

Land Use

Higher density and mixed-use development may assist in reducing traffic congestion. More compact development with a variety of uses tends to reduce reliance on automobiles, encourage transit use, and active transportation by providing human-scale and pedestrian-friendly environments, nearby work and recreational opportunities, and convenient and commercial retail establishments that provide for residents' daily needs (AIA 2005). The Land Use section of the Comprehensive Plan has the ability to influence how a municipality re/develops and can impact other sections of the comprehensive plan in relation to integrating active living and health principles. Municipalities may also consider the importance of ensuring that zoning codes and ordinances reflect and support comprehensive plan language if updates are made to support and promote active living and health. The following recommendations and model language reflect how opportunities for active living may be weaved into and included into the Land Use section of the comprehensive plan:

- ⇒ Mixed-use
- ⇒ Parking
- ⇒ Design Guidelines
- ⇒ General Land Use



Image courtesy of Metropolitan Design Center. www.designcenter.umn.edu.

MIXED-USE

Recommendation: Establish mixed-use zoning to facilitate the viability of:

- ⇒ Increased density
- ⇒ Town/city centers

Goal: Maintain and improve the community character and identity; encourage projects that strengthen our children, families, and neighborhoods.

Policy: Identify opportunities for mixed-use development—including mixed-use business and mixed-use neighborhoods—where maximum setbacks and height requirements are established

Policy: Emphasize quality design, innovative solutions, environmental protection and aesthetic appeal in community development through the adoption and use of site design standards, guidelines, and other criteria.

—*City of Roseville Comprehensive Plan, Goals and Policies - Section 3, pp. 5*

Goal: Provide safe, convenient, attractive, and accessible commercial development within [name of city/township]. Opportunities for mixed-use developments should be explored for the [name of city/township].

Mixed-Use Ordinance: Section 1 – Purpose
This chapter applies to all development in the [name of applicable zone district(s)].

The purpose of the [zone district(s)] is to:

1. Allow a mixture of complimentary land uses that [may] include[s] housing, retail, offices, commercial services, and civic uses, to create economic and social vitality and to encourage the linking of trips;
2. Develop a commercial and mixed-use areas that are safe, comfortable, and attractive to pedestrians;
3. Provide flexibility in the siting and design of new developments and redevelopment to anticipate changes in the marketplace;
4. Reinforce streets as public places that encourage pedestrian and bicycle travel;
5. Provide roadway and pedestrian connections to residential areas;
6. Provide transitions between high traffic streets and neighborhoods;
7. Encourage efficient land use by facilitating compact, high-density development and minimizing the amount of land that is needed for surface parking;
8. Facilitate development (land use mix, density and design) that supports public transit, where applicable;
9. Provide appropriate locations and design standards for automobile- and truck-dependent uses;
10. Maintain mobility along traffic corridors and state highways;
11. [Other]

— *Oregon Transportation and Growth Management Program 2002*



Creating environments that build physical activity into daily life

MIXED-USE

Objective—Infill of Industrial and Commercial Space :

5.2.5 The City will continue to support the addition of mixed-use areas by retrofitting current neighborhoods and supporting new infill projects. Current uses will not change until a proposal and design for the project have been submitted, met requirements laid out by the city planning officials, expenses guaranteed and plans approved by city council. In general, the mixed-use areas will focus on pedestrian accessibility and walkability, access to mass transit, and residential and commercial uses mixed in the same area. The area must also meet the pedestrian-oriented village center guidelines (5.2.3).

—Based on City of Saint Paul Comprehensive Plan—Land Use Chapter, Objective 5.2, Mixed Land Uses/Development



Design Guidelines for Town Center Developments:

- ⇒ All site plan layouts shall give first consideration to pedestrians
- ⇒ All building must be built at the edge of public right-of-way and building setbacks shall be sufficient to provide for pedestrian circulation and activity. Thus, additional dedication of public right-of-way may be required. All MD 355 frontage may be set back to incorporate green space that compliments proposed open space on the east side of MD 355.
- ⇒ No side or rear setbacks are required; minimum ten feet if provided.
- ⇒ Parking must be located to the side or rear of the structure.
- ⇒ Building facades on [commercial corridors] must occupy 100% of the street frontage. This street frontage requirement may be reduced to 80% if the development creates plazas or courtyards, and allows for alley access to parking in the rear with pedestrian walkways.
- ⇒ Recessed entrances shall be designed so that they do not exceed 50% of the width of the storefront, nor 10 feet in depth.
- ⇒ New curb cuts shall be avoided or minimized on [major corridors].
- ⇒ Loading and service areas shall be located and designed to minimize visibility from public rights-of-way and public spaces. Placement within parking garages is preferred and the use of walls and landscaping to screen views of these areas is encouraged.

—Site Layout for Rockville, MD Town Center
(guidelines maybe considered with proposed redevelopment outlined in Comprehensive Plan)

MIXED-USE

Strategy: Neighborhoods as Urban Villages

Objective: Urban Villages: A Theme with Variations

Policies: The City, neighborhood organizations, developers and realtors should use the urban village principles listed below, which are condensed from the Charter of the Congress for the New Urbanism, for assessing neighborhoods and promoting the advantages of city living.

- ⇒ Good neighborhoods are **compact and pedestrian-friendly**
- ⇒ Good neighborhoods have a **mixture of land uses**.
- ⇒ Good neighborhoods have a **broad range of housing types**.
- ⇒ Good neighborhoods are designed to **support mass transit** with appropriate land uses and densities within walking distance of public transportation.
- ⇒ Good neighborhoods have **commercial, civic, and institutional activity embedded**, not isolated in remote, single-use complexes.
- ⇒ Good neighborhoods have **schools within walking and short bicycling distance** for most children.
- ⇒ Good neighborhoods have a **range of park facilities**, from tot-lots to village greens to ballfields to community gardens. (Large parks and conservation areas serve as boundaries between neighborhoods.)
- ⇒ Good neighborhoods are **safe and secure**.
- ⇒ In good neighborhoods, the **architecture and landscaping physically define the streets and public places**.

—*City of Saint Paul Comprehensive Plan, Land Use Plan: Strategy 5.0*

Housing Language—to increase residential density in and around downtown

Policy: Concentrate higher density, apartment and condo type housing in proximity to areas that offer public transportation along with a wide range of existing supporting services, commercial services, and recreational facilities. Increasing residential density around the downtown is a priority.

—*Based on City of White Bear Lake Comprehensive Plan, Housing Section, Policy 4*

Policy: Expand the housing supply by encouraging planned unit developments in residential districts. Also encourage mixed use districts where appropriate, especially concentrating efforts in the downtown area.

—*Based on City of White Bear Lake Comprehensive Plan, Housing Section, Policy 6*

Policy: The continued presence of underutilized and blighted properties in the downtown area along with the city's desire to expand the downtown, offers several additional opportunities for redevelopment. High-density residential areas will be encouraged in and around the downtown area to improve vibrancy of the area and to further promote a pedestrian-friendly environment.

MIXED-USE

Objectives for Mixed-Use Zoning:

- ⇒ Allow for different types of compatible land uses close together in appropriate locations to shorten transportation trips and facilitate multimodal development
- ⇒ Encourage infill and redevelopment of commercial, residential and mixed use development within surrounding uses
- ⇒ Allow flexibility in development standards to recognize the challenge of developing small-scale mixed-use buildings that are a scale similar to that of surrounding residential development
- ⇒ Limit size of any one commercial retail use to keep the scale of commercial activity appropriate to the surrounding area
- ⇒ Support the street system and existing street grid patterns through redevelopment and land divisions as much as possible, or use street plans as appropriate.

—Based on *City of Hillsboro, OR Mixed-Use Neighborhood (MU-N) Objectives*

Strategy: Explore developing a mixed-use zoning classification or mixed-use overlay district. Amend Comp Plan to allow, creating greater flexibility for developers and builders:

The purpose of mixed-use as a conditional land use in commercial areas is to promote the redevelopment of properties in a manner that integrates commercial and/or office with residential land uses, reduces automobile trips, provides a livable environment for project residents, and enhances the value and aesthetics of the surrounding community.

- *Gwinnett County, Georgia*

Strategy: Business and Business Park land use designations with plazas and open space are

required to incorporate parks, plantings and landscaping consistent with park and pathway development.

Strategy: Residential Development land use designations are required to include public spaces, such as sidewalk requirements and playgrounds.

Strategy: Planning Unit Developments (PUDs) are required to have a [certain] percentage of developed space dedicated to public uses.



Ramsey County Libraries are destinations that should provide for active transportation options—such as walking and bicycling.



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PARKING

Recommendation: Revise parking requirements and parking area design standards for commercial and mixed-use development to reduce the amount of free off-street parking and minimize its visual and physical impact on the pedestrian environment.

Parking Ordinance: Section III. Percentage of Spaces Eligible

There is hereby established a percentage of spaces, which must be provided on-site and are not subject to being “bought out” pursuant to the Fee-in-Lieu program. The number of parking spaces required refers to the total number of spaces required pursuant to the zoning ordinances of the [name of city/township] for the particular business use and facility for which Fee-in-Lieu payment is being requested. The required parking spaces and the percentage of those required spaces, which must be provided onsite is as follows:

TABLE 1: Percentage of spaces provided on site

NUMBER of SPACES	PERCENTAGE to be REQUIRED PROVIDED ONSITE
4 or less	0%
5—20 spaces	25%
21—30 spaces	28%
31 and over	30%

FEE SCHEDULE: There is hereby established a fee for parking spaces to be paid for in lieu of providing them on-site. The fee established is based upon a sliding scale with the great number of spaces required paying the greater amount per space. The fee and scale are as follows:

TABLE 2: Fee in lieu of parking

LEVEL	NUMBER OF SPACES	COST PER SPACE
1	Up to 4 spaces	\$1,700 / space
2	Up to 10 spaces	\$4,250 / space
3	Up to 20 spaces	\$6,800 / space
4	Up to 30 spaces	\$11,900 / space
5	Up to 40 spaces	\$14,450 / space
6	41 and over	\$17,000 / space

—City of Jackson, WY



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DESIGN GUIDELINES

Recommendation: Establish design guidelines to create a human scale, walkable environment in re/development.

Historic Downtown District goals:

Goal 1: Preserve the small-town, unique character of Mainstreet

Goal 2: Complement the existing historic architecture

Goal 3: Enhance the pedestrian orientation of downtown [name of city/township] and encourage streetscape design that is inviting and on the human scale

Goal 4: Communicate the community’s vision for the Mainstreet area

—City of Hopkins, MN
Historic District Guidelines

Town Center Zoning for Setbacks, Windows, and Entrances

⇒ The maximum front and street side building setback may not exceed the average front yard depth of the nearest two lots on either side of the subject lot or 12 feet, whichever is less.

⇒ A minimum of 60-75 percent of the street-facing building façade between two feet and eight feet in height must be comprised of clear windows that allow views of indoor nonresidential space or product display areas

There is always a possibility that merchants will choose to block required windows with display shelves, signs, and other visual obstructions, either because they view windows as a security concern or because they desire to maximize product display area. This ordinance does not expressly prohibit this practice because of the difficulty of enforcing such prohibitions. Moreover, the most important objective is that buildings be designed to include such pedestrian-oriented features rather than later having to retrofit existing storefront designs.

⇒ Buildings must have a primary entrance door facing a public sidewalk. Entrances at building corners may be used to satisfy this requirement.

Requiring ground-floor windows and sidewalk-facing entrances help make for a more pleasing pedestrian environment. People are attracted to spaces with interesting, pedestrian-scale views and visually appealing elements, such as window displays. Identifiable and accessible building entrances make it easier for pedestrians to navigate the area and thus encourage them to spend time there.

Active Living Overlay District

Goal: Enable the convenient movement of persons and goods within the City in a safe manner by motorized and non-motorized means.

Policy: Establish an objective system to measure how the City promotes and provides non-motorized transit and active living options; assessing for wide, multi-modal sidewalks, on-road bicycle lanes, underground parking, access to bicycle racks and seating arrangements.



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DESIGN GUIDELINES

Development Along Traditional Mainstreets

Streetscape Guidelines

Guideline 1: Provide a streetscape that is inviting, safe, accessible, and emphasizes the ground floor and street façade of buildings.

Guideline 2: Provide or restore a minimum 2m wide unobstructed, concrete pedestrian travel route and locate to match approved streetscape design plans for the area. Where there is no approved streetscape design plans, match the existing context.

Guideline 3: Provide streetscape elements including trees, paving benches, bike racks, tourists stop amenities in the area between the pedestrian walkway and the curb, to match approved streetscape design plans for the area. Where there is no approved streetscape design plans, match the existing context.

Guideline 4: Locate all vertical elements and surfaces such as buildings, trees, posts, etc., at least 0.25 m away from the clear pedestrian travel route. Where necessary, set buildings back appropriately wider in order to add landscaping, a wider sidewalks or outdoor patios.

Guideline 5: Provide quality pedestrian-friendly amenities in along the public sidewalk. Consider opportunities for special paving, street trees, pedestrian scaled lighting, weather protection, and lighting of the building, public art, clocks, and well-designed street furniture such as benches, bike racks and coordinated signage.

Guideline 6: create public and semi-public outdoor amenity spaces or gathering places, such as courtyards, space for soft landscaping, outdoor café, seating, rooftop gardens and decorative pools/fountains.

—City of Ottawa, Canada
Urban Design Guidelines for

Pedestrian Pathways in Retail and Commercial Parking Sectors

The City of Roseville has incorporated having pedestrian pathways in areas not typically associated with non-motorized transportation—parking sectors. Below are overarching goals found in various sections of the City's 1998 Comprehensive Plan.

Land Use Goal: Provide safety for pedestrians, separation from auto-occupied space, and increase multi-modal connectivity between adjacent developments and land uses.

Objective: Retrofit parking areas by tightening up the navigable space for automobiles and establish pedestrian pathways to intersect under-utilized parking area—providing attractive and more abundant pedestrian connectivity.

Commercial Goal: Develop a pedestrian circulation program in the Shopping Center District

Transportation Goal: Develop safe bicycle and pedestrian movement through the city and around, between and among major parking areas, shopping centers [name shopping centers]. Accommodations should be made for secure bicycle storage.

Objective: Retrofit large parking areas with attractive pedestrian configurations (paths, plazas, landscapes, etc.)

—City of Roseville Comprehensive Plan,

DESIGN GUIDELINES

Lighting Guidelines

1. A quality comprehensive lighting code, with the following minimum standards:
 - ⇒ Full shielding of full cutoff standard for all lighting fixtures over 5000 lumens initial lamp output (or equivalent wattages);
 - ⇒ Restrictions on total amount of unshielded lighting, such as a limit on lumens per acre or total site lumens in unshielded fixtures (or equivalent wattages);
 - ⇒ A method to address overlighting, such as energy density caps, lumens/acre caps, or illuminance specifications
2. Community commitment to dark skies and quality lighting, as shown by:
 - ⇒ City-owned lighting conforming with, or committed to conforming with, the lighting code (if the latter, a published plan with a timeline for completion in no more than five (5) years);
 - ⇒ Municipal support of dark skies and good lighting as indicated through city publications, flyers, PSA's, funding of lighting upgrades, etc.
3. Broad support for Dark Skies from a wide range of community organizations such as:
 - ⇒ Chamber of Commerce, local electrical utility, local IDA section, lighting retailers, etc.
4. Success in light pollution control. At least one of the following conditions must be demonstrated:
 - ⇒ Examples of a minimum of 10 projects built under the lighting code, demonstrating effective application of the local lighting code.
 - ⇒ Alternative demonstration of success in light pollution control, to be discussed with IDA for compliance

—*International Dark Sky Association 2006*

Design Guidelines—with Zoning/Ordinance Changes:

- ⇒ Parking lots with fifty or more spaces should be divided into separate areas with walkways and landscaped areas in between that are at least 10 feet in width
- ⇒ Pedestrian paths should be designed with minimal direct contact with traffic. Where pedestrian paths cross the traffic stream, raised speed tables that slow cars, while providing an elevated pedestrian walkway, should be provided.
- ⇒ Keep parking on one or two sides of the shopping center, away from the side that will generate the most pedestrian access.
- ⇒ Provide a direct pedestrian path from parking lots and parking decks to the buildings they serve.
- ⇒ Clearly delineate this path with striping, different paving materials, or by situating the path through the center of a series of strategically placed parking islands.
- ⇒ Landscaping can be used to channel and organize the traffic flow in parking lots, as well as to provide pedestrian refuge areas.
- ⇒ Avoid open parking lots that allow cars to move in any direction.
- ⇒ Provision of bicycle parking at destinations is crucial—without it, bicycling becomes far less convenient.

—*Federal Highway Administration: Course on Bicycle and Pedestrian Transportation. Section 7.3: Using Land Use Regulations to Encourage Non-Motorized Travel 6 Ibid.*

Active Living Matrix

Policy: Encourage use of the Active Living Matrix to create opportunities for the City to construct increased non-motorized development. The City will waive 50 percent of development fees for low-scoring projects on the first three threshold levels. At the second and third levels, the incentive package may include a waiver of up to 100 percent of development fees, coverage of utility charges, and investments in infrastructure construction.

--Based after City of Austin practice

Goal: Design with the pedestrian in mind

Strategies:

- ⇒ Improve pedestrian-scale lighting—near the ground or not more than ten feet high
- ⇒ Promote landscaping near property lines
- ⇒ Encourage on-street parking
- ⇒ Create aesthetically pleasing design elements, including: soften angles, layers of vegetation, beautification projects integrating the right-of-way and small-scale public art

Goal: Increase activity options for people with disabilities and the elderly

Objective: Utilize the Americans with Disabilities Act Accessibility Guidelines for Building and Facilities.

—Americans with Disabilities Act



GENERAL

Recommendation: Incorporate Active Living principles and goals throughout the comprehensive plan, in particular in the land use, housing, and transportation chapters.

Land Use and Housing Goal: Increase mixed-use development by adopting a mixed-use zoning category and creative use of the PUD process

Policy: Utilize innovative land use approaches through mixed-use developments (e.g. emphasizing green space, residential villages, innovative joint parking

arrangements, right-of way abandonments, etc.) All types of land use, including park space, could be relocated as necessary to balance the community environment

Land Use and Housing Goal: Strive for a greater live and work balance within the city.

Policy: Maintain a positive balance between the living and working environment with the appropriate mix and distribution of uses within the City's Land Use Plan.

RESOURCES —LAND USE

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