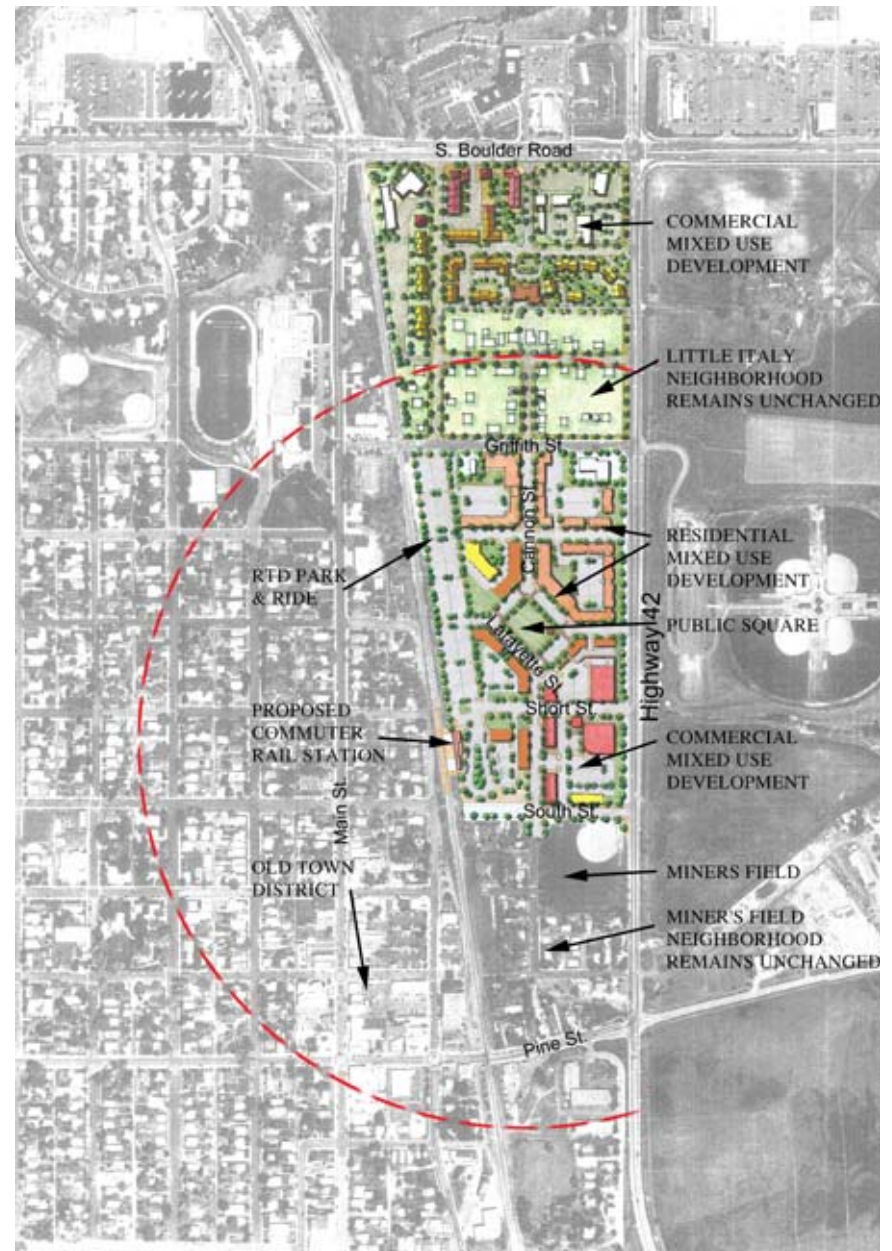


The Highway 42 Revitalization Area Comprehensive Plan Amendment



Acknowledgements

The Consultant Team wishes to thank the citizens of the City of Louisville, the City staff and the Highway 42 Working Group for their efforts in the planning of the Highway 42 Revitalization Area Comprehensive Plan Amendment. The following people were instrumental in the collaborative planning efforts for the area.

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I. Introduction

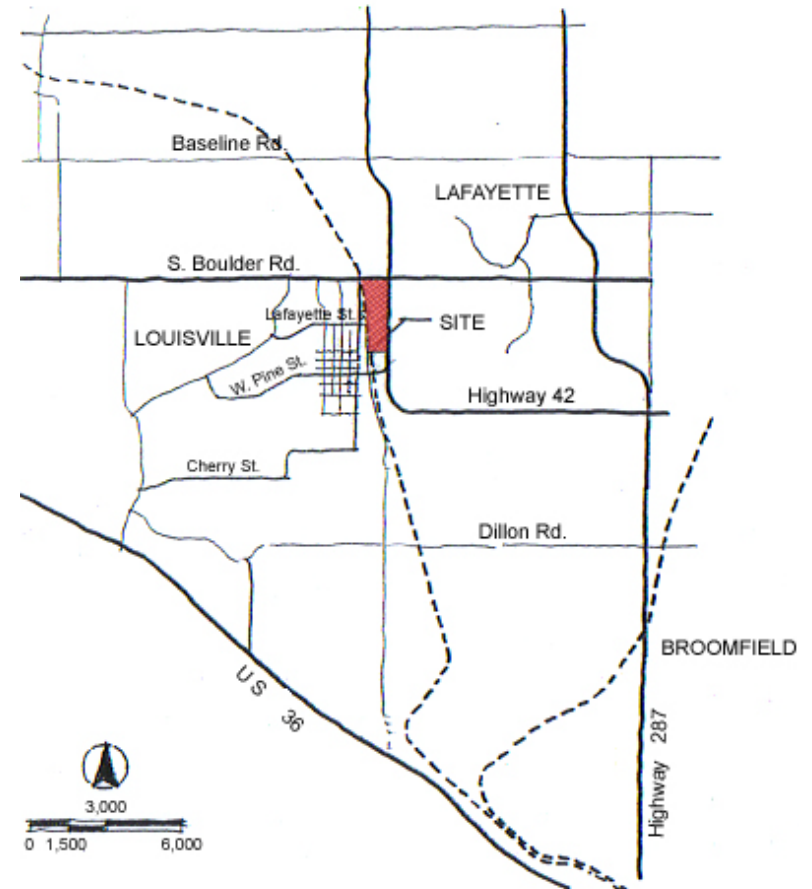
Project Summary

The Highway 42 Revitalization Area Comprehensive Plan Amendment was initiated by City Council in 2000 to consider possible changes to the comprehensive plan for the area of town bordered by Highway 42 on the east, South Boulder Road on the north, the BNSF railroad on the west and Pine Street to the south. City Council initiated the project in order to help guide the future of the area. The Goals and Guiding Principles established through the course of the project are as follows:

- Strengthen and enhance adjacent residential neighborhoods.
- Complement and integrate the area with historic downtown Louisville.
- Capture the potential for high quality / mixed-use development.
- Recognize the access and support parking required for a potential commuter rail station within the revitalization area.

Prior to adoption of this Highway 42 Revitalization Area Comprehensive Plan Amendment, the City's Planning Commission and City Council reviewed and approved the Highway 42 Revitalization Area Framework Plan. The Framework Plan was adopted after much public input through a series of public meetings and workshops. The Framework Plan also includes technical analyses relative to traffic and transportation; grading and drainage; and development feasibility. The Framework Plan includes a more detailed discussion of the public workshop process, existing conditions analysis and the factors leading up to various recommendations within this Comprehensive Plan Amendment.

The Planning Commission adopted the Framework Plan on May 22, 2003, with Resolution No. 11, Series 2003. City Council adopted the Framework Plan on _____, with Resolution No. _____, Series 2003. The Framework Plan, not incorporated herein, serves as the basis for this Comprehensive Plan Amendment. The Framework Plan is available for review at the City Hall offices of the Planning Department.



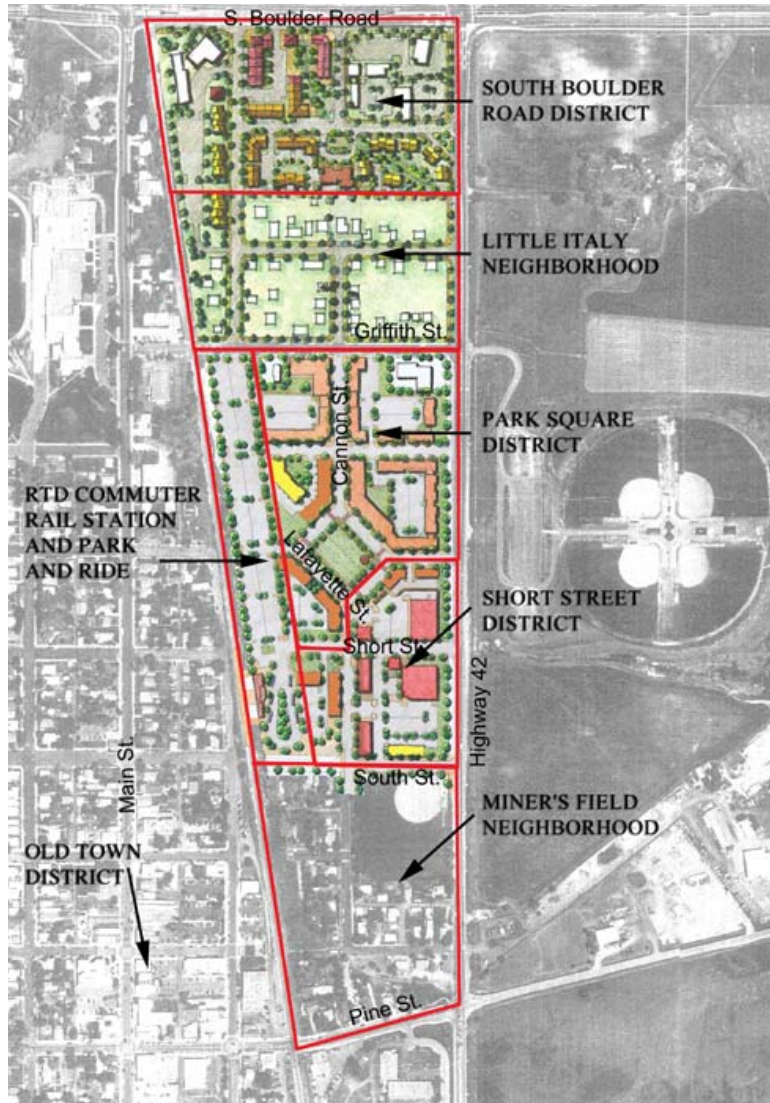
Why the City initiated the Highway 42 Revitalization Area Planning Process

1. Changes are inevitable within this area and the City of Louisville is committed to guiding those changes in order to achieve optimum uses, quality and image.
2. There is a growing opportunity and demand for higher quality uses. It is a City priority for this area to achieve its use, quality and image potentials considering:
 - Current and anticipated Highway 42 traffic
 - Proximity to Downtown Louisville
 - Local neighborhood needs
 - Potential Commuter rail
3. A coordinated sub-area framework plan will be substantially more effective than incremental, piecemeal changes.

Goals and Guiding Principles for the preparation, adoption and implementation of the Highway 42 Revitalization Area Comprehensive Plan Amendment.

1. Strengthen and enhance adjacent residential neighborhoods.
 - Future development of the area should acknowledge and be compatible with the surrounding residential neighborhoods, considering complementary uses, noise, truck and traffic impacts, pedestrian sidewalks, open space, buffering, and better neighborhood access and circulation.
 - The development of this area should enhance the vehicular access and safety from the existing residential neighborhoods to Highway 42.
 - The City has the opportunity to identify and manage any potential impacts of a possible future commuter rail station on the adjacent neighborhoods.
2. Complement and integrate the area with historic downtown Louisville.
 - Future development should complement and enhance , not compete with historic downtown Louisville.

- Uses, vehicular access and pedestrian connections between this sub-area and the downtown should support the future of the downtown.
3. Capture the potential for high quality / mixed-use development.
 - Future development and uses should serve the adjacent neighborhoods, the residents of all of Louisville and should also enhance the City's long-term tax base.
 4. Prepare a plan that recognizes the access and support parking required for a potential future commuter rail station within the revitalization area while maintaining the previous three goals.



II. The Framework Plan



Preferred Land Use Plan

Without a clear vision to guide its re-development, the Highway 42 Revitalization Area is at risk of becoming just another nondescript automobile-oriented, retail corridor. If the area were to develop in this fashion, its edges might become a development of single story, single use retail structures surrounded by parking with individual tenant signage lining Highway 42. Open spaces unplanned and leftover merely to satisfy municipal requirements. Its uses and configuration unattractive and unfriendly to pedestrians.

Without proper planning, a commuter rail platform within the site is unlikely. A properly coordinated planning effort is necessary in order to obtain a park-n-Ride for up to 400 vehicles, as well as the platform itself. The area may redevelop via incremental efforts, however, it is the intent that the Highway 42 Revitalization Area adhere to the vision elaborated within this document. As the area redevelops, coordination among property owners will be the key in realizing the city's vision for the Highway 42 Revitalization Area. As a first step, the city should make every effort to secure a commuter rail stop along the proposed Denver Boulder commuter rail line. The location for the commuter rail station should be directly east of the BNSF railroad and north of South Street based on the evaluation of potential commuter rail platform locations.

The commuter rail line and station location are tied to the US 36 Environmental Impact Statement and the RTD FasTracks proposal. It's certainty is unclear. Nevertheless, the preferred alternative is still a viable and worthy plan for a mixed use development.

Transit Oriented / Mixed-Use Development

An alternative to the typical sprawl oriented developments seen in many communities is a transit oriented, mixed-use development. A transit oriented mixed-use development in this location would enhance the historic downtown by allowing a higher density residential population within an easy quarter mile walking distance (five to ten minute walk as illustrated on the preferred plan by a 1320' radius from the possible commuter rail station). The result would be a greater downtown residential population utilizing historic downtown's civic elements that include a diverse range of uses along Main Street as amenities. Likewise, the Highway 42 Revitalization Area can offer the completion of

Louisville's downtown core by allowing a high quality and vibrant mix of land use elements that are currently limited within the existing downtown. These elements include moderate to high density multifamily residential, moderate density townhomes and live/work units, small scale office, service and restaurant retail, and smaller scale anchor retail stores. Planned civic and public open space elements should also be included within the new community.

To secure the vision of the Highway 42 Revitalization Area as an urban place, planning is needed within various urban design elements. Diagrams of recommendations for some of these elements can be found in subsequent pages.

Access

In addition to various right in / right out and three quarter movement access locations, a signalized intersection is needed at Short Street. This location becomes the new development's front door and allows RTD, commercial, and residential traffic to efficiently enter and exit the area. The signalized intersection should find an indirect connection to a future South Street underpass.

A progression analysis indicates that a signalized location at Short Street meets CDOT's Highway 42 criteria. The CDOT access plan for Highway 42 will need to be amended per the preferred access locations.

Connection to Downtown and Louisville Sports Complex

The preferred plan calls for a below grade vehicular crossing of the Burlington Northern and Santa Fe Railroad at South Street. Development feasibility does not allow this connection in early phases of development. However, a pedestrian connection at South Street or other location is critical to integrate the new development to downtown. A pedestrian connection across the tracks allows for the connection of a pedestrian corridor through the revitalization area to a proposed signalized intersection at Short Street and Highway 42. The pedestrian corridor should continue east to terminate at the Louisville Sports Complex. The roadway access to the sports complex should be moved to the Short St. signalized intersection alignment.

Interconnected and Human Scaled Streets and Pedestrian Networks

In order to realize a synergistic mix of uses within the site, clear pedestrian and automobile links and safe pedestrian movements within the revitalization area are essential. Connections to and from neighboring residential and commercial

areas should also be provided to create a unified mixed-use development. The following objectives should be considered in the design of the revitalization area's streets and pedestrian networks:

- Make walking comfortable and safe. Buildings adjacent to sidewalks should provide a wide variety of uses for the pedestrian to be entertained within walking distance from one another
- Align streets with desired lines of travel. A grid network or modified grid network of streets should be developed within the revitalization area.
- Provide street crossings in-line with desired lines of travel.
- Provide equitable access to all user groups.
- Provide adequate lighting for all pedestrian activities.
- Provide walkways and sidewalks to all areas within the revitalization area.
- Shorter and more frequent street and block systems.
- Provide clear pedestrian access to all transit facilities.
- Maximize vehicular access between the revitalization site and Highway 42.
- Maximize on-street car parking.
- Identify opportunities for shared parking between various land uses.
- Design streets for lower speeds. Reduce street scale. Consider the shared use of local and private streets for both automobile and pedestrian uses.
- Define places within the public ROW through both hardscape and softscape treatments.
- Design generous public walkways and sidewalks.
- Provide high quality streetscapes with a hierarchy of street trees, light standards, and treelawns (in residential areas).

A diagram of critical pedestrian connections is found on page 8.

Recognizable Public Spaces

Along with the public sidewalk system, other public spaces should enhance the image of the redevelopment area. Public spaces should come in a variety of shapes and sizes and accommodate open meeting places. Open meeting places in the form of pocket parks and courtyards should be scattered throughout the new development. Courtyards and other public meeting places should act as focal points of the community.

The most important public space should be placed at the center of the new community as shown on the plan. In this plan it is a public square. It should be accessible to all districts within the revitalization area. It should also be generous in size and offer the flexibility to hold small scale community events. It is envisioned that larger scale community events such as public performances, markets and art exhibits will be held in historic downtown Louisville.

Architectural Variety and Rich Mix of Uses

A variety of attractive buildings, from commercial to residential and everything in between should be provided within the new development. Develop for-sale and for-rent housing types such as multifamily apartments, co-housing, townhomes, and live/work units. Small scale offices, service retail and restaurants should also be a part of the mix.

Buildings should define streets. They should be built along street edges and have authenticity in architectural style and detailing. Where possible, buildings should have a vertical mix of uses. Shops at the ground floor with offices and or apartments above will increase the vitality of the Highway 42 Revitalization Area.

Integration of Existing Neighborhoods

This document does not propose any change within the existing residential neighborhoods. Redevelopment along the edges of adjacent areas should be designed to meet the existing neighborhoods potential while respecting its existing configuration. Interconnected and human scaled streets should reach out to the existing neighborhoods to allow accessibility and identity as a cohesive mixed-use development.

Transit

The Highway 42 Revitalization Area should be designed to accommodate all forms of transit, including the potential for a commuter rail station, RTD park-n-Ride, and existing and future local bus transit routes. Design must take into account access, roadway design and pedestrian accessibility, and parking configuration.

Access must be direct and efficient. Roadway design must allow bus accessibility, but not go so far as to compromise the pedestrian scale of streets. Parking configuration should allow direct access to all transit elements. It should be elongated in shape, within a five minute walk from both a proposed commuter rail platform location and a regional bus staging area. Parking areas should provide attractive buffers to adjacent properties to mitigate their impact.

Historically bus staging operations have occurred along Front Street within the historic downtown. The plan should remain flexible to the possibility of maintaining bus operations there.

Discouraged Uses and Structures

Development character is an important aspect of the plan. The following uses, activities and character types are highly discouraged.

- Isolated, single story buildings in vast seas of asphalt.
- Large buildings with solid blank walls.
- Significant separation of land uses.
- Commercial service areas facing adjoining residential uses.

Land Use Districts

Sub-districts define preferred land uses and neighborhood character within the revitalization area. There are three primary Land Use Districts recommended within the Highway 42 Revitalization Area. A discussion of how these land use strategies may be realized is included in the Implementation section of this document. Illustrative plans for the Short Street District, Park Square District, South Boulder Road District, and the Transit Support District are included in subsequent sections of this document. Land use classifications that may be applied to the districts are defined below.

- **Commercial Mixed Use (Short Street District, South Boulder Road District)**

These areas are predominantly used for small scale retailing and office activities as well as mid sized retail uses that can be well integrated into a street environment. The commercial and retail need to serve the needs of the Highway 42 Revitalization community as well as immediately surrounding neighborhoods. The configuration of the uses within this district should encourage transit ridership, promote alternative modes of transportation such as walking and biking, and provide links to pedestrian ways, corridors and open spaces. The orientation of buildings should promote streets, rather than parking. The district should promote and allow those who wish to live and work in the same neighborhood to do so. Allowable uses should include office, small and medium scale retail, restaurants, live-work, as well as appropriate passive recreation amenities accessible to the entire neighborhood. Outdoor cafes and other activities within the public realm are highly encouraged. Residential uses such as live-work and moderate to high density residential uses should also be allowed.

- **Residential Mixed Use (Park Square District)**

The Residential Mixed Use District is an area predominantly residential in nature. The configuration of uses should cater to the needs of transit commuters. This includes moderate to high density residential, live/work, and limited employment generating uses such as office, convenience and specialty retail. With the exception of office, other nonresidential uses should remain primarily on the ground floor of buildings. The design and orientation of new buildings should be pedestrian and street oriented. Special streetscape improvements should be considered to make rich and enjoyable spaces. This district should be characterized by both a vertical and horizontal mix of uses in multi-story buildings. Outdoor cafes and other activities within the public realm are highly encouraged. On-street parking, zero-lot line conditions, generous sidewalks, street trees, other outdoor activity areas such as public squares and plazas are characteristic of this district. Residential densities should average in the range of 15-30 du/ac. While all development projects should be carefully reviewed, greater densities should be allowed if they meet the vision and intent of the Plan.

- **Transit Support (RTD Commuter Rail Station and Park and Ride)**

Predominantly a site for transit support, the district will contain a mix of land uses, including but not limited to single and multiple RTD park and ride building structures, retail services, restaurants, surface parking and other similar ancillary uses. The Transit Support District may redevelop in the future into a commercial and/or residential mixed-use district. Such redevelopment of the initial transit support project will likely include both surface and structured parking facilities.

- **Residential**

This plan does not recommend any land use changes to the Little Italy and Miners Field neighborhoods. It is recommended that any future redevelopment within these neighborhoods be coordinated with the ongoing efforts within the larger Highway 42 Revitalization Area.

- **Highway 42 Buffer Zone**

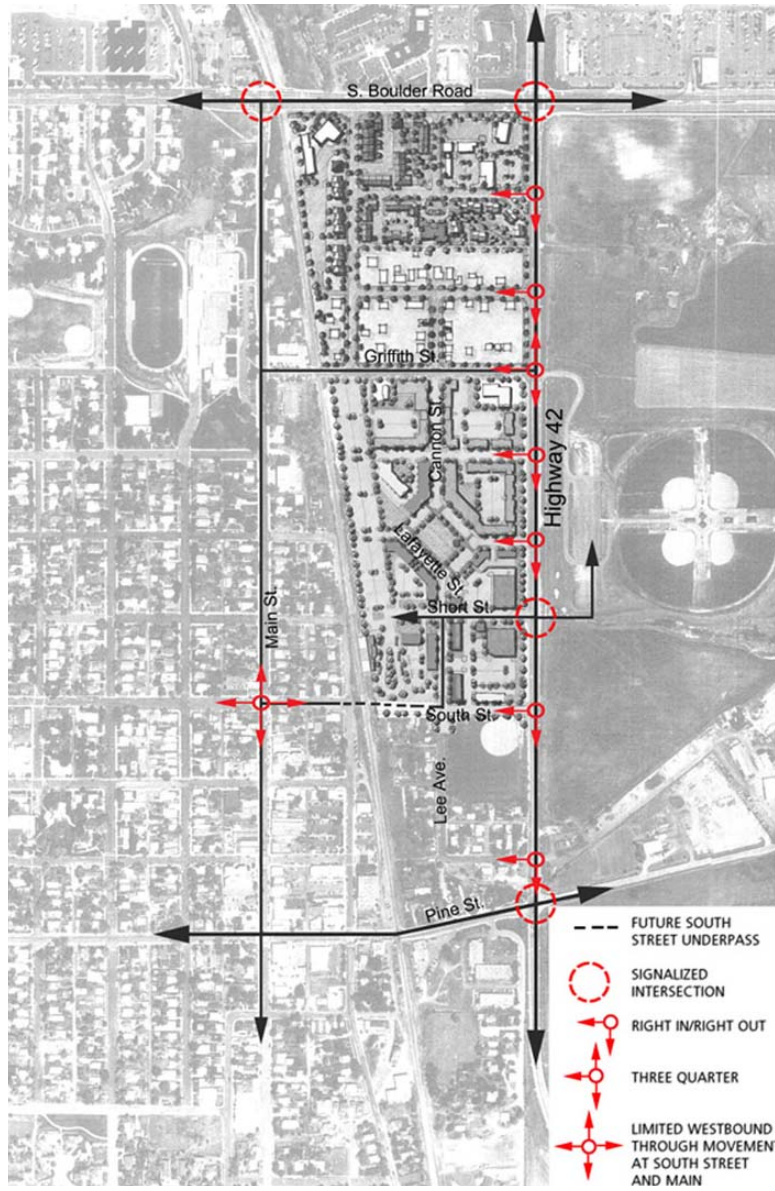
The Highway 42 buffer zone transcends all the land use classifications and districts proposed above. It is the area adjacent to Highway 42. The image of Highway 42 is intended to convey a cohesive and aesthetically pleasing environment.

The area adjacent to Highway 42 conveys the image of the proposed redevelopment as well as the image of the Louisville community. As such, the Highway 42 buffer zone should be landscaped to mitigate the impacts of parking and other conditions that adversely affect the city's image.



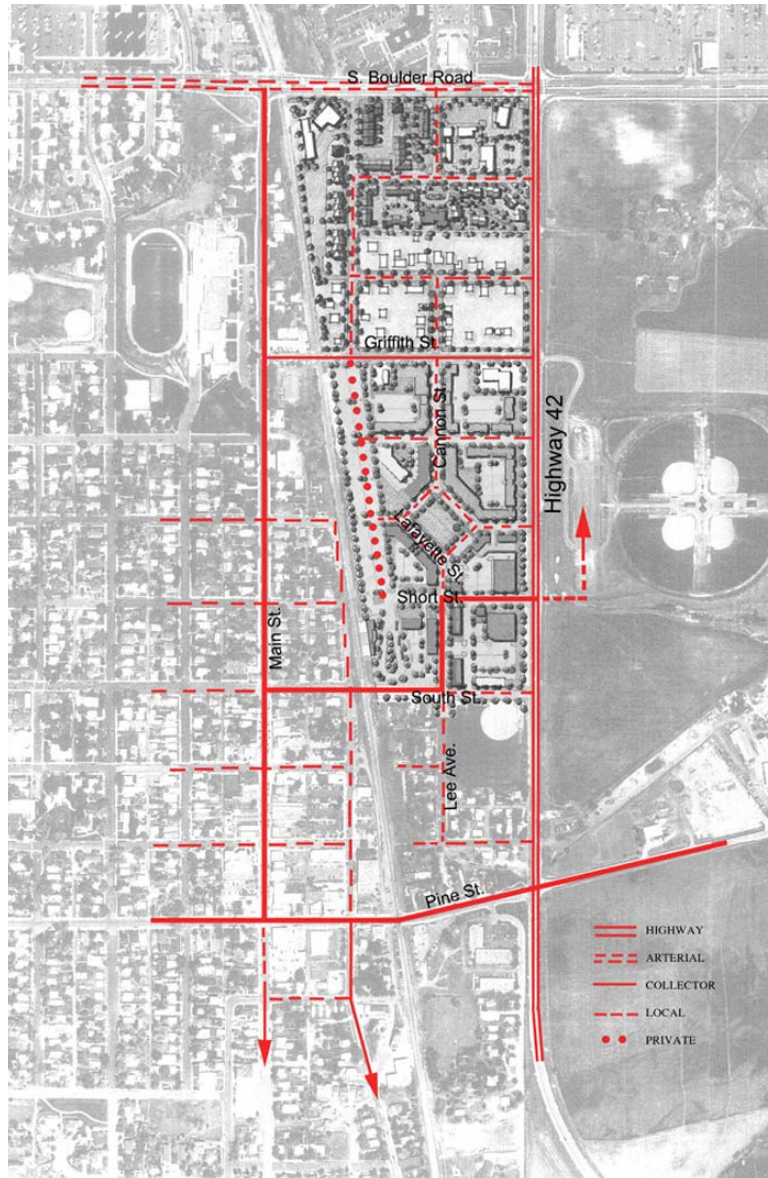
Proposed Pedestrian Circulation, Corridors, Parks and Open Spaces

- Pedestrian connection at South Street or another location is critical in phase I to link new development with the existing downtown. All efforts should be made for below grade connections.
- Pedestrian connection through the revitalization area offers the potential to link historic downtown to the Louisville complex.
- Streetscapes offer pedestrian connectivity through generous sidewalks.
- Parks and Open Spaces are accessible to the community through pedestrian systems.
- A public open space such as the public square is the center of the community.



Proposed Transportation and Access

- Existing signalized intersection at South Boulder Road and Highway 42, South Boulder Road and Main Street, and Pine Street and Highway 42.
- Proposed signalized intersection at Highway 42 and Short Street.
- Proposed relocation of Louisville Sports Complex access drive to Short Street signal location.
- Direct access to RTD park-n-Ride and potential commuter rail station via Short Street.
- Proposed South Street below grade connection across BNSF railroad tracks.
- Indirect connection of Highway 42 Revitalization Area to historic downtown Louisville via Short Street, Lee Avenue, South Street underpass to Main Street.
- Westbound traffic at South and Main restricted to eliminate the potential need for signalization.
- Indirect connection of site from South Boulder Road.



Conceptual Street Alignments

- Modified grid network.
- Future connection to historic downtown Louisville: South Street to Lee Avenue to Short Street collector system to connect to historic downtown Louisville via underpass.
- Future disconnection of Front Street to accommodate South Street underpass.
- Indirect connection of site to South Boulder Road.
- All streets are pedestrian corridors with sidewalk and street tree system.



SHORT STREET DISTRICT

Subarea Districts and Character

Short Street District

The plan recommendation for land use within the Short Street District is Commercial Mixed-Use. The District is intended to be a gateway into the Highway 42 Revitalization Area. As a gateway, it should enhance the image of the revitalization area as well as the City of Louisville's historic downtown area. Particularly important is the intersection of Highway 42 and Short Street. The landscape in this area should convey a formal combination of soft and hard landscape features.

It's envisioned that the Short Street District will have an urban character with a vibrant mix of uses. It should be composed of service-oriented retail, restaurants, small scale office, and live/work uses. Office and residential apartments over ground floor retail should be developed in sufficient quantities as market economics allow.

Buildings should define the internal street edges (Short Street, Lee Avenue, Cannon Street). Ample parking should be available on-street with the remainder of parking needed for businesses and residents behind buildings and / or tucked underneath. All effort should be made to conceal large parking areas with liner buildings and landscape. Buildings should be tall enough to create a sense of enclosure and urban character. Ample sidewalks and street tree canopies should allow pedestrians to stroll comfortably along streets. Wherever possible, on-street parking should provide the pedestrian with a sense of protection from automobile traffic passing by. Sidewalks should be faced with shops at the ground floor with offices and apartments above wherever possible. Pedestrian elements such as street trees, furniture, and bicycle parking accommodations should be provided in key locations. A vibrant mix of uses will increase the vitality of the neighborhood. Rich architectural style and detailing should be prominent elements of building design.

The plan proposes a future grade separated connection of South Street to the historic downtown core. As such, Short Street should provide an indirect connection to South Street. In the early stages of development a pedestrian connection from the Short Street District to historic downtown should be completed.



Pedestrian and bicycle amenities within the ROW on Pearl Street in Boulder, Co. A mixed use project composed of office above ground floor retail, and a residential component on a local street is viewed in the background. Envision this development defining a corner along Short Street.



A larger commercial tenant anchors the corner of a new mixed-use development in Boulder. The view offered is of the rear parking area.



An office, live/work building lines the back of a parking lot in the Steelyards mixed use development in Boulder.



A mixed use development utilizes tuck under parking.



PARK SQUARE DISTRICT

Park Square District

Park Square District is the heart of the Highway 42 Revitalization Area. The framework plan recommendation for land use within the district is residential mixed use. Ground floor retail and live/work is highly encouraged on the ground floors of buildings. However, the predominant land use should be multifamily residential.

It is here that the majority of residents frequenting the shops on Main Street in historic downtown Louisville, or the shops of its own retail streets will live. The moderate to high densities within this district will make its residents good candidates for transit use. Properly designed pedestrian corridors and connections to the RTD park and ride and possible commuter rail platform are critical to its success.

The district’s identity will ultimately be associated with a public square. Hence, the public square’s configuration and program elements should be carefully designed. Flexible programming elements should allow for various users within the revitalization area as well as the surrounding communities. Direct accessibility to all users of the Highway 42 Revitalization Area is integral to the design of the district.

The buildings within this district should primarily be multi-story structures. In its center, residential densities should reach upwards of 30 units per acre. Private open space should be aggregated into useable pocket parks and gardens. Balconies and outdoor areas should be designed for a majority of its residential units. Ground floor retail, office, live/work, and civic uses are highly encouraged around the public square. Although structures should be multi-story, they should be sensitive to the historic downtown and adjacent neighborhoods. Buildings should be limited to three or four stories in height, however, buildings of greater height may be appropriate in some locations. Buildings should define the street, providing interest in massing, scale and details. Parking should be a combination of on-street parking and parking behind buildings and or tucked underneath.

Sidewalks and other pedestrian corridors should be generous in width. Street trees, lighting, and street furnishings should be developed in key locations. In primarily residential areas, care should be taken to differentiate private, semi-private, and public outdoor spaces.

Traffic calming devices such as skinny streets, on street parking, sidewalk bumpouts, and changes in roadway texture should be utilized.



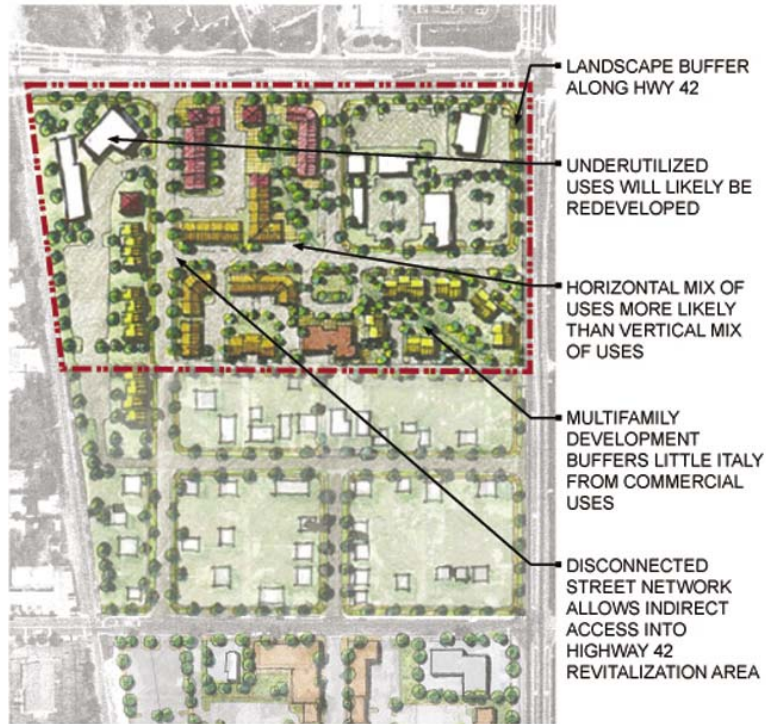
Multifamily streetscape on a local roadway in Denver The fifth story living space is accommodated within the roofs of buildings. Sidewalk bumpouts, differentiated pedestrian crossings, and on-street parking help to calm traffic.



There is a clear differentiation of private, semi-private, and public space within this streetscape.



Ground floor retail and live/work units such as these are highly encouraged within the Park Square District.



SOUTH BOULDER ROAD DISTRICT

South Boulder Road District

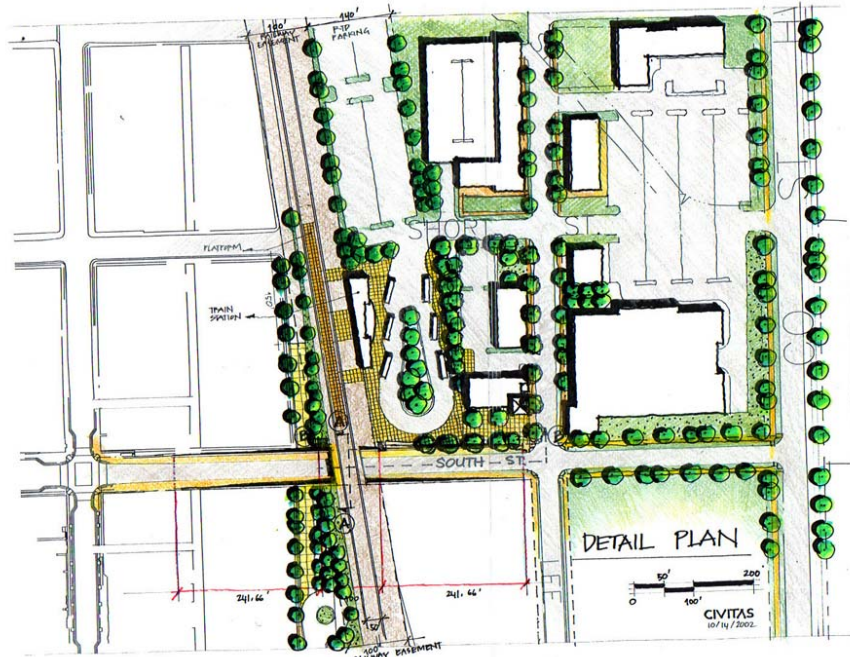
The recommendation for land use within the South Boulder Road District is Commercial Mixed Use. While classified with the same land use as Short Street District, South Boulder Road District will likely take on a different character. A vertical mix of uses is highly encouraged. But with it's South Boulder Road frontage, and remote relationship to historic downtown, this district is likely to redevelop with a greater emphasis on horizontal mixed use.

This district is appropriate for small scale commercial footprints. Because the district is largely underutilized, there are opportunities for larger footprint commercial uses as well. Careful planning and design of larger users is critical to maintain compatibility with the Little Italy neighborhood to the south. Multifamily residential uses are also appropriate. Residential uses should buffer the Little Italy neighborhood from commercial developments along South Boulder Road. Commercial uses within this district are likely to have greater parking and traffic impacts. Landscape buffering requirements will be crucial to protect existing residential uses.

Street networks should be direct and efficient within commercial areas. However connections to the greater Highway 42 Revitalization Area should remain indirect to avoid cut-through traffic. New development within this district should be of the highest quality.



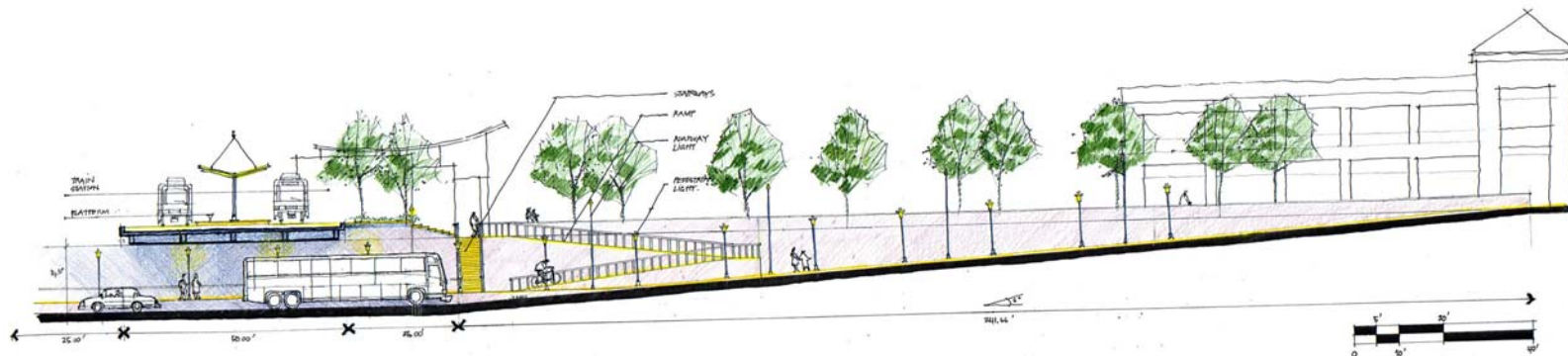
A larger footprint retail store lines an arterial street in the City of Boulder. These types of uses, when carefully designed are appropriate for the South Boulder Road District.



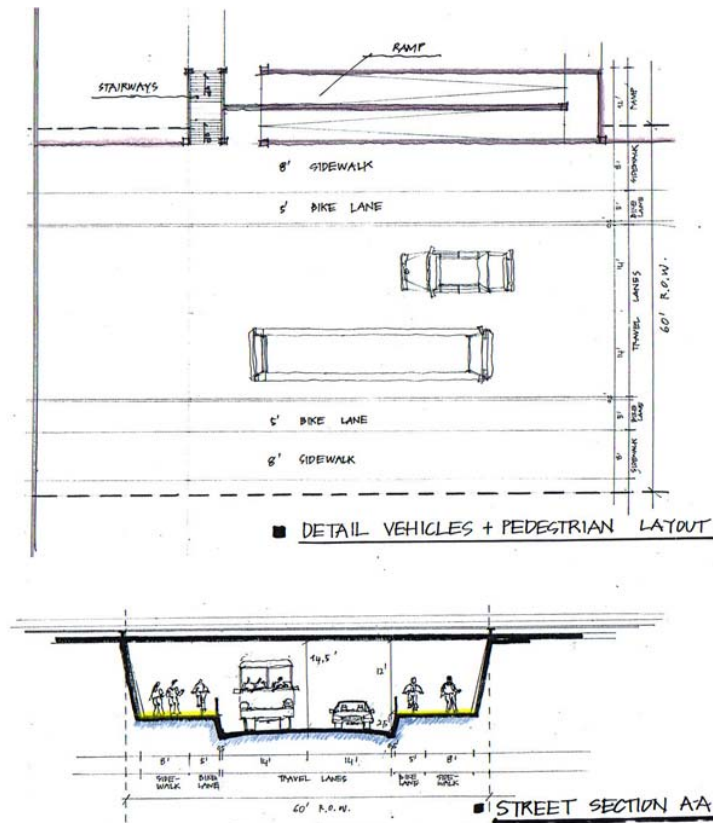
Conceptual Transit Plaza

RTD Commuter Rail Station and Park-n-Ride

The land use recommendation for this district is Transit Support. The district will contain a mix of uses, including but not limited to park-n-Ride building structures, retail and restaurant services, surface parking and other similar ancillary uses. The Transit Support District may redevelop in the future into a commercial and/or residential mixed-use district. Such redevelopment of the district will likely include both surface and structured parking facilities.



Illustrative section of proposed South Street underpass east of the BNSF Railroad



A residential development adjacent to light rail in Five Points, Denver. Indicative of possible redevelopment of the RTD park-n-Ride in the future. This photo meets criteria for residential mixed-use land use classification.

Conceptual plan and section of South Street Underpass.

III. Implementation

Implementation Policies

The City seeks to implement the vision for The Highway 42 Revitalization Area in a manner consistent with the following established Goals and Guiding Principles.

Strengthen and enhance adjacent residential neighborhoods.

The plan recognizes the existing residential areas and supports and enhances this continued residential character. Additional residential units are proposed for the area, which will complement and strengthen the residential neighborhood character.

No land use changes are being proposed with this plan for the adjacent residential neighborhoods. Any redevelopment that might occur in Little Italy on the Miner's Field neighborhoods will be consistent with the existing residential land use.

The addition of commercial service and commercial retail uses in the area will provide additional convenience services to the existing neighborhoods.

The internal street system and the location of the proposed traffic signal on Highway 42 will provide ready north/south access for residents in both the northern and southern neighborhoods.

Complement and integrate the area with historic downtown Louisville.

Proposed land uses include significant areas of medium density attached residential housing (approximately 350 units). These units serve as a complement to the existing downtown mixed commercial district in the form of an expanded market.

Multiple pedestrian and / or vehicular connections between the Highway 42 Revitalization Area and the Downtown Core are planned and their implementation will be actively pursued.

The potential future commuter rail station location will serve as a focal point providing a strong connection between the historic downtown and the Highway 42 Revitalization Area.

Capture the potential for high quality / mixed-use development.

The area serves as a gateway to Louisville's downtown and will project the community's image to tens of thousands of motorists, daily. The City will ensure that the new development and redevelopment in the area are of the highest quality and are complementary to the City's historic character.

Prepare a plan that recognizes the access and support parking required for a potential commuter rail station within the revitalization area while maintaining the previous three goals.

The City shall assist and collaborate with the RTD on their acquisition and development of a commuter rail station and associated parking as depicted in the Plan. In the event commuter rail is not pursued by RTD or other agencies, a similar configuration shall be considered as the basis for a community park-n-Ride facility.

Regulatory Implementation

Successful implementation of the plan will require a series of regulatory actions, public infrastructure investments, and private sector development activity. To realize the vision of the Plan, various Louisville ordinances and regulations will need to be modified.

Zoning

One or more new zone districts which allow the mix of land uses and density described in the plan may need to be created. The zoning changes should allow for a mixture of medium density residential, with commingled commercial uses. Some commercial establishments may require greater buffering and/or separation from residences. Such uses would be defined in the zoning ordinance modifications.

Design Criteria

Additional design criteria may be necessary to achieve the desired urban design and architectural character depicted and described in the Plan. The criteria should address various elements of design, including but not limited to, setbacks, landscaping, architectural quality and materials, signage, lighting, and buffering.