CITY COUNCIL MEETING AGENDA

April 21, 2025
6:00 PM
Central Point City Hall, Council Chambers
140 S 3rd St, Central Point, OR
www.centralpointoregon.gov

10. Meeting Called to Order

20. Pledge of Allegiance

30. Business

A. Walkable Design Standards Code Audit and Concepts
Stephanie Powers, Planning Director

40. Adjournment

Individuals wishing to attend a meeting via Zoom or needing special accommodations such as sign language, foreign language interpreters, or equipment for deaf and hard of hearing people must request such services at least 72 hours before the City Council meeting. To make your request, please contact the City Recorder at 541-423-1015 (voice) or by e-mail to meetings@centralpointoregon.gov.

Si necesita traductor en espanol o serviciis de discapacidades (ADA) para asistir a una junta publica de la caudad poor favor llame con 72 hora de anticipation al 541-664-3321 ext. 201.

[AGENDA_FOOT]

Staff Report

DEPARTMENT: Planning **MEETING DATE:** April 21, 2025

STAFF CONTACT: Stephanie Powers, Planning Director

SUBJECT: Walkable Design Standards Code Audit and Concepts

SUMMARY AND BACKGROUND:

During the 2023 legislative session, the Oregon Legislature appropriated funds to the Department of Land Conservation and Development (DLCD) to assist local governments in implementing the Climate Friendly and Equitable Communities (CFEC) rules. These rules require cities, including the City of Central Point, to update their land use regulations in accordance with Oregon Administrative Rule (OAR) 660-012 – Transportation Planning.

On October 24, 2024, the City of Central Point entered into an Intergovernmental Agreement with DLCD to receive technical assistance from both DLCD and Cascadia Partners. The purpose of this partnership is to audit the City's existing land development regulations and develop code concepts that align with the updated land use requirements outlined in OAR 660-012-330 and 660-012-405(4)(c).

The overarching goal of these regulations is to promote compact, pedestrian-friendly, and mixed-use development patterns, and to improve accessibility for people using pedestrian, bicycle, and public transportation networks. These requirements apply city-wide.

At the April 21, 2025 Joint Study Session, Cascadia Partners will present six (6) code concept categories developed to help the City comply with the updated rules and advance walkability goals. These categories are as follows:

1. **Building Orientation and Entry Standards.** Encourage buildings to face the street rather than parking areas or internal circulation routes. This will be achieved through regulations on parking location, maximum setbacks, and entry orientation standards.

2. **Design Standards for Ground Floors of Non-Residential Uses.** Establish new transparency and weather protection standards for non-residential uses in commercial base zones. These standards are intended to create pedestrian-oriented building facades.

3. **Design Standards for Ground Floors of Residential Uses.** Require design elements that provide a visual and functional transition from the public sidewalk to the private residence. Transparency requirements on facades will also be

included to promote a sense of openness and connection to the street.

4. **Garage Setbacks.** Minimize the visual prominence of garages and enhance the street-facing presence of living areas. This will help foster social interaction and create more engaging streetscapes.

5. **Driveway Width and Separation.** Implement new standards for the maximum width and minimum spacing of driveways. These changes are designed to support walkable, community-oriented development in residential zones.

6. **Drive-Through Site Design Standards.** Limit where drive-throughs can be located and apply design standards to ensure these facilities are accessible and welcoming to pedestrians.

Each category includes multiple code concepts representing potential amendments to existing regulations. The consulting team will provide an overview of each concept's advantages and disadvantages, differentiating between minimum compliance standards and best practices.
City staff and the consulting team are seeking input from study session participants on the following:

- **Direction**: Which code concepts should the City pursue to reinforce its small-town character and meet community goals?

- **Location Priorities**: Are there specific areas in town where applying higher standards or best practices would enhance connectivity and walkability?

- **Additional Concepts**: Are there other design concepts or strategies the team should consider to improve pedestrian, bicycle, and transit access and connectivity?

DLCD has made additional funding for technical assistance available to craft draft regulations that can be adopted to further the City’s objectives for promoting pedestrian-oriented connectivity throughout the City based on your input. This will position us to refine and adopt these standards concurrent with the Transportation System Plan (TSP) update that will kick-off in early 2026.

ATTACHMENTS/EXHIBITS:
1. Walkable Design Standards Code Concepts Memo

CASCADIA PARTNERS
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MEMORANDUM

TO:	Stephanie Powers (City of Central Point), Cody Meyer, Josh Lebombard (DLCD)
FROM:	Sachi Arakawa, Tara Sorrels, Sara Goldstein (CP)
DATE:	April 10, 2025
PROJECT:	Central Point Walkable Design Standards
RE:	**CFEC Walkable Design Standards - Draft Code Concepts**

Cascadia Partners (CP) is supporting the City of Central Point (City) to audit and generate concepts for ways to amend existing land use regulations to improve consistency with Oregon Administrative Rules related to the Climate-Friendly and Equitable Communities program (OAR 660-012-0330 or "rule 0330" and OAR 660-012-0405 or "rule 0405"). Jurisdictions must adopt land use regulations consistent with rule 0330 and rule 0405 concurrent with or before a major update to their Transportation System Plan (TSP).

CP conducted a detailed audit of all relevant portions of Titles 16 and 17 to better understand and identify existing barriers and issues in the code to ensure consistency with rule 0330 and 0405. Based on these findings, conceptual recommended amendments to the code (code concepts) are identified in this memo. Each concept is presented as an alternative for the City to consider to resolve gaps in the existing code and address inconsistencies with rule 0330. Draft code concepts are general approaches or options and are offered for the City to consider. These code concepts refer to guidelines and standards published in the CFEC Walkable Design Standards Guidebook and Model Code ("Model Code").

CP will facilitate a discussion with city staff, the Planning Commission, and City Council to evaluate which code concepts may be appropriate for the City and identify potential issues to address with revised concepts. Based on feedback, CP will develop final code concepts, which the City may use as it proceeds with implementation of code amendments during or prior to a future TSP update.

Code Concepts Summary

This memorandum summarizes the key recommendations for code concepts to update the City's land use regulations to be consistent with the updated TPRs related to CFEC. The project team seeks direction from the Planning Commission, City Council, and Citizen's Advisory Committee on which code concepts best resolve identified inconsistencies to support pedestrian-friendly, walkable development outcomes that reflect the character of Central Point.

The requirements in rule 0330 allow local governments to decide how exactly to calibrate their development and site design standards to achieve walkability. Given the flexibility afforded jurisdictions by the State, in this memo we have presented a range of potential approaches as options for the City to consider. These options represent policy choices for the City to consider. Each concept

is generally consistent with the OARs and is one possible pathway the City can choose to improve compliance.

Below is a summary of the code concepts the team identified to achieve better walkable design outcomes in Central Point.

- Building Orientation and Entry Standards. Orient buildings to the front of lots facing the street instead of vehicle circulation or parking areas through parking location regulations, maximum setbacks, and entry orientation standards.
- Design Standards for Ground Floor of Non-Residential Uses. Enhance or adopt new transparency and weather protection requirements for non-residential uses in commercial base zones to ensure building facades are pedestrian oriented.
- Design Standards for Ground Floor of Residential Uses. For residential units close to the street, require design elements to create a transition from the public sidewalk to the private residence, and transparency on building facades.
- Garage Setbacks. Reduce the visual prominence of garages and ensure the living areas of the dwelling are visually connected to the street to promote social interactions.
- Driveway Width and Separation. Adopt new requirements limiting the maximum width and minimum separation of driveways to promote walkable and sociable development patterns in residential zones.
- Drive-Through Site Design Standards. Limit the locations where drive-throughs are permitted and apply design standards to ensure they are welcoming to pedestrians.

Code Concepts

Below are detailed code concepts to help the City understand what choices they have to update land use regulations to be more consistent with the intent of the CFEC program.

Building Orientation and Entry Standards

A pedestrian oriented environment prioritizes the experience and safety of those on foot by creating an engaging and accessible public realm. Buildings are located at the front of the lot and are designed to include elements that interest people walking and rolling by. Entries are located on the public-facing façade of the building so users can enter directly from the sidewalk as opposed to at the rear of the building from a parking lot.

In Central Point there are minimal building orientation and entry design standards in the base zones that regulate pedestrian-oriented aspects of site design for non-residential and mixed-use developments. In commercial base zones, there are no minimum or maximum setbacks required or no required build-to line. A maximum setback is applied in the TOD Overlay. While off-street loading is prohibited between the building and street, there is no similar provision prohibiting parking areas between the building and street in base zones. There is a standard in the C-5 zone requiring buildings to be located toward the rear of the lot with parking at the front of the lot. The TOD Overlay requires parking to be to the side or rear of buildings and prohibits parking between the front facade of a building and a public street. There are some limited standards related to the orientation of building entries in commercial base zones and the TOD Overlay.

Key considerations for applying new building orientation and entry standards across all zones include:

- Geographic applicability: These types of standards will have a significant impact on the site design options for new development in the City's commercial zones. Many existing developments in commercial zones include parking lots fronting the street with buildings set back at the rear of the lot behind the parking. Applying a maximum building setback standard in these zones may be perceived as an unnecessarily restrictive standard given the predominance of existing buildings that do not comply. It may be appropriate for the City to consider applying different concepts to different commercial zones. Zones intended or anticipated for more pedestrian activity may be more appropriate for more intensive standards like maximum setback. These may be more appropriate to apply along key corridors or within commercial zones targeted for the highest amount of pedestrian foot traffic.
- Redevelopment of existing buildings: Where an existing building, or development with multiple buildings, is being redeveloped or reconfigured, it can be more difficult to comply with building orientation standards. The Model Code includes an alternative standard for expansions or additions to existing buildings. Any expansions or additions may not increase the length of the street-facing façade that does not conform to the standard and may not increase the area dedicated to parking and vehicular circulation between the building and the street.
- Adjacency to two or more streets: The City will need to clarify how the standards would apply to buildings developed on lots with two or more street frontages. In instances where the site is adjacent to two or more streets, such as on a corner lot, the City could consider requiring development to prioritize orientation on the frontage that has existing or planned transit service. Alternatively, the City could consider requiring the development to prioritize the street with the higher street classification, e.g. the major vs. minor arterial, or consider other criteria.

CONCEPT 1: Prohibit parking between the building and street

At a minimum, it is recommended that the City prohibit any area between the building and street lot line being used for vehicle parking or circulation. Rule 0330 stipulates that vehicle parking, circulation, and access and loading "must not be located on site between buildings and public pedestrian facilities on or along the primary facing street." Buildings would still be subject to related development standards for non-residential and mixed-use development, such as lot coverage; but by explicitly regulating the location of vehicle parking and circulation, the City will reduce the negative impact of large surface parking lots on the pedestrian experience. The City already prohibits parking in front of the building and regulates parking to the side or rear of the building in the TOD Overlay zone.

This approach does not include standards that specify where buildings must be sited on a lot, but the effect of the prohibition on parking located at the front of the lot will drive site designs that are inherently more pedestrian-oriented, e.g., the most logical place to site a building is closer to the front of the lot adjacent to the sidewalk in order to make room for parking areas to the side or rear of the building.

To go further, the City could choose to limit the amount of parking on a site as a percentage of the overall width of the lot. For example, the Model Code limits vehicle and parking circulation areas to no more than 50% of the length of the street lot line. This type of standard precludes a site developed with large amounts of surface parking relative to building footprint. Another option is to require

surface parking areas to be set back further from the street, such as a minimum of 10-20 feet, to further buffer pedestrians from the auto-oriented parking areas.

CONCEPT 2: Apply a maximum front setback standard

While it is required by the OARs to prohibit parking between buildings and the street, the rules do not specify that cities must apply additional regulations related to the location of the building on the lot. The Model Code interpreted the desired outcome of compact, walkable development patterns into site design standards that regulated the location and orientation of buildings. Concept 1 would allow for a development with a building that is setback a relatively far distance from the street, which is less convenient to access on foot and may not contribute to an interesting and comfortable streetscape for pedestrians. Buildings set back greater than 10 feet tend to lose the relationship between the sidewalk and the building and no longer frame the public realm. The City could consider instead going further by applying a maximum front setback in its commercial zones.

A maximum setback standard would limit the distance a building could be setback from a front lot line. The maximum setback distance could be anywhere from 0-20 feet and may vary by zone district. To go further the City could require a certain percentage of the building to be placed within 0 to 20 feet, e.g. the maximum setback, to encourage establishing a street wall along the sidewalk.

To preserve development flexibility, the City could consider requiring only a certain percentage of the building to meet this maximum setback. As a result, a development could be built in various configurations while still bringing some portion of the building façade up to frame the sidewalk. While it may make sense in the TOD Overlay to require a high percentage of the building to be located at the front of the lot line, there is less need to create a continuous street-wall in other commercial districts. It should be noted that only requiring 50% of the building to meet the maximum setback, it would preserve more flexibility for site design while still achieving a pedestrian-oriented building.

The City currently applies a similar standard in the TOD Overlay. The code requires 75 percent of the length of the ground-level street-facing facade of a building to be built to the sidewalk. While this is appropriate for the TOD Overlay and helps to ensure a portion of the building is within a certain distance of the street, it does not provide the same flexibility as requiring the building to meet a maximum setback. A maximum setback is a more flexible standard that is appropriate for the base commercial zones. A maximum setback allows a portion of a development to be within a certain distance of the street but provides flexibility in how close that development is to the street. For instance, requiring the building to meet a minimum setback of 15 feet does not allow the development to come closer than 15 feet to the lot line, but if it was a maximum setback, then the building could be anywhere between 0 and 15 feet of the street lot line.

A maximum front setback is more likely to result in an attractive and comfortable street environment than simply prohibiting parking between the building and the street, but it is a more restrictive regulation. If implemented, it may generate more requests for exceptions and adjustments than Concept 1.

Figures 1 and 2 provide an illustration of the difference in streetscape quality and pedestrian access between a site that complies with either Concept 1 or 2 and a site where parking areas are permitted between the building and the street.

Figure 1. Site with parking between the building and the street

Figure 2. Site with building oriented to the street and pedestrians

CONCEPT 3: Require all buildings oriented to the street to have primary entrances from the street

In addition to implementing one of the building orientation concepts described above, it is recommended that the City adopt requirements for buildings to have entries that are oriented to the street and convenient to use for pedestrians. This requirement would prevent a building from being placed close to the street but only providing an entrance on the side or rear of the building, facing the parking areas.

There are minimal building entry requirements for non-residential developments in the base zones in Title 17. Commercial zones require entries to be easily visible, or easily accessible from the street or pedestrian accessway. Main entries to buildings in commercial zones must be made prominent with canopies and overhangs. The TOD Overlay requires building entrances to be oriented toward the street rather than the parking lot. The City could either apply that same standard to commercial base zones, or require buildings within a certain distance of a street lot line, such as the 40 feet, to have a primary entrance on the street facing facade.

If the City is interested in applying the same standard in the TOD Overlay to the base zones, it should be familiar and easy to administer. The City could adapt the TOD Overlay standard to include the Model Code entry standard that requires building entrances to face the street or be within a 45-degree angle of the street. The City could go further by stipulating how frequent entries are required along a street frontage or require that an entry be treated with design elements that make the entry more visually prominent and easy for pedestrians to identify.

For example, the City could choose to require each individual business to have a primary entrance along the street frontage or an entrance every 50 feet for larger retail businesses. The design elements could include the use of canopies, porticos, wall recesses or projections, arches or columns, decorative moldings or trims, covered patio or plaza space, architectural details, or lighting, and/or landscaping planters or seating. Applicants would be required to provide a certain minimum number of these elements for a main entrance.

Summary of Concepts:

- Concept 1: At a minimum it is recommended that the City prohibit areas between the building and street lot from being used for vehicle parking or circulation. If the City is interested in further regulating the impact of parking areas on the pedestrian experience, the City could limit the amount of vehicle parking and circulation areas to be less than a specified length of the street lot line and/or require parking to be setback from the street.
- Concept 2: If it is a priority for the City that buildings be located near the street to enhance the pedestrian experience, the City could apply a maximum front setback standard to non-residential and mixed-use developments. This standard goes further than standards in Concept 1, but is more likely to result in an interesting and comfortable streetscape for pedestrians.
- Concept 3: In addition to the building orientation standards, it is recommended that the City require a primary building entrance to face the street or be within a 45 degree angle of the street, similar to what is already applied in the TOD Overlay and the Model Code.

Design Standards for Ground Floor of Non-Residential Uses

The ground floor is where people interact with and experience a building. Requiring ground floor design elements promotes an engaging and comfortable walking experience. For example, windows on the ground floor allow for a connection between the interior uses and the street, providing for a more interesting walking experience, while also improving pedestrians' sense of safety by increasing visibility. Weather protection (awnings, canopies, etc.) can improve pedestrian comfort and safety year-round, encouraging walking and reducing exposure to harsh weather conditions.

In commercial zones, the City currently requires a percentage of ground floor wall area to be transparent and a lower percentage of transparency is required for upper floors. Within the TOD Overlay Zone, a higher transparency percentage is applied. While the TOD Overlay standards are consistent with the rules and the Model Code, the transparency requirements in base commercial zones fall outside the range recommended in the Model Code. There are limited requirements for weather protection in the City's commercial zones. The TOD Overlay does include weather protection standards, but these standards could be more clear and objective.

Key considerations for ground floor design standards for non-residential uses include:

- **Cost:** The City should consider the cost implications of requiring higher levels of transparency or greater weather protection. Providing more windows or awnings on a facade will increase the cost of development; however, this cost must be weighed against the benefits for walkability and community character.
- **Geographic applicability**: The existing character of the City's commercial zones varies significantly. Elevating ground floor design standards in zones where some existing buildings do not meet the standards can raise questions about whether the new standards are too restrictive or necessary. For example, it may be challenging for historic buildings downtown to meet higher transparency requirements and/or concerns may exist related to weather protection requirements and street tree spacing. If this is a concern, then the City could consider elevating the standards only along key corridors or in key nodes that are targeting higher levels of pedestrian activity. Alternatively the City could consider calibrating the standards to respond to existing conditions and policy priorities.

- **Clear and objective standards**: Some of the City's existing design standards related to transparency and weather protection are not clear and objective. These standards are not required to be clear and objective under state law as they do not apply to residential uses (ORS 197.400A). However, clear and objective standards are more predictable for applicants and easier to administer and apply for decision-makers. The City could consider specifying which portions of a building must meet transparency or weather protection standards and defining a measurement of transparency by way of a visible transmittance index (VTI).

CONCEPT 1: Adjust and enhance existing standards for transparency and weather protection.

Not all commercial zones require the same level of pedestrian orientation. Some of Central Point's commercial zones may be zoned to provide larger footprint retail primarily accessed by people in vehicles. The City could update the standards in these commercial zones to improve the pedestrian-oriented nature, but the City does not need to require the same design standards in all zones to comply with the rules.

Existing transparency standards in the TOD Overlay Zone are consistent with the rules and Model Code. The City could make minor adjustments to these standards to make them more clear and objective but maintain the current minimum requirements. For example, the standard could only be applied to building façades that face a street, and there could be a required minimum visual transmittance index, which measures how much visible light passes through a window. The City could likewise make no changes to the existing transparency requirements in its commercial zones but improve the standards so that they are more clear and objective. These minor updates will improve the functionality and quality of windows and doors, resulting in more walkable design outcomes.

To improve consistency with the Model Code and further improve the pedestrian realm, the City could consider requiring a greater percentage of weather protection across both the TOD Overlay and in some of its commercial zones. The existing requirements are limited to over principal entries and to provide protection over sidewalks near the transit station. This is a bare minimum level of weather protection. The City could consider requiring weather protection along 25 - 40% of the length of the ground floor façade abutting sidewalks, walkways, or public spaces or plazas. This higher requirement will advance walkability goals by supporting a higher-quality pedestrian environment but limit potential cost impacts. This higher requirement should not be applied in zones where buildings are not required to be close to the street. It is important to only apply this requirement to areas of the ground level façade that are within 5 feet of a public right-of-way or hardscaped area where pedestrians will be present.

CONCEPT 2: Elevate transparency and weather protection standards in all commercial zones

The existing transparency and weather protection requirements in commercial zones, outside the TOD Overlay, may not always promote a pedestrian-oriented streetscape. The City could consider applying greater transparency and weather protection standards than it does today across all its commercial base zones. This concept goes above and beyond the minimum compliance described in Concept 1.

The City could consider increasing the minimum transparency requirement in commercial zones to match the existing design standard applied in its TOD Overlay, e.g., 50% of the wall area and 75% of the wall length within the first 10 to 12 feet of wall must be transparent. To go further, the City may

choose to require an even greater percentage of transparency, beyond 50%. The Model Code identifies a potential range of up to 75% transparency. Alternatively, the City could consider only applying these higher standards to key corridors targeted for higher levels of pedestrian activity.

To further support a welcoming pedestrian realm, the City could consider requiring weather protection along 50-75% of the length of the ground-level façade in both the commercial base zones and the TOD Overlay. This could be provided as awnings, canopies, overhangs, or architectural features that provide protection from the rain or provide shade during periods of hot weather. The City should regulate the minimum depth, e.g., how far the weather protection must project from the building façade, and minimum height to ensure adequately sized features.

Summary of Concepts:

- **Concept 1**: Under this option, the City would amend existing standards to require slightly more transparency and weather protection than the current code and improve predictability and administrative ease through clear and objective standards. This approach balances the increase in pedestrian comfort with the relative cost and improvement for areas of the City that may not receive as much pedestrian foot traffic today or in the future.
- **Concept 2**: Elevate existing transparency and weather protection standards to provide an optimal pedestrian environment where visibility into buildings is easy and pedestrians can walk along the sidewalk with uninterrupted coverage from sun and rain.

Design Standards for Ground Floor Residential Uses

Ground floor design is equally important for residential uses as non-residential uses, yet different standards are required to create active and interesting frontages that also meet the needs of residents. Large windows close to the street are often less effective because residents use window coverings to preserve privacy. Weather protection remains useful but is less important because units are often set back from the street and people feel less comfortable spending time in front of a private residential unit. The Model Code recommends three main approaches for regulating ground floor-residential:

- **Entrances Oriented to Street**: Require ground floor units to have entrances that open onto the street, rather than an interior hallway. This creates more activity and visual interest along the street similar to requiring commercial uses that have people coming and going throughout the day.
- **Transitions to Entrances**: When buildings are located near to the street, require entrances to be set back or elevated by a grade change and require design elements to create a transition from the public to the private realm.
- **Transparency**: Windows remain important for creating a connection between the street and the building and supporting a sense of safety for pedestrians.

Currently there are no design standards applied to residential uses in Central Point's base zones. Residential and commercial zones do not currently include any standards that require entrances oriented to the street or require design treatments for entrances or minimum levels of transparency. There are some minimal requirements in the TOD Overlay Zone; residential uses must provide a minimum of 20% transparency, and when entrances are provided, they must include a porch and/or elevation changes.

Key considerations for ground floor residential design standards include:

- **Geographic applicability.** Ground floor design standards for residential uses will be more appropriate in locations where dwellings are closer to the street and therefore have a greater impact on the pedestrian environment. The City could target these standards in areas with high pedestrian activity where higher density residential uses are permitted that are located closer to the street. The character of streets where these standards apply are also important. Requiring entries to ground floor units along higher classification roads with higher volumes of traffic or faster speeds may be at odds with the existing character of the corridor.
- **Privacy and accessibility concerns:** Transparency encourages "eyes on the street" and interaction between indoor use and pedestrians on the street. Frequent residential entries such as patios, terraces and porches connect the ground floor of a building to the public realm and activate the street. Requiring ground floor elements must be balanced with the privacy and accessibility needs of residents. For example, the City can offset concerns related to privacy by allowing ground floor units to be at a slightly higher grade so that residents do not feel people walking by are looking directly into their homes. If there are concerns with accessibility, however, grade change may not be required or may be offered as one of a range of potential options that include other approaches such as landscaping or low fences or walls to address resident concerns.
- **Cost and flexibility:** More windows and design treatments on residential entrances can add cost to development. This increase in cost should be compared to the potential benefits that can be achieved in terms of placemaking and district character. Requiring ground floor units to have entries that face the street can constrain options for laying out floor plans and may also increase cost as compared to a single shared entry. Individual entries will, however, activate the street far more than a single entry to a building.

CONCEPT 1: Establish ground floor residential design standards and require street-facing entries

If ensuring the optimal outcome for pedestrian-orientation and walkability is a priority for Central Point, then the following design standards are recommended for higher intensity building types located within 10 feet of the front lot line, e.g., multi-family and townhomes:

- **Entrances Oriented to Street**: Require a minimum of 50% of any residential units that are on the ground floor (of a multi-family building) to have entries that open directly onto the street. Townhomes are another residential building type that can activate the street, but they will already be configured with individual entries.
- **Transitions to Entrances**: Require design elements that create a transition from the public realm of the street to the private realm of the dwelling unit.
- **Transparency**: Require 20% of ground floor wall area to be transparent. This can include windows and windows in doors.

By requiring entrances that open on the street, rather than an interior hallway, the street frontage will be more interesting and engaging and activated than a wall of windows into apartments that are covered with shades. However, this can impact the configuration of multi-family building design and complicate floor plan layouts. Residents may still have privacy or safety concerns with direct entries onto the street. To counter these concerns, the City can consider a menu of design elements that are required of any building within 10 to 15 feet of a street lot line. These design treatments will both contribute to a more attractive streetscape while providing more privacy and separation for residents from the public realm. These elements could include but are not limited to a patio, change in elevation (such as stoop or raised porch), small trees, landscaping, planter boxes, or low railings.

If the City wants to go further, it could consider extending transparency requirements to residential uses across all zones, not just those higher-density residential zones. This is not required to be compliant with the rules but does go further to promote the sociable development pattern in residential neighborhoods mentioned in the OARs. The City could extend its existing transparency requirements in the TOD Overlay, requiring 20% transparency for the ground floor. The City could also consider applying a minimum transparency requirement but reducing the minimum amount to 15%. This standard could be met with windows, windows in doors, and windows in garage doors.

Figure 3. Housing development with minimal transparency on the ground floor.

The majority of homes will easily meet this requirement, but by making it an explicit requirement, the City can preclude designs of residential buildings that turn a blank face to the street (see Figure 3). This is becoming increasingly common as new middle housing developments seek to balance increasing the number of units on a lot with the orientation of these units to the street. A transparency standard would ensure that there are not blank walls facing streets.

CONCEPT 2: Establish ground floor residential design standards but allow flexibility on orientation of entrances

The main drawback to Concept 1 is that it requires street-facing entrances for most ground floor dwelling units, which can complicate building design for multi-story, multi-family buildings. If the City is concerned about requiring a minimum percentage of ground floor units to have entrances that open on the street, then the code could apply design standards whenever entrances are proposed by the applicant, but not require them.

The City would apply the transitions to entry standards, but that standard would only be triggered when a developer chooses to have street-facing entrances for ground floor units. For multi-story residential buildings, this would give the developer the option to have the ground floor units served by an interior hallway, similar to the upper story units, which simplifies the floor plan design. For other housing types such as townhomes or small multiplexes with side-by-side units, which must have an external-facing entrance, the transition design standard would apply. The City would also apply the 20% minimum transparency requirement for all residential uses in all zones as discussed in Concept 1.

Figure 4. Ground floor design of residential use that does not activate the street or meet residents' needs

Figure 5. Ground floor design of residential use that includes elements to activate the street and works well for residents

The downside to this approach is that multi-family developments may not contribute positively to the streetscape. While these higher intensity uses will meet the compact development goals of CFEC, they will not necessarily be required to meet design standards that would require them to improve the public realm. In zones with higher amounts of foot traffic or that permit residential uses on the ground floor of higher density building types (such as in CFAs), the City may want to consider additional design standards beyond minimum transparency that address how the building form impacts the sidewalk.

CONCEPT 3: Apply only a minimum transparency standard to ground floor residential uses

In lieu of regulating the orientation and design of entrances, the City could choose to simply apply a minimum transparency standard to ground floor residential uses of 15-20%. This option would be less effective at ensuring an interesting and pedestrian-oriented street frontage because it would permit designs that have long blank walls facing the street, only interrupted by a small amount of windows. As discussed in Concept 2, without additional design standards, multi-family buildings may present a relatively blank wall to the street and lack a frontage that creates a transition between the dwelling and the street. This approach is minimally consistent with rule 0330 consistent, but not consistent with the Model Code, which is considered to be a benchmark for walkable design standards.

Summary of Concepts:

- **Concept 1**: Require street-oriented entrances for ground floor dwelling units and transition design standards for entrances for buildings located within 10 feet from a street lot line and a minimum of 20% transparency for all residential uses. This option is consistent with both rule 0330 and the Walkable Design Standards Model Code and is considered the optimal approach to achieving CFEC goals, but it may raise cost of development and complicate the design of some projects.
- **Concept 2**: If the City is concerned about the costs or design limitations of requiring ground floor units to have street-oriented entries and/or privacy concerns, the City could not require these entrances but apply design standards when they are triggered. A minimum transparency requirement would still be applied to all residential uses.
- **Concept 3**: Require transparency for ground floor of residential uses, but do not regulate the design or orientation of entrances. This is the minimum recommended approach for consistency with rule 0330.

Driveway Width and Separation on Local Streets

Driveway width and spacing directly affect pedestrian safety and comfort – the number and size of curb cuts can impact the number of conflict points along a sidewalk between vehicles and pedestrians. The visual impact of curbcuts, paired with the scale and prominence of garages, also greatly influences the experience of people walking and biking through residential neighborhoods. Wider separation between driveways also increases curb space for on-street parking and allows more room in planting strips for street trees and landscaping that can enhance a city's overall tree canopy and provide shade for pedestrians.

On a local street, The Public Works Standards and Specifications require minimum width of a driveway to 12 feet and maximum width of 30 feet. The minimum spacing between driveways on a residential local street is 12 feet, regardless as to whether the driveways are on the same lot or separate lots. This is consistent with rule 0330, but is inconsistent with the Model Code. The Model Code recommends a minimum separation of 18-24 feet between driveways on the same lot in order to provide enough space for on-street parking between curb cuts. The Model Code recommends a minimum separation of 5 feet of full-height curb between the driveways on separate lots. This is a different measurement than used in the Central Point Public Works standards, which measures width between the throat of the driveway (excluding the aprons).

Key considerations for driveway width and separation standards include:

- **Measuring driveway width:** The maximum driveway width standard and minimum spacing standard should account for the true width of a driveway, which includes driveway aprons. These portions of a driveway represent the full curb-cut and are areas of the curb that cannot be used for on-street parking. The width of the aprons also impacts the ability to plant street trees in the landscape strip. By regulating the separation between driveways at the edge of the apron, the City can more ensure there is sufficient space for street trees and on-street parking.
- **Tapered driveways**: There are two components of a driveway – both the space used by a vehicle to access the lot, e.g. a curb cut in the right-of-way, and the paved area used for vehicle circulation and parking. It is worth noting that it is possible for the driveway to taper out as it approaches the dwelling in order to provide sufficient vehicle space while limiting the width of the curb cut.

The concepts presented below are not mutually exclusive alternatives. There are many combinations of the proposed concepts that are possible; however, it is recommended that the City consider adopting all of the concepts in order to ensure consistency with rule 0330.

CONCEPT 1: Allow for narrower driveways

The current minimum driveway width of 12 feet may be unnecessarily wide for a single-car garage. While single-car garages may be uncommon in Central Point today, trends toward smaller lot sizes and higher densities may make them more common in the future. Many cities allow for residential driveways that serve a single-width parking area to be as narrow as 9-10 feet. These narrower driveways would mean narrower curb cuts, shorter distances for pedestrians to cross driveways, and more space for street trees and front-yard landscaping.

CONCEPT 2: Apply a maximum width that varies based on the number of parking spaces or size of garage

The Public Works Standards limit driveway width to 30 feet, but this maximum applies to any kind of driveway, whether it serves a 1-car garage or a 3-car garage. Alternatively, the Model Code limits driveway width based on the number of vehicles served. For example, the maximum permitted width of a single-vehicle driveway is 10-12 feet and the maximum width of a driveway that serves two or more vehicles is 24 feet. The one size fits all approach included in the Public Works Standards would allow driveways that are unnecessarily wide, negatively impacting the pedestrian environment.

CONCEPT 3: Require shared and tapered driveways for attached units

When homes are attached (such as a row of townhomes or a duplex), it can be more challenging to meet driveway separation requirements and it can result in very frequent curb cuts across a block. To prevent this outcome, the City could require shared driveways for attached units. This means that any attached unit would need to share the same curb cut with the unit adjacent to it. To prevent an unnecessarily wide curb cut for the shared driveway, the City could apply a maximum width of 14-16 feet and require the driveway to be tapered so that it extends out to a two-vehicle width of 20-24 feet at the garage (see Figure 6).

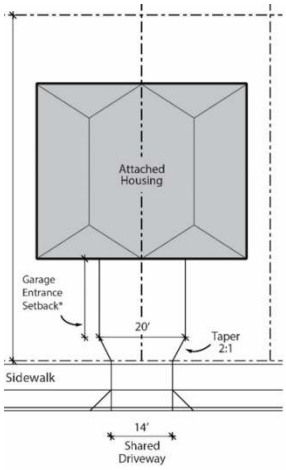

Figure 6: Shared and tapered driveway for attached units

CONCEPT 4: Require more separation between driveways on the same lot

The current driveway separation standards do not differentiate whether the driveways are on the same lot or a separate lot. It is more difficult to create separation between driveways on separate lots because each lot requires vehicle access, especially when lots are narrower and developers prefer to provide two-car garages. However, when multiple driveways are on the same lot, such as in a triplex/quadplex or other multi-family building, then the developer has more flexibility to design the site to accommodate wider spacing between driveways. In these cases, the City could require greater separation than today (12 feet) in order to create enough space for on-street parking. A minimum of 18 feet is required for an on-street parking space, but 20-24 feet is ideal. Additionally, the separation should be measured between the edge of the apron of the driveway (where the full height curb begins and ends), not the driveway throat.

CONCEPT 5: Require a minimum of 5 feet of full height curb between all driveways

As discussed above, measuring the separation between driveways based on the driveway throat (not the apron edge), can result in very minimal spacing between driveway curb cuts. This results in a wedge of landscape strip between two driveways that is too small to functionally provide any landscaping other than a patch of lawn. To prevent this outcome, the City could require a minimum of 5 feet of full height curb between all driveways, even driveways that are on separate lots. This would create more space for landscaping and even a street tree in the landscape strip between driveways. At the same time, this requirement is usually feasible to meet, even for driveways serving adjacent lots that are relatively narrow.

Figure 7. Driveways without separation create a larger area where pedestrians could come into conflict with vehicles

Figure 8. Driveways separated by a full height curb provide a shorter crossing distance for pedestrians

Summary of Concepts: The concepts presented below are not mutually exclusive alternatives, however, it is recommended that the City consider adopting all of the concepts in order to ensure consistency with rule 0330.

- **Concept 1**: Allow for narrower driveways of 9-10 feet for single-vehicle garages/parking areas to create more space between driveways.
- **Concept 2**: Apply a maximum width that varies based on the number of parking spaces or size of garage in order to prevent unnecessarily wide driveways.
- **Concept 3**: Require shared and tapered driveways for attached units in order to consolidate the number of driveways on a block and create more separation.
- **Concept 4:** Require more separation between driveways on the same lot by increasing the minimum separation from 12 feet to 18-24 feet. Apply this standard only to driveways on the same lot, continuing to allow driveways on separate lots to be only 12 feet apart.
- **Concept 5:** Require at least 5 feet of full height curb between all driveways, even on separate lots, in order to create more space for street trees and plantings in the landscape strip.

Garage Setbacks

Limiting the visual prominence of garages creates a more balanced streetscape that emphasizes the areas of the lot and buildings that are used by people as opposed to those used by vehicles. If these social zones of a residential use are prioritized and located closer to the sidewalk, the prominence of garages is reduced.

The City requires buildings to setback a minimum of 20 feet in its residential zones, including multi-family uses, but does not regulate the location or setback of a garage. In the residential districts within the TOD Overlay (LMR, MMR, and HMR), garage entrances must be set back at least 10 feet behind the front building façade. The base zones are inconsistent with the intent of rule 0330 to promote residential neighborhoods that provide for sociable development patterns and pedestrian-friendly neighborhood streets.

Key considerations for garage setback standards include:

- **Garage width:** There are two dimensional aspects of garages that impact the pedestrian experience. First is the distance from the front of the garage to the sidewalk. If this distance is lesser than the distance from the front façade of the home to the sidewalk, then the garage will feature more prominently, e.g. a snouthouse. Second is the overall width of the garage. If the width of the garage is greater than the width of the living spaces of the home, then it will visually dominate the building façade and be the primary aspect of the home that a pedestrian experiences when walking by. While a City may not choose to limit the overall width of a garage, planners should consider the relationship between the width of the garage and the home. Once a garage is greater than 50% of the width of the overall building façade, if it is not setback from the front of the home, it will remain the dominant visual element.
- **Cost and design flexibility**: An additional setback from the front façade for garages may reduce the potential footprint of livable space in the dwelling. This reduction in the total area that may be developed and marketed as living space may impact the overall feasibility of a project from a developer's perspective. However, the City's existing setback and lot coverage standards would likely provide enough flexibility to shift the footprint of the dwelling to accommodate a garage being setback further from the street.

CONCEPT 1: Apply a minimum front setback for garages in the residential base zones

The City could consider amending their residential garage setback standards to better encourage garages to be built behind or flush with the building façade. While the City has a minimum front yard setback of 20 feet, lacking a specific setback requirement for the garage, it is possible that a home could be built that was setback further than 20 feet from the front of the lot line with a garage that extended in front of the building. By considering a specific garage setback, the City could preclude the construction of garages closer to the street lot line than the front façade of the home, e.g., a "snout house".

Figure 9. Garage setback from front lot line but not from front façade of building

While this concept balances limiting the negative impacts of garages on the pedestrian realm and has minor to no cost impacts on development, it does still allow for residential designs where the garage has equal visual prominence to the living areas of a home. For example, see Figure 9. If the City wanted to go further, they could consider limiting the overall width of the garage to no greater than 50% of the street frontage.

CONCEPT 2: Apply the garage setback standards in the TOD Overlay to residential base zones

The City could further reduce the visual prominence of garages by requiring a setback from the front façade of the home, similar to the standards in the TOD Overlay. The TOD Overlay currently requires garage entrances to be setback at least 10 feet behind the front building façade in the LMR, MMR, and HMR zones and limited in width to no greater than 45% of the total width of the front elevation. This ensures that the dominant visual elements of the building would be the social spaces, e.g., porches, stoops, or interior living spaces with windows and doors, as opposed to garage openings. These social spaces are located closer to the sidewalk than the garage, promoting opportunities for social interaction. See Figures 10 and 11 as examples of built outcomes of this type of standard. The City could consider applying this standard to the base residential zones. The City may consider applying only the front setback requirement and not the garage width limit if there is a concern about the impact of the width limit on development options.

A key component of this concept is stipulating minimum dimensions for a covered front porch or enclosed living area; this promotes development that is adequately scaled to promote use. If the City does not want to go as far in the base zones as it does in the TOD Overlay, the standard could be 3 to 5 feet behind the living spaces of the dwelling rather than 10 feet. The City could consider requiring a covered porch area with no dimension less than 3 to 5 feet. This, however, is a bare minimum and may result in small porch areas just covering an entry.

Figure 10: No garage setback requirement from the front façade of the building and/or covered front porch

Figure 11: Garage setback from the front façade of the building and/or covered front porch

There are potential cost impacts to consider. Requiring a garage to be setback from the front façade can reduce the overall footprint of the home, which could impact project feasibility. However, the allowance to setback a garage from a covered front porch may counterbalance this loss in enclosed ground floor area.

CONCEPT 3: Require three or more contiguous garage entrances facing the same street to recess the garage opening closest to a side property line

Whether the City chooses to permit garages that are flush with the front façade of a home or porch or require the garage to be further setback, the City could consider the additional impacts larger garages have on the pedestrian experience. A three-car garage can be upwards of 36 feet in width. When the size of the garage begins to approach or even exceed that of the width of the home on a lot, an additional setback could help offset the overall visual impact of larger garages. See Figure 12 for an example of a built outcome.

Figure 12. The third garage opening is required to be setback from the main garage opening

This standard is clear and objective and easy to administer. By applying the setback to the portion of the garage closest to a side property line, the impacts on project feasibility are minimized as more flexibility is retained to configure site design. The City should not apply this standard to side-loaded garages as the intent is to reduce the visual impact of garages along street-facing façades.

Summary of Concepts:

- **Concept 1**: Regulate the setback of garages to ensure the garage does not protrude in front of the living area of the house. Concept 1 prevents the "snout house" design that makes for a very prominent garage, but still allows garages that are flush with the facade of the house, which remain a prominent feature of the facade.
- **Concept 2**: Require garages to be further setback from the front façade or a covered front porch. If the City places a high priority on limiting the negative impacts of garages on the pedestrian realm, Concept 2 presents an opportunity to update the existing code to be consistent with the Walkable Design Standards Model Code.
- **Concept 3**: Setback any portions of a garage beyond the typical width of a two-car garage to reduce their visual impact on the pedestrian realm. If there are many residential neighborhoods throughout the City with three and four-car garages, the City could consider Concept 3. The City could consider Concept 3 regardless of whether Concept 1 or 2 is preferred.

Drive-Through Site Design Standards

Land uses primarily oriented to vehicle access and/or customers accessing services from their vehicles can be inherently in conflict with a pedestrian-oriented street environment. For this reason, the rule 0330 mandates that auto-oriented land uses must be compatible with people walking, using a mobility device, or riding a bicycle. There is no requirement to prohibit auto-oriented uses in the rule, however, the Model Code recommendation is to limit the zones where these uses are permitted and adopt design standards to address their impacts on the pedestrian environment. For example, any newly constructed drive-through must locate vehicle queuing areas to the side or behind the building so that the building is located at the front of the lot with direct access from the sidewalk.

Central Point allows drive-through uses in the Civic district and C-4 and C-5 zones and allows them but with a limited footprint in the TOD-EC, and TOD-GC zones. The City does not apply any design standards to these uses in these zones. Drive-through uses are prohibited in other more pedestrian-oriented zones.

Key considerations for drive through design standards include:

- **Design flexibility.** Re-orienting the building to the front of a site and locating vehicle queuing lanes and service areas to the side and rear of the building does place constraints on site design, particularly for corner lots.
- **Cost.** These design standards may require developers of drive-through uses to redesign existing stock site designs. This may add cost to development and require tradeoffs in space dedicated to parking and vehicle circulation. Providing a pedestrian service-window, if there is no indoor service area, in existing stock designs for a chain drive-through use may also add costs.
- **Exceptions and adjustments for existing drive-throughs**. While design standards may be feasible for a newly constructed drive-through use, they are much more costly and challenging to implement when an existing drive-through use is being renovated or redeveloped. The City should consider which are the key design standards that could potentially be applied to a redeveloped drive-through use and/or exceptions or adjustments that may be necessary to reduce the burden on changes to existing drive-through uses.
- **Applicability.** The City will need to make a decision on how to apply design standards, but also take the opportunity to evaluate where drive-through uses are permitted. Applying design standards to all zones where drive through uses are currently allowed may be the easiest option to administer, but some zones may no longer be appropriate for drive through uses. The City should consider whether the pedestrian orientation priority is to have fewer auto-oriented uses altogether or just have them designed better for pedestrian access and safety.

CONCEPT 1: Prohibit drive-through uses in key zone districts

OAR 0660-012-0330 (6) seeks to ensure auto-oriented land uses are compatible with pedestrian-oriented goals. According to the Walkable Design Standards Guidebook interpretation of this rule for compliance, cities should strongly consider disallowing drive-through uses in downtowns, main streets, residential zones, and designated Climate-Friendly Areas (CFA). In Central Point, the central business district within the TOD Overlay may be most appropriate to prohibit new drive-through uses.

If the City prohibits new drive-through uses, staff will need to determine how to address existing drive-throughs. In some jurisdictions, such as the City of Ashland, existing drive-through uses are permitted to continue and may be redeveloped for the same use. However, if a drive-through use becomes inactive for more than a six-month period, the site may not be redeveloped as a drive-through. The City could consider adopting a similar limitation on the redevelopment of drive-throughs.

CONCEPT 2: Apply pedestrian oriented design standards to drive-through uses in all zones that permit drive-through uses

Regardless of whether new drive-throughs are permitted in certain zones, the City can apply design standards wherever drive-throughs are permitted to address their impacts on the pedestrian environment. The City could consider the full set of design standards included in the Model Code to improve consistency with the rules. These standards include:

- Prohibit service areas and stacking lanes between the building and a street lot line to ensure that the building has frontage along the street. Instead these service areas and stacking lanes must be located to the side and rear of the building.

- Direct entries must be provided to the building and/or a walk-up service window so someone could access the services on foot. Customers using a walk-up service area must have the same or better access to goods and services as customers using the drive-through.
- Clearly marked pedestrian crossings must be provided so that people accessing services on foot are not in conflict with vehicles accessing services.
- Stacking lanes must be of a minimum length so that cars queued to access services conflict with pedestrian use of the sidewalk.

The City should consider if pedestrian amenity spaces such as a small plaza or outdoor seating area should be included in addition to a direct access to a walk-up service area. Another consideration is whether or not drive-throughs should be permitted on corner lots. When allowing drive throughs on corner lots, there would need to be adequate space from the intersection for entry driveways, and the building would need to be oriented toward the corner to achieve pedestrian orientation goals.

Figure 13. Example of a drive-through that includes pedestrian access that is separate from use by vehicles

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Figure 14. Example of a drive-through with stacking lanes at the side and rear of the building.

Summary of Concepts:

- **Concept 1**: If the City places a high priority on addressing the negative impacts of drive-throughs on the pedestrian environment, the City could prohibit drive-through uses in specific areas, such as in the downtown, CFA areas, residential areas, and the TOD Overlay zone.
- **Concept 2**: If the City does not want to prohibit the use of drive-throughs but wants to address the negative impacts of drive-throughs, design standards could be applied to improve consistency with the rules. The City could consider the full set of design standards included in the Model Code, as well as requiring pedestrian amenity spaces.