

COMMISSION ACTION FORM

**SUBJECT: ZONING TEXT AMENDMENT FOR LINCOLN WAY CORRIDOR PLAN
DOWNTOWN GATEWAY COMMERCIAL ZONING DISTRICT
STANDARDS**

BACKGROUND:

The Downtown Gateway area is a Focus Area for redevelopment identified within the Lincoln Way Corridor Plan. The Downtown Gateway area is generally described as property on the north and south side of Lincoln Way extending from Clark Avenue to Duff Avenue (Vicinity Map Attached). The Corridor Plan identified redevelopment and repositioning of commercial properties in the Downtown Gateway Area to support a transition to more intense and urban development. To facilitate this desire changes to the area would allow for mixed-use residential development and reductions in parking requirements along with redevelopment. Additionally, any new zoning will need to strike a balance between accommodating commercial uses in traditional one and two-story buildings and allowing for multi-story redevelopment that includes housing versus mandating multi-story development. Staff believes continuing to emphasize commercial use as a priority in the Downtown Gateway Area is important along Lincoln Way.

The Planning and Zoning Commission first reviewed issues related to creating a new zoning district at its November 15, 2017 meeting. Staff described the overall goals for the new zoning standards and some of the trade-offs in allowing for a wide range of flexibility. The Commission provided a consensus opinion of support for standards addressing the following issues:

- Property aggregation for larger site redevelopment,
- Rezoning of both sides of Lincoln Way,
- Allow for Mixed use development with smaller apartment sizes, but allow for some larger residential apartment units that exceed two-bedrooms,
- Allow for reduced parking compared to standard parking rates and encourage shared parking,
- Limit auto oriented uses, including drive through uses.
- Limit parking between buildings and a street
- Includes design requirements that differentiate Kellogg Avenue as the gateway to Downtown with similar storefront patterns at the ground level.

Downtown Gateway Commercial Zoning Standards

Uses

Allowed uses are intended to be a more focused set of commercial uses compared to the HOC zoning district. The allowed uses principally include office, retail sales and services, restaurant, recreation, and entertainment uses.

The proposed zone will prohibit the following uses that are permitted in the HOC zoning district: vehicle service facilities (gas stations and auto repair), vehicle sales, college and university, lodges and social clubs, catering establishments(primary use), medical centers, wholesale trade, detention facilities, sports practice facilities, and mini-warehouse. Applying these limitations in the future to properties in the Downtown Gateway Area would make any existing auto repair or gas station uses non-conforming, meaning they could continue to operate as is but would be unable to expand or if they cease to operate they could not be restarted.

Drive through windows and pickup areas are also restricted within the proposed zoning standards. The propose spacing standard is no more than one drive through use per Lincoln Way street block face and no drive through uses are permitted along Kellogg Avenue.

Residential uses for short term lodging are permitted as a standalone use, however household living may only be established as part of a mixed-use development. Major Site Development Plan review is required for mixed-use development. No density standard will apply to the residential development for either a minimum or maximum. The goal is to promote smaller units at higher density and to allow for a limited number of larger units. No more than 25 percent of the total units in a development may exceed two bedrooms. No units shall exceed four bedrooms. Staff has not included specific commercial square footage requirements in combination with mixed use buildings. Specific tenant spaces sizes, orientation, and total square footage in a project will need to be evaluated on a case by case basis to determine if a proposed mixed-use redevelopment project design achieves the goals of the Corridor Plan for commercial first development plans that enhance the commercial options for the city and are complimentary to Downtown.

Lot Standards

The site development standards are intended to promote property aggregation to take advantage of increased development intensity compared to the current HOC zoning. Existing sites and buildings will able to be used as is or modified under the new standards, but mixed use development and reduced parking standards will only apply to larger scale sites.

Minimum Lot Size is 1 acre and 100 feet of frontage on a public street for redevelopment standards. Lots less than 1 acre in size or with less than 100 feet of frontage are subject to a use restriction of commercial uses only and must comply with standard parking requirements. Property changes will be permitted, but a site must meet the minimum redevelopment thresholds to take advantage of the mixed use and parking reduction allowances.

Parking

Apartments- 1 bedroom/ studio= .8 parking spaces per units
2 bedroom= 1 parking space
3 bedroom= 2.5 parking spaces
4 bedroom= 4 parking spaces

Office- 3 spaces per 1,000 square feet of gross floor area.

Medical Office- 6 spaces per 1,000 square feet of gross floor area.

Retail and Service with Restaurant and Bar uses on sites exceeding 1 acre- 5 spaces per 1,000 square feet of gross floor area for .

Retail and Service standalone- 3 spaces per 1,000 square feet of gross floor area.

Restaurant and Fast Food standalone- 9 spaces per 1,000 square feet of gross floor area.

If a use is not listed it is subject to standard parking requirements of the City in Article IV of the Zoning Ordinance.

Required parking may be reduced by up to 20% with shared access or collective parking allowances. Parking reductions must be approved by City Council with a major site development plan.

Building Setbacks

The Gateway Area consists of street hierarchy of primary streets of Lincoln Way, Kellogg Avenue, Clark Avenue, and Duff Avenue. Secondary streets include Washington Avenue, Sherman Avenue, Market Avenue, Commerce Avenue, and Gilchrist Street. Additionally there are alleys within most of the block areas. Staff proposes to differentiate setbacks based upon street type and intended design aesthetic for the blocks. In most cases there are minimal setbacks required to either encourage a building to be built up to the street, as is the case along Kellogg Avenue, or to ensure a site is redevelopable when accounting for lot sizes and restrictions on where parking is permitted on a site. The greatest setback is planned along Lincoln Way. This is due to the intended larger scale of buildings along Lincoln Way and the intent to include widened sidewalks along with redevelopment due to the narrow right-of-way width for Lincoln Way.

Lincoln Way (both sides)*- ground floor 15-foot minimum, 10-foot minimum above ground floor.

Clark Avenue- 5-foot minimum (may be reduced through design review)

Kellogg Street- 5-foot minimum (may be reduced through design review)

S Kellogg Street- 5-foot minimum (may be reduced through design review)

Gilchrist Street- No minimum, except for case-by-case utility service separations

Alleys-No minimum, except for case-by-case utility service separations

Sherman and S Sherman-10-foot minimum

Washington, Commerce, Market- 5 foot minimum

Duff Avenue- ground floor 15-foot minimum, 10-foot minimum above ground floor.

*Corner Properties along Lincoln Way may have reduced setbacks approved with design review for buildings that include high levels of quality materials, architectural interest, glazing, and a pedestrian design orientation.

There are no proposed minimum side or rear setbacks required for redevelopment projects.

Building Design

Due to the desired flexibility of uses and redevelopment options for the area, individual design standards are difficult to apply consistently through the district. The intent is to state base design standards and rely upon individual project review to ensure consistency with the overall design intent for the area. The Kellogg Avenue frontage has design preferences for storefront patterns of 25 feet for consistency with Main Street buildings. However, due to design options to promote gathering areas and entertainment uses, alternative design approaches can be approved that include high activity spaces and pedestrian friendly design features at the ground floor. The other areas in the district do not require the storefront pattern.

Kellogg Frontages

- Require high levels of glazing with 40-50% of the ground level commercial space with transparent windows
- Each tenant space shall have a pedestrian entry directly to the street
- Incorporate wall plane changes and variations for relief along long facades, e.g. 50 feet.
- Minimum ground floor ceiling height of 15 feet for all buildings
- Require clay brick building materials along front and side facades
 - Exception for side facades obscured from view by an abutting building located within 5 feet of the property line
 - Accent materials may be approved in addition to the use of brick
 - Buildings greater than three stories may propose to incorporate a secondary façade material in addition to clay brick
- Alternative high interest architectural building materials, such as stone, glass, steel, architectural metal panels, may be approved in lieu of clay brick when approved with a Major Site Development Plan.
- Use of architectural details to create visual interest and design diversity, such as transoms, brick soldier course, corbel, cornice, lintels, projecting window bays, inset windows, canopies, parapet variations.
- No balconies
- Commercial tenant spaces with a minimum of 60 feet of depth

Other Street Frontages

- Minimum ground floor ceiling height of 15 feet for all buildings
- Minimize balconies along Lincoln Way. Balconies may not project more than 2- from the building facades and may not project within five feet of the right-of-way
- Commercial tenant spaces with a minimum of 60 feet of depth
- Incorporate pedestrian entrances to street frontages.
- Incorporate high levels of glazing with 30-40% for office uses and 40-50% for retail and other commercial uses along a street frontage or plaza/activity area.
- Use of clay brick as a primary building material unless alternative high interest architectural building materials are approved through a Major Site Development Plan review.
- Incorporate wall plane changes and variations for relief along long facades, e.g. 50 feet.

- Use of architectural details to create visual interest and design diversity, such as transoms, brick soldier course, corbel, cornice, lintels, projecting window bays, inset windows, canopies, parapet variations.

Parking Decks

Staff proposes that parking decks requiring provision of commercial space shall only be required along the primary streets in the district. Specifically, Gilchrist Street would be exempt for typical parking deck requirements of Article IV of the Zoning ordinance for a 35-foot setback of parking from a street. The parking setback of parking within a structure standard would apply typically to other locations along Clark, Kellogg, Duff, and Lincoln Way. Car screening requirements would still apply.

ALTERNATIVES:

1. Recommend the City Council create a new Downtown Gateway Commercial Zoning District with standards and design objectives as described within this report.
2. Recommend the City Council create a new Downtown Gateway Commercial Zoning District with alternative or additional standards and design objectives.
3. Defer action on the zoning text amendment and continue the item to the next meeting.

RECOMMENDED ACTION:

The zoning standards described within this report attempt to address the flexible design options for a wide range of uses, site sizes, and design priorities for different street frontages within the Downtown Gateway Commercial Area. The trade off of this approach is less predictability on final outcomes as many decisions on design will not be complete until final approval of a project. Reuse of small sites will be permitted with staff approved Minor Site Development Plans. Major redevelopments or mixed-use developments will be subject to the Major Site Development Plan requirements where alternative standard may also be approved for a project.

Staff proposes no maximum height, floor area ratio, or density standards for development within the district. The major project intensity controls are the required setbacks, parking, and building design requirements. No base landscape or open space percentage requirements are included within the standards. Development would be required to comply with surface parking and front yard landscaping requirements for conventional development; however, redevelopment with large scale buildings and pedestrian oriented designs along streets would be exempt from most landscaping requirements in recognition of the urban design goals of the district.

The changes to allowed uses in the area will create a handful of non-conformities for vehicle oriented uses, such as gas stations and auto repair if the zoning district is applied to all the properties within the area. A final decision on the applicability of the zoning district to specific properties is not part of the review at this time and will be a separate noticed public hearing for review of a rezoning request initiated by the City.

The Planning and Housing Department recommends Alternative 1 to support the proposed design standards and recommend City Council approve a new Downtown Gateway Commercial Zoning District.