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# PROMOTING MIXED-USE DEVELOPMENT

## Context

The Hillsborough County City-County Planning Commission is preparing updates to the comprehensive plans for Tampa, Temple Terrace, Plant City, and unincorporated Hillsborough County.

In March 2014, the Planning Commission engaged Dover, Kohl & Partners and Spikowski Planning Associates to suggest improved policies encouraging mixed-use development. A second task is to identify approaches that could improve the way these plans attempt to avoid strip commercial development, which is being addressed in tandem.

## Mixed-Use Development

Until the 1950s, mixed-use development didn't have a name because most development didn't segregate large expanses of land into pods restricted to a single use. It wasn't unusual for block upon block to be dedicated to one use, but proximity and easy access to complementary uses was taken for granted.

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**Suburban planning is all about separation and segregation of uses. Buffers, enormous setbacks, masking. And the high speeds necessitated by such design. Urban planning, by stark contrast, strives for mixed and shared use, permeability, modest speeds, and compact dimensions.**

--- Dom Nozzi

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Florida's comprehensive planning program is generally supportive of mixed-use development. State planning statutes repeatedly encourage mixed use development (F.S. Chapter 163, Part II). Yet without noting the irony, these same statutes require local governments to designate residential and commercial zones separately on their future land use maps. (F.S. 163.3177(6)(a)(10)a).

**Palm Beach County Policy 2.2.2-a:**  
"In order to discourage strip commercial development, to limit commercial development to nodes, to foster interconnectivity, and to promote the development of innovated mixed use projects inside the Urban Service Area, all new commercial future land use designations shall meet one of the following location requirements . . ."

**Sarasota County Housing Policy 1.1.3:**  
"Facilitate the production of mixed-use development, comprised of residential-commercial-professional uses, through the application of appropriate development standards, design flexibility and compatibility review, and regulatory and financial incentives."

## This Document

This document summarizes the results of the first task in the mixed-use assignment.

The consulting team identified a wide variety of methods used in comprehensive plans from other communities to encourage mixed use development. Brief case studies are presented in the following pages for the following jurisdictions:

- Sarasota County (new villages outside the urban service boundary)
- Southeast Lee County (new mixed-use communities on greenfield sites)
- El Paso TX (variety of techniques)
- Miami-Dade County (designated "Urban Centers")
- Gainesville (variety of techniques)
- Austin TX (mapped growth areas coupled with incentives)
- Orange County, FL (mixed-use corridors and activity centers)

After the case studies, this document summarizes best practices suggested by others:

- Oregon's *Commercial and Mixed-Use Development – Code Handbook*
- ULI's *Mixed-Use Development Handbook*

This document closes with a list of potential policy approaches that may be applicable for local governments in Hillsborough County.

## CASE STUDIES

### SARASOTA COUNTY, FLORIDA

Sarasota County's comprehensive plan received a major refinement in 2002 when a new section was added, commonly known as Sarasota 2050.



Much of Sarasota 2050 dealt with an optional incentive-based process that would allow major landowners east of Interstate 75 to consolidate their development rights and build compact villages or hamlets while permanently preserving open spaces.

The map shown on the next page designated land (in the lightest color) as "Village / Open Space RMAs" (Resource Management Areas). These are large agricultural or natural tracts that had been precluded from development because they were outside the urban service boundary as established in the county's comprehensive plan.

The RMA designations did not change the underlying Future Land Use Map; the designations identified areas where land owners could choose to use the new policies in place of the pre-existing rules.

Two of the main principles that apply to new villages outside the urban service boundary address how land uses are mixed (or not):

- **Open Space:** An inter-connected system of open spaces would conserve natural habitats and preserve agricultural lands.
- **New Urbanism:** Development must be in villages or hamlets that are compact, walkable, and interconnected, with a variety of housing types and mix of other uses.

Policy VOS2.5 includes this requirement about mixing of uses:

- *"That the integrity of the mixed-use district is not compromised by allowing extensive single-uses. The land use mix shall be phased to provide an adequate mix of non-residential uses to serve residential development within each development phase or sub-phase."*

Broad Village/Open Space principles were placed in the comprehensive plan. A new zoning district was created to provide detailed standards plus the processes for submitting detailed site plans that meet the principles and design standards.

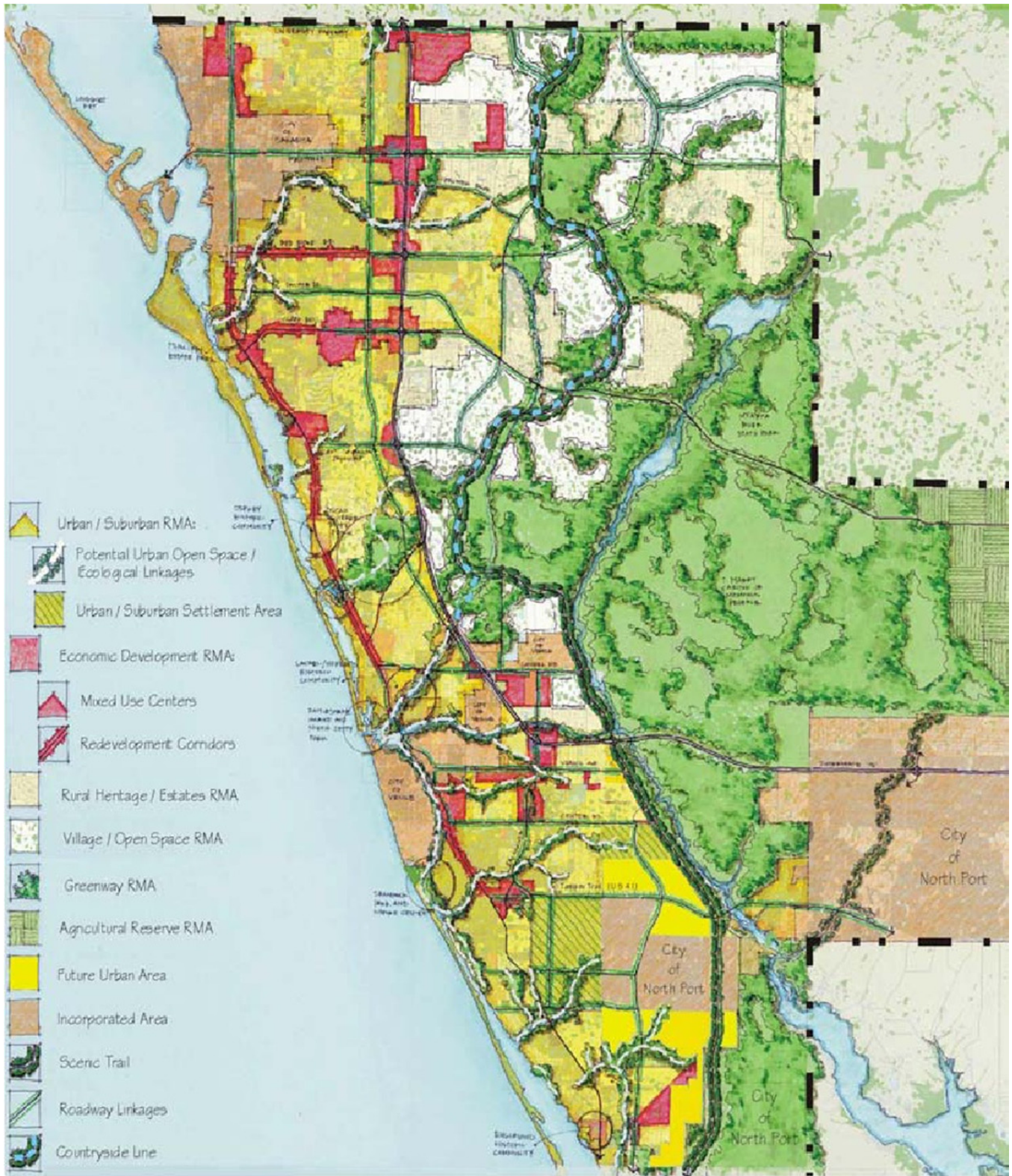
The comprehensive plan requires that each village include "a range of housing types that support a broad range of family sizes and incomes." To implement this policy, the land development regulations identify 9 housing types and require that 6 of those types be provided in each village, and 5 types in each neighborhood in the village.

The "adequate mix of non-residential uses" is to be provided in mixed-use village centers designed to serve the daily and weekly needs of village residents. The comprehensive plan requires these minimum and maximum percentages:

<u>LAND USE MIX</u>	<u>MINIMUM AREA</u>	<u>MAXIMUM AREA</u>
<b>Residential</b>	25%	50%
<b>Commercial/Office</b>	30%	60%
<b>Public/Civic</b>	10%	n/a
<b>Public Parks</b>	5%	n/a

The comprehensive plan states the villages are collections of neighborhoods where a majority of homes are within walking distance or ¼-mile radius of a neighborhood center.







The village portion of Sarasota 2050 has been controversial from its inception. In 2014 it is undergoing major revisions to loosen some requirements that the development community believes have inhibited the successful creation of villages. Some of the requirements being loosened are described here:

- The land development regulations are being changed to require 4 housing types in each village (down from 6); 3 types in each neighborhood (down from 5); and no more than 75% of the homes in each neighborhood being a single type (down from 60%).

- Some of the percentages of the required mix of non-residential uses in village centers are being changed to allow developers more latitude. The new percentages would be as follows:

<u>LAND USE MIX</u>	<u>MINIMUM AREA</u>	<u>MAXIMUM AREA</u>
<b>Residential</b>	15%	65%
<b>Commercial/Office</b>	25%	75%
<b>Public/Civic</b>	5%	n/a
<b>Public Parks</b>	5%	n/a

The site plan below shows the Grand Palm community under development near Venice. This community is the first being built under the existing Sarasota 2050 rules.





## LEE COUNTY, FLORIDA

Lee County's comprehensive plan received a major refinement in 2010 when a new plan was adopted for the undeveloped quadrant of the county south of Lehigh Acres and east of I-75.



Like Sarasota 2050, this plan provides an optional incentive-based process that would allow major landowners to consolidate their development rights and build compact mixed-use communities while permanently preserving open spaces.

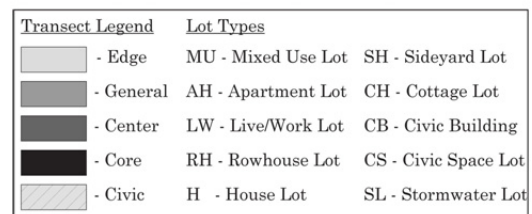
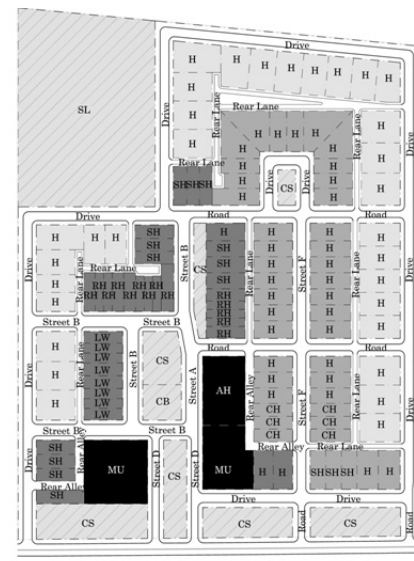
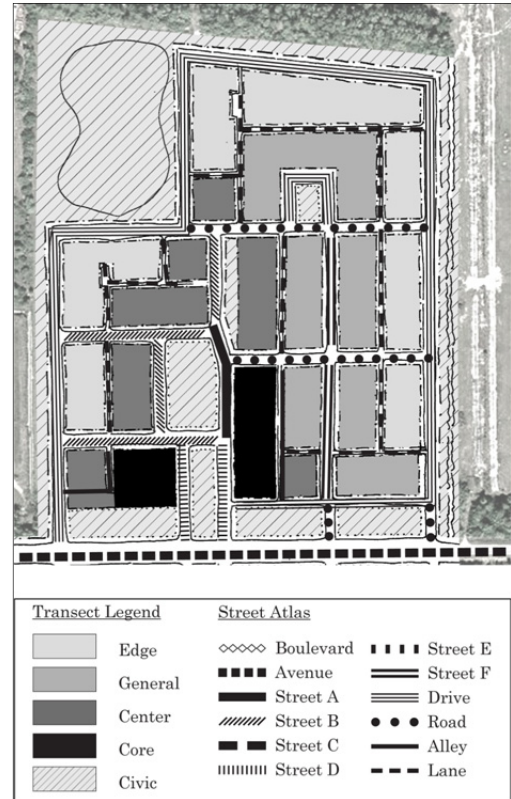
An overlay on the future land use map, shown on the next page, designates five potential mixed-use communities along the northern and western edges of Lee County's southeast quadrant.

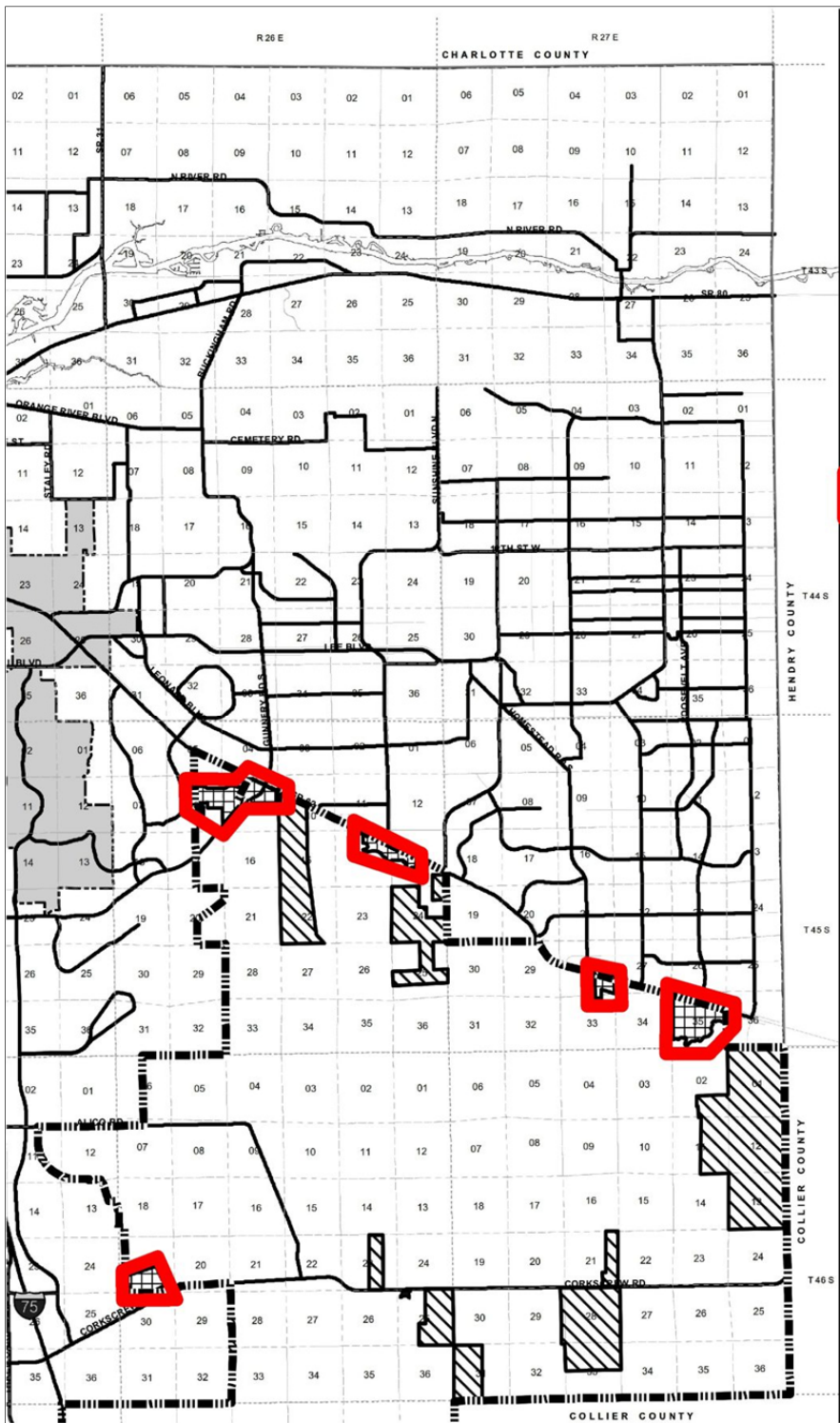
This plan does not set fixed percentages of uses that each mixed-use community must meet when site plans are prepared and reviewed. County commissioners wanted to incentivize mixed-use development by removing potential obstacles to approval.

In place of numerical criteria, the land development code includes a conceptual regulating plan for each mixed-use community that includes multiple transect zones and a walkable block network (see upper right plan). Developers choosing to use or modify this regulating plan do not need to rezone their land; they submit a detailed regulating plan like the one shown on the lower right, which can be approved administratively. Developers may choose rezoning if they want to deviate considerably.

Each conceptual regulating plan includes several different transect zones and a variety of walkable street types chosen from a pre-approved palette of types. Without rezoning, developers may alter the transect zone assignments provided the diversity of transect zones is not eliminated; and they may modify block sizes and shapes provided the blocks continue to meet the code's standards.

This system was developed to avoid artificial percentages of different uses, while still ending up with a mix of uses in each community and precluding a monoculture of any single housing type. Under this system, portions of each community can be developed by different parties instead of by a single developer, with the regulating plan ensuring that the overall diversity and walkability will be maintained.





# SOUTHEAST DR/GR RESIDENTIAL OVERLAY

## Legend

- Southeast Lee County
- Existing Acreage Subd
- Mixed-Use Community
- Rural Golf Course Community
- County Line
- Section Lines
- Major Roads
- Minor Roads
- City Limits

**LEE COUNTY**  
SOUTHWEST FLORIDA  
DIVISION OF PLANNING





## EL PASO, TEXAS

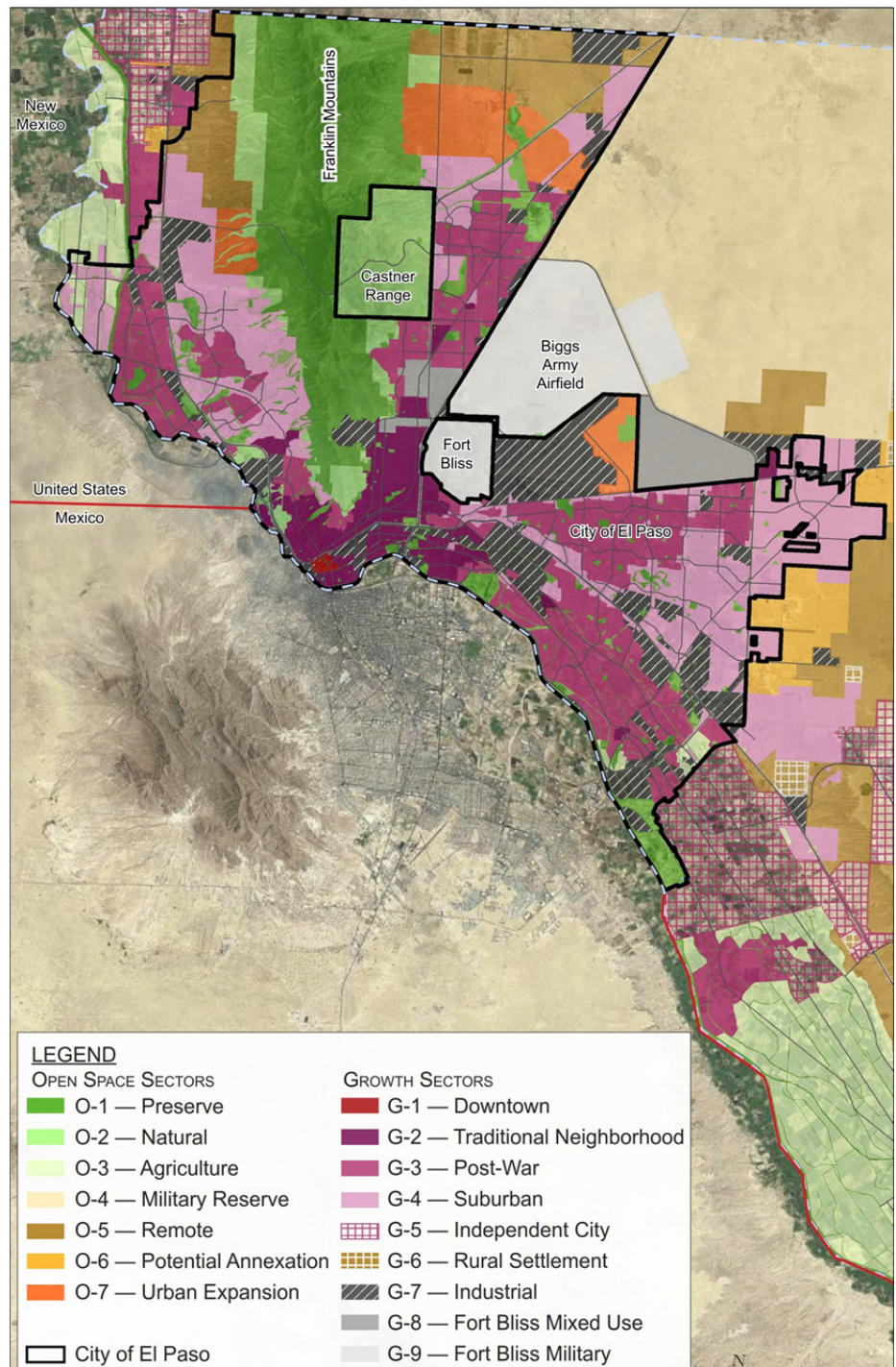
The City of El Paso, Texas, adopted *Plan El Paso* in 2012, an entirely new comprehensive plan for this border city of 650,000 residents. Many aspects of this plan strongly support mixed-use development and redevelopment. Several examples are provided on the following pages.

### Future Land Use Map

An entirely new future land use map was created for *Plan El Paso*.

One distinguishing feature was the elimination of most of the prior zoning-type designations that had specified a single use of land (residential, commercial, etc.).

In their place, this map identified a series of ‘open-space sectors’ for land that would not be developed over the life of the plan, and another series of ‘growth sectors’ that varied by the character and intensity of existing and proposed land uses.



## Design Guidance

*Plan El Paso* contained specific ‘design guidance’ for the most common growth sectors. Summaries are shown below for the “Traditional Neighborhood” growth sector, which applies to areas developed prior to World War II, and the “Suburban” growth sector, which applies to modern single-use residential subdivisions and shopping centers.

**G-2 – Traditional Neighborhood:** This sector includes the remainder of central El Paso as it existed through World War II. Blocks are small and usually have rear alleys; buildings directly faced streets; schools, parks, and small shops are integrated with residential areas. This sector is well-suited for use of the SmartCode as a replacement for current zoning when planned in conjunction with specific neighborhood plans or identified in this Comprehensive Plan.

**Design Guidance:** G-2 neighborhoods already have walkable thoroughfare grids, a mix of uses and housing types, historic buildings, parks, and a strong sense of character. The City’s priorities are improving public infrastructure, restoring any abandoned buildings, and infilling empty lots and parking lots with street-oriented buildings.

Many G-2 neighborhoods are challenged by recent, auto-oriented development that turns its back to the street. Many of the new buildings feature blank walls toward the street or poorly proportioned façades that contribute little to the public realm. These buildings could be improved with windows and doors that add visibility, openness, light, and natural supervision to the sidewalk. Restoring a continuous street frontage will restore the sense of place in older neighborhoods.

**Design References:**

- Urban Design Element of this plan.
- *Connecting El Paso*: See pages 3.4 through 3.5, 3.11, 4.11 through 4.27, and A.7 through A.12.



**G-4 – Suburban:** This sector applies to modern single-use residential subdivisions and office parks, large schools and parks, and suburban shopping centers. This sector is generally stable but would benefit from strategic suburban retrofits to supplement the limited housing stock and add missing civic and commercial uses.

**Design Guidance:** Suburban retrofits usually take one of two forms. The first is new development on vacant skipped-over tracts, in which case the design guidance is similar to the O-6 and O-7 sectors. The other form is major redevelopment of well-located but underutilized land, typically obsolete shopping centers or industrial sites. Occasionally this redevelopment is carried out in a single stroke, but usually it occurs incrementally as the market arises, through the creation of new streets and blocks and the replacement of existing buildings with new street-oriented buildings. Additional buildings fill in empty lots that create the “missing teeth” along the streetwall.

New development should include a mix of uses, including housing, offices, and stores. Street connections are made to nearby neighborhoods along with streetscape improvements and the addition of green and civic spaces.

**Design References:**

- Urban Design Element of this plan.
- *Connecting El Paso*: See pages 3.6 through 3.10; 4.28 through 4.39; and A.13 through A.16.

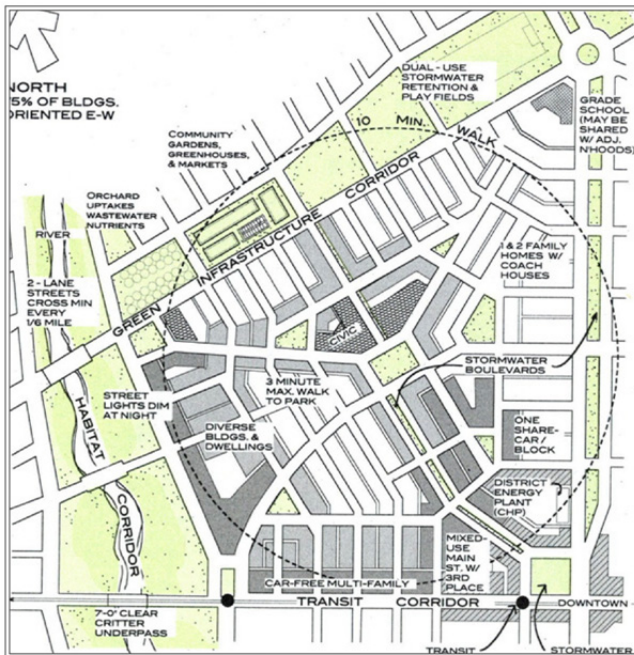




## Community Design Manual

A heavily illustrated community design manual was included as an appendix to this plan. This manual explained and illustrated five basic components of great neighborhoods:

- Identifiable center and edge for each neighborhood
- Walkable size
- Mix of land uses and housing types, with opportunities for shopping and workplaces close to home
- Integrated network of walkable streets
- Special sites reserved for civic purposes



From *Sustainable Urbanism: Urban Design with Nature*

This Sustainable Neighborhood diagram, which is an adaptation of Clarence Perry's 1929 illustration, shows how the traditional neighborhood block, coupled with new infrastructure, an added mix and density of housing, and new transit modes can serve our modern needs.

## Urban Design Element

*Plan El Paso's* urban design element combines goals and objectives with illustrative plans for a dozen places with specific problems or opportunities for growth and redevelopment, such as a potential transit-oriented development site and commercial strips that could evolve into much more.



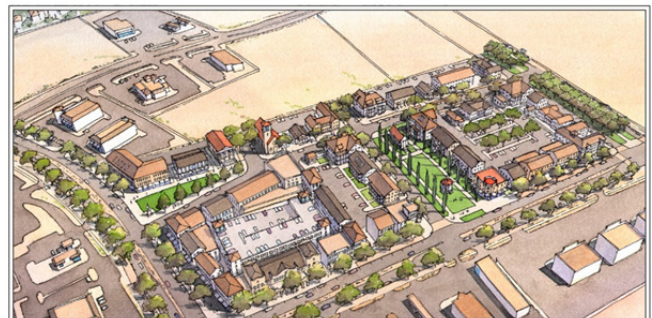
Existing Conditions: Suburban commercial development



Step 1: Adding trees, sidewalks, and on-street parking in the public ROW



Step 2: Initial private investment in street-oriented infill development

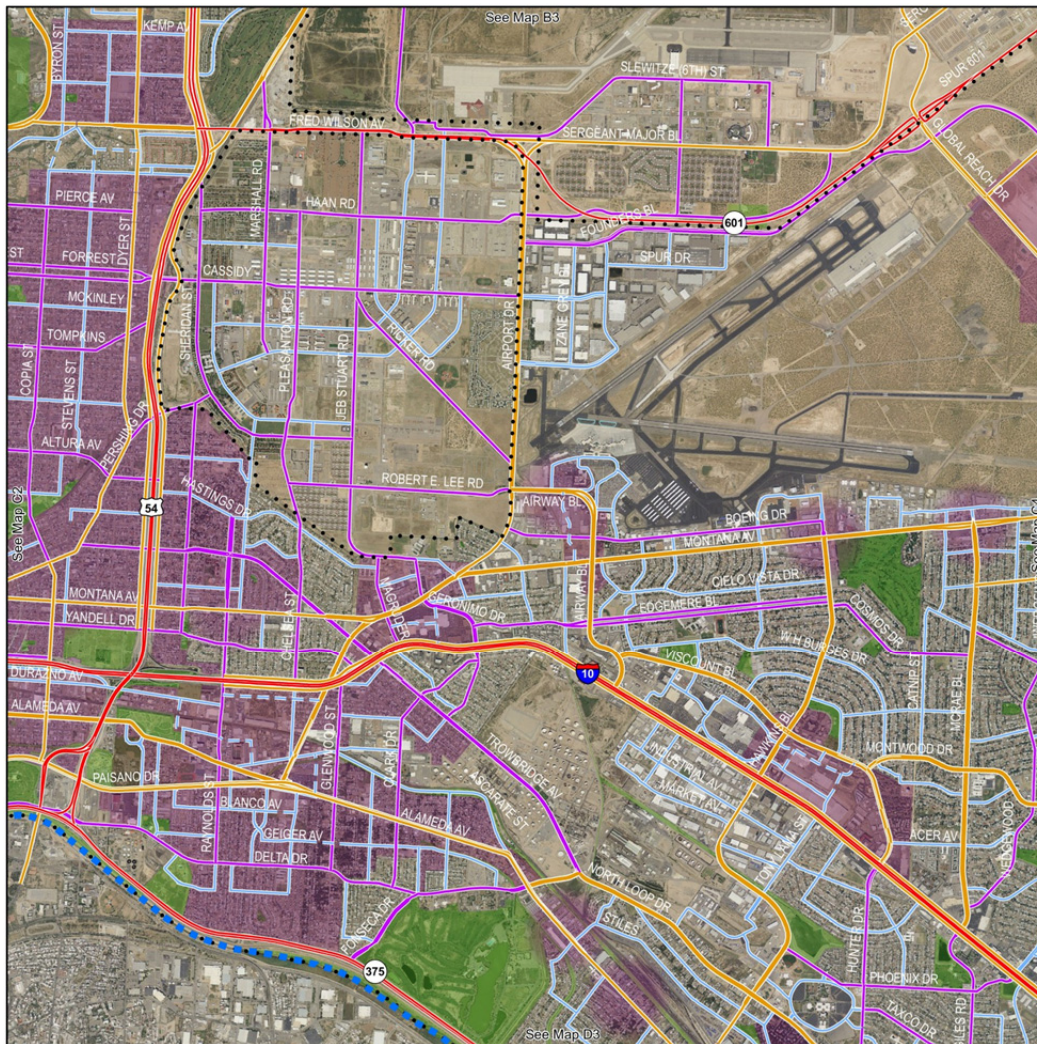
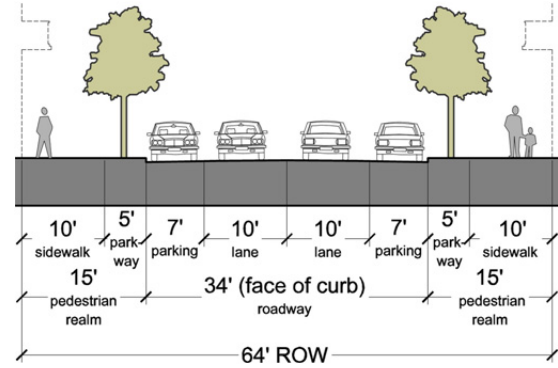


Step 3: Incremental infill links seamlessly to previous development



## Thoroughfare Plan

To match the design of new and retrofitted streets with the character of development, El Paso's new Thoroughfare Plan was based on the *Plan El Paso's* future land use map. The growth and open-space sectors were grouped to identify areas where streets should have **urban character** (slower speeds, curbs, on-street parking), **suburban character** (faster speeds, bike lanes, turn lanes), or **rural character** (swales, trails). The Thoroughfare Plan created cross-sections for each character type.



**EL PASO THOROUGHFARE PLAN UPDATE -- Map C3**

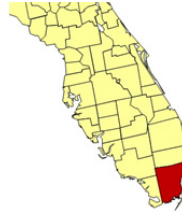
<b>EXISTING THOROUGHFARES:</b>	<b>PROPOSED THOROUGHFARES:</b>	
Expressway	Expressway	Compact Urban
Principal Arterial	Principal Arterial	Drivable Suburban
Minor Arterial	Minor Arterial	Rural
Collector	Collector	Open Space
Local		El Paso County
		City of El Paso

0 1/4 1 1 1/2 2 Miles



## MIAMI-DADE COUNTY, FLORIDA

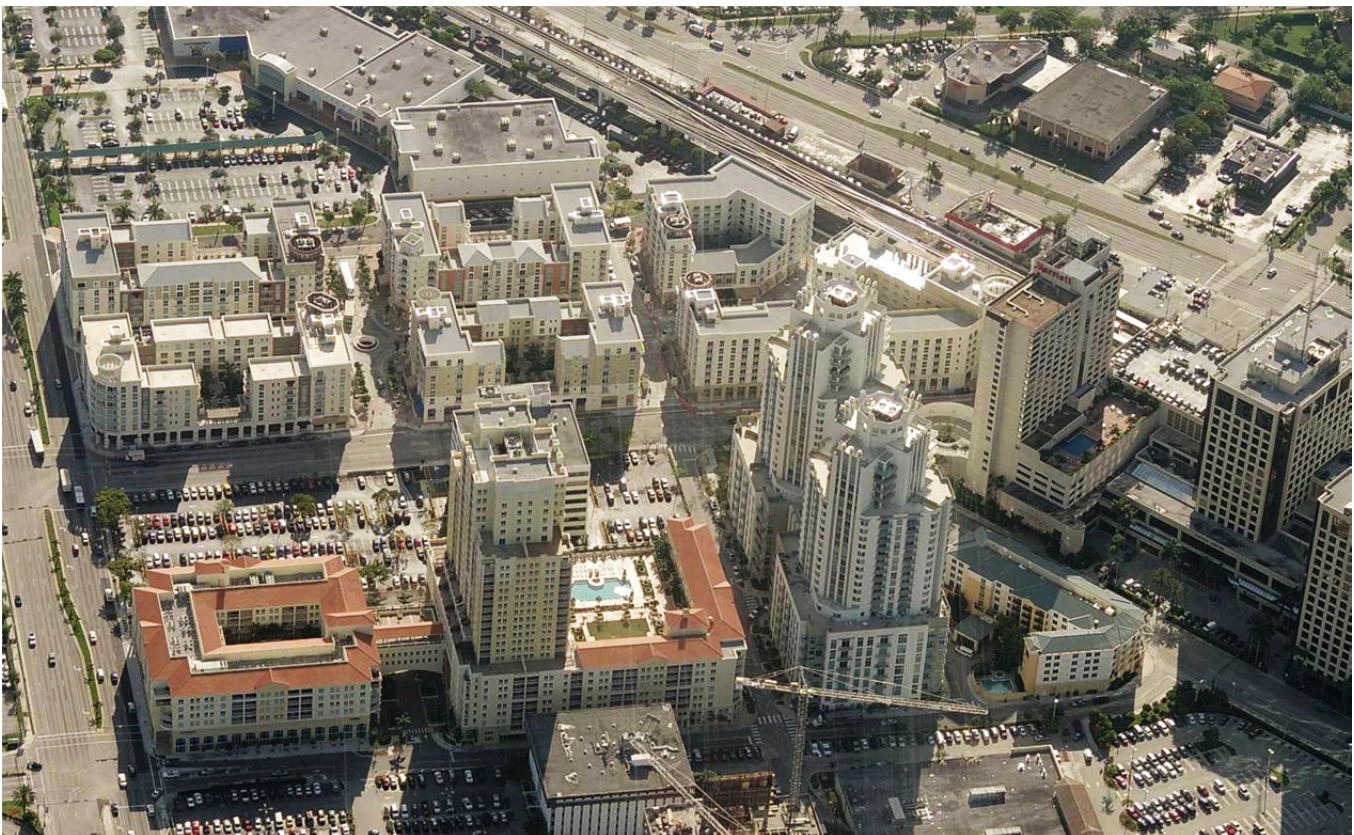
In the early 1990s, many communities in Miami-Dade County were experiencing rapid development, and conventional suburban zoning standards were in place throughout the region. In an effort to allow higher density and to accommodate development with a mix of land uses, the county altered the Land Use Element of the Comprehensive Development Master Plan to designate “Activity Centers”, which has been refined in the current plan as “Urban Centers.”



Specific language in the Plan encourages shared parking, prohibits blank walls, and notes that buildings should be built to the sidewalk edge in these areas. A diversified mix of uses is prescribed in all Urban Centers including: retail, business, professional services, hotels, restaurants, recreation, entertainment, public space, and moderate-to-high density residential uses.

“Urban Centers” are defined as “...moderate- to high-intensity design-unified areas which will contain a concentration of different urban functions integrated both horizontally and vertically.” There are three types of Urban Centers, which range in scale (from large to small): Regional Activity Centers, Metropolitan Urban Centers, and Community Urban Centers. Each type has a minimum FAR and a maximum density. The land within each Urban Center is characterized by being located in the core, the center, or along the edge.

*“The locations of urban centers and the mix and configuration of land uses within them are designed to encourage convenient alternatives to travel by automobile, to provide more efficient land use than recent suburban development forms, and to create identifiable “town centers” for Miami-Dade’s diverse communities. These centers shall be designed to create an identity and a distinctive sense of place through unity of design and distinctively urban architectural character of new developments within them.”*





### ADOPTED 2020 AND 2030 LAND USE PLAN \* FOR MIAMI-DADE COUNTY, FLORIDA

**RESIDENTIAL COMMUNITIES**

- ESTATE DENSITY (EDR) 1-2.5 DU/AC
- ESTATE DENSITY W/ ONE DENSITY INCREASE (DI-1)
- LOW DENSITY (LDR) 2.5-6 DU/AC
- LOW DENSITY W/ ONE DENSITY INCREASE (DI-1)
- LOW-MEDIUM DENSITY (LMDR) 6-13 DU/AC
- LOW-MEDIUM DENSITY W/ ONE DENSITY INCREASE (DI-1)
- MEDIUM DENSITY (MDR) 13-25 DU/AC
- MEDIUM DENSITY W/ ONE DENSITY INCREASE (DI-1)
- MEDIUM-HIGH DENSITY (MHDR) 25-60 DU/AC
- HIGH DENSITY (HDR) 60-125 DU/AC OR MORE/GROSS AC
- TWO DENSITY INCREASE WITH URBAN DESIGN (DI-2)

**INDUSTRIAL AND OFFICE**

- RESTRICTED INDUSTRIAL AND OFFICE
- BUSINESS AND OFFICE
- OFFICE/RESIDENTIAL

**INSTITUTIONS, UTILITIES, AND COMMUNICATIONS**

- PARKS AND RECREATION
- ZOO MIAMI ENTERTAINMENT AREA
- AGRICULTURE
- OPEN LAND
- ENVIRONMENTAL PROTECTION
- ENVIRONMENTALLY PROTECTED PARKS
- TRANSPORTATION (ROW, RAIL, METRORAIL, ETC.)
- TERMINALS
- EXPRESSWAYS
- MAJOR ROADWAYS (3 OR MORE LANES)
- MINOR ROADWAYS (2 LANES)

**EXISTING RAPID TRANSIT / FUTURE RAPID TRANSIT**

**URBAN CENTERS \*\***

- REGIONAL
- METROPOLITAN
- COMMUNITY

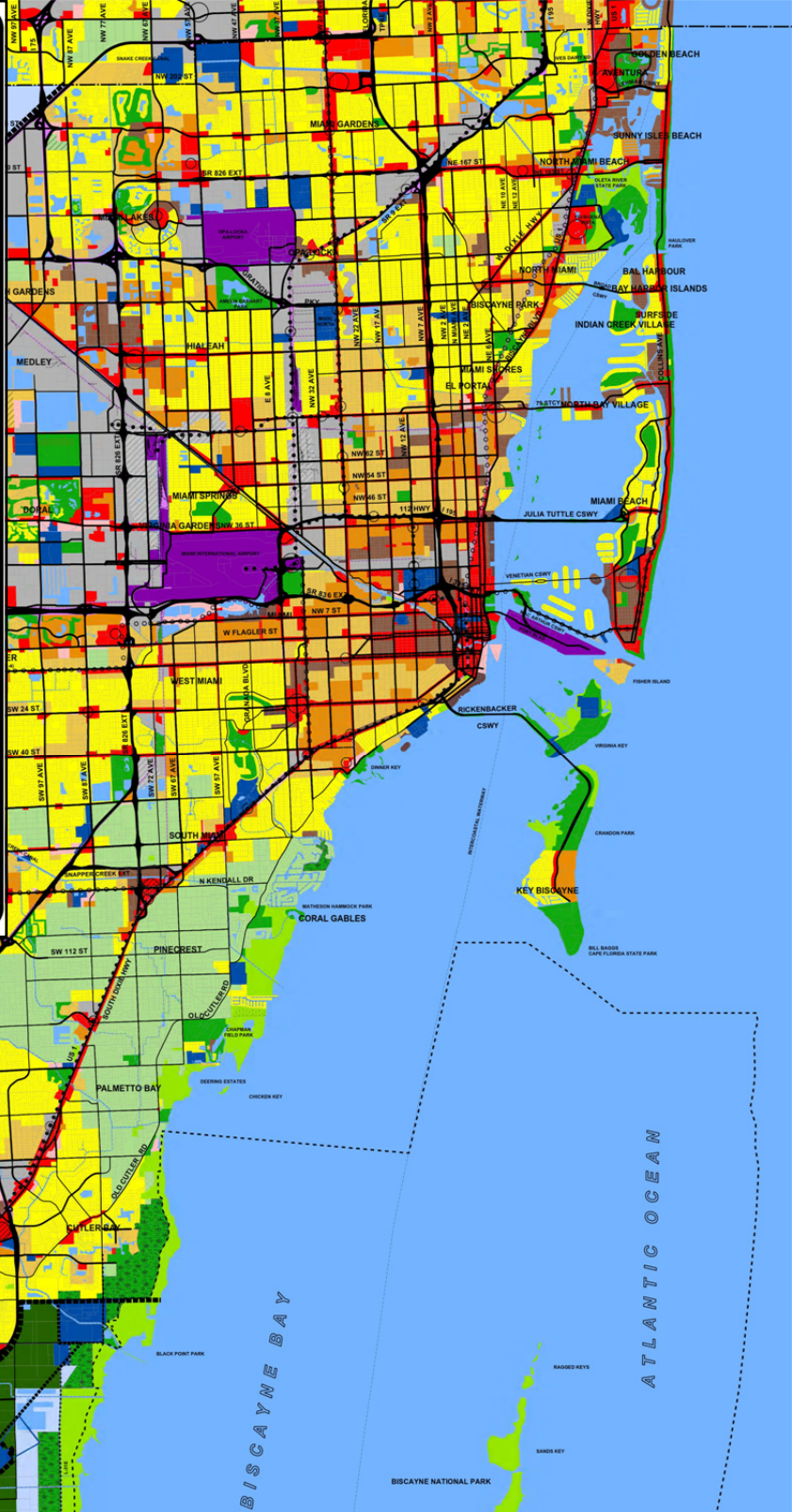
**ADOPTED REGIONAL URBAN CTR**  
**ADOPTED METROPOLITAN URBAN CTR**  
**ADOPTED COMMUNITY URBAN CTR**

\*\* Note: This symbol denotes an urban center where an area plan has been accepted by the Board of County Commissioners and codified in a zoning overlay district that shows the defined boundaries of the center.

**2020 URBAN DEVELOPMENT BOUNDARY**  
**2030 EXPANSION AREA BOUNDARY**

**WATER**  
**CANAL**  
**LEVEE/CANAL**

0 0.35 0.7 1.4 2.1 Miles



To view full-size map, visit:  
<http://www.miamidade.gov/planning/library/maps/Adopted-2020-and-2030-Land-Use-Plan-Map.pdf>



To stimulate mixed use, the County requires an average FAR and density for each Urban Center:

- In Regional Activity Centers, the average FAR is required to be greater than 4.0 in the core and not less than 2.0 in the edge, with a maximum density of 500 dwelling units per gross acre.
- In Metropolitan Urban Centers, the average FAR must be greater than 3.0 in the core and not less than 0.75 in the edge, with a maximum density of 250 dwelling units per gross area.
- In Community Urban Centers, the average FAR must be greater than 1.5 in the core and not less than 0.5 in the edge, with a maximum density of 125 units per gross acre.

The Land Use Element designates Downtown Kendall as the “Dadeland Regional Activity Center.” Requiring a minimum density and allowing a higher density has resulted in mixed-use development in downtown Kendall — a location previously in the form of a strip commercial corridor with vast amounts of surface parking. In the new development, big box stores that are typically part of sprawling, single-use buildings are located on the ground floors, with residences located above. Restaurants and hotel chains have also successfully adapted to this building format. Additionally, the combination of shared parking spaces and parking garages creates a built environment that is urban in character.

It is important to note that in Downtown Kendall a form-based code was created to codify the comprehensive plan’s requirements. Three Regulating Plans (the Street Frontage Plan, the Designated Open Space Plan, and the Sub-District Plan) are used to guide new development. However, it was the initial policy mechanism in the comprehensive plan that first defined Activity Centers and required a minimum and maximum density for this area. For details of the requirements of the CMDP and form-based code, see the Miami-Dade County strip commercial case study.

The combination of the comprehensive plan vision and requirements and the subsequent implementation of the area-specific form-based code are transforming this area into a walkable urban center.



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## GAINESVILLE, FLORIDA

The Future Land Use Element of the Comprehensive Plan for the Gainesville outlines a series of policies that promote (and in some cases require) a mix of land uses in an effort to create walkable and sustainable communities.



*“To the extent possible, all planning shall be in the form of complete and integrated communities containing housing, shops, workplaces, schools, parks and civic facilities essential to the daily life of the residents.”*

The development goals outlined by the City describe the need to establish standards that allow conventional shopping centers to be retrofitted or redeveloped into mixed use centers:

*“Adopt land development regulations that guide the transformation of conventional shopping centers into walkable, mixed use neighborhood (activity) centers.”*

To implement the vision for mixed use, the City identifies land use categories that prescribe a range of density requirements for a series of character areas. Mixed-use categories include:

- Mixed-Use Residential: up to 75 units per acre
- Mixed-Use Low-Intensity: 8-30 units per acre
- Mixed-Use Medium-Intensity: 12-30 units per acre
- Mixed-Use High-Intensity: up to 150 units per acre
- Urban Mixed-Use 1 (UMU-1): 8 -75 units per acre; and up to 25 additional units per acre by special use permit
- Urban Mixed-Use 2 (UMU-2): 10 to 100 units per acre; and up to 25 additional units per acre by special use permit.

Within the Mixed-Use categories, the plan specifies that development conform to the Traditional Neighborhood Development (TND) ordinance—an ordinance that encourages compact, walkable communities.

The Urban Mixed-Use categories describe the need to be connected as being related to conducting collaborative research. (These zones are located

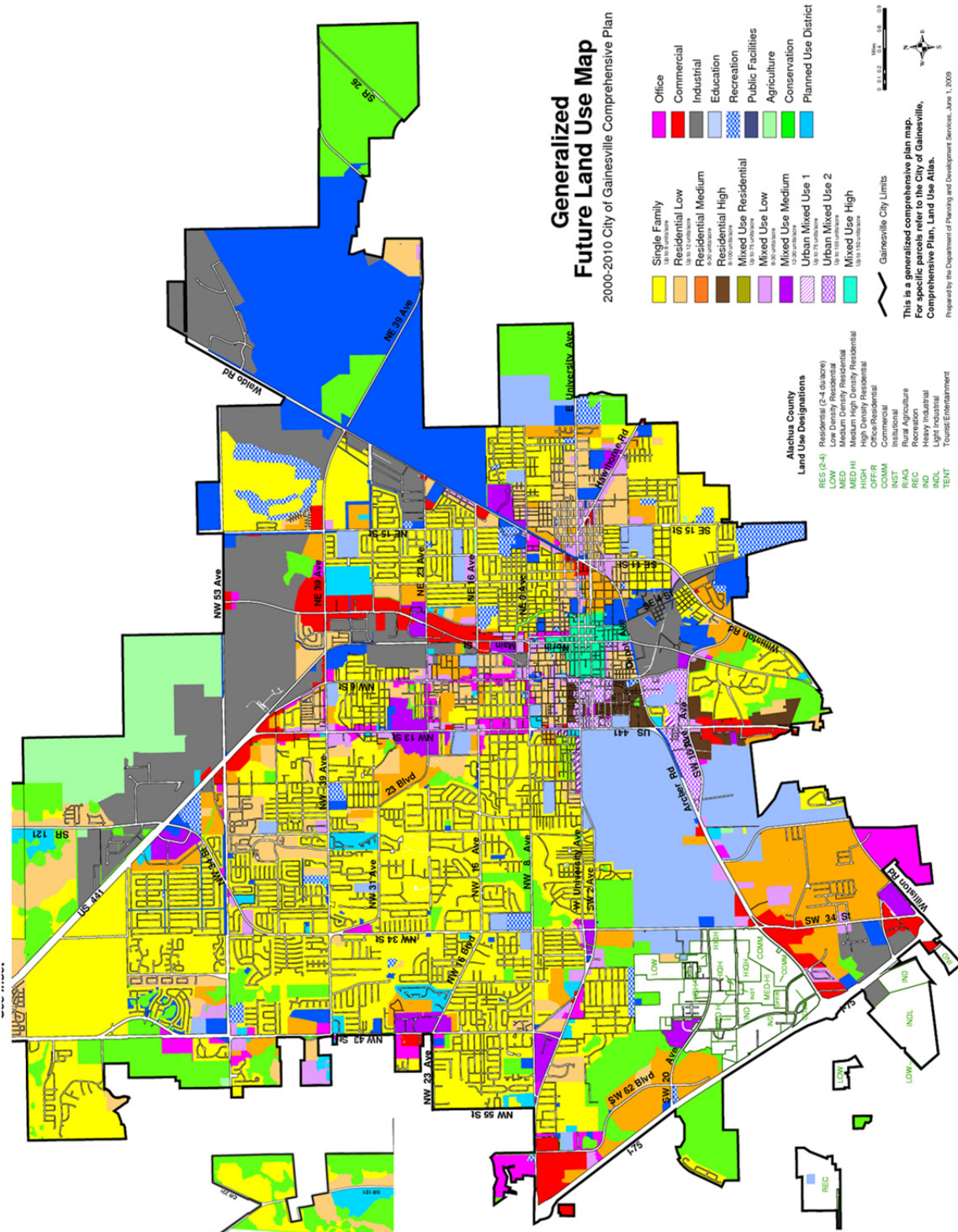
adjacent to the University of Florida facilities.) The description notes that an “essential component of the district is orientation of structures to the street and multi-modal character of the area.” A maximum allowable density is specified for the Mixed-Use zones; a minimum and a maximum density is specified in the Urban Mixed-Use zones.

The City also designates a series of Planned Use Districts (see map) based on location and future use. While the requirements of each are slightly varied, the language requires mixed-use development patterns. For example, The Orton Trust Planned Use District is required to include a mix of residential and non-residential uses while also complying with the following requirements:

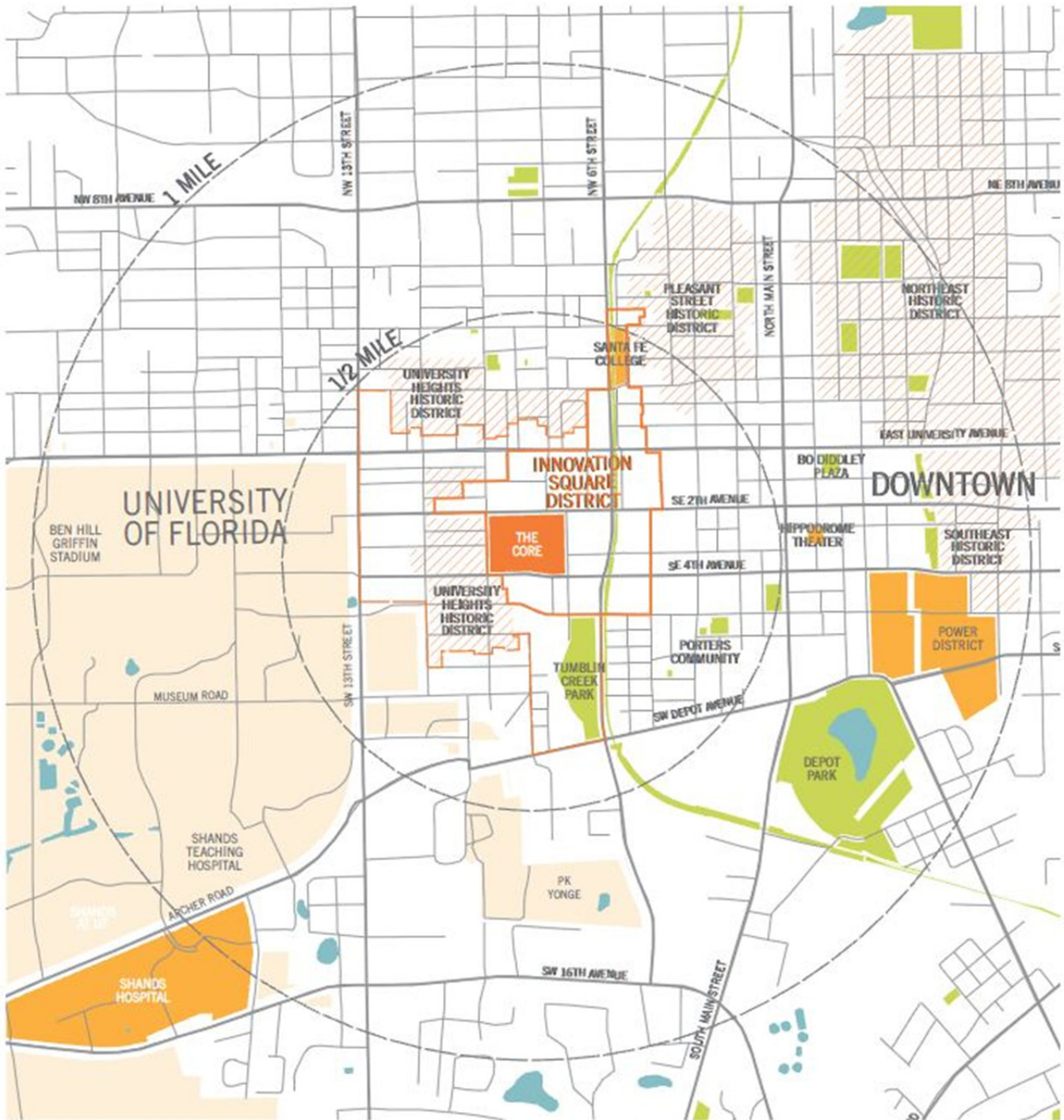
- A minimum of 40,000 square feet of residential use shall be required above the first or second story of non-residential uses, and may be placed above the first or second story of any part of the 80,000 square feet of non-residential use authorized.
- The maximum allowable square footage for any one-story retail/ commercial building where the entire building is in a single use is 15,000 square feet.
- A maximum of 2 businesses shall be allowed to have drive-through facilities.
- The planned development zoning ordinance shall prescribe a phasing schedule in order to ensure a mixed use project including residential and/or residential infrastructure from the first phase of construction.
- The internal road network shall be designed using Traditional Neighborhood Development Street Design Guidelines as published by the Institute of Transportation Engineers, as updated from time to time.

The Urban Village District includes many of the same requirements, but also prohibits development that conflicts with mixed-use communities. Neither single-story, large scale retail (defined as a single retail use with a ground floor footprint exceeding 100,000 square feet), nor development where surface parking is the principal use are allowed in the Urban Village. In essence, the City has designated areas where sprawling commercial strips cannot be developed.





To view full-size map, visit:  
[http://www.cityofgainesville.org/Portals/0/plan/cg\\_LU Map\\_11X17.pdf](http://www.cityofgainesville.org/Portals/0/plan/cg_LU Map_11X17.pdf)



The Plan maps and describes another interesting overlay, called the “Innovation Zone.” The character and intended development within the zone will be urban and walkable. Given the proximity of the zone to both downtown and the University of Florida, it is deemed essential that the street network be tightly interconnected to encourage collaborative research. Specific requirements for the

overlay area are discussed in a related document, the *Innovation Square Development Framework*.

While the exact method of requiring a mix of land uses varies slightly in each mapped District, the intent to include a minimum amount of residential development along with compact commercial development remains intact. The City is also



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careful to note that effective design is necessary in order to accommodate for higher density.

*“Design standards in the Land Development Code...ensure that higher densities are livable.”*

*“Redevelopment should be encouraged to promote compact, vibrant urbanism, improve the condition of blighted areas, discourage urban sprawl, and foster compact development patterns that promote transportation choice.”*

In addition to the Future Land Use Element, Gainesville’s comprehensive plan also provides an illustrated Urban Design Element that offers specific design standards for centers of mixed-use development. The Urban Design Element describes in-depth methods for achieving “connected” streets and public spaces that can easily be utilized by pedestrians, cyclists, and transit users. The guidance is simply depicted and is prescribed to be applied to “select locations within the City.”

*“Objective 1.2: Promote urban livability and aesthetics, including the safety, comfort, and convenience of pedestrians, bicyclists and transit users, while still providing for the needs of car drivers.”*

*“Gridded, interconnected street networks with a generally north south, east-west orientation are encouraged. Streets should be connected with other streets to the maximum extent feasible.”*  
*“Blocks are encouraged to be generally rectangular in shape. Block length and perimeter are encouraged to be modest.”*

These guidelines are intended to encourage the design of neighborhood centers and town centers that are walkable and mixed use in character, with the following requirements:

- Commercial build-to lines that pull the building up to a wide sidewalk with a row of trees.
- Modest instead of abundant off-street parking, located at the rear or side of buildings, and away from pedestrian areas.
- A sense of arrival and departure.
- A connected sidewalk and path system promoting safety, comfort and convenience by linking buildings within the Center and to adjacent properties.

- Building facades facing the street and aligned to form squares,
- A vertical mix of residences above non-residential uses within the center, and a required percentage of Center floor area that is residential and retail.
- No free-standing retail establishment within the center exceeding 30,000 square feet (or some set maximum) of first floor area.
- First floor uses promoting entertainment and retail uses, and articulation and glazing for pedestrian interest.
- Rules that restrict establishment of auto-oriented uses, or uses that generate significant noise, odor, or dust.

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## AUSTIN, TEXAS

In *Imagine Austin*, the comprehensive plan for Austin, Texas, the initial policy objectives describe a future for the City that promotes mobility, livability, and sustainability while also adapting to rapid growth. A mix of uses—including residential, commercial, entertainment, office, and civic activities—are central to the development of the neighborhoods and communities outlined in the Plan.

The method for defining future growth in *Imagine Austin* is depicted in the “Growth Concept Map.” (see page 15) Essentially, the City has mapped a sequence of activity centers and corridors where a mix of all uses is desired. These centers range in scale—from largest to smallest—and are called Regional Centers, Town Centers and Neighborhood Centers. By definition, these centers are required to develop as mixed use nodes within the City. *“These centers and corridors allow people to reside, work, shop, access services, people watch, recreate, and hang out without traveling far distances.”*

*Imagine Austin* contains parameters for regional, town and neighborhood centers that prescribe a minimum and a maximum for the residential population and the number of jobs. Regional Centers are the largest of their type and are intended to be the most urban of the mixed-use centers. They are also intended to have the highest density. *“Regional centers will range in size between approximately 25,000-45,000 people and 5,000-25,000 jobs.”* Town Centers are intended to be less intense than Regional Centers, but still large enough to accommodate a mix of housing types and a range of employers. *“Town centers will range in size between approximately 10,000-30,000 people and 5,000-20,000 jobs.”* Neighborhood Centers are places that are walkable, bikable and located near transit—but they are the least intense of the three centers. *“Neighborhood centers range in size between approximately 5,000-10,000 people and 2,500-7,000 jobs.”* Development within all three categories is allowed as long as it contributes to reaching the thresholds for both population and jobs in a designated area. By utilizing population and job growth as the primary metrics for development, *Imagine Austin* has outlined an original process for encouraging mixed use growth.

The goals and strategies outlined in the comprehensive plan for the City of Austin have been complemented by an incentive-based approach to achieving mixed use within the designated centers. The City has utilized the “Smart Growth Criteria Matrix” as a tool for prioritizing desired development and providing incentives to those proposing new projects.

With the principles of Smart Growth as its foundation (including, walkable, mixed use neighborhoods), the Smart Growth Criteria Matrix is essentially a “scorecard” for proposed developments. Goals from the comprehensive plan, such as building location, density, amount of mixed use, transit coordination and parking, are weighted and ranked in a scorecard format. The resulting score fits within a series of categories. Each category acts as an individual incentive to the applicant. After tallying a total score for all categories, the higher the score the better the incentive for the proposed development. Examples of incentives include: waiver or reduction of process fees for the applicant, a reduction in taxes, or a general streamlining of the approval process. In Austin, the Transportation, Planning and Design Department initiated this process and works with other members of City government to implement the incentives. The Matrix is a helpful way for the City to understand how proposed projects will measure up to the goals listed in the comprehensive plan. At the same time, this method provides incentives and opportunities to developers and other applicants as they plan for future projects.

The Austin comprehensive plan clearly communicates that implementation of mixed use communities at the regional, town, and neighborhood scale are of primary importance. This is also clear in the Matrix. This tool allows the City to measure the *amount* of mixed use in each proposal, which then results in an appropriate reward. For example, the item called “Mixed Use per Building” explains the criteria for earning credits in this category. In order to obtain points, the City requires that the proposed development has a minimum of 20% of the building space allocated for each use—residential, retail, and office. After achieving the required minimum threshold for each use, the applicant may receive additional points for different aspects of mixing uses within a building. Additional points can be



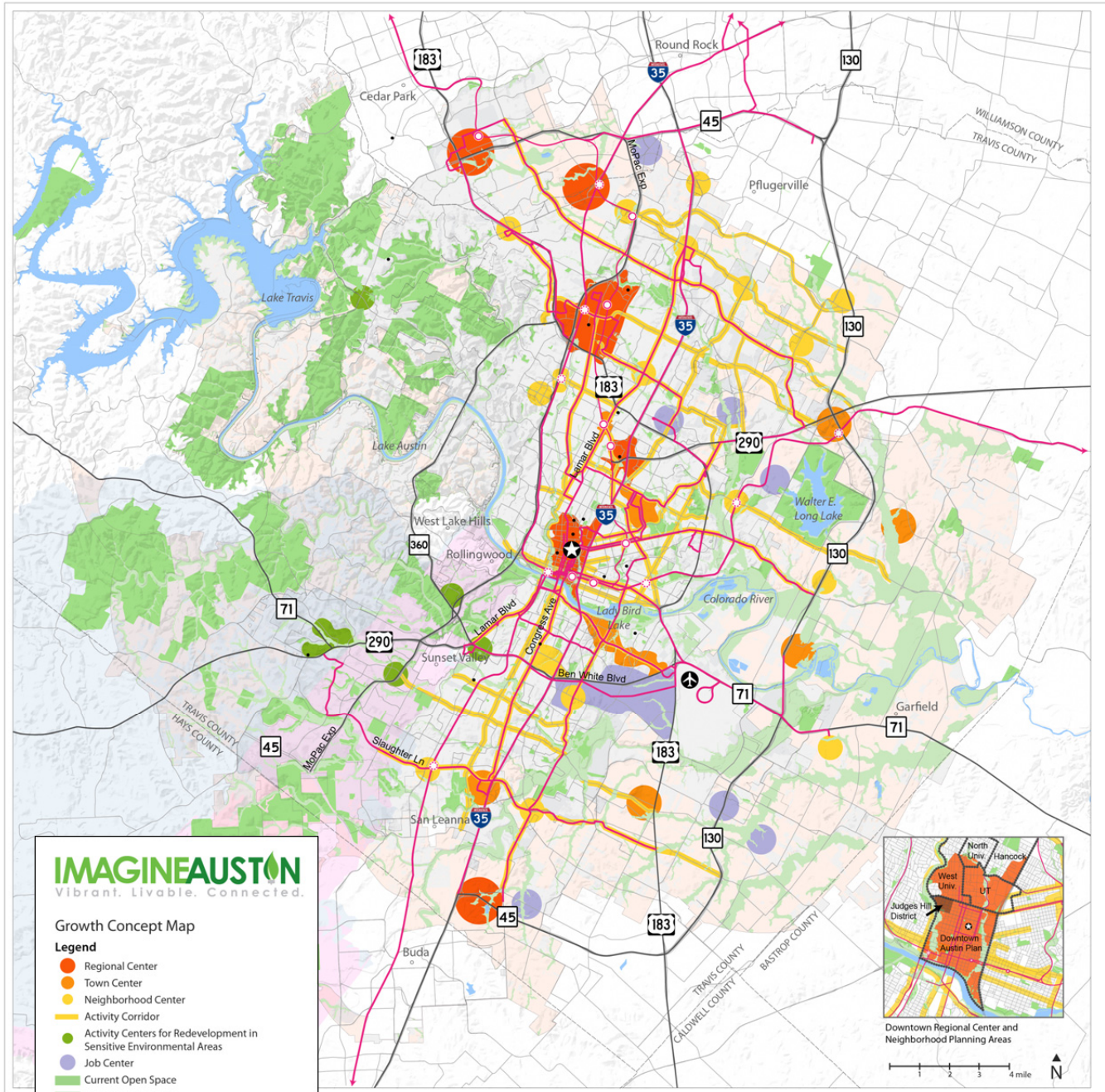
earned for including residential above the first floor, street level pedestrian uses, and/or having two or three uses within the building. Each of these categories is then weighted. In this case, the location of residential units above the first floor earns the most points.

The Smart Growth Criteria Matrix was employed in Austin as a means for both implementing desired growth and providing financial incentives for proposed development that aligns with the goals outlined by the City in the comprehensive plan. This method has been utilized by a variety of cities, counties and states.

To see the complete Austin scorecard visit: [http://www.epa.gov/smartgrowth/scorecards/austin\\_matrix.pdf](http://www.epa.gov/smartgrowth/scorecards/austin_matrix.pdf)

For further information about the Smart Growth Criteria Matrix, visit: <http://www.epa.gov/smartgrowth/scorecards/project.html>

SMART GROWTH CRITERIA MATRIX				REVIEWER: _____				
City of Austin Transportation, Planning and Design Department				MARK ONE: <input type="checkbox"/> SELF SCORE				
DEVELOPMENT: _____ DATE OF REVIEW: _____				<input type="checkbox"/> PRELIMINARY SCORE				
DEVELOPMENT: _____ DATE OF REVIEW: _____				<input type="checkbox"/> FORMAL SCORE				
GOALS	ELEMENTS	CRITERIA	POINT SYSTEM			SCORE		
CATEGORY		Criteria based on information that is not complete or available for scoring	WEIGHT	VALUE	MAX. POINTS AVAILABLE	SCORE	TOTAL Possible	TOTAL SCORE
SMART GROWTH GOAL I: Determine How and Where Development Occurs	Eligibility	1. Neighborhood Plans Project does not conflict with adopted Neighborhood Plan for the area.						
		2. Historic Review Projects proposing demolition/modification of historically significant buildings require review.						
		3. Incentive Package Project may not receive Smart Growth Zone Specific incentives.						
	Location (87 points)	1. Smart Growth Zones (Eligible for only one zone - A, B, or C for a maximum possible 45 points)	1. Anywhere 2. Within a 1 block radius of a CMTA bus stop 3. Consistent with transit station area plan	5 5	5 4	25 20		0
		or B. Urban Core	1. Anywhere 2. Within one lot deep of a Smart Growth Corridor 3. Consistent with transit station area plan	4 4	3 4	12 16		0
		or C. Desired Development Zone (DDZ) inside City Limits	1. Anywhere 2. Within one lot deep of a Smart Growth Corridor/park & ride 3. Consistent with transit station area plan	3 3	1 3	3 9		45
		2. Location Risk	A. Focus on area of economic need B. A "Trail Blazer" in an untested market	4	3	12 30		42
	Process (135 pts)	1. Neighborhood Planning (Choose A or B)	A. Requires dialogue and support by adjacent neighborhoods (Projects outside of Downtown) B. Downtown Projects			75 35		75
		2. Design Commission (Choose A or B)	A. Presentation & endorsement of plans without conditions (Projects outside of Downtown) B. Downtown Projects	5	2	10 50		50
		3. Historic Landmark Commission	A. Presentation & endorsement of plans without conditions B. Historically zoned buildings or buildings within a historic district	5	5	25 50		50
Critical Mass (24 points)	1. Threshold Density	A. Population (DUA) 1. Meets minimum threshold to support transit (7 to 12 dua average w/in one lot deep of Proposed Smart Growth Corridors. 12-25 dua average in Downtown) (Consistent with transit station area plan)	3	4	12			
	B. Employment (FAR)	2. Meets minimum threshold to support transit (Min. FAR of .35 w/in one lot deep of Proposed Smart Growth Corridors or min. FAR of .5 in Downtown) (Consistent with transit station area plan)	3	4	12		24	
Land Use (110 points)	1. Land Use Contribution (Eligible for only one-A,B, or C for a maximum possible 35 points)	A. Downtown Projects 1. Regional draw - retail (anchor retail), entertainment, or cultural center 2. Greater than 200 new housing units	5 5	3 4	15 20		0	
	or B. Urban Core Projects	1. Regional draw - retail (anchor retail), entertainment, or cultural center 2. Variety of housing types (apartments, rowhouses, SF) 3. Greater than 200 new housing units	4 4 4	3 1 1	12 12 4		0	
	or C. Traditional Neighborhood Projects	1. Meets TND codes and ordinances 2. Variety of housing types (rowhouses, gar. apts, sf) 3. Town Center with neighborhood retail	3 3 3	3 3 3	9 9 9		35	

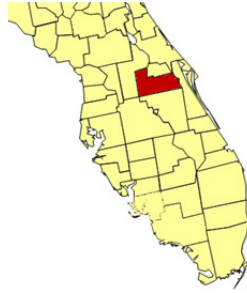


To view full-size map, visit:  
[ftp://ftp.ci.austin.tx.us/GIS-Data/planning/maps/fig\\_4.5\\_Growth\\_Concept\\_Map\\_24x36-2\\_Map.jpg](ftp://ftp.ci.austin.tx.us/GIS-Data/planning/maps/fig_4.5_Growth_Concept_Map_24x36-2_Map.jpg)



## ORANGE COUNTY

Orange County's Comprehensive Plan *Destination 2030* provides guidance for retrofit into mixed-use formats, to implement the overarching plan goal of making more efficient use of land, infrastructure, and services within the Urban Service Area. (Additional policies that address locational criteria for commercial development are described in the Strip Commercial case study memo).



### Urban Strategies: Mixed-Use

Orange County's Plan contains policies to develop, adopt, and implement mixed-use strategies and incentives; objectives include reducing trip lengths, providing for diverse housing types, using infrastructure efficiently, and promoting a sense of community. Specifically, the Plan states:

*FLU 2.2.4. Projections indicate that Orange County is anticipated to have an adequate amount of single use commercial land available throughout the planning horizon. As part of the Destination 2030 Plan, Orange County will be transitioning to more mixed-use options available for new commercial future land use requests, including vertical mixed-use. As part of this transition, the County will update its land development code to provide incentives to achieve a complementary mixing of uses by revising development standards to remove constraints for development meeting criteria that may include, but is not limited to, the following:*

1. *Location within the Urban Service Area, with special emphasis on the Alternative Mobility Area and potential Transit Corridors;*
2. *Locations identified in the Infill Master Plan, locations consistent with FLU3.2.2 and FLU3.2.3, and locations identified as Energy Economic Development Zones;*
3. *Locations that will facilitate the County's Mobility Planning efforts, such as those locations that either have or potentially can:*
  - *Establish and promote community and neighborhood connectivity;*
  - *Provide multimodal opportunities for enhanced mobility, improved access, and flow of people and goods;*
  - *Have proximity to existing or planned transit corridor or transit stop."*

The following provisions to implement mixed-use development on identified corridors are also included in the plan:

- Properties may be designated a Mixed-Use Corridor (MUC) Future Land Use designation. This option is available only through a staff-initiated process and must consider the following criteria (FLU 2.2.6):
  1. Access to a 4-lane road within the Urban Service Area;
  2. There are opportunities for infill, reinvestment and redevelopment consistent with the Infill Master Plan and Mixed-Use Activity Center (see Urban Form);
  3. Locations where infrastructure can be more fully used such as an Alternative Mobility Area;
  4. Automobile, bicycle, and pedestrian facilities are adequate to accommodate safe and convenient access;
  5. There is potential for compact, pedestrian-friendly, mixed-use opportunities in the surrounding neighborhood;
  6. There is potential for a mixture of retail, office multifamily and civic and public uses to discourage underutilized strip-style development;
  7. There are opportunities to create linkages with activity centers and other similar mixed-use patterns of development; and
  8. Where these locations are supportable by studies.
- The Plan further states the County may establish Mixed-Use Corridors with minimum FARs, implemented through modifications to the Land Development Code.

### Urban Form: Mixed-use Activity Centers

Orange County promotes pedestrian-friendly, compact, transit-ready and transit-oriented development in Mixed-Use Development Activity Centers. Mixed-Use Development Activity Centers aim to achieve energy conservation and reduce automobile use through greater multi-modal connectivity, supporting transit services, and opportunities for workforce housing, while encouraging quality urban design standards to achieve attractive pedestrian-friendly environments. This option does not require a Future Land Use amendment if the stated policies are met, which include:

- Locational considerations (within urban service area; at locations for multimodal connectivity; environmental factors: wildlife, hydrology)
- Design considerations (proposed mix of uses; pedestrian-friendly design standards; shared parking; transition to neighborhoods)
- The size and location of required sub-districts (Core, Edge, Gateway) determined through a Master Plan or unified Planned Development-Land Use Plan. A charrette process is required to create the Master Plan.
- Criteria is established to determine the appropriateness for promoting a Mixed-Use Development Activity Center at a specific location (see chart, right). Regional Mixed-Use Development Activity Center designation requires at least 14 points; Community Mixed-Use Development Activity Center designation requires at least 10 points. TOD and Neighborhood Activity Nodes are subject to separate criteria. Priority consideration is given for locations adjacent to two major arterials, transit, or freeway of interstate; where transit does not exist, shall be “transit-ready” by providing rights-of-way for future stations or transit corridors.
- Minimum and maximum densities, desired mix of uses established by type (Regional, Community, TOD and Neighborhood Centers)

The requirements of this set of policies, specifically the design/ development standards and charrette requirement, render this approach promising to achieve the desired physical results.

**B. Table. Minimum Primary Criteria for Mixed-Use Development Activity Center Eligibility.**

<i>Primary Criteria</i>		<i>Points</i>
1.	Required Condition: The parcel must be located within the Orange County Urban Service Area. (Amended 10/10, Ord. 2010-13)	N/A
2.	Existing Employment: (1) Within one-half mile of a building occupied by a top fifty (50) private employer with the greatest number of employees per InfoUSA or Census data, or other major public employer such as a large government building, major university or community college campus, or major entertainment facility with over 100 onsite employees.	1 point for each such employer within a half-mile of the subject site
3.	Proposed Onsite Employment: The proposed development will be occupied by a large employer that meets the employee criteria below. The County will determine the documents needed for the applicant to demonstrate that such employer will occupy the proposed development and that the employees will be located onsite.	
	Employs at least 100 employees	1
	Employs over 100 and less than 400 employees	2
	Employs 400 or more employees	3
4.	Commercial Clusters: Defined by distance to larger shopping centers, large clusters of commercial activity located within the USA boundaries (identified using DOR codes), and/clusters of Commercial contiguous FLUM designations totaling 10 acres in size or greater.	
	Within one half of a mile of a parcel or group of parcels with major commercial or office activity	1
	Within one-quarter of a mile	2
	Within one-eighth of a mile	3
5.	Clusters of Medium to High Density Residential: the parcel is adjacent to or has LMDR, MDR or HDR Future Land Use Map designation (Amended 10/10, 2010-13)	1
6.	Central Florida Commuter Rail: defined by proximity to the stations along the proposed Central Florida Commuter Rail line	
	Within one mile of a station	1
	Within one-half of a mile	2
	Within one-quarter of a mile	3
7.	Proximity to proposed Orlando International Airport (OIA)/Sand Lake Road Connector Light Rail Corridor or any adopted high-capacity transit corridor	
	Within one-half of a mile of the corridor	1
	Within one-quarter of a mile of the corridor	2
8.	Proximity to a Multi-Modal Corridors: located within a quarter-mile distance of multi-modal roadway corridor, including the proposed Innovation Way corridor, where the transportation system will be designed around opportunities for automobile, high-capacity premium transit (such as light rail, bus rapid transit, or streetcars), pedestrian and bicycle travel to become part of the level of service determination (Amended 10/10, 2010-13)	3
9.	Location on a Bus Rapid Transit (BRT) Corridor: Located on a roadway corridor where BRT is planned and is on the Orange County Long Range Transportation Plan	1
	Located on the roadway corridor where Bus Rapid Transit service exists or will be implemented within 5 years (Amended 10/10, Ord. 2010-13)	2
10.	Location within a designated Transportation Concurrency Exception Area (TCEA) or Alternative Mobility Area, as defined in the Orange County Transportation Element	1
11.	Location within a designated Transportation Concurrency Management Area (TCMA) (Amended 10/10, 2010-13)	1
12.	Location within an area identified in the Infill Master Plan (Amended 10/10, Ord. 2010-13)	2
13.	Location within an area identified in the of a mile of a trailhead of an Orange County Trail, such as the West Orange Trail, Cady Way Trail, or other similar component of the Orange County Trailways Plan	1
14.	Certified “Green” Development: The developer or development is registered with the US Green Building Council and there is an intent to apply for certification of each building under the Leadership in Energy and Environmental Design (LEED) rating program, or the development is registered by an alternate green building rating system that Orange County finds appropriate, by resolution	1
15.	Existing concurrency capacity: The applicant can demonstrate that there is sufficient capacity to meet all county-mandated concurrency requirements, including schools to meet the needs of the proposed development	1



## BEST PRACTICES

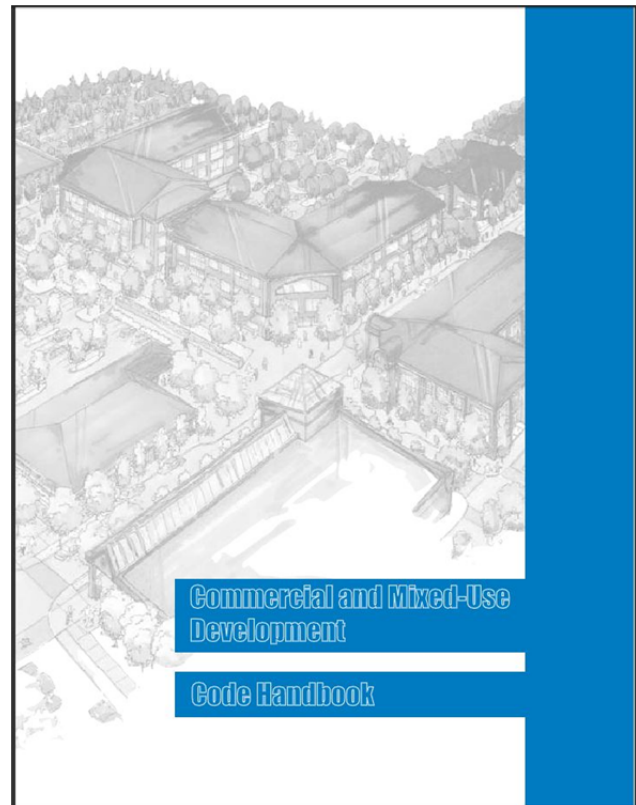
Best practices for successful mixed-use development includes policies that prioritize or reward projects for combining land uses, providing a variety building types, shortening or eliminating automobile trips, and facilitating the use of alternative modes of transportation. Oregon's *Commercial & Mixed-Use Development Code Handbook* and the Urban Land Institute's *Mixed-Use Development Handbook* each offer detailed guidance on methods for implementing policies that work.

### *Commercial & Mixed-Use Development – Code Handbook*

The *Commercial & Mixed-Use Development -- Code Handbook* is a useful “how-to” guide for local governments and organizations that are familiar with public policy. The handbook begins by outlining the basic principles that define effective mixed-use development including: the efficient use of land resources and urban services, compact neighborhoods, a variety of transportation options, and human-scaled design standards (for both streets and buildings). The guide also notes that mixed-use development involves making identifiable “places” full of choices for inhabitants—choices for how to arrive at these destinations, what to buy, where to work, and where to live. Strategies for implementation, best practices, and model ordinances are also contained in the document.

While Chapter 3, titled “Plans and Policies Supporting Smart Development” is most useful for those interested in modifying comprehensive plans and other planning ordinances, the goals that define these policies are outlined in Chapter 2. In order to develop “*compatible land uses close together in appropriate locations,*” independence of movement—for people of all ages—needs to be abundant. Mobility options such as sidewalks, bike lanes, transit stops, and slow-traveling automobiles are cornerstones for this kind of development. Safety and variety are also key in a successful mixed-use environment.

Effective mechanisms for cities, counties, and developers include both regulatory and financial incentives. The handbook notes that comprehensive plans, specific area plans, local street plans, capital facilities plans, and transportation system plans are all potential avenues for adding mixed-use



regulations and incentives. A comprehensive plan can be particularly effective by directing commercial development to nodes and centers instead of continuous strips along corridors. This can be carried out by including growth maps in the comprehensive plan that designate corridors and centers where mixed uses are most appropriate.

Regulating land use in a manner that reflects the principals of Smart Growth by specifically designating areas where mixed use is desired is one of the first steps to improving the quality of development. A series of regulatory incentives can strengthen this initiative. For example, in the case of Portland, Oregon, a streamlined application process for mixed use proposals is in place. This method makes the process of constructing mixed use buildings *easier* for the developer. Other regulatory incentives are also suggested including: utilizing administrative reviews as an option (as long as the project meets stated objectives), providing density, building height and/or floor area ratio bonuses for proposals that have mixed use and pedestrian-friendly design, allowing mixed-master plans to set the development framework, or allowing automatic adjustments (of a specified percentage) for lot coverage.

In addition to regulatory improvements that stimulate mixed-use buildings, financial benefits can also be used. The handbook recognizes that *“Commercial and mixed use projects, like most developments, are fundamentally driven by the profit potential of the deal. If the potential exists for an adequate return on investment within the developer’s timeframe, then the project can move forward through the permit process, including obtaining land use approvals.”* Many cities in Oregon have utilized benefits of this type in renewal districts or specific areas where mixed uses are preferred. There are several financial mechanisms to be considered, including:

- Tax increment financing that offers funding for land acquisition in targeted locations
- Tax abatement for the housing component of a mixed-use project
- Permit fee reduction
- System development fee reduction or waiver in designated areas
- Utilizing the incentive-based *Smart Growth Criteria Matrix* to alleviate process fees

Financial and regulatory guides can work together and can also be applied to separate plans or areas. The handbook reminds policy-makers and organizations to customize these tools in order to best respond to the specific context in which they are working.

In Chapter 5, the handbook lists a series of charts and graphs that help describe a common language to be used within a community. The intent of this section is to help those that are amending policy to identify clear terminology.

At the conclusion of the handbook, the authors include a model ordinance for implementing mixed use as an example for policy-makers. The model ordinance is intended to be adapted to fit within comprehensive plans, specific area plans, and other planning frameworks. The conclusion reiterates the idea that a standard rule applied universally will not result in successful development. A flexible framework, rooted in the principles of Smart Growth, will be most effective.

## 2.8 Human Scaled Building Design

*Objective: Design buildings to a human scale for aesthetic appeal, pedestrian comfort, and compatibility with other land uses.*



Building articulation, entrances, windows, canopies and pedestrian lighting and signs all contribute to a human scale.

Although the world is large, we perceive it piece by piece. In street design, details count. Things look different close up walking at 2 mph than they do from behind a windshield at 30 mph. Everything seen and experienced from the sidewalk—building fronts, signs lighting, open space—should be designed for human interaction at a pedestrian’s perspective.

Likewise, the view of main street from the windshield should be designed for 20 mph or less. Features typically found on higher speed highways—buildings and trees set back from the road, tall signs to attract motorists, generic surroundings stripped of detail—aren’t compatible with main street.



This building with its minimal detailing and windows does not respond to the sidewalk-level or human scale.

Parking lots surrounding buildings and highly car-oriented uses like gas stations or drive-ins distort the human scale of the street by making things too far apart. The pedestrian wants interesting things to look at close at hand, such as windows, display cases, sidewalk cafes, and most of all, other people. Without human scale, the pedestrian will feel unwelcome and go elsewhere.



Variations or “articulation” of a building facade help in creating human scale, even on the outside of a parking garage as shown above.

Community acceptance of compact mixed-use development requires that the design reflect the context of its surroundings or create its own distinct look and identity. This does not mean that it needs to copy or mirror the architectural style of the surrounding buildings (unless that is critical to the historic character of an area). The key elements to consider are the continuity of the building sizes, how the street-level and upper-level architectural detailing is treated, roof forms, rhythm of windows and doors, and general relationship of buildings to public spaces such as streets, plazas, other open space, and public parking. Human scaled design is critical to the success of built places for pedestrians, cyclists and motorists alike.

12 Commercial and Mixed-Use Development

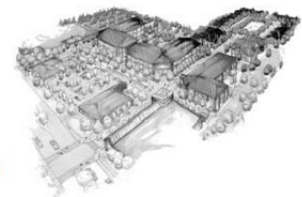
## chapter 3 Plans and Policies Supporting Smart Development

Existing local plans and policies often do not support the objectives presented in Chapter 2. Communities can review their plans, policies, and regulations, and amend them, when necessary, to achieve these objectives. For example, the City of Corvallis Comprehensive Plan contains policies for the following types of commercial and mixed-use centers: Minor Neighborhood Centers, Major Neighborhood Centers, Mixed-Use Residential Centers, Mixed-Use Employment Centers, Downtown, etc. The hierarchy of districts recognizes the different roles each type of center fulfills in the city, and provides useful policy direction for writing new zoning ordinances.

The following are examples of the types of plans and policies that communities can adopt:

### 3.1 Land Use and Transportation Plans

- **Comprehensive Plan Policies** – Comprehensive plans should implement smart development through supportive policy language and plan maps. For example policies should direct commercial development to nodes/centers instead of as continuous strips along corridors. Plans should allow a complimentary mix of land uses in close proximity to one another and direct future development to provide needed street connections. In the past, communities prohibited mixed-use development, and zoned commercial strips along highways without providing transportation connectors to neighborhoods. This practice had the unintended effect of separating businesses from their customers and forcing almost everyone to use a car. Local governments and the private sector are reexamining those plans and looking for ways to encourage more transportation-efficient development.
- **Specific Area Plans** – Mixing land uses often means developing commercial uses next to or within residential areas. It can also mean developing housing at relatively high densities. This can be difficult when neighbors’ concerns about traffic, parking, noise, building design, and other compatibility issues, outweigh the merits of the proposal. A specific area plan can help in addressing neighborhood issues, particularly those related to redevelopment or increased development densities. Specific area plans



Commercial and Mixed-Use Development 13



## ***Mixed-Use Development Handbook***

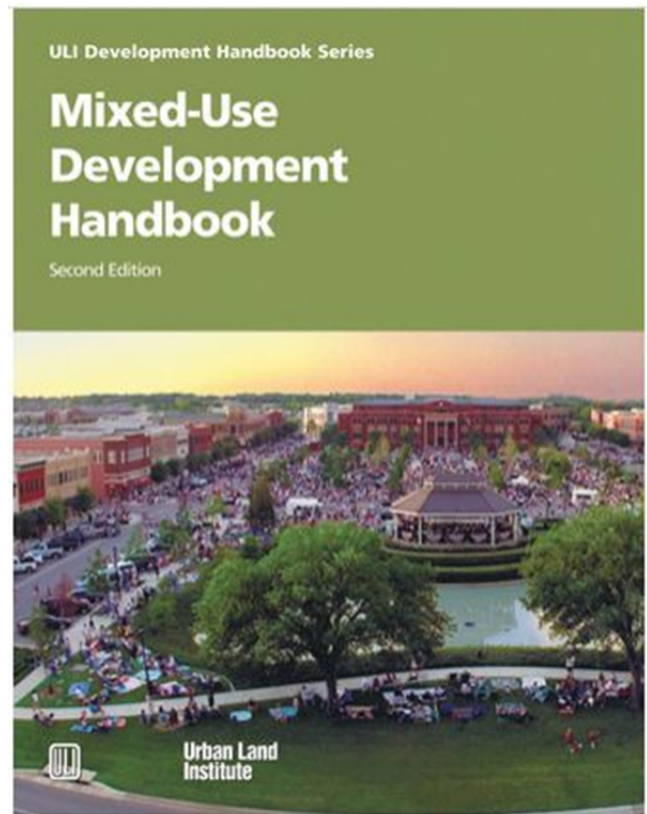
The *Mixed-Use Development Handbook* from the Urban Land Institute is another resource for planners and policy-makers. This reference includes examples of places where mixed uses have contributed to the vibrant character of a place.

The handbook explains various aspects of Smart Growth and New Urbanism in much greater detail than most publications of this type. A recap of the history of the built environment—political, architectural, and financial—is discussed in depth in the first three chapters of the book. The pages are filled with examples of mixed-use development in both the United States and abroad. In Chapter 8, ten case studies are reviewed, each of a different type and size. Each case study includes references to the policy utilized to produce mixed uses and the amount and distribution of each use.

The information contained in Chapter 4 is most useful for municipalities and organizations. Like Oregon's handbook, the Urban Land Institute is quick to point out that financial incentives—when used in the appropriate context—can act as a much-needed stimulus for mixed use development. The Urban Land Institute details methods a municipality might employ to create incentives: simplify the building approval process, clean up brownfield sites (or provide funding to do so), allow tax abatements and incentives, provide public parking infrastructure, provide public financing mechanisms, and/or provide additional public infrastructure such as streetscape improvements. The handbook notes that a successful public/private partnership between the local governments and a developer can improve growth patterns.

A chart in Chapter 4 titled, “Zoning Tools for Encouraging Mixed-Use Development” (see page 26) lists a series of options for altering regulations to encourage mixed-use such as: adding a Mixed Use Zoning District, an Overlay District, a Planned Unit Development, a Specific Plan, or implementing a Performance Standard. The pros and cons of each option are listed in the graphic, highlighting the difference in expense for each method as well as common problems with neighboring communities.

Using several examples, the book compares the success of cities and counties that have *required* mixed use rather than *permitted* it. Cities like Washington DC that have designated areas where



mixed use is required (in either a comprehensive plan, development plan, or related ordinance) have had more success with implementation.

### **Additional resources:**

Additional best practices for mixed use are also available. For a compilation of best practices on many subjects related to compact development and mixed use, see: *New Urbanism Best Practices Guide* and the Urban Land Institute's *Placemaking*.

For more specific resources related to Smart Growth, see *Getting to Smart Growth* <http://www.smartgrowth.org/pdf/gettosg.pdf> and

*Getting to Smart Growth II* <http://www.smartgrowth.org/pdf/gettosg2.pdf>.

figure 4-1

**Zoning Tools for Encouraging Mixed-Use Development**

	Overview	Pros	Cons
Mixed-Use Zoning District	Zoning district that allows different types of uses (such as housing, shopping, and offices) to locate in the same district, provided these uses are reasonably related and compatible.	Encourages creation of vibrant, pedestrian-oriented community and neighborhood centers. Specifies future locations of mixed-use development, so neighborhood opposition can be addressed in advance.	Requires qualified staff to administer.
Overlay District	Mapped area where special regulations promoting and managing mixed-use development are applied. An overlay is typically superimposed over conventional zoning districts but may also be used as a stand-alone regulation to manage mixed-use development in desired areas of the community.	Encourages creation of vibrant, pedestrian-oriented community and neighborhood centers. Specifies future locations of mixed-use development, so neighborhood opposition can be addressed in advance.	Can add complexity to local development regulations. Requires qualified staff to administer.
Planned Unit Development	Revised land development regulations to encourage developers to propose planned mixed-use developments for sites they choose in the community. Developer's plans are approved only if they meet specified community standards.	Eliminates need for developer to go through burdensome rezoning process. Enables developers to create vibrant, pedestrian-oriented community and neighborhood centers.	Neighbors frequently oppose new planned developments. Requires qualified staff to administer.
Specific Plan	Detailed plan that indicates exactly how a particular area of the community should be developed, down to the location, size, and use of particular buildings. Can be used to promote mixed uses simply by locating different uses close together in the plan.	Gives developers maximum flexibility in designing creative, vibrant, new mixed-use development projects.	Neighbors frequently oppose new planned developments. Can be rather complex to administer, as plans are negotiated project by project.
Performance Standard	Regulation of development based on whether it meets predetermined measures that are usually related to the development's impact on neighboring properties, the environment, or local public service capacity. Does not require separation of uses: a particular use can locate anywhere so long as it meets established performance standards.	Very effective way to manage impacts of development without requiring separation of uses (zoning). Gives developers considerable flexibility in designing creative, vibrant, mixed-use development projects.	Requires qualified staff to administer. Opposition may arise as a result of the uncertainty about particular uses that may locate nearby. Somewhat complex—may be difficult for the average citizen or developer to understand.

Source: Georgia Department of Community Affairs, *Encouraging Mixed-Use Development*. <http://www.dca.state.ga.us/toolkit/toolkit2.asp?ID=14>, accessed October 4, 2002.



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## POTENTIAL APPROACHES FOR HILLSBOROUGH COUNTY

The following approaches, derived from analysis of case studies as well as input gathered through focus group meetings conducted in April 2014, are among those that should be considered for promoting mixed-use development in Hillsborough County:

1. **Move mixed-use policies away from a quantitative approach** of precise floor-area-ratio caps and rigid percentages of different uses, toward policies that define the desired outcomes and describe how they can be made easier to accomplish.
  - a. New policies could differentiate between new self-contained mixed-use developments and the more common situation where mixed uses can/should occur in close proximity and interconnected, but may not be created by one master developer.
  - b. New policies could differentiate between stable developed areas versus undeveloped or transitioning areas.
  - c. New policies should be clear about where and when they would be applied, and about what kind of implementing regulations might be required.
2. **Reconsider the reliance on future land use map (FLUM) categories that specify a single use or narrow range of uses.** Move toward character/context categories grouped into a rural/suburban/urban hierarchy that can be directly linked to transportation planning.
3. **For FLUM categories that promote mixed uses:**
  - a. Focus on the essentials of urbanism such as small blocks that are conducive to uses that will vary over time as economic and social conditions evolve.
  - b. Commit to removing regulatory obstacles to urban development, such as requiring parking and stormwater on each site, and requiring suburban buffers or open-space requirements in urban settings.
4. **Encourage new mixed-use developments to use form-based coding techniques** instead of bubbled PD concept plans.
5. **Reconsider density caps in existing FLUM categories.**
6. **Expand the use of vision maps in each plan.**
  - a. The vision map could differentiate between stable developed areas versus undeveloped or transitioning areas.
  - b. Urban centers (existing and proposed) could be identified, with policies that describe what could/should happen there.
7. **Experiment with a scorecard approach** for evaluating development proposals.
8. **Organize new policies using a common format and vocabulary**, distinguishing between policies and strategies.
  - a. Policies are statements of intent and general direction that a city or county sets to meet its goals and objectives; policies direct the manner in which actions and decisions should be made.
    - i. Some policies provide guidance for making decisions on rezoning applications.
    - ii. Other policies are statements of design intent.
  - b. Strategies are the specific actions, techniques, or programs that a city or county will implement to achieve objectives and policies and solve issues and problems.
    - i. Some strategies direct other county or city actions (LDC changes; special studies; overlay districts; etc.).
    - ii. Other strategies identify incentives that can be provided to encourage other parties to follow some desired path.
  - c. Most regulations belong in land development codes, not comprehensive plans; but some such as residential density are required by the state to be in comprehensive plans.
9. **Provide incentives for development proposals with small blocks**, and with through streets with no more than 1/4-mile spacing.