planning Code height limit allows a high ground floor without losing an upper story.

built within each of the current height districts, one side effect would be the reduction of the total density of new buildings—thereby restricting housing supply and forcing development "somewhere else," meaning the periphery of the region. The better answer is to slightly bump up the height limits, while allowing the same number of stories we allow today.

If nothing else, it is in the public interest to set a minimum ceiling height on the ground level, which has the most direct impact on the quality of the public realm, as experienced by pedestrians. ✸

David Baker, FAIA, is an architect experienced in creation of mixed-use and residential projects throughout California. He is a member of the SPUR Board of Directors and the SPUR Housing Committee.

Appendix B

From UL Magazine

Avoiding Retail Vacancies with Flexible Retail/Residential Design

By Will Macht
June 16, 2014

The proximity of the DART light-rail line, more frequent bus service, and the presence of retail shops lining Fifth Street, with rental housing above, help create a more urban environment for Oaks 5th Street Crossing in Garland, Texas. (Jonathan Brown)

Small cities that have been become suburbs of larger ones often have city centers that have waned—and city governments that seek to revitalize them with mixed uses. If these city centers do not have existing viable retail cores, the introduction of the kinds of retail shops that mix with more urban housing becomes difficult.

Retailers are reluctant to open stores in places without a critical mass of other stores and shoppers. Retail space built under housing is more difficult and expensive to develop than either space alone. Lenders are especially wary of having vacant stores below rental housing. Housing developers are reluctant to hold, lease, and operate small retail spaces that are peripheral to their principal development business. Retail spaces must comply with more stringent zoning and building code requirements, require more durable materials and storefronts, and cost more to build. And architects strain to accommodate both the taller ceiling heights and parking requirements associated with retail space and the predominant housing components in such projects. Residential units on ground floors also face additional challenges with limited privacy and security at grade level.

Now architects at Dallas-based JHP Architecture/Urban Design have convinced developers and city agencies in two suburban cities in the Dallas/Fort Worth metropolitan area to experiment with a more flexible model for at-grade residential space that can more easily be converted to retail use as the market matures over a longer time frame.

The development is only 300 feet (91 m) from the Downtown Garland DART light-rail station. (GoogleEarth)

5th Street Crossing

High Street Residential, a subsidiary of Dallas developer Trammell Crow Company, and Garland, an older city of 230,000 people 12 miles (19 km) northeast of Dallas, developed what is now known as Oaks 5th Street Crossing, a transit-oriented development (TOD) project on a 2.75-acre (1.1 ha) downtown site on the block just northwest of the city hall and only 300 feet (91 m) from the Downtown Garland station of the Dallas Area Rapid Transit (DART) light-rail line. The project, now owned by Oaks Properties, is directly west of the Granville Arts Center and close to the Nicholson Memorial Library System's Central Library and Richland Community College's Garland campus.

The public/private partnership developed 189 rental residential units and a 330-space shared parking structure. The 200-foot-long (60 m) parking facility runs east–west in the center of the site with two linear 60-foot-wide (18 m) parking bays juxtaposed on opposing sloped floors to accommodate circulation. That orientation reduced the width of the parking entrance to 30 feet (9 m) so as to minimally interrupt the retail space built to activate Fifth Street. The three levels of residential units line the periphery of the site, with the parking structure dividing the site into two internal courtyards, one with a swimming pool.

The problem of small initial retail demand was solved by reducing the depth of retail space to 30 feet (9 m), less than half the building depth, with residential units filling the other half and opening onto the internal courtyards. The shallow depths also shielded the parking structure from view. (Mark Olsen)

The planning and design problem was that the periphery of the site provides frontage for more than 1,300 linear feet (400 m) of retail shops at grade level. With an apartment building depth of 70 feet (21 m), that creates more than 90,000 square feet (8,400 sq m) of potential retail space—more than the location and market can support. At the same time, while the retail market develops, more than 85 percent of the ground-level space would need to be filled by residential units, with all the security and privacy challenges confronting such space, before it could be converted to retail use at some uncertain time in the future. The developer believed that the market could support less than 12,000 square feet (1,100 sq m) of retail space at the time of completion.

Part of JHP's solution was to reduce the depth of retail space to 30 feet (9 m), less than half the building depth, with residential units filling the other half and opening onto the internal courtyards. Furthermore, the firm concentrated retail space along Fifth Street across from the Granville Arts Center. The shallow depths also shielded the parking structure from view.

At Union at Carrollton Square, a courtyard with a bronze sculpture is publicly accessible through a controlled arcade. (JHP)

Transition from the Street

JHP saw the main challenge being managing a seamless transition of spaces from the public realm of the street to a semipublic realm of the sidewalk to a private realm of the shop or a residence. Ground-floor retail space would provide a superior interface with the community and give the building an active and lively presence at the street.

At the street edge, the firm designed diagonal parking spaces interrupted frequently by 20-foot-long (6 m) planting islands. Accessible, convenient short-term parking is important for retailers and creates a protective barrier from the automobile traffic on the street. Next, 15 feet (4.6 m) of hardscape and landscape was provided to reinforce the urban edge and to allow al fresco café dining and pedestrian movement. Older retail districts usually do not have that much transition space, but suburban redevelopment, with more room to work with, can enhance such space to make it more attractive for shoppers, diners, and residents.

To help ensure privacy and safety for residents, some doorways were elevated and store windows were reduced to a more residential scale. (JHP)

While such a hierarchy of diagonal parking, landscape, and hardscape can work for retailers, the larger question is whether it can also work for initial residential use of those smaller retail units. In a traditional garden apartment complex, JHP contends, residents feel more secure with strict separation between the public and private realms, but in more urban areas, ground-floor residential space normally cannot provide such separation. JHP believes that strict separation is not a viable concept in urban projects because the private and semipublic realms must interact with the street to allow residents to fully realize the benefits of living in a vibrant mixed-use urban neighborhood.

But would the convenience and protection of on-street diagonal parking along with semipublic hardscape and landscape be enough to ensure privacy and safety for residents? In order to enhance this potential, JHP resorted to a number of techniques in its two projects. Some doorways to the spaces were elevated and are reached by short stairs and stoops. Store windows were reduced in size to a more residential scale. Foundation planters were sited to create more private separations for the spaces from each other and from the street. Street furniture was used to direct pedestrian traffic closer to the curb. One wonders whether small entry courtyards could have been used in a manner similar to that at Manhattan brownstone buildings.

While these exterior modifications can help make ground-floor units more attractive to residents, the fact they are on the ground floor has its own appeal. For example, residents and their pets can reach units and parking without having to use an elevator. Home offices are more accessible to daytime visitors. Ground-floor spaces can have significantly taller ceilings, which might accommodate small loft spaces and, when the market improves, retail conversion. Floors can be solid concrete, lending more permanence and providing more choices for floor finishes for residents. Balconies of units on the second floor can provide covered arcades for ground-floor units.

Architects used strategically placed engineered wood beams and columns to create open and flexible retail spaces within the modules while significantly reducing construction costs. (JHP)

Retail in Flexible Sizes

Another problem with convertible retail or residential space is its size. Not all retailers can fit into a space that can accommodate a small residential unit. Others may need the flexibility to expand if they do well, or to contract if they do not. Fixed demising walls can unduly constrain needed flexibility. JHP provided flexibility by building retail units in modular sizes that can expand or contract while still fitting in with the housing modules above. They determined that neighborhood-scale, flexible retail spaces could share a 30-foot (9 m) depth and be built in modular frontage widths of 24, 36, and 48 feet (7, 11, 15 m). These 720-, 864-, and 1,420-square-foot (67, 80, 132 sq m) sizes could accommodate most prospective retail tenants while being more attractive for developers, retailers, and communities because they offer lower rents, require less parking, and integrate well into a mixed retail/residential development that seeks to cater to the smaller service, café, and specialty businesses that residents hope will serve their urban neighborhoods.

Building at such small sizes can incorporate strategies to reduce costs for design, construction, and tenant improvements. Retail construction costs rise with the use of steel structures or elevated concrete podium designs that are common in urban mixed-use buildings. JHP devised a method to use only less-expensive wood-frame construction. The parking at Oaks 5th Street Crossing is in a central bar structure that has no housing above or retail below, lowering fire protection and ventilation costs. JHP designed the structures using strategically placed engineered wood beams and columns to create open and flexible retail spaces within the modules while significantly reducing construction cost. In addition to increasing permissible spans, the depth of the engineered wood members can allow space for air intake equipment for retail spaces, which must occur at the front of the building. This method can also create a wider spandrel that is high enough to accommodate signs for the shops.

A more cost-effective way of creating flexibility in the space is building ten-foot-wide (3 m) wood headers beneath party walls. This allows retail tenants to knock out the drywall and link retail spaces, as well as limits the number of structural columns, further reducing cost. Sleeves under the slab leading to the plumbing cores can later accommodate grease trap locations beneath the front parking, allowing the space to

house cafés and restaurants without demolition and disruption to install the traps. Floor-to-ceiling glazing systems can be easily modified to increase the size of front openings of cafés.

Solid materials, tall ceilings, frequent pilasters, divided glazing systems, special light fixtures, and a covered facade articulate spaces that can be either retail or residential. (JHP)

Public/Private Partnerships

To the extent that such projects are public/private partnerships, the public partner may choose to lease ground-floor retail space until the time is ripe to convert it to office space. Garland is considering doing so in connection with the second phase of Oaks 5th Street Crossing in order to operate the space efficiently in conjunction with city hall across the street.

Union at Carrollton Square

In Carrollton, 14 miles (23 km) northwest of Dallas and a similar distance west of Garland, is Union at Carrollton Square, a TOD flex retail project developed by Trammell Crow Company as a catalyst to spur development in a neglected part of the city. It is positioned on six acres (2.4 ha) adjacent to the city's historic downtown district and the rail station on DART's Green Line expansion. The project, positioned at the first of three DART stops in Carrollton, includes 295 residential units, 10,500 square feet (980 sq m) of flex retail space, and a 460-space, five-level parking garage. The public/private partnership project is on a former lumberyard that the city acquired, and the city is funding the public improvements and the parking garage. Here, JHP plans 60-foot-deep (18 m) retail spaces using a combination of wood framing and steel columns, which yielded significant savings compared with a typical concrete podium.

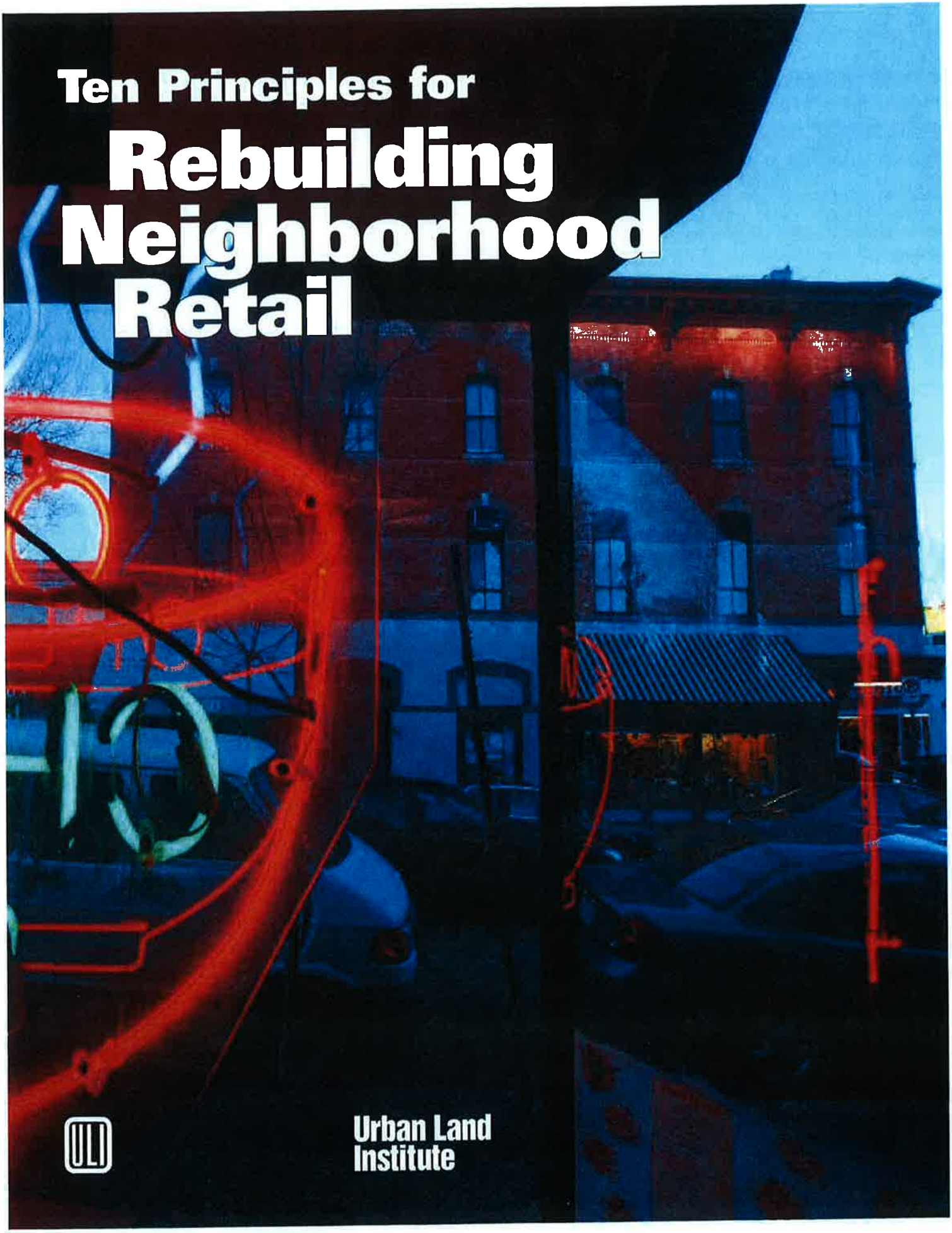
Half the ground-floor space was programmed as live/work units planned for cost-effective conversion to retail space as needed. Solid materials, tall ceiling heights, frequent pilasters, divided glazing systems, special light fixtures, and a covered arcade articulate spaces that can be either retail or residential at the Union at Carrollton. A courtyard with a bronze sculpture is accessible to the public through a controlled arcade.

Public/private partnership projects such as these do not address the decline in smaller retailers occasioned by the domination and consolidation of large retailers or the explosive growth in online retailing. But they do offer an alternative location for all those who value the growth of mixed-use urban places and lifestyles in more walkable environments in revitalized suburban cities. Though the retail components of such places are small, they can still house services like cafés, pubs, and bistros that online alternatives cannot, as well as offer these businesses a means to expand. UL

William P. Macht *is a professor of urban planning and development at the Center for Real Estate at Portland State University in Oregon and a development consultant.*

Appendix C

Ten Principles for Rebuilding Neighborhood Retail



Urban Land Institute

Ten Principles for Rebuilding Neighborhood Retail

Michael D. Beyard

Michael Pawlukiewicz

Alex Bond

The Urban Land Institute gratefully acknowledges the financial support of Bank of America in underwriting this project.

ABOUT ULI–THE URBAN LAND INSTITUTE

ULI–the Urban Land Institute is a nonprofit education and research institute that is supported by its members. Its mission is to provide responsible leadership in the use of land in order to enhance the total environment.

ULI sponsors education programs and forums to encourage an open international exchange of ideas and sharing of experiences; initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development. Established in 1936, the Institute today has more than 20,000 members and associates from some 70 countries representing the entire spectrum of the land use and development disciplines.

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Recommended bibliographic listing:

Beyard, Michael D., Michael Pawlukiewicz, and Alex Bond. *Ten Principles for Rebuilding Neighborhood Retail.* Washington, D.C.: ULI–the Urban Land Institute, 2003.

ULI Catalog Number: T21
International Standard Book Number:
0-87420-922-6

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Cover photograph: Wisconsin Avenue, Georgetown, Washington, D.C./©B.R. Wilson.

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Introduction

Over the past five decades, retailing in urban neighborhoods has hollowed out, leaving most cities and inner-ring suburbs with too little to support healthy neighborhoods and strong communities. The results are apparent to anyone living in or visiting a 21st century city: commercial streets with deteriorating buildings, empty storefronts or marginal month-to-month tenants, an undersupply of essential goods and services, social problems, poor pedestrian environments and amenities, and untended streets and sidewalks.

The decline of neighborhood retailing has had a profound effect on the desirability of many urban neighborhoods and communities. The convenient availability of goods and services is a key factor that people consider when choosing a place to live, and neighborhoods without suitable retailing are dramatically weakened. Residents who can afford it, leave, and potential new residents choose to live somewhere else. In this type of environment, communities cannot be sustained over the long term.

The challenges of rebuilding persist not only in low-income neighborhoods, but also in many other urban locations where retailing never recovered from the shift of buying habits that led people to suburban shopping centers. Even in some of the most affluent communities—where first-generation, auto-oriented shopping streets have begun to urbanize and take on characteristics of urban shopping districts—redevelopment efforts are often stymied by NIMBYists

Orenco Station, Hillsboro, Oregon.

The Village at Shirlington in Arlington, Virginia, is a mix of 1940s neighborhood retail buildings and new retail and residential developments.

who object to the transition as well as to the changes in character, diversity, and density that the transition brings.

In all cases, rebuilding neighborhood retail streets is a difficult, lengthy, and complicated process. It differs significantly from developing a suburban shopping center or reestablishing downtown shopping districts, so innovative strategies must be employed to restore the neighborhood's vitality and competitiveness. Neighborhood retail streets are betwixt and between most communities' established retail locations, and they have been largely forgotten or purposely avoided for years by retailers, developers, and shoppers. The reasons are clear: misperceptions about the extent of urban buying power are widespread, retail opportunities are perceived to be greater elsewhere, and the many social problems faced by urban neighborhoods have proved difficult to solve.
As a result, even those who live near neighborhood shopping streets are often forced to travel outside their own neighborhoods to shop for goods and services that most others take for granted in their everyday lives.

Opportunities to reestablish retailing along neighborhood commercial streets are great. Through careful planning, new roles can be found for these streets to fill in today's marketplace to better serve neighborhood residents. But a word of

caution: Attempts to re-create past glories—a commonly voiced goal—rarely succeed because most urban neighborhoods have changed dramatically over the past few decades, and their position in the regional hierarchy of retail destinations has been marginalized by newer concentrations of retailing in wealthier neighborhoods with better access, visibility, parking, security, and retailing environments.

The large trade areas that many neighborhood streets once enjoyed have been cut off by newer centers, changes in retail merchandising have rendered obsolete much of the retail space along neighborhood streets, demographic shifts have reduced population densities and buying power, and a critical mass of retailers no longer exists along many of these streets. The result has been lower demand, high vacancies, a poor retail environment, and a failure to adapt to changed competitive circumstances. To achieve long-term sustainability, plans for rebuilding neighborhood shopping streets must recognize these changes and embrace solutions that are realistically market-based. It is not enough to base them solely on enlightened public policy goals or the community's wish list, no matter how well intentioned.

In spite of the challenges faced by neighborhood retail streets, their future is turning much brighter, and the Urban Land Institute believes that the timing is

Bloor West Village in Toronto, Ontario.

right to rebuild them. Numerous metropolitan trends are redirecting growth back into existing communities, which has positive implications for the rebirth of neighborhood retailing. Urban lifestyles are becoming more popular among empty nesters, singles, the elderly, and nontraditional households; immigrants are flocking to many neighborhood streets as low-cost places to open small businesses, stores, and restaurants; retailers are again interested in urban locations because their traditional suburban markets are saturated; states are increasingly concerned about the effects of sprawl and are instituting smart growth policies; pedestrian-oriented, streetfront retail environments are gaining favor with today's consumers; inner-city crime has declined dramatically in the past ten years; and local governments are using increasingly sophisticated planning, regulatory, and financial incentives to encourage market-based real estate investments in distressed urban neighborhoods.

The revitalization of Old Pasadena, California, incorporated new retail trends for shopping and entertainment in a historic main street environment.

But these positive trends alone are not enough to ensure that rebuilding will occur—even in affluent locations—since it takes far more time and effort to rebuild neighborhood retailing than it took to destroy it. The challenge for the public and private sectors is to work together aggressively to create the environment in which retailing can thrive. If this doesn't happen, retailing will continue to shun neighborhood streetfront locations and choose more competitive sites. Gaining the public sector's commitment is a difficult challenge because cities and states are faced with increasingly limited resources and many new and competing obligations. Nevertheless, ULI believes that ways must be found, as part of a long-term strategy, to get started today on the task of rebuilding retail services because the future prosperity of our metropolitan areas depends on it.

New Haven, Connecticut.

Part of ULI's mission is to examine cutting-edge issues and propose creative solutions for improving the quality of land use and development. To that end, ULI sponsored a charrette on smart growth solutions to devise strategies to realistically restore the vitality of neighborhood shopping streets to create more livable environments and sustainable communities. In June 2003, during three days of intensive study of three neighborhood shopping streets in the greater Washington, D.C., area, teams of planning and development experts from around the country toured and studied three very different types of neighborhood streets. The teams were made up of leading commercial developers, public planners, nonprofit developers, architects, economic consultants, and property advisers.

The three streets were chosen as representative of different types of urban neighborhood environments. H Street N.E., at the edge of a gentrifying neighborhood, is an elongated and dilapidated commercial arterial that until the 1960s was one of Washington's major shopping streets; upper Wisconsin Avenue N.W. is a discontinuous, poorly merchandised, and unsightly commercial street in the midst of one of Washington's wealthiest uptown neighborhoods; and the devastated commercial district surrounding the intersection of Charles Street and North Avenue in Baltimore is in one of the poorest and most crime-ridden neighborhoods in the city.

ULI teams were assigned to each strip and given the following tasks: to determine the critical issues and challenges that neighborhood streets face; to determine the most effective ways to rebuild neighborhood streets to ensure their long-term competitive position; and to set strategic principles to guide community residents, public planners, and developers in this effort. These principles were consolidated and refined by the three teams so that they could be applied universally to all types of neighborhood streets around the world. ULI had the support and participation of the two cities—Washington, D.C., and Baltimore, Maryland—in whose jurisdictions the streets are located. Each provided detailed background information, briefings, and tours for the ULI teams. After much deliberation, the teams adopted the following ten strategic principles to guide communities, developers, retailers, and residents in rebuilding their neighborhood retail streets.

Ten Principles for Rebuilding Neighborhood Retail

1. Great Streets Need Great Champions
2. It Takes a Vision
3. Think Residential
4. Honor the Pedestrian
5. Parking Is Power
6. Merchandise and Lease Proactively
7. Make It Happen
8. Be Clean, Safe, and Friendly
9. Extend Day into Night
10. Manage for Change

1 Great Streets Need Great Champions

Every revitalization project needs a champion—someone to initiate the process, fight to ensure it is done right, and follow through to completion. This is particularly true for rebuilding neighborhood retailing because of the length and complexity of the undertaking. In most situations, the champion will be a person (or a group of people) who is a committed, responsible stakeholder who recognizes the problem, has dreams of something better, and has the passion to overcome obstacles to achieve results. Without a champion, retail revitalization efforts will most likely get lost among competing needs in a community when it comes time to fight for attention and limited resources.

In some quarters, neighborhood revitalization efforts are seen as inherently public responsibilities that should be led exclusively by public representatives, because the private sector is often seen as unwilling, uninterested, or unable to do the job itself. Others believe that if a market exists, the private sector will find it and, without government help, lead the way through its own entrepreneurial efforts. ULI believes that, in most cases, neither extreme is an effective approach.

King Street, Alexandria, Virginia.

Long-term success will come only when public/private partnerships are created that marry the public's planning, coordination, infrastructure, and public financing tools with the private sector's entrepreneurial savvy, development expertise, retailing know-how, and private capital. When new retail markets are just being formed, neither sector can achieve its goals without aggressive assistance from the other.

It doesn't matter whether the champion is from the public or private sector, but he or she must make sure that all the other stakeholders are included in the redevelopment effort.

- The champion can be a group or an individual. Possible group champions include a business improvement district (BID), corporation or partnership of businesses, community development group, financial institution, or neighborhood anchor such as a hospital or university.

- An individual champion can be a resident, a business or community group leader, an elected official such as a mayor or councilperson, a property owner, a retailer, or a city staff person.

- The champion should pull together a core group of involved stakeholders to form a public/private partnership entity to guide the rebuilding effort.

By building interest and commitment among diverse stakeholders, a champion can foster the development of a consensus vision for the street.

- The stakeholders are the people and groups who will be directly affected by the redevelopment and the decisions made by the public/private partnership. Ideally, they will transcend political turnover because the redevelopment effort will last through several election cycles. Politicians may be involved, of course, but they should be willing to remain involved if they lose future elections or choose not to run. Staying power is essential to long-term success.

- The champion should lead efforts to develop a process or mechanism to resolve conflicts among the stakeholders and reach consensus. Conflict is healthy, and the champion is ideally positioned to help resolve conflicts and make sure that potential problems and issues are debated and not avoided.

2 It Takes a Vision

Retailing has changed forever. Big-box stores and category killers; fortress malls; outlet, lifestyle, and power centers; catalogs; and the Internet are where today's consumers shop. The competition is fierce, and consumers want it all: low prices, endless variety, the latest designs, parking at the door, and an environment so entertaining that they go there even when they don't need to shop! How can neighborhood streets hope to compete? By providing goods and services tailored to the specific needs of each neighborhood in an environment that is convenient, service-oriented, pedestrian-scaled, and connected to the urban lifestyles of the neighborhood's residents.

The visioning process can identify streetscape improvements that are needed, how tenants will be recruited, and other action items. A thorough visioning process will help ensure retailers that the city and property owners are committed to redeveloping a vibrant urban retail street.

The successful rebuilding of a neighborhood shopping street will be incremental, so it must be based on a shared vision that provides a strategic framework for imagining, analyzing, judging, and implementing each step along the way. The champion of a rebuilding effort is the one best positioned to pull together the diverse partnership of stakeholders to create the long-term vision for the street. Although the champion should make sure that no interests are left behind, the community's vision must be rooted in market realities. Too often, communities have followed the loudest voices and pursued plans that cannot be sustained economically, which inevitably leads to disappointment and failure. Recognize that there is often a great difference between what one group of stakeholders may want and what the market will support.

Reaching a shared vision requires facing the tough questions upfront, making sure everyone understands the realities of the situation, and setting short-, medium-, and long-range goals that are realistically attainable. There is no cookie-cutter solution that will be effective long term, and pie-in-the-sky doesn't qualify as vision, so it is essential to understand the reality of the street and what is possible before asking what it can become. There is a general rule: Strive to be what you really can be. Most urban streets cannot successfully become like a suburban mall, and it's doubtful that this would be a good idea even if it were possible. Each retail street needs to be individually crafted to reflect the community, people, lifestyle, and aspirations of its neighborhood because one-size visions do not fit all.

Visioning will help create and enhance an identity for the street that reflects the neighborhood.

The first task of the public/private partnership is to make sure that the vision is shared. Property owners, residents, and nontraditional neighborhood anchors, such as churches, colleges, and hospitals, must buy in because they have the most at stake. These players have a strong vested interest in the neighborhood environment because their success depends in part on desirability of their surroundings. Large employers should be actively recruited because they have important resources that can be brought to bear.

- Do not allow the rebuilding process to be "hijacked" by any one group or individual—even the residents. It is only natural that stakeholders have agendas; bringing these agendas into the open and aligning them are critical.

- Create momentum for the vision by assigning specific roles to each stakeholder and getting them to buy in to the plan. Getting stakeholders monetarily involved in the process may help to ensure their continued involvement and support.

- Identify negative influences that are hindering the redevelopment effort and neutralize or eliminate them as soon as possible; they could be a person, a building, or a neighborhood condition.

- Create an identity for the street that is inventive and reflects the neighborhood. Some neighborhood streets are already place-specific and have identities that can be reinforced or enhanced. In other cases, the identity is either nonexistent or negative—in which case, changing the perceived identity (or overcoming the nonidentity) will be one of the biggest challenges.

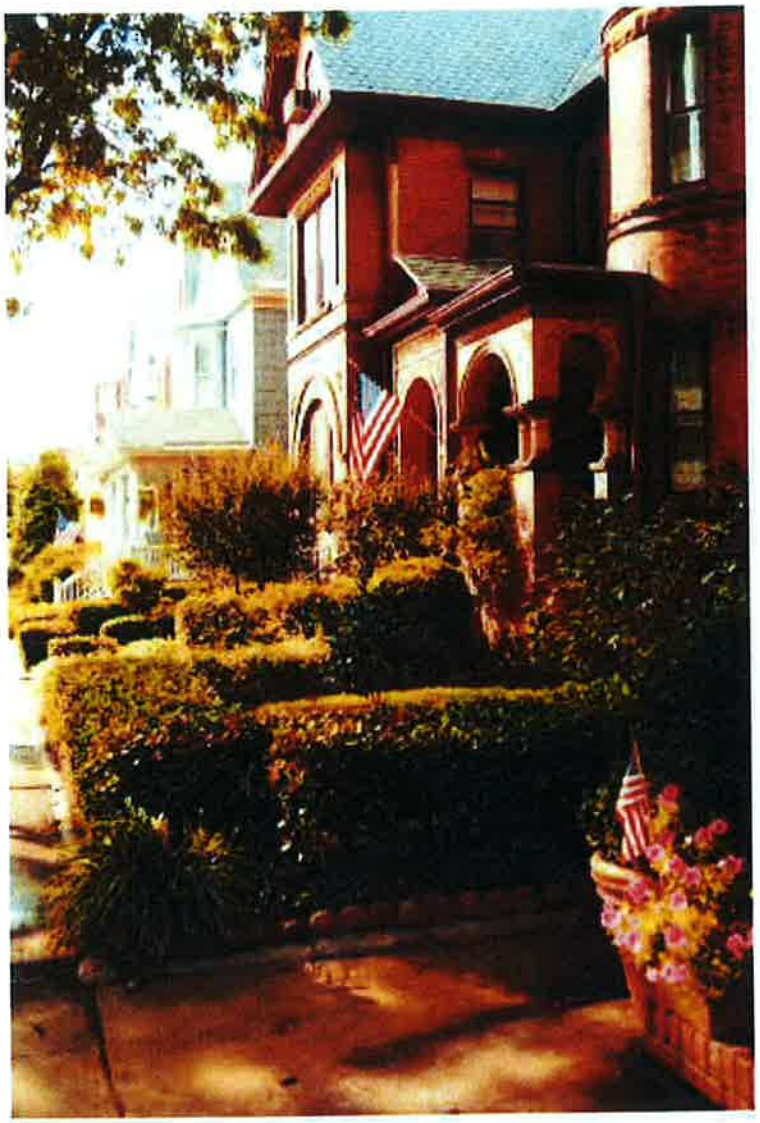
M Street, Washington, D.C.

- Adapt the retail environment to serve and enhance the surrounding neighborhood. Serving a broader trade area may be important, but will usually be a secondary goal.

- Recognize that nearby competition not only will dramatically affect the market for your street, but will also affect the vision you have for its future.

- Hire a leasing professional from day one to coordinate management and recruitment of retail tenants. Recognize that retailers will "vote" on the soundness of the redevelopment's vision by deciding whether to rent or not.

3 Think Residential



High-density single-family homes accommodate families and make neighborhoods more walkable.

Successful retail depends on successful residential neighborhoods. Retailing cannot survive in an environment of deteriorating neighborhood housing, declining population and homeownership rates, disinvestment, crime, and neglect. Most important, successful retail needs a growing number of high-quality residents because this is what retailers look for. High-quality residents are found in high-, medium-, and low-income brackets so, individually and as a group, residents need to take ownership of their streets and start changing the negatives in their neighborhoods so the environment is right to attract retailers.

Great streets are always surrounded by dense residential development. Where residential growth and revitalization is occurring, retail is primed to follow; it simply will not occur the other way around. Retailers will not be attracted to a neighborhood street, regardless of how much public money they get, unless they see the cash registers ringing, and this depends on the strength of the surrounding residential market.

Streets evolve over time, and the quality and amount of the residential development will dictate what type of retail tenant will be interested in leasing space. The typical pattern is for home-grown, startup businesses and creative enterprises looking for low-cost locations to move in first, followed by mass-market national stores and, if the neighborhood is very successful, by specialized higher-end retailers. The community should not expect the best stores to move in immediately, but to the extent that higher-quality residential development occurs, retailing will continue to improve.

- Increase homeownership (including condominium ownership) to stabilize the neighborhood and create more stakeholders and customers.

- Residential development creates a customer base for neighborhood-serving retail, especially grocery store and pharmacy anchors. It is important for such stores—which commonly are national chains and require the most parking—to conform to the urban character of the community.

- Encourage mixed-use developments. A mix of housing and offices supports retail by creating more customers, supporting longer business hours, and bringing in rents up to 20 percent higher than would be likely in the same place without the mix of housing and office space. Office components provide daytime retail and restaurant demand, while residents add customers in the evening.

Residential units above retail keep the street active around the clock, providing convenience for residents and sales volume for retailers.

- It isn't necessary to attract national retailers to be a success. Successful streets often have a mix of locally owned and operated vendors, especially specialty food stores (selling baked goods, ethnic foods, coffee, and wine), ethnic restaurants, pharmacies, art shops, antique stores, hardware stores, and service providers (laundry, video rental, garden). If you sit around waiting for Pottery Barn, nothing else is going to happen.

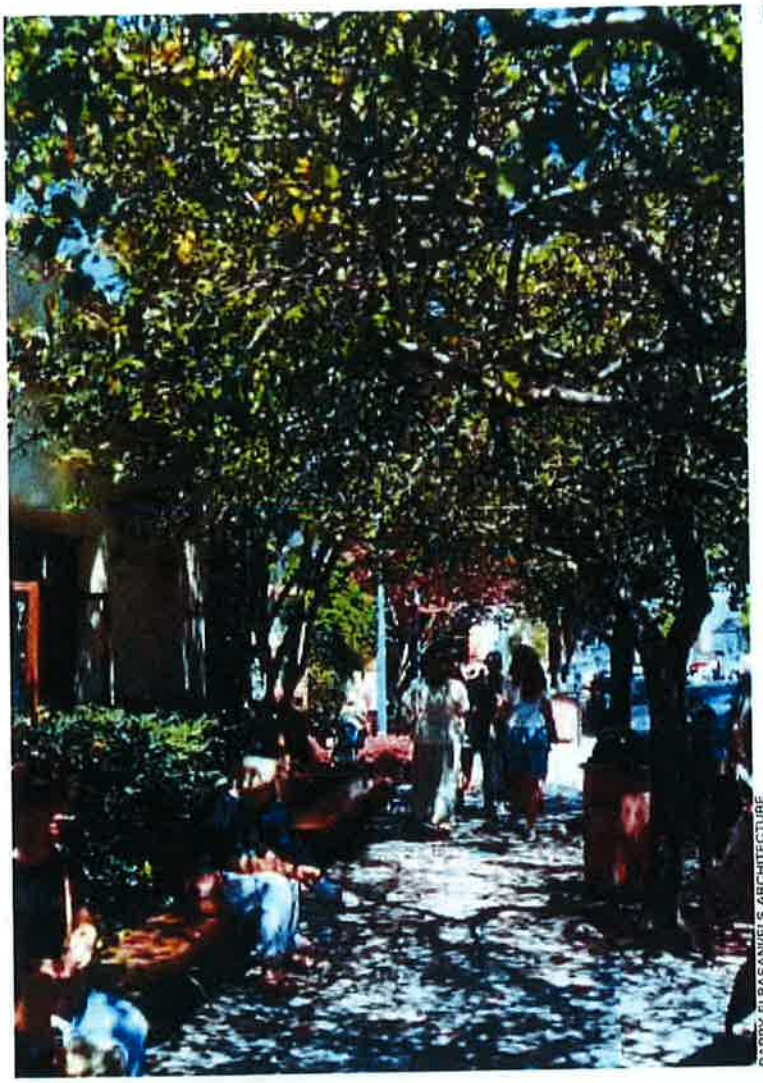
- Recognize that although neighborhood residential development provides a strong shot in the arm for retailing, it does not provide the only source of demand.

- Encourage mixed-income housing. A big challenge of retail is the recruitment of retail workers, and they need a convenient place to live. A stock of potential workers living close by enhances the attractiveness of the site for retailers.

- Ground floor space does not need to be all retail. If the neighborhood street is too long for shopping the entire length, retailing should be concentrated in designated blocks. Shoppers typically will walk for only three or four city blocks. Residential or office uses should predominate beyond a core walking area.

- Don't underestimate the value of anchors on the street. They help the smaller, independent tenants succeed by drawing customers to the area.

4 Honor the Pedestrian



BARRY ELBASANVELS ARCHITECTURE

Pedestrian amenities entice shoppers to linger.

The era when anything developed in an urban neighborhood was considered to be better than nothing is over. Desperation has driven many communities to accept developments that are inappropriate for an urban street and antithetical to an enjoyable pedestrian experience. Suburban-style, pedestrian-deficient retailing with blank walls facing the sidewalk, parking lots that disrupt retail continuity, throw-away architectural quality, inappropriate building design and scale, and lack of pedestrian amenities are some of the most egregious mistakes that made many urban streets mean and decidedly unfriendly to shoppers.

Neighborhood retailing that is rebuilt in these ways has proved unsustainable, failed to generate ongoing improvements in retail quality or spin-off activity, and fallen short of attracting the level of customer loyalty from the neighborhood or beyond that is necessary for long-term growth. When pedestrians are not honored with a pleasant and enjoyable shopping experience, they usually choose competing locations that do a better job of creating such an environment.

The first goal for a neighborhood shopping street should be to satisfy the aspirations and enhance the lifestyles of a neighborhood's residents. Neighborhood retail should not be structured in a way that encourages commuters to move quickly through the neighborhood to reach other neighborhoods. Too often, neighborhood streets have evolved in ways that make it easier and more enjoyable for shoppers and commuters to travel to other neighborhoods than to stay and conveniently shop nearby.

- Don't let traffic engineers rule the streets. Accommodating traffic is only one of many goals for successful shopping streets. Retail streets must balance the needs of the pedestrian and the needs of the automobile. Traffic must be calmed, and pedestrian amenities must be added for successful shopping streets to be rebuilt.

- Street width is an important determinant of retail success. In neighborhood locations, wide streets form a great barrier to success since they make it difficult to establish either an intimate neighborhood feel or a community connection.

Landscaping and brick sidewalks—often on a modest scale—add significantly to a neighborhood's ambiance for pedestrians and shoppers as in West Chester, Pennsylvania.

Successful single-loaded retail streets are rare, so to improve chances for success, narrow the street or introduce a landscaped median that will tie the two sides of the street together into one retail experience and make it easier for customers to shop both sides of the street.

- Recognize that street patterns also affect the pedestrian experience. In most cases, one-way streets should be converted to two-way streets to eliminate the raceway effect of one-way arterials and give the streets more of a neighborhood character.

- Convenient parking must be designed to enhance the pedestrian experience and not detract from it. Traffic can be slowed by providing on-street parking—this type of configuration protects shoppers from speeding traffic, allows shoppers to park in front of the store, and creates a stronger connection to the street.

- Encourage multiple entrances to shops so they are accessible from the front sidewalk as well as from off-street parking areas.

- Pedestrian amenities should be added first along the blocks with the greatest concentration of retailing or those with the greatest potential. In some cases, neighborhood shopping streets are too long and some blocks may no longer be suited for retail. In such cases, clearly designate the blocks that are targeted for retailing and concentrate pedestrian amenities there first.

- Sidewalks should be wide enough to accommodate outdoor dining while providing enough room to allow an unimpeded pedestrian flow; tables should be permitted at the curb line to allow window shoppers to stroll next to the shop windows. Rebuilding sidewalks with brick or patterned concrete also can have a positive effect.

- Greening the street is necessary to make it more comfortable for pedestrians. Improvements should include tree canopies that provide shade from day one, green spaces where shoppers can linger and relax, and flowers and shrubs that enliven store fronts, tree boxes, light standards, and parking lots.

VISIBILITY

Transparency is critical. Buyers want to see inside the store—they want it to look safe, they want to see that it offers the goods or services they are interested in, and they want to feel comfortable that a salesperson is not hovering to accost them when they walk in the door. The best design provides visibility into the store and not just into a window display.

ARCHITECTURE

Buildings must look as though they belong in the neighborhood, especially in terms of scale, height, and character. Retail is most successful when it is on a single level, but offices and apartments work very well in levels over retail. The neighborhood vernacular should be expressed in the design of buildings. Good architecture improves the quality of the neighborhood. In revitalization, it can serve as a model of good design. Flexible guidelines that allow variation within acceptable ranges may be best. Even convenience stores can be accommodated with good design standards. The standard retail bay in the United States is 30 feet wide by 60 to 90 feet deep. Multiples of this module can accommodate larger users, such as restaurants. Neighborhood retail often has regular turnover, and adherence to these standards can help find new users. Windows that offer visibility into the store are good advertising and contribute to comfort on entry. Awnings or recessed entries provide comfortable shelter from rain and sun.

LANDSCAPING

Designs for visibility and landscaping often conflict. Here again, the need for transparency and visibility of retail takes precedence. However, in addition to meeting a community's consumer needs, a retail street can be a place to socialize or to relax and linger, especially when the hard urban edge is softened and enhanced with high-quality plant material. Outdoor dining is an instant indicator of safety and congeniality, but it needs a minimum sidewalk depth of ten to 12 feet for convenient pedestrian flow.

SIGNAGE, LIGHTING, AND STREET FURNITURE

As in other design media, quality sells—particularly over the long term. Signs, lighting, and street furniture (seating) are low-cost and highly visible ways of projecting a quality image. To ensure consistency and quality, adopt design guidelines that regulate the scale, typeface, materials, and other design elements of signage, while at the same time encouraging flexibility and creativity. A critical consideration is whether to allow freestanding or hanging signs on buildings. Flush mounting is desirable because it doesn't intrude into the pedestrian zone, but the need for signage to be visible to motorists and pedestrians should contribute to decisions about sign guidelines. Differentiation in retail graphics is both an indicator of unique offerings and a brand identifier. A graphics scheme should not prohibit free expression, but should set standards to ensure long-term quality. Lighting and street furniture in complementary design families add character and safety—lighting for visibility and seating to attract people to the street.

William B. Renner, EDSA / Edward D. Stone, Jr. and Associates

The city of San Rafael, California, encourages the development of housing as a way of bringing life—including evening activity and customers for merchants—to its commercial streets.

- Landscaping, street furniture, and other pedestrian amenities should be sensitively designed so as not to block retail sight lines for motorists or shoppers.

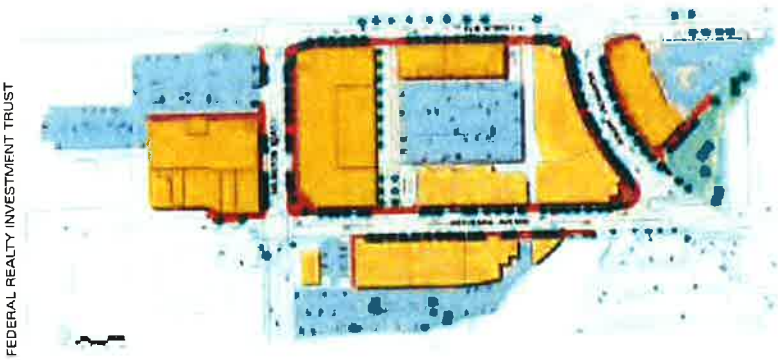
- High visibility for potential customers who are driving or walking by the stores is as important for retail success as easy accessibility and parking.

- Lighting should be bright enough to ensure security in the evening, but sodium vapor—often referred to as "slum lighting"—should be avoided in favor of white lighting, which renders more realistic colors, less sinister appearances, and a more inviting, comfortable, and reassuring feeling for shoppers.

- Set design standards and work with retailers regarding facade improvements, appropriate historic preservation measures, store signage, awnings, window displays, and advertising. These details indelibly frame the pedestrian experience.

5 Parking Is Power

Easy accessibility, high visibility, a sense of personal security, and adequate, convenient parking are all preconditions for successful retailing, and without them retail likely will fail, regardless of the sophistication of the shopping environment or the quality of the tenants.



FEDERAL REALTY INVESTMENT TRUST

At Bethesda Row in the Maryland suburbs of Washington, D.C., designers placed parking behind and to the side of buildings. This fosters a pedestrian-friendly environment and allows stores to utilize most of the road frontage.

Parking is arguably the most important of these requirements because today's consumers, conditioned by their suburban shopping center experiences, expect nothing less than a guaranteed space close to their shopping destination every time they shop. Neighborhood streets that replicate the convenience and abundance of suburban parking—albeit in quite different configurations—will have solved one of the great dilemmas that urban shopping locations face. These are the challenges: How can communities squeeze enough convenient parking into a pedestrian environment where it is not desirable to have large parking lots facing the street in front of the stores? How can communities configure parking in ways that are clearly organized so that shoppers can find spaces in multiple locations from block to block?

■ Size the street's parking requirements realistically. Recognize that parking needs will usually be less along neighborhood shopping streets than in suburban shopping centers because some urban shoppers will arrive on foot or by transit, shuttle, or bicycle.

■ Recognize that parking needs often change over time. If a neighborhood gets improved transit service, parking needs may decline. Conversely, the introduction of additional anchors, changes in tenant types, or a denser concentration of retailers as the street's popularity grows can increase the number of parking spaces needed.

A mix of parking accommodates different users. Short-term customers can park on the street, while shoppers planning a longer stay can park in the garage.

■ Provide spaces in a clear, evenly distributed supply of parking that includes on-street and off-street options. Encourage store employees to park away from store entrances.

■ On-street parking is critical for some retailers' success because it is the most convenient type of parking and creates the steady turnover of shoppers needed by stop-and-go retailers like coffee shops, dry cleaners, and specialty food stores.

On-street parking along Clematis Street, West Palm Beach, Florida.

- Metered parking—whether on- or off-street—should be designed to encourage people to use it. The time limits should be fairly enforced so that the needed turnover actually occurs, but don't go overboard. Customers will shop elsewhere if they are turned off by unreasonable and inflexible adherence to the rules.

- Off-street parking needs to be highly visible from the street, but it should not dominate the landscape, break up the retail district into disjointed parts, or be located farther than one block from storefronts.

- Parking should be user-friendly, starting with clear signage directing customers to individual lots and lighting that is configured to ensure their personal safety and provide a sophisticated ambiance that makes them feel comfortable at night.

The parking garage at Seventh and Collins, Miami Beach, Florida.

- Innovative parking designs—such as parking behind, above, or below the stores—should be considered in dense, high-value urban locations. If these configurations are used, parking must be seen as nonthreatening, as visible as possible, and easily accessible, or motorists will avoid it.

- Shared parking should be planned to accommodate the parking needs of different groups of shoppers as they appear at different times of day. This will eliminate unnecessary spaces that otherwise would sit unused during periods of inactivity.

- Transit (retailer-sponsored shuttles, bus, light rail, and subway) should be actively promoted by developers, retailers, and employers because it reduces parking needs, extends the street's trade area, and brings a greater diversity of demand.

- Don't forget about bicycle parking. Bicycles are a growing part of the urban lifestyle and parking for them is cheap to build. The need for bicycle parking is especially important in college communities and in neighborhoods with young, highly educated, and sophisticated residents.

6 Merchandise and Lease Proactively

Retailers are the soul of the neighborhood commercial street, so getting the right tenant mix and quality will give the street its unique character as well as the diversity of product offerings it needs to compete successfully with more established retail destinations. To achieve this mix, a neighborhood commercial street must be managed and operated like a shopping center—but recognize that having multiple landowners and operating in the public realm enormously complicate these tasks.

Finding tenants that meet all of these criteria is tough, especially in the early years of rebuilding when a critical mass of retailers is often absent and the environmental and social conditions along the street may not yet be optimal to achieve high sales levels. Complicating this task is the fact that the city cannot rely individually on landlords along neighborhood shopping streets to recruit appropriate high-quality tenants, since they are inclined—understandably—to lease their spaces to whomever is willing to pay the rent. It's not easy for a landlord to turn down a tenant because it does not fit within a street's overall leasing plan or add to its optimal tenant mix. Retailers also do not like to take risks, but if you have a coordinated merchandising plan and strive for a good tenant mix, the risk to retailers will be reduced.

To achieve higher sales, rents, and land values, landlords along the street need to band together and work proactively with the public sector to merchandise and lease their street in a coordinated and mutually supportive way.

Bellevue, Washington.

- Establish a quasi-public retail leasing and management agency to plan and coordinate the street's leasing strategy, actively recruit tenants, and direct them to appropriate landlords and property owners so that leasing deals can be made privately. Recognize that the tighter the leasing control this agency has, the more quickly the street will evolve into a thriving retail destination.

- As the first priority, hire a leasing and management professional to set up the leasing agency and direct its activities. This needs to be someone who can dynamically "sell" your street and neighborhood, and has a sophisticated understanding not only of retail leasing but also of shopping center management and public/private partnerships. The leasing professional should be part of the street's planning and design team, so she/he not only understands the long-term vision of the project but also helps to shape it.

- Develop a comprehensive leasing plan that is flexible and builds on the strengths and competitive advantages that the street and neighborhood already have. Recognize that the plan will need to be adjusted constantly to reflect changing market conditions.

- Context matters. Tailor the leasing strategy to your community and its position in the regional retail hierarchy. Understand the characteristics of your market and location, know your customer and competition, and evaluate nearby retail streets and tenants to guide tenant recruitment.

- Recognize what your street is now and what it can become, and market the space realistically with an eye to the future. Cookie-cutter stores are not attractions in and of themselves, but they do lend legitimacy to the location in the eyes of other retailers, and they have advertising clout that helps one-of-a-kind stores.

- Lead the leasing effort with destination- and neighborhood-appropriate retailers. This will lay the foundation for more intense commercial activity as the street matures.

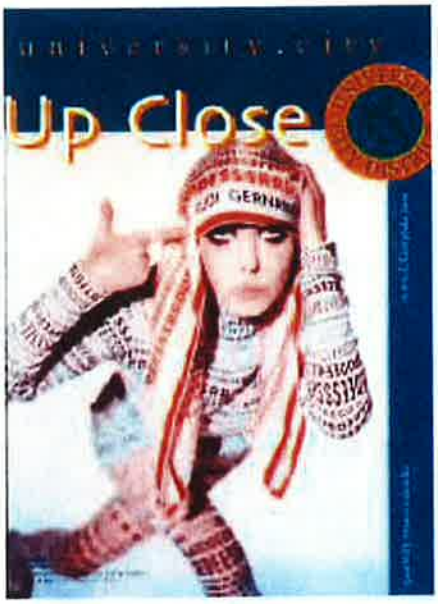
- Initiate the leasing program along one or two blocks that have the greatest potential. Creating a successful retail nucleus to build around will give momentum to the project, stimulate the interest of other retailers, and form a critical mass that becomes a recognizable retail destination for neighborhood shoppers.

- Besides coordinating the leasing program, the leasing and management professional should provide technical assistance to existing and prospective retailers. Financial assistance may also be desirable for facade improvement, building improvements to achieve code compliance, new signage, and the like. She or he should also coordinate maintaining the streetscape and making needed repairs if there is no business improvement district in place.

Shopping centers carefully choose tenants based on many factors, and neighborhood streets must do the same. Tenants should:

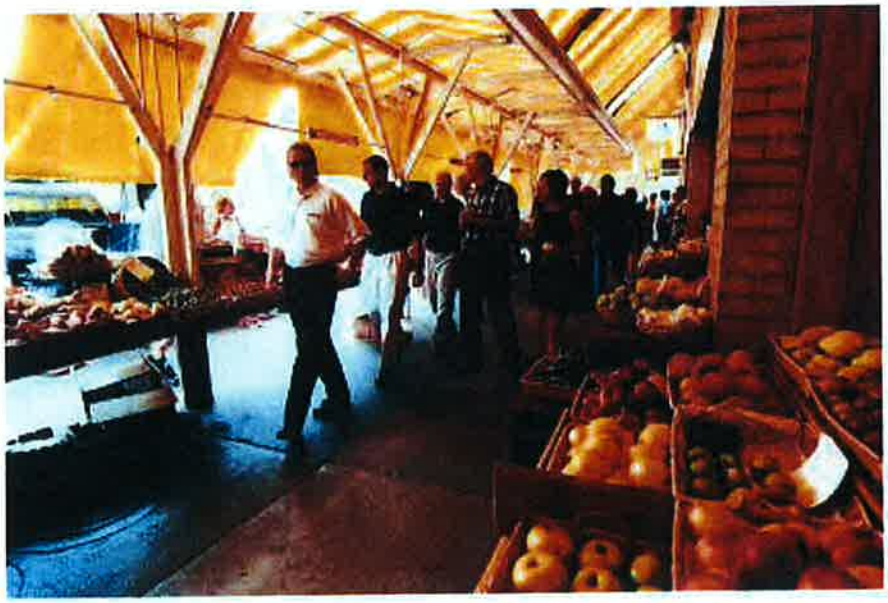
- **Fit into the street's agreed-upon vision and leasing strategy;**
- **Fill gaps in the street's retail mix or reinforce specialized tenant concentrations;**
- **Sell merchandise aimed at the street's targeted customer markets;**
- **Project the right image, aesthetic, and lifestyle orientation;**
- **Fit within the physical limitations of the available space;**
- **Be well managed and creditworthy; and**
- **Be able to afford the rent!**

7 Make It Happen



Neighborhood retailing will not spontaneously regenerate. Miracles happen in the movies, but they rarely happen in real life. In many communities, market conditions that caused neighborhood commercial streets to decline are still in place, and it takes an aggressive commitment by the public sector in partnership with the private stakeholders to address negative influences before sustainable retail revitalization will occur.

Communities have powerful financial and regulatory tools to attract desired private investment capital if used judiciously. Some of these tools are "carrots" that create a positive investment climate, improve infrastructure, or reward investors who further community goals. Others are "sticks," which may need to be used if carrots are not sufficiently convincing. Communities should be willing to use both to convince landowners, developers, and retailers that the revitalization efforts are in their interests. Willingness to exercise regulatory powers to achieve the stakeholders' vision and protect it from negative influences projects a sense of momentum to the stakeholders and potential tenants and enhances the street's appeal as a place to do business.



Produce markets, often sponsored by BIDs, add a lifestyle-oriented dimension to neighborhood shopping streets.

- Research carefully what public regulatory and financial tools are available to achieve your goals and what is required to qualify for them, then determine how you can use them as catalysts to make things happen when and where you want them to happen. Direct public resources to generate the maximum bang for the buck in terms of generating and leveraging private investment money.

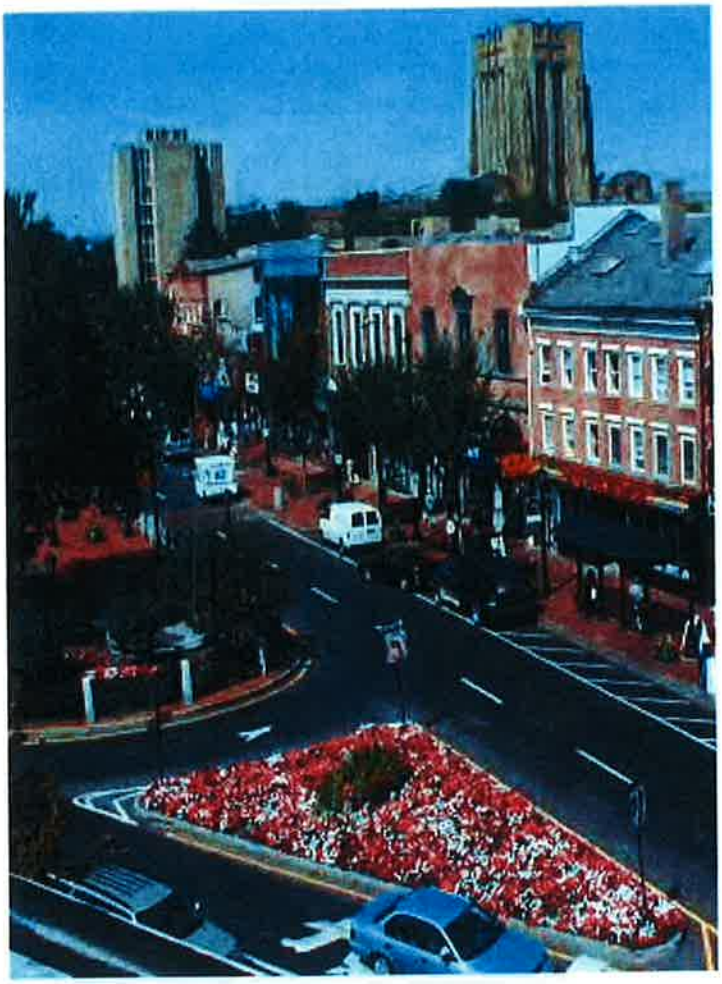
- Develop a strong relationship with local financial institutions and nonprofit organizations, and partner with them to achieve your goals. These organizations are likely to be more willing than national institutions to lend money to developers of nontraditional urban real estate projects and to neighborhood retailers. They are also likely to be more flexible in terms of what you can do with the money.

■ Set up design guidelines and development standards to make sure that new developments as well as facade and other improvements are compatible with the planned character of the street. These standards can control not only aesthetics, but also such concerns as the types of stores that are acceptable, store operating hours, building scale and materials, building setbacks, and number of parking spaces required.

■ Business improvement districts are quite effective at enhancing both the business and physical environment for retailing and for engaging business owners in the revitalization process. Retailers, however, cannot fund BIDs alone; offices are needed to help pay for BID operations. BIDs or special taxing or assessment districts should be set up in the more established commercial streets where landowners and tenants can afford the incremental tax increase. These types of districts should be viewed more as revitalization tools than redevelopment tools.

■ Tax increment financing is best used in districts where major land holdings need to be rebuilt and where infrastructure is substandard or lacking.

■ "Demolition by neglect" statutes should be added to zoning and land development codes to deter landowners from letting their properties deteriorate to the point that they have to be torn down. Don't be afraid to use eminent domain powers to take control of properties that are abandoned or neglected. These properties are a cancer, and cannot be allowed to spread blight throughout the neighborhood. However, before proceeding, have a full understanding of applicable laws in your state, and give the property owner adequate opportunity to correct the problem.



New Haven, Connecticut.

■ So-called friendly eminent domain can be useful with some property owners who may be willing to sell a deteriorated property to rid themselves of a problem. This can be an effective tool to assemble property required for a large-scale redevelopment project.

■ Use targeted requests for proposals or requests for qualifications to solicit interest in redeveloping key properties.

8 Be Clean, Safe, and Friendly

If a neighborhood shopping street is clean, safe, and friendly, customers will be drawn to their favorite shops even though the street as a whole may still be in transition from failure to success. If even one of these characteristics is absent, some neighborhood residents will continue to shop elsewhere, and few commuters are likely to stop as they drive through. Achieving an acceptable comfort level for neighborhood shoppers, however, won't happen without a coordinated, holistic approach to addressing the street's underlying problems and deficiencies.

To solve these problems, an ongoing management entity for the street should be created to perform many of the tasks that a shopping center manager performs. This organization will need to manage the street in perpetuity, operate it like a shopping center, protect its competitive position against more established retail locations, and ensure that it does not slip back into its old dysfunctional ways. A BID is an effective vehicle to act as the management entity because it has the support of the property owners and has a dedicated income stream to support its activities. If a BID is not available to fill the management role, it may fall to a group of business leaders, retailers, or city government representatives.

Successful BIDs keep standards for maintenance, cleanliness, and security high. They also organize activities and events that draw customers to the shopping street, as in Cleveland, Ohio's Playhouse Square.

- Think of the street holistically. Work with the city to stringently enforce building health and safety codes to maintain the street's quality, appearance, and safety. But make sure the codes are flexible and suitable for older/historic buildings, and don't stymie undercapitalized but legitimate improvement efforts.
- Be the advocate for the neighborhood—lobby for scarce resources and ensure that commitments are fulfilled.
- Regularly check the pulse of property owners and retailers to keep on top of issues, concerns, and problems before they spin out of control.

BID staff stand ready to offer assistance to stranded motorists in Birmingham, Alabama.

- Enact extra levies and assessments on property owners who neglect their property. This will encourage them to adhere to the neighborhood's standards.
- Provide an extra layer of security along the street. Crime prevention and customer security are keys to bringing the shoppers back, so security guards need to be visible but benign, helpful, and unobtrusive.
- Added police patrols also lend peace of mind for potential retailers and customers, particularly if the area had a bad reputation before redevelopment. But public resources are often stretched thin, and the police alone probably won't be able to solve the problem.
- If homelessness and drug abuse are problems along the street, work closely with city agencies and neighborhood nonprofit organizations to address them. Social services, however, should not be clustered nearby.
- Work with the city to make sure that street people don't overwhelm the street—although when street people begin moving to the area, it is an indication of success!
- Security devices such as roll-down metal doors and window grilles should be eliminated or altered so they are see-through and provide visibility to the shop windows.
- Plan holiday and other special events to give people an extra reason to visit and bond with the shopping district.

University City, Philadelphia, Pennsylvania.

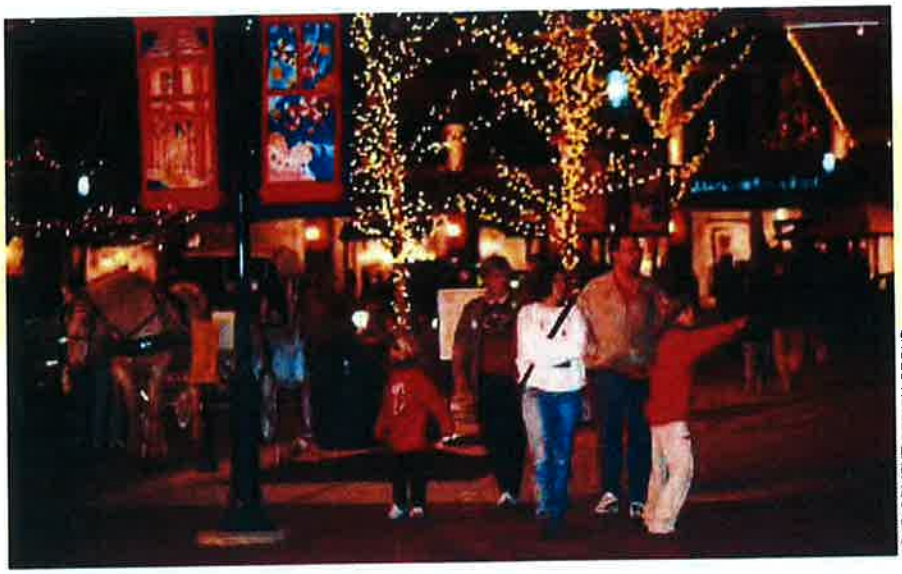
9 Extend Day into Night

Longer hours equal stronger sales, and strong sales define a successful shopping street. It's as simple as that! As revitalization accelerates and rents rise, retailers will be unable to survive unless business hours can be extended to capture more business. The way to do this is to identify, plan for, and tap multiple markets to keep the cash register jingling throughout the day and after the sun goes down. The evening is the hardest time to keep businesses open even though that's when people have time to shop, and it will take a healthy dose of imagination and hard work to achieve the mix of stores, coordinated hours, and sense of security to create an environment where people are comfortable going out after dark.

An artistic facade creates an inviting destination at night in the Manayunk district of Philadelphia.

Different customers can be drawn to the street during different periods of the day, but the revitalization team must implement a comprehensive strategy to make it happen. Only in the strongest locations will vital retail streets evolve on their own. In the best of these locations, commuters, residents, and nearby workers can be drawn to the street in the morning for coffee or breakfast, to use neighborhood services, and to visit the gym. At midday, office and retail workers will eat lunch, run errands, and leisure shop. In the afternoon, residents and workers will go food shopping, stop at pubs and outdoor cafés, and use neighborhood services. As the evening progresses, neighborhood residents and visitors from other neighborhoods can be drawn out of the house to leisure shop, visit the gym, have dinner, go to the movies and theaters, and take advantage of the nightlife.

This is the ideal that neighborhood commercial streets should strive for. To achieve it requires that multiple



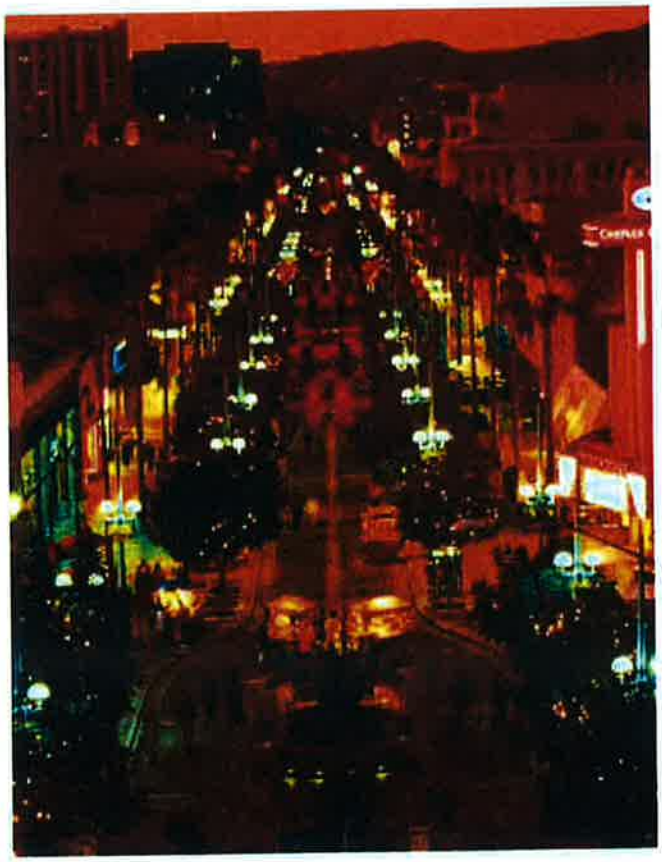
DEVELOPMENT DESIGN GROUP

Signpost decorations, tree lights, and a hansom cab set the scene for an exciting evening during the winter holiday season. Holiday decorations and festivals are a great way to attract families to a shopping area during the evening hours.

sources of demand be brought to the street to broaden the support for retailing.

- Day and night, it's the density and mix of uses that extends the shopping day and creates an exciting urban feel to the street.
- Day and night, it's the proximity and continuity of diverse retailers that creates the opportunities for cross-shopping that makes the street a compelling retail destination.
- Office uses should be recruited because they are "demand anchors" for retailing along the street, especially in the morning and at noontime, if they are integrated with other activities along the street. If they are self-enclosed fortresses or if they disrupt the retail continuity, they will detract from rather than add to the street.

As the sun sets, Third Street Promenade in Santa Monica, California, lights up. The well-lit pedestrian street remains active long after dark.



- Professional tenants such as doctors and lawyers are very desirable because they steadily attract visitors, employ office staff, and serve neighborhood residents—all of whom are potential shoppers.
- Civic, cultural, and entertainment anchors attract a high number of visitors and create the possibility for trip chaining and multiple purchases along the street. Nighttime uses such as restaurants, theaters, and cinemas can help compensate for smaller daytime populations such as office workers.
- Civic uses should be encouraged because they can be attuned to the neighborhood's demographics. A social security office, community center, youth activity center, or department of motor vehicles branch office serves the neighborhood while adding a steady stream of customers to the street.
- Educational facilities, such as university satellite campuses, should also be encouraged because they bring teachers, students, and educational workers to the neighborhood. A bonus is that they fill off-peak parking spaces.

10 Manage for Change

Plan for the long term, but manage for constant change in the short term. Rebuilding a neighborhood retail street is a long reinvestment process, and market realities will undoubtedly continue to change throughout the ongoing life of the street. If the champion, the city, or the property owners are not prepared to support this dynamic in perpetuity—with both their efforts and their money—the revitalization project should not be undertaken. One-shot projects will fail, following a formula will fail, operating on autopilot will fail, and locking a street into an unchanging reality will fail as well. These truisms need to be recognized up front.

Rebuilding neighborhood retail should be planned comprehensively as an integral piece of the larger community that surrounds it, and it should be tailored to the realities of the area. Communities should focus their initial efforts on carefully chosen development nodes to maximize the impact of their efforts, create momentum, and foster faith in the project. As more resources become available, the focus should expand to neighboring blocks and streets. Individual strategies will vary widely because every street is different—each has its own set of problems and opportunities, each has a unique identity that can be capitalized on, and each will evolve over time as entrepreneurship grows. What usually begins

Clematis Street, West Palm Beach, Florida.

as a street with local retailers will likely attract regional and national stores as its success builds and its market is reestablished. And even after a critical mass of retailing is achieved, the street still must be constantly managed and nurtured, like a shopping center, to meet fickle consumer demands.

At Ohio State University, High Street, in Columbus, Ohio, is undergoing a revitalization that will include 250,000 square feet of retail, restaurant, and entertainment space.

- Treat emerging retail districts as living, breathing entities. Build momentum by continuously putting energy into them, and they will create energy on their own.

- Like children, retail streets could grow and change without guidance, but we wouldn't like the results. If you doubt this conclusion, simply visit most of our cities' neighborhood shopping streets.

- Keep close tabs on the markets that you serve, and lease proactively to match the changing demands of these markets.

- Sometimes there is a need to "prune the deadwood" when leases run out. Even when a retailer may be willing to renew its lease, it may no longer fit into the vision or image of the area. In these cases, the space should be leased to a more suitable tenant. It is not unusual for a shopping center to remove 5 to 10 percent of its tenants every year to remain at the cutting edge of what its customers want. Neighborhood shopping streets need to be willing to do the same.

- Monitor emerging trends, problems, and conflicts closely so that they can be dealt with quickly. An ongoing conflict resolution process should be established to resolve conflicts among stakeholders.

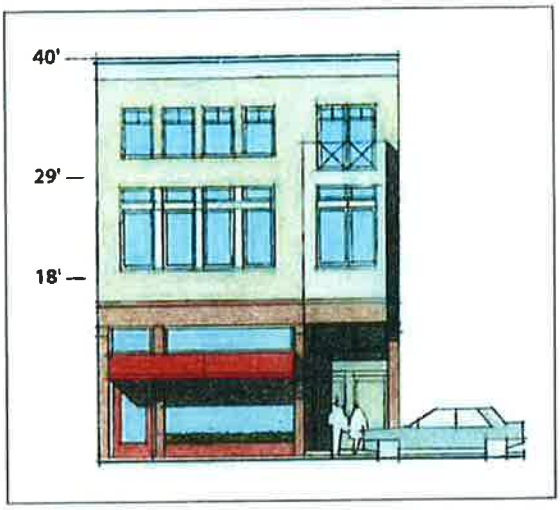
- An ongoing central point of reference and clearinghouse for information should be operated to serve existing and potential customers, tenants, and investors.

- Representatives of the business community and citizen leaders should develop and nurture long-term relationships with public sector representatives who have responsibilities for the district to get an appropriate share of attention and funding. Public officials should likewise reach out to the business and citizen leaders. Strong two-way working relationships will help to achieve both public and private goals over the long term.

Appendix D

Maximum Building Height

Building height impacts the overall quality of the buildings in the Town Center and the groundfloor retail and upper floor residential uses, in particular. Height impacts not only the general identity and character of the Town Center, but also "blue water" views from upland residential areas. The Town Center Plan limits the height of buildings to 40 feet and three stories which would allow for an 18-foot groundfloor height (measured floor to floor) that would improve store frontages and benefit retailers as depicted to the right and below.



40-Foot Building Height

MAXIMUM BUILDING HEIGHT	
• Maximum Height	40 feet 3 stories (1)(2)
• Building Height Measurement	Measure building height from the level of the sidewalk at the midpoint of the front property line. Count 2 stories of above-grade structured parking as a single story when fronted by single story of usable groundfloor space, such as a shop front.

(1) Count two levels of above-grade parking as a single story when fronted by a single story of retail space not exceeding 20 feet in height (measured from floor to floor).

(2) Additional height permitted for encroachments with a Conditional Use Permit.

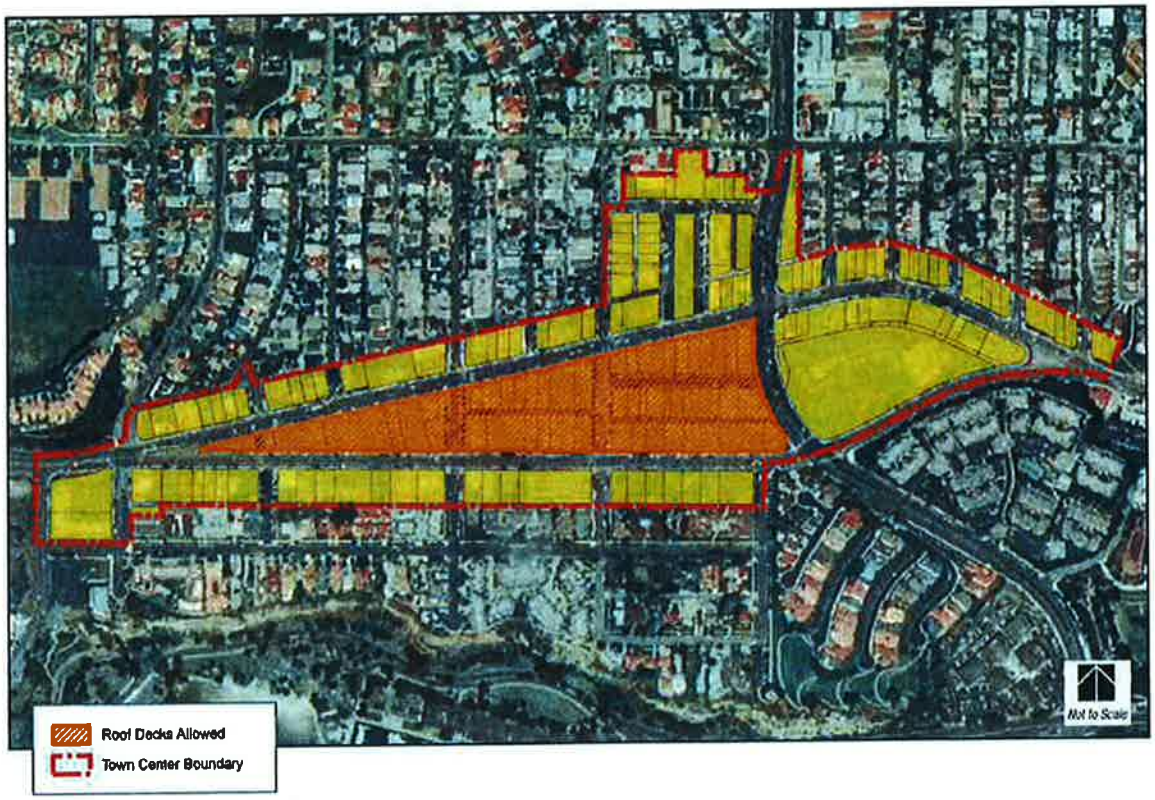
Example of a 40' building with a ground floor café, upper story setbacks, balconies and architectural details that improve the pedestrian realm.

Permitted Encroachments into Maximum Building Height and Roof Decks

Encroachments beyond the maximum height limit shall be reviewed as part of the Site Development and Conditional Use Permit process. Limited encroachments for such items as mechanical equipment and chimneys require a Site Development Permit. Roof decks require a Conditional Use Permit and are only allowed within the inner portion of the Town Center couplet as depicted below. In addition to the required findings as set forth in the Municipal Code, any CUP for roof top decks in the Town Center shall require the following two findings:

1. The approval will not result in an undue impact on the quiet use, enjoyment or privacy of surrounding properties.

2. The approval will not result in undue adverse impacts on ocean views from surrounding properties.



Area of Town Center Allowing Roof Decks

PERMITTED ENCROACHMENTS INTO BUILDING HEIGHT LIMIT	
All roof decks above the upper floor shall be subject to a Conditional Use Permit. Encroachments beyond the maximum building height limit shall be reviewed as part of the Site Development Permit process. All new development and additions which result in additional building height shall be staked with story poles as part of the review process, and abide by the following regulations. All encroachments beyond the maximum building height shall be included in the staking	
• Mechanical Equipment Screening & Chimneys	Up to 42" above maximum height if setback 5 feet from face of building and not exceeding 5 percent of horizontal roof area.
• Elevators Not Providing Access to Roof Decks	Up to 42" above maximum height if setback minimum of 5 feet from face of building and not exceeding 5 percent of horizontal roof area.
ROOF DECKS – Conditionally permitted only within the interior portion of the couplet (within PCH and Del Prado)	
• Guardrail	42" guardrail required in accordance with Uniform Building Code; conditionally permitted to exceed maximum building height if setback 5 feet from roof edge. Roof decks require a Conditional Use Permit
• Stairwells and Elevators Providing Access to Roof Decks	Conditionally permitted if setback minimum of 5 feet from face of building

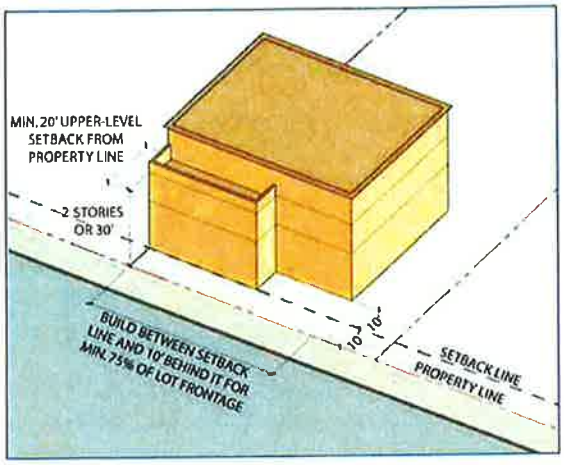
Design of Groundfloor Building Frontage

Retail at the street level is a critical component for creating a vibrant, pedestrian-oriented environment. To encourage this, buildings shall be developed in a manner which is conducive to retail-type uses. Buildings fronting on Del Prado and Pacific Coast Highway between Blue Lantern and Golden Lantern shall comply with the design standards described below:

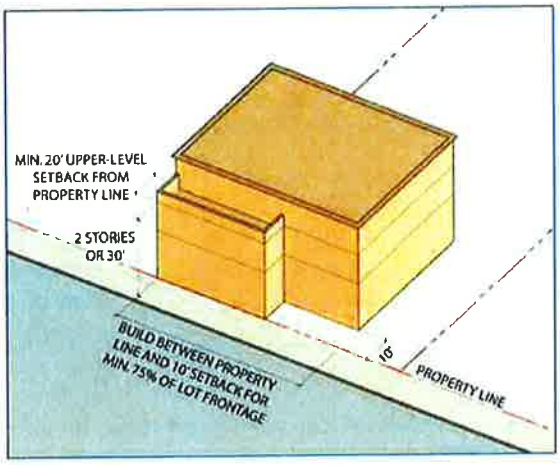
DESIGN OF GROUNDFLOOR BUILDING FRONTAGE PACIFIC COAST HIGHWAY AND DEL PRADO BETWEEN BLUE LANTERN AND GOLDEN LANTERN
• The floor-to-floor dimension between the finished floor of the ground floor of the structure and the floor above shall be at least 18 feet.
• The depth of groundfloor commercial space from storefront to rear shall be at least 40 feet.
• The interior finished floor elevation shall be level with the adjacent sidewalk at least every 50 linear feet. Pedestrian access to the building shall be flush with the sidewalk.

Building Setback, Build-to Lines and Allowed Projections

The following development standards are designed to allow development to contribute positively to the creation of a vibrant, pedestrian-oriented district with a mix of uses while, at the same time, repsect surrounding uses including existing historically significant buildings and existing residential uses within and outside of the Town Center. Front and street-side yards shall be treated like plazas. The intent is to create opportunities for sidewalk enhancements, outdoor dining, public art and landscaping that supports and does not inhibit active uses in groundfloor building space. These standards are uniquely tailored to the different areas and streets within the Town Center to allow for diversity in building design while responding to unique conditions of the area/street. The standards for setbacks and built-to lines are as follows:



Setback and Built-to Lines: Pacific Coast Highway



Setback and Built-to Lines: Del Prado

This rendering depicts how a building adhering to the setback requirements could look

BUILDING SETBACKS AND MINIMUM BUILD-TO LINES	
• Minimum Front Yard Setbacks	PCH: Minimum 10-foot building setback with required dedication of 10-foot public access easement for pedestrian circulation and landscaping. For lots greater than 80 feet in width, the maximum length of an uninterrupted building facade shall be 80 feet; to break the façade plane, provide minimum additional setback of 10 feet for at least 20 feet of frontage. (5) DEL PRADO, LA PLAZA and NORTH/SOUTH STREETS: 0 feet setback. For lots greater than 80 feet in width, the maximum length of an uninterrupted building facade shall be 80 feet; to break the façade plane, provide minimum additional setback of 10 feet for at least 20 feet of frontage. SAN JUAN: Buildings shall be setback a minimum of 5 feet. (Note build-to requirements)
• Minimum Street-Front Build-To Lines	PCH: Building shall be built up to the front setback line or within 10 feet behind it for a minimum of 75% of the lot width. (1) DEL PRADO: Building shall be built up to the front property line or within ten feet behind it for a minimum of 75% of the lot width. ALL OTHER STREETS: No build-to lines.
• Minimum Side Yard Setback	ALL STREETS: 0 feet LANTERN STREETS: 0 feet ALL OTHERS: No setback or build-to requirement at 1st floor.
• Minimum Rear Yard Setback - Standard - Adjacent to Alley or Street - Adjacent to Residential Zoning District	 0 feet (2) 5 feet 20 feet

Building setbacks encourage interesting building design and create opportunities for sidewalk enhancement.

ADDITIONAL SETBACKS AT UPPER LEVELS (3)		
• Adjacent to a Street	PCH: Portions of building above 2nd floor or 30 feet (whichever is lower) shall be set back 20 feet. DEL PRADO, LA PLAZA and NORTH-SOUTH STREETS: Portions of building above 2nd floor or 30 feet (whichever is lower) shall be set back 10 feet. SAN JUAN: Portions of building above 2nd floor or 30 feet (whichever is lower) shall be set back 15 feet.	
• Adjacent to an Alley or Rear Property Line	Blocks north of PCH and south of DEL PRADO above first 20 feet: Minimum 15 feet setback from alley. ALL OTHER BLOCKS: None required.	
• Adjacent to a Residential District	Above the 2nd story: Additional 10-foot setback when immediately adjacent to a residential district.	
• Interior Side Property Line	Above 20 feet in height: Starting 40 feet back from the front building face, minimum 5 feet from interior side property line.	
ALLOWABLE PROJECTIONS INTO REQUIRED SETBACKS		
All items projecting into the public right of way shall require an encroachment permit from the Community Development and Public Works Departments. Projections not specifically identified below shall be subject to Dana Point Zoning Section 9.05.080.		
• Balconies and Bay Windows	Maximum 2'-6" into required setback areas adjacent to alleys. May project 2'-6" beyond property line above a height of 20 feet if permitted by Building Code.	
• Awnings/Canopies/Marquees	Rigid elements shall be at least 8 feet above the sidewalk (7 feet for soft valances). May be placed up to 12 feet from the curb, subject to approval of the Community Development Director and Public Works Director when designed in conjunction with outdoor cafes.	
	When not associated with outdoor seating areas, but over windows or doors, awnings/canopies/marquees may project 4 feet beyond the property line.	
• Outdoor Dining Areas (e.g., Sidewalk Cafés)	PCH, Del Prado, San Juan Road and La Plaza – Front and Exterior Side Yards: minimum 12 feet from curb. All Other Yards (interior side and rear): To property line.	
• Architectural Projections (i.e., cornices, eaves, roof overhangs, etc.)	Front: 2'-6" Rear: 2'-6" Side: 2'-6" Minimum from Property Line: 0 feet	
• Maximum Percentage of Building Elevation Length	Front: 60% Side: 40% Rear: 80%	Applies to balconies, bay windows, awnings, and exterior stairways and landings.
SITE VISIBILITY AREA		
Zoning Code Section 9.05.090	None Required in Town Center	

(1) Exceptions to minimum 'build-to' line requirements may be granted in cases of lots with smaller frontages in order to accommodated minimum driveway widths.

(2) Twenty (20) feet adjacent to residential zoning district.

(3) The height above which an additional setback at an upper level is required shall be measured to the floor of the deck and not the guardrail. To encourage terraces and "eyes on the street", parapets and guardrails around terraces may project up to 2 feet above the additional setback height requirement.

Residential Open Space Requirements

The nature of the proposed building types is such that it may not be possible to achieve the minimums for residential private and common open space individually. For flexibility, up to 50% of dwelling units may satisfy their open space requirement by adding it to the required common open space. The table below stipulates minimums for open space, landscape and storage for residential uses.

OPEN SPACE REQUIREMENTS	
• Minimum Open Space (Res Only) - Private - Common	 100 sf/du 100 sf/du 50% of units may combine common and public space requirements
• Min. Landscape Coverage	None
• Minimum Lockable Storage	250 cu.ft./unit

Parking Requirements

In order to strengthen the concentration and continuity of retail within the Town Center, a number of modifications to the existing parking requirements are included. The minimum number of parking stalls by use, as detailed in the Dana Point Zoning Code, applies within the Town Center. However, within the proposed parking district, which extends from Blue Lantern to Golden Lantern within the Town Center (as shown on the Parking Strategy diagram on page 17), the developer may pay a fee for off-site public parking in lieu of providing on-site parking for retail and restaurant uses. Several diagrams of pedestrian-oriented parking solutions follow on the next page.

On-grade parking shall be set back from the property line on Pacific Coast Highway and Del Prado as stipulated. If groundlevel uses are not situated along the street frontage, the setback area shall be improved with landscaping and usable open space per the Design Guidelines. The graphics on the following page describe parking solutions that enhance the pedestrian realm.

On lots with alleys, access to parking shall be from the alley, and street curb cuts shall not be permitted. On lots that do not have alley access, curb cuts shall be permitted. Corner lots are permitted to take access from the side street, where appropriate; however, the driveway must be a minimum of 50 feet from the curb return on an adjacent intersection.

Appendix E

Planning and Building Agency
Planning Division
20 Civic Center Plaza
P.O. Box 1988 (M-20)
Santa Ana, CA 92702
(714) 647-5804

CR (COMMERCIAL RESIDENTIAL)

Sec. 41-439. **Applicability of division.** CR (commercial residential) districts are specifically subject to the regulations contained in this division.

Sec. 41-440. **Description and purpose; principles.** This district is intended to provide areas located adjacent to certain high capacity arterial streets and highways for planned developments integrating commercial and residential land uses. Site development standards and principles are designed to encourage greater convenience, efficiency, excellence of design, and visual appeal than is possible through usual strip development.

The following site planning principles, in accordance with community development policy, shall be incorporated in all developments approved for this district:

(a) Uses shall be buffered from one another, in order to avoid nuisances.

(b) Internal circulation shall separate different kinds of vehicular and pedestrian traffic and shall involve the least possible dissection of the site.

(c) Access to and from the adjacent high capacity arterial streets and highways shall be limited, in order to insure efficient and safe vehicular circulation.

(d) Adequate open spaces and landscaping shall be provided for all uses and shall be integrated with buildings and parking areas.

(e) Buildings shall be located to create a variety of open spaces and to eliminate corridor or barrackslike effects.

(f) A well-planned system of walks shall be developed for convenient access between dwelling units and to commercial or other uses developed on the site.

(g) Walks, parking, and open spaces shall be provided with adequate lighting for safe and convenient night-time use.

(h) Vehicular and pedestrian circulation routes shall have varied alignments and vistas.

(i) Uncovered parking areas shall be distributed throughout the site in order to avoid monotonous stretches of parked cars or surface paving.

The above principles apply to the placement, shape, and interrelationship of buildings, spaces, and other site elements, and shall not be misconstrued to interfere with the architectural style or motifs of individual buildings.

Sec. 41-442. **Uses permitted in the CR district.** The following uses are permitted in the CR district:

(a) Retail and service uses.

(b) Professional offices.

(c) One-family, two-family, and multiple-family dwellings.

(d) Resident managers' offices devoted solely to the rental of dwelling units on the site, provided that said office and surrounding grounds shall retain a residential character if located within residential areas.

(e) Adult entertainment businesses, subject to compliance with the requirements of article XVII of this chapter.

Sec. 41-442.5. **Uses subject to a conditional use permit in the CR district.** The following uses may be permitted in the CR district subject to the issuance of a conditional use permit:

(a) Hotels, motels, lodging houses, care homes, fraternity houses and sorority houses.

(b) Service stations, provided they are integrated into a larger development site and accessible only by limited access ways serving the larger site as a whole.

(c) Indoor swap meets, bulk merchandise stores, and home improvement warehouse stores.

(d) Eating establishments open at any time between the hours of 12:00 a.m. and 5:00 a.m. and located within one hundred fifty (150) feet of residentially zoned or used property, measured from property line to property line.

(e) Retail markets having less than twenty thousand (20,000) square feet of floor area which are open at any time between the hours of 12:00 midnight and 5:00 a.m.

(f) Banquet facilities, subject to development and operational standards set forth in section 41-199.1.

(g) Banquet facilities as an ancillary use, subject to development and operational standards set forth in section 41-199.1.

Sec. 41-443. **Site standards.**

(a) Sites developed for exclusively commercial or professional use or exclusively residential use shall meet the following minimum site standards:

(1) Minimum area: The minimum site area shall be three (3) acres.

(2) Minimum dimensions:

(i) The minimum site depth shall be three hundred (300) feet, providing that for each one thousand (1,000) square feet of ground floor building area above twenty thousand (20,000) square feet, there shall be provided an additional one (1) foot in depth.

(ii) The minimum site width shall be no less than one-half (1/2) of the site depth.

(b) Sites developed for mixed residential and commercial or professional uses shall meet the following minimum site standards:

(1) Minimum area: The minimum site area shall be five (5) acres.

(2) Minimum depth: The minimum site depth, measured at right angles from any arterial street or highway from which there will be primary vehicular access to the property, shall be six hundred (600) feet.

(3) Minimum width: The minimum site width shall be three hundred (300) feet.

Sec. 41-444. Site development standards.

(a) *Minimum gross floor area.* Dwelling units shall have the following minimum gross floor areas per unit, exclusive of garages, carports, balconies, patios, or open porches.

(1) Bachelor apartment: Three hundred (300) square feet.

(2) One-bedroom apartment: Five hundred (500) square feet.

(3) Two (2) or more bedroom apartment: Seven hundred fifty (750) square feet.

(b) *Maximum building height.* The maximum height of any building or structure used for any purpose permitted in this district shall be equivalent to one-third (1/3) the distance from any point on the building or structure perimeter at ground level to the nearest point of any land zoned for exclusively residential purposes.

(c) *Buffers.*

(1) At any point where a site area used for residential uses abuts land on or off the site used or zoned for commercial uses or vehicular ways or parking areas related to commercial uses, there shall be provided either a solid barrier six (6) feet in height of decorative noncombustible material or permanently maintained hedge, or an open space twenty-five (25) feet in width which shall not be used in the calculation of other required open spaces, yards or setbacks.

(2) Buildings combining residential and commercial uses may be permitted if the design assures the privacy, amenities, and protection against nuisances provided for residential use buildings under the provisions of this district.

(d) *Setback and yard requirements.*

(1) Where a building site abuts any public right-of-way there shall be provided an open, landscaped setback of least ten (10) feet in depth, measured at right angles to the right-of-way line and extending the full length of such abutment. Where such a required yard abuts building, vehicular accessway, or parking areas used solely for commercial purposes, fifty (50) per cent of the required yard may be substituted in required parking area landscaping, provided that no such required yard shall be less than five (5) feet in depth.

(2) Buildings shall be provided with the following open yards, of which the depths are to be measured perpendicular to the building walls:

(i) Any building wall containing a main entrance shall have yard having a minimum depth of ten (10) feet plus two (2) feet for each additional feet for each additional story in height above the first, plus one (1) foot for each fifteen (15) feet in length.

(ii) Any building wall which contains windows opening into any habitable room or place of work, but does not contain a main entrance, shall have a yard having a minimum depth of six (6) feet plus one (1) foot for each additional story in height above the first, plus one (1) foot for each fifteen (15) feet in length.

(iii) Any building wall which does ot contain main entrances or windows opening into any habitable room or place of work or which is part of an accessory building shall have a yard having a minimum depth of five (5) feet.

(3) The depth of required yards may be reduced fifty (50) per cent for any single-story building used solely for commercial purposes, if an equivalent area contiguous with the building is substituted in pedestrian mall or arcade landscaped entirely with decorative materials and plants, provided that no such building shall be closer than ten (10) feet to another building and no pedestrian accessway shall be less than six (6) feet.

(e) *Minimum distances between buildings.* The minimum distances between buildings shall be as follows:

(1) The minimum distance between parallel walls of two (2) main buildings or between (2) parallel facing walls of the same building shall be the sum of the yard depth requirements of both walls.

(2) For obliquely aligned buildings, the required distance between two (2) main buildings may be decreased a maximum of five (5) feet at one end if increased an equal distance at the other end provided that the minimum distance in no case shall be less than ten (10) feet.

(3) The distance between two (2) parallel main buildings facing each other for only a portion of their lengths may be reduced if the extent of their overlap does not exceed twenty (20) per cent of the length of either facing wall. The minimum distance between said buildings shall be equal to the full yard depth requirement of the longer facing wall plus three-fourths (3/4) of the yard depth requirement of only the overlapping portion of the shorter facing wall.

(4) Any pedestrian accessory shall have a minimum width of six (6) feet.

(5) The requirements of (1) through (4) above shall apply whether the required spaces are open to the sky or covered.

(6) Balconies and exterior stairways shall not project more than fifty (50) per cent of the depth of any required yard or setback.

(f) *Open space and recreational-leisure areas.* There shall be provided a minimum of:

(1) Three hundred fifty (350) square feet of usable recreational-leisure space for each dwelling unit. Portions of spaces required under the yard and minimum distance provisions of this section may be included in the calculation of recreational-leisure space to the extent that they are integrated with and usable as part of a larger recreational-leisure area.

(2) Where private outdoor living areas are provided, the minimum recreational-leisure space requirement shall be reduced to three hundred (300) square feet per dwelling unit.

(i) Minimum dimensions of such private outdoor living areas shall be as follows:

(.1) When provided for ground floor or studio-type units, such areas shall have a minimum of two hundred (200) square feet, the least dimension of which shall be ten (10) feet.

(.2) When provided for dwelling units wholly above the ground floor, such areas shall be provided as accessible balconies or decks, and shall have a minimum area of fifty (50) square feet, the least dimension of which shall be five (5) feet.

(ii) Remaining required space not provided in private outdoor living areas shall be provided in common recreational-leisure areas.

(3) Common recreational-leisure areas, which shall be conveniently located and readily accessible from all dwelling units located on the building site, may extend into the required yards, but shall be screened from adjacent arterial streets and highways, and may include swimming pools, putting greens, court game facilities, and any other recreational-leisure facilities necessary to meet the requirements of residents and their guests. Common recreational-leisure areas, with the exception of pedestrian accessways and paved recreational facilities, shall be landscaped with lawn, trees, shrubs, or other plant materials and shall be permanently maintained in a neat and orderly manner as a condition to use. Fountains, sculpture, planters and decorative screen-type walls, where an integral part of a landscaping scheme comprised primarily of plant materials, are permitted. Required recreational-leisure space shall in no case be used for parking automobiles or for commercial agriculture.

(4) Fifty (50) per cent of required common recreational-leisure space for residential units may be included in the calculation of required yards and setbacks for commercial uses developed on the same site, providing the resulting spaces shall be part of an integrated whole contiguous with and convenient to the residential buildings served, shall be developed solely with plant and decorative materials, and shall not serve as primary commercial pedestrian routes or otherwise made unavailable for leisure purposes.

(g) *Coverage.* The maximum coverage by main residential buildings and accessory residential buildings shall not exceed fifty (50) per cent of the residential site area. If the site is in residential use only, the residential site area is the total site minus the area of all vehicular rights-of-way and of all accessways which exceed one hundred (100) feet in length. If the site is also in use for commercial purposes, demarcation of residential site areas shall be shown on submitted plans for the purpose of calculating coverage, and any open spaces, setbacks, parking areas, and vehicular ways used to satisfy development requirements for commercial uses shall not be included in calculating the coverage of residential buildings. Recreation-leisure facilities shall not be counted as covered areas.

(h) *Off-street parking requirements.*

(1) Refer to section 41-617 for parking requirements for this district.

(2) Parking facilities for residential units shall be completely separated from parking facilities and main internal circulatory routes used for commercial or professional uses. The site design shall discourage users of one use area from parking their cars in spaces serving other use areas. Each space for residential use shall be located within one hundred fifty (150) feet of the principal entrance to the building in which the dwelling unit served is located.

(3) Spaces provided for residential guest parking shall be conveniently distributed in separate groupings having a maximum of five (5) spaces each.

(4) All points of vehicular access to and from off-street parking areas and driveways onto public rights-of-way shall be approved by the director of public works. Wherever a private driveway enters onto said public right-of-way, a stop sign shall be erected and maintained at such exit point to insure reasonable traffic safety in compliance with the standard sign sheet on file in the office of the department of public works.

(i) *Landscaping.*

(1) All required setback areas, required open spaces around the perimeter of buildings, and the required parking landscaped areas, unless otherwise specified in the provisions of this district, shall be landscaped and maintained according to approved plans. Required parking landscaped areas shall be distributed evenly throughout and along the periphery of parking areas and shall be planted with trees: One (1) tree, selected from the list in Section 41-602(c)(2)(ii) and not less than ten (10) feet high at the time of planting, shall be provided for each twenty (20) parking spaces or any part thereof. Each planting bed shall be at least four (4) feet in width. Required setback areas abutting properties zoned for exclusively residential purposes shall be planted with trees of the same size and selection as above, one (1) tree to be provided for each fifteen (15) linear feet of abutment.

(2) Landscaping shall consist of lawn, trees, shrubs, or other plant materials, and may include the following decorative elements where an integral part of a landscape scheme is comprised primarily of plant materials:

(i) Fountains, ponds, sculptures and planters.

(ii) Screen-type masonry walls forty-two (42) inches in height.

(iii) Wrought iron or other types of open work metal fences, exclusive of chain link, provided that the component solid portions of a fence do not constitute more than twenty (20) per cent of the total surface area of its face. Such fences shall have a maximum of six (6) feet.

(3) Two (2) per cent of the gross uncovered parking area for all uses shall be landscaped.

(j) *Subdivision of property developed under the CR district.* Upon completion of a development of property in the CR district, no portion of the property involved in said development shall be severed or sold unless said severed parcel and the development thereon complies with all provisions set forth for the CR district. Further, the remaining parcel and development thereon shall also comply with said CR district provisions. Nothing herein shall prohibit the sale of any dwelling or commercial units provided all common areas, required yard areas, common recreational areas, and similar areas required under the provisions of the CR district are retained in trust or otherwise for the benefit of all tenants and owners of any interest of any of the structures on the original area developed as a unit. Further, prior to the issuance of a building permit or approval of the development plans as set forth in section 41-441, deed restrictions prohibiting the alienation of all land areas not devoted to buildings shall be recorded in the office of the county recorder of the County of Orange, State of California. Said restrictions shall include a statement that said deed restrictions shall be irrevocable for a period of not less than thirty (30) years. A copy of said deed restrictions shall be filed with the planning department prior to the issuance of a building permit to the owner of the original project.

(k) *Dedication for public right-of-way.* If a parcel zoned CR is to be developed in accordance with the provisions set forth for this district and said parcel abuts a street not improved to city standards, the owner shall dedicate the necessary street easement to the city and improve said street so as to be in accordance with the design standards and specifications of this Code of Ordinances prior to the issuance of utility release by the building department.

(1) *Trash collection areas.* All trash and garbage collection areas shall be enclosed on at least three (3) sides by a five-foot block wall with adequate access to and from these areas for collection vehicles.

Sec. 41-445. **Operational standards in the CR district.** All retail and business uses in the CR district shall be conducted and located within an enclosed building, except as otherwise provided in section 41-195.

Appendix F

From The Atlantic CITYLAB

So What Exactly Is a 'Road Diet'?

A closer look at what's been called "one of the transportation safety field's greatest success stories."

ERIC JAFFE | @e_jaffe | Sep 12, 2014 | 31 Comments

League of Michigan Bicyclists / Flickr

Earlier this week, the U.S. Department of Transportation announced an 18-month campaign to improve road safety across the country. One of the things DOT plans to do is create a guide to "road diets" that it will distribute to communities and local governments. DOT says that road diets can reduce traffic crashes by an average of 29 percent, and that in some smaller towns the design approach can cut crashes nearly in half.

But what exactly is a road diet? A good place to start is the apparent source of DOT's safety figures: a 2013 white paper on road diets prepared for the Federal

Highway Administration by Libby Thomas of the University of North Carolina Highway Safety Research Center. While road diets have been around for decades, writes Thomas, it's only in the past 10 years or so that experts have understood just how beneficial they can be:

> **Road diets can be seen as one of the transportation safety field's greatest success stories.**

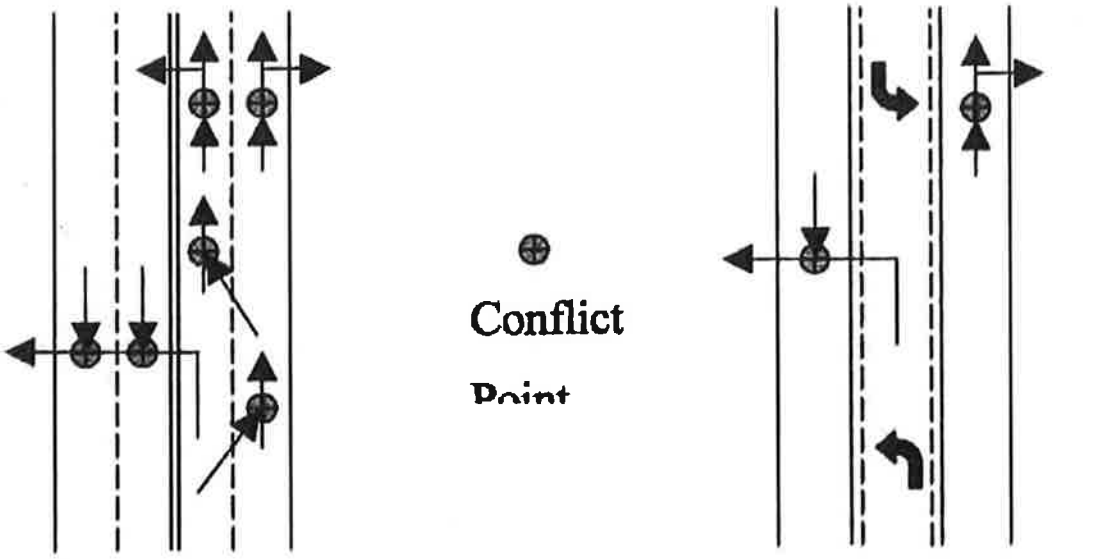
The concept of road diets emerged as a response to a common practice of expanding two-lane urban arterials into four lanes once vehicular traffic hit a certain point—roughly 6,000 cars a day by some estimates. The original thinking held that wider roads meant better traffic flows, especially at rush-hour, but new lanes also attracted new traffic, and outside the peak periods you'd end up with lots of wasted road space. An analysis of road widening in the small city of Fort Madison, Iowa, showed an increase in traffic volumes, but also delay, speed, and crash and injury rates:

TABLE 1 Changes After Highway Widened from Two to Four Lanes (US-61 at Ft. Madison, Iowa)

Corridor Element	Change
• Traffic Volume	Increased 4 percent
• Corridor Travel Delay	Increased 4 percent
• Mid-block 85th% Speed	Increased 2.5 mph
• Traffic Traveling More Than 5 mph Over Speed Limit	Increased from 0.5 percent to 4.2 percent
• Accident Rate	Increased 14 percent
• Injury Rate	Increased 88 percent
• Total Value Loss	Increased 280 percent

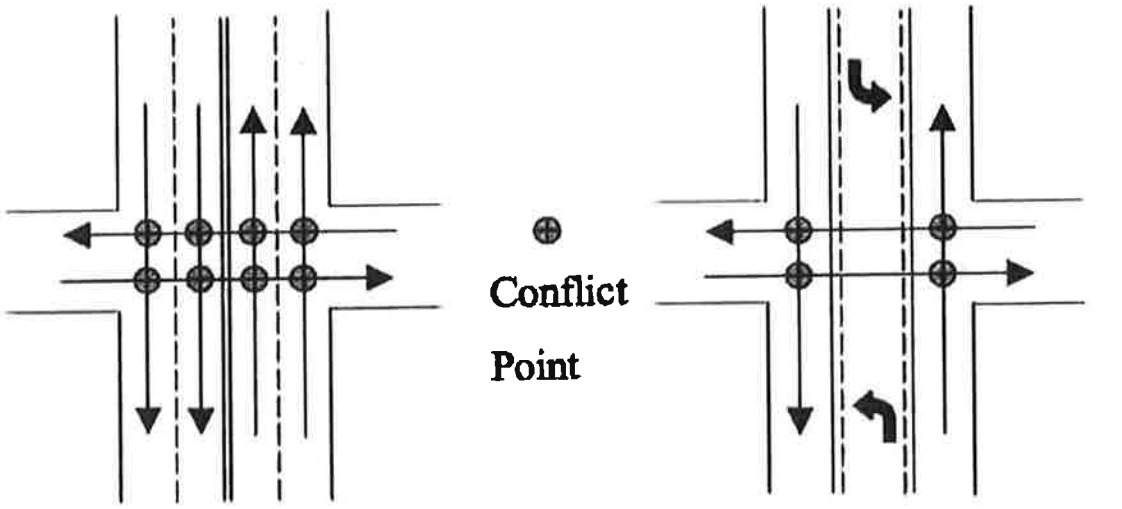
Welch (1999), TRB Circular E-C019

Realizing these unintended outcomes, some localities implemented a type of road diet: reconfiguring the four lanes (two in each direction) into three (one each way plus a shared turn lane in the middle). The change dramatically reduced the number of "conflict points" on the road—places where a crash might occur. Whereas there might be six mid-block conflict points in a common four-lane arterial, between cars turning and merging, there were only two after the road diet:



Iowa Department of Transportation (2001)

Likewise, at an intersection, eight potential conflict points became four after a road diet:



Iowa Department of Transportation (2001)

The result was a much safer road. In small urban areas (say, populations around 17,000, with traffic volumes up to 12,000 cars a day), post-road diet crashes dropped about 47 percent. In larger metros (with populations around 269,000 and up to 24,000 daily cars), the crash reduction was roughly 19 percent. The combined estimate from all the best studies predicted that accidents would decline 29 percent, on average, after a four-to-three-lane road diet—DOT's reported figure.

These benefits alone would be enough to merit more road diets, but there were plenty of others. Bicycle and pedestrian traffic tends to soar at these sites, as the recaptured road space gives way to bike lanes or street parking that provides a sidewalk buffer from moving traffic or crossing islands, and as vehicle speeds decline (especially for high-end speeders going more than 5 miles per hour over the limit). Traffic volumes, meanwhile, typically stay even in such a corridor: some drivers diverted to other parts of the street network, while the rest quickly soak up any vacated space.

Best of all, these kinds of changes don't cost much. When timed with regular road maintenance and re-paving, road diet policies require little more than the paint needed to re-stripe lanes. They're about as cheap and cost-effective as

infrastructure improvements get, which has led some to wonder why the technique isn't used more widely; here's planner Charles Marohn writing earlier this year at *Strong Towns:*

> **Why, when our leadership has expressed so clearly the enormous financial gap we have in funding a "world class" transportation system, are road diets not an obsession of transportation departments everywhere?**

One source of the hesitation (aside from general car reliance) may be that the evidence suggests caution when implementing road diets on corridors that carry more than 20,000 cars a day. For sure, some major urban roads can't slim down overnight without creating huge traffic problems. But road diets have also worked in New York City of all places: a 2013 study found significant crash reductions across treated sites.

And improvements can be made even when lanes aren't removed. The NYC DOT recently reported that traffic flows remained strong while safety increased when traffic lanes were narrowed to accommodate bike lanes. That approach might need its own name—call it a lane diet, maybe—but the outcome seems to be the same.

About the Author

Eric Jaffe is a senior associate editor at CityLab. He writes about transportation as well as behavior, crime, and history, and has a general interest in the science of city life. He's the author of *A Curious Madness* (2014) and *The King's Best Highway* (2010), and lives in New York.

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