

NEIGHBORHOOD COMMERCIAL DEVELOPMENT



(Note: web links in this paper may be out of date.)

A Report
Prepared for Toledo City Council
By the Urban Affairs Center at The University of Toledo

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NEIGHBORHOOD COMMERCIAL DEVELOPMENT

Introduction

Our strong local economy has resulted in a situation where commercial developers and retailers are in aggressive pursuit of some of Toledo's markets and customers. In the past, when our local economy was not as strong, the situation was somewhat reversed. We were experiencing substantial disinvestments and were ourselves, in aggressive pursuit of developers. That sense of desperation may have led us to believe that we had to "take what we could get"—that if we implemented or enforced any local development standards, design criteria, or even expressed our opinions, the developers would go elsewhere.

Residents, elected officials and city administrators are increasingly called upon to make decisions regarding issues and opportunities related to the now rapid-paced commercial development activities. Unfortunately, market driven commercial development activities aren't necessarily meeting the full range of consumer or retail needs of our neighborhoods. In addition, commercial developers are not necessarily locating or investing in established commercial districts—many of which are experiencing decline and disinvestments.

We find ourselves at an important juncture in Toledo. We are faced with increasing commercial development activity in some areas, decline in others, and we are in the process of developing a vision and plan for Toledo's future that will define how best to manage these conditions. The issues and concerns facing City Council, the City Administration, and neighborhood residents with regard to commercial development should be addressed in the 2020 planning process and the 2020 plan itself should contain some strategies for the city to pursue in this area. It is important, however, to have some sense of the possibilities and options facing us. It would be helpful to know what has worked in other cities and to have some sense of the resources that are available and the resources we will need to identify in order to pursue a successful, focused commercial revitalization strategy.

Before looking at what is happening in other areas, it is important to understand the conditions under which we are operating here in Toledo. We have compiled a list of what we understand to be the opportunities and strengths as well as the threats and constraints we have to work with in Toledo.

Local Opportunities and Strengths

1. City of Toledo's 20/20 planning process
2. CDC development capacity
3. Existing local and national financing programs
4. Historical character of many of Toledo's neighborhood business districts

5. Healthy local economy and local marketplace
6. Local interest
7. Developer interest
8. Lessons from the Home Depot experience

Threats and Constraints

1. Tradition of no planning or development standards
2. No inventory of commercial districts and buildings
3. A very limited understanding of the full range of possibilities and options that are available
4. Lack of funding and program resources
5. Changing market (including geographic changes)
6. Lack of a clear understanding of our local market and local market conditions
7. Decline and disinvestments in many commercial districts
8. Limited local pride or appreciation for what is here
9. Underfunded and undersupported planning department which precludes the possibility of strong neighborhood planning
10. Site of national chain (drug & auto parts) wars
11. Lack of political will to implement existing standards

It is our suggestion that we take advantage of the opportunities and strengths of our community to put together a proactive and dynamic strategy to address the threats and constraints that we are facing. Our report focuses on the first four constraints on the list.

Inventory of Commercial Districts and Buildings

Neighborhood planning is an essential component in the development of a citywide strategy for commercial revitalization. Neighborhood plans define specific local needs, goals, and directions that can be coordinated within a citywide strategy. A starting point to neighborhood commercial planning is an inventory of existing commercial development. To date, no such detailed inventory exists. From this information, neighborhoods can clearly understand current available resources, and through the planning process neighborhoods can determine what they need to get to where they want to be in the future. In the end, the neighborhood planning process sets realistic priorities so that limited resources can be targeted to specific areas and projects.

Commercial development is often seen as the most difficult type of land use to address. There are many commercial development types to meet the various needs of people in the community and throughout a metropolitan area. Commercial development occurs in different scales and locations depending on area needs, or market demand. These different commercial types are generally classified as:

1. **Neighborhood** commercial development provides daily convenience goods and services easily accessible to the residents of the immediate area. Neighborhood commercial areas might contain a grocery store, bakery, neighborhood restaurant, drug store, video rental, service station, daycare or some office space. Ideally, these activities would be located close together, in one convenient location to provide one-stop shopping and prevent encroachment into residential areas. Many neighborhoods require the commercial areas to blend in with the residential character of the area, while others are beginning to permit mixed uses within a focused “town or village center”, including dwellings and/or offices over street-level shops.
2. **Community** commercial development provides goods, services and facilities that are needed on a weekly basis by the immediate surrounding area, or which are only possible when supported with the population provided by an entire community (perhaps 3-5 neighborhoods). Typical community commercial centers may include a very large grocery store with at least one other retailer (such as a large discount store [K-Mart, Best Buy, etc.], hardware store, apparel store or movie theater), restaurants, mid-size offices and employers. In Toledo, Westgate or Miracle Mile Shopping Centers are examples of this commercial development type.
3. **Regional** commercial development provides a broad range of goods and services necessary on a less than daily basis by the surrounding area (at least 100,000 population), and offers comparison-shopping, specialty and “big ticket” items such as furniture and appliances. Other commercial uses within this type of commercial development may include a regional shopping mall, hotels or motels, a large discount retailer (Home Depot), specialty dining, theater multiplexes, and other large entertainment facilities.

4. **Corridor** commercial development often provides goods and services to the traveling public and accommodates businesses that need extensive display and storage areas. These corridors are usually highway-oriented and it is important to control the length and depth of these centers so that they do not progress into expansive, inappropriate, “creeping” strip-type development.

Through the planning process, neighborhoods can determine which type and scale of commercial activity is needed to serve their residents. It is important to note, however, that every neighborhood does not necessarily need to have each commercial development type physically located within their individual neighborhood. Individual neighborhoods are unable to support that amount of commercial activity. This is why it is important to have an overall, citywide commercial inventory and development strategy to coordinate and balance the location of potentially overlapping neighborhood, community and regional commercial centers – to the long-term benefit of the city, neighborhoods, and businesses.

The Toledo 20/20 marketplace topical committee is charged with identifying goals, objectives, and strategies for commercial development in Toledo. An inventory of existing commercial development in the City would provide valuable input to the topical committee. An inventory would also be a resource to neighborhoods as they plan or update current plans.

Planning and Development Standards

While it is true that there have been comprehensive or master plans developed to guide growth and developments in Toledo, there is a tradition of not implementing, maintaining, or updating those plans. Many members of our citizenry remember the Toledo Tomorrow plan and all will tell you that it was ignored...it was a “shelf plan” (with a cool 3-D model).

In addition to master plans we have a number of neighborhood plans, most of which were developed at a time when the Plan Commission was adequately funded and staffed to do neighborhood planning. Council adopted these plans, and many of them were then filed on a shelf. Occasionally the neighbors and residents that participated in the planning were so invested in the process and felt such ownership of the resulting plan that they attempted to implement, or at least monitor the implementation of their plan...with mixed results.

It is probably important to note that weak enabling laws support planning within the state of Ohio. In fact, comprehensive plans are not legally binding, which contributes to these plans going unimplemented or “shelved”, and zoning with no foundation and indefensible in court. This is one reason why citizen participation is so vital in Ohio’s planning efforts—the laws do not exist to enforce planning, so it is the responsibility of residents to hold decision-makers accountable to the goals they’ve set in their plans.

The good news is that the City of Toledo is currently undertaking a comprehensive planning process. Unfortunately, our lack of planning tradition has led us to some misunderstandings about what good plans cost. Our comprehensive, citywide (including Downtown) planning process is, comparatively speaking, severely underfunded. Similar sized cities are investing up to eight (8) times the amount of money invested in our planning process. While our process cannot lead to the type of model master plans that cities like Chattanooga, Tennessee, Milwaukee, or Wisconsin, our process can generate some valuable outcomes.

The type of “good outcomes” we should expect from our process include:

1. Renewed interest in planning which could hopefully lead to a new tradition of planning in Toledo.
2. An engaged citizenry
3. An engaged public sector (Mayor & Council)
4. A plan or planning product that is a good starting point for further neighborhood level and functional plan development
5. A public and private sector with a new sense of possibility and vision for our community
6. A plan that contains
 - General goals, objectives, strategies and action steps (immediate and long term)
 - General community design and development standards/criteria
 - A process for design review and approval
 - Recommended tools and/or programs for implementation, including the entity responsible for the action within a specified timeframe
 - Possible funding sources for programs and improvements
 - Evaluation, monitoring and updates

For the purposes of this report, the anticipated outcomes that are most relevant are the community design and development standards/criteria and design review and approval process. Many cities have adopted general design and development standards that apply to the city overall and have also worked with individual neighborhoods to develop design and development standards that meet their unique needs and visions. The City of Toledo and its neighborhoods need to work toward that end as well, in order to deal effectively with the numerous national chain store proposals being presented to the City Council.

Design Standards and Review

Through careful planning of commercial center elements, including access, building placement, landscaping, signage, and lighting, these commercial areas can blend in with existing development patterns and the natural environment. However, our local traditions have let businesses determine some of these critical neighborhood elements. It is important to understand that the exterior building design does not necessarily determine

the success of the business, but the building design directly impacts the success or livability of a neighborhood.

For instance, should a business with a corporate signature building fail and leave the neighborhood, it is a very difficult for that building or site to be reused. It most likely remains vacant, and an eyesore to the neighborhood. A building that has been designed to be part of the neighborhood becomes part of neighborhood life as the building can be reused and adapted to many different businesses, not just a single user. Corporations have demonstrated that they will conform to neighborhood design and siting requirements, when they exist. **Design and development standards, in and of themselves, do not force businesses away from a project. The actions of many communities have demonstrated that it is in the best interest of neighborhoods to create and enforce design standards.**

The UAC provided City Council with a brief summary about current national chain store development issues. That report included a listing of communities where stores were not permitted to locate within the community, or were persuaded to change corporate architecture to fit in with the community. Photographs, that document corporate flexibility, are included in the Appendix. The photographs illustrate the amount of change corporations are willing to make to accommodate individual community needs. The City of Toledo already has two examples of such cooperation along Reynolds Road—the McDonald's near Southwyck Mall and the gas station/car wash at Brownstone Road.

Once the needs and goals of a neighborhood are defined through the planning process, design and/or development standards can be developed to assist in the implementation of the residents' vision, as reflected in the plan. There should be some general development standards for the city as a whole, however, these standards would be a review procedure to address design issues and requirements as an initial part of the overall development approval process.

It is reasonable to expect that standards for design and review of city commercial development proposals will be an outcome of the ongoing Toledo 20/20 planning process. Examples of typical design standards and review process implementation documents from other cities are included in the Appendix. The descriptions that follow are some successful programs and strategies that also may be adapted to Toledo.

Range of Available Possibilities

It is not always necessary to tear down buildings to accommodate development, although this may be the quickest and easiest response to the business' bottom line. Many times existing buildings can be adapted to a new use and not disrupt the character of the neighborhood in the process. Other times there is no alternative other than to demolish and clear a site. There needs to be a clear distinction between adapting buildings for reuse and tearing down buildings to make room for new construction and, possibly,

mixed use centers. The planning process (through both the ongoing Toledo 20/20 Plan and individual neighborhood plans), beginning with a detailed inventory, can help make this distinction clear and define appropriate requirements to be implemented.

Existing City Requirements

The City of Toledo currently has commercial zoning districts and overlay district requirements to address the issue of what is permitted within the City and its neighborhoods. Some neighborhoods also have plans specific to the needs of their neighborhood. It is important that once these regulations are established that they are not only consistently implemented and enforced, but also kept up-to-date. With applicable, enforced development and design standards residents, neighborhood leaders, city officials and developers all know what to expect and can proceed in a spirit of cooperation rather than contention.

The City has a major opportunity to set overall, citywide design standards through the Toledo 20/20 process. Through the marketplace topical committee, general design and development standards can be created, priority commercial areas can be identified, and a neighborhood planning initiative can be recommended as a next strategy for neighborhood level commercial development. Putting these expectations on the 20/20 topical committee and supporting the subsequent and necessary follow-up neighborhood level planning is the best way for Council to proceed. The immediate commercial proposals coming before Council should be evaluated with the understanding that standards and plans are being developed.

National

National Trust for Historic Preservation – Main Street Program.
(From <http://www.mainst.org/about/aboutmain.htm>)

Although the NTHP Main Street Program has been known primarily for its applications in downtown or CBD development, larger cities have adapted the Main Street program to deal with targeted individual neighborhood commercial districts. The NTHP Main Street program is designed to improve all aspects of the downtown or central business district, producing both tangible and intangible benefits. Improving economic management, strengthening public participation, and making downtown a fun place to visit are as critical to Main Street's future as recruiting new businesses, rehabilitating buildings, and expanding parking. Building on a downtown's inherent assets (rich architecture, personal service, and traditional values and most of all, a sense of place) the Main Street approach has rekindled entrepreneurship, downtown cooperation and civic concern. It has earned national recognition as a practical strategy appropriately scaled to a community's local resources and conditions. And because it is a locally driven program, all initiative stems from local issues and concerns.

The major principles of the Main Street Program are:

1. **Design** – enhance the physical appearance of the commercial district
 - Rehabilitating old buildings
 - Encouraging supportive new construction
 - Developing design management systems
 - Long-term planning
2. **Organization** – establish a public-private partnership among such diverse groups as local government, financial institutions, merchants, property owners, Chamber of Commerce, cultural and civic groups, and individual citizens.
3. **Promotion** – create a positive image that attracts customers and investors, and rekindles community pride
4. **Economic Restructuring** – strengthen existing economic assets, while working to expand and diversify the economic base.

Main Street is a comprehensive approach to providing communities with the tools and information necessary for their historic community center to compete in today's marketplace. The integration of the four key elements help neighborhood Main Street organizations capitalize on their unique historical, cultural and architectural assets while also addressing economic development needs. The focus is around small business retention and recruitment in light of strong competition from shopping malls and discount retailers.

Local Approaches

New Urbanist or Traditional Neighborhood Development.

(From <http://www.cnu.org> and <http://www.dpz-architects.com>)

New Urbanist principles apply to new town development (such as Seaside, Florida) as well as infill and redevelopment projects within existing urban areas such as Toledo. The promotion of healthy neighborhood commercial districts is an important element of the “new urbanist” community design principles. Essentially, new urban neighborhoods return to the development patterns prior to World War II, what is being referred to as “traditional neighborhood design”. Since that time development patterns the boundaries of cities have begun to mimic typical suburban sprawl, dependent on the automobile.

Much of the new urbanist development philosophy focuses on promoting mixed use, mixed income, neighborhoods that are more densely developed and are pedestrian and bicycle friendly. One of the rationales for this is the emerging belief that we must prevent unfettered sprawl outside city boundaries in order to preserve rural character and curb the loss of important farmland. Although, “new urbanism” has yet to be broadly embraced as a development model, it has been adopted by many cities. One reason it has not been widely applied is that its integrated approach to communities, physical design

standards and implementation practices are not fully compatible with the regulatory framework in most regions of the U.S. For example, zoning laws often promote low density development by discouraging secondary living units within established residential areas and/or require large setbacks for homes and businesses.

In addition, the real estate industry is highly segmented by land use category (such as single- and multi-family housing, retail, and warehouse, etc.). Each category has its own practices, markets, trade associations, and financing sources. The integrated new urbanist strategy requires a more holistic approach to community building than the real-estate industry is currently structured to deliver. Despite such barriers, public opposition to conventional suburban development is creating greater demand for alternative forms of growth, such as “new urbanism.”

The major principles of “new urbanist” design are:

1. Development is in the form of compact, walkable neighborhoods and/or districts
 - Clearly defined centers and edges
 - Typically no more than one quarter mile from center to edge
 - Encourage pedestrian activity without excluding automobiles altogether
 - Building entrances front the street rather than parking lots
 - The center includes a public space, public buildings, transit and retail businesses
2. Streets are laid out as an interconnected network –
 - Grid or modified grid pattern
 - Streets form coherent blocks
 - Public transit connects neighborhoods to each other and the surrounding region
3. A diverse mix of activities (residences, shops, schools, workplaces and parks) occur in proximity
 - A wide spectrum of housing options enable people of a broad range of incomes, ages, and family types to live within a single neighborhood/district
 - Large developments featuring a single use or serving a single market segment are avoided
4. Civic buildings are sited in prominent locations
5. Open spaces, such as parks, playgrounds, squares, and greenbelts are provided in convenient locations throughout a neighborhood

Funding and Program Resources

Some successful programs for commercial revitalization from other U.S. cities are described below. Two examples, Boston Main Streets and Retail Chicago, are models that may be readily adapted to Toledo's neighborhoods. Funding for these programs is a combination of public and private sources.

Boston Main Streets

[Taken from (http://www.ci.boston.ma.us/DND/G_MS_Main_Streets.asp) More program details are available at this website.]

The Boston Main Streets program began in 1995 and is an example of focused urban neighborhood commercial revitalization. Boston Main Streets is a \$4.2 million public/private initiative of the City of Boston and the National Trust for Historic Preservation to bring the Main Street strategy for commercial district revitalization to Boston's many neighborhood business districts. The City of Toledo could work with neighborhoods to implement such a Main Street program.

Boston Main Streets provides each community with matching funding between \$213,000 and \$245,000 in over four years of staff, services, façade improvement projects and promotional events. Architectural services and technical services in organizational development are provided from both Boston Main Streets and National Trust for Historic Preservation. Districts are also assigned a Corporate Buddy that provides annual funding for four years and access to technical services.

Eligibility

1. Demonstrated need for technical assistance
2. Broad-based neighborhood support, common vision, track record of working together
3. Concrete goals and realistic expectations from a Main Street program
4. Physically cohesive commercial district
5. Job creation potential
6. Ability and Willingness to Fundraise

Special Program Requirements

1. Raise match funds required to run a local Main Street program
2. Formation of a solid organization and strong volunteer network
3. Attend frequent trainings
4. Produce an annual workplan

Restrictions

Districts must compete for designation as a Boston Main Streets program. The competition is held every 18 months.

Services and Programs

1. *Technical Assistance.* Boston Main Streets offers start-up and specialized services through the National Trust for Historic Preservation's Main Street Center. These include organizational development and on-site Resource Teams that bring an interdisciplinary team of experts to each district; and intensive training in market analysis accompanied by business and image development strategies.
2. *Design Services.* Boston Main Streets provides architectural services to each of its communities in the form of contracts with private firms, administered through the chief architect. These services can be used for district-wide planning in addition to individual building designs.
3. *Bright Times for Boston Business.* On a city-wide basis, the Boston Main Streets office has for the first time assembled materials which market privately owned available commercial space as a way of promoting Main Street districts, their programs and the market opportunities there to independent businesses and retail chains willing to locate in our neighborhoods. These materials are used in trade shows and deal-making sessions.
4. *Advice+ on Main Street.* Boston Main Streets embarked on a model city-wide partnership with American Express Financial Advisors' program Advice+ which provides Main Street businesses with an annual 1000 hours of seminars, one-on-one advisory services, and an 800-number in business assistance and planning service.
5. *Edward Ingersoll Browne Fund Main Street Program.*
6. *Retail Safety Initiative on Main Street.*
7. *Boston Unwrapped!* – An annual city-wide neighborhood holiday shopping campaign.
8. *Boston Business Heritage Project.*
9. *Boston Main Streets Transportation Action Plans.*

City of Chicago – Department of Planning & Development

(From <http://www.ci.chi.il.us/WorksMart/PlanAndDevelop/Programs/RetailChicago.html>)

The implementation of the city's overall economic development strategy includes programs for retail development as well as targeted neighborhood commercial revitalization. These programs may be a good model for the City of Toledo. Chicago's approach involves an overall strategy, detailed inventory, and designated priority areas for project implementation and funding. Two programs, Retail Chicago and Strategic Neighborhood Action Program (SNAP), are described below. An inventory of Toledo's existing commercial development could serve as a starting point for a program such as this.

Retail Chicago

Retail Chicago is a program managed by the City of Chicago's Department of Planning and Development—Commercial and Industrial Division. It provides an on-line database for retail locations and detailed market information about those locations, such as representative retail/commercial uses in the area, development and redevelopment

opportunities, space available, area assets, average daily traffic counts and available incentives.

The objective of the Retail Chicago program is to foster neighborhood commercial development to meet the needs of both the community and the market. Co-sponsored by the Local Initiatives Support Corporation (LISC) and the Chicago Association of Neighborhood Development Organizations (CANDO), Retail Chicago is designed to better inform developers about retail market opportunities in the City, coordinate the City's participation in the development process, and strengthen and stabilize existing neighborhood retail centers.

Retail Chicago offers a broad range of services to support and assist retail developers. These services include:

1. centralized project management and City support for retail projects;
2. a single point of access for inquiries about retail development opportunities in Chicago;
3. customized market information to target specific development opportunities;
4. a new strategic plan to coordinate these initiatives with developer and neighborhood needs.

Retail Chicago resources are available to developers, retailers, local development corporations and other public or private entities interested in retail opportunities in Chicago.

Strategic Neighborhood Action Plan (SNAP)

The Strategic Neighborhood Action Plan (SNAP) promotes comprehensive neighborhood development through the joint coordination of activities between private investors, community and business organizations, the Chicago Public Schools, the Chicago Park District and the following City Departments: Buildings, Office of Budget and Management, Environment, General Services, Housing, Planning and Development, Streets and Sanitation, and Transportation.

The objective of SNAP is to jump-start revitalization activities through infusion of city resources in a small targeted area. Administered through the Community & Neighborhood Development Division, SNAP activities include:

1. Infrastructure – Resurfacing of streets and alleys; replacement of sidewalks, curbs and gutters; improvements to area lighting and cul-de-sac construction.
2. Development Assistance – Business loans, land assembly and environmental reviews.
3. Commercial Area Revitalization – Streetscape, façade rehabilitation and street furniture.
4. Demolition of dilapidated and abandoned buildings
5. Open Space – Creation of open space, new parks and landscaping of public land.

The targeted applicants of SNAP are neighborhood or community development organizations, local business groups and private developers with a proven record in community revitalization. Primary selection criteria include:

1. SNAP district must be in a CDBG-eligible area with the majority of activities concentrated in a small, clearly defined area.
2. Evidence that SNAP resources will attract additional investment.
3. Proposal should encompass a diverse group of development activities.
4. Strong community and aldermanic support.

Community Design & Development Center, Inc., Cincinnati

The Ohio Urban University Program supports three centers that provide design and planning services. A center that provides services outside its immediate metropolitan area is located at the University of Cincinnati. The Community Design Center is a part of the College of Design, Architecture, Art, and Planning. This Center has done work in Toledo—they provided planning assistance and facilitation for the development of The University of Toledo Master Plan.

The Community Design Center organizes collaborative interdisciplinary community/university partnerships for the research and design of physical improvements. The Center provides assistance to community groups, non-profit organizations, and city departments that are representing underserved areas and underfunded projects.

The City of Toledo may be able to contract with the Community Design Center or a local design firm, call upon Toledo's local designers to serve on a design and review board, or staff the planning commission with a designer/architect to provide specific design services for commercial development.

RECOMMENDATIONS

There IS A Great opportunity through the current Toledo 20/20 process to address the commercial development issues facing the city, and take a proactive stance for future commercial revitalization within Toledo's neighborhoods. The following steps are recommended, partly based on information from other cities on how they have managed their commercial revitalization efforts.

1. **Enforce existing regulations.** The city already has neighborhood plans and designated citywide commercial zoning districts. These regulations need to be referred to as developments are being proposed and then enforced so that development occurs in an orderly and expected way. If the current regulations are outdated or unenforceable, they need to be updated within the context of Toledo 20/20 so that they remain a useful tool for public officials, community leaders, and developers.
2. **Conduct an inventory** of existing commercial districts and buildings. An understanding of the existing circumstances will provide a basic building block for

the creation of a commercial development strategy. As a starting point, it is necessary to know the make up of our commercial environment.

3. **Follow through on the development of the 20/20 master plan.** Insist that the plan be developed with substantial public involvement and public ownership. Insist that all the necessary elements be contained in the process itself and the final product so that this process is the beginning of a new tradition of planning and deliberate, informed decision making in our city.
4. **Create citywide development/design standards.** Insist that the planning process result in the development of general development and design standards for commercial development within the city.
5. **Involve residents** in the 20/20 planning process as well as subsequent neighborhood planning processes. Detailed standards and programs can then be developed based on the particular needs of each neighborhood, yet be consistent and coordinated with citywide vision, goals, guidelines and programs.
6. **Develop programs**, such as Toledo Main Street, to reach neighborhood commercial revitalization goals and coordinate a balanced, citywide commercial development strategy.
7. **Provide workshops/training sessions** for city officials, administrators, community leaders, and the general public on a continuing basis to stimulate new ideas and opportunities for exchange of experiences.
8. **Fund and staff the city plan commission at an adequate level** to ensure that the 20/20 plan be implemented and that the follow-up neighborhood planning be facilitated and implemented. None of the effort to produce a vision, a plan, or standards to guide the development of our city will mean anything without a supported and empowered planning staff.

PHOTO APPENDIX-----

The photographs below are reprinted with permission from the American Planning Association and are taken from "Saving Face: How Corporate Franchise Design Can Respect Community Identity." By Ronald Lee Fleming. The Townscape Institute, APA PAS Report 452, June 1994.

The following photos demonstrate that "chain stores" are often willing to forgo their "signature" look in order to meet local requirements.

This is accomplished either through the use of existing structures or in the design of new structures that are sensitive to local "character".



1. Burger King, Cathedral City, California. New building that was designed to meet local design standards that emphasize the local Pueblo style architecture.



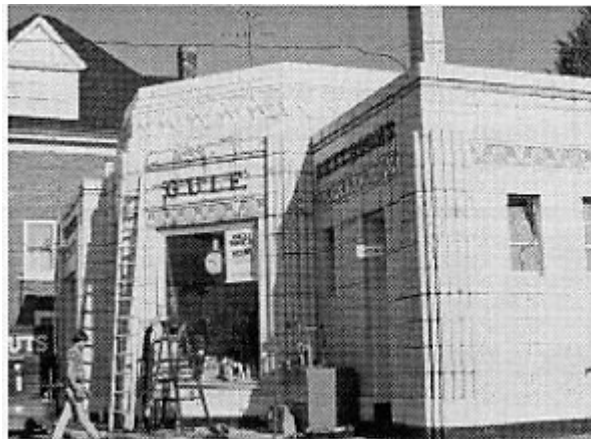
2. Burger King, Princeton, New Jersey. Burger King used an existing building on a heavily regulated main street. Burger King's design took advantage of the tiles in the Arts & Crafts style building.



3. CVS, Brookline, Massachusetts Historic building (on National Register). Building is in a neighborhood with strict design standards. The building has commercial activities on first and second floors. Signage is clear, of moderate size, and in scale with the building. Light fixtures are pedestrian scale.



4. McDonald's, Sedona, Arizona. McDonald's developed a thoughtful design that is sensitive to its setting.



5. Gulf Gas Station, Bedford, Pennsylvania. Gulf preserved this existing 1940's era historic building which complements the character, scale, and history of the surrounding neighborhood.



6. Kentucky Fried Chicken, Newark on Trent, England. Signage and façade match existing historic streetscape character.



7. McDonald's, New Hyde Park, New York. The community prohibited McDonald's from demolishing this 1860's house. McDonald's restored the house and used the house for its store.



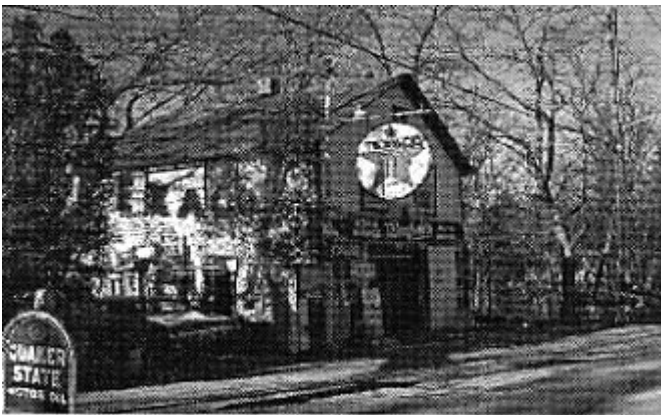
8. McDonald's, Freeport, Maine. McDonald's proposed to demolish this historic home. The town rejected McDonald's demolition request. McDonald's renovated and used the existing building and added a wing to the building that matches the design of the original structure. The only signage is incorporated into the "pavement".



9. McDonald's, Hudson, Ohio. Design respects local character.



10. Pizza Hut, Palm Springs, California. Pizza Hut agreed to forgo its prototype building design and built a structure that is very compatible with its surroundings.



11. Texaco Gas Station, Southeastern Virginia. An old station has been preserved with more modern and eclectic accessories incorporated into the "look".



12. Texaco Gas Station,
Brookmont, Maryland.
Uses an historic
neighborhood-scale building
and maintains signage and
accessories appropriate to
the era of the building.

SAMPLE CODES/PLANS

The following are sample codes/plans used in different cities to implement their strategy for neighborhood commercial development. These examples vary in scope and complexity—from simple policy statements to detailed, project-specific programs directly tied to a budget.

These regulations were selected to illustrate the range in approaches toward neighborhood commercial development, a list of which is provided below.

POLICY STATEMENTS

Oakland, CA: Envision Oakland – Neighborhood Commercial Centers
Louisville & Jefferson County, KY: Neighborhood Commercial Development Program
Scottsdale, AZ: Cityshape 2020-Guiding Principles, Enhance Neighborhoods

DESIGN STANDARDS AND REVIEW

Milwaukee, WI: Urban Design Principles for Development
Boise, ID: Design Review
Prince William County, VA: Comprehensive Plan – Community Design Plan

NEIGHBORHOOD COMMERCIAL REVITALIZATION

Seward, MN: Neighborhood Revitalization Plan
Minneapolis, MN: The Minneapolis Plan – Marketplaces: Neighborhoods

TRADITIONAL NEIGHBORHOOD DEVELOPMENT/DISTRICTS

Austin, TX: Traditional Neighborhood District – Criteria Manual
Belmont, NC: Traditional Neighborhood Development – Design Standards and Provisions

COMPREHENSIVE PLANS – COMMERCIAL COMPONENTS

Salisbury, NC: Strategic Growth Plan – Commercial Development Policies
Walton County, FL: Comprehensive Plan – Neighborhood Commercial Future Use
Annapolis, MD: Comprehensive Plan – Commercial Land Use and Urban Design
Multnomah County, OR: Land Use Location Policies – Commercial Location
Corvallis, OR: Comprehensive Plan – Economy, Commercial & Office Land Development
Gurnee, IL: Comprehensive Plan – Commercial Areas
Cary, NC: Growth Management Plan – Activity Centers

POLICY STATEMENTS

Oakland, CA – Envision Oakland, Neighborhood Commercial Centers

(Excerpts from <http://www.designvillage.com/oakgpupdate/neighborhoods.html>)

Oakland neighborhoods need economic, social, cultural, and entertainment centers. The stability and character of these commercial centers are vital to the health of the neighborhoods and of the City as a whole. Under proposed policies, neighborhood commercial development would be clustered together rather than spread out along corridors. These centers would be designed to meet the daily needs of Oakland residents. A market study to calculate the demand for retail and professional services and to identify underserved areas is needed. Such a study would also analyze the impacts of large-scale retail development on neighborhood businesses. Furthermore, the study would develop zoning programs and incentives to attract businesses to underserved areas and to strengthen existing commercial centers.

Design of new development must lend itself to the distinctiveness of each neighborhood. The policy framework proposes that commercial development be designed in a way that reflects the desired character of the neighborhood and that does not conflict with the surrounding residences. Guidelines would be established to address issues such as scale, building setbacks, pedestrian orientation, automobile access, and buffering of residential uses. The City would consider street improvements, as well as encourage the placement of housing above businesses. Commercial activities would be scrutinized to prevent public nuisances and crime. Hotels and motels, businesses that sell alcohol, and certain entertainment activities would undergo strict permitting and code enforcement policies to minimize community impacts.

Louisville and Jefferson County, KY – Neighborhood Commercial

Development Program (Excerpts from <http://www.louisville.ky.us/oed.htm#ncommdev>)

Mission Statement

To promote economic development in Louisville and Jefferson County by providing innovative and creative programs, networking opportunities and education for the retention and growth of area business.

Neighborhood Commercial Development

The Neighborhood Commercial Development Program is a comprehensive program designed to revitalize Louisville and Jefferson County neighborhood commercial areas. Typical program steps include:

- Targeted Commercial Area Identification
- Architectural/Design Services
- Low Interest Loans
- Business Association organization and expansion
- NCD Grant Program

Scottsdale, AZ – Cityshape 2020, Guiding Principles, Enhance Neighborhoods (Excerpts from <http://www.sustainable.doe.gov/codes/scottsdale.htm>)

Scottsdale's residential and commercial neighborhoods are a major defining element of this community. The quality of our experience as a Scottsdale citizen is expressed first and foremost in the individual neighborhoods where we live, work, and play. Scottsdale is committed to maintaining and enhancing our existing and future neighborhoods. Development, revitalization, and redevelopment decisions, including rezoning and infrastructure planning, must meet the needs of our neighborhoods in the context of broader community goals.

Strategies:

- Integrate public safety into the design of neighborhoods and their community facilities and amenities
- Enhance neighborhood attractiveness by integrating them with and linking them to public amenities such as greenbelts, desert open spaces, parks, Downtown
- Address neighborhood edges, especially adjacent to major streets and areas of commercial development
- Encourage the blending of new and existing neighborhoods
- Designate historic neighborhoods to reinforce neighborhood character and enhance value
- Identify mature neighborhoods that may benefit from revitalization and/or redevelopment and pursue reinvestment through public projects, private and individual initiatives, and other incentives
- Support Downtown Scottsdale and other commercial centers that strengthen adjacent and nearby residential neighborhoods

DESIGN STANDARDS AND REVIEW

Milwaukee, WI – Urban Design Principles for Development

(Excerpts from <http://www.dcd.mpw.net/>)

Principles of Urban Design

Introduction

Cities possess a singular appeal. The proximity of people and activities in cities facilitates efficient use of land and transportation systems and creation of convivial public spaces. Milwaukee must encourage development of housing, commerce and transportation systems that embrace its urban heritage. The city must recognize its unique assets and build upon its strength as the core of a major metropolitan area.

Coordinated planning and development effectively integrate many elements. Quality housing that enhances a sense of community among neighborhood residents; attractive customer-friendly commercial streets; greenspace offering recreational amenities and a diverse array of transportation options represent only a few of the many elements that, when well designed, contribute to good urban form. Milwaukee must promote urban design practices that emphasize the public qualities of buildings and creation of places with lasting value and civic meaning.

New buildings should be designed in ways that retain the traditional qualities of Milwaukee's architecture. This does not mean that new buildings should nostalgically imitate historical styles. In fact, to do so would be contrary to the creative design traditions that produced Milwaukee's rich architectural legacy. Timeless design principles should be followed that produce architecture that fits with its context and is human scaled. New buildings should be designed to be compatible with neighboring structures, spaces and activities. Visually interesting and human scaled building facades should prevail over sterile, windowless walls—especially when facing public spaces.

Diversity is the city's unique strength. The rich mix of uses found in Milwaukee's neighborhoods provides convenience, vitality and individual identity. The transportation network binds the city together. Milwaukee must be organized around a transportation network that offers mobility choice. Needs of pedestrians and automobiles should be balanced to create a legible, walkable and memorable public realm.

Combining good design with the city's rich architectural heritage will maintain its unique, attractive, "people-friendly" environment and further enhance Milwaukee's residents' quality of life.

The following design principles articulate those unique qualities that characterize Milwaukee's neighborhoods, and are meant to promote development and redevelopment that reinforce and preserve these characteristics.

Principle #1: Neighborhood Compatibility

A cohesive neighborhood environment depends on buildings that compliment one another. The size, shape, and location of buildings as well as the uses contained within them, create “patterns” that define neighborhood character. New development should be compatible with the pattern of its surrounding context. Development that adheres to this principle will:

- A. Relate to the physical character and scale of the neighborhood
- B. Enhance linkages to surrounding uses, especially public services and amenities (schools, parks, mass transit)

Principle #2: Pedestrian Friendly Design

Cities are for people, and an environment designed to accommodate the pedestrian heightens human experience and sense of place. New development should be designed to create attractive, comfortable and safe walking environments. Development that adheres to this principle will:

- A. Locate buildings to define street edges and corners
- B. Enliven street frontages to enhance the pedestrian experience
- C. Create memorable places for people

Principle#3: Land Use Diversity

Many Milwaukee neighborhoods are comprised of a rich mix of land uses. Such diversity uses land efficiently, provides for neighborhood convenience and contributes to unique urban experiences. Development that adheres to this principle will:

- A. Encourage a compatible mix of uses at the neighborhood scale
- B. Identify opportunities for shared uses

Principle #4: Transportation Diversity

Milwaukee’s neighborhoods are connected by a functional circulation network of streets and blocks. This system should be maintained and improved in ways that accommodate various modes of transportation balanced with needs for pedestrians. Development that adheres to this principle will:

- A. Create a balanced circulation system that accommodates mobility choice (pedestrians, automobiles, bicycles and transit)
- B. Enhance public transportation by making it more comfortable and convenient to use

Boise, ID – Design Review

(Excerpts from <http://www.boisecitypds.org/p&cq&a.htm#PLANNING&ZONING>)

What is the purpose of Design Review?

The Design Review process was established in order to protect property rights and values, enhance important environmental features of the City, and insure that the general appearance of buildings and site improvements are consistent with the goals of the City.

These goals include: enhancement of properties with adequate landscaping, proper circulation within parking areas, provision of sidewalks to meet pedestrian needs, and to encourage architecture that responds to the needs of the users, as well as presents an attractive exterior to the public and adjoining property owners.

Virtually all commercial, industrial, office and multi-family residential zones have a requirement for Design Review approval.

What are the Design Review Districts?

There are 3 types of Design Review Overlay Districts in the City; these are the “D” (Design Review) Districts, the “HD” (Historic Design Review) District and the “DD” (Downtown Design Review) District. The “D” District covers most of the City and applications are reviewed by the Design Review Committee. The “HD” District covers the areas that are designated as Historic Districts, and applications are reviewed by the Historic Preservation Commission. The “DD” District generally covers the downtown area of the City, and all Design Review applications are reviewed by the Capital City Development Corporation.

Who and What is the Design Review Committee?

The Design Review Committee functions on behalf of the Planning & Zoning Commission. The Committee is comprised of seven members, appointed by the Mayor and confirmed by the City Council. Several members of the Committee represent the architectural, landscape architectural and engineering professions. One member is a liaison between the Commission and the Committee.

Prince William County, VA – Comprehensive Plan, Community Design Plan

(Excerpts from <http://www.pwcgov.org/Planning/CompPlan/cpcomm98.htm>)

- Des-policy 1: Encourage site, architectural, signage, and landscape designs that complement the scale and character of existing and planned development in the development area and in the rural area.
- Des-policy 2: Encourage site, building, and landscape designs that result in the creation of safe and accessible pedestrian circulation and community open space.
- Des-policy 3: Encourage the use of ridesharing, transit, and other mass transportation through the design of comfortable, safe, and conveniently located facilities.
- Des-policy 4: Upgrade the visual quality of county gateways and major travel corridors.
- Des-policy 5: Establish a hierarchy of community streets with appropriately designed streetscapes.
- Des-policy 6: Incorporate the community design plan into the county's development application review and approval process.
- Des-policy 7: Encourage the development of well-functioning residential and commercial areas, and the improvement and enhancement of existing residential and commercial areas.
- Des-policy 8: Encourage, in appropriate locations, the orientation of new structures towards adjacent rights-of-way, to create well-defined public streets and spaces.
- Des-policy 9: Preserve and enhance the unique architectural and landscape qualities of the county's rural area.
- Des-policy 10: Encourage site plans and building designs for new development that enhance the settings of the county's designated cultural resources, as identified in the cultural resources plan.
- Des-policy 11: Encourage innovative approaches to stormwater management.
- Des-policy 12: Fit new development into natural landforms.
- Des-policy 13: Encourage the preparation of plans for the preservation and restoration of landscape resources.

NEIGHBORHOOD COMMERCIAL REVITALIZATION

Seward, MN – Neighborhood Revitalization Plan

(Excerpts from <http://freenet.msp.mn.us/ip/nhods/mppls/sng/nrp/>)

Section III: Economic Development

Vision Statement: The Seward Neighborhood is an economically viable community where industrial, commercial, and residential areas coexist successfully. Franklin Avenue is the main street of the neighborhood, serving as a focal point for a small town identity within the larger city. New businesses complement existing businesses. A diverse industrial base provides a non-polluting foundation for future industry. All physical development respects the historical and aesthetic integrity of the neighborhood.

GOALS

1. Create commercial, industrial, and retail development interest in the neighborhood.
2. Develop a neighborhood identity and positive perception of Seward.
3. Develop businesses that are economically viable employers of neighborhood and community people.
4. Develop Franklin Avenue into a vibrant and economically viable main street for the neighborhood and surrounding areas.
5. Create compatible relationships between industrial, commercial, retail, and residential uses in the neighborhood.

- * GOAL #1: Create commercial, industrial, and retail development interest in the neighborhood.
 - Objective 1: Capitalize on the superior transportation and location amenities of the area to attract businesses.
 1. Strategy Summary: Work with MCDA to complete road construction in Seward South Industrial Park
Who: Seward Neighborhood Group, MCDA
What: Increase economic stability, improve the physical structure of the neighborhood, and assist in the development of industrial properties that provide employment opportunities that pay a livable income without adversely affecting the character of the neighborhood.
How: Improve access to Seward Place (south Seward industrial park).
When: 1995
Resources: \$500,000 MCDA (pending 1995 budget approval).
 - Objective 2: Pursue classification of appropriate areas as enterprise zones with the federal and state governments.

*GOAL #2: Develop a neighborhood identity and positive perception of Seward.

- Objective 1: Aggressively market the neighborhood to employees and residents of nearby neighborhoods and to potential retail, commercial, and industrial businesses.
 - Objective 2: Maintain the urban character of the neighborhood, while accommodating modern industrial production and transportation requirements.
 - Objective 3: Resolve boundary problems that impact the identity, perception and functioning of the neighborhood.
 - Objective 4: Provide comfortable human-scaled pedestrian, bicycle and wheelchair access, and streetscape features.
- * GOAL #3: Develop businesses that are economically viable employers of neighborhood and community people.
- Objective 1: Maintain an industry niche in stable areas of production.
 - Objective 2: Develop more than one industry niche.
 - Objective 3: Develop adjunct and support businesses.
 - Objective 4: Develop a diverse job base that will employ all skill levels from professional to general labor

Editor's note, this strategy is in the process of being changed to account for the decision by the YWCA to seek a different location for its facility.

1. Strategy Summary: Work with Seward Redesign and MCDA to complete a property acquisition and site preparation at 26th Avenue and 26th Street in preparation for re-development by the YWCA.

Who: Seward Redesign

What: Increase social and economic stability by 1) assisting in the acquisition of incompatible neighborhood businesses in this high crime area, and 2) preparing for re-development of a recreational, social, and educational activity center that will also increase employment and volunteer opportunities for youth and adults.

How: Contribute funds in cooperation with a community developer, non-profit organization, and other neighborhood organizations to purchase property in preparation for redevelopment.

When: 1994, 1995, 1996

Resources: \$600,000 NRP funds

\$25,000 Longfellow Neighborhood

\$6,000,000 YWCA (capital campaign)

\$5,500 MCDA (market study)

\$7,000 MCDA (appraisals and environmental assessments)

\$250,000 MCDA (acquisition)

\$1,000,000 Hennepin county (child care)

\$1,000,000 source TBD by developer and YWCA (site prep and completion of site acquisition)

- * GOAL #4: Develop Franklin Avenue into a vibrant and economically viable main street for the neighborhood and the surrounding areas.

- Objective 1: Develop retail to serve the needs of the neighborhood and surrounding community.
- Objective 2: Encourage continued residential use along Franklin Avenue.
- Objective 3: Increase safety along Franklin Avenue for pedestrian use, particularly at night.
 1. Strategy Summary: Obtain property assessments to fund and install ornamental lighting on Franklin Avenue.
 Who: Public Works
 What: Increase social and economic stability by increasing safety in a busy business, commercial, and residential area.
 When: 1997
 Resources: \$35,000 NRP funds
 \$75,000 property assessments over 20 years
 Public Works
- Objective 4: Redevelop empty properties along Franklin Avenue.
 1. Strategy Summary: Work with Seward Redesign and MCDA to complete pollution clean-up at the corner of 27th and Franklin (bank block) in preparation for redevelopment.
 Who: Seward Redesign
 What: Eliminate a blighting influence and health hazards through removal of hazardous waste and pollution. Return land to productive use.
 When: 1994, 1995
 Resources: \$40,000 NRP funds
 \$2,100 Property owner
 \$20,000 NEDF (MCDA, already received and completed)
 \$1,050,000 private redevelopment funds
- Objective 5: Improve the relationship between Franklin Avenue and the Mississippi River.
- Objective 6: Provide better access to the neighborhood from areas north of I-94.
- Objective 7: Take immediate action to improve the appearance of buildings and parking lots on Franklin Avenue.
 1. Strategy Summary: Work with area businesses and developers to revitalize the west end of Franklin Avenue by 1) implementing streetscape and parking lot improvements, and 2) rehabilitating (or demolishing, as necessary) commercial and residential buildings.
 Who: Seward Redesign
 What: Increase social and economic stability and eliminate blighting influences by rehabilitating and renovating a commercial and residential area.
 When: 1994, 1995, 1996
 Resources: \$200,000 NRP funds
 NEDF (MCDA) for streetscape and parking lot improvements. Seward Neighborhood Group staff will facilitate applications to MCDA
 Public Works for streetscape improvements
 Private funds for commercial and residential rehab and new construction
- Objective 8: Develop a cohesive streetscape and a comfortable and attractive pedestrian environment on the street.

- Objective 9: Preserve the urban character of the street.
 1. Strategy Summary: Provide funds for the clean-up, acquisition, and re-development of an incompatible industry on Franklin Avenue.
 Who: Community developer
 What: Increase social and economic stability, eliminate blighting influences, and eliminate health hazards through waste and pollution removal by rehabilitating a neighborhood incompatible industry in the main commercial district.
 How: Work with MCDA and property owners to relocate an incompatible industry to another part of the neighborhood and rehabilitate the facility.
 When: 1995
 Resources: \$100,000 NRP funds for clean-up and acquisition
 MCDA for acquisition, rehabilitation

*GOAL #5: Create compatible relationships between industrial, commercial, retail, and residential uses in the neighborhood.

- Objective 1: Develop a land use and zoning plan for the neighborhood that addresses the needs of residential, commercial, industrial, retail, and recreational users.
- Objective 2: Preserve and enhance mixed-use development in the neighborhood.
- Objective 3: Develop collaborative strategies to achieve the desired land use and zoning plan.
- Objective 4: Develop all uses so that they are physically compatible with the residential and urban character of the neighborhood.
 1. Strategy Summary: Work with MCDA and others to complete pollution clean-up and develop neighborhood compatible re-use of the United Van Bus Site.
 Who: MCDA
 What: Eliminate a blighting influence and health hazards.
 How: Acquire, clear, and rehabilitate an incompatible vacant industrial site. Remove waste and pollution. Return the site to productive use.
 When: 1995
 Resources: \$535,000 MILES funds for acquisition
 \$750,000 MILES funds for clean-up
 \$150,000 MCDA for demolition

Minneapolis, MN -- The Minneapolis Plan, Marketplaces: Neighborhoods

(Excerpts from

<http://www.ci.minneapolis.mn.us/planning/planpubs/mplsplan/policy/hchapter4.html>)

Minneapolis is a city of neighborhoods bound together by corridors. These natural and built connections will continue to play a special role in the evolution of our communities. The Plan uses the terms “community corridors” and “commercial corridors” to describe streets characterized by the types of mixed-use, linear development. The neighborhoods find many of their goods and services along these corridors. The city’s role in housing market is discussed both in terms of improving choices for residents with constrained housing options and expanding the range of choices for those residents with considerable housing option at their disposal. The basic approach to housing is described by the city’s “Housing Principles,” adopted by the City Council in 1995.

- Minneapolis will encourage reinvestment along major urban commercial and community corridors as a way of promoting growth in all neighborhoods.
- Minneapolis will capitalize on the assets of its historic urban corridors by focusing on specific community streets which connect neighborhoods, provide opportunities for increasing mixed uses and represent the best in urban, pedestrian environments.
- Minneapolis will diversify and improve the character of commercial corridors to make them more of an amenity to neighboring residential areas.
- Minneapolis will develop a comprehensive approach to the analysis, classification and encouragement of commercial areas throughout city neighborhoods.
- Minneapolis will continue to provide a wide range of goods and services for city residents, to promote employment opportunities, to encourage the use and adaptive reuse of existing commercial buildings, and to maintain and improve compatibility with surrounding areas.
- Minneapolis will enhance Downtown’s position as a regional retail center which provides a shopping experience that is entertaining and unique in the region.
- Minneapolis will implement its adopted Housing Principles and the Housing Impact Measures through community-based strategies directing future housing development.
- Minneapolis will improve the range of housing options for those with few or constrained choices.
- Minneapolis will assume both its appropriate responsibility for improving housing options among those with few or constrained choices, and collaborate with partners at the regional, state, federal and local level to assure that appropriate solutions are pursued throughout the region.
- Minneapolis will expand the type and range of housing types for residents with substantial choices.
- Minneapolis will maintain the quality and unique character of the city’s housing stock, thus maintaining the character of the vast majority of residential blocks in the city.

- Minneapolis will work closely with Neighborhood Revitalization Program (NRP) planning and implementation to ensure that plans are consistent with the city's Housing Policy.
- Minneapolis will promote major housing development that supports a variety of housing types at designated sites throughout the city.
- Minneapolis will capitalize on the assets of its historic urban corridors by focusing on specific community streets which connect neighborhoods, provide opportunities for increasing mixed uses and represent the best in urban, pedestrian environments.

Introduction

Urban settlement and growth in Minneapolis changed radically in the late 1880's with the electrification of horsecar lines. The electric streetcar and trolley system had a tremendous impact on the development of the relatively young city. Suddenly, it seemed, this new mode of transportation allowed new development to occur at farther distances from the central core of the city, reducing residential crowding in the core area and enabling working people to live farther away from the congested downtown yet still move around easily and quickly to work and shopping. Initially, streetcar lines served the south side of Minneapolis. Northeast neighborhoods were also connected to downtown and the Lake District. Another well-traveled line connected the Near North with the Southside and Downtown.

Through the 1910's to the Second World War, these outlying residential areas developed around streetcar lines that traveled along Hennepin, Nicollet, Broadway, Central, and Lake. Commercial districts sprung up gradually as a critical mass of residents settled in newly built areas. Small clusters of stores prospered at streetcar stops by supplying groceries, meat, pharmaceuticals and other everyday goods and services. As times passed and streetcars were gradually replaced by private automobiles, the shape and form of retail commercial areas changed as well. Department stores were replaced by shopping malls, built to accommodate cars and their drivers. Corner grocery stores closed their doors as supermarkets became more common and people's grocery shopping habits changed. Economically stable and prosperous households either left the city altogether or got into their cars to do their shopping at suburban centers located in outlying areas.

Clearly, demographics and shopping habits have changed the landscape of commercial areas in Minneapolis remarkably. Today there are still strong niche markets of commercial services thriving in city neighborhoods. In some instances, more analysis, planning and discussion needs to occur in order to better understand how market forces work in city retail markets. When commercial uses are no longer thriving, other re-use possibilities, such as residential or office/service based businesses, should be considered. In other cases, the city and its partner development and regulatory agencies have experienced successes with existing programs targeting commercial development in the city. (See Maps 1.4.1 – 1.4.4)

Minneapolis will encourage reinvestment along major urban corridors as a way of promoting growth in all neighborhoods.

Implementation Steps

- Develop standards based on a recognition of the qualities that make urban corridors desirable, viable and distinctly urban, including; diversity of activity, safety for pedestrians, access to desirable goods and amenities, attractive streetscape elements, density and variety of uses and activity to encourage walking, and smaller scale architectural elements which add interest at the scale of the pedestrian.
- Designate certain streets as community corridors with the adoption of this Plan.

Community Corridors

The streetcar routes and the historic, traditional urban corridors they created remained long after the streetcars had disappeared. Some of these continue to bustle with commercial activity, formerly bustling commercial corridors remain even while they suffered often in varying states of economic decline as the mall became the shopper's main destination. While some of these corridors maintained their primarily commercial orientation in terms of the amount and intensity of land used for commerce, other streets retained a more residential character to them. Some of these corridors took on a distinct commercial presence at some locations, and transformed into more residential streets at other points along its stretch. The influence these streets have had on the city's development is considerable. Even when a historic streetcar-traveled street lost its predominantly commercial character, it remained an important corridor through the neighborhoods. The streets corridors have become physical and cultural pathways that link people to each other, to local institutions and to daily destinations such as work, shopping, school or home. Today, these important streets that run through the city's many communities connect neighborhoods, serve as a principal travel route for many residents and visitors, and are almost always characterized by their limited mixed use. These streets serve as community corridors. Commercial services do not overwhelm the character of these streets, but there are normally clustered solitary shops storefronts or services to be found along their lengths. These streets are also a source of pride and identity for neighbors: they both connect people and act as a definitive boundary for residents, workers and investors.

Minneapolis will capitalize on the assets of its historic urban corridors by focusing on specific community streets that connect neighborhoods, provide opportunities for increasing mixed uses and represent the best in urban, pedestrian environments.

Implementation Steps

- Designate a network of community corridors, as listed, where streets carry a moderate volume of automobile traffic, connect neighborhoods, have a primarily residential character and support a limited mix of land uses at specific intersections.
- Develop standards for the community corridors that utilize improved pedestrian amenities.

- Create a range of programs that encourage viable street life during both the day and night, resulting from mixed use along the streets, within the buildings and nearby in adjacent neighborhoods.
- Strengthen the residential character of community corridors by developing appropriate housing types that represent variety and a range of affordability levels.

The Future of Commercial Corridors

The aging of traditional commercial corridors throughout the city has sparked considerable revitalization and reinvestment efforts, with numerous neighborhood organizations devoting attention to the future of these areas in their respective Neighborhood Revitalization Program (NRP) Action Plans. Many of these corridors still function as a “backbone” in certain neighborhoods and continue to serve as focal points for resident activity, even if their commercial functions may be underutilized. The challenge is to cooperatively implement redevelopment and reuse ideas brought out by these plans and other specific corridor studies. The old streetcar trunk lines of Lake Street, Broadway Avenue, Central Avenue and Nicollet Avenue, among others, deserve innovative planning and investments. They continue to be the activity focus of Minneapolis’ communities Minneapolis’ great streets and their revitalization plays an important role in the strengthening of urban neighborhoods, particularly in areas where others amenities such as green space or lake access may be lacking.

Minneapolis will diversify and improve the character of commercial corridors to make them more of an amenity to neighboring residential areas.

Implementation Steps

- Designate a network of commercial corridors, as listed, where streets serve commercially zoned property, carry high volumes of automobile and transit traffic, and retain traditional urban form in the buildings and street orientation of businesses.
- Strengthen commercial corridors with alternative uses, such as mixed residential, office, institutional, as well as clean low-impact, light industrial, where compatible with surrounding neighborhoods.
- Address issues of parking, traffic, transit and circulation in commercial corridors in the same way that these issues are addressed in mixed use areas (see City Form).
- Develop economic development incentives for the rehabilitation, re-use and revitalization of older or historic commercial buildings and districts.

“The Re-Use of Neighborhood Commercial Districts In Minneapolis”

Major demographic and market changes have affected the City’s commercial areas. Loss of population and a relative decline in median income in many neighborhoods have resulted in less buying power among residents. The growth of suburban malls and the trend towards large specialty and discount stores, coupled with increased reliance on the use of automobiles, have siphoned retail expenditures away from neighborhood commercial areas. One result of these changes is that many areas of the City have an oversupply of commercial space. The major challenges to addressing the City’s

commercial areas involve accommodating recent changes in the commercial marketplace by promoting the adaptive reuse of commercial buildings, ensuring a healthy mix of goods and services for City residents, and maintaining and improving compatibility with surrounding areas. Other key issues include preserving the urban and pedestrian character of our commercial areas, and balancing this with the need to provide off-street parking, and assisting smaller merchants and property owners to organize and jointly develop marketing, physical improvement and parking programs.

City Policy on Commercial Areas

As the household demographics, neighborhood purchasing power and dynamics of urban retail markets change, the retail options available in the city become increasingly diverse. The viability and importance of small and medium sized retailers in meeting local demands remains strong, while the presence of warehouse-style discount stores will continue to be a driving market force. From neighborhood scale shopping to auto-oriented grocery and household goods retail to specialized and department store retail in Downtown Minneapolis, the city's population, diversity and size is large enough to support a broad range of retail environments. The niche of retailing that meets the length and breadth of consumer demand can often find a good fit in the city, close to its market, its labor force, and transportation networks. Yet the inheritance of older, streetcar-oriented neighborhood commercial areas poses both a challenge and an opportunity for neighborhoods.

As a result, **Minneapolis will continue to provide a wide range of goods and services for city residents, to promote employment opportunities, to encourage the use and adaptive reuse of existing commercial buildings, and to maintain and improve compatibility with surrounding areas.**

Implementation Steps

- Provide for a range of commercial districts that provide the services required by the residents and businesses.
- Plan, implement and monitor projects and programs that encourage and support the city's neighborhood commercial areas.
- Encourage the economic vitality of the city's commercial districts while maintaining compatibility with the surrounding areas.
- Maximize the effectiveness of city support services and continue to build successful partnerships with the business community, neighborhood groups and other interested parties.

Neighborhood-Scale Businesses

Minneapolis' neighborhood commercial areas continue to thrive where the population in surrounding neighborhoods is stable. The degree of mobility and economic insecurity experienced by neighboring households can be a serious threat to the long-term prosperity of any neighborhood commercial area. These areas are typically comprised of a handful of small and medium sized businesses focused around one intersection that primarily serves the needs of the immediate surrounding area, although they may well also contain specialty stores that serve as a regional client base. Neighborhood businesses improve their chances of financial backing if income levels in a particular

neighborhood are above average and the area obviously has the financial capacity to purchase the product or service that the business offers. In other neighborhoods where income levels are lower, local businesses struggle with lesser degrees of support from the investment community. In certain cases, these neighborhoods have a real need for local services because of the number of residents without automobiles and thus without ready access to regional shopping locations. By extension, these neighborhoods may well display more localized spending patterns that improve the potential viability of well-run, well-marketed neighborhood businesses. Identifying what these businesses need to succeed and helping them connect with their client base will go a long way to ensuring the continued viability of many of these neighborhood-scale commercial areas.

The health and prosperity of neighborhood commercial areas varies widely throughout the city. As the retail market changes, tailoring an approach to encouraging and promoting commercial services in neighborhoods requires further study from the city and related public agencies. The Minneapolis Plan has not designated all neighborhood commercial areas, in its text or its maps, because the city lacks the necessary understanding of the environment in which these commercial areas operate. One of the plan's directions is to provide this additional information so that the policy on commercial areas can be shaped by an assessment of existing conditions.

Minneapolis will develop a comprehensive approach to the analysis, classification and encouragement of commercial areas located throughout city neighborhoods.

Implementation Steps

- Develop a comprehensive approach to the analysis, classification and encouragement of a range of neighborhood commercial activities throughout the city.
- Maintain and strengthen the character and marketability of small-scale commercial areas throughout the city through technical and financial assistance to qualified neighborhood businesses, neighborhood based business associations and local development corporations.
- Continue to promote the creation of neighborhood based business associations and local development corporations where they will be most effective in promoting local business interests.
- Encourage coordination and communication between business associations and neighboring residents groups.
- Promote solutions to the problem of finding adequate parking in commercial areas that are most compatible with neighboring uses. These may include shared parking facilities for uses with different peak hours of operation, off-site parking or valet parking.
- Promote transit stops and bicycle parking and storage in neighborhood commercial development.
- Promote moderate density residential uses adjacent to selected neighborhoods serving commercial areas.

- Limit neighborhood commercial area expansion, but encourage rehabilitation and reinvestment maintenance of existing buildings to promote small business development and growth.
- Facilitate the redevelopment of underutilized commercial areas and promote their reuse as infill development, such as office or housing, while maintaining neighborhood quality.

Large Scale Auto-Oriented Commercial Centers

Minneapolis is an already-built city and relatively few locations remain where commercial centers that feature a number of small, medium and large sized stores can be accommodated. As residents, we make specific choices about the way we travel and where we shop. While some consumer-driven changes can be made to alter the normal pattern of the shopping choices we make, a large share of the market operates according to a set of rules governed by the household income statistics, geographical trade areas and economies of scale. Typically, the marketing formula calls for new construction at an extremely low-density, one story scale. Yet, the benefits of development such as this, in the form of job creation and an increase in the tax base, does not come without costs, in the form of land consumption, transportation impacts, or aesthetic blight.

When proposals for large scale community commercial centers emerge, **Minneapolis will work with developers to ensure that these large scale auto-oriented center developments are well served by transit and pedestrian travel, can support a cluster of compatible activities and are complemented by medium-density residential uses and an appropriate amount of public space.**

Implementation Steps

- Provide an environment of mixed residential, office, institutional and, where appropriate, small scale retail sales and services to serve as transitions between large scale auto-oriented commercial centers and neighboring residential areas.
- Work with developers and transit planners to provide high quality transit service to large scale auto-oriented commercial centers.
- Work with developers to ensure that these centers do not destroy the historic fabric of an area by requiring incorporating historic buildings when appropriate.
- Identify locations throughout the city for the retention and development of large scale auto-oriented commercial centers facilities.
- Designate large scale auto-oriented commercial centers as listed with the adoption of this Plan.

Downtown

In addition to its role as the primary employment center of the Upper Midwest region, downtown Minneapolis remains an important retail center in the city and region with more than 3.6 million square feet of retail space, much of it located in a concentrated retail district along Nicollet Mall. Growth has included the opening of four new retail centers during the 1980's, the renovation of a number of others and the complete redesign and refurbishment of the Mall in 1990. A vital retail atmosphere is maintained at street level along Nicollet and adjoining streets while four season comfort and convenience is assured through the connection of almost all facilities to the extensive system of skyways

the connect over 60 downtown blocks. A validated parking program provides low-cost parking to customers. Sales are generated by three primary markets with downtown employees generating about 40%, residents 45% and regional visitors about 15% of retail sales.

Minneapolis will enhance downtown's position as a regional retail center which provides a shopping experience that is entertaining and unique in the region.

Implementation Next Steps

- Provide a continuous retail presence in the retail district by requiring retail uses on both the street and skyway levels.
- Promote downtown as a unique shopping district that combines convenience and retail selection with an entertaining, elegant shopping experience.
- Encourage a variety of retail with diverse price points in downtown in order to serve a broad range of residents.

The Importance of Livable Neighborhoods

Businesses have always made decisions about their locational choice based on a wide consideration of factors such as maximizing efficiency in operations, the location of end markets, and the kinds of skills and talents found in the labor force. Just as important for deciding on the location of a home office or an assembly plant are a number of non-economic factors, such as the quality of housing and schools for employees' families, the adequacy and quality of transportation services and other public infrastructure, levels of personal safety and security, as well as community attitudes. Job and community wealth creation are inextricably linked to community development.

As an indicator of the relative health and livability of the city, the condition of Minneapolis' residential neighborhoods over time has proven to be an important measure of the city's prosperity. Livable neighborhoods create places that people choose to settle in. Livability suggests safety, beauty, the quality of available housing choices and affordability. These qualities should be present in all types of housing and be accessible to residents in every sector of the housing market.

Minneapolis will continue to be an attractive choice for new and existing businesses as long as the city can provide the basic building blocks of a healthy, prospering community. In order to maintain the city's strength and vitality, city services and actions must be targeted at making every city neighborhood a secure and attractive place in which to live and invest. The city must continue to devote careful attention to its decisions about public infrastructure, whether roadways or storm water management practices, with this goal in mind. The state of physical, publicly maintained infrastructure in city neighborhoods provides a foundation for citizens' private investments in the shape of time and money in their houses and community organizations. This partnership and commitment to the quality of Minneapolis' neighborhoods is critical to the future of our neighborhoods.

TRADITIONAL NEIGHBORHOOD DEVELOPMENT

Austin, TX – Traditional Neighborhood District, Criteria Manual

(Excerpts from <http://www.review.ci.austin.tx.us/tnd.defaulttnd.html>)

Introduction

1.1 Purpose of TND Criteria Manual

This criteria manual contains the administrative rules for a Traditional Neighborhood District (TND) and includes supplemental information and illustrations on the standards for planning, architectural design, streets and streetscapes, open space, location of utilities, drainage, and landscaping.

The standards established in this criteria manual should be used by the private sector in planning and designing a TND. These standards will guide the review and approval of the TND Development Plan, subdivision plats, infrastructure construction plans, and plot plans.

Development Criteria

A Traditional Neighborhood District has specific development characteristics that result in a compact, mixed-use, pedestrian oriented community.

3.2.1 Objective 1: Architectural Compatibility

Guideline A: A building must incorporate architectural styles, building materials, and colors used in surrounding buildings.

Guideline B: A building greater than one story should clearly delineate the boundary between each floor of the structure through belt courses, cornice lines, or similar architectural detailing.

Guideline C: Attached buildings within the same block must maintain consistent cornice lines in buildings of the same height within multi-family, townhome, non-residential, or mixed use structures.

Guideline D: In Mixed Residential Areas, rooflines must be pitched or gabled unless otherwise approved by the Director. Overhanging eaves must be provided to the greatest extent possible.

3.2.3 Objective 3: Integration of Uses

Guideline A: A building that is located on the periphery of the Neighborhood Center shall generally not exceed twice the height and massing of adjacent structures in the Mixed Residential Area.

Guideline B: A commercial or mixed-use building that is located within the Mixed Residential Area must integrate its appearance with the area and generally may not exceed twice the height and massing of adjacent structures.

Guideline C: The finished floor elevation of a townhome shall be a minimum 18 inches above sidewalk elevation to insure privacy for the occupants of the dwelling.

3.2.4 Objective 4: Encouragement of Pedestrian Activity

Guideline A: A parking lot must be located to the rear or side of the structure. If located at the side of the structure, the parking must be screened through the use of solid street walls or landscaping. Street walls should not exceed four feet in height.

Guideline B: Awnings, covered walkways, open colonnades, or similar weather protection must be provided by commercial structures.

Guideline C: A commercial use must provide a minimum 50 percent of the front façade on the ground floor as clear or lightly tinted windows, doors, or other treatments sufficiently transparent to provide views into the interior of buildings.

Guideline D: A residential structure with a front setback of 5 to 15 feet, must provide a front porch or stoop on the front façade of the structure. Minimum width of a porch is 4 feet.

Guideline E: Rear access from an alley is required unless otherwise approved by the Director. If driveway access is provided from the street, the garage or carport may not face the street, unless it is located a minimum 20 feet behind the front façade of the principal structure.

3.2.5 Objective 5: Buildings that relate to and are oriented toward the street and surrounding buildings.

Guideline A: The structure must be located at the required setback line.

Guideline B: The main entrance of a structure must face the street and be clearly articulated through the use of architectural detailing.

Guideline C: Windows and doors on the front façade of a building should create lines of sight between the building and the street.

4.1 TND Street Character

In a Traditional Neighborhood Districts, streets and streetscapes serve multiple purposes. These include movement of automotive traffic and transit vehicles, pedestrian and bicycle pathways, areas for public interaction, and areas for placement of street trees and landscaping.

Streets are designed to balance the needs of all users, and streetscape design is critical to this balance. The streetscape consists of sidewalks and amenities such as street trees and street furniture. Street widths are reduced to slow traffic and the network of interconnected streets disperses traffic and promotes efficient movement for all modes of transportation. Pedestrian activity is encouraged by providing wide sidewalks, on-street parking, and an appealing streetscape.

The street standards used within the different areas of a TND may vary depending on the proposed function of the roadway, the anticipated land use, the anticipated traffic load, and the desired character of the surrounding area. Special consideration should be given to street layout to minimize through traffic and the potential for inappropriate vehicle speeds. Recommended designs include limiting the length of through streets, introduction of a rotary or traffic circle, shifting of the street network through the use of T-intersections, or other similar techniques.

The following sections provide classifications, definitions, and illustrations of street and streetscape standards. Additional innovative street types may be permitted within a TND if approved by the Director.

4.2.2 Neighborhood Center Main Street

A Neighborhood Center Main Street is a primary commercial/retail street within a Neighborhood Center. A main street is the commercial spine for the TND and must be designed to encourage pedestrian activity. Adjacent land uses include retail, commercial, and mixed-use.

4.2.3 Neighborhood Center Avenue

A Neighborhood Center Avenue is a short thoroughfare, which connects important locations within a Neighborhood Center. Adjacent land uses include retail, commercial, mixed-use, and multi-family residential.

4.2.4 Neighborhood Center Alley

A Neighborhood Center alley is a narrow route providing business and residential access in the Neighborhood Center. Loading areas, trash collection, utility location, and access to parking lots are accommodated by the alley.

11.1 TND Approval Process

The TND approval process involves the creation of a series of plans and documents. These may require staff review, Planning Commission or City Council approval, or both. The following section describes the stages of approval, a brief description of the product and levels of review and approval.

11.1.1 Development Plan:

- Reviewed by staff
- Approved by Planning Commission and City Council
- Development Plan per the requirements of the LDC Section 13-9-13

11.1.2 Preliminary Subdivision Plan:

- Reviewed by staff
- Approved by Planning Commission
- Filed for the entire TND
- Land use allocation map required to be recorded as a separate document

11.1.3 Final Subdivision Plat:

- Reviewed by staff
- Approved by Planning Commission
- Conditions, Covenants and Restrictions (CCR's) establishing Property Owners Association
- Reviewed by staff and recorded
- Final Architectural Standards

11.1.4 Subdivision Infrastructure Construction Plans:

- Reviewed and Approved by staff

11.1.5 Building Permit/Plot Plan:

- Reviewed by staff
- Certificate of compliance with Architectural Standards from the Property Owners Association required prior to issuance of building permit.
- Plot plan required at the time of building permit submittal.

- Submittal requirements vary according to type of project.

11.2.1 Preliminary Architectural Standards

As part of the TND Development Plan the applicant shall submit preliminary architectural standards that apply to the project. At a minimum these standards shall address the following elements:

- **General Information:**
 - * Architectural Control Committee Composition
 - * Architectural Control Committee Review and Approval Procedure
 - * Architectural Character/Style(s)
 - * Regional or Vernacular Architectural Elements
- **Information Applicable to All Buildings:**
 - * Building Materials and Exterior Finishes
 - * Exterior Colors
 - * Rooflines and Materials
 - * Height and Massing
 - * Guidelines for Architectural Compatibility
- **Commercial or Mixed Use Buildings:**
 - * Proportions of Doorways, Windows and Other Openings
 - * Front and Corner Façade Treatments
 - * Awnings and Covered Walkways
 - * Architectural Elements to Insure Compatibility with Residential Uses
 - * Lighting
- **Residential Buildings:**
 - * Front Porches or Stoops
 - * Articulation of Main Entry
 - * Common Architectural Elements for Various Residential Uses
- **Open Space Character:**
 - * Architectural/Development Standards
 - * Landscape Standards
- **Street Space Character:**
 - * Streetscape Character
 - * Landscape Standards
 - * Plant List
- **Standards for Optional Workshop or Employment Center**
- **Standards for Variance Items**

11.2.2 Staff Review

The preliminary architectural standards will be reviewed for consistency with the design criteria of the TND Criteria Manual. Staff comments and any recommended changes will be provided to the applicant with the comment report for the Development Plan.

11.2.3 Planning Commission and City Council Review

As part of the Development Plan, the preliminary architectural standards will be reviewed by the Planning Commission and City Council. These standards will be approved as part of the TND zoning ordinance.

11.2.4 Final Plat

At the time of final plat the applicant shall record Conditions, Covenants and Restrictions (CCR's) which establish final architectural standards for the TND and establish an Architectural Control Committee. The final architectural standards shall be consistent with the preliminary standards submitted as part of the zoning ordinance.

11.2.5 Certification of Compliance

Prior to issuance of a building or construction permit, the TND Architectural Control Committee shall certify that the proposed development complies with the architectural standards.

11.2.6 Revisions

The preliminary architectural standards may be revised if the revisions meet the criteria of LDC Section 13-9-15.

Belmont, NC – Traditional Neighborhood Development, Design Standards and Provisions

(Excerpts from <http://www.ci.belmont.nc.us/Belmont/tnd.htm>)

4.11.1 INTENT

The purpose of this district is to allow for the development of fully integrated, mixed-use pedestrian oriented neighborhoods. The intent is to minimize traffic congestion, suburban sprawl, infrastructure costs, and environmental degradation.

Its provisions adapt urban conventions that were normal in the United States from colonial times until the 1940's and historically were based on the following design principles. All neighborhoods have identifiable centers and edges.

Edge lots are readily accessible to retail and recreation by non-vehicular means (a distance not greater than ¼ mile).

Uses and housing types are mixed and in close proximity to one another.

Street networks are interconnected and blocks are small.

Civic buildings are given prominent sites throughout the neighborhood.

4.11.2 DEVELOPMENT PROVISIONS

Minimum Development Size: 40 acres

Maximum Size: 200 acres (Tracts larger than 200 acres shall be developed as multiple Traditional Neighborhood Developments, each individually subject to all such provisions).

Maximum permitted densities and total number of dwelling units shall be established during the site-plan review process.

All TND development shall follow the preliminary and final plat procedures listed in the Belmont Subdivision Ordinance.

4.11.3 GENERAL DESIGN STANDARDS AND PROVISIONS

A. USE

1. The entire land area of the TND shall be divided into blocks, streets, and lots and optional natural or greenbelt areas.
2. Similar land categories shall generally front across streets. Dissimilar categories shall abut at rear lot lines. Corner lots which front on streets of dissimilar use shall be set back the same as the adjacent use with the lesser setback.
3. Large-scale, single use (conference spaces, theaters, athletic facilities, etc.) shall occur behind or above habitable street front space.
4. Uses permitted with conditions are uses which generate Significant Impacts on City and/or State services and infrastructure; Essential Services class 1, 2, and 3; and Service Station Garages and Fast Food Franchises. See Chapter 5 for provisions.
5. Prohibited uses: Any commercial use which encourages patrons to remain in their automobiles while receiving goods or services, except service stations; chemical manufacturing, storage or distribution as a primary use; enameling, painting or plating, except artist's studios; outdoor advertising or billboard as a principle use; carting, moving, or hauling terminal or yard; prisons, detention centers, or half-way houses; manufacturing, storage, or disposal of hazardous waste materials; scrap yards; mobile homes; kennels; sand, gravel, or other mineral extraction; and any use which produces the following adverse impacts: noise at a level greater than typical street or traffic noise, offensive vibration, emission of noxious solids, liquids, or gases.
6. Accessory structures may be used for rental housing on attached and detached home lots.
7. All uses shall be conducted within complete enclosed buildings unless otherwise specified.
8. Fences and Walls shall adhere to the provisions of Chapter 3 Section 3.4, unless otherwise specified in this Section.

B. LOTS & BUILDINGS

1. All lots shall share a frontage line with a street or square.
2. All buildings, except accessory structures, shall have their main entrance opening onto a street or square.
3. Stoops, open colonnades, and open porches may encroach up to 12 feet into front setbacks.

C. STREETS & ALLEYS

1. Streets shall provide access to all tracts and lots.
2. All streets and alleys shall terminate at other streets within the neighborhood and connect to existing and projected through streets outside the development.
3. There shall generally be a continuous network of alleys to the rear of lots within the TND.
4. The average perimeter of all blocks within the TND shall not exceed 1,350 feet. No block face shall have a length greater than 500 feet without a dedicated alley or pathway providing through access.
5. Utilities shall run along alleys wherever possible.

6. If provided, street lamps shall be installed on both sides of the street no less than 100 feet apart.
7. Rights-of-way and streets are encouraged to differ in dimension and each street shall be separately detailed (See Section 4.6 in the Belmont Subdivision Ordinance).
8. Steady and even build-to lines shall be established along all streets and public space frontages, determining the width desired for each street or public space. A minimum percentage build-out at the build-to line shall be established along all streets and public square frontages.
9. The long axis of the street shall have appropriate termination with either a public monument, specifically designed building façade, or a gateway to the ensuing space.

D. PARKING

1. Parking lots shall generally be located at the rear or at the side of buildings and shall be screened from the sidewalk by low walls, fences or hedges.
2. Parking lots and parking garages shall not abut street intersections or civic buildings, be adjacent to squares or parks, or occupy lots which terminate a vista.
3. Primary street frontages shall have no vehicular entries, for properties with another street frontage. Properties with a single-frontage on a primary street shall be limited to a maximum of two single lane-width vehicular entries separated by a minimum of twenty feet.
4. Adjacent parking lots shall have vehicular connections via an alley or internally.
5. On-street parking directly enfronting shall count toward fulfilling the parking requirement of that lot. One parking space credit shall be given for every space in front of the lot that is over 50% of the length of the parking space.

E. LANDSCAPING

1. Trees shall be planted within right-of-ways parallel to the street along all streets. (Exception: alleys)
2. Tree spacing shall be determined by species type. Large maturing trees shall be planted a minimum of 40 feet and a maximum of 50 feet on center. Small and medium maturing trees shall be planted a minimum of 10 feet and a maximum of 30 feet on center.
3. Large maturing trees, such as willow oaks, tulip poplars, and American beech shall generally be planted along residential streets and along the street frontages and perimeter areas of parks, squares, greenbelts, and civic structures.
4. Small maturing trees such as flowering dogwoods, crepe myrtles and aristocrat pears shall generally be planted along non-residential streets, interior portions of parks, squares, greenbelts, and civic lots.
5. Plantings in immediate proximity to buildings in front and side yards shall respect architectural lines (should be seen as extension of architectural walls).
6. Plantings toward the street shall respect the integrity of the street by not obscuring important buildings and respecting views to and from streets, porches, walks, and public open spaces.
7. Existing trees 18" in caliper or greater may count towards all tree requirements. All such trees not within a drive or building footprint after grading may not be cut without permission from the Zoning Officer.

8. All plantings shall be installed free from disease in a manner that ensures the availability of sufficient soil and water for healthy growth, and which is not intrusive to underground utilities.

4.11.6 SHOPFRONT DESIGN STANDARDS AND PROVISIONS

A. USE

1. Land designated as shopfront use shall contain residential and commercial uses.
2. At least 50% of the building area shall be designated for residential use.
3. Residential uses are not permitted on the ground floors of shopfront buildings.
4. A minimum of 2% and a maximum of 30% of the gross area of a neighborhood shall be designated for shopfronts.

B. LOTS & BUILDINGS

1. Buildings on shopfront lots shall have the façade built directly on the build-to line along at least 70% of its length. The unbuilt portion of the build-to line shall have a street wall directly upon it.
2. Buildings on shopfront lots shall have no setback from at least one side lot line.
3. Buildings on shopfront lots shall cover no more than 60% of the lot area.
4. The maximum height shall be 35 feet.
5. The minimum height shall be 26 feet.

C. STREETS & ALLEYS

1. Shopfronts shall have their rear lot lines coinciding with an alley at least 24 feet containing a vehicular pavement width of at least 10 feet.
2. Shopfront lots shall enfront on streets with a maximum right-of-way of 65 feet consisting of at least two 12 foot travel lanes, 8 foot parallel parking on both sides, and 12 foot sidewalks. Curb radius shall not exceed 10 feet.

D. PARKING

1. No less than 75% of the parking places shall be to the rear of the building. Access may be through the frontage only if the alley entrance providing access is not within 200 feet of the lot.
2. For shopfronts and workplaces, on-street parking directly enfronting a lot shall count toward fulfilling the parking requirement.
3. All shopfront and workplace streets shall have parallel or diagonal parking on street.
4. The required number of parking spaces may be reduced by demonstrating the possibility of shared parking.
5. The parking requirements may be suspended for select retail uses of 2,000 square feet or less, that portion of restaurant setting which is outdoors and adjacent to the street, for daycare, or for other uses which require encouragement.
6. There shall be one parking space per 300 square feet of building space for non-residential uses, and one per room of lodging, and per 2 bedrooms of residential use.

E. LANDSCAPING

1. Parking shall conform to Section 3.7.8 (B)
2. Loading, storage, and utility areas shall conform to Section 3.7.8 (C)
3. Sidewalks for shopfront lots shall not have a continuous band of planting separating the curb from the sidewalk.

4.11.9 BUSINESS DESIGN STANDARDS AND PROVISIONS

A. USE

1. Land designated for business use shall contain office, retail, light industry, warehousing, and gas stations.
2. A minimum of 5% and a maximum of 15% of the gross area of the neighborhood shall be designated for business.
3. Business uses shall be grouped together as follows: Office and retail may be grouped with shopfront buildings to form town centers. All other business uses shall be grouped together outside town and neighborhood centers.

B. LOTS & BUILDINGS

1. Business buildings shall not require setbacks from front or side lot lines.
2. Business buildings shall not cover more than 50% of the lot area.
3. Business lots shall be separated from other use types at the side and rear lot lines by a continuous masonry wall no less than 8 feet in height.
4. The maximum height shall be 35 feet.

C. STREETS & ALLEYS

1. Business lots may have their rear lot lines coinciding with an alley at least 24 feet wide containing a vehicular pavement width of at least 10 feet.
2. Shopfront lots shall enfront on streets with a maximum right-of-way of 65 feet consisting of at least two 11 foot travel lanes, one 10 foot central turning lane, 8 foot parallel parking on both sides, and 9 foot sidewalks. Curb radius shall not exceed 15 feet.

D. PARKING

1. There shall be one parking space per 500 square feet of building space, except for office use which shall have one per 300 square feet.
2. Off-street parking places may be to one side or to the rear of the building.

E. LANDSCAPING

1. Parking shall conform to Section 3.7.8 (B)
2. Loading, storage, and utility areas shall conform to Section 3.7.8 (C)

4.11.10 ARCHITECTURAL STANDARDS

Due to the mixed use nature of the development, architectural compatibility is necessary in order to visually integrate development and allow for proximity of varied uses. All residential uses shall conform to the standards detailed in section 3.3 (Neighborhood Center Residential)

Materials

1. All walls visible from public streets shall be clad in brick, cast concrete, stone, stucco, approved metal paneling (no more than 20% of a building wall), or material similar in appearance or texture.
2. Screening walls shall be made of materials which match the principle structure (if a structure consists of more than one material, the heavier material shall be used).

Configurations

1. Two wall materials may be combined (horizontally) on one façade. The heavier material must be below.
2. Maximum screening wall height shall be eight (8) feet. Barbed wire shall be allowed only in areas that are not visible from streets and public parking areas.
3. Roofs shall be flat.

Techniques

1. Stucco shall be float finish.
2. All rooftop equipment shall be enclosed in the building material that matches the structure or is visually compatible with the structure.

COMPREHENSIVE PLANS – COMMERCIAL COMPONENTS

Salisbury, NC – Strategic Growth Plan, Commercial Development Policies

(Excerpts from <http://www.ci.salisbury.nc.us/sal2000/policy5.htm#CommDevelop>)

In Salisbury, as in many cities across the country, new commercial development is oftentimes viewed by city planners and elected officials as the most challenging form of land use with which to deal. Residents participating in the public involvement process for the Strategic Growth Plan amplified this viewpoint. Concerns clearly expressed included an excess of strip commercial development, commercial encroachment into residential areas, the need for stronger buffering and landscaping requirements for commercial development, and the need for fewer driveways onto thoroughfares.

For the Salisbury Strategic Growth Plan all commercial land use types have been placed in one of five commercial categories. **Regional commercial centers** provide a broad range of goods and services offering comparison shopping and big ticket items such as furniture and appliances. Their trading areas can include the entire planning area and beyond. Regional commercial centers are heavy traffic generators and should be served by major thoroughfares. Because of the large numbers of people they employ, these commercial centers should also be located relatively close to significant housing areas.

Commercial community centers provide convenience goods and services to a smaller market than regional commercial centers. Their markets are intermediate between the neighborhood and the planning area. They should be encouraged to occur in a clustered fashion with planned, coordinated access to arterial streets. To reinforce their service to the community, these commercial centers should complement other community-oriented land uses such as schools, public parks and appropriate office developments.

Neighborhood commercial centers provide convenience goods and services purchased or used frequently, such as produce markets and Laundromats, to a small neighborhood area. Ideally, they occur in a tightly clustered configuration. Neighborhood commercial centers should be located so that all residential areas have easy access to convenience shopping facilities. However, they should be carefully controlled to prevent encroachment into residential neighborhoods. Additionally, care should be taken to prevent commercial activities with extensive market areas from locating around residential neighborhoods.

Highway oriented commercial uses provide goods and services to the traveling public and accommodate businesses which require extensive display and storage areas. Without proper safeguards, however, these areas may evolve into extensive lengths of strip commercial development containing a variety of business activities which are inappropriate and which result in traffic congestion, unsafe proliferation of curb cuts, and visual blight. Extreme caution should be taken to ensure that only those commercial

activities which are truly highway oriented locate in these areas. Although it is often difficult to develop highway commercial areas as a unit, concentrations of businesses, adequate parking provisions, provision for coordinated ingress and egress and attention to aesthetic factors should be encouraged. They should be located only on major thoroughfares and the number of driveways serving these areas should be limited.

Rural area commercial development is intended to include “crossroads” commercial development typically found in a rural or agricultural setting. Uses such as feed stores, farm supply stores, hardware, and small general stores would generally be compatible allowed within rural commercial areas be carefully screened to be consistent with the intent and character of this commercial category.

POLICY 5.1

Commercial development shall be encouraged to occur in *clusters or planned shopping centers* to minimize the proliferation of “retail strip” locations.

POLICY 5.2

Regional commercial centers shall be located adjacent to freeways, major arterials or mass transit routes; they shall contain or be adjacent to existing or planned concentrations of employment and housing.

POLICY 5.3

Community commercial centers shall be located adjacent to arterial highways and/or mass transit routes and contain or be adjacent to other community facilities such as schools, offices, or places of public activity.

POLICY 5.4

Neighborhood commercial centers should be located adjacent to a collector street and/or secondary street and near other neighborhood facilities such as schools and parks, and integrated into the design and circulation of the residential neighborhoods they serve.

POLICY 5.5

Highway oriented commercial uses shall be clustered along segments of arterial streets and contain land uses which are mutually compatible and reinforcing in use and design; they should be designed in such a way as to minimize signage, access points, and excessive lengths of commercial strip development.

POLICY 5.6

Rural area commercial development shall be limited to local convenience stores, farm supply stores, and generally accepted rural retailing establishments.

POLICY 5.7

Commercial uses shall be encouraged to develop by *consolidation and deepening of existing commercially zoned property*, only when such consolidation and deepening is compatible with adjacent land uses.

POLICY 5.8

Excessive *strip development* along the area’s through streets shall be prohibited. Commercial strip development shall be reduced and/or zoning should be made more restrictive when redevelopment opportunities permit.

POLICY 5.9

Effective *buffering and/or landscaping* shall be provided where commercial development adjoins existing or planned residential uses.

POLICY 5.10

Encroachment by new or expanded commercial uses into viable existing or planned residential areas shall be prohibited.

Walton County, FL – Comprehensive Plan, Neighborhood Commercial Future Use

(Excerpts from <http://www.southwalton.com/COMPLAN.html>)

Future Land Use Element Policies

GOAL L-1B: Implement the town and village concept in south Walton County that accommodates diverse economic development, environmental integration and an efficient growth pattern that combats sprawl and emphasizes sustainable, mixed use communities based on neighborhood design concepts; and

(3) **Neighborhood Categories:** The neighborhood concept is fundamental to creating walkable, mixed use, energy efficient communities in South Walton. Through the creation of Neighborhood Planning Areas, the County intends to preserve the sense of place and identity that is unique to South Walton and to promote neighborhood development. Development within Neighborhood Planning Areas will build upon the historical patterns of settlement in South Walton. Through infill development, expansion of existing neighborhoods, cooperative planning, and the use of traditional principles of community design, the goal of creating walkable, mixed use neighborhood communities in South Walton will be achieved.

(a) **Neighborhood Planning Areas:** Neighborhood Planning Areas (NPA's) consist of existing platted or vested development, unplatted vacant areas, infill areas, and small neighborhoods. Each NPA is depicted on the FLUM as a discrete land use category and shall be developed to conform to neighborhood design principles of having an identifiable center, edge, and maximum size. Neighborhood boundaries may be roads, water bodies, subdivision boundaries, concentrations of development or small parcels, or greenbelts. Greenbelts may be State Forest, State Park and Recreation, Conservation Residential lands or golf courses (18-hole par three or championship courses).

There are four (4) project types allowed within the NPA land use category: (a) Residential Preservation (RP) Area Projects, (b) Infill (IF) Projects, (c) Small Neighborhood (SN) Projects, or (d) Traditional Neighborhood (TN) Projects. Each NPA project, regardless of type, shall be based, at a minimum, on the standards established in this section for the project type, or can be based upon a more specific Neighborhood Plan that conforms to the requirements stated herein.

1. General Regulations and Requirements Applying to All Development Projects within a Neighborhood Planning Area.

- a. **Neighborhood Plans.** The County encourages the preparation of neighborhood plans to guide development within NPAs. To facilitate development based upon neighborhood plans, the County shall establish a Neighborhood Planning Program. Plans for existing neighborhoods shall actively involve residents in plan preparation. The county also encourages the development of neighborhood associations to act as catalysts in the on-going Neighborhood Planning Program for existing neighborhoods. Each neighborhood, existing or proposed, shall have a plan based on a distribution of uses appropriate to its location, the natural environment, existing neighborhoods, the actual combination of uses, maximum density and compatibility of uses. The neighborhood plan shall, at a minimum, address the following:
 - i. Minimum and maximum lot sizes.
 - ii. Setbacks, build-to-lines and lot coverage.
 - iii. Use mix for commercial and workplace, by size and location.
 - iv. Street widths and block sizes.
 - v. Parking requirements.
 - vi. Landscape and architectural controls
 - b. **Densities** – The allowable densities within the NPA vary, depending upon
 - i. Minimum and maximum lot sizes.
 - ii. Setbacks, build-to-lines and lot coverage.
 - iii. Use mix for commercial and workplace, by size and location.
 - iv. Street widths and block sizes.
 - v. Parking requirements.
 - vi. Landscape and architectural controls
 - c. **Compatibility** – The compatibility of new development within existing neighborhoods shall be considered as part of any proposal for development within an NPA. Neighborhood Plans shall establish a specific combination and quantity of uses according to existing conditions, in effect preserving the existing character and ensuring compatible new development. New infill development (i.e., parcels 10 acres or less) is restricted to residential uses compatible in density, setback and height to existing residential. Unless developed as part of a detailed neighborhood design, no new commercial or workplace uses shall be established within a 250-foot buffer around Residential Preservation Areas within a NPA, except for Mixed Use Centers or Light Industrial land use areas designated as such on the FLUM. New residential projects over 2 stories shall be set back 50 feet from any Residential Preservation Areas that consist primarily of 1 or 2 story dwellings.
4. In addition to the foregoing general requirements, the Density, Mix, and Standards for each specific type of Development Project allowed within an NPA are as follows.
 - a. **Residential Preservation Areas (RP):** Residential Preservation Areas consist of previously existing platted subdivisions and approved development projects which are vested or built out, or existing platted subdivisions that have infrastructure in place and are substantially sold and developed. Development within RP areas is limited to the type (residential, commercial, workplace, etc.), density, and intensity of development that is shown in the approved plat or development order. Unless specified otherwise on a previously approved development order, the land use within an area designated RP shall be one (1) dwelling unit per platted lot. Future development within an RP may proceed in accordance with the plan or development order, as originally approved. RP

project areas are identified as part of the County's Future Land Use Map series, and are adopted as discrete land use categories within the NPA.

- b. **Infill Projects (IF):** Infill development generally consists of unplatted or vacant parcels of land surrounded by development on three or more sides, where the size of the undeveloped infill parcels is 10 acres or less for the total Infill area.

IF project areas are identified as part of the County's Future Land Use Map series, and are adopted as discrete land use categories within the NPA.

In addition to the general criteria for all development projects within an NPA provided above, Infill Projects are also subject to the following:

- i. New development must show its place within the neighborhood it infills, including the neighborhood's ultimate size, boundary and center, and shall be functionally related to the existing pattern of development and be compatible with that development.
- ii. Uses shall be confined to residential and public uses. The average density and setbacks shall conform to the abutting area being infilled. Civic uses are not required but may be approved by the County with a detailed plan and a demonstration of need.
- iii. Commercial uses are prohibited, except as an extension of an existing commercial use, subject to a detailed plan, including buffers, interconnections, abutting uses, scale and character.
- iv. Workplace is prohibited.

- c. **Small Neighborhood (SN) Projects:** Any proposal for a Small Neighborhood within a designated NPA must be based upon a specific plan and must be consistent with an adopted Neighborhood Plan, if available. SN project areas are identified as part of the County's Future Land Use Map series, and are adopted as discrete land use categories within the NPA. The SN must identify whether the proposed development is infill or new development, and it must identify its place within the Neighborhood Plan. In addition to the general criteria for all development projects within an NPA provided above, Small Neighborhoods are also subject to the following requirements:

- i. Parcel size may range from more than ten (10) to less than forty (40) acres.
- ii. Residential densities and unit types can be mixed subject to the bonus provisions of Policy L-1.1.2 of this Element.
- iii. Civic uses are allowed and public uses are required.
- iv. Commercial uses are allowable, limited to neighborhood-serving retail and services; FAR shall not exceed 0.5; the area may not exceed ten (10) percent of the project acreage; residential units may occur over the commercial and are encouraged.
- v. Workplace is prohibited, except as an extension of an existing use, subject to a detailed plan approved by the County. The detailed plan shall include buffers, interconnections, abutting neighborhood uses, scale and character.

- vi. To prevent strip commercial development, commercial uses shall only be located within 330 feet of existing commercial uses, or commercial use locations in an approved Neighborhood Plan, or the boundary of a Mixed Use Center FLUM category.
- d. **Traditional Neighborhood Development (TND) Areas:** Traditional Neighborhoods are allowed and encouraged within the NPAs designated on the FLUM, which are not designated for RP, IF or SN. TND project areas are identified as part of the County's Future Land Use Map series, and are adopted as discrete land use categories within the NPA. This land use category consists of areas where the size of vacant parcels range from 40 to 160 acres. The Traditional Neighborhood mixes various distributions of the land uses, as set forth below.

All development other than a conventional subdivision within TND areas shall comply with the Traditional Neighborhood land use and design standards established in this section, and with Traditional Neighborhood Development standards adopted as a part of the County's Land Development Code. New TND projects which propose developing structures greater than two stories in height shall, at a minimum, be set back 50 feet from the adjoining Residential Preservation Area boundary. These buffer requirements may be modified by the County Commission, if the County has adopted TND standards as a part of the Land Development Code, which include provisions addressing requirements for public notice and participation and compatibility review for reductions in this buffering requirement.

Traditional Neighborhood plans must, at a minimum, be consistent with the uses, percentage distribution, and location requirements as set forth in this section.

Any project designed as a Traditional Neighborhood Development must be connected to central water and sewer. A TND project shall have a base density of four (4) units per acre. To encourage development of TND projects, a TND project may be developed at a density up to ten (10) units per acre, if developed in conformity with the bonuses provided in Policy L-1.1.2 of this element.

The following general regulations and requirements apply to all TND projects:

- i. Each TND project shall have its own plan based upon the criteria adopted for South Walton as part of the County's Land Development Code. At a minimum, each plan shall address the following:
 - a) Minimum and maximum lot sizes.
 - b) Setbacks, build-to-lines and lot coverage.
 - c) Use mix for commercial and workplace, by size, location, and identification of the specific types of uses allowed.
 - d) Street widths and block sizes.
 - e) Parking requirements.
 - f) Landscape and architectural controls.

- ii. Regardless of use, mix or size, Traditional Neighborhoods share several characteristics that enable them to be compact, and transit and pedestrian friendly. Streets terminate at other streets in an interconnecting network. On-street parking is encouraged on all local streets to distribute parking and to buffer pedestrian sidewalks. Block perimeters average no more than 1600 feet. Block lengths exceeding 500 feet provide a pedestrian path crossing; blocks with lots of 50' width or less have alleys. Similar land use categories face across streets; dissimilar land uses abut at rear lot lines. Lots and buildings front and have entries on streets or squares.
- iii. In addition to the foregoing, and Traditional Neighborhood Development plan must be based upon a mix of the following uses:
 - a) Public Use
 - b) Civic Use
 - c) Commercial Center:
 - 1) Buildings of a neighborhood scale or character primarily for business uses, such as retail, services, entertainment, restaurant, club, office, medical, artisanal, limited lodging, and residential use.
 - 2) At least 25% of the building area is designated for residential use, unless the site is less than two (2) acres.
 - 3) Requires a minimum of 2%, or one (1) acre, and a maximum of 20% of the project area, based on a forty (40) acre increment minimum.
 - 4) Requires front streets with parallel parking and sidewalks a minimum of 10' wide.
 - 5) Off-street parking is to the side or rear of the buildings and may be shared with other uses as defined in the Land Development Code.
 - 6) Limited lodging is a bed and breakfast in a single building which is residential in character.
 - 7) Heights may not exceed four (4) stories.
 - 8) Entertainment and recreational uses such as sportsclubs, fitness centers, dance schools, small theaters, small taverns and similar uses, but with no outdoor broadcasting or music.
 - 9) Commercial development which is located within the Scenic Corridor shall adhere to the Scenic Guidelines instead of 1), 3), and 4).
 - d) Workplace:
 - 1) Buildings for uses such as offices, artisanal, custom fabrication of home furnishings, clothing and clothing accessory manufacture, assembly of small household and business equipment, repair and service of household goods and small business equipment, office/warehousing, and neighborhood scale and neighborhood character. There shall be no outdoor storage, bulk storage, or storage of hazardous materials allowed. Such uses shall only be allowed if they re of a neighborhood scale and neighborhood character. There shall be no outdoor storage, bulk storage, or storage of hazardous materials allowed. Such uses shall create no off-site impacts with regard to noise, particulate matter, vibration, odor, fumes, glare and fire hazard.

- 2) Allows a minimum of 1% and a maximum of 25% of the project, subject to a detailed TN plan.
- 3) Off-street parking is to the side or rear of the buildings.
- e) Small Apartment Buildings and Townhouses
- f) Single Houses
- g) Village-Scale Projects: A Village-Scale project is one that is greater than one hundred sixty (160) acres and is subdivided into more than one (1) neighborhood. Two (2) to three (3) neighborhoods, autonomous by identity and boundary, make a Village. All development projects that are greater than 160 acres in area shall be divided into neighborhoods, so that no neighborhood is greater than 160 acres, and each neighborhood shall meet the land use and design requirements for a Traditional Neighborhood.

Annapolis, MD – Comprehensive Plan, Commercial Land Use and Urban Design

(Excerpts from <http://www.annapolis.gov/~city/compfrm.htm>)

Land Use – Chapter 4

4.1 Overview

Current land use in Annapolis reflects the City's development from its historic roots in the late seventeenth century as a colonial settlement and seat of government. Francis Nicholson's 1696 plan for the new capital established the City on the north bank of Spa Creek where it joins the Severn River, an area that still functions as Annapolis' center. For much of its existence, the City's boundaries were limited to the area defined by the Nicholson plan. As late as 1951, the City occupied a relatively small area between Spa and College creeks (Figure6). Between 1951 and 1961, Annapolis more than quadrupled in size through annexation, expanding outward into the surrounding countryside.

Additional annexation has occurred at the periphery of the City since 1961, although at a more moderate pace than in the previous decade. In contrast to the pre-industrial era origins of the historic core, land use in the newer areas of the City has been shaped by the emergence of the automobile as the dominant mode of transportation.

Annapolis' clearly defined land use pattern – structured around an historic downtown, diverse residential neighborhoods, and the commercial and institutional spines of West Street and Roscoe Rowe Boulevard, respectively – is a source of strength for the City. This strength is reinforced by the distinct identities and active citizen organizations of many of the City's neighborhoods.

Issues:

- As is typical of communities throughout the United States, the land use pattern of Annapolis outside of the historic core has been shaped by the automobile and provides relatively limited opportunities for local access to jobs, shopping, and other destinations.
- There is a continuing need to manage the relationships between residential neighborhoods and non-residential uses such as the maritime and visitor industry.

- Because of the scarcity of vacant property in the City, and significant new development (as opposed to redevelopment) is dependent upon annexation of land on Annapolis Neck west of Forest Drive. Because jurisdiction over the Forest Drive corridor is shared by the City and County, the current development pattern consists of isolated developments shaped by piecemeal annexation.
- The Subdivision and Zoning Regulations are difficult to work with and in need of updating.

4.2 Goals and Policies

Goal

Promote a future land use pattern that reinforces the objectives of the Comprehensive Plan by:

- Reinforcing neighborhood vitality and quality of life.
- Supporting sustainable economic activity.
- Preserving key historic and natural resources.
- Promoting multi-modal transportation, including alternative access modes such as walking and bicycling.
- Retaining human scale as an essential component of the future urban design of Annapolis

Policies

4-1. Maintain a healthy, balanced pattern of residential, commercial, industrial, maritime, public/institutional, and recreation/open space uses in Annapolis. Figure 9 illustrates the recommended Future Land Use Plan for Annapolis. This plan builds on Annapolis' existing land use pattern as a basis for achieving the Comprehensive Plan vision of healthy neighborhoods, a prosperous economy, and splendid physical setting. To accomplish this, coordinated regulations, policies, and programs should be used to encourage or sustain "mixed use centers" as well as residential, commercial, light industrial, maritime, public/institutional, and recreation/open space uses. These programs will include numerous initiatives that have been implemented by the City over the last decade, such as the maritime zones, mixed use zoning in the Inner West Street Corridor, and conservation overlay districts in the downtown.

Mixed Use Centers:

A major focus of the Future Land Use Plan is to promote "mixed use centers" as focuses of neighborhood activity. Nine areas are proposed for recognition as mixed use centers:

- Bay Ridge Avenue/Eastport
- Bay Ridge Avenue/Hillsmere
- Central West Street
- Downtown
- Eastport
- Forest Drive
- Inner West Street
- Outer West Street
- Severn Avenue/Sixth Street

- West Annapolis

The mixed use center concept is discussed in detail in Policy 4-3 below.

Commercial Uses

A balance of commercial activities, including retail and office uses, is essential to maintaining a vital community with local access to shopping and employment. The proposed mixed use centers, including areas such as the downtown and parts of West Street, Eastport, and the Forest Drive corridor, are designed to provide a major focus for neighborhood-serving retail and office uses in Annapolis (see Policy 4-3). The Future Land Use Map (included in the print version) delineates additional areas for commercial uses, including:

General Commercial. This category includes “heavy” automobile-oriented uses, such as automobile sales and repair, serving both City residents and residents of nearby portions of the County. While these uses are a valuable part of the local economy and contribute to the City’s tax base, they tend to be associated with traffic congestion and a relatively unattractive streetscape. General Commercial uses should continue to be limited mostly to the Business Corridor Enhancement (BCE) zone along Outer West/Chinquapin Round Road and the General Business (B-3) zone along Central West Street. The City should work with property owners in these areas to improve the appearance of the streetscape and to identify opportunities for creative “replanning” to improve access and promote site-specific economic development. Portions of these areas are located within proposed mixed use centers.

Community and Convenience Commercial. Uses in this category provide for the regular shopping needs of Annapolis residents. Ideally, these uses should be distributed so as to be within walking distance (or a short vehicle trip) of all neighborhoods, to reduce the need for longer vehicle trips within the City or to the Parole area in Anne Arundel County. Community and convenience commercial uses should be provided in the following areas:

- Mixed use centers, which are intended as the major focus for this type of use.
- Other areas currently zoned for convenience or community shopping. To prevent future strip development, additional areas should not be zoned for these uses except under special circumstances.
- Areas zoned for other uses where a demonstration can be made that community or commercial uses are needed to serve neighborhood needs (e.g., to provide easy pedestrian access to shopping). To allow compatible commercial uses in these areas, the City should consider adopting “floating zone” provisions with clear performance standards addressing issues such as the conditions under which the change in zoning will be allowed, impacts on adjacent land uses, etc.

Office. It is intended that future office uses in the City be largely accommodated in the proposed mixed use centers, particularly Inner West Street. Other areas currently zoned for office, such as the Professional Office and Professional Mixed Office zones, will continue to be available for this use. As with community and convenience commercial,

office uses should be distributed throughout the City to facilitate local access to services and jobs.

Industrial Uses: Industrial uses, such as manufacturing, are a small part of the Annapolis economy. The current industrial zones – located north of Outer West Street and east of Chinquapin Round Road – accommodate a variety of light industrial and heavy commercial uses, such as warehousing and distribution, automobile repair shops, printing establishments, and flexible office space. These zones should be maintained and opportunities sought to attract compatible light industry.

Institutional Uses: The strong presence of public and institutional uses in Annapolis should be maintained because of their importance to the City's identity and economy. Because private institutions generate significant demands for City services, parking, and commercial enterprises such as lodging and restaurants, it is essential that their plans and programs be coordinated with those of the City.

4-3. Implement regulatory and policy changes to reinforce mixed use development in designated locations as centers of neighborhood and community activity.

By definition, a mixed use development consists of several types of activity each of which could function independently, but that would benefit from proximity to one another. For the purposes of the Comprehensive Plan, mixed use centers should be designed to achieve two primary objectives:

1. Provide a focus for new development and redevelopment in the City, consistent with protecting the character of adjacent residential areas.
2. Enhance the vitality of surrounding neighborhoods through the provision of identifiable centers of community activity such as shopping, work, recreation, and meetings.

Mixed use centers should have the following characteristics:

- A mix of uses, including community retail, office, and higher density residential than the surrounding area. The mix could involve different uses located next to each other and/or together in a single building (e.g., residential apartments over ground floor retail).
- Urban design amenities (pedestrian facilities, landscaping, public spaces, etc.) to create recognizable, pedestrian friendly activity centers.
- If possible, schools and other community-serving facilities as part of the mix of uses.
- Convenient vehicular and pedestrian/bicycle access from surrounding neighborhoods.
- Transit service.

The development of mixed use centers should be encouraged through the enactment of zoning/regulatory changes to facilitate mixed use development, coordination with transportation policy to ensure multi-modal access, public facilities planning, and urban design improvements to create readily identifiable centers linked to adjacent neighborhoods. In addition, fiscal incentives and programs (deferral of capital facilities

fees, revitalization tax credits, etc.) can be used to encourage development in areas such as Inner West Street.

Nine mixed use centers are designated on the Future Land Use Map. In some cases (e.g., West Annapolis), these designations recognize existing neighborhood centers whose function should be continued and strengthened. In other cases (e.g., Forest Drive/Bywater) a more proactive approach is required to encourage a functioning mixed use center.

4-4. Develop and implement a process encouraging local residents to develop plans for their neighborhoods.

The neighborhood planning process is based on the premise that neighborhoods are best equipped to evaluate their strengths and needs. Initiated and led by the residents of individual neighborhoods, this process would consist of the following steps:

1. **Neighborhood Self-Evaluation.** This step involves identification of the boundaries of the neighborhood, followed by an assessment of neighborhood strengths, concerns, and issues that should be addressed in the plan.
2. **Neighborhood Action Plan.** This step involves formulation of a plan of action to address the issues identified in the self-evaluation phase. In formulating the plan, residents will draw upon a “toolkit” of neighborhood improvement actions developed as a resource by the Department of Planning and Zoning.
3. **Implementation.** This step involves the implementation of the plan through coordinated action by neighborhood residents and the City. To be successful, the neighborhood plans will require the active involvement of residents in initiatives such as fund raising, organizing special events, and mobilizing volunteers for maintenance and improvement projects. City involvement could include such actions as regulatory changes and targeting of funds for physical improvements.

The City’s role in developing neighborhood plans will be as follows:

1. Initiate an outreach program to neighborhoods to educate them about the availability of the planning process as a vehicle for neighborhood self-improvement.
2. Prepare a “toolkit” of neighborhood improvement actions as a resource for plan development. Residents would be able to select actions from this toolkit that they feel are appropriate to their neighborhoods. Examples of the items to be included in the toolkit include:
 - Physical improvements (new/improved curbs and sidewalks, landscaping, lighting, opening of local streets or other actions to improve neighborhood mobility, etc.)
 - Enhanced community facilities and services (use of schools or other governmental facilities for neighborhood programs and events, community policing, etc.)
 - Regulatory changes (special overlay districts or design guidelines to preserve neighborhood character, mixed use options to promote neighborhood-serving commercial development, etc.)

- Financing mechanisms (grant and low-cost loan programs, tax credits, special improvement districts, etc.)
3. Act as a technical resource to the neighborhood group preparing the plan. This will involve supplying background data and maps, providing context regarding the relationship of the neighborhood plan to the Comprehensive Plan and other City-wide programs and initiatives, and facilitation and support during the planning process.

Urban Design – Chapter 10

10.1 Overview

Urban design is defined as the discipline that describes and evaluates the characteristics and interrelationships of all elements of the three-dimensional form of the urban environment, and develops design guidelines as well as designs for their improvement. Quality urban design is essential to maintain the attributes that make Annapolis such a unique and special place. This fundamental principle applies both to the design of the public environment, as expressed through elements such as City buildings, streetscapes, parks, and plazas, and to the City's policies and regulations for private and institutional developments.

Annapolis is remarkable for its splendid natural setting and the human scale and historic character of its built environment. The City's urban design framework is defined by four fundamental components:

- Water (the Chesapeake Bay, Severn River, and tidal creeks)
- The historic/institutional core
- Surrounding neighborhoods
- Major gateway entrances to and corridors through the City

Special urban design elements:

- Major landmarks (the spires of Saint Anne's and Saint Mary's Churches, the cupolas of the State House and Naval Academy Chapel, and the Naval Academy stadium)
- Key views of the downtown skyline
- Street-end parks
- The "Central Activity Zone" of the historic/institutional core, consisting of City Dock and Market Place

Neighborhoods

The predominantly residential area surrounding the historic/institutional core comprises most of the City's land and population. This area contains a variety of neighborhoods, many of which have distinctive identities derived from consistent physical characteristics and well-defined boundaries.

Closes to the core, the older neighborhoods of Eastport and Murray Hill have interconnected street networks and a pedestrian scale reminiscent of the downtown. Established neighborhoods adjacent to the major corridors extending from the historic/institutional core – West Street, Rowe Boulevard, and to some extent, Bay Ridge

Avenue – are also mostly characterized by a grid or modified grid street pattern, although often with dead-end streets that end at natural or man-made barriers and/or do not connect to adjacent developments. The most recently developed parts of the City furthest from the core – in particular on both sides of Forest Drive – have a very different development pattern, typified by curvilinear streets ending in cul-de-sacs. In contrast to the predominantly single-family character of the rest of the City, many of these developments consist of multi-family units (apartments or condominiums).

Issues: For most outsiders, the image of Annapolis as a city is defined by its historic and institutional core. The remainder of the City would benefit from urban design improvements designed to enhance neighborhood identity and physically tie together Annapolis as a whole.

Although parts of Annapolis retain characteristics evocative of a small town, recent development patterns favor the automobile and isolate residential neighborhoods from shopping, jobs, and each other. Forest Drive and Outer West Street are examples of this trend.

10D-1. Target urban design improvements to selected residential areas as part of a strategy to encourage private investment in neighborhoods. Examples of improvements that could be implemented by the City to enhance the physical environment of residential neighborhoods include sidewalk and pathway linkages to mixed use centers and community-serving facilities, lighting, street trees, and signage. These improvements should be targeted to selected neighborhoods based upon their need for improvements to enhance quality of life and/or their potential for private investment. The improvements should be identified as part of the neighborhood planning process.

10D-2. Expand the Greenscape program and link it to the neighborhood investment strategy. The Greenscape program is an annual event, linked to Earth Day, devoted to cleanup and planting projects by volunteer residents. This program should be evaluated to determine if it could have a longer duration (i.e., continuing through the year rather than being a one-day event) and a broader range of initiatives (e.g., encouraging local groups to “adopt” a park or public space). An expanded program could mobilized private sector resources in support of the neighborhood investment strategy, for example, by enlisting local businesses to contribute funds and/or materials towards neighborhoods improvement projects.

10D-3. Establish design standards for appropriate new forms of residential and mixed use development. As part of a comprehensive revision to the Subdivision and Zoning Regulations, new site design standards should be established for: 1) mixed use development in designated center locations and 2) flexible residential development on infill sites within existing neighborhoods. These standards should encourage development that replicates the traditional, pedestrian friendly pattern of some of Annapolis’ older neighborhoods and commercial areas. Safeguards should be incorporated to protect the character of surrounding neighborhoods.

Multnomah County, OR – Land Use Location Policies, Commercial Location

(Excerpts from http://www.multnomah.lib.or.us/trans/lup/framework/land/fp_27.html)

Urban East Multnomah County is predominantly residential with supportive commercial and limited industrial development. The unincorporated urban areas must export their residential labor force, as less than 30 percent of the local wage earners have local employment opportunities. Retail trade activities are the largest single sector provider of local jobs, 29 percent, and account for 28 percent of all the business establishment.

Spanning in a wide range of activities such as retail stores, business and professional services, hotel/motel operations restaurants, theaters and gas stations, commercial firms are the source of consumer goods and services for the public. Their locational, market area and site requirements tend to be as diverse as the mix of activities. In common, these firms are generally dependent upon visibility for customer attraction, and prefer locations with heavy traffic flows. While some activities, such as grocery stores, act as magnets and can afford to be freestanding structures, others are dependent upon adjacency or structural attachment to magnets. The clustering of commercial uses creates economies of scale and agglomeration, potentially reducing construction, operation and advertising costs, while increasing sales volume per square foot of gross leaseable area (GLA).

The availability and accessibility of consumer goods and services enhances a community's economic base and livability. Commercial activity centers can also adversely affect the community by having obtrusive buildings, flashing signs, noise levels, lighting, traffic patterns that are detrimental to the quality of life in adjoining residential areas, and ingress and egress points, which can create traffic congestion and hazards. Locational opportunities for siting and expanding commercial firms must meet the needs of establishments for profitable locations, needs of the community, for consumer goods and services, and needs of public for orderly development and efficient provisions of public services and facilities.

Intent

The intent of this policy is to:

1. Locate commercial activities in centers that are planned and developed as a unit related in location, size and type of shops to the trade area to be serviced and to create aesthetically attractive community focal points.
2. Prohibit the expansion of strip commercial and provide for the redevelopment of strip commercial areas;
3. Locate uses unsuited to shopping centers in specialized use campuses, such as vacation home or automobile sales campuses;
4. Provide for tourist commercial uses in clusters at highway interchanges or in areas with special tourist attractions;
5. Provide for home occupations and small business in community areas to assist in developing new business opportunities and to increase convenience to residents;
6. Reduce traffic both in terms of the length of vehicular trips and the total number of trips;

7. Increase convenience by providing opportunities for one-stop shopping and for comparative shopping.
8. Increase business opportunity by locating highly visible commercial sites that are appropriate to the goods offered;
9. Minimize adverse impacts on adjacent development through site location and design standards; and
10. Reduce crime through design and site location based on the principles of defensible space.

The County's policy is to:

- A. Improve the availability and accessibility of consumer goods and services by supporting the location and scaling of commercial development to meet the needs of the community and to reinforce community identity.
- B. Encourage commercial activity expansion and siting at locations which will reinforce orderly and timely development and provision of public facilities and services.
- C. Encourage land use development patterns which support the efficient use of existing commercial districts and modes of activity.
- D. Maintain a vacant and redevelopable, buildable land inventory responsive to the locational and siting needs of commercial enterprises.
- E. Use the following estimates as indicative of the market area population and site size typical of the following scales of commercial development:

MARKET AREA POPULATION AND SITE SIZE IN COMMERCIAL DEVELOPMENT

Scale	Market Area Population	Site Size
1. Super-Regional	375,000-500,000	50+ Acres
2. Regional	125,000-375,000	15-50 Acres
3. Community	37,500-125,000	5-15 Acres
4. Neighborhood	3,500-37,500	0.5-5 Acres
5. Local Isolated	Variable	< 0.5 Acres
6. Home Occupation	Variable	Same as Residential
7. Land Extensive Commercial Districts and Uses		5-10 Acres

- F. Classify commercial developments according to their function, tenant/tenant mix, and scale of operations, as follows:

FUNCTION, TENANT/TENANT MIX & SCALE OF OPERATIONS			
Scale	Intent and Purpose	Primary Tenant/Tenant Mix	Gross Leaseable Area (GLA)*
Super Regional	To concentrate the provision of major goods and services in the location(s) having maximum access to the Portland Metro Area Market.	At least 3 full line department stores with 100,000 + GLA Sq. Ft. each	750,000 Sq. Ft. or more
Regional	To concentrate the provision of major goods and services in a location(s) having access and exposure to the individual regions within the Portland SMSA, and designed to reduce trip length by having specialized goods and services purchased infrequently.	One full line department store with 100,000 + GLA Sq. Ft.	300,000 to 750,000 Sq. Ft.
Community	To have small concentrations of goods and services available to serve the weekly shopping needs of the various communities within the County. To reduce travel and support community identity.	Soft line stores selling apparel, etc. Hard line stores selling items such as hardware & appliances. Larger specialty stores.	100,000 to 300,000 Sq. Ft.
Neighborhood	To have concentrations of goods and services to provide for the needs of the people living in the immediate area which are designed to blend into the residential character of the neighborhood	Stores selling fast food, drugs, sundries and personal goods for day-to-day living	10,000 to 100,000 Sq. Ft.
Local Isolated	To allow for small business to be integrated into other use areas where the scale and impact will be compatible with the adjacent character.	Variable	1,000 to 10,000 Sq. Ft.
Home Occupation	To allow business which can be carried off within a home and whose impact will not affect the adjacent homes.	Variable	Less than 20% of the home.
Land Extensive Commercial District	To provide sites for retail firms requiring large land areas for stock display and inventory. To locate these uses where they are convenient to the users but where they will have minimum adverse impacts on the transportation system and adjacent land uses.	Establishments selling goods purchased infrequently such as automobiles, lumber, mobile homes, and farm equipment.	Variable: Site size is 5 to 10 acres

- G. Locate commercial establishments on sites with average slope grades consistent with the activity's scale of operations and impacts, site slope requirements by scale are:

Scale	Slope
1. Super-Regional	6%
2. Regional	6%
3. Community	6%
4. Neighborhood	10%
5. Local Isolated	10%
6. Home Occupation	10%
7. Land Extensive Commercial Dist.	6%

For sites with average slopes steeper than the standard, the developer must be able to demonstrate that through engineering techniques, all limitations to development and the provision of services can be mitigated.

- H. Support the location of commercial activities on existing transportation systems with volume capacities and modal mixes available and appropriate to service present and future scales of operation, vehicular access requirements by scale of development are:

Scale	Vehicular Access Requirements
1. Super-Regional	Access to a freeway interchange. Direct access to north-south and East-west arterials. Public transit available to the site.
2. Regional	Access to a freeway interchange. Direct access to north-south and East-west arterials. Public transit available to the site.
3. Community	Access to a county arterial and collector street or direct access to a collector street with no traffic routes through local neighborhood streets.
4. Neighborhood	Direct access to a collector street with no traffic routed through local neighborhood streets. Public transit available to the site.
5. Located isolated and Home occupation	No adverse neighborhood impacts.
6. Land extensive Commercial district	Access to a county arterial.

- I. Restrict the siting of commercial activities in locations where the site would cause dangerous intersections or traffic congestion, considering the following:
1. Roadway capacities
 2. Existing and projected traffic counts
 3. Speed limits

4. Number of turning movements

- J. Support commercial development siting and expansion at sites of a size which can accommodate the present and future uses, and is of a shape which allows for a site layout in a manner which maximizes user convenience energy conservation, and pedestrian and bicycle access to and within the site.
- K. Promote compatible development and minimize adverse impacts of site development on adjacent properties and the community through the application of design review standards codified in MCC 11.05.7805-11.05.7865.
- L. Provide for the siting and expansion of commercial developments in a manner which accords with the other applicable policies of this plan.

Corvallis, OR – Comprehensive Plan, Economy, Commercial and Office Land Development

(Excerpts from <http://www.ci.corvallis.or.us/cd/cmpart7.html>)

Commercial and Office Land Development and Land Use Findings

- Commercial activity in the planning area will have to be expanded to meet future needs. The City of Corvallis desires to make that development an asset to the quality of the community.
- City development standards for the linear commercial districts currently are limited to parking, building height, and setbacks.
- The proper location of future commercial activity and the standard used to develop the land will have an effect on the quality of the community.
- Concentrated shopping areas that are comprehensively planned and integrated are the best means of meeting the commercial needs of the residents of the area.
- Expansion of linear (strip) commercial activity is not desirable in the community.
- There is opposition to the location and development of shopping areas within established residential areas because residents perceive it will lower the quality of their area.
- Professional and administrative office areas provide diversified office ses in concentrated centers and in other appropriate locations and provide opportunities for employment and for business and professional services in close proximity to residential neighborhoods and transportation facilities.
- The Monroe Street shopping area is unique and requires special consideration in local planning efforts.
- It is appropriate to provide for specialized shopping districts oriented towards a regional market, and comprised of complementary uses which enhance the market viability of the commercial activities.
- It is a common pattern for older commercial areas to experience a decline in their vitality as population centers shift, new commercial areas develop, access to the older parts of town becomes less convenient and insufficient reinvestment is made in the area.

- It is the community's intention to interrupt this pattern to keep its existing commercial areas attractive and competitive.

A component of any strategy for avoiding decline in older commercial areas is for merchants to meet the needs of the consumer.

- The Comprehensive Plan map, as adopted by the City in 1980 and acknowledged by the State in 1984, contained what was projected to be adequate land for commercial development to accommodate an eventual population of 80,000 people. Although the population projection to the year 2010 is now considerably smaller, the City must remain open to changes in market forces to assure that an adequate surplus of commercially designated property exists to allow for choices in the market place.
- As indicated in the ECO Northwest study (ANALYSIS OF RETAIL AND OFFICE SPACE IN CORVALLIS, 1987) the community has a sufficient inventory of vacant commercial lands to meet community needs at least until the year 1995. This conclusion is dependent upon the City facilitating the redevelopment of existing under-utilized sites. Development approvals granted in both Corvallis and Albany since that 1987 study have significantly increased the amount of property designated for commercial development to serve both local and regional markets.
- Without a significant increase in the market population, development of new commercial lands will shift commercial activity from one location to another. Since this would not be consistent with the community's intention to interrupt the pattern of decline in existing commercial areas, it is necessary to demonstrate that an unmet demand exists prior to re-designating lands to commercial purposes.
- In 1987, 47% of the disposable income from residents of Corvallis was captured by local businesses. It is desirable to keep more of this income in the community. However, the current size of the Corvallis market has prevented some major retailers from locating in the area.
- Large, highly visible, commercial sites in Corvallis are limited. If the demand exists, suitable lands could be made available by either designating new commercial areas or by facilitating the redevelopment of existing areas. According to the 1987 ECO-Northwest study, some techniques that the City can use to facilitate redevelopment include assisting in the consolidation of parcels, relocating inappropriate uses, and funding of improvements needed to encourage private investment.
- Proposals to amend the Comprehensive Plan to expand commercial designations create conflict with existing information, which indicates that the City has adequate commercial land to meet projected needs for some years in the future.
- There is a need for the City to continue to annually update the information on vacant commercial properties, which is contained in the Land development Information Report (LDIR). There is also a need for more detailed information about the size, location, and availability of fully served commercial properties.

Policies

- The location, type, and amount of commercial activity within the planning area shall be based on community needs.

- Given the community's intention to interrupt patterns of decline in existing commercial areas, the city shall explore opportunities to facilitate and assist in the redevelopment of existing commercial areas.
- Expansion of existing linear commercial areas shall not be permitted except as specifically set forth in sections 7.9, 7.10, and 7.11. "In-filling" shall be allowed in existing linear commercial areas.
- Commercial development abutting residential areas and subject to special development review shall meet special site development standards, which minimize the negative impact on abutting properties.
- Commercial development in the urban growth boundary shall be concentrated in designated shopping areas.
- The city shall designate appropriate and sufficient land to fulfill the community's professional and administrative office needs.
- A shopping area is a grouping of commercial establishments typically planned as a unit and related in location, site, and type of shops to its trade area.
- Shopping area special districts are appropriate to implement when it is desirable to permit and encourage the clustering of related uses, which are coordinated, tailored to the locational, and site needs of specific shopping activities, and which enhance the viability of the proposed shopping activities. A shopping area special district may or may not be planned as a unit since it may be applied to separate lots under separate ownerships that may be developed independently.
- The shopping area special district is distinguished by the following characteristics:
 - Complementary and related uses based on a unifying concept that encourages agglomerative economics;
 - Promotion of integrated development (including separate properties under separate ownership), which is coordinated or tailored to specific sites and situations;
 - Orientation towards a regional market although, in scale and diversity of retail uses, it does not constitute a regional scale shopping center;
 - Location on sites readily accessible to the regional market and developed so as to minimize and consolidate accesses and signage;
 - Focus on shopping activities rather than broad commercial land uses;
 - The size of the development is related in scale to the types of uses determined by the concept;
 - Does not detract from or negatively impact the primacy of the downtown as the regional commercial center for Corvallis
- The specific purpose of a shopping area special district shall be defined, permitted uses identified, and standards developed and incorporated into the land development code at the time the district is to be applied to a location.

§7.8 Downtown Area Findings and Policies

Findings

- As stated in “Future Focus 2010”, the community intends that the Downtown remain the primary shopping center of Corvallis. This intention recognizes the commercial center as part of the larger “Central City” concept. Development of the commercial center, therefore, needs to support the area as the civic heart of the community as an environment that encourages cultural, recreational and residential activities.
- To support Downtown as the community’s primary shopping center it is necessary to build on the area’s attributes such as its waterfront, its unique historic character, its diversity of activities and its existing successful businesses. It is also necessary to overcome some of the area’s limitations such as: a lack of adequate and convenient parking; a less than optimum pedestrian environment due to truck traffic noise and exposure to weather; and difficulties in attracting new retail chains and other developments to already built lands.
- Unlike a shopping mall under one owner and one management, the downtown is a collection of independent merchants. To compete with other shopping areas there is a need for the city to support the Downtown Corvallis Association so that it can be effective in areas such as: 1) marketing and promoting programs that present the downtown as a unified shopping center; 2) establishing standard hours of operation; 3) filling vacancies and maintaining an appropriate tenant mix in the Downtown area; 4) assisting in the maintenance and upgrading of the physical environment; and 5) assisting in resolving parking and other significant Downtown issues.
- Without active public involvement in Downtown, market forces will continue to shift shopping dollars from Downtown to other areas of the community. Opportunities exist for public involvement in areas such as new parking facilities, streetscape improvements, a weather protection program, façade improvements, consolidation of properties for redevelopment, enhancement of the waterfront and limitations on development outside the Downtown area.
- As indicated by the “Downtown Market Assessment and Needs Study” (1987) the downtown currently captures 44% of the Corvallis shopping dollar. To support Downtown as the primary shopping center of the community it is desirable that this percentage be maintained.
- Most of the recent demand for regional shopping center has been satisfied by development of the Heritage Mall in Albany and by other shopping area developments. Without a significant increase in market population, development of a regional shopping center will shift spending from the Downtown to the new regional shopping center. A new regional mall developed outside the Downtown area will, therefore, result in the decline of the Downtown and be inconsistent with the community’s intentions.
- Successful business centers do periodic remodeling in order to demonstrate their vitality and maintain or increase their market appeal. Façade and streetscape improvements are the most visually obvious remodeling available to a downtown shopping center. Public support of these improvements will demonstrate the community’s commitment to the Downtown and will encourage private investment in the area.

- The adopted Downtown Streetscape Plan provides appropriate guidelines for visual improvements in the Downtown shopping center.
- The City of Corvallis has an adopted plan for the redevelopment of the Central City. This should be kept current through periodic updates over the planning period.

Policies

- The city shall encourage private investment in the downtown that supports the diverse activities of the central city and is consistent with maintaining downtown as the primary shopping center.
- The city shall help overcome limitations that would otherwise lead to a declining downtown. Opportunities to enhance the downtown include providing additional parking, establishing a sidewalk weather protection program, and helping to consolidate and make available appropriate land for new development.
- The city shall demonstrate its commitment to downtown's vitality by investing in and implementing streetscape changes that are consistent with the adopted downtown streetscape plan.
- The city shall seek opportunities to assist downtown in maintaining its market share of the retail dollars spent in the community.
- The city shall support the Downtown Corvallis Association in its management of the downtown shopping center.
- Development of a regional shopping center outside the downtown is inappropriate unless it can be demonstrated that the size of the market has increased sufficiently to support both the downtown center and another center.
- Action to maintain the quality and unique attributes of downtown should include the adoption of an updated downtown redevelopment plan, which includes authorization to utilize tax increment financing as well as other financing mechanisms.
- The city shall assist the downtown in redeveloping its second story areas and achieving full occupancy in both ground floor and second story spaces within the cb district.
- The use of the upper floors of central city buildings for residential and other uses shall be encouraged.

Gurnee, IL – Comprehensive Plan, Commercial Areas

(Excerpts from http://www.gurnee.il.us/building/compl_plan_97/toc.html)

(i) Goals

- ❖ Provide a balance of commercial opportunities to reflect the local factors of the area and individual sites, and recognize regional, community and neighborhood commercial opportunities.
- ❖ Direct commercial development to locations appropriate for the scale and intensity of commercial activity consistent with the Comprehensive Plan Map.
- ❖ Encourage visually attractive commercial developments which incorporate into their design substantial landscaping, attractive signs, and other aesthetic amenities.
- ❖ Require all new commercial uses to provide adequate off-street parking.

- ❖ Encourage the consolidation of ingress and egress to commercial areas.
- ❖ Require all commercial uses to be appropriately buffered from residential areas through the use of landscaping and/or other design techniques.
- ❖ Provide alternative access via indirect local internal neighborhood streets for bicycle and pedestrian oriented systems in addition to arterial and collector roadways for community and neighborhood commercial centers and convenience uses.
- ❖ Allow development that complements the community needs and enhances the overall quality of life for Gurnee residents.

(ii) Objectives

- ❖ Locate more intensive commercial activity, such as large shopping centers, which serve sub-regional or regional markets, in close proximity to regional transportation routes.
- ❖ Encourage a wide variety of goods and service providers to locate in medium size centers which are located in areas appropriate for community-wise commercial activity.
- ❖ Encourage neighborhood convenience centers to locate in close proximity to residential neighborhoods with indirect access from local neighborhood streets as well as direct access from the collector roads in the area.
- ❖ Encourage proposed new commercial facilities, especially those providing professional services, to locate at suitable sites in the Village Center.

(iii) Policies

- ❖ Limit new retail development to a floor-area-ratio of 0.2 to 0.25 for one story uses.
- ❖ Require a minimum landscaped area of 25 percent for new retail and mixed retail/office service areas.
- ❖ Encourage the employment of Planned Unit Developments, as opposed to commercial development on a lot-by-lot or scattered site basis.
- ❖ Where practical, encourage the consolidation of ingress and egress to commercial areas.
- ❖ Encourage visually attractive commercial developments which incorporate into their design substantial landscaping ,attractive signs, and other aesthetic amenities.
- ❖ Encourage creative design incorporating smaller structures located around central open spaces.
- ❖ Encourage pedestrian oriented design with mass transit and alternative transportation opportunities where feasible.

Future Land Use

Commercial development provides both opportunity and challenges for the village. Residents have the opportunity for close, convenient shopping with a diverse variety of goods and services. In addition, commercial development can enhance the Village's revenue sources, while diversifying the source of those revenues. Employment trends are for an increasingly large portion of employment opportunity to be in the service sector,

including retail. The retail centers provide a variety of job opportunities, both full-time and part-time. On the other hand, commercial development is an intense land use, which adds traffic and can stress nearby residential areas. Maximizing the benefits and minimizing the problems associated with commercial developments requires understanding and controlling the scale of development. By encouraging and providing for various scales of development, the Village can insure that the full range of consumer goods and services will be provided locally.

There are three general categories of commercial centers: regional commercial centers, community centers, and local commercial centers. The size of these three types of centers and the market that each seeks to serve varies considerably.

Regional Centers

Regional centers generally have in excess of 100 acres, include numerous stores and seek to serve a broad geographic market. Because regional centers serve such a broad market, ready access to regional highways is necessary. Gurnee's proximity to the Tollway and to U.S. 41 make it an appropriate location for such regional centers. Great America Theme Park serves as a regional entertainment center. Gurnee Mills Shopping Center is approaching 2 million square feet of retail sales area. The Center serves as a regional off-price shopping center.

Regional shopping centers are often targeted to particular segments of the market and draw their customers from a broad region. Great America and Gurnee Mills represent two types of regional centers aimed at different market segments. The 1997 Comprehensive Land Use Plan does not include any additional sites in excess of 100 acres. Unless a unique regional marketing concept and plan is presented, an additional regional type shopping center is not currently envisioned. However, at the time this Plan was prepared the Village was working with consultants to determine the feasibility of a regional conference facility.

In order to insure a safe, aesthetically pleasing environment, extensive landscaping is often incorporated into the design for commercial centers. Large centers often offer greater flexibility in placement of buildings and landscape buffers. Large berms, trees, and other landscaping soften the visual impact of extensive buildings and parking required by a major shopping center. IN these ways, major commercial uses can be harmonized with the natural surroundings and buffered from residential neighborhoods.

Community Commercial Centers

Community commercial centers draw their customers from a smaller geographical area that does a regional center, and are smaller in size than regional centers. The typical size is ten to twenty acres. Several different types of commercial activity areas or centers can be characterized as "community commercial centers". Small shopping malls typically are owned and managed by a single company, but include several different retail stores including some larger anchor stores as well as various smaller shops. Commercial strips typically are comprised of several

adjacent lots, each under different ownership or management. In addition, a large single retail store such as a food or department store, may serve a community-wide market.

In Gurnee, community commercial areas include the area along Grand Avenue east of U.S. 41 and the Village Center area. The Village Center provides a central location for community services, such as the post office, high school, fire and police stations, Village Hall and the library, as well as a limited variety of commercial goods and services. The 1990 Comprehensive Plan provided for increased variety with two commercial areas on the east and west side of O'Plaine Road near Washington Street.

Community commercial areas typically are characterized by a higher volume of traffic throughout the day. In order to handle the traffic efficiently and with minimal impact on residential neighborhoods, newer community commercial centers and areas are located along major arterial roads both within and beyond the Village limits such as Grand Avenue and Belvidere Road. Numerous entrances and exits along a busy roadway cause significant traffic problems. These curb-cuts impede the flow of traffic and increase the likelihood of accidents. To avoid these problems, commercial developers have been and are encouraged to consolidate parcels of land so that parking for several stores can be provided in a single lot, and ingress and egress points can be concentrated in one area and minimized where possible.

Due to the size of parcels on which these centers are located there may be less flexibility in the placement of buildings and landscaping buffers than as with the regional centers on larger land parcels. However, landscaping buffers still need to be incorporated into the development of the centers. Whenever commercial areas are located near residential areas, special attention must be paid to the landscaping in order to protect the residential character of the areas. The Comprehensive Plan, Zoning Ordinance and other controls of the village reflect these concerns.

Neighborhood Commercial Centers

Neighborhood commercial centers provide convenience goods for the local residents. These are retail and service shops that cater to residents' daily shopping needs. The market area is primarily oriented to the neighborhoods in the immediate vicinity of the center. The typical neighborhood commercial center will be on between 1 to 5 acres of land and will consist of at most a few stores.

A typical town the size of Gurnee will often have many neighborhood commercial centers scattered throughout the town. These small commercial areas provide convenience to residents without the larger impacts created by more intense commercial uses. However, small sites often lack flexibility in the placement of buildings, and landscape buffer treatments are often restricted. Careful attention must be given to these special elements.

The 1997 Comprehensive Plan re-states the recommendations of the 1990 Plan in that small commercial areas should be located throughout the Village where residential neighborhoods exist or are planned to be located. Many of these neighborhood centers generally are located on arterial and collector streets so that they are accessible by car without causing an increase in through-traffic within neighborhoods. New commercial and residential developments are encouraged to locate and arrange local street patterns so that local residents can have alternative access opportunities including walking or bicycling to the neighborhood stores or services without crossing or traveling along major roadways.

Maintaining a balance and variety of commercial centers ranging from large, regional centers to small neighborhood stores will enable Gurnee residents to meet their usual shopping needs in convenient, close-to-home locations. The Village and local taxing bodies also will benefit from the increased economic activity and diversity in the local tax base. Residents also benefit with opportunities for full and part-time employment. Through careful planning of various elements of the commercial centers such as access, building placement, landscape buffering, lighting, signage and other design details, these commercial areas can blend into adjacent land use patterns and the natural environment.

Cary, NC – Growth Management Plan, Activity Centers

(Excerpts from <http://www.ci.cary.nc.us/depts.dsdept/gmp6.htm>)

Activity Centers are the most critical elements of the Growth Plan. The concept and definition of activity centers is based on the urban model concept of neighborhoods, communities, and regions, as described in the preceding subsection.

Neighborhoods, communities and regions are each centered or organized around ***focus areas***, which contain the shopping, services, recreation, and office and institutional facilities needed to support the neighborhood, community, or region, respectively. These focus areas are surrounded by ***support areas***, which include the highest-density housing within the neighborhood, community, or region, with housing densities progressively decreasing outward from the focus areas. Focus areas, with their surrounding support areas, are called ***activity centers***. (See Figure 6.2) There are therefore three different types of activity centers—*neighborhood activity centers*, *community activity centers*, and *regional activity centers*.

These three different types of activity centers are similar in spatial arrangement and function, but vary in terms of their scale and intensity. Regional activity centers are larger and more intense than community activity centers, and community activity centers are larger and more intense than neighborhood activity centers. Essentially, activity centers are “compact village centers” which can occur in three different size—small (neighborhood), medium (community), or large (regional).

Activity centers are physically and aesthetically unified areas, where all elements and land uses are designed to function as an integrated whole (rather than as a series of unconnected, unrelated developments). The diverse facilities of the focus area are located in close proximity to one another, so that all essential facilities for the community are concentrated in one convenient location. Housing in the support area needs to be physically linked with the focus area in order to facilitate pedestrian movement between the two areas.

It is not anticipated or expected that an entire activity center will be built as a single development, under a single owner or developer, or that all the components of an activity center will be built at the same time. The intent is that the uses and characteristics that typify activity centers (as described in this chapter) will be embodied by each component of the activity center as it is built, so that ultimately all of the diverse components will work and function as an integrated and complete activity center.

Activity centers include both the focus area (the commercial, institutional, and office core) *and* the surrounding support area (with high and medium-density residential). The support area is critical because it provides the concentrated population necessary to support both the focus area and possible future transit stops, and it serves as a buffer between the more intense uses of the focus area and the lower-density residential uses of the surrounding neighborhood.

Furthermore, support areas provide context and community for higher density housing. Under the conventional suburban development model, higher-density uses, such as apartments, condominiums, and townhouses have been located in large self-contained developments having little physical connection to the surrounding community. Residents of these developments have often been unable to walk to shops and businesses, and must rely on automotive means to make daily necessity trips. Thus, life in such developments has often conferred on their residents the disadvantages of high-density living without any of the advantages possible under a different high-density model. The advantages offered by the activity center and support area model are the pedestrian-oriented nature of the activity center, the sense of community offered by a highly connected street layout, and the convenient proximity to shopping, services, daycare, and parks. Finally, this model minimizes automotive trips on arterial streets, thereby reducing traffic and congestion and saving the Town road expense.

A more intense activity center can fulfill the functions of a less intense activity center as well. That is, a community activity center, in addition to functioning as a community activity center, may also function as the neighborhood activity center for the adjacent neighborhood. Similarly, a regional activity center may function as a community activity center for the surrounding community, and/or as a neighborhood activity center for the surrounding neighborhood. An, a neighborhood, community, or regional activity center can serve as the focus area for an office/industrial park.

This does not mean that it is possible that every neighborhood could have either a regional or community activity center in place of a neighborhood activity center.

Community activity centers have much larger service populations than neighborhood activity centers, and the town will, by definition, have fewer community activity centers than neighborhood activity centers. Similarly, regional activity centers have much larger service populations than community activity centers, and the town will, therefore, have fewer regional activity centers than community activity centers.

There may be cases in which two small neighborhoods are served by a single neighborhood activity center. For example, if the housing densities and numbers of dwelling in two adjoining neighborhoods are very low, the market might not exist for separate neighborhood centers for each neighborhood. However the two neighborhoods taken together might support one center.

The purpose and function of each type of activity center is summarized below:

Neighborhood Activity Centers (NAC):

The *focus area* portion of a *neighborhood activity center* contains facilities vital to the day-to-day activity of the neighborhood. Thus, the central focus area might contain a grocery store, drug store, service station, church or synagogue, daycare, limited office space, and small park. These diverse facilities are ideally located in close proximity to one another in the focus area, so that all the essential facilities for the neighborhood are located in one convenient location, accessible in a single stop.

The *support area* part of the neighborhood activity center, which surrounds the activity center's focus area, contains the neighborhood's highest-density housing. This design enables the highest concentration of population within the neighborhood to access the focus area via a short walk, thus reducing the number of automotive trips for daily shopping needs. This arrangement also provides a concentration of population sufficient to support future transit services, with a single transit stop serving the shops and services in the focus area and adjacent higher-density housing in the support area.

Ideally, neighborhood activity centers are located at the center of a neighborhood. However, in many cases it is difficult to achieve this central placement. In such cases, the neighborhood model takes on a slightly different arrangement, with the activity center moved to the periphery of, but still within, the neighborhood. This arrangement has a disadvantage, since half of the residents within the neighborhood must make longer trips to reach the activity center. However, moving the activity center to the periphery also provides advantages, as pass-by activity center traffic (visitors/customers to the activity center that do not live in the neighborhood) does not have to enter the neighborhood and merchants may be placed closer to arterial traffic.

Community Activity Centers (CAC):

The *focus area* portion of a *community activity center* contains the shopping, services, recreation, employment, and institutional facilities that are required and supported by the surrounding community (using our definition of a *community*). Thus, a community focus area could contain a large supermarket, large drug store, large chain retail/discount store (e.g., Wal-Mart, K-Mart, Best Buy, etc.), specialty shops, service stations, one or more

large places of worship, a community park, mid-size offices and employers, and perhaps an elementary or middle school. A community focus area may also serve as the neighborhood focus area for the neighborhood(s) immediately adjacent to the community focus area. The community focus area is therefore considerably larger and more diverse in its land uses than is a neighborhood focus area.

As with neighborhood activity centers, the focus area of a community activity center is surrounded by the activity center's **support area**, containing the community's highest-density housing, with housing densities declining outward from the focus area. Housing densities in the support area tend to be higher than those in a neighborhood activity center's support area.

Regional Activity Centers (RAC):

For a **regional activity center**, its **focus area** contains the shopping, services, recreation, employment, and institutional facilities supported by and serving an entire region. Thus, a regional focus area could include a regional shopping mall, a number of major employers, restaurant and entertainment facilities, and a large high school or community college. A regional focus area may also serve as the neighborhood or community focus area for the neighborhood(s) or community(s) immediately adjacent to the regional focus area. The regional focus area is therefore considerably larger and more diverse in its land uses than is a community focus area.

As with neighborhood and community activity centers, the focus area for a regional activity center is surrounded by the activity center's **support area**, containing the region's highest-density housing, with housing densities declining outward from the focus area. Housing densities in the support area tend to be higher than those in neighborhood and community activity centers' support areas. A regional activity center's support area is larger and denser than a community activity center's support area.

6.2.1 General Criteria for All Activity Centers

This subsection describes criteria and characteristics which are common to all three types of activity centers.

Type and Mix of Land Uses:

- ❖ Activity center focus areas should include a mix of land uses: commercial, office institutional, mixed-use residential, and possibly high-density residential.
- ❖ An activity center focus area should have a certain minimal amount of land use mixing (e.g., commercial, office institutional, and higher-density residential). The presence of a single usage type in an entire focus area (e.g., commercial), does not meet the criteria for an activity center.
- ❖ Each activity center should incorporate some amount of formal outdoor space for public use, such as a formal park, village green, or plaza, as focal points for public interaction. Larger activity centers should include more such space than smaller centers, and may break them up into two or more outdoor spaces.
- ❖ Different land uses or activities may be placed adjacent to one another, or on different floors of the same building. Such mixing of land uses encourages a compact and pedestrian-oriented center.

- ❖ An activity center has a support area consisting of medium and higher density housing.
- ❖ Restaurants, cafes, and other dining and entertainment uses are encouraged within the focus area, to bring vibrancy and human interaction to the activity center.

Transit Access:

- ❖ The activity center's physical layout should include a location for a [future] local transit stop.

6.2.2 Criteria Specific to Neighborhood Activity Centers

Type and Mix of Land Uses:

- ❖ The focus area should include a mix of commercial, office, institutional, and possibly residential uses. The commercial and institutional uses support the common day-to-day demands of the surrounding neighborhood for goods, services, and facilities. The activity center may also supply limited local office space demanded by neighborhood businesses. Some high-density residential uses may also be present in the focus area, as well as mixed-use residential uses, such as dwellings over shops. Examples of focus area land uses include:

Commercial:

1. grocery store
2. pharmacy
3. video rental
4. dry cleaners
5. bakery, specialty food
6. neighborhood restaurant
7. service station

Institutional:

1. elementary school
2. daycare center
3. church, synagogue
4. neighborhood park or playground
5. pedestrian plaza, corner park
6. neighborhood pool
7. post office

Office:

1. small medical/dental practice
2. offices over shops
3. Insurance agency, law firm
4. small neighborhood business offices

Residential:

1. high density residential
2. dwellings over shops

- ❖ Commercial uses usually dominate a neighborhood focuses area. A grocery store is an essential element of the focus area, and should generally be the principal establishment.
- ❖ Uses that should be avoided in a neighborhood activity center include:
 - Uses considered noxious when located next to a residential neighborhood.
 - Large retailers, discount stores
 - Warehousing, manufacturing, and other industrial uses
 - Large employers
 - Establishments that do not [primarily] serve the surrounding neighborhood.

Locational Criteria:

Neighborhood activity centers are located and arranged according to the following guidelines:

Population Served:	1,500 to 5,000
Service Radius:	0.5 to 1 mile
Minimum Separation from other Neighborhood Activity Centers:	0.75 to 1 mile
Minimum Separation from Community Or Regional Activity Centers:	1 to 1.5 miles
Maximum distance that non-residential Uses may radiate outwards from the center Of the activity center (along roadways)	approximately 600-700 ft. (about 1/8 mile)
Maximum distance away from edge of Focus Area that high-density housing (a part of the support area) should be located:	1/8 mile, approx.
Maximum distance away from edge of Focus Area that medium-density housing (a part of the Support Area) should be located:	1/4 mile

Site Area and Development Size and Intensity:

The size of a neighborhood activity center, and the allocation of land area and building space between different uses in the activity center, should fall around these ranges:

	Average Area
Combined focus and support areas	28 to 70 acres
Support Area	20 to 40 acres
Focus Area, Acreage	
Focus area total acreage	8.5 to 30 acres
Focus area, commercial portion	5 to 10 acres
Focus area, office portion	2.5 to 10 acres
Focus area, institutional portion	1 to 10 acres
Focus area, public space (park, plaza)	0.10 to 0.25 acre
Focus Area, Floor Space	
Total retail floor space, acceptable range	50,000 to 100,000 sq. ft.
Total office floor space, acceptable range	25,000 to 100,000 sq. ft.
Total institutional floor space, acceptable range	2,500 to 25,000 sq. ft.
Max. size of largest non-grocery retailer	10,000 to 30,000 sq. ft.

Max. size of grocery/supermarket

50,000 to 60,00 sq. ft.

The data in the table above are based not only on current development literature, but also on the actual observed characteristics of existing shopping centers in Cary. This is also true for the corresponding tables for community and regional activity centers, in Sections 6.2.3 and 6.2.4. A listing of the total acreage, square footage, and other characteristics of each of Cary's existing shopping centers is given in Appendix B.

- ❖ ***Residential densities*** in the focus area or portions of the support area adjacent to it should be between about 8 to 16 units/acre. These density ranges are generally appropriate for townhouses or low rise apartments. Sensitive designs which tuck parking under or to the rear of multifamily units may make higher densities feasible, without compromising the neighborhood density “feel.” Densities in the support area should transition to between 4-8 units/acre at the outer edge of the support area—appropriate for patio homes, duplexes, and small lot single-family homes.

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