City of Long Beach
Working Together to Serve

Memorandum

Date: December 24, 2019

To: Thomas B. Modica, Acting City Manager

From: Linda F. Tatum, Director of Development Services

For: Mayor and Members of the City Council

Subject: **Drive-Through Guidelines Update**

BACKGROUND

At its July 16, 2019 meeting, the City Council adopted an Ordinance amending the regulation of drive-through restaurants and facilities within the City of Long Beach (City). The Ordinance created new findings and requirements for approval for all drive-through facilities proposed within the City going forward. It also required the preparation of drive-through design guidelines. The approved Drive-Through Urban Design Guidelines (Guidelines) are provided for your information (Attachment A).

The Guidelines implement the Ordinance adopted by the City Council and provide guidance to potential developers of drive-through facilities. The City employed extensive outreach efforts in amending the drive-through regulations and creating design guidelines. Both the Ordinance and the Guidelines incorporate public input received during the outreach process. The Guidelines were adopted by the Planning Commission on October 3, 2019, pursuant to Section 1002(f) of Article X of the City Charter. Staff has begun implementation of the Ordinance and Guidelines.

The City Council requested that staff report back regarding the treatment of pick-up spaces and other parking that occurs as drive-through, non-drive-through retailers, and restaurants adapt to a changing consumer environment driven by online purchases picked up in-store.

E-COMMERCE AND DRIVE-UP OPERATIONS

Retail uses, ranging from home improvement stores to fast food restaurants, are experiencing an exponential increase in business generated on smart phones and other devices where the purchase occurs online. This trend presents non-traditional parking challenges for the retailers and unanticipated regulatory issues for the City. Retailers have largely responded by providing specific parking spaces near the entrance to an establishment for the exclusive use of pick-up customers. In addition, some restaurants reserve spaces for drive-through customers whose orders cannot be completed in a timely manner to keep the queue moving, as well as reservation of spaces for food delivery services, such as Uber Eats.

Chapter 21.41 of the Long Beach Municipal Code (LBMC) provides requirements for off-street parking including the amount, dimension, and location of such parking. The LBMC lacks requirements regarding the number of designated parking spaces for e-commerce customers because the current Zoning Code was last updated prior to the emergence of the Internet and online commerce. Staff uses the provisions of the LBMC Chapter 21.41 as the starting point for approaching these new situations. Through site planning principles, the Guidelines encourage parking lot orientation and design that generally serves to improve the functionality and operations of parking areas. Such guidelines include requirements that parking lots to be oriented away from public rights-of-way and that driveways be located away from street intersections and accommodate adequate stacking room.

Currently, modifications to approved parking layouts to accommodate drive-throughs and e-commerce pick-ups are evaluated on a case-by-case basis, based on the original entitlement and conditions of approval, if any, for the location. Present policy allows for parking to be designated for a specific set of customers, such as "online purchase pick-up" if the total number of spaces within the layout does not decrease. Present policy also requires new entitlements and/or additional parking when the requested change results in a decrease in the total number of parking spaces on site or when the space is restricted to a user unrelated to the businesses on-site. In one recent example, an applicant of a grocery store requested a parking modification restricting a number of parking spaces to drivers of one particular electric vehicle brand. This request would have resulted in deviation from existing regulations, as well as the parking plan approved for the site. In that case, the designation was seen as a reduction in overall parking that would trigger a new or modified entitlement. As such, the Development Services Department counseled the applicant to explore other avenues.

Development Services will continue to monitor these trends and adjust policies and procedures in a manner consistent with best practices and supportive of the City's land use and transportation goals. At a future date, and as part of a larger code update when funds are identified, LBMC Chapter 21.41 will be updated to reflect current trends, practice, and policy.

If you have questions regarding this matter, please contact Christopher Koontz, Planning Bureau Manager, at (562) 570-6288 or Christopher.Koontz@longbeach.gov .

ATTACHMENT: ATTACHMENT A – DESIGN GUIDELINES FOR DRIVE-THROUGH FACILITIES

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CITY OF LONG BEACH

DESIGN GUIDELINES for

DRIVE-THROUGH FACILITIES

October 2019

LONGBEACH DEVELOPMENT SERVICES

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Acknowledgments

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Adopted by the Long Beach Planning Commission on 10/03/2019

Processed by Long Beach Development Services Department

Assisted by RRM Design Group.

GERS
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DENNY'S
Raising Cane I
Our Namesake

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1 Introduction

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Purpose and Applicability of Design Guidelines

Drive-through facilities lack sufficient design standards or guidelines in Long Beach to minimize the impacts on pedestrians, safety, traffic and queuing, noise, lighting, air pollution, and aesthetics associated with their use. To address concerns in the community, the City Council adopted new findings related to drive-through uses. Today, all drive-through facilities require a Conditional Use Permit (CUP), which can only be approved if the required findings laid out in the Long Beach Municipal Code (LBMC) §21.45.130 can be made and the goals and guidelines established within this document are met.

Purpose

The purpose of these guidelines is to provide guidance to applicants, business owners, City staff, neighborhood groups, community members, decision makers, and design professionals to achieve drive-through facilities designed to address development impacts, operational elements, site and built design elements, and safety.

The design guidelines shall be utilized to encourage the highest level of design quality, while at the same time providing the flexibility necessary to encourage creativity on the part of the project designers. In the event that a guideline does not apply to a particular circumstance, the applicant is encouraged to articulate his/her reasons or objectives in not meeting the guidelines contained herein.

Applicability

These guidelines are to be applied to all new drive-through facilities or expansions of existing drive-through facilities in the City of Long Beach.

goals

- Ensure the health, safety and welfare of residents and visitors by promoting designs that can be beneficial to everyone, not just automobile users.
- Reduce negative impacts associated with drive-through facilities, including:
  - Air Quality
  - Traffic Circulation
  - Noise Pollution
  - Light Pollution
  - Parking
  - "Food Swamps"
- Promote compatible development within the site and with surrounding existing uses
- Align uses on major corridors and in transit areas with the City's broader housing and economic development goals
- Direct drive-through uses to more suitable locations such as shopping centers and freeway-adjacent lots
- Provide visible, clearly defined, safe and accessible routes for pedestrians and bicyclists
- Enhance outdoor dining areas with pedestrian-scale amenities, furnishings, and landscaping
- Locate drive-through facilities away from schools
- Encourage equitable distribution of healthy foods

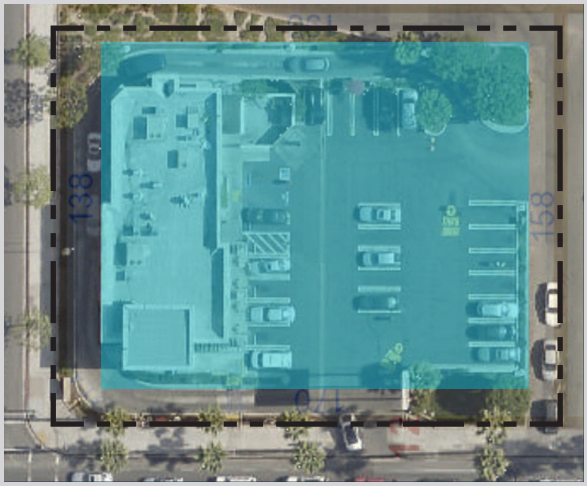
Opportunity Cost of Drive-through Facilities

General Plan policies and required findings relate to consideration of the potential negative impacts associated with drive-throughs, including design, suitability of the location, buffering from sensitive uses, compatibility of a proposed drive-through facility with surrounding existing land uses, as well as over-concentration in an area. The Findings also aim to evaluate the opportunity cost or "trade-offs" of allowing a drive-through use instead of housing or other commercial uses that further the City's housing and economic development goals.

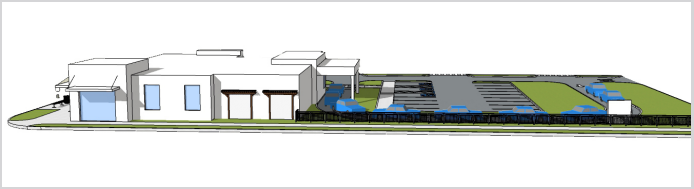
The Floor Area Ratio (FAR) describes the relationship of how much building is on a given site compared to the total lot area.

The FAR on a typical drive-through facility development is 0.10:1. In locations where more intensive development is allowed, mixed-use or office development would occur at an FAR of 2:1 or greater, resulting in substantially greater investment, employment and tax revenues for the City.

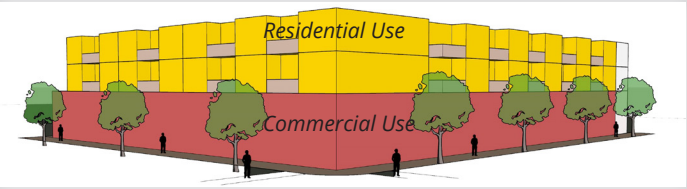
Aerial of site



Aerial of site



Example of an existing drive-through site with a project that has a low FAR. Much of the existing land is devoted to parking and the drive-through lane. (street view)

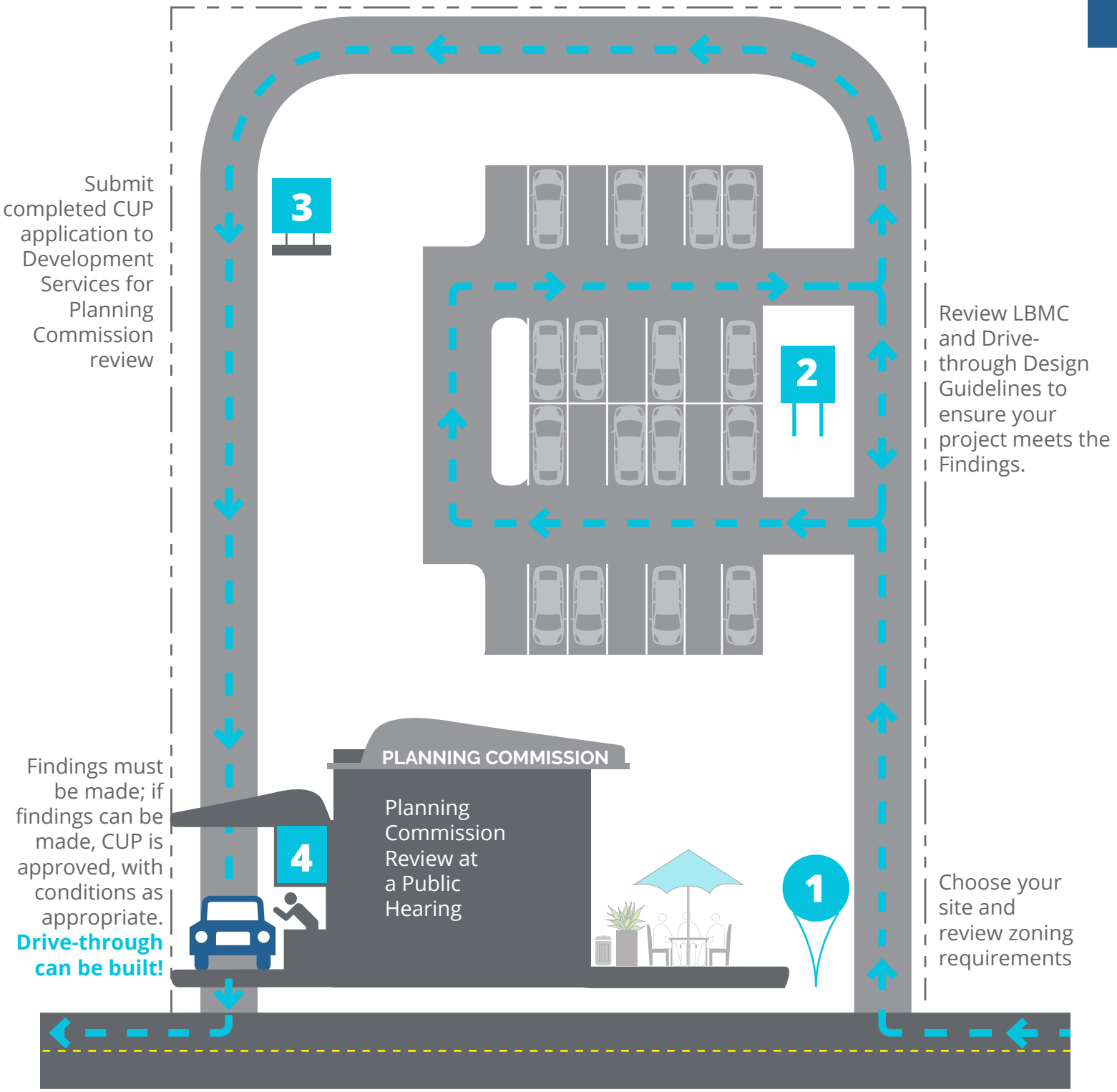


Example of a reuse of a drive-through site with a project that has a higher FAR, representing more efficient use of land by providing housing and wider array of commercial uses. (street view)

important considerations

To ensure that the use and project design is appropriate to both the site and surroundings, the Planning Commission will grant a Conditional Use Permit (CUP) for establishment of a drive-through facility only if the Findings outlined in LBMC §21.45.130 can be met.

Conditional Use Permit Process

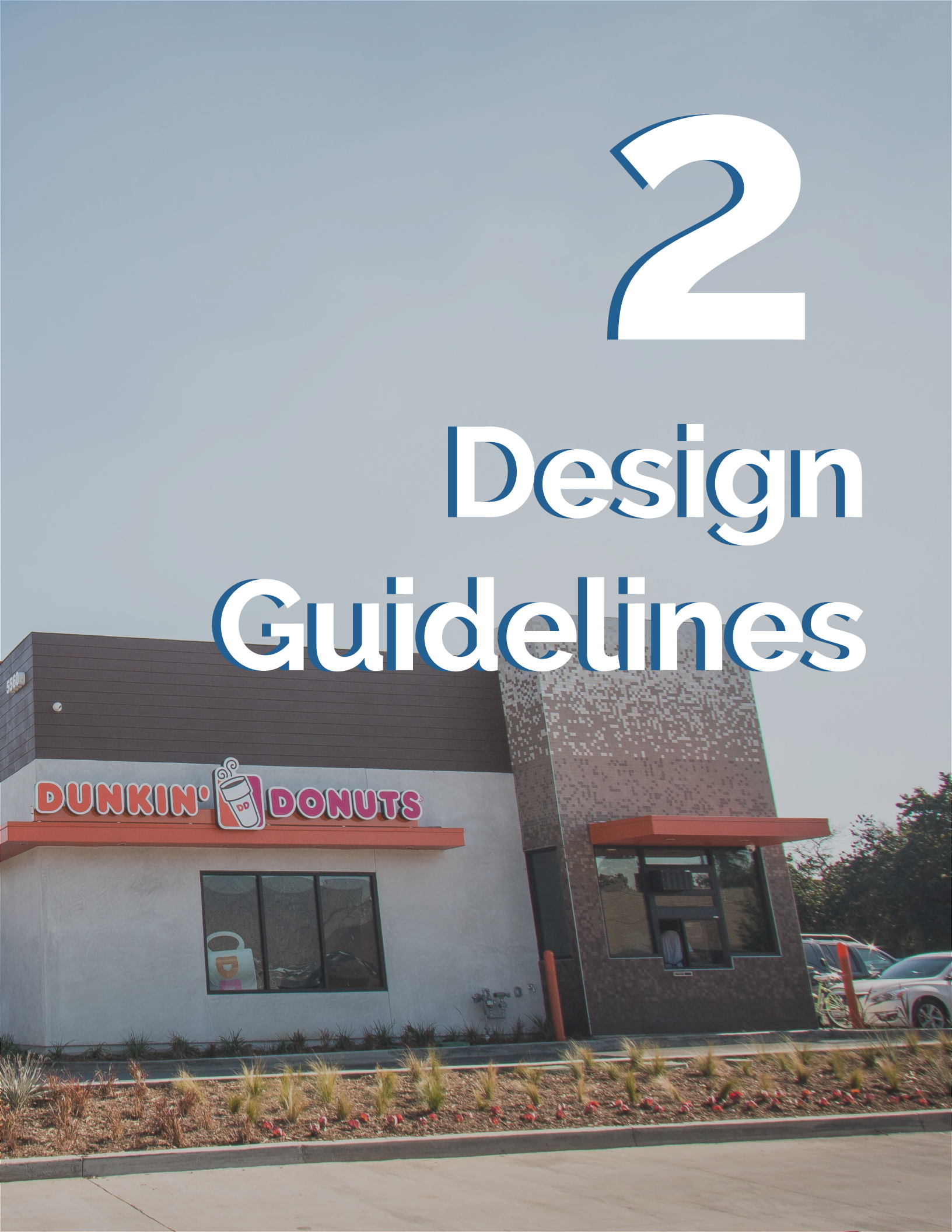


If findings can't be made, Conditional Use Permit is not approved.

DUNKIN'
DONUTS
DRIVE THRU
LONG BEACH RUNS
ON DUNKIN'
Jack
THE Vitamin Shoppe

2

Design Guidelines



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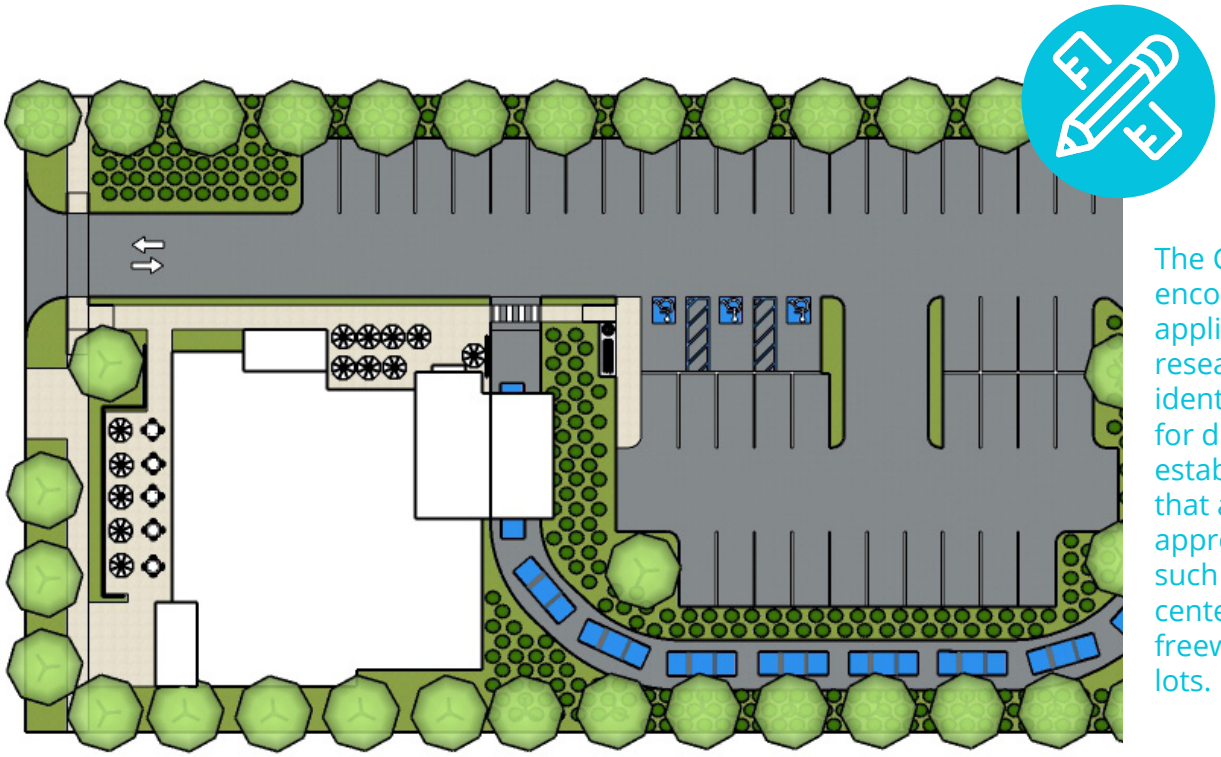
Introduction: Design Guidelines

The City encourages applicants to research and identify locations for drive-through establishments that are appropriate, such as in shopping centers and freeway-adjacent lots, and avoid locations in transit-oriented and other areas where more intense development is permitted, thus better serving Long Beach with additional housing and employment uses. Best-practices for drive-through design should be incorporated to ensure projects address quality of life issues, sustainability, site design, and avoid negatively affecting pedestrians, safety, and the welfare of the community. New drive-throughs and expansions of existing drive-through facilities should be designed to ensure compatibility with adjacent uses, enhance the streetscape frontage, provide adequate buffers, ensure safe pedestrian accessibility, and include outdoor amenities to service patrons.



The City encourages applicants to research and identify locations for drive-through establishments that are appropriate, such as shopping centers and freeway-adjacent lots.

A. Site Planning

Site planning relates to the arrangement of buildings, parking areas, and pedestrian spaces. Appropriate placement, sizing, and design of these areas can enhance or degrade an individual's experience and desire to frequent a business. Site design addresses the scale and size of outdoor spaces, spaces between buildings and parking areas, and the relationship of site elements that create a comfortable pedestrian environment. Site design should extend beyond the needs of vehicles and consider the needs of pedestrians and cyclists. Appropriate design allows for the comfortable, predictable circulation of pedestrians and cyclists.

Building is oriented to the street with access from the sidewalk.

Building Placement

1. Buildings should be placed close to and oriented toward the street.

Building Orientation

2. Outdoor dining and seating areas should be located near the main pedestrian entrance.
3. Service or loading areas should not face the public right-of-way.
4. Structures should be clustered to create a plaza or outdoor dining area between buildings.
5. Windows and indoor dining areas should face onto pedestrian spaces and the public right-of-way.
6. The ordering board speaker for the drive-through should be oriented and directed away from adjacent residential uses.
7. Locate loading and service areas to minimize potential noise incompatibility with surrounding properties.
8. Where walls are used for screening, both sides should be architecturally treated to complement the adjacent buildings.

Landscaping and Buffers

9. Landscaping, fencing, consistent with Zoning Code requirements, and trees should be provided to buffer adjacent uses.

important considerations

Noise levels from speakers shall comply with the City's noise ordinance outlined in Chapter 8.80 of the LBMC.

A. Site Planning (continued)

Well-signed and marked pedestrian crossings.

Walk-up window.

Pedestrian and Bicycle Circulation and Access

10. Buildings and landscape design should work together to create a comfortable pedestrian experience.
11. Pedestrian and bicyclist links should be provided among the public right-of-way, parking area, public open space, and building.
12. Pedestrian and bicycle routes through the site should be separated from vehicular parking, driveways, and stacking lanes. Pedestrian circulation should be accentuated by raised pedestrian crossings, textured and colored paving, accent planting and trees, and other elements such as fencing, trellises, and lighting.
13. Walk-up windows should be located near outdoor dining areas or other pedestrian areas, to encourage accessibility and limit vehicle and pedestrian conflicts.
14. Decorative paving should be used at project entries and in pedestrian areas to enhance the pedestrian environment.
15. Parking lots should be heavily landscaped and connected to buildings with a number of well-designed pedestrian paths, trellises paseos, and walkways.

A. Site Planning (continued)

Accessible entry from public right-of-way.

Pedestrian Circulation

16 Pedestrian routes should not cross driveways or stacking lanes to get to the building's entrance.

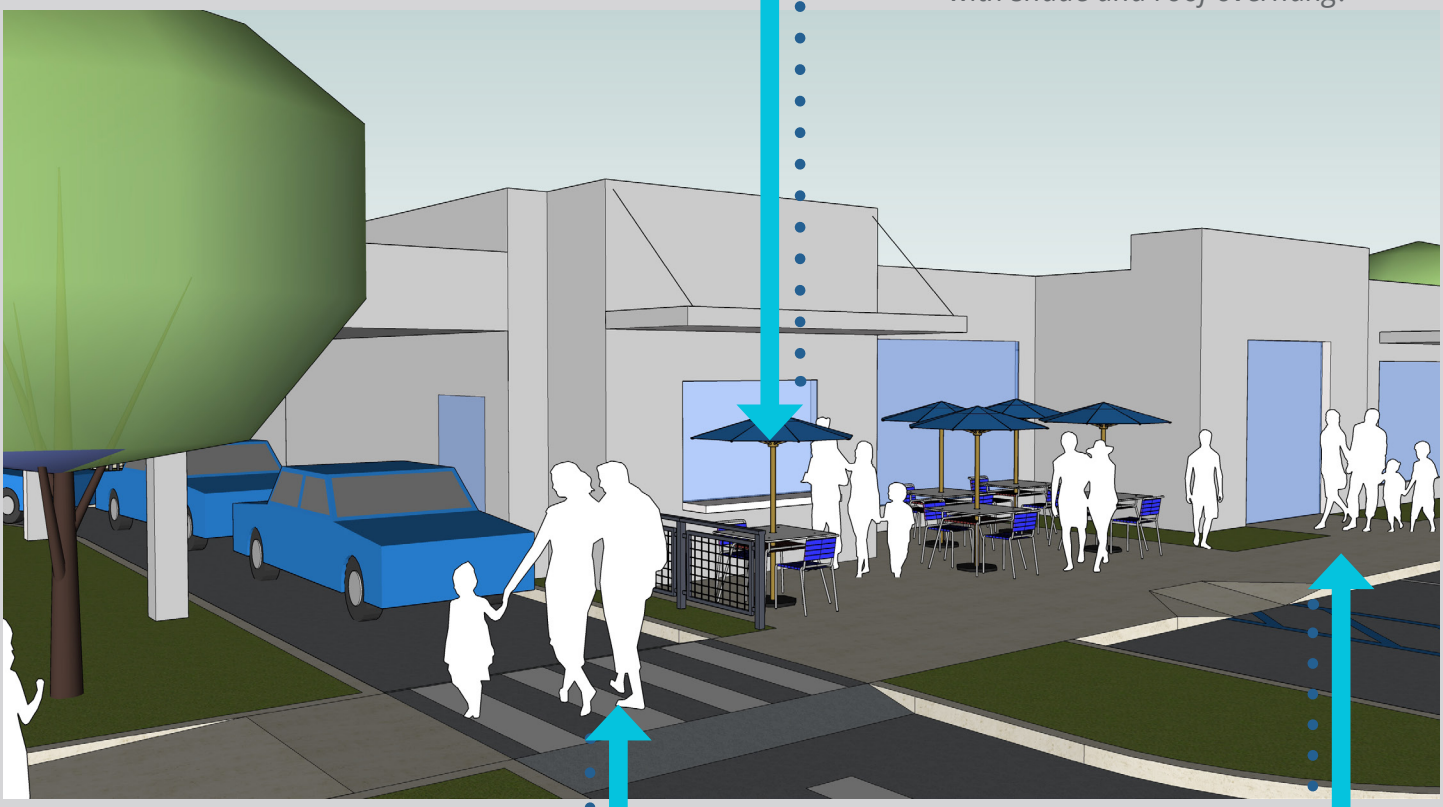
17 Parking lots should be illuminated with lights directed and shielded to prevent light and glare from intruding onto adjacent sites. All lights should be illuminated to the applicable standards of the Illuminating Engineering Society (IES).

18 Where the project site is located near or adjacent to an existing or planned bus stop, the applicant is encouraged to collaborate with Long Beach Transit and the City's Public Works Department. Look for opportunities to provide pedestrian access and coordinated site furnishings to enhance bus stops.

A. Site Planning (continued)

Pedestrian and Bicycle Circulation and Access

Walk-up window located near accessible path, outdoor dining area, with shade and roof overhang.



Raised pedestrian crossing accentuates pedestrian routes.

Accessible route is clearly defined by sidewalk connectivity and building and walk-up window entries.

Bicycle racks are located in convenient and accessible location near building entry. The City provides bike racks and installation free of charge for bike racks located on the public right-of-way! For more info, visit: Longbeach.gov/goactivelb/programs/bike-rack-request

Pedestrian links through the parking lot contribute to the comfortable connectivity through and within the site.

A. Site Planning (continued)

Site Plan Concepts

The following site plan examples illustrate desirable site plan layouts and design features for three different conditions including a pad building located within a multi-tenant building development, a pad building located in a large commercial center or mall, and one in the middle of a block.

Multi-Tenant Building Site Plan Diagram

- **a** Raised pedestrian crossing
- **b** Low screening of parking
- **c** Landscape buffer to screen stacking lane
- **d** Continuous landscaped perimeter with landscape screening
- **e** Pedestrian access and connection
- **f** Low landscaping to maintain site lines to pedestrian crossing
- **g** Exterior dining patio activating street frontage
- **h** Walk-up window
- **i** Street trees provided along public right-of-way
- **j** Menu board

A. Site Planning (continued)

Site Plan Concepts

Building pad located at the front of a large commercial center or mall site plan diagram

- **a** Raised pedestrian crossing
- **b** Low screening of parking
- **c** Landscape buffer and fence to screen stacking lane
- **d** Continuous landscaped perimeter with landscape screening
- **e** Pedestrian access and connection
- **f** Low landscaping to maintain site lines to pedestrian crossing
- **g** Exterior dining patio activating street frontage
- **h** Walk-up window
- **i** Street trees provided along public right-of-way
- **j** Building entry
- **k** Walk-up window access from sidewalk
- Property Line

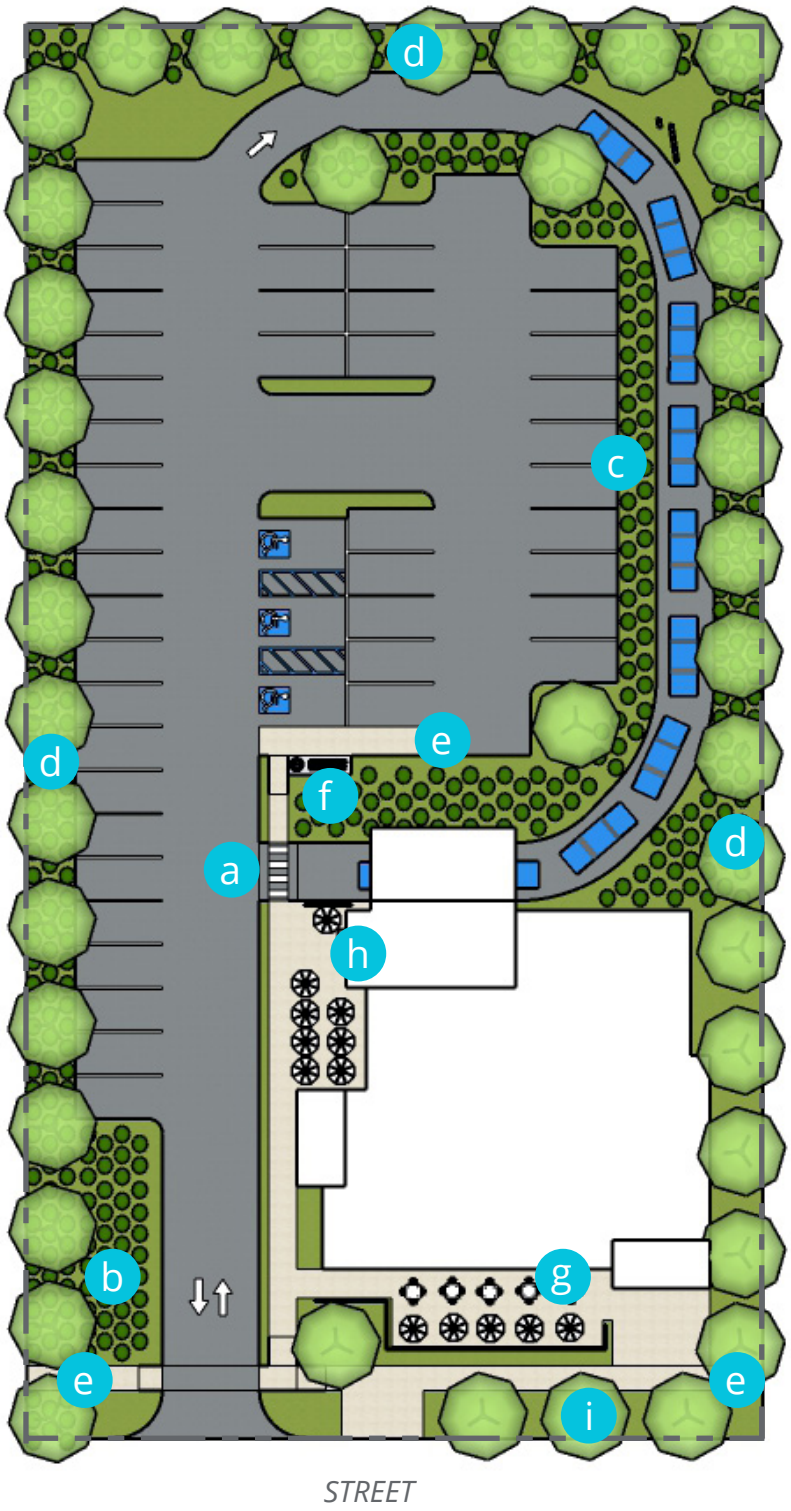
important considerations

Walls and Fencing shall be subject to LBMC Chapter 21.43 Fences and Garden Walls

A. Site Planning (continued)

Site Plan Concepts

Mid-block site plan diagram



- a Raised pedestrian crossing
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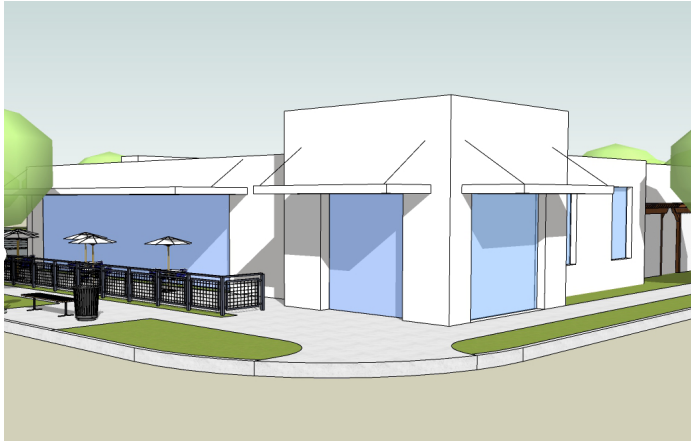
- h Walk-up window
- i Street trees provided along public right-of-way

Property Line

B. Building Design

Buildings located at the street edge with main entrances accessible from the public sidewalk encourage walkability and better contribute to a lively public realm. Building forms and facades foster cohesiveness and comfort, generate pedestrian activity, increase a sense of safety, and are aesthetically pleasing.



Project entry is defined by architectural features and is oriented toward the street frontage.

Use of vertical trellis to break up a blank wall.

Building Entry

1. Building entries should be located toward the street and accessed directly off the public sidewalk to define the street frontage and denote pedestrian areas.
2. Prominent architectural features should be located near corners and intersections to promote and enhance building entry.
3. Other entry features should reflect the overall architectural identity or character of development.

Building Articulation

4. Exterior wall planes should be varied in depth and/or direction. Wall planes should not run in one continuous direction without a significant offset.
5. Well-designed facades, including windows, doors, wall composition, colors, and materials should be used along all street frontages and to create a sense of entry and pedestrian scale.
6. Landscaping should be used to screen and soften the appearance of a buildings' bulk and mass. Utilize trellises or green screens with evergreen vines and/or dense shrubs on blank walls.

important considerations

Exterior remodels to a building frontage consisting of 50' or more in the CNA commercial zone requires Site Plan Review (LBMC 21.25.502.2.C)

B. Building Design (continued)

Trellis and columns add interest and variety along the drive-through lane.

Wall planes in varied directions and use of varied colors and materials.

important considerations

Window signs shall conform to Long Beach Municipal Code Sections 21.44.500, Table 44-4, and 24.44.062.

Building Articulation (continued)

7. All elevations of the building should include articulation consistent with the architectural design. Avoid blank walls by:
   - a. Varying the planes of the exterior walls in depth and/or direction.
   - b. Adding window openings and/or entrances and other relief.
   - c. Adding vertical pilasters which may reflect internal building structure.
   - d. Adding vertical trellis, green screens or other landscape features.
   - e. Changing color and texture along the wall surface.
   - f. Adding trims, projections, and reveals along different wall surfaces.
   - g. Articulating the building façade by varying juxtaposition of building elements.

Building Treatments

8. Exterior security bars and roll-up doors applied to windows and pedestrian building entrances are discouraged.
9. When selecting materials and colors, emphasis should be placed on compatibility with the character and the surrounding context and use of high-quality materials.
10. Avoid prototypical, corporate architecture and color schemes. Fluorescent paints and bright colors are strongly discouraged.
11. Storefront windows should be kept clear and visible to the public right-of-way, free of any frosting, or window treatments that obstruct visibility into the business.

B. Building Design (continued)

Non-corporate style architecture.

Building Treatments (continued)

12. Corporate tenants should design their buildings to fit the scale and character of Long Beach.
13. Corporate signage should not dominate the building façade.
14. Roof forms help to establish the architectural style of the building. Mansard roofs are discouraged; however, if these types of roofs are used, the roof should wrap around the entire perimeter of the structure. Piecemeal mansard roofs that are placed only on portions of the building should not be utilized.

Covered walkway adjacent to building utilizes complementary materials of the building.

Pedestrian Features

15. Awnings or signage should be used to help clearly demarcate building entries and help orient pedestrians.
16. Covered walkways are encouraged at building street frontages, between buildings, from buildings to parking lots, and within a parking lot. Covered walkways associated with the building should utilize the same materials of that building.
17. Walk-up windows should be emphasized by architectural detail and provide awning, roof overhang, or other protection from the elements.

important considerations

All signage must comply with the LBMC. A sign program is required for new commercial buildings, and/or for five or more signs on a site. (LBMC 21.44.035.C)

B. Building Design (continued)

Building design and massing creates pedestrian scale entry.

Varying elevations, materials, window, and awnings help to articulate and enhance the building design.

Trellis, pilasters, and materials complement the building design, scale, and massing.

C. Outdoor Dining Areas

Outdoor dining activates the streetscape by using a portion of the sidewalk space for socializing and dining and, ultimately, serves as an amenity to promote pedestrian use.

Outdoor dining located near building entry.

1. Outdoor dining areas should be provided and designed as an integral part of the project and not simply left-over areas of a site. Outdoor dining areas should be oriented for maximum benefit of sunlight and views.
2. Outdoor dining areas can take the form of plazas, arcades, colonades, courtyards, and/or usable landscaped areas. Outdoor dining areas and other publicly accessible outdoor spaces should include elements such as seating, trash cans, bicycle racks, weather protection, and pedestrian amenities.
3. Outdoor dining areas should be at least 250 square feet.

Outdoor dining incorporates wall and pilasters complementary to the building architecture and activates the street frontage.

important considerations

Refer to the City's Sidewalk Dining and Parklets Handbook for outdoor dining design guidelines.

Noise levels from patio areas shall comply with the City's noise ordinance outlined in Chapter 8.80 of the LBMC.

D. Parking and Circulation

Well-designed parking and circulation allows vehicles to park and drive through a site with ease and does not visually dominate the site.

Drive aisle indicates direction of traffic flow to drive-through entry.

Stacking lane and drive-through are oriented away from the right-of-way and screened by the building.

Parking

1. Parking lots and stacking lanes should be located away from and out of sight of the public right-of-way.
2. Parking access points, whether located in front, side, or rear, should be located as far as possible from street intersections to allow adequate stacking room.

Circulation

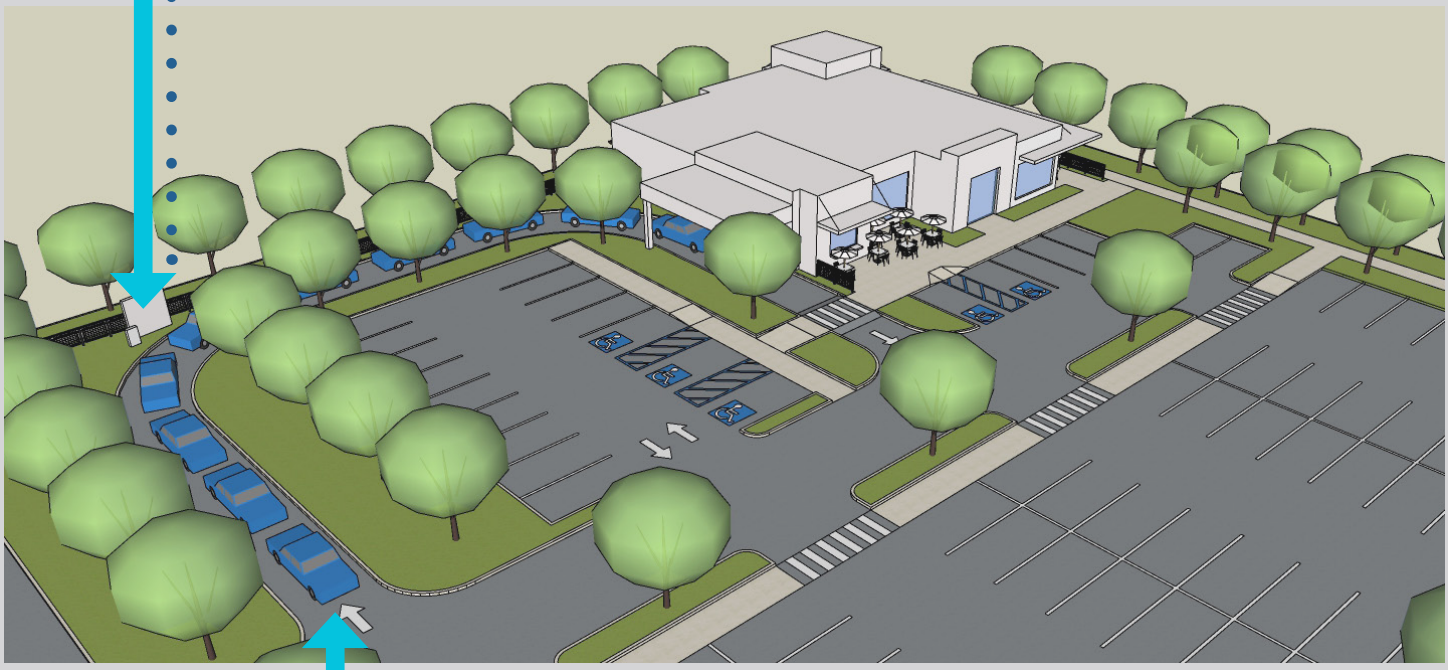
3. Structures and on-site circulation systems should be located to minimize pedestrian and vehicle conflicts.
4. Reciprocal access between adjacent parking areas should be provided where feasible so that vehicles are not required to enter the street in order to move from one area to another on the same or adjacent sites.
5. Drive-through ordering menu should be located to allow a minimum of four cars to queue behind the ordering vehicle to prevent vehicles from stacking in the drive-aisle of the parking lot.
6. Curb-cuts should be minimized to reduce pedestrian conflicts along the street and encourage walkability and accessibility.
7. Driveways or site access should be provided on non-residential side streets or less major streets where possible to improve pedestrian safety and reduce pedestrian and vehicle conflicts or vehicle stacking on major streets.

Drive Aisles

8. Double stacked drive aisles are discouraged.
9. Drive-through aisles should provide clear pavement markings for the entrance and direction of traffic flow.

D. Parking and Circulation (continued)

Drive-through menu board provides queuing space for a minimum of four cars behind the ordering vehicle.



Drive-through aisles should provide clear pavement markings for the entrance and direction of traffic flow.

E. On-Site Landscaping and Buffers

Well-designed landscaping provides visual relief, screens parking and other uses, provides shade, and protects the natural environment through the use of drought-tolerant materials and low-impact planting design.

Landscape buffer helps screen drive-through stacking lanes.

Decorative wall and landscaping provides buffer and screens stacking lanes.

Landscaping

1. Required front, side, and rear setbacks should accommodate tree planting, accent planting, or appropriate screening.
2. Stacking lanes should be defined by a continuous planter or landscaped area no less than five-feet in width.
3. Landscape areas should be designed to accommodate vegetated storm water management systems with appropriate plant species to filter out runoff from roads and parking lots.
4. Accent landscaping should be used to enhance building and site entries.
5. Landscaped areas should be planted primarily with drought tolerant materials.
6. Landscape areas should be provided with water-conserving automatic irrigation systems designed to provide complete and adequate coverage to sustain and promote healthy plant life. The irrigation system should not cause water to spray or flow across a public sidewalk.
7. Parking lots should provide trees to provide heat-reducing shade. Select appropriate tree species compatible with urban environments.

important considerations

Walls and Fencing shall be subject to LBMC Chapter 21.43 Fences and Garden Walls

E. On-Site Landscaping and Buffers (continued)

Trellis and vines screen stacking lanes and provide a buffer between patio and driveway.

Storm water runoff is collected in planters.

Landscaping (continued)

8. Trees and shrubs should be located and adequately spaced to allow for mature and long-term growth. Trees and shrubs that create minimal root problems should be selected.
9. Nuisance trees that drop flowers and fruit should be avoided near pedestrian walkways to maintain clear paths of travel.

Buffering

10. Parking should be screened with landscape buffers, berms, decorative walls, decorative fencing, or a combination thereof.
11. Fast growing evergreen shrubs should be used to effectively screen views of all above-ground equipment.
12. Storm water and non-storm water runoff from the site to the street or neighboring properties should be minimized through the use of permeable materials, vegetated areas, and minimizing paved areas to the satisfaction of the Director of Development Services and Department of Public Works.

important considerations

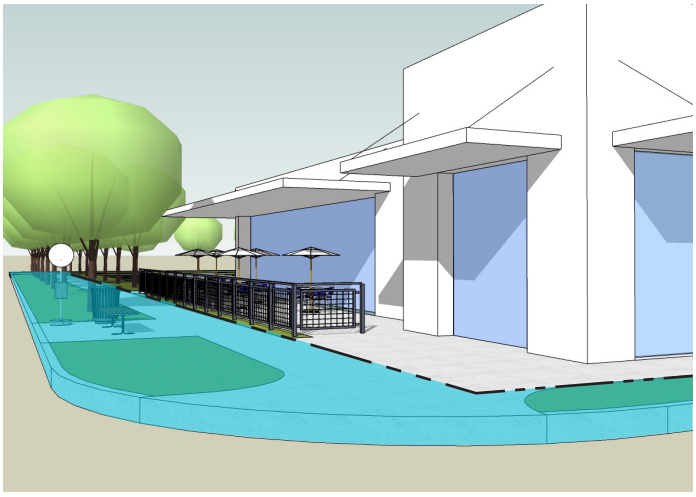
All landscaping shall be subject to LBMC Chapter 21.42 Landscaping Standards.

F. Off-site Improvements

The provision of landscaping, pedestrian connections, and buffers adjacent to the project site integrates the site within the neighborhood and provides visual appeal.

Off-site landscaping and buffers provided.

1. Street trees should be provided along the public right-of-way. Refer to the Approved Tree List provided by Public Works.
2. The applicant should coordinate with Public Works on all off-site improvements needed to provide full ADA accessibility compliance within the adjacent public right-of-way.



Coordinate off-site furnishings, bus stops, landscaping, and ADA compliance with Public Works.

important considerations

All landscaping within the the Public right-of-way shall be subject to LBMC Section 21.42.050 - Landscaping standards—Public right-of-way (Parkway).

All landscaping shall be subject to LBMC Section 21.42.035 – Special Requirements for Water Efficient Landscaping.

G. Mechanical Equipment, Servicing, and Utilities

The screening of service and operational aspects of the site are an important design consideration.

Roof equipment screened in an architecturally compatible manner.

Trellis and vines screen trash enclosure.

Utility (Mechanical Equipment)

1. All utility mechanical equipment such as electric and gas meters, electrical panels, cable boxes, and junction boxes should be located in a utility room within the building.
2. Roof access should be provided from the interior of the building. Exterior roof access ladders are not appropriate.
3. Any outdoor mechanical equipment, whether on a roof, side of a structure, or on the ground should be appropriately screened from view and should not be placed adjacent to the public right-of-way or pedestrian walkways. The method of screening should be architecturally integrated with the adjacent structure in terms of materials, color, shape, and size.

Trash and Recycling Enclosures

4. Trash and recycling enclosures should be designed to be consistent with the project and building architecture and should be carefully sited and screened to minimize the visual impact. Similar or the same materials should be used on the enclosure as the buildings. A solid roof structure should be designed to be architecturally compatible.
5. Every property should provide trash enclosures that can handle the refuse generated by that site.
6. A pedestrian entrance should be provided within trash and recycling enclosures so that large access gates are infrequently used.
7. Trash enclosures should be separated from adjacent parking stalls by a minimum of three-foot wide planters with low-growing plant materials to ensure that adequate space is available for passengers to access a vehicle in an adjacent parking space.

H. Lighting

Lighting should be designed and selected to promote the feeling of a safe environment and minimize light pollution while adding articulation to buildings.

Utilize high quality lighting complementary to the building architecture.

Pedestrian lighting and pendant lighting on building complement building architecture.

1. Architecturally compatible lighting should be provided between buildings and along pedestrian walkways to ensure security.
2. Spotlighting or glare from any site lighting should be shielded from adjacent properties and directed at a specific object or target area.
3. Exposed bulbs should not be used. Cut-off lighting is preferred.
4. Uplighting of building elements and trees should use the lowest wattage possible to minimize impacts to the night sky. Light sources for wall washing and tree lighting should be hidden.
5. The height of a light pole should be appropriate in scale for the building and the surrounding area.

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