

DIVISION[®]

UNITED





Incremental Development & Zoning Toolkit

DIVISION UNITED



INDEX

01 INTRODUCTION & GENERAL RECOMMENDATIONS

02 ZONING STRESS TESTS

03 HOW TO READ TOOLKIT ITEMS

04 LOW DENSITY RESIDENTIAL

05 MEDIUM DENSITY RESIDENTIAL

06 MIXED - USE

07 INCREMENTAL DEVELOPMENT

08 APPENDIX A: GOALS AND OBJECTIVES

01

INTRODUCTION & GENERAL RECOMMENDATIONS

1.0 DOCUMENT ORGANIZATION

This Incremental Development and Zoning Toolkit, prepared for Division United, is meant to provide city-specific guidance how to support incremental development strategies South Division Avenue.

This Toolkit should be used in conjunction with the Mobility and Connectivity Toolkit, the Economic Development Toolkit, and the Placemaking Toolkit, also prepared for this project. It also informs strategies for the Transit Oriented Development (TOD) Framework and the Station Area Plans. The document that follows has seven main sections.

Section 1 provides background and an overview of the South Division corridor and development related challenges and barriers. It also includes a general overview of recommendations to meet each challenge.

Section 2 describes the purpose of a zoning stress test and how it is applicable to this project.

Section 3 explains the format of recommendations and provides a short 'how to read this' visual guide.

Section 4 is a list of recommendations to support incremental development in low density zoned areas in each city.

Section 5 is a list of recommendations to support incremental development in high density zoned areas in each city.

Section 6 is a list of recommendations to support incremental development in areas zoned mixed use in each city.

Section 7 matches typical lots with small scale development types to illustrate possible development types for the corridor.

This Toolkit is different from other toolkits presented in this project because the intended audience is primarily zoning and planning professionals and not the general public. While the document has been laid out in a way that is graphically accessible, the content it contains assumes prior knowledge of how zoning works, and is therefore not appropriate as introductory material to the subject. Thus this Toolkit is best used by zoning and planning professionals as a reference or guidebook for suggestions on zoning and land use changes needed to support incremental development. The implications of improved zoning standards for each station area context can be seen in the Station Area Plans. Additional economic development strategies and resources are available within the Economic Development Toolkit.

1.1 AN OVERVIEW OF CORRIDOR CHALLENGES & BARRIERS TO DEVELOPMENT

The overall purpose of Division United is to maximize the value of transit service by ensuring that a critical mass of people live and work in close proximity to major stations, a necessary aspect of maximizing the value of the Silver Line over the long term. As part of this strategy, the project team was tasked with identifying challenges and barriers to economic development and identifying equitable solutions to overcome these challenges. This toolkit explores a community-driven solution to help overcome these barriers and support small-scale, incremental development within the Division Avenue corridor.

Incremental development is about building neighborhoods that strengthen the small and the local. It grows wealth and skills within the

community. Unlocking these opportunities along the corridor is a genuine way to inspire pride and a sense of place. It is also a wise investment in the financial stability of each city.

For the developer, building at this scale allows one to invest in their own neighborhood and cultivate lasting benefits. Small-scale development and the incremental approach are accessible to a far broader population than conventional real estate development.

For the neighborhood, incremental development can help repair damaged places and make them whole again by providing tools for adapting neighborhoods on a lot-by-lot basis.

For the city, it leads to development that gives more than it takes. Low-footprint, high-impact development has a more favorable value-per-



acre than the status quo, providing support for infrastructure and amenity improvements.

In practice, incremental development takes the form of small projects that work in chorus to improve a place over time. The goal is not only to create new places but to strengthen the existing neighborhoods that you have. Within the existing neighborhoods along the Division Avenue corridor, there are numerous opportunities to create value that are simply too niche or dispersed to attract big developers.

The best people for the job are locals who know and love their own communities, and who can cultivate a livelihood from small-scale projects. By focusing on the smallest steps that can be made in the right direction, we lower the barrier to entry and open the door for more citizens to participate in and benefit from revitalization.

In order to make a more productive and equitable corridor, one must evaluate and adjust the rules necessary to participate in the development process. Changing existing policy and regulation is not a silver bullet to creating new development, however, it can remove significant hurdles. When policy is re-aligned to be more consistent with what the market can deliver and what the physical environment can support, new opportunities for investment open up.

The following are a set of recommendations that

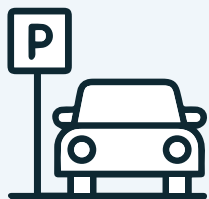
should be used as a guide for each municipality to create a course of action towards evaluating, repairing, and improving their current regulatory frameworks. Each city must carefully consider which recommendations are feasible in their community, both as short term and long term strategies. As such, the suggested reforms lay out a range of pathways (must, better, and best) that offer varying degrees of difficulty for city staff and leaders to achieve the necessary goals at hand.

‘Must’ recommendations are the bare minimum changes needed to support incremental development. **‘Better’** recommendations are additional suggestions that, combined with the previous recommendations, provide even more support. The **‘Best’** recommendations are the most comprehensive ones for achieving the desired reform, but they may also involve the most intervention and change. The must, better, best framework in the following sections is meant to facilitate thought and discussion about the level and intensity of intervention needed to achieve outcomes in each case.

1.2 PARKING MINIMUMS

Most minimum parking requirements are determined politically rather than through a study of actual need. Parking minimums can be particularly problematic for the reuse of older buildings and on small lots. Excessive parking makes the building more

CORRIDOR BARRIERS & CHALLENGES



PARKING MINIMUMS



HOUSING CHOICE &
AFFORDABILITY



MISMATCHED LOT
STRUCTURE



CUMBERSOME
PERMITTING PROCESSES



EXPECTATION OF
MIXED USE

expensive and our streets less attractive, both of which impacts the profitability of shopfronts. Current parking ratios require a significant amount of land, often up to 50% of the total lot area. This low-value use of land limits the community's tax base potential while raising the necessary housing rents. Much of the corridor is oriented towards the automobile and many locations absolutely need parking, however, it is critical to limit the negative impacts on the pedestrian

realm. A market-based approach to off-street parking helps ensure that only the needed supply of spaces is provided.

In almost all lots that were tested, the amount of parking required was the limiting factor to how much could be built, making many infill lots unbuildable without the purchase of multiple lots.

Each municipality has already taken steps to visually shield required parking and locate it appropriately behind buildings. The next step forward is to calibrate parking ratios that better support walkable, urban development types, including:

Must: 50% reduction of required parking for lots that are within 1200' of a BRT station or transit stop.

Better: No parking required for the first 2,000 sq. ft. of commercial or for non-residential lots less than 10,000 sq. ft. in size. Encourage on-street parking where feasible and allow adjacent on-street parking to count toward required parking.

Best: Create an multi-jurisdictional overlay district that reduces or eliminates minimum off-street parking requirements for the corridor.

1.3 HOUSING CHOICE & AFFORDABILITY

The market is demanding different housing options due to shrinking family size and rising housing costs, however, these national and local trends conflict with the relatively narrow range of development options that current zoning standards allow. In the recent past (the last 20 years or so) the range of housing options and types available have been narrow. Development regulations tend to support either low-density, single family homes on medium or large lots (that developers sell to middle or upper class families that can afford them) or high-density apartment buildings (that developers attempt to maximize value on by adding as many units as possible).

In between single family homes and apartment buildings, there are “Missing Middle” housing types that offer greater affordability and flexibility if they are supported by zoning code. “Missing Middle” provides diverse and affordable housing options, such as duplexes, fourplexes, cottage courts, and small multiplexes. These house-scale buildings maintain the scale of existing residential neighborhoods and support walkability, locally-serving retail, and public transportation.

The zoning districts that directly abut Division Avenue are highly permissive and support “Missing Middle” housing types. However, zoning districts just off of the corridor are highly restrictive. Single-family only zoning makes up the highest percentage of zoning within the project area at approximately 40%. In the zoning districts that allow multi-family uses, restrictions such as minimum lot width, minimum lot areas, and high parking requirements make it infeasible to build these “Missing Middle” types for the vast majority of standard sized lots. In all districts, multi-family typically requires multiple adjacent lots in order to meet the existing requirements, which in turn, increases the associated costs to build and the rents necessary.

In the near term, the auto-oriented character of Division Avenue is not well-suited for small residential building types that front directly onto the corridor. When the speed of traffic is calmed and additional pedestrian amenities provided, then more housing

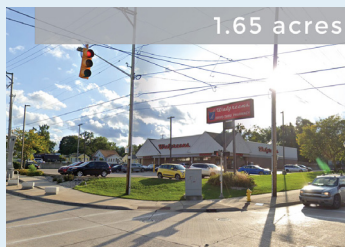
Incremental Development and Tax Productivity: This diagram shows the **value per acre** (value of property divided by land in acres) of nine properties within the Division United project area. While this is a small sample, it is compelling evidence that more compact, infill projects produce higher revenues than other development patterns. This is especially true when each parcel's revenue is compared to the associated infrastructure or amount of parking provided. Low **value per acre** often correlates to poor land utilization. Such models describe a path for the corridor that

maintains existing character while also providing new amenities that turn underutilized areas into higher and better uses. The corridor's overall goals will be aided by studying this issue in more detail using specific data from each city and Kent County. Some G.I.S. departments are capable of performing an introductory revenue analysis as a proof of concept. This work can also analyze the improvement ratio of each lot or station area to assess its utilization and identify parcels for coordinated and focus reinvestment.



.07 acres

\$1.4m / acre



1.65 acres

\$389,818 / acre



.48 acres

\$416,458 / acre



0.12 acres

\$615,000 / acre



.09 acres

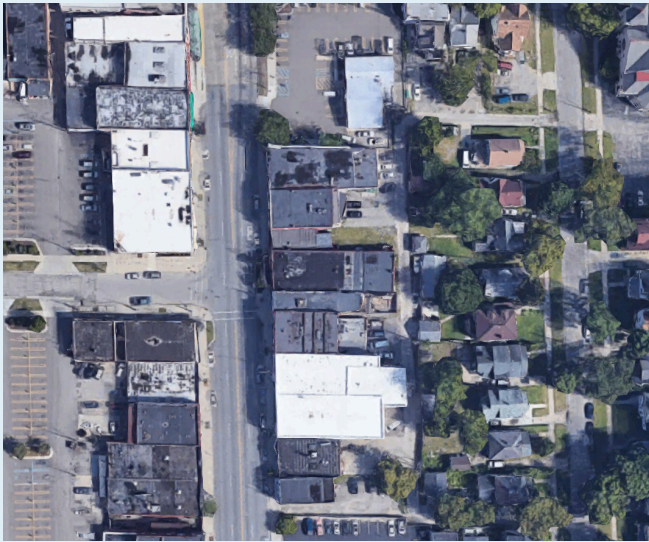
\$505,556+ / acre



.72 acres

\$487,222 / acre

Value per acre measures your city's land-use efficiency by taking the assessed value of a property and dividing it by the total amount of land it uses. A city depends on taxable land to cover the costs of everything from infrastructure to emergency services. Cities should measure the potency of development from the perspective of value-per-acre, not just gross value, since the amount of land in the city is finite and larger parcels are associated with more infrastructure. It is not necessary to maximize value-per-acre with each development, but we should balance developments with a strong financial impact alongside developments that have a strong community value.



Urban Development Pattern: Narrow lots with alleys, buildings that are close to the street, and parking that is hidden behind the building work together to create a traditional, high value development pattern that supports walkability and local ownership.



Suburban Development Pattern: Large lots with frequent curb cuts, buildings set far away from the street, and parking in front creates a suburban development pattern that prioritizes the automobile and large-scale, non-local developers.

options could take advantage of the smaller “Missing Middle” building types that are allowed within the zoning districts along Division Avenue. In every municipality, zoning requirements that limit expanded housing options should be evaluated for opportunities to provide naturally occurring, by-right affordable housing.

Must: Eliminate minimum lot widths and lot areas, especially for small multi-family housing options. Modify existing multi-family zoning districts such as MDR in Grand Rapids and R-2 in Wyoming and

Kentwood to support modest multi-family housing options (up to 4 units) on standard sized parcels by right.

Better: Allow attached, detached, or internal Accessory Dwelling Units (ADUs) or Duplex on all residential lots within the project area. Over time, make ADUs by right and eliminate prohibitive regulations that require additional parking and the main housing unit to be owner occupied.

Best: Create a palate of pre-approved buildings that allows a range of “Missing Middle” building types on all parcels within 1/2 mile of a transit station.

1.4 EXPECTATION OF MIXED-USE

There is a clear tension between the land uses that are now permitted and the existing land uses along the corridor. In late 1960s, South Division was designated as a heavy commercial zone, allowing businesses such as tire shops and car dealerships. These uses are no longer allowed, despite their prevalence. In addition, there is a large amount of industrial uses and facilities, particularly in the north part of the corridor, that create undesirable conditions on the one hand, but on the other hand are job-generating locations that also support the local tax base. Currently, there is not a clear path forward for these numerous, non-conforming businesses. The rules need to be clarified and provide incremental options for those places to better contribute to the public realm in both the short-term and long-term.

There is also a tension between the intensity of building types that are expected to be developed along the corridor and the ones that the market can deliver. While multi-story, mixed-use buildings are appropriate in key locations, their complexity to build can drive up costs. Often, the achievable rental rates do not cover the added internal costs of elements such as elevators, sprinklers, or podium parking that are required for these larger buildings. Regulations must be carefully calibrated not to require ground floor retail or multiple stories in locations that cannot deliver this product in the near term. Without a base of residential density within the surrounding blocks,

the ability of the corridor to support or add retail business is limited.

While high intensity buildings should still be allowed, the ordinances must also allow alternatives that are feasible under various market conditions. Activating and maintaining a vibrant corridor requires experimentation from time to time. Allowing temporary uses and structures can lower the barrier to business success. Rules for temporary uses should graciously permit small, non-permanent structures to test business ideas or activate underutilized spaces.

Must: Permit a mix of uses on a lot, not just vertically. Required ground floor non-residential uses should only be used sparingly, if at all, for the most intense retail nodes.

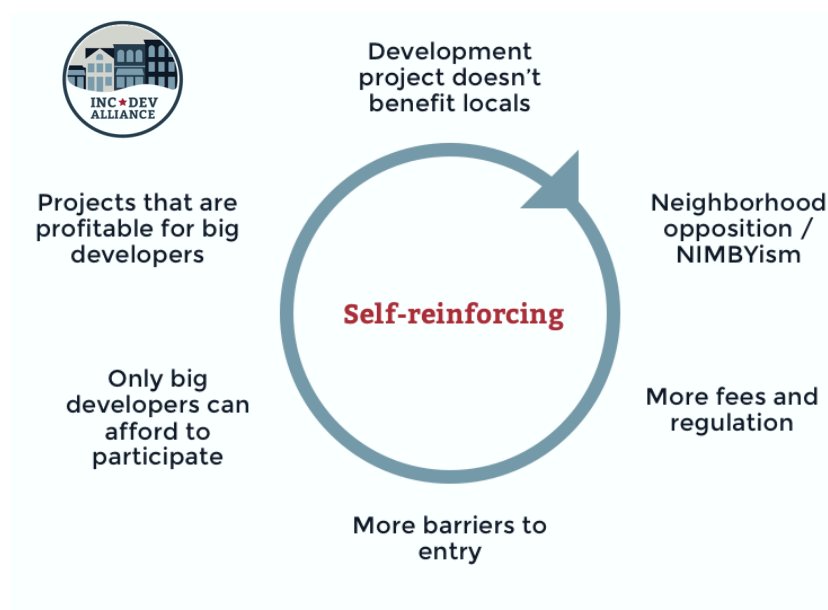
Better: Provide administrative relief from build-to requirements, lot coverage, and ideal design standards (i.e. articulation, materiality, min. floor heights) for small projects and renovation in non-peak conditions. Focus on minimum front facade height located at the street, not on requiring a minimum number of stories.

Best: Create a clear and easy path for temporary uses. Allow temporary use permits that don't trigger parking requirements or other use-specific conditions, permitted for up to two years.

1.5 MISMATCHED LOT STRUCTURE

The lot structure, scale and character of Division Avenue is varied. Some areas have a traditional urban pattern of small lots with alley access where existing buildings sit closer to the street. Other locations have very large, deep parcels with limited access and buildings that sit away from the street behind parking lots. While the street itself does not change drastically, the feel of the physical environment does and this existing character has implications for how change should be regulated. Some of these existing conditions are more easily transformed than others.

Many of the regulations that have been tested within the project area (notably the existing mixed-use and form-based districts) are written to foster a more walkable environment. Requirements for transparency, buildings located close to the street, and maximum building widths can produce fantastic results for places with an urban lot structure. However, larger parcels with limited access and large parking lots along the street are difficult to break down into these human scale elements. Each municipality would benefit from site design criteria that helps guide predictable outcomes for



Extractive Development: Development models today have become specialized and disconnected from local needs. They tend to be extractive, favor large projects, and are heavily subsidized.

Additive Development: Development tools and regulations need to focus on filling existing buildings, lifting up the businesses along the corridor, and supporting small infill projects that are feasible with simple financing by locals. These developments make the corridor more productive, increasing value per square foot, and allowing for more intense projects to pencil out in the future.

the development of larger lots that require multiple buildings or subdivision.

Must: Revise standards that are only achievable on large parcels or require consolidation of lots (i.e. high parking ratios and open space, min. lot sizes or bonuses that apply only for 20+ units). Close regulatory loop holes that do not support the intent of the zoning district (i.e. parking allowed in front of building).

Better: Incorporate site design standards for larger sites that describe criteria and additional regulations for sites that require subdivision or multiple buildings.

Best: Recalibrate zoning maps and designations (including up-zoning down-zoning and new zoning districts) based on existing lot structure, physical character, and degree of change necessary.

1.6 CUMBERSOME PERMITTING PROCESSES

Zoning ordinances are legal mechanisms that need to clearly state what is allowed, however, they also need to be easy to use and understand. Recent text amendments to the Grand Rapids Zoning Ordinance and the use of Form-based Code Districts in Wyoming and Kentwood have made significant improvements to the existing zoning mechanisms currently in place. However, these documents can still be cumbersome to navigate. One of the best advantages a city can give a small developer is to streamline the process. Often small projects won't

even be brought to the table if the pathway forward is too difficult. Small developers simply don't have the back office or legal team to navigate a lot of red tape, additional costs, or lengthy review periods. The size of the project should reflect the size of review it receives. Small projects with lower risk should only require minimal review, modest projects should require modest review, and large projects should continue to require more robust review.

Further, well-intended tools such as bonuses, exceptions, administrative departures, and reductions (i.e. height, open space, small units, parking) can create added complexity and unintended consequences when applied to different physical parameters. Small projects are often unable to tap into the bonuses offered, even if meeting the intent (i.e. providing smaller units at more affordable rents but not meeting the minimum number of units required for the bonus to be applied). Incentivized uses and development bonuses should be encouraged and applied equitably across the project area.

After addressing immediate concerns and rezoning efforts along the corridor, it should be a longer term goal to make the underlying zoning codes user-friendly and legible. Graphics, simplified language, and removing redundancy or complicated standards can all help expedite the process and lower costs for a developer.

Making small changes that ease the life of local developers and property owners can build trust and transparency. Making small changes with sound clarity can establish a critical relationship and efficient precedent between planning staff and decision making bodies. Making zoning ordinances that result in predictable outcomes can help dismantle concerns from current residents and business owners.

Must: Clear the path of least resistance for small projects by removing additional processes and public hearings whenever possible, including Special Land Use for desired uses.

Better: Wherever justified, create by right conditions for projects that meet base requirements. Simplify

bonuses, exceptions, administrative departures, and reductions by allowing incentivized uses to achieve development bonuses throughout an overlay district.

Best: Organize development standards for better usability and eliminate redundancy throughout the zoning ordinances. Simplify regulatory language and use graphics wherever possible.

IMPLEMENTATION STRATEGIES

There are many pathways towards zoning reform. Some of these recommendations could be achieved with minor text amendments to existing sections of the ordinances, others would be best accomplished with new regulations or zoning districts that require both public education and political support.

Implemented carefully and collectively, use of a multi-jurisdictional zoning Overlay District would create an attainable path for addressing many of these challenges in a coordinated manner. An Overlay District would provide an alternative set of zoning rules applied to a specific geographic area which attempt to accomplish a selected set of goals for the Division Avenue project area. A primary goal of a multi-jurisdictional overlay district should be to expedite projects that meet the base requirements and give a more cohesive regulatory framework for the corridor.

Many policies *should* be applied for the entirety of the corridor, or even city-wide. However, the diversity of environments along Division Avenue may make a corridor-wide overlay district difficult. Therefore, the use of one or more overlay districts could be applied based on the place types that have been identified for each station in the TOD Strategy and Stations Plans chapter (employment center, town center, or neighborhood center). It is important to consider that if proposals for adjusted regulations are likely to be defeated, it is advisable to compromise on the geographic extent of the proposed area before introducing amendments that reduce the effectiveness of the proposal. In the long-term, it will be easier to expand a pilot area for one or two stations than it will be to fix lackluster performance that is applied on a wider scale or all at once. **At a minimum, overlay districts or development bonuses should apply to a 1/4 mile radius around the applicable BRT station.**

Achieving the goals of Division United requires collaboration among each of the cities, as well as cross-departmentally within each jurisdiction. It is critical, and in the best interest of all municipalities, that regulatory changes that are favorable to new investment are offered similarly across city boundaries. It would be detrimental to the corridor as a whole if developers were to seek out bonuses available in one jurisdiction that were not also readily available just across the street. Momentum and collaboration is an important component of any comprehensive effort. **A multi-jurisdictional and cross-departmental task force should be formed immediately following the Division United work, setting a goal to outline a prospective package of changes to legislation and policy in 2021.**

02

ZONING STRESS TESTS

Stress Testing to Better Calibrate Zoning Outcomes

2.0 WHY EVALUATE THE ZONING CODE?

The development market is constantly changing and the regulations that affect development should not remain stagnant. All land use and zoning regulations, including form-based codes (FBCs), require continuous and rigorous testing under local and current market conditions to identify unforeseen barriers that may be limiting desired development. It is also critical to conduct this type of analysis as part of any comprehensive or master plan initiatives in order to understand the gaps that exist between what is being planned and what is actually allowed to be built. An efficient and transparent code will support development that makes the Silver Line BRT financially viable over the long term, prescribing a palette of building type options that are additive to instead of detractive from the tax base.

2.1 WHAT IS A ZONING “STRESS TEST”?

A “Stress Test” is a means of testing different types of development patterns on typical lots. These studies identify the challenges and technical considerations that emerge when various development scenarios are applied using existing or modified zoning regulations. The goal is to identify unforeseen barriers by working through developments on paper, from site plans to cash flow. This testing can inform strategic changes to the current codes that support greater housing choice and affordability. These simulations can also help

create an environment that is friendlier to small scale developers.

The following development simulations study a range of lot conditions that exist today. These test scenarios focus on sites that represent typical infill opportunities and utilize zoning districts that are most prevalent within the project area. The goal of the following studies is to provide lessons and possible outcomes that are applicable broadly and could be applied to numerous lots within the project area. The tables and regulations are not exhaustive of all regulations or incentives that may apply to a given parcel but provide a holistic comparison of the available tools that exist at the time of this study.

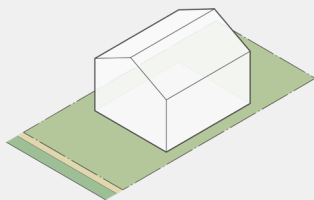
2.2 WHAT IS IN A “STRESS TEST”?

This document reviews three different code types-- low density residential, medium density residential, and mixed use. Since municipal code can vary widely, a ‘stress test’ was conducted for at least one zoning district in each city in each category, resulting in a document with ten individual ‘stress tests’ (Grand Rapids was tested for two mixed use zoning types). For more information on the components of each stress test, please see the graphic on the facing page.

HOW TO READ A ZONING “STRESS TEST”

What does zoning **allow** on a lot of this size (the max allowance)?

Existing R-2: Allowed Building Envelope



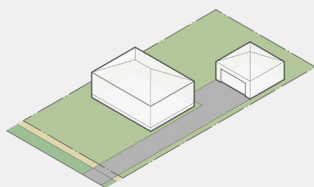
Lot Size: 64' x 124' (7936 sq. ft.)
Lot Coverage: 31%
Permitted Use: Single Family Detached

Considerations:
 Many existing lots do not meet the current minimum lot size requirements. This requirement limits the housing choice and density of a neighborhood but does little to protect the character. The building envelope defined by existing zoning anticipates a scale that is not affordable or representative of nearby homes within the district.

Lot size, coverage and use in the zoning district being reviewed.*

What building **type** is typical for a lot of this size?

Typical Build-out: Single-Family Detached House



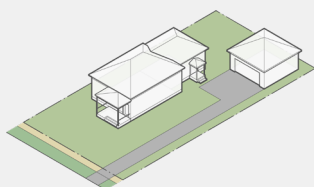
Building Footprint: 1525 sq. ft.
Lot Coverage: 19% (Garage + House)
Unit Size: 1040 sq. ft.

Limiting Factor:
 Any lot less than 100' wide in a residential district, is limited to only single family houses which is exclusive and unattainable to a large proportion of the population. Minimum ground floor building areas further limit the affordability of providing small housing options.

Footprint size, lot coverage, and unit size for a building type that is typical in this zoning district.

What building **type** is possible on a lot of this size if the zoning code was more supportive?

Proposed Build-out: Single-Family House with attached ADU



Building Footprint: 1845 sq. ft.
Lot Coverage: 23%
Unit Size: 825 sq. ft. + 400 sq. ft. ADU

Changes Required:

- Reduce minimum lot width and lot area
- Reduce ground floor building area per unit
- Allow for attached, detached, or internal accessory dwelling units without additional parking
- Allow detached garages

Top Findings:
 Regulations need to support smaller and more flexible units. Two units can easily be accommodated within the same building envelope as a single-family house, allowing for more affordable units on a standard lot without changing neighborhood character.

Footprint size, lot coverage, and unit size for a proposed building that would fit on this lot and be use appropriate, but is not buildable under current zoning.

Changes to zoning code that would be required to permit the proposed building.

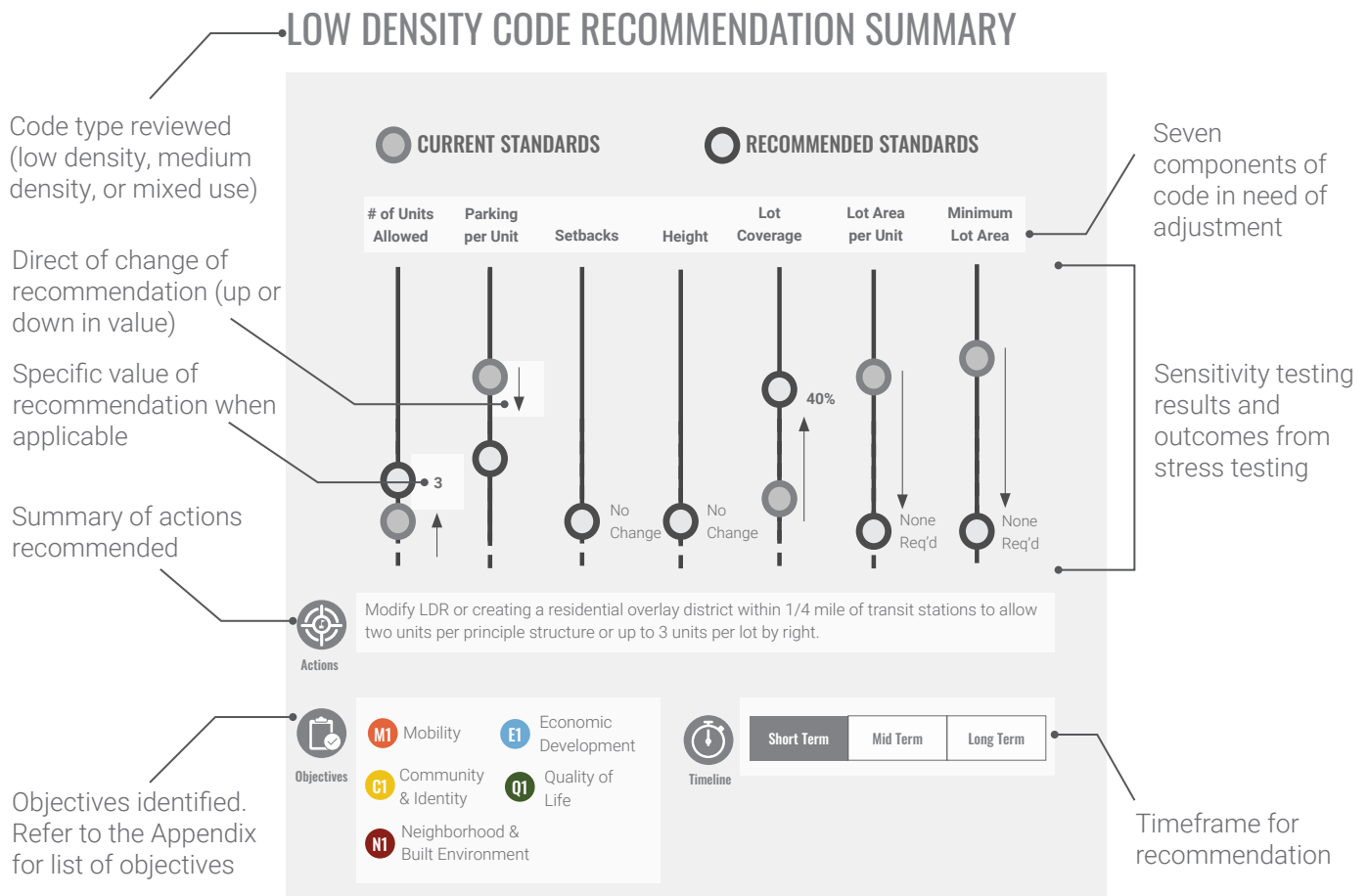
*A GIS analysis was conducted to identify the median lot size and average lot cover of parcels within each zoning area reviewed in this toolkit. The results of this analysis are the basis for the specific address/lot selected for testing for each district.

03

HOW TO READ TOOLKIT ITEMS

As described in the previous section, each chapter conducts three 'stress tests' (at least one per city) for each code category. The results of these stress tests are summarized and reviewed at the end of each section on the code recommendation summary page. The code recommendation summary page contains the outcomes of the stress tests, their implications for seven components of zoning code (units allowed, parking per unit, building

height, lot coverage, lot area pre unit and minimum lot area) and text summarizing the key actions. This page also links actions to Division United project objectives and indicates the time frame in which the recommendation should be implemented. For more details, see the "How to Read this Guide" graphic below for an explanation of specific icons used for each item.



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04

LOW DENSITY RESIDENTIAL



A SINGLE-FAMILY HOME ON CASS AVENUE

LOW DENSITY RESIDENTIAL

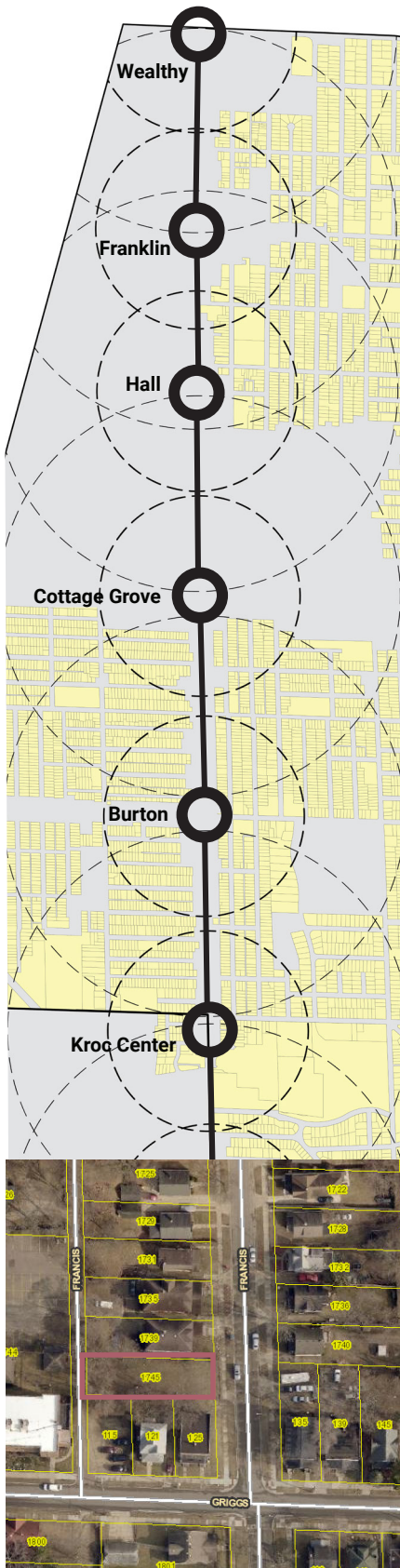
Creating Supportive Neighborhood Housing



Single family zoning districts make up the largest percentage of the project area. While these zoning districts do not front directly onto Division Avenue, this large land area plays a critical role in the financial success and vibrancy of the Silver Line corridor.

The existing single family neighborhoods within the project area produce an average density of 5 -7 dwelling units per acre. This development simulation looks at strategies to add gentle density into the neighborhood that maintains the character of single family homes. If 25% of lots in a neighborhood added 1 dwelling unit, the density could gently increase to 8 dwelling units per acre, creating 10 new affordable housing units per block. This slight increase will not drastically shift the character of any neighborhood but does provide vital households that allow for new businesses and increased opportunities for amenities.

GRAND RAPIDS



Test Lot: 1745 Francis Avenue SE

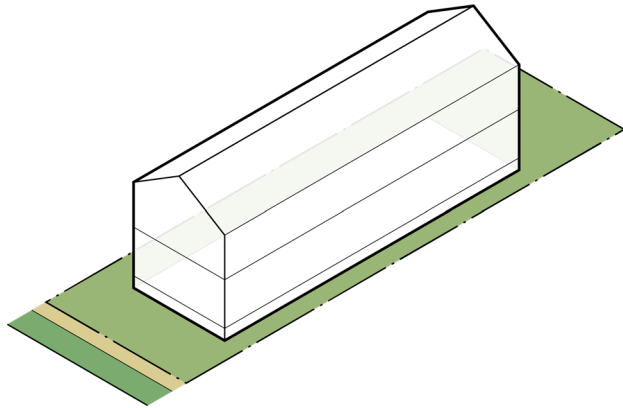
Low-Density Residential (LDR)

Protects established development patterns, consisting predominantly of medium-low density residential development in the form of detached single-family houses and two-family dwellings sited on individual lots. Pockets of medium- to high-density residential development are generally found along transit routes, near to business districts and along major streets. **The median lot size of parcels zoned LDR within the project area is 5,290 square feet.**

Lot Dimension	Existing Code	Proposed Code
Lot Area		
Detached SF (interior/corner)	3,800/5000 sq. ft.	No change
Attached SF	1,500 sq. ft.	No change
Two-Family (total)	6,000 sq. ft.	Match single-family
Multiple Family (per unit)	2,000 sq. ft.	Reduce to 1,250 sq. ft.
Lot Width		
Detached SF (interior/corner)	36'/50'	No change
Two-Family/Multiple Family	60'/90'	Reduce or eliminate
Building Placement & Massing		
Req'd Building Line (RBL) from curb	27' or established	No change
Side Setback (int./corner total)	5' one side (14'/20')	No change
Rear Setback	25'	No change
Building Facade Along RBL	60%	No change
Overall Height (max)	2.5 story/35'	No change
Landscape		
Green Space (% of lot area)		
Single/Two/Multiple family	40%/35%/30%	No change
Parking		
Location (except where alley is present than 5' rear)	Side/rear yard within setbacks	No change
On-Street Parking	Up to 50% of req'd	No change
Required Spaces		
Single Family	2/du	No change
Two/Multiple family (up to 2 bed)	1.5/du	1/du
Accessory Dwelling Unit (1 bed)	1/du	None Required

Key Recommendation: Consider modifying LDR or creating a residential overlay district within 1/4 mile of transit stations to allow two units per principle structure or up to 3 units per lot by right, a gentle increase in density and housing choice that maintains the existing character and scale of the neighborhood. Parking standards and lot size should not incentivize single-family only outcomes.

Existing LDR: Allowed Building Envelope



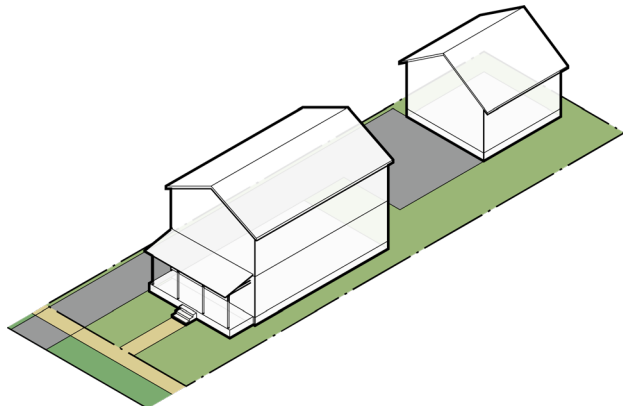
Lot Size: 40' x 125' (5,000 sq. ft)

Permitted Use: Single Family Detached. Accessory dwelling units (ADUs) allowed by Qualitative Review. Attached Single Family allowed with conditions, Two-Family allowed on corner lots or Special Land Use (SLU). Multiple Family allowed by SLU.

Considerations:

Requiring a SLU for uses beyond a single-family dwelling significantly limits housing choice and increases the cost of providing new units. Further, minimum lot size requires the purchase of multiple standard lots to accommodate a duplex or small multi-family building.

Maximum Allowed Build-out: Single-Family Detached House



Total Building Footprint: 1,549 sq. ft.

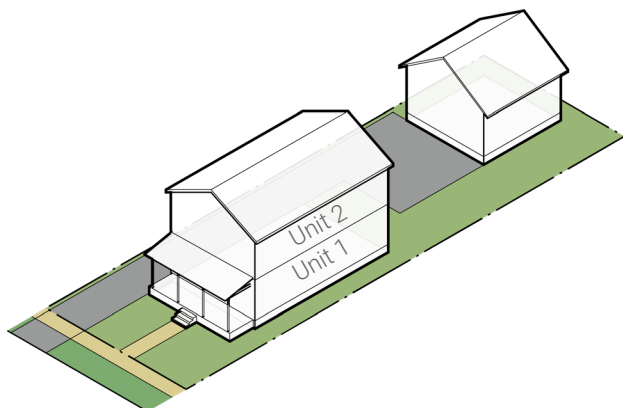
Green Space: 40%

Unit Size: 1,824 sq. ft.

Limiting Factor:

Only a single-family house is allowed by right on this urban lot and the building size is limited by the minimum green space requirement in addition to the driveway access. Where an alley is functional, parking and green-space requirements are easier to achieve, allowing for a larger building footprint.

Proposed Build-out with Changes: Duplex



Total Building Footprint: 1,598 sq. ft.

Green Space: 40%

Unit Size: 912 sq. ft. per unit

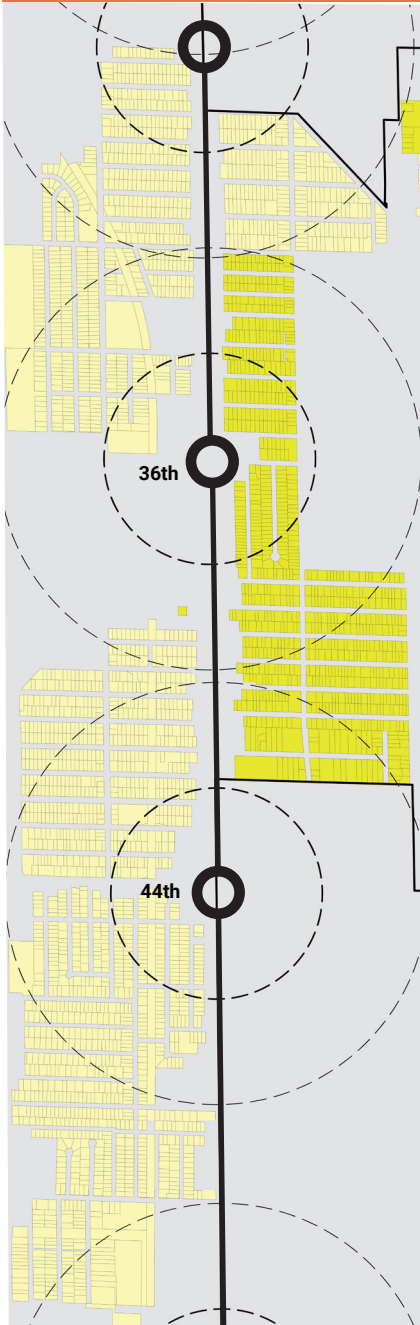
Changes Required:

- Reduce or eliminate minimum lot width and area
- Reduce parking requirements

Top Findings:

Two units (or more) can easily be accommodated within the same building envelope as a single-family house, allowing for more affordable units on a standard lot without compromising neighborhood character. The allowance of Accessory Dwelling Units (ADUs) by Qualitative Review is a good starting point that should be widely promoted, incentivized, and encouraged.

WYOMING



R-2 Residential District

There are 8 residential zoning districts in the Wyoming Zoning Ordinance. The R-2 district is the most compact of the single-family residential districts and it is the most prevalent residential district directly abutting the Form-Based Code (FBC) area along Division Avenue. R-3 is also present in the project area, allowing two-family residential but with a higher minimum lot area (12,000 sq. ft.). The next highest intensity multi-family zoning districts present (R-4 and R-7) have minimum lot sizes of 1 acre, over 5 times larger than the average parcel size. Typical R-2 lots range from 50-65' wide by 100-175' deep. **The median lot size of parcels zoned R-2 within the project area is 7,073 square feet (the median for R-3 lots is 6,760 sq. ft.).**

Lot Dimension	Existing Code	Proposed Code
Lot Area (min.)	8,400 sq. ft.	Reduce or eliminate
Lot Width (min.)	65'	50'

Building Placement & Massing

Setbacks (min.) (Front/Corner/Side/Rear)	35'/20'/7'/35' (total side = 18')	No change
Ground Floor Building Area per Dwelling Unit (min.)	1-story = 1,040 sq. ft. 2-story= 672 sq. ft.	Reduce or eliminate
Lot Coverage (max.)	35%	No change
Overall Height (max.)	35'	No change

Parking

Location	Attached Garage Required	Parking not allowed in front yard
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Required Spaces

Detached Single & Two Family	2/du	1/du
Multiple Family	2/du	1/du

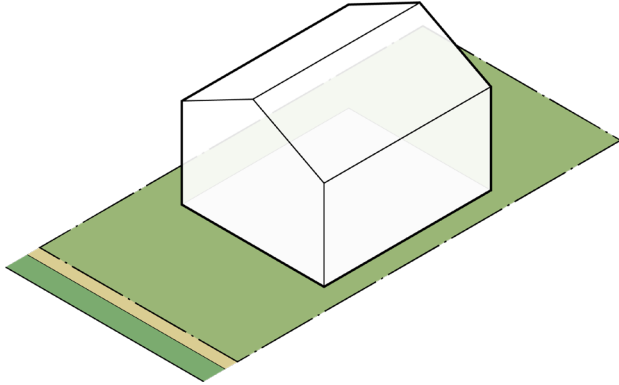
Note: Some regulations are reduced for parcels located east of U.S. 131 platted after 1991 but recommended changes still apply and further reductions necessary.

Key Recommendation: Current regulations do not support even modest density outside of the parcels directly adjacent to Division Avenue. In order to create vibrant urbanism on Division Avenue, and equitable neighborhoods throughout the City, there needs to be a supportive, low density residential fabric that allows for up to three dwelling units on a standard 50' wide lot. This gentle uptick in density also helps transition between the higher density buildings available within the Form-Based Code (FBC) and the single-family neighborhoods that currently exist. These recommendations could be achieved by expanding the FBC area, creating a residential overlay district within 1/4 mile of transit stations or making minor modification to the R-2, R-3, or R-7 zoning districts.



Test Lot: 5801 Averill Ave SW

Existing R-2: Allowed Building Envelope



Lot Size: 64' x 124' (7936 sq. ft)

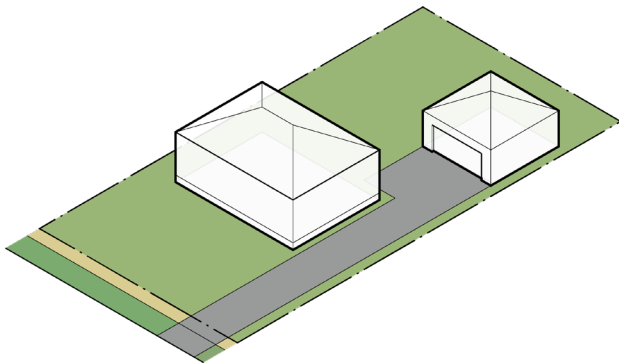
Lot Coverage: 31%

Permitted Use: Single Family Detached

Considerations:

Many existing lots do not meet the current minimum lot size requirements. This requirement limits the housing choice and density of a neighborhood but does little to protect the character. The building envelope defined by existing zoning anticipates a scale that is not affordable or representative of nearby homes within the district.

Typical Build-out: Single-Family Detached House



Building Footprint: 1,525 sq. ft.

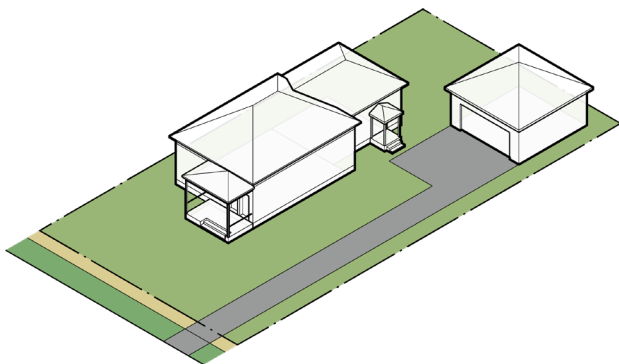
Lot Coverage: 19% (Garage + House)

Unit Size: 1,040 sq. ft.

Limiting Factor:

Any lot less than 100' wide in a residential district, is limited to only single family houses which is exclusive and unattainable to a large proportion of the population. Minimum ground floor building areas further limit the affordability of providing small housing options.

Proposed Build-out: Single-Family House with Attached ADU



Building Footprint: 1,845 sq. ft.

Lot Coverage: 23%

Unit Size: 825 sq. ft. + 400 sq. ft. ADU

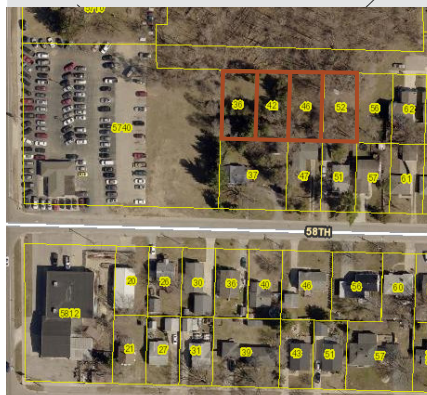
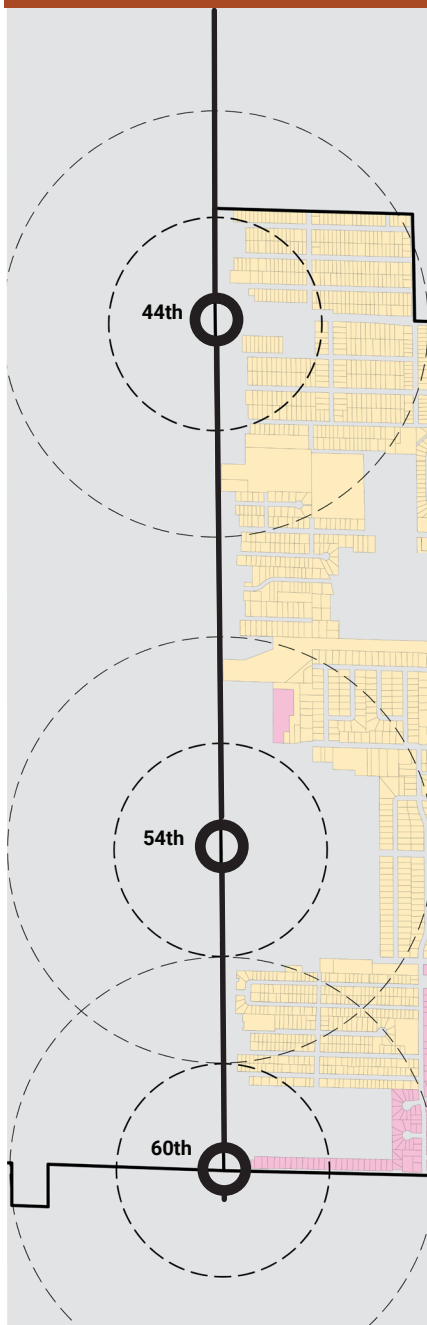
Changes Required:

- Reduce minimum lot width and lot area
- Reduce ground floor building area per unit
- Allow for attached, detached or internal accessory dwelling units without additional parking
- Allow detached garages

Top Findings:

Regulations need to support smaller and more flexible units. Two units can easily be accommodated within the same building envelope as a single-family house, allowing for more affordable units on a standard lot without changing neighborhood character.

KENTWOOD



Test Lot: 36-52 Regents Avenue

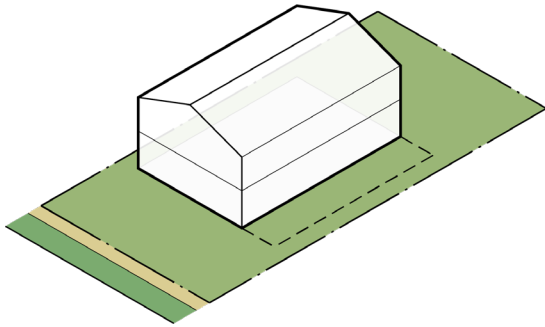
R1-D Residential District

There are 7 residential zoning districts in the Kentwood Zoning Ordinance. The R1-D district is the most compact of the single-family residential districts and the most prevalent residential district throughout the project area. The regulations of R1-D encourage a suitable environment for low-density residential development, and compatible supportive recreational, institutional, and educational uses. The R1-D district allows for detached single-family dwellings and manufactured/modular detached dwellings. R-2 is also present in the project area, allowing two-family residential but with a significantly higher minimum lot area (13,000 sq. ft.). Typical R-1D lots range from 50-65' wide by 100-175' deep. **The median lot size of parcels zoned R1-D within the project area is 7,999 square feet.**

Lot Dimension	Existing Code	Proposed Code
Lot Area (min.)	5,500 sq. ft.	Reduce or eliminate
Lot Width (min.)	50'	40'
Building Placement & Massing		
Setbacks (min.) (Front/Corner/Side/Rear)	25'/25'/5'/30'	No change
Dwelling Unit Size (min.)	850 sq. ft. total (min. 600 sq. ft. main floor)	Remove min. dwelling unit size
Lot Coverage (max.)	30%	Increase slightly
Overall Height (max)	2 stories/25'	No change
Parking		
Location	Garage and Driveway only	Not in front yard
Required Spaces		
Detached Single & Two Family	3/du	1/du
Multiple Family	2/du	1/du

Key Recommendations: Current regulations do not support even modest density outside of the parcels directly adjacent to Division Avenue. In order to create vibrant urbanism on Division Avenue, and equitable neighborhoods throughout the City, there needs to be a supportive, low density residential fabric that allows for up to three dwelling units on a standard 50' wide lot. This gentle uptick in density also helps transition between the higher density buildings available within the Form-Based Code (FBC) and the single-family neighborhoods that currently exist. These recommendations could be achieved by expanding the FBC area, creating a residential overlay district within 1/4 mile of transit stations, or making minor modification to residential zoning districts such as R1-D or R-2.

Existing R1-D: Allowed Building Envelope



Lot Size: 52' x 104' (5,408 sq. ft)

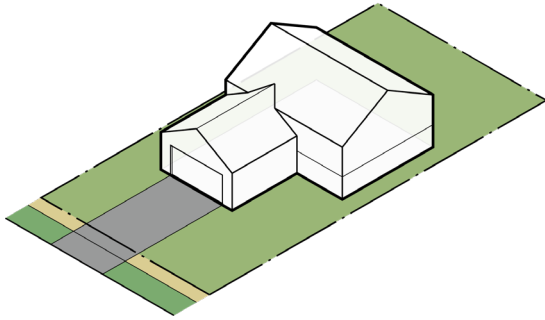
Lot Coverage: 30%

Permitted Use: Single Family Detached and Manufactured/Modular Single Family Detached. Zero Lot Line Single Family Detached Dwellings allowed by SLU.

Considerations:

Many existing lots, such as this example, do not meet the current minimum lot size requirements. Setbacks and height define the allowed building massing while lot coverage limits the building envelope further. The resulting form is not necessarily predictable or in scale with the character of existing homes.

Typical Build-out: Single-Family Detached House



Building Footprint: 1,448 sq. ft.

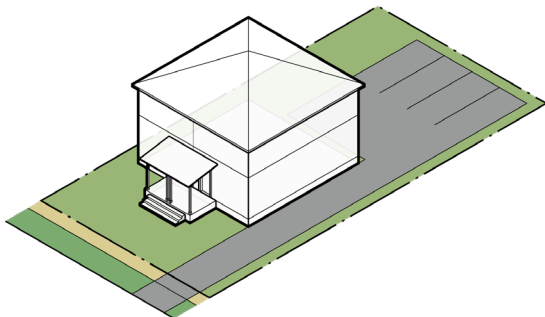
Lot Coverage: 21% (driveway not included)

Unit Size: 920 sq. ft.

Limiting Factor:

Lots are limited to single family houses which does not allow for affordable sale prices. The lack of parking access and garage location requirements have negative consequences on the streetscape. Minimum dwelling unit sizes may be reasonable in scale but inequitably limit smaller options.

Proposed Build-out with Changes: Side-by-Side Duplex



Building Footprint: 1,156 sq. ft.

Lot Coverage: 23% (building only)

Unit Size: 1,093 sq. ft. per unit

Changes Required:

- Reduce minimum lot area and allow 2 units on a lot by right (in the form of a single-family house + accessory dwelling unit or a duplex as shown)
- Reduce required parking and allow parking in rear yard only
- Increase allowable lot coverage to accommodate a garage

Top Findings:

Regulations need to support more diverse unit types that fit within a single-family neighborhood. Two units easily fits within the currently allowed building envelope, is compatible in scale to a detached house, and facilitates naturally occurring affordability that is more in line with market demands.

LOW DENSITY CODE RECOMMENDATION FINDINGS

BUSINESS AS USUAL



Compact Single-Family House
For Sale: \$412k
Mortgage: \$2,628
137% of AMI

1:1

Modifying low density zoning standards to accommodate up to 3 units results in **22-75% increase** in privately-provided affordability relative to a new build single-family mortgage.

All of these proposed unit types and lot configurations can be purchased and/or built with a conventional 30-year mortgage product.

AMI based on 3-person household,
rent ranges based on location.

PROPOSED HOUSING CHOICE



Oneplex + ADU
ADU Rent per Unit: \$650-750
34-39% of AMI



Duplex
Rent per Unit: \$1,600-2,050
83-106% of AMI



Duplex + ADU
Rent per Unit: \$1,600-2,050
ADU Rent: \$650-750
34-106% of AMI



Triplex
Rent per Unit: \$1,400
73% of AMI

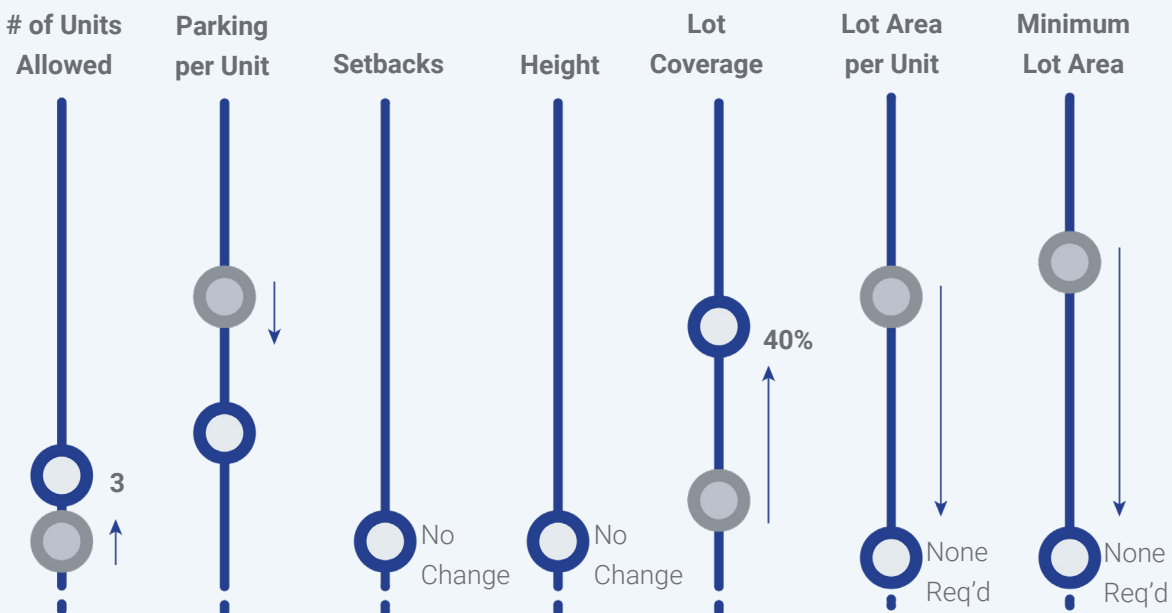
LOW DENSITY CODE RECOMMENDATION SUMMARY



CURRENT STANDARDS



RECOMMENDED STANDARDS



Actions

- Modify LDR categories to allow more units (up to 3 units per lot)
- Reduce parking per unit in LDR categories
- Increase allowable lot coverage in LDR categories (up to 40%)
- Remove requirements for lot area per unit
- Remove requirements for minimum lot area



Timeline

Short Term

Mid Term

Long Term



Objectives

E9 N6 N4 N9

05

MEDIUM DENSITY RESIDENTIAL



**CAMPEAU COMMONS AT
FRANKLIN ST AND IONIA**

MEDIUM DENSITY RESIDENTIAL

Increasing Housing Choice & Affordability



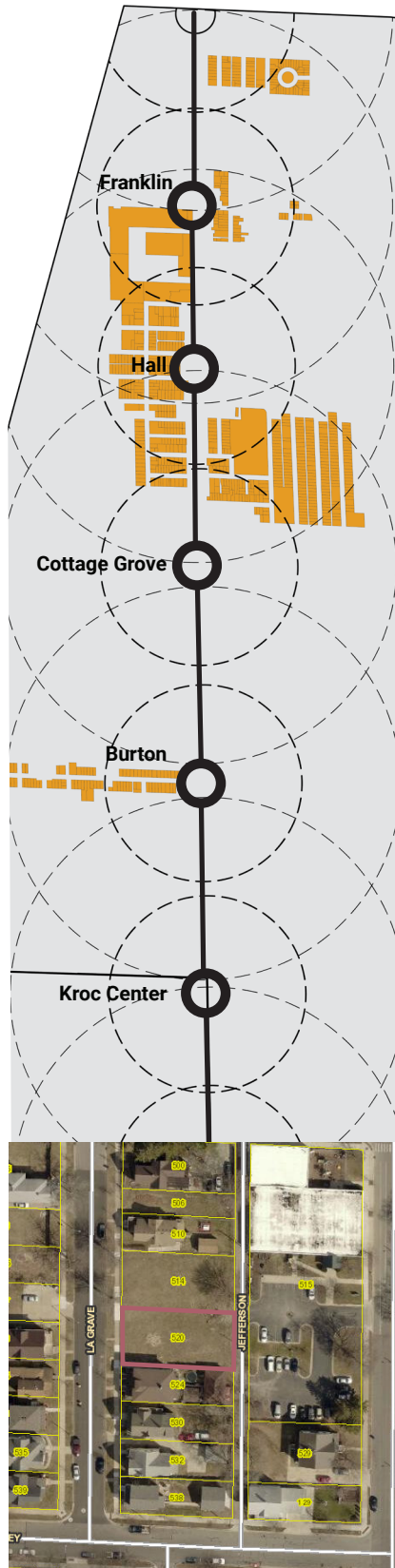
Nearly $\frac{3}{4}$ of all rental options in the City of Grand Rapids are within buildings with less than 10 units. However, zoning ordinances have made it particularly difficult and expensive to build this scale of multi-family buildings today. The City of Grand Rapids will need 3,548 more owner-occupied units and at least 5,340 more rental units by 2025 to satisfy demand. That is just 26% and 60% of total county-wide needs.

Missing Middle building types provide a range of housing choices in scale with nearby single-family residential uses, and provide a residential intensity that help support nearby commercial corridors and transit. The current regulations and processes could be revised to help lower development costs, encourage density in appropriate locations, and promote the development of affordable housing in more neighborhoods.

GRAND RAPIDS

Medium-Density Residential (MDR)

Provides a variety of housing choices in a spatially diverse manner while protecting established development patterns. Mixed-density neighborhoods are generally found along transit routes, near business districts and along major streets, often acting as a transition between lower density residential development and non-residential uses. **The median lot size of parcels zoned MDR within the project area is 4,746 square feet.**

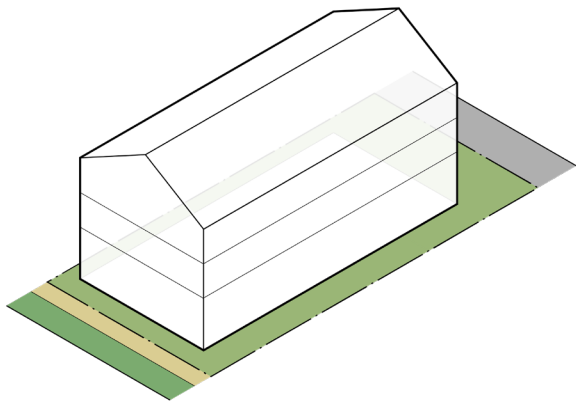


Test Lot: 520 La Grave

Lot Dimension	Existing Code	Proposed Code
Lot Area		
Detached SF (interior/corner)	2,500 / 3000 sq. ft.	Remove min. lot area by building type
Two Family (total)	5,000 sq. ft.	
Multiple Family (per unit)	1,250 sq. ft. *	
Lot Width		
Detached SF (interior/corner)	36' / 50'	Reduce or eliminate
Two Family / Multiple Family	50' / 80'	
Building Placement & Massing		
Req'd Building Line (RBL) from curb	22' or established	No change
Side Setback (int./corner)	5' (14'/20' total)	
Rear Setback	20'	
Building Facade Along RBL	60%	
Overall Height (max)	3 story/ 45'	
Landscape		
Green Space (% of lot area)		
Detached Single Family	30% min.	No change
Attached Single/Two/Multiple Family	20% min.	
Parking		
Location (except where alley is present than 5' rear)	Side/rear yard setbacks apply	No change
On-Street Parking	Up to 50% of req'd	No change
Required Spaces		
Two Family	1.5/du	1 space / du
Multiple Family (up to 2 bed)	1.25/du	
Accessory Dwelling Unit (1 bed)	1/du	None Required

Key Recommendation: MDR is an effective zoning district for introducing diverse housing choices but is ineffective on most standard size lots. Amendments to the minimum lot width and size regulations would remove a significant barrier to providing affordable multi-family units within medium density neighborhoods. MDR should be used more expansively in the project area, not just as a buffer between single-family and industrial or commercial uses.

Existing MDR: Allowed Building Envelope



Lot Size: 60' x 120' (7,200 sq. ft)

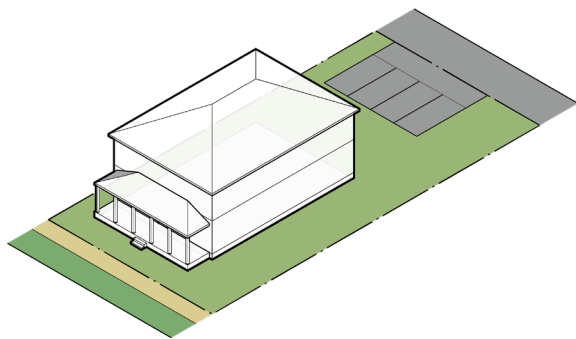
Lot Coverage: 59%

Permitted Use: Single family detached or attached, two-family, and multiple family permitted. Accessory dwelling unit allowed by Qualitative Review (QR).

Considerations:

Lot density requirements would allow up to 5 units by right based on this lot size (or up to 9 units allowed with mixed-income or accessibility bonus), however, this lot does not meet the minimum lot width for multi-family so it is limited to two units despite the large building envelope possible.

Maximum Allowed Build-out: Duplex



Total Building Footprint: 2,144 sq. ft.

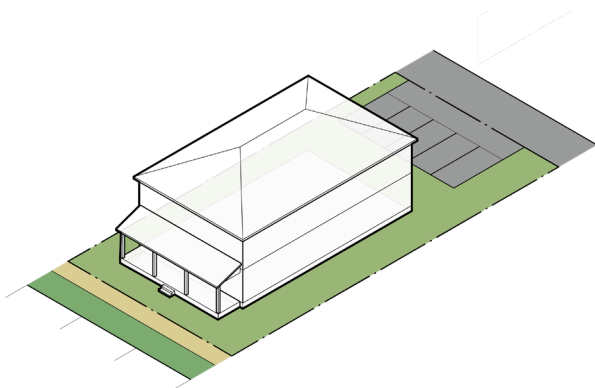
Green Space: 58%

Unit Size: 2 units at 1,740 sq. ft. each

Limiting Factors:

The maximum density allowed for this lot is a two-family dwelling unit due to existing minimum lot size requirements. Even considering large 3-bedroom units, this lot is underutilized for current market demands. The underlying land value significantly drives up the cost of both construction and necessary rental rates when applied to only two units.

Proposed Build-out with Changes: 6-unit Multiplex



Total Building Footprint: 2,646 sq. ft.

Green Space: 48%

Unit Size: 4 units at 620 sq. ft. + 2 units at 988 sq. ft.

Parking: Requires 8 parking spaces (5 off-street, 3 on-street)

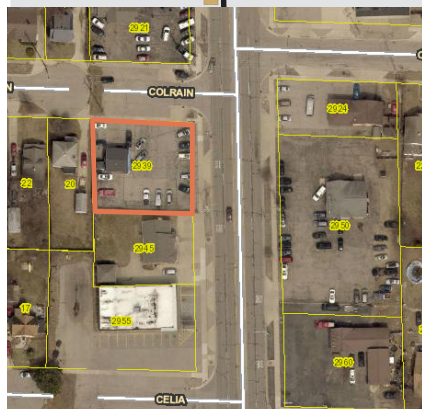
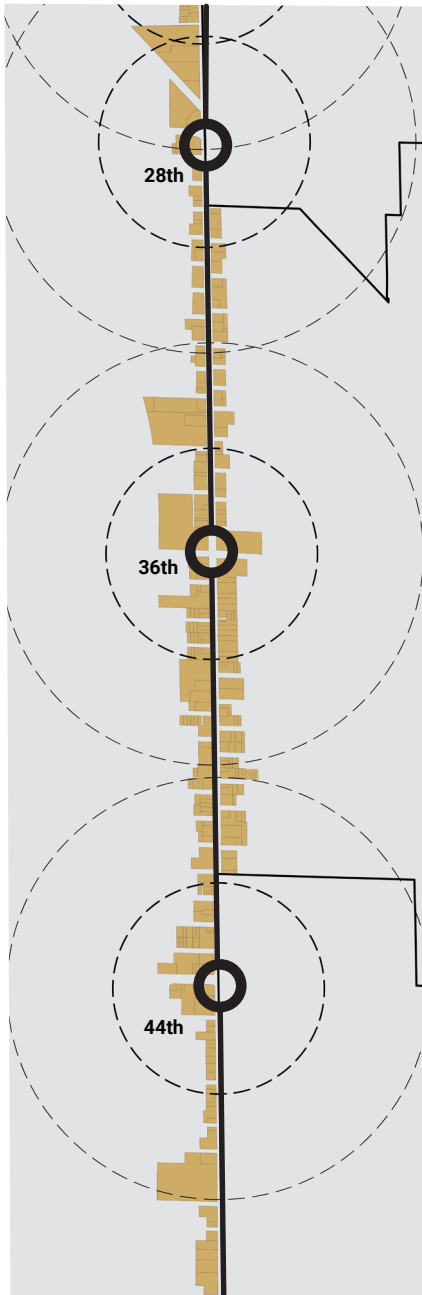
Changes Required:

- Reduce or eliminate minimum lot width
- Reduce or eliminate minimum lot area

Top Findings:

If minimum lot width and area requirements are eliminated, a small multi-family building can easily meet the same setbacks, building form, parking and green space requirements while providing increased density and more affordable units. Smaller units are able to provide greater rates of return for developers while helping meet affordable housing goals.

WYOMING



Test Lot: 2939 Division Avenue

CG Corridor General (Apartment)

Represents a traditional urban development pattern with mixed use, retail, live / work and apartment buildings. The Area is characterized by a variety of building types set relatively close to the sidewalk, but also allows a range of building placement options that permit a varied street wall. The Apartment building type is appropriate for lots located and designed to accommodate a multi-story building with multiple dwelling units above and beside each other. **The median lot size of parcels zoned CG within the project area is 14,296 square feet.**

Building Placement

Front BTZ	8' - 30'	Calibrate Locally
Secondary BTZ	3' - 20'	Calibrate Locally
Side Setback (min.)	7'	No change
Rear Setback (min.)	10'	No change
% at BTL (min.)	60%	No change
Site Coverage (max.)	70%	No change

Building Massing

Overall Height (max.)	3 story / 50'	No change
Height allowed by SLU	5 story / 75'	No change
Main Body Depth (min.)	50'	Admin. Departure

Parking

Location	Not allowed along principal frontage or first 40' of secondary	Behind building facade rather than 40' of secondary
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Required Spaces

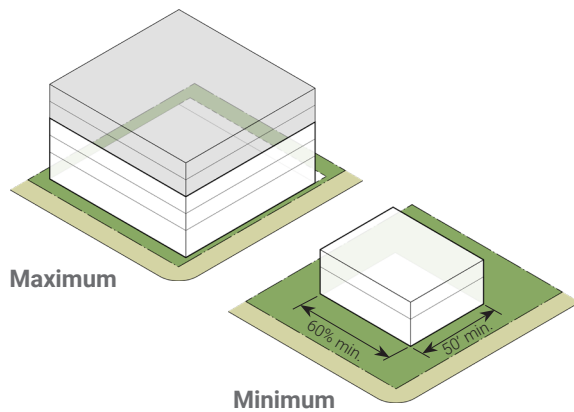
Multiple Family	2/du	Reduce to 1/du
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Parking Reductions

Transit Station within 300'	up to 50%	Increase to 1000'
Bicycle Facilities	4 replaces 1	No change

Key Recommendation: Current regulations do not support even modest density outside of the parcels directly adjacent to Division Avenue. In order to support vibrant urbanism on Division, and equitable neighborhoods throughout the City, there needs to be a low density residential district that allows for up to 3 dwelling units on a standard 50' wide lot. The proposed regulations could also help transitions between the higher density available within the Form-Based Code (FBC) and the low density districts that currently exist. These recommendations could be achieved by expanding the FBC area, creating a residential overlay district within 1/4 mile of transit stations, or making minor modification to the R-2, R-3, or R-7 zoning districts.

Existing CG Apartment: Allowed Building Envelope



Lot Size: 103' x 114' (11,742 sq. ft)

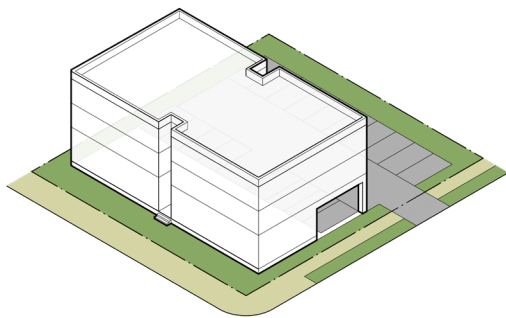
Lot Coverage: Max. - 70%, Min. - 27%

Permitted Use: Multiple family dwellings permitted. Limited Retail uses allowed on ground floor.

Considerations:

Lot coverage defines the maximum possible building envelope (parking and access further reduce the actual build out). There is a wide range between the minimum and maximum building envelope which leads to unpredictable results. This site is not eligible for parking reductions, similar to most sites along corridor and would benefit from on-street parking but the current ordinance does not count those spaces towards the required minimums.

Maximum Allowed Build-out: Large Multiplex



Building Footprint: 4,680 sq. ft.

Lot Coverage: 40% (parking not included)

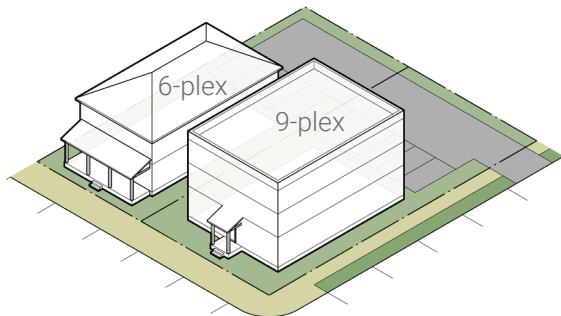
Unit Size: 10 units at 1092 sq. ft. each

Parking: 20 parking spaces, requiring a podium building, is the maximum number of spaces that can fit on this lot

Considerations:

In all possible configurations that were tested for CG, parking determined how many units can be built. On any lot less than 125' deep, the ground floor will become compromised, requiring a podium condition that adds substantial cost to the building. 10 units is not enough to make up that cost increase and a developer will need to look for a larger parcel.

Proposed Build-out with Changes: Small Multiplex (lot subdivided)



Building Footprint: 4,324 sq. ft.

Lot Coverage: 37%

Unit Size: 15 units ranging between 500-960 sq. ft.

Parking: 10 spaces off-street and up to 9 on-street

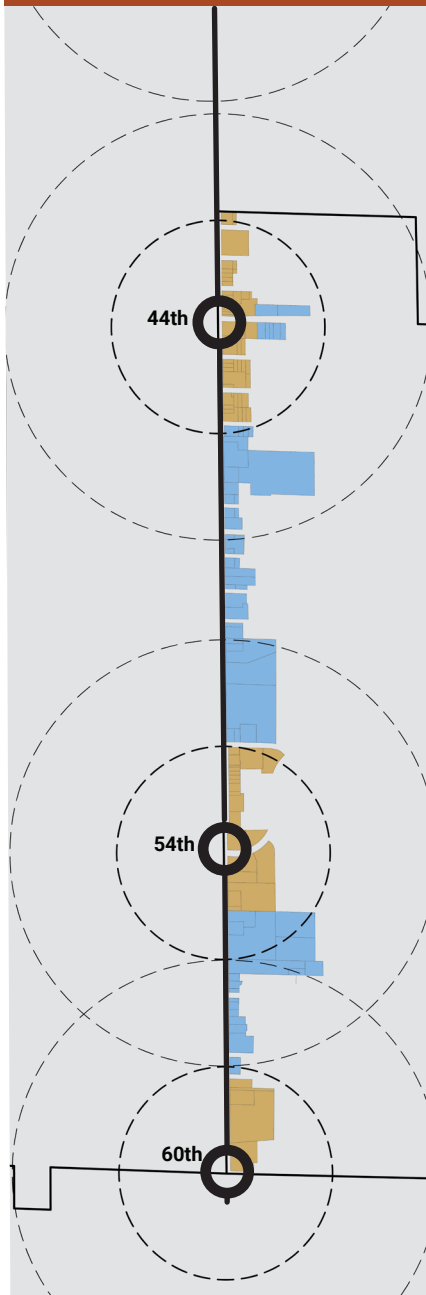
Changes Required:

- Reduce parking to 1 space per dwelling unit and allowed all on-street spaces adjacent to the lot to count towards requirements
- Allow parcels to be easily subdivided if it meets base requirements of the district

Top Findings:

Creating two smaller lots increase value per acre and allows the block to infill incrementally. Smaller multiplex buildings avoid the added expense of elevators or podiums (but still require sprinklers) and are more accessible to local, small developers.

KENTWOOD



Test Lot: 303-329 44th

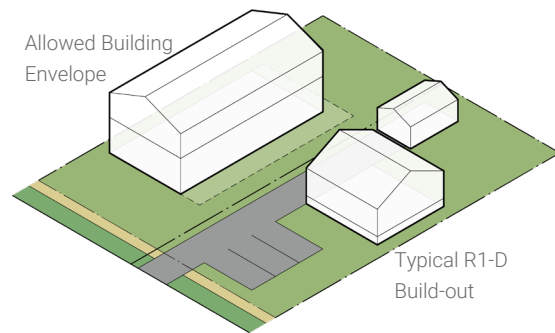
CE Corridor Edge (Multi-plex)

Reinforce and enhance the urban environment along the Bus Rapid Transit (BRT) corridor of Division Avenue by providing a diverse mix of uses and a compact, walkable form. CE is also intended to transition between the more urban Corridor General Context Area and the existing development pattern of the corridor. The Large (7 or more units) and Small (3-12 units) Multi-plex are essential building types for providing missing middle housing types within a walkable context. **The median lot size of parcels zoned CE within the project area is 19,856 square feet.**

Lot Dimension	Existing Code	Proposed Code
Lot Width (min.)	50'	Reduce to 40'
Lot Depth (min.)	80'	No change
Building Placement		
Front / Corner BTZ	10' - 25'	No change
Side Setback (min.)	5'	No change
Rear Setback (min.)	10'	No change
Site Coverage (max.)	70%	No change
Building Massing		
Overall Height (max)	3 story / 45'	No change
Main Body Depth (min.)	20'	No change
Main Body Width (max.)	60' Small/80' Large	Increase (large only)
Parking		
Location (Front/Corner/Side/Rear)	20'/ 10'/0'/5'	Not in front yard
Setback from Residential	10' side, 20' rear	Admin. Departure
Required Spaces		
Detached Single & Two Family	3/du	1/du
Multiple Family (up to 2 bed)	2/du	1/du
Parking Reductions		
Transit Station within 300'	up to 25%	Increase to 1000'
Bicycle Facilities	4 replaces 1	No change

Key Recommendations: Corridor Edge allows for a reasonable building envelope and site standards for a range of multi-family housing. The multi-plex building type permitted along Division Avenue should also be extended along east-west corridors in order to maximize the value near transit stations. Small multi-family housing types should also be allowed within at least 2 blocks adjacent to Division Avenue in order to transition to lower density residential. Parking requirements must be calibrated to the Form-Based Code (FBC) in order to better support walkable environments. These reductions could be achieved with an amendment to the FBC or a parking overlay district within 1/4 mile of transit stations.

Existing R1-D (Proposed Zoning Change to CE): **Allowed Building Envelope & Typical Build-out**



Lot Size: 50' x 120' (6,000 sq. ft.)

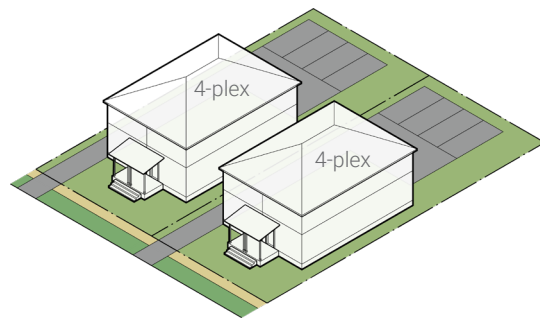
Lot Coverage: Left - 30%, Existing - 25%

Permitted Use: Single-family detached only

Considerations:

The current zoning of R1-D creates underutilized lots along important corridors. Large existing front setbacks and lot coverage requirements make it difficult to maximize the full potential of a parcel while parking in front degrades the street environment. Up-zoning and expanding FBC districts to allow multi-family options along these corridors could substantially increase the value per acre along major thoroughfares that intersect with Division Avenue.

Proposed Build-out with Changes: **Small Multi-plex**



Building Footprint: 1,744 sq. ft.

Lot Coverage: 29% (not including parking)

Unit Size: 4 units per lot at 753 sq. ft. each

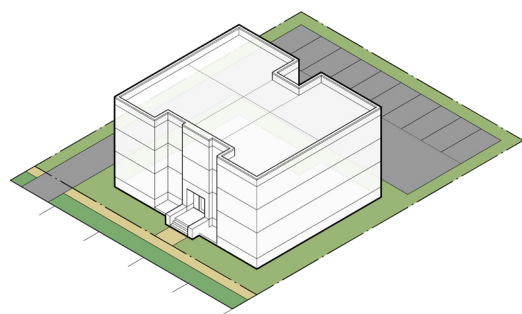
Parking: 8 spaces total provided (Currently requires 16 spaces)

Changes Required:

- Upzone from R1-D to CE zoning
- Reduce parking requirements to 1 space per dwelling unit

Top Findings: Two small buildings on existing lots increase value per acre and potential tax base. Smaller multiplex buildings avoid the expense of elevators or podiums (but still require sprinklers) and are more accessible to local, small developers.

Proposed Build-out with Changes: **Large Multi-plex**



Building Footprint: 3,521 sq. ft. on double lot

Lot Coverage: 29%

Unit Size: 6 units at 918 sq. ft. + 6 units at 567 sq. ft.

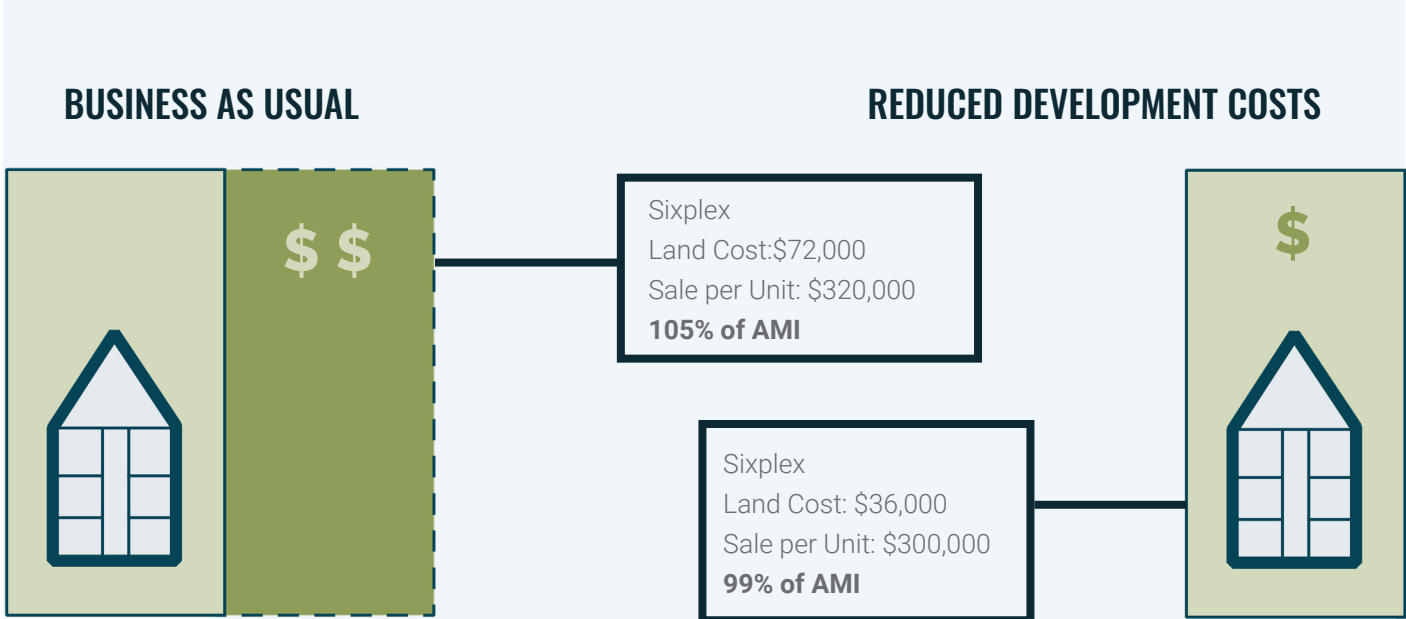
Parking: 10 spaces off-street and up to 4 on-street provided

Changes Required:

- Upzone from R1-D to CE zoning
- Consolidation of 2 or more parcels
- Reduce parking requirements to 1 space per dwelling unit and allow on-street parking adjacent to parcel to count

Top Findings: Large multi-plex buildings engage the street and are appropriate along major corridors where multiple vacant lots can be acquired. These buildings make a major impact but require sprinklers, a commercial loan, and IBC standards so are more complex to build. This building does not require the added expense of an elevator.

MEDIUM DENSITY CODE RECOMMENDATION FINDINGS



Current Standards = 2x Land Cost

Minimum lot area per unit and current off-street parking standards limit development to only 5 units on standard size lots in all of the municipalities along the corridor, requiring developer purchase of an additional lot for a standard 6-plex walk-up (or any higher density multifamily building type) .

MEDIUM DENSITY CODE RECOMMENDATION SUMMARY



CURRENT STANDARDS



RECOMMENDED STANDARDS

of Units
Allowed



Parking
per Unit



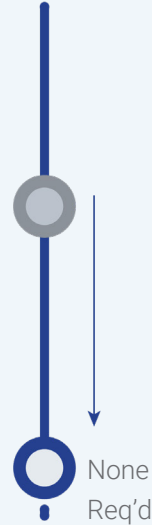
Setbacks



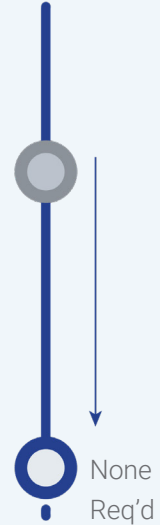
Height



Lot Area
per Unit



Minimum
Lot Area



Actions

- Modify MDR categories to allow more units (up to 6-12 units per lot)
- Reduce parking per unit in MDR categories
- Increase allowable lot coverage in MDR categories (up to 40%)
- Remove requirements for lot area per unit
- Remove requirements for minimum lot area



Timeline

Short Term

Mid Term

Long Term



Objectives

E9 N6 N4 N9

06

MIXED-USE DEVELOPMENT



MIXED USE BUILDINGS IN THE 400
BLOCK OF SOUTH DIVISION AVENUE

MIXED-USE DEVELOPMENT

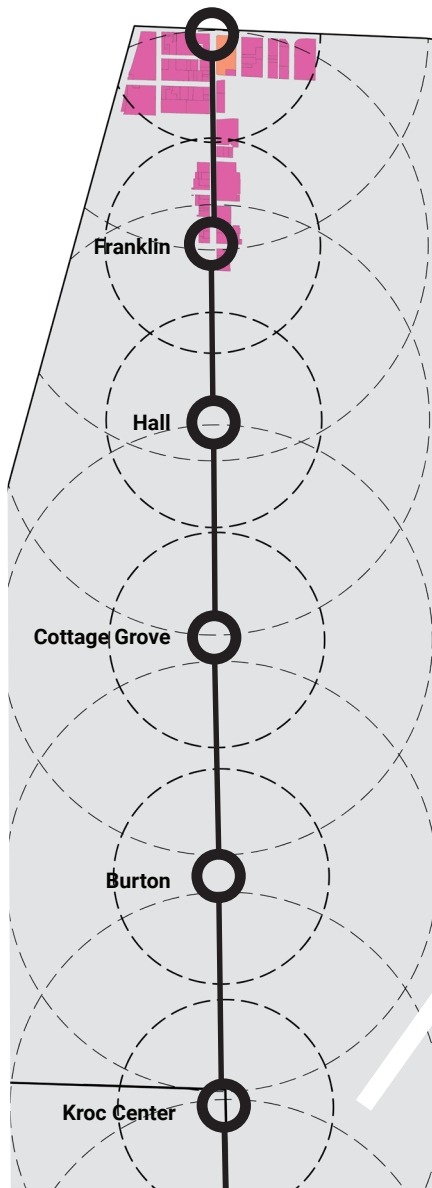
Calibrating zoning regulations with market feasibility



There is resounding support for “mixed-use” along the corridor. While there is clearly a demand for additional housing, there also exists an overabundance of retail. The majority of regulations prioritize larger, multi-story mixed-use building types that are overshadowing opportunities for incremental change and small lot infill. High intensity mixed-use is appropriate at key intersections and nodes, however, other solutions are necessary for much of the corridor.

Mixed-use buildings are great at creating vibrant, walkable places but they are also more complex to develop and finance. The zoning ordinance must also support small, creative infill opportunities that allow local business and property owners to play a critical role in shaping the corridor—building wealth from within the community that already exists.

GRAND RAPIDS



Test Lot: 455 Division Ave.

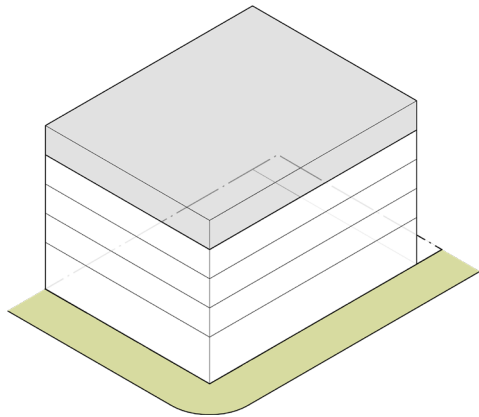
Transitional City Center (TCC)

Provides a buffer district between the dense City Center Zone District and surrounding near-downtown neighborhoods. This District provides a transition in the intensity of the downtown development pattern for adjacent areas, however, it allows for more development than would ordinarily be allowed in general neighborhood commercial locations. **The median lot size of parcels zoned TCC within the project area is 11,818 square feet.**

Lot Dimension	Existing Code	Proposed Code
Lot Area (min.)	750 sf / unit	Remove
Lot Width	25'	No change
Building Placement		
Req'd Building Line (RBL) from curb	19'	0' from lot line
Side Setback, Abutting ground flr. residential	10'	No change
Side Setback, All other uses	0' or 5'	No change
Rear Setback	10'	No change
Building Facade along RBL	80%	No change
Building Massing		
Overall Height (min./max)	2 story/4 story	Up to 5 by right
Bonus Height Allowed	up to 5 stories	Up to 6 stories
Landscape		
Green Space (% of lot area)	10%	No change
Tree Canopy (% of lot area)	10%	No change
Parking		
Location	Not allowed in front, 5' side/rear setback	0' side setback
On-Street Parking	Up to 50% of req'd	On lots with < 100' of frontage count all
Required Spaces		
Retail (per 1000 sq. ft.)	1.25	Eliminate parking minimums in TCC within 1/4 mile transit
Office (per 1000 sq. ft.)	2	
Multiple Family (up to 2 bed)	1/du	
Parking Reductions		
BRT station within 300', Mixed Use, Micro-units (<475 sq. ft.)	up to 50%	Increase transit reduction to 1000'

Key Recommendation: TCC regulations are calibrated appropriately to their location and expectation for mixed-use density. However, smaller infill lots still struggle to meet critical thresholds. There are many well-intended bonuses to increase intensity, however, they are complicated to navigate, limited in their applicability (especially for small development or standard lots), and difficult to understand in aggregate.

Existing LDR: Allowed Building Envelope



Lot Size: 64' x 92' (5,888 sq. ft)

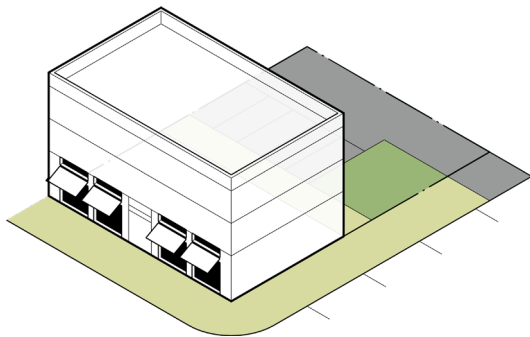
Lot Coverage: 90%

Permitted Use: Upper and ground floor dwellings, live/work, and wide range of retail/service/office uses permitted. Mobile Food Vending by Qualitative Review.

Considerations:

Lot density requirements allow up to 7 units by right based on this lot size. There are many possible bonuses to increase building height or density, however, this typical lot cannot take advantage of most. Very few of the incentives are applicable to the vast majority of sites along the corridor or achievable by a small developer due to the extra requirements and financing necessary.

Maximum Allowed Build-out: 4-story Mixed-Use



Building Footprint: 2,600 sq. ft.

Green Space: 10%

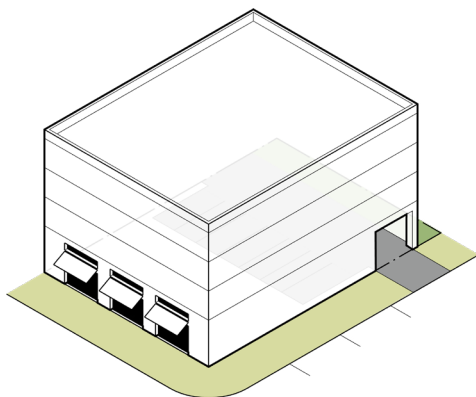
Program: 1,600 sq. ft. retail + 7 units

Parking: Requires 5 spaces after 50% reduction is applied

Limiting Factor:

Lot area per unit and parking is limiting the intensity of this lot which results in only 44% of the lot being used for building coverage at only 3-stories. This building must limit ground floor retail by utilizing a ground floor residential unit in order to meet parking requirements and maximize the allowed density.

Proposed Build-out with Changes: 4-story Mixed-Use



Total Building Footprint: 5330 sq. ft.

Green Space: 10%

Program: 2,400 sq. ft. of retail + 18 units

Parking: Provides 9 spaces using a 50% reduction for transit and administrative departure for 90% lot coverage (of up to 8 spaces)

Changes Required:

- Eliminate minimum lot area per unit
- Reduce parking requirements or broaden application of 50% reduction for proximity to transit

Top Findings:

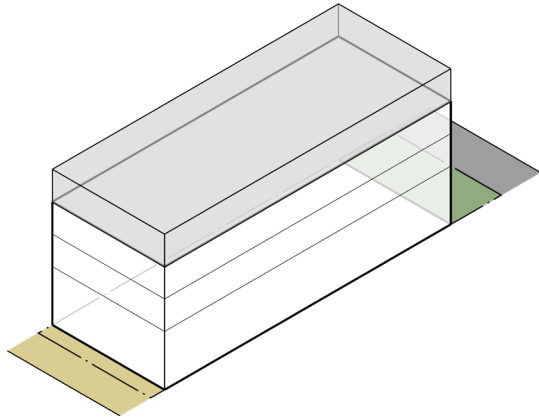
Even a seemingly simple 4-story mixed use building requires podium parking and multiple variances from existing parking and lot area requirements.



Designed to reinforce a pedestrian and transit friendly environment in a compact area characterized by a mix of uses. New development on primary and secondary street frontages shall be compatible in use and scale with surrounding, existing uses and structures. **The median lot size of parcels zoned TBA within the project area is 5,825 square feet.**

Key Recommendation: TBA regulations are generally calibrated appropriately but are applied to a wide variety of parcels with different character and lot structure. Parking reductions and special exceptions for use and height are consistently necessary to make development in the TBA district possible. Narrow infill lots specifically struggle to meet critical thresholds.

Existing TBA: Allowed Building Envelope



Lot Size: 40' x 125' (5,000 sq. ft)

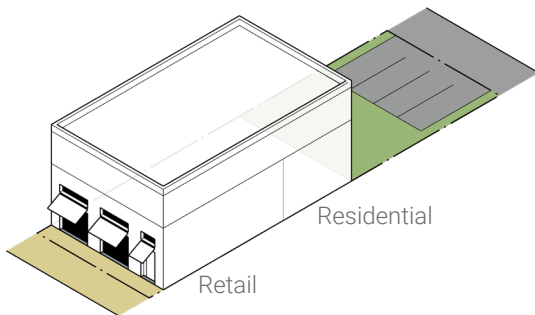
Lot Coverage: 82%

Permitted Use: Retail, Personal Services, Live-work, Artisanal and Creative Industry. Residential and Office permitted on ground floor as Special Land Use (SLU) only. Mobile Food Vending by Qualitative Review.

Considerations:

Lot density requirements allow up to 6 units by right based on this lot size. There are many possible bonuses that allow increases in building height or density, however, this typical lot cannot take advantage of most. Very few of the incentives are applicable to the vast majority of sites along the corridor or achievable by a small developer due to the extra requirements and financing necessary.

Maximum Allowed Build-out: 2-story Mixed-use



Building Footprint: 3,200 sq. ft.

Green Space: 25%

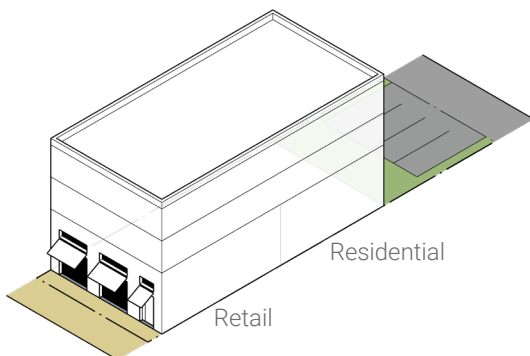
Program: 1,360 sq. ft. retail + 3 units (ground floor unit requires SLU)

Parking: Requires 4 spaces after the 50% transit reduction is applied

Limiting Factor:

Only 4 parking spaces can be provided on this lot which becomes the limiting factor to how much development can be achieved when no on-street parking is available. Even with a possible 50% parking reduction for proximity to transit, a 3-story building cannot be achieved and the development potential is underutilized.

Proposed Build-out with Changes: 3-story Mixed-use



Total Building Footprint: 3,200 sq. ft.

Green Space: 15%

Program: 1,360 sq. ft. of retail + 8 units (2 units located on ground floor)

Parking: Provides 4 spaces off-street (7 spaces would currently be required with 50% reduction and without a SLU)

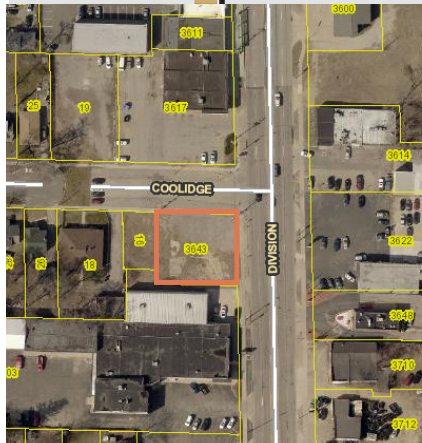
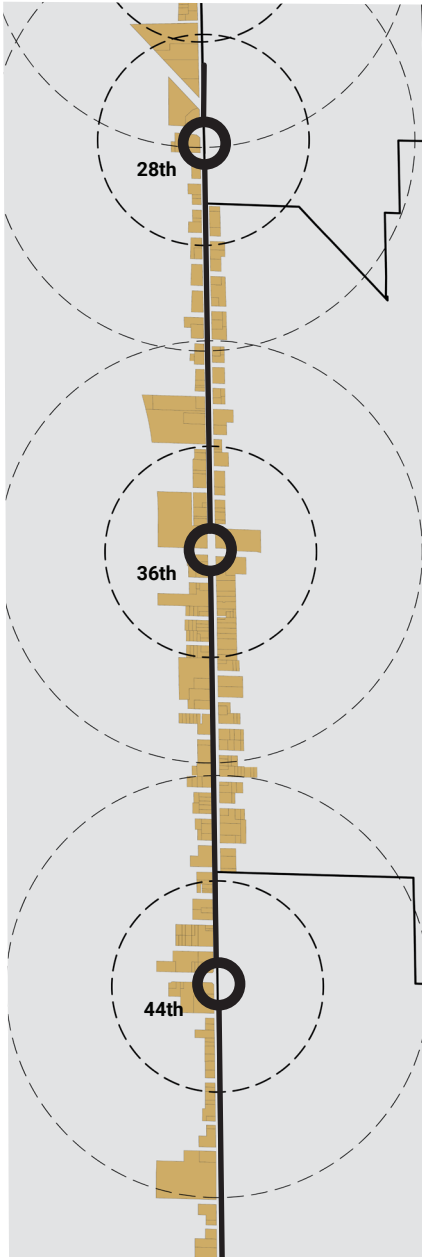
Changes Required:

- Eliminate minimum lot area per unit
- Allow ground floor residential (in the rear) by right
- Waive parking requirements for the first 2,000 sq.ft. of retail and reduce to 1 space per unit (in addition existing parking reductions)

Top Findings:

Narrow, infill lots struggle to provide parking to accommodate enough units to make a development feasible. The allowance for ground floor residential is critical to achieving development in many locations along the corridor.

WYOMING



Test Lot: 3643 Division Ave.

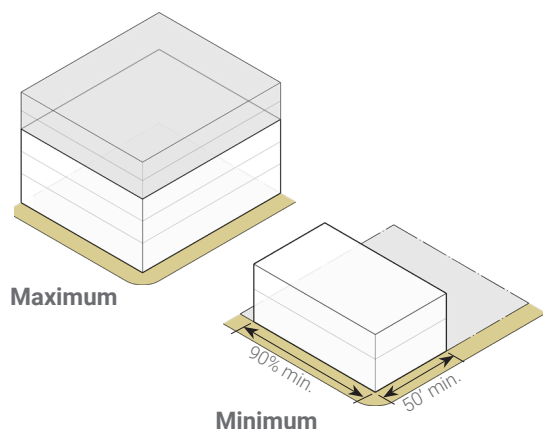
CG Corridor General (Mixed-Use)

Represents a traditional urban development pattern with mixed use, retail, live/work and apartment buildings. CG is characterized by a variety of buildings set relatively close to the sidewalk, but also allows a range of placement options that permit a varied street wall. The Mixed Use building type is appropriate for lots located and designed to accommodate a multi-story building with multiple dwelling units in the upper story and various commercial uses permitted within any story. **The median lot size of parcels zoned CG within the project area is 14,296 square feet.**

Lot Dimension	Existing Code	Proposed Code
Lot Width (min.)	25'	No change
Building Placement		
Front/Corner/Side/Rear	0' / 0' / 0' / 0'	No change
% at BTL	90%	No change
Site Coverage (max.)	100%	No change
Building Massing		
Overall Height (max)	3 story / 50'	Allow 1 story
Height allowed by SLU	5 story / 75'	No change
Main Body Depth (min.)	20' (50' corner)	Admin. Departure
Main Body Width (max.)	240'	No change
Parking		
Location	Not allowed along principal frontage or first 40' of secondary	Behind building facade rather than 40' of secondary
Required Spaces		
Multiple Family	2/du	Reduce to 1/du
Office	1 per 400 sq. ft. GFA	Reduce
Retail	1 per 250 sq. ft. GFA	Reduce
Parking Reductions		
Transit Station within 300'	up to 50%	Increase to 1000'
Mixed Use	up to 50%	No change
Bicycle Facilities	4 replaces 1	No change

Key Recommendation: Corridor General regulations for mixed-use allow for a generous building envelope and site standards. The building types available along the corridor should also be expanded around station areas to maximize the intended effect. Further, parking requirements are not specifically calibrated to the Form-Based code (FBC), do not support walkable environments, and are greatly limiting the achievable density while increasing costs. Available parking reductions apply to a very limited number of lots. The adoption of new parking standards, by amendment or overlay district, is critical.

Existing CG Mixed Use: Allowed Building Envelope



Lot Size: 95' x 108' (10,260 sq. ft)

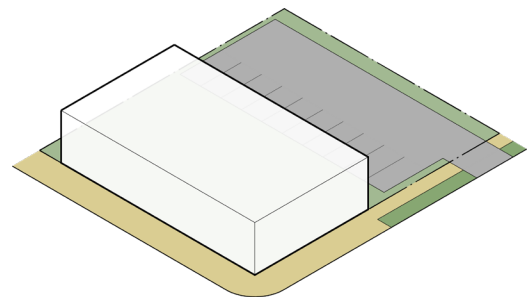
Lot Coverage: Max. - 100%, Min. - 42%

Permitted Use: Multiple family dwellings and office uses permitted on upper floors only. Wide range of retail uses allowed (except auto repair/service/sales, gas station). Drive-through is Special Land Use (SLU).

Considerations:

CG regulations set appropriate standards for mixed use buildings along the corridor. However, there is little flexibility for sites that need to transition from current auto-oriented environments to the urban, walkable conditions that the FBC encourages. Current standards do not support creative or more incremental mixing of uses (i.e. one-story shopfront with a unit behind).

Maximum Allowed Build-out: 1-story Retail



Building Footprint: 4,275 sq. ft.

Lot Coverage: 42% (parking not included)

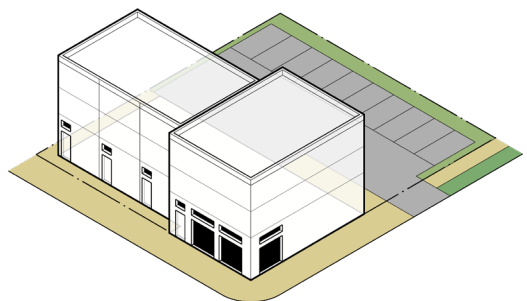
Unit Size: 4,275 sq. ft. of retail

Parking: 18 spaces required (only 10 spaces provided)

Limiting Factor:

You cannot meet the minimum required standards for a mixed use building and achieve current parking requirements on this lot, even after a 50% parking reduction. The required footprint and allowed uses demand more parking than can fit on this site. Further, it is only with the 50% parking reduction for proximity to transit (available to a very limited number of parcels) that a Zero Lot Line Retail building is achievable.

Proposed Build-out with Changes: 3-story Mixed Use



Building Footprint: 4,500 sq. ft.

Lot Coverage: 38%

Program: 1,600 sq. ft retail + 4 units above (804 sq. ft. each)

Parking: 16 off-street spaces provided

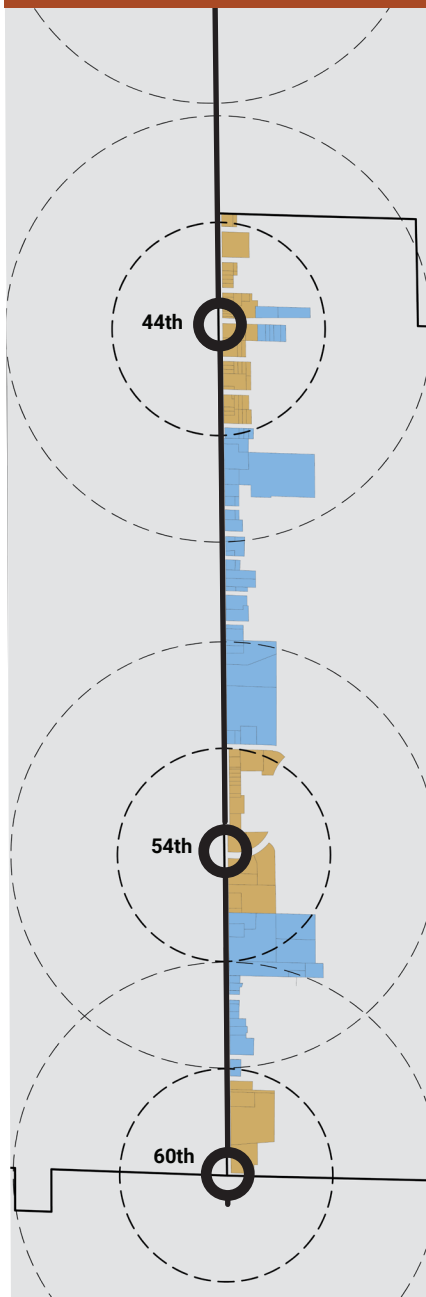
Changes Required:

- Allow ground floor residential by right
- Waive parking requirements for the first 2,000 sq.ft. of retail and reduce to 1 space per unit

Top Findings:

Due to low demand and high parking requirements for retail, mixed use buildings must reduce the amount of ground floor retail that is provided. Parking requirements must be reduced in order to support any mixed use buildings on standard infill lots along the corridor.

KENTWOOD



Test Lot: 5240 Division Ave SE

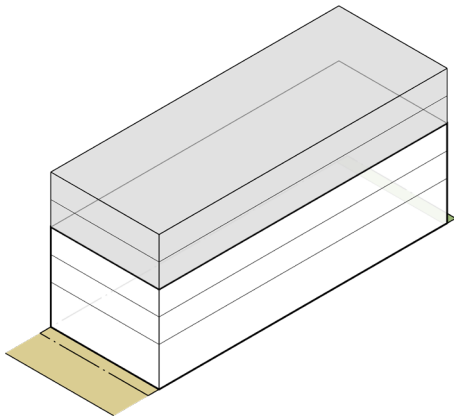
CG Corridor General (Mixed-Use)

Intended to reinforce and enhance the urban environment along Division Avenue by providing a diverse mix of uses and a compact, walkable form. It is also intended to transition between the more urban Corridor General Context Area and the existing development pattern of the corridor. The Mixed-use building type is intended to provide a vertical mix of uses and street vibrancy. **The median lot size of parcels zoned CG within the project area is 8,430 square feet.**

Lot Dimension	Existing Code	Proposed Code
Lot Width (min.)	20’	No change
Lot Depth (min.)	80’	No change
Building Placement		
Front BTL/Corner/Side/Rear	5’ / 5’ / 0’ / 5’	No change
% at BTL - 50’ wide or less	90%	Admin. Departure
% at BTL - greater than 50’ wide	50%	Admin. Departure
Site Coverage (max.)	100%	No change
Building Massing		
Overall Height (max)	3 story / 45’	No change
Height allowed by SLU	5 story	No change
Main Body Depth (min.)	20’	No change
Main Body Width (max.)	150’	Calibrate Locally
Parking		
Location (Front/Corner/Side/Rear)	20’/ 10’/0’/5’	Behind building facade
Setback from Residential	10’ side, 20’ rear	
Required Spaces		
Multiple Family (up to 2 bed)	2/du	1/du max.
Office	1 per 300 sq. ft. GFA	Reduce
Retail	1 per 250 sq. ft. GFA	Reduce
Parking Reductions		
Transit Station within 300’	up to 25%	Increase to 1000’
Mixed Use	up to 25%	Increase to 50%
Bicycle Facilities	4 replaces 1	No change

Key Recommendations: Corridor General regulations for mixed-use allow for a generous building envelope and site standards. The building types available along the corridor should also be expanded around station areas to maximize the intended effect. Further, parking requirements are not specifically calibrated to the Form-Based code (FBC), do not support walkable environments, and are greatly limiting the achievable density while increasing costs. Available parking reductions apply to a very limited number of lots. The adoption of new parking standards, by amendment or overlay district, is critical.

Existing CG Mixed-Use: Allowed Building Envelope



Lot Size: 50' x 142' (7,100 sq. ft.)

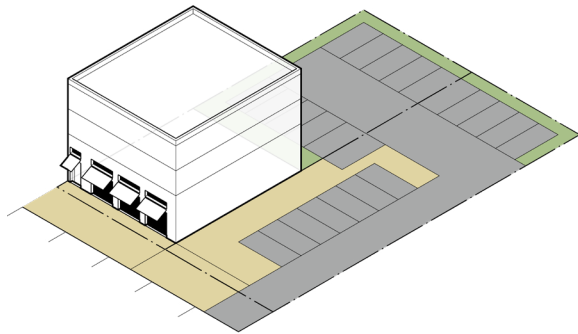
Lot Coverage: 93%

Permitted Use: Multiple family dwellings, office, and a wide range of retail uses permitted on all floors.

Considerations:

CG regulations set appropriate standards for mixed-use buildings along the corridor. However, there is little flexibility for sites that need to transition from current auto-oriented environments to the urban, walkable conditions that the FBC encourages. Current standards do not support creative or more incremental mixing of uses (i.e. one-story shopfront with a unit behind).

Allowed Build-out: Mixed-Use (double lot required)



Building Footprint: 2,900 sq. ft.

Lot Coverage: 20% (parking not included)

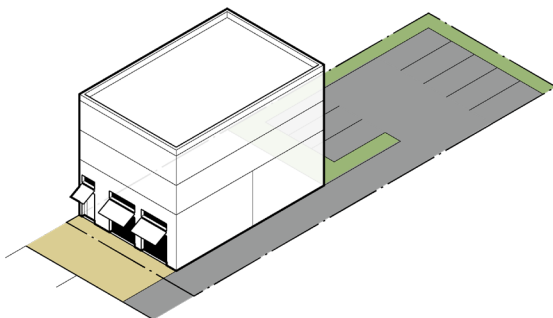
Unit Size: 2,436 sq. ft. retail + 6 units (812 sq. ft. each)

Parking: 22 spaces (parking minimums require a second lot)

Limiting Factor:

It takes two standard lots to accommodate the amount of parking required by the existing ordinance. The 50% BTL for large lots further supports this development pattern which perpetuates a suburban, auto-centric environment along Division Avenue. Large, retail only ground floor footprints cannot be accommodated in today's market and without a significant increase in housing units nearby.

Proposed Build-out with Changes: Mixed-Use (on standard lot)



Building Footprint: 2,204 sq. ft.

Lot Coverage: 31%

Unit Size: 1,740 sq. ft. of retail + 4 units at 870 sq. ft.

Parking: 8 spaces provided off-street

Changes Required:

- Allow ground floor residential by right
- Waive parking requirements for the first 2,000 sq.ft. of retail and reduce to 1 space per unit

Top Findings:

Due to high parking ratios and low demand for retail, any size commercial footprints must be supported with more housing units throughout the nearby area. Parking requirements must be calibrated to the FBC in order to support any new mixed use on a standard infill.

MIXED USE CODE RECOMMENDATION FINDINGS

BUSINESS AS USUAL



Mixed Use Standards Current vs Proposed

\$9.4M vs \$19.7M VPA

A 110% increase

Current suburban standards =
unattractive **6% return**

vs

Proposed urban standards =
desirable **11% return**

PROPOSED AFFORDABLE COMMERCIAL



■ - - - - Reduced Barrier to Entry Commercial Options - - - - ■

Suburban parking standards applied in what is intended to be compact, walkable, high-amenity, and transit-oriented result in reduced project feasibility and lower taxable value per acre (VPA).

Under current base standards, every 1,000 square feet of retail requires an average of additional 1,250 square feet of land area resulting in more space for car storage than housing and commerce.

MIXED USE CODE RECOMMENDATION SUMMARY

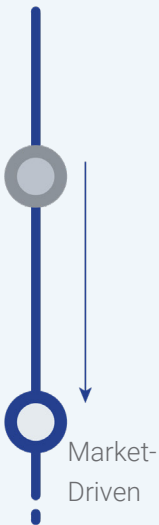


CURRENT STANDARDS



RECOMMENDED STANDARDS

of Units
Allowed



Residential
Parking



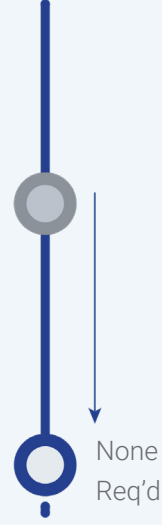
Front
Setbacks



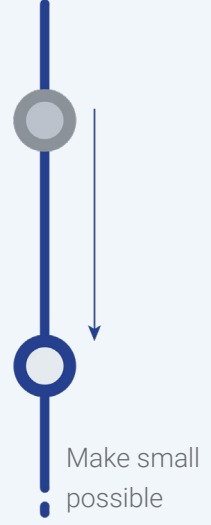
Height



Lot Area
per Unit



Percent at Build-
to-Line



Actions

- Remove specific regulations for units allowed (let it be market-based) in mixed use categories
- Reduce or eliminate front setback regulations in mixed use categories
- Remove requirements for lot area per unit
- Reduce percentage structure required at build-to line



Timeline

Short Term

Mid Term

Long Term



Objectives

E1

E2

E9

N6

N4

N9

07

INCREMENTAL DEVELOPMENT

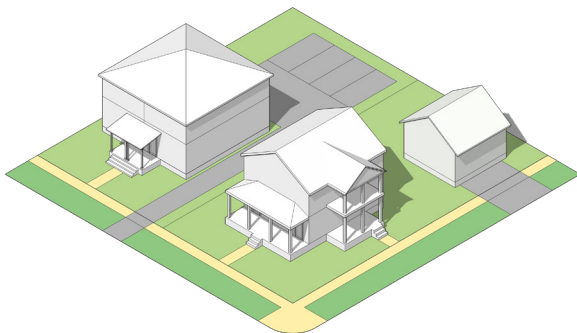
7.0 MATCHING TYPICAL LOTS WITH SMALL SCALE DEVELOPMENT TYPES

Incremental development of small-scale building types and flexible uses can help build the value of the Division Avenue corridor, increasing the long-term feasibility to build with greater intensity. This form of development also allows existing uses to remain, grow, and adapt alongside new uses. The results of the stress tests show that parcels along the corridor that are located just outside of the immediate station areas, as well as infill lots throughout the neighborhoods, represent opportunity sites for smaller, incremental development types (as noted throughout the document). These development types, many of them representing much-needed “Missing Middle” housing types, fit within the existing lot structure and allow property owners to build value collectively over time. These types of development, however, require changes to

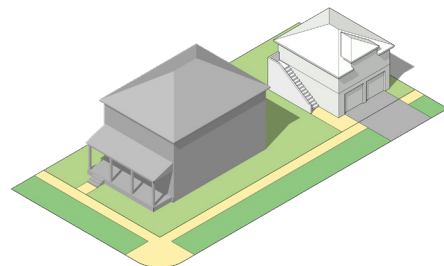
both the regulatory frameworks and financial mechanisms that are currently in place. Current regulations are complex and in need of reform. Champions of small scale developers (city leaders and staff, local banks, community activists), along with developers and property owners themselves, must first understand the thresholds of the applicable zoning and building codes along with the associated levels of complexity. It is critical that the zoning code allows the following **11 incremental buildings types** to be utilized “by right” within the South Division corridor. Updating the zoning code to support these types can facilitate change in locations along corridor that are not seeing the development patterns that are desired by the community.

IRC BUILDINGS + 30 YR MORTGAGE (NO SPRINKLERS REQ'D)

**IRC = International Residential Code*



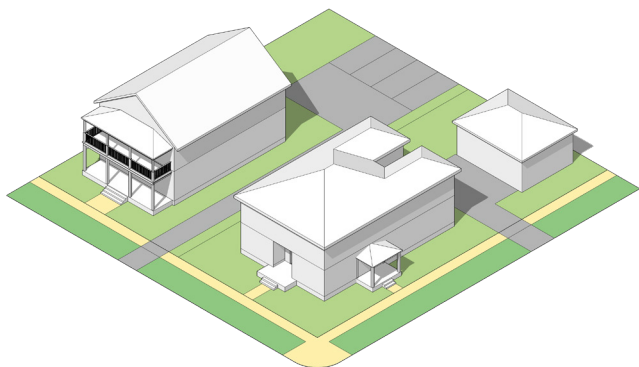
Duplex



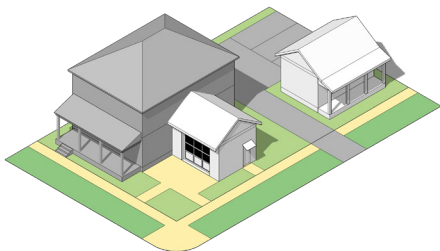
Accessory Dwelling

IBC BUILDINGS + 30 YEAR MORTGAGE (SPRINKLERS REQ'D)

**IBC = International Building Code*

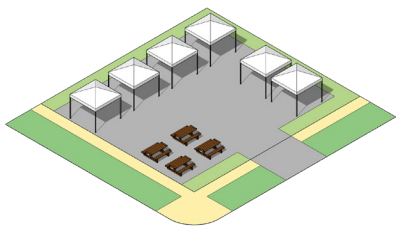


Multiplex
3-4 units

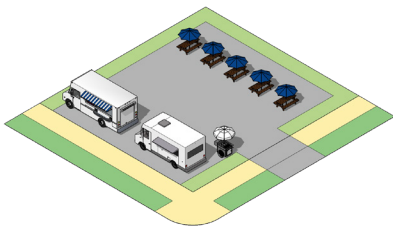


Shop house
Attached or detached

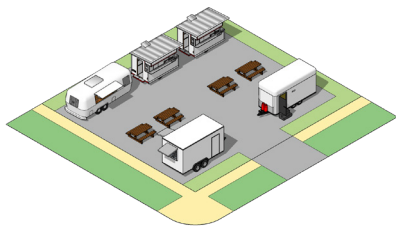
PERSONAL CASH/DEBT



Tent Markets

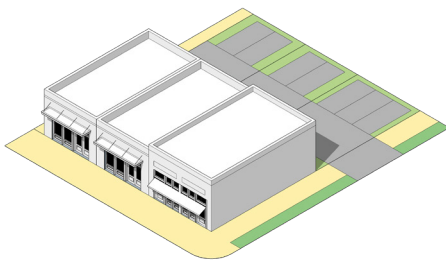


Food Trucks

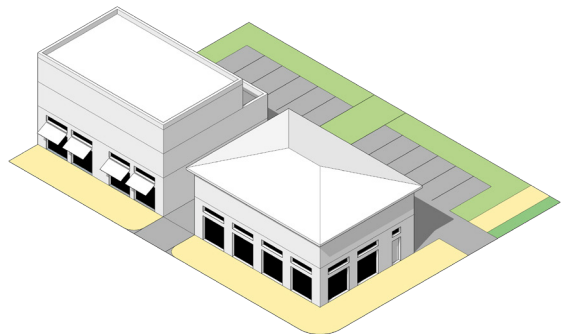


Trailers

IBC BUILDINGS + COMMERCIAL MORTGAGES (NO SPRINKLERS REQ'D)

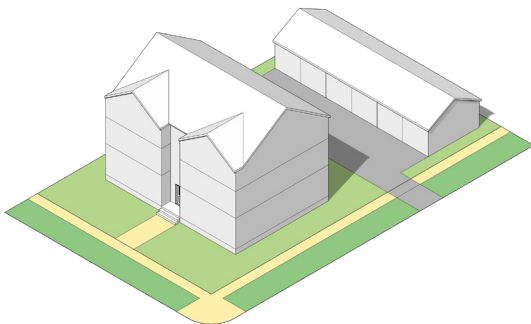


Commercial
1-story

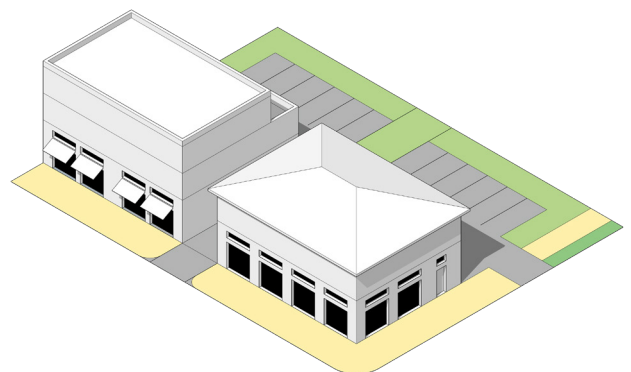


Mixed Use Rehab
Max. 3 units per floor

IBC BUILDINGS + COMMERCIAL MORTGAGES (SPRINKLERS REQUIRED)



Multiplex
5-12 units





Mixed Use
2-3 story, GF retail


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APPENDIX A: GOALS AND OBJECTIVES


CATEGORY	GOALS	OBJECTIVES	ICON
 TRANSPORTATION	Greater value and priority will be placed on transit service and facilities. GM1	Reduced travel times, improved on-time arrivals, increased hours of service, and more frequent service to each bus stop.	M1
		Better access to connecting transit (e.g., at 28th, 44th).	M2
		Dedicated bus lane (painted, resin, dyed, or asphalt).	M3
		Improved maintenance of Silver Line stations and all bus stops (in addition to Silver Line stops) in the corridor.	M4
		Ensure equitable access to transit, in part by improving multi-lingual information on service.	M5
	People will be safe from physical or vehicular harm while walking along and across South Division. GM2	Reduce vehicle traffic along Division Avenue and in surrounding neighborhoods.	M6
		Improved pedestrian crossings at existing intersections and add mid-block pedestrian crossings at strategic locations.	M7
		Add streetscaping elements, including trees for shade and beautification, where pedestrians stand, sit and wait.	M8
		Reduce number of driveways and curb cuts.	M9
		Updated infrastructure that meets accessibility standards and best practices for pedestrians of all abilities.	M10

CATEGORY	GOALS	OBJECTIVES	ICON
 <p>TRANSPORTATION</p>	<p>Sustainable transportation options will be available for all ages to access surrounding neighborhoods.</p> <p>GM3</p>	Improved routes to schools that prioritize access for children walking, bicycling, skateboarding, and using scooters.	M11
		Support the creation or continued activation of a transit riders union or other community body to advocate for transit-reliant users.	M12
		Transit and micro-transit connectivity to major employers and institutions (esp. outside a 10 minute walking distance).	M13
		Better connected walking and bicycling networks to, from, and across South Division Ave.	M14

CATEGORY	GOALS	OBJECTIVES	ICON
 ECONOMIC DEVELOPMENT	Programs will help long-standing residents and business owners generate sustainable wealth. GE1	Develop more direct pathways for small-scale development and local business ownership.	E1
		Funding resources available to repair and allow improvement of existing homes / businesses.	E2
		Public land and assets offered to local residents / businesses.	E3
		Attract significant employers to the opportunity sites (esp. at south end of corridor).	E4
		Recruit minority-owned or local bank / credit union.	E5
	Policies will encourage growth in a diverse set of jobs that are better connected to people living in the corridor. GE2	Generate employment that supports a mix of uses.	E6
		Protect job-generating uses but better buffer them from surrounding community.	E7
		Link school and job training centers to surrounding industrial employers.	E8
	Development processes will ensure that current residents are informed about and understand the impacts and benefits of development. GE3	Seek or provide financial support to small, local and first time developers.	E9
		Create more transparent development process for residents, businesses, developers, and the general public.	E10

CATEGORY	GOALS	OBJECTIVES	ICON
 BUILT ENVIRONMENT	<p>New development will foster variety, enhance cultural diversity and grow the population.</p> <p>GB1</p>	Identify development opportunities for vacant and underutilized parcels in the corridor.	N1
		Support for existing businesses and commercial properties through storefront improvements, especially minority-owned.	N2
		Add additional outreach programs for existing residents and businesses.	N3
		Identify design guidelines that support the introduction of more walkable urban environments.	N4
	<p>The mix of land uses will continue to include residential, commercial, office, retail and industrial.</p> <p>GB2</p>	Support addition of job-generating uses, including industrial and commercial uses.	N5
		Better align building and zoning codes with likely smaller scale and more flexible building types.	N6
		Identify residential density targets needed to support corridor commercial and absorb housing demand at transit nodes.	N7
	<p>The housing mix will allow for people of all income levels and household sizes to have options for renting or owning a home.</p> <p>GB3</p>	Develop affordable housing programs to ensure delivery of a mix of affordable uses.	N8
		Add flexibility in code for additional housing types (missing middle housing).	N9

CATEGORY	GOALS	OBJECTIVES	ICON
 QUALITY OF LIFE	All residents will have access to safe, quality and well-maintained parks and public gathering spaces. GQ1	Programming of underutilized public sites or rights-of-way.	Q1
		Leverage publicly owned land for green space and recreational space.	Q2
		Improve access to parks and public spaces.	Q3
		Add programmed public open space in areas with limited amounts.	Q4
	Investments in community amenities will target improvements in physical and mental health. GQ2	Provide greater opportunities for physical fitness and recreation.	Q5
		Improve access to fresh and healthy food.	Q6
		Partner with corridor health institutions and land owners to recruit health and family services to corridor and connect residents to them.	Q7
	Environmental impacts on residents will be mitigated. GQ3	Identify public and private side strategies to improve pedestrian realm.	Q8
		Continue to monitor the impacts old infrastructure/ lack of improvements have had on residents.	Q9
		Buffer industrial uses from adjacent residential neighborhoods.	Q10

CATEGORY	GOALS	OBJECTIVES	ICON
 COMMUNITY AND IDENTITY	Familiar people, food and services will remain even as new development is constructed. GC1	Support and develop community events celebrating corridor history and culture.	C1
		Preserve iconic and historic buildings that add character to the corridor for adaptive reuse when possible.	C2
		Protect businesses that are consistent with future land use and provide programs for them to expand in place.	C3
	Community amenities and prominent indicators will reflect the history and culture of the corridor. GC2	Development of narratives and media that highlight the unique history of the corridor.	C4
		Invest in public art / place-making / third place.	C5
		Official or unofficial designation of under-appreciated community assets.	C6
	Public engagement will provide residents and property owners the power to influence decision-making processes. GC3	Develop standards for engagement around new development projects.	C7
		Community engagement that reflects the diversity of the corridor.	C8
		Community engagement proposed by and run by residents.	C9

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