

Guide to Comprehensive Plan Policies Relevant to Zoning Consistency Determinations and Preliminary Development Plan Review

The [2030 Comprehensive Plan](#) for the City of Raleigh contains nearly 950 policy statements, but only a subset of these set forth expectations for private sector activities intended to be implemented through the review of zoning map amendments and preliminary development plans by the Planning Commission and/or City Council¹. This document provides a guide highlighting those “prescriptive” policies that would routinely be cited in staff reports evaluating the consistency of rezoning petitions and preliminary site plans with the Comprehensive Plan.

This document is not a part of the adopted 2030 Comprehensive Plan and is not intended to serve as a replacement for the full plan. Other “guiding” policies not highlighted in this document may be deemed relevant to Plan consistency. Specifically, rezoning petitions and development plans which help implement guiding policies not highlighted in this document may be interpreted as advancing the Plan and therefore the public interest. While a failure to implement a guiding policy would not contribute to a staff finding of inconsistency, rezoning petitions and development plans that conflict with prescriptive policies are more likely to be found inconsistent with the Plan.

The policies below are listed by element. After each policy number and short title, the letters Z or DP will be located at the right margin. The letter “Z” signifies that the policy applies to rezoning petitions; the letters “DP” indicate that the policy applies to development plans. In total, there are 79 prescriptive policies highlighted in this guidance document, of which 32 are relevant to rezonings, and 67 are relevant to development plans (20 are relevant to both). Twenty of the 79 policies are from the Downtown Element, and are not applicable outside of the Downtown Element Boundaries. No policies from the Area Plans are included. Applicable Area Plan policies should be consulted for rezoning petitions and development plans that fall within an Area Plan boundary.

Note Regarding Development Plan Transition to the Unified Development Ordinance:

The Unified Development Ordinance became effective on September 1, 2013. The UDO applies to zoning districts contained within the UDO. The previous zoning code, known as Part 10, will eventually be retired. Development plans filed for properties with UDO zoning are not subject to the preliminary site plan approval process or Comprehensive Plan analysis. The new UDO districts are not effective until they are mapped on the Official Zoning Map by the Raleigh City Council. Development plans with “legacy” zoning may still require preliminary site plan approval. The Planning Commission will use the eight site plan standards, including the applicable Comprehensive plan policies, to review preliminary site plans. The webpage at the following address contains a list of preliminary site plans to which this transition applies:

<http://www.raleighnc.gov/business/content/PlanDev/Articles/DevServ/PreliminaryPCSitePlans.html>

¹ See “Interpretation of Policies” in Section 1.2 of the Introduction to the Comprehensive Plan, excerpted as Appendix A of this Guide.

ELEMENT A: LAND USE

A.2 Future Land Uses

Policy LU 1.2—Future Land Use Map and Zoning Consistency **Z**

The Future Land Use Map shall be used in conjunction with the Comprehensive Plan policies to evaluate zoning consistency including proposed zoning map amendments and zoning text changes.

Policy LU 1.3—Conditional Use District Consistency **Z**

All conditions proposed as part of a conditional use district (CUD) should be consistent with the Comprehensive Plan.

A.2 Citywide Growth

Policy LU 2.1—Placemaking **DP**

Development within Raleigh’s jurisdiction should strive to create places, streets, and spaces that in aggregate meet the needs of people at all stages of life, are visually attractive, safe, accessible, functional, inclusive, have their own distinctive identity, and maintain or improve local character.

Policy LU 2.2—Compact Development **DP**

New development and redevelopment should use a more compact land use pattern to support the efficient provision of public services, improve the performance of transportation networks, preserve open space, and reduce the negative impacts of low intensity and non-contiguous development.

Policy LU 2.3—Cluster Development **Z**

Cluster development should be used to achieve open space preservation in those areas of the city planned for rural residential land uses on the Future Land Use Map.

Policy LU 2.4—Large Site Development **Z, DP**

Developments on large sites should set aside land for future parks and community facilities to help meet identified needs for public amenities and services and to offset the impacts of the development.

Policy LU 2.5—Healthy Communities **DP**

New development, redevelopment, and infrastructure investment should strive to promote healthy communities and active lifestyles by providing or encouraging enhanced bicycle and pedestrian circulation, access, and safety along roads near areas of employment, schools, libraries, and parks.

Policy LU 2.6—Zoning and Infrastructure Impacts **Z**

Carefully evaluate all amendments to the zoning map that significantly increase permitted density or floor area to ensure that impacts to infrastructure capacity resulting from the projected intensification of development are adequately mitigated or addressed.

A.4 Land Use and Transportation Coordination

Policy LU 4.5—Connectivity **Z, DP**

New development and redevelopment should provide pedestrian and vehicular connectivity between individual development sites to provide alternative means of access along corridors.

Policy LU 4.7—Capitalizing on Transit Access **Z**

Sites within a half-mile of planned and proposed fixed guideway transit stations should be developed with intense residential and mixed uses to take full advantage of and support the City and region's investment in transit infrastructure.

Policy LU 4.8—Station Area Land Uses **Z**

Complementary mixed uses, including multi-family residential, offices, retail, civic, and entertainment uses, should be located within transit station areas.

Policy LU 4.10 – Development at Freeway Interchanges **Z, DP**

Development near freeway interchanges should cluster to create a node or nodes located at a nearby intersection of two streets, preferably classified two-lane avenue or higher, and preferably including a vertical and/or horizontal mixture of uses. Development should be encouraged to build either frontage or access roads behind businesses to provide visibility to the business from the major street while limiting driveway connections to the major street.

A.5 Land Use Compatibility

Policy LU 5.1—Reinforcing the Urban Pattern **DP**

New development should be visually integrated with adjacent buildings, and more generally with the surrounding area. Quality design and site planning is required so that new development opportunities within the existing urban fabric of Raleigh are implemented without adverse impacts on local character and appearance.

Policy LU 5.4—Density Transitions **Z**

Low- to medium-density residential development and/or low-impact office uses should serve as transitional densities between lower-density neighborhoods and more intensive commercial and residential uses. Where two areas designated for significantly different development intensity abut on the Future Land Use Map, the implementing zoning should ensure that the appropriate transition occurs on the site with the higher intensity.

Policy LU 5.6—Buffering Requirements **Z, DP**

New development adjacent to areas of lower intensity should provide effective physical buffers to avoid adverse effects. Buffers may include larger setbacks, landscaped or forested strips, transition zones, fencing, screening, height and/or density step downs, and other architectural and site planning measures that avoid potential conflicts.

A.6 Mixed-Use Development

Policy LU 6.1—Composition of Mixed Use Centers **DP**

Mixed-use centers should be comprised of well-mixed and integrated developments that avoid segregated uses and have well planned public spaces that bring people together and provide opportunities for active living and interaction.

Policy LU 6.4—Bus Stop Dedication **Z, DP**

The City shall coordinate the dedication of land for the construction of bus stop facilities within mixed-use centers on bus lines as part of the development review and zoning process.

A.7 Commercial Districts and Corridors

Policy LU 7.3—Single Family Lots on Major Streets **Z, DP**

No new single-family residential lots should have direct vehicular access from major streets, in an effort to minimize traffic impacts and preserve the long-term viability of these residential uses when located adjacent to major streets.

Policy LU 7.4—Scale and Design of New Commercial Uses **Z, DP**

New uses within commercial districts should be developed at a height, mass, scale, and design that is appropriate and compatible with surrounding areas.

Policy LU 7.6—Pedestrian-Friendly Development **Z, DP**

New commercial developments and redeveloped commercial areas should be pedestrian-friendly.

A.8 Neighborhood Conservation and Development

Policy LU 8.9—Open Space in New Development **DP**

New residential development should be developed with common and usable open space that preserves the natural landscape and the highest quality ecological resources on the site.

Policy LU 8.12—Infill Compatibility **Z**

Vacant lots and infill sites within existing neighborhoods should be developed consistently with the design elements of adjacent structures, including height, setbacks, and massing through the use of zoning tools including Neighborhood Conservation Overlay Districts.

A.10 Retail Land Uses

Policy LU 10.3—Ancillary Retail Uses **Z, DP**

Ancillary retail uses in residential and office developments located in areas designated *High Density Residential*, *Office Residential—Mixed Use* and *Office/Research and Development* should not be larger in size than is necessary to serve primarily the residents, employees, visitors, and patrons of the primary uses in the area; should preferably be located within a mixed-use building; and should be sited to minimize adverse traffic, noise, and visual impacts on adjoining residential areas.

Policy LU 10.4—Siting of Regional Retail **Z, DP**

Regional retail uses—including big box, power centers, and regional malls—should be located where access is available from at least two roadways providing a minimum of four-lanes each. Access should be obtained from both roadways.

Policy LU 10.5—Regional Retail and Residential Areas **Z**

Regional retail uses should not be located adjacent to areas designated for Low to Moderate Density Residential use on the Zoning Map or Future Land Use Map, or areas presently developed for such use.

Policy LU 10.6—Retail Nodes **Z**

Retail uses should concentrate in mixed-use centers and should not spread along major streets in a linear "strip" pattern unless ancillary to office or high-density residential use.

A.12 Large Site Development

Policy LU 12.3—Reservations for Community Facilities

Z, DP

Plans for large sites should identify park and community facility needs and reserve appropriate portions of the site for schools, parks, public safety buildings, and other facilities.

ELEMENT B: TRANSPORTATION

B.2 Roadway System and Transportation Demand Management

Policy T 2.4—Road Connectivity

DP

The use of cul-de-sacs and dead-end streets should be minimized.

Policy T 2.5—Multi-modal Grids

DP

All new residential, commercial, or mixed-use developments that construct or extend roadways should include a multi-modal network (including non-motorized modes) that provides for a well-connected, walkable community, preferably as a grid or modified grid.

Policy T 2.6—Preserving the Grid

DP

Existing street grid networks should be preserved and extended where feasible and appropriate to increase overall connectivity.

Policy T 2.9—Curb Cuts

DP

The development of curb cuts along public streets—particularly on major streets—should be minimized to reduce vehicular conflicts, increase pedestrian safety, and improve roadway capacity.

B.4 Public Transportation

Policy T 4.8—Bus Waiting Areas

DP

Development located within existing and planned bus transit corridors should coordinate with CAT to provide a stop facility that is lit and includes a shelter, bench, and other amenities (such as a waste receptacle) as appropriate.

B.5 Pedestrian and Bicycle Circulation

Policy T 5.2—Incorporating Bicycle and Pedestrian Improvements

DP

All new developments, roadway reconstruction projects, and roadway resurfacing projects in the City of Raleigh's jurisdiction should include appropriate bicycle facilities as indicated in the Recommended Bicycle Network of the 2008 City of Raleigh Bicycle Transportation Plan.

Policy T 5.5—Sidewalk Requirements

DP

New subdivisions and developments should provide sidewalks on both sides of the street.

Policy T 5.9—Pedestrian Networks

DP

New subdivisions and large-scale developments should include safe pedestrian walkways or multi-use paths that provide direct links between roadways and major destinations such as transit stops, schools, parks, and shopping centers. (6)

Policy T 5.10—Building Orientation

DP

All primary building entrances should front onto a publicly accessible, and easily discernible, and ADA-compliant walkway that leads directly from the street to the front door to improve pedestrian access.

ELEMENT C: ENVIRONMENTAL PROTECTION

C.2 Design with Nature

Policy EP 2.5—Protection of Water Features **Z, DP**

Lakes, ponds, rivers, streams, and wetlands should be protected and preserved. These water bodies provide valuable stormwater management and ecological, visual, and recreational benefits.

C.3 Water Quality and Conservation

Policy EP 3.12—Mitigating Stormwater Impacts **Z, DP**

Potential stormwater impacts from new development on adjoining properties should mimic pre-development conditions and control the rate of runoff so as to avoid erosion of stream banks, inundation of natural waterways and to allow the recharging of groundwater. The intent is to avoid environmental and economic damage to the adjacent properties and City infrastructure.

C.4 Flood Reduction and Preparedness

Policy EP 4.2—Floodplain Conservation **Z, DP**

Development should be directed away from the 100-year floodplain.

C.5 Tree Canopy Conservation and Growth

Policy EP 5.4—Tree Selection **DP**

Tree species should be selected for site suitability, superior form, disease resistance, regional performance, drought tolerance, urban tolerance, diversity, and mature size by an ISA Certified Arborist or a professional approved by the Parks and Recreation Department's Urban Forestry staff.

C.8 Light and Noise Pollution Controls

Policy EP 8.10 — Airport Noise Protection for Residential Uses **Z**

Rezoning of properties within the defined 65 dnl level of Raleigh Durham Airport Authority composite noise contour line and outside of the Airport Overlay District, that propose to increase residential density or create new residential zoning is strongly discouraged. Exceptions to such rezoning may occur through a conditional use rezoning that adopts Raleigh Durham Airport Authority recommended noise mitigation measures.

ELEMENT E: HOUSING

E.1 Quality and Diversity of Housing

Policy H 1.4—Assisted Housing Design **DP**

All housing, including assisted and market rate housing, should be designed so that it blends with the context of the neighborhood in which it is located, emphasizing quality design and appearance.

ELEMENT I: URBAN DESIGN

I.1 Raleigh's Identity

Policy UD 1.2—Architectural Features DP

Quality architecture should anchor and define the public realm. Elements of quality architecture include architectural accents and features conducive to pedestrian scale and usage, such as a distinct base, middle, and top (for high-rise buildings); vertical and horizontal articulation; rooflines that highlight entrances; primary entrances on the front façade; transparent storefront windows and activated uses on the ground floor; and corner buildings with defining landmark features.

Policy UD 1.3—Creating Attractive Facades DP

Well-designed building facades, storefront windows, and attractive signage and lighting should be used to create visual interest. Monolithic or box-like facades should be avoided to promote the human quality of the street.

Policy UD 1.4—Maintaining Facade Lines DP

Maintain the established facade lines of neighborhood streets by aligning the front walls of new construction with the prevailing facades of adjacent buildings, unless doing so results in substandard sidewalks. Avoid violating this pattern by placing new construction in front of the historic facade line unless the streetscape is already characterized by such variations. Where existing facades are characterized by recurring placement of windows and doors, new construction should complement the established rhythm.

Policy UD 1.10—Frontage Z

Coordinate frontage across multiple sites to create cohesive places. Encourage consistency with the designations on the Urban Form Map. Development in centers and along corridors targeted for public investment in transit and walkability should use a compatible urban form. *See the text box on the Urban Form Map in the Overview section for more guidance.*

I.2 Design of Mixed-Use Developments

Policy UD 2.1—Building Orientation DP

Buildings in mixed-use developments should be oriented along streets, plazas and pedestrian ways. Their facades should create an active and engaging public realm.

Policy UD 2.2—Multi-modal Design DP

Mixed-use developments should accommodate all modes of transportation to the greatest extent possible.

Policy UD 2.3—Activating the Street DP

New retail and mixed-use centers should activate the pedestrian environment of the street frontage in addition to internal pedestrian networks and connections, particularly along designated Main Street corridors.

Policy UD 2.5—Greenway Access DP

Safe and clearly marked access points to the City's greenway system should be provided in new and existing mixed-use centers where feasible.

Policy UD 2.7 – Public Open Space**DP**

Usable and well-appointed urban public open space should be provided within mixed-use centers to serve as focal points and community gathering spots.

I.3 Appearance and Function of Raleigh's Corridors

Policy UD 3.8 – Screening of Unsightly Uses**DP**

The visibility of trash storage, loading, and truck parking areas from the street, sidewalk, building entrances and corridors should be minimized. These services should not be located adjacent to residential units and useable open space.

I.5 Designing Successful Neighborhoods

Policy UD 5.1 – Contextual Design**Z, DP**

Proposed development within established neighborhoods should create or enhance a distinctive character that relates well to the surrounding area.

Policy UD 5.6 – Protection of Neighborhood Open Space**DP**

Infill development should respect and improve the integrity of neighborhood open spaces and public areas. Buildings should be designed to avoid the loss of sunlight and reduced usability of neighborhood parks and plazas.

I.6 Pedestrian-Friendly Design

Policy UD 6.1 – Encouraging Pedestrian-Oriented Uses**Z, DP**

New development, streetscape, and building improvements in Downtown, Main Streets, and TOD areas should promote high intensity, pedestrian-oriented use and discourage automobile-oriented uses and drive-through uses.

Policy UD 6.4 – Appropriate Street Tree Selection**DP**

Street tree plantings should be appropriate to the function of the street. For example:

- Trees on commercial streets should complement the face of the buildings;
- Trees on residential streets should shade both the street and sidewalk, and serve as a visual buffer between the street and the home; and
- In high traffic areas and Downtown, trees should be planted in tree wells with grates over the top to protect the roots.

I.7 Design Guidelines

Policy UD 7.3 – Design Guidelines**Z, DP**

The design guidelines in **Table UD-1** shall be used to review rezoning petitions and development applications for mixed-use developments; or rezoning petitions and development applications along Main Street and Transit Emphasis corridors; or in City Growth, TOD and Mixed-Use centers, including preliminary site and development plans, petitions for the application of the Pedestrian Business or Downtown Overlay Districts, Planned Development districts, and Conditional Use zoning petitions.

ELEMENT J: HISTORIC PRESERVATION

J.2 Planning, Zoning and Neighborhood Conservation

Policy HP 2.7—Mitigating Impacts on Historic Sites **DP**

Development proposals adjacent to or including historic sites should identify and minimize or mitigate any negative development impacts on those sites.

J.3 Housing and Building Codes, Rehabilitation, and Adaptive Use

Policy HP 3.3—Adaptive Use and Parking **DP**

Additional parking required for nonresidential adaptive use should be located to the rear of the historic structure.

ELEMENT M: DOWNTOWN

M.1 Land Use

Policy DT 1.11—Downtown Edges **Z, DP**

Appropriate transitions in height, scale, and design should be provided between Central Business District land uses and adjacent residential districts.

Policy DT 1.13—Downtown Transition Areas **Z, DP**

In areas where the Downtown Element boundaries are located in proximity to established residential neighborhoods, residential densities should taper to be compatible with adjacent development. Non-residential uses with the greatest impacts—such as theaters, concentrated destination nightlife and retail, and sports and entertainment uses—should be directed away from these transition areas. Where existing zoning overlays are mapped, the height guidance in these districts should not be changed outside of an area planning process. See **Map DT-3** for transition area locations.

Policy DT 1.15—High Density Development **Z, DP**

Highest density development should occur along the axial streets (Hillsborough Street, Fayetteville Street and New Bern Avenue), major streets (as identified by the Street Plan), surrounding the squares, and within close proximity to planned transit stations.

Policy DT 1.16—High Density Public Realm Amenities **DP**

High-density developments downtown should include public realm amenities, such as publicly-accessible open space, public art, seating areas, and water features that complement the building and its nearby uses.

Policy DT 1.17—Auto-Oriented Businesses **DP**

Development, building types, and building features with an automobile orientation, such as drive-throughs, should not be developed in downtown or in pedestrian-oriented business districts.

M.2 Transportation

Policy DT 2.7—Ped-Bike Benefits on Green Streets **DP**

For all public / private sector design and traffic engineering / operations decisions made for the Green Streets shown on **Map DT-4**, pedestrians, bicyclists, and environmental benefits should be given equal priority to vehicular traffic flow and other street functions, including but not limited to parking and loading functions.

Policy DT 2.8—Priority Pedestrian Streets**DP**

For all public / private sector design and traffic engineering / operations decisions made for Priority Pedestrian Streets shown on **Map DT-4**, the needs, safety, and comfort of pedestrians should be given priority.

Policy DT 2.23—Wrapped Parking Preference**DP**

Where underground or below-grade parking is not feasible, parking garages should be "wrapped" with active uses along the entire vertical frontage of buildings along the public right-of-way.

Policy DT 2.24—Parking Garage Constrained Streets**DP**

Where underground or wrapped parking is not feasible on the streets identified on **Map DT-5**, parking garages should be screened using materials consistent with adjacent and/or proposed buildings, but without active uses above the ground level. Parking garages should not be visibly distinct from the buildings they serve. To achieve this, parking garages should be screened by using the same materials, fenestration, and other design elements of the buildings. In some cases, the internal venting of garages will be necessary. Vehicle entrances should be located away from the streets identified on **Map DT-5**.

Policy DT 2.25—Parking Garage Non-Constrained Streets**DP**

For all other streets not designated on **Map DT-5** but within downtown, parking garages should be architecturally screened so that stored vehicles are not visible from the adjacent right-of-way.

Policy DT 2.26—Active Ground Floor Parking Uses**DP**

Ground floor uses should be provided in all parking garages on all Pedestrian Priority streets (see **Map DT-4**) and active ground floor uses should be provided in all parking garages on Retail Streets (see **Map DT-6**).

M.3 Economic Development

Policy DT 3.1—Ground Floor Uses on Primary Retail Streets**DP**

New development should dedicate at least 60 percent of its linear frontage along the public right-of-way of Primary Retail Streets as identified on **Map DT-6** for ground-floor space designed and constructed to accommodate one or more retail uses including consumer-goods shops, dining and eating establishments, convenience goods, museums, galleries, arts and entertainment uses, and hotel lobbies.

Policy DT 3.2—Ground Floor Uses on Secondary Retail Streets**DP**

New development should dedicate at least 50 percent of its linear frontage along the public right-of-way of Secondary Retail Streets as identified on **Map DT-6** for ground-floor space designed and constructed for the uses encouraged on primary streets or service retail and professional services including but not limited to: fitness centers, dry cleaners, shoe repair, and medical offices.

M.7 Urban Design

Policy DT 7.2—Maintaining Consistent Setbacks**DP**

New buildings should respond to the existing built character by using similar setbacks and stepbacks to provide a continuous cornice line and consistent street-level pedestrian experience. Along the principal north-south vehicular street pair, Dawson and McDowell Streets, buildings should be set back to provide an approximately 20' wide pedestrian area between the street curb line and the building face.

Policy DT 7.3—Streetwalls**DP**

Except as required by code, the placement of buildings along the right-of-way should create a continuous streetwall that defines and accentuates the streets and squares.

Policy DT 7.4—Building Entries**DP**

The main entrance of new buildings should front onto a public street. Where buildings abut multiple streets and one of which is an axial street, the main entrance of the building should front onto the axial street. This policy also applies, where practicable, to existing buildings undergoing major renovations or rehabilitation.

Policy DT 7.5—Ground Level Design**DP**

The ground level of every building should engage the pedestrian with multiple entrances, large transparent windows at the pedestrian level, creative signage, and a high level of articulation and pedestrian scale building materials on all façades. Also, the ground level of every building should provide pedestrian amenities such as adequate lighting levels and protection from the elements. This can be accomplished through the use of façade mounted lighting elements, canopies and awnings, and arcades.

Policy DT 7.6—Minimizing Service Entrance Visibility**DP**

Service entrances and functions should be located internal to the building- in alleys or in parking decks. Their presence on the public right-of-way should be minimized.

Policy DT 7.7—Signage**DP**

Signage should be human scale and serve both pedestrians and automobiles.

Policy DT 7.19—Downtown Design Guideline Consistency**DP**

Development projects in the downtown should implement and be consistent with the design guidelines in Table DT-1 to the maximum extent practicable. *See Appendix C for Table DT-1.*

**APPENDIX A:
“Interpretation of Policies” from Section 1.2 of the Introduction**

Policies provide direction for decision-makers regarding particular courses of action to pursue. They are also intended to guide decisions regarding the review and approval of development proposals, and the consistency of petitions to amend the City’s official zoning map.

Based on the specifics on a particular policy, it may apply exclusively to City actions, or it may set forth an expectation regarding private sector activities. The former policies are typically worded as an ongoing aspiration or intent,² using active words such as “encourage,” “promote,” and “provide.” The latter such policies are typically worded as a statement expressing a desired state or outcome,³ utilizing the word “should” to distinguish the policy statements in the Plan from the legal requirements found in the City’s codes, where the word “shall” is the norm. In any specific case where the application of a Comprehensive Plan policy conflicts with a use, height, or density standard in the zoning and development code, the code standard will control.

Rezoning petitions, as well as certain development applications, are subject to review for consistency with the Comprehensive Plan. Consistency is relative and not absolute. It is not anticipated that every proposal and project will implement every Plan policy. Projects and proposals that implement one or more Plan policies and are not in conflict with the overall goals of the Plan and key policies as highlighted above will be judged to be consistent. Projects and proposals that are in conflict with the overall goals of the plan and contradict key policies will be judged to be inconsistent. More guidance on consistency determinations can be found in [A.1 ‘Future Land Uses.’](#)

The Plan has been written to be free of internal conflicts, meaning that as a general rule, implementing one policy should not preclude the implementation of another. However, situations that are site- and/or project-specific may arise, where specific policies present competing objectives. Judgment will be required to balance the relative benefits and detriments of emphasizing one policy over another. *When weighing competing objectives, greater weight should be given to achieving overall policy objectives on an area- and city-wide scale rather than a site-specific scale, and decision-makers should consider the cumulative impacts of making a number of similar decisions over time.* (Emphasis added)

² These policies are referred to in this policy guide as “guiding policies.”

³ These policies are referred to in this policy guide as “prescriptive policies.”

**APPENDIX B:
Table UD-1 Design Guidelines for Mixed-Use Developments**

#	Guideline
Elements of Mixed-use Developments	
1	All mixed-use developments should generally provide retail (such as eating establishments, food stores, and banks), and other uses such as office, and residential within walking distance of each other. Mixed uses should be arranged in a compact and pedestrian-friendly form.
Mixed-use Areas /Transition to Surrounding Neighborhoods	
2	Within all mixed-use areas, buildings that are adjacent to lower density neighborhoods should transition (height, design, distance and/or landscaping) to the lower heights or be comparable in height and massing.
Mixed-Use Areas /The Block, The Street and The Corridor	
3	A mixed use area’s road network should connect directly into the neighborhood road network of the surrounding community, providing multiple paths for movement to and through the mixed use area. In this way, trips made from the surrounding residential neighborhood(s) to the mixed use area should be possible without requiring travel along a major street.
4	Streets should interconnect within a development and with adjoining development. Cul-de-sacs or dead-end streets are generally discouraged except where topographic conditions and/or exterior lot line configurations offer no practical alternatives for connection or through traffic. Street stubs should be provided with development adjacent to open land to provide for future connections. Streets should be planned with due regard to the designated corridors shown on the Street Plan.
5	New development should be comprised of blocks of public and/ or private streets (including sidewalks). Block faces should have a length generally not exceeding 660 feet. Where commercial driveways are used to create block structure, they should include the same pedestrian amenities as public or private streets.
Site Design/Building Placement	
6	A primary task of all urban architecture and landscape design is the physical definition of streets and public spaces as places of shared-use. Streets should be lined by buildings rather than parking lots and should provide interest especially for pedestrians. Garage entrances and/or loading areas should be located at the side or rear of a property.
7	Buildings should be located close to the pedestrian-oriented street (within 25 feet of the curb), with off-street parking behind and/or beside the buildings. When a development plan is located along a high volume corridor without on-street parking, one bay of parking separating the building frontage along the corridor is a preferred option.
8	If the site is located at a street intersection, the main building of a complex, or main part of a single building placed should be placed at the corner. Parking, loading or service should not be located at an intersection.
Site Design/Urban Open Space	
9	To ensure that urban open space is well-used, it is essential to locate and design it carefully. The space should be located where it is visible and easily accessible from public areas (building entrances, sidewalks). Take views and sun exposure into account as well.
10	New urban spaces should contain direct access from the adjacent streets. They should be open along the adjacent sidewalks and allow for multiple points of entry. They should also be visually permeable from the sidewalk, allowing passersby to see directly into the space.

#	Guideline
11	The perimeter of urban open spaces should consist of active uses that provide pedestrian traffic for the space including retail, cafés, and restaurants and higher-density residential.
12	A properly defined urban open space is visually enclosed by the fronting of buildings to create an outdoor "room" that is comfortable to users.
Site Design/Public Seating	
13	New public spaces should provide seating opportunities.
Site Design/Automobile Parking and Parking Structures	
14	Parking lots should not dominate the frontage of pedestrian-oriented streets, interrupt pedestrian routes, or negatively impact surrounding developments.
15	Parking lots should be located behind or in the interior of a block whenever possible. Parking lots should not occupy more than 1/3 of the frontage of the adjacent building or not more than 64 feet, whichever is less.
16	Parking structures are clearly an important and necessary element of the overall urban infrastructure but, given their utilitarian elements, can have serious negative visual effects. New structures should merit the same level of materials and finishes as that a principal building would; care in the use of basic design elements can make a significant improvement.
Site Design/Transit Stops	
17	Higher building densities and more intensive land uses should be within walking distance of transit stops, permitting public transit to become a viable alternative to the automobile.
18	Convenient, comfortable pedestrian access between the transit stop and the building entrance should be planned as part of the overall pedestrian network.
Site Design/Environmental Protection	
19	All development should respect natural resources as an essential component of the human environment. The most sensitive landscape areas, both environmentally and visually, are steep slopes greater than 15 percent, watercourses, and floodplains. Any development in these areas should minimize intervention and maintain the natural condition except under extreme circumstances. Where practical, these features should be conserved as open space amenities and incorporated in the overall site design.
Street Design/General Street Design Principles	
20	It is the intent of these guidelines to build streets that are integral components of community design. Public and private streets, as well as commercial driveways that serve as primary pedestrian pathways to building entrances, should be designed as the main public spaces of the City and should be scaled for pedestrians.
21	Sidewalks should be 5-8 feet wide in residential areas and located on both sides of the street. Sidewalks in commercial areas and Pedestrian Business Overlays should be a minimum of 14-18 feet wide to accommodate sidewalk uses such as vendors, merchandising and outdoor seating.
22	Streets should be designed with street trees planted in a manner appropriate to their function. Commercial streets should have trees which compliment the face of the buildings and which shade the sidewalk. Residential streets should provide for an appropriate canopy, which shadows both the street and sidewalk, and serves as a visual buffer between the street and the home. The typical width of the street landscape strip is 6-8 feet. This width ensures healthy street trees, precludes tree roots from breaking the sidewalk, and provides adequate pedestrian buffering. Street trees should be at least 6 1/4" caliper and should be consistent with the City's landscaping, lighting and street sight distance requirements.

Street Design/Spatial Definition	
23	Buildings should define the streets spatially. Proper spatial definition should be achieved with buildings or other architectural elements (including certain tree plantings) that make up the street edges aligned in a disciplined manner with an appropriate ratio of height to width.
Building Design/Facade Treatment	
24	The primary entrance should be both architecturally and functionally on the front facade of any building facing the primary public street. Such entrances should be designed to convey their prominence on the fronting facade.
25	The ground level of the building should offer pedestrian interest along sidewalks. This includes windows, entrances, and architectural details. Signage, awnings, and ornamentation are encouraged.
Building Design/Street Level Activity	
26	The sidewalks should be the principal place of pedestrian movement and casual social interaction. Designs and uses should be complementary to that function.

**APPENDIX C:
Table DT-1 Downtown Urban Design and Facade Grant Guidelines**

#	Guideline	Also a Facade Grant policy
Parking, Loading, Service and Mechanical		
1	Fayetteville Street should be free of service elements including loading docks, mechanical equipment and driveways.	
2	Loading or service entrances should be embedded within the block where possible. If embedding the loading dock is not possible, the loading dock should be located to the side or rear of a building. The width should be minimized and doors or gates should shield the loading docks from view. Roll down gates should be decorative if facing the public realm.	
3	Surface and structured parking should be landscaped, emphasizing interior tree canopies in surface lots, formal borders and street trees to reinforce the streetwall.	
4	Mechanical equipment, satellite or microwave dishes, elevator penthouses, and other utilitarian equipment should be screened from view by a structure that complements the design of the building through the use of similar materials, colors, finishes, and architectural details. Views from buildings above should also be considered when designing rooftop mechanical equipment.	FG
5	The widths of all curb cuts at parking deck entrances should be minimized. Design techniques (such as lane splits should be used within the deck to encourage consolidated single exit or entrance lanes at the street side, and / or columns between lanes to reduce the perceived size of the openings), while maintaining adequate ingress and egress capacity to provide efficient operations and meeting air quality conformity.	
Ground Floor, Building Base and Pedestrian Zone		
6	Building entries should be emphasized with architectural features, changes in roofline, different massing, or unique materials.	FG
7	The primary pedestrian building entrances should be located along the store front. For buildings that front on 3 streets, the primary pedestrian entrances should be located on the axial street or the corner if the building is located at an intersection.	FG
8	Building entries should be at grade.	FG
9	The level of architectural detail should be most intense at street level, within view of pedestrians on the sidewalk.	FG
10	The use of solid roll-down security gates is discouraged.	FG
11	Facades should be broken into distinct 20-30 foot modules or bays from side to side to prevent a monolithic edge to the street.	FG
12	Large unarticulated walls are discouraged, and should have a window or functional public access at least every 10 feet.	FG
13	The articulation of the façade should be designed to appear more vertical than horizontal.	FG
14	Entries that provide access to a building's upper floors should be located along a street to promote street life. They should be designed as separate entries, and distinguished from ground level spaces with different architectural details, materials, colors, lighting, signage, and / or paving so that it is clear which entries are public and which are private.	FG

#	Guideline	Also a Facade Grant policy
15	Recessed entries are encouraged. They should be no wider than one-third of the width of the storefront or 20 feet, whichever is less. Recessed entries should be a minimum of 4 feet deep, except where necessary to meet fire code.	FG
16	A minimum of 2/3 of the first story facade should be windows. Of the total amount of glass on the first floor facade, a minimum of 85% must be transparent. Tinted or reflective glass is discouraged. First story windows should be located a maximum of three (3) feet above the adjacent sidewalk	FG
17	Windows should be used to display products and services and maximize visibility into storefronts. Windows should not be obscured with elements that prevent pedestrians from seeing inside.	FG
18	The first story floor-to-floor height of any new building on Fayetteville Street should be a minimum of twenty (20) feet.	
19	If ceilings must be lowered below the height of ground level windows, provide an interior, full-height, three (3) foot minimum deep space immediately adjacent to the window before the drop in the ceiling.	FG
20	The use of deep awnings and canopies on the first story is recommended to help mitigate wind, reduce glare, and shade ground level spaces.	FG
21	Arcades, colonnades, and galleries are discouraged within the public right of way.	FG
22	Stairs and stoops in the public right-of-way are discouraged along Fayetteville Street in order to make entries more accessible.	FG
23	An outdoor ground plane that abuts or is adjacent to the public right-of-way should be paved with terrazzo, concrete pavers, concrete, stone, brick, tile, or another high quality hardscape material. Asphalt and loose paving materials such as gravel are discouraged. The paving design and materials should complement the building or storefront architecture.	FG
24	In larger courtyard style spaces visible from the public right of way, use groundcovers, shrubs, and flowers to accent and fill blank areas with interest. Minimize the use of bare mulch and rocks. Areas of bare earth are discouraged.	
Building Form		
25	Walls of buildings should parallel the orientation of the street grid.	FG
26	Towers or high rise buildings should have three zones: a streetwall or base zone, a tower transition zone and a tower top zone. Cornices should be considered to separate base zone from tower transition zone.	FG
27	Distance between towers on different blocks should be a minimum of 100 feet to ensure access to light and air.	
28	Public art, performance facilities, and/or civic monuments should be an integral part of any building plan.	
29	Fences, railings, and walls are discouraged except to screen surface parking lots and unimproved lots, to protect pedestrians from grade changes, and to delineate a private courtyard. Fences are preferred over walls except where designed to hold grade.	
30	Fences should be a minimum of 36 inches and a maximum of 42 inches tall and a minimum of 70 percent open. Railings should be 42 inches tall. Solid walls should be a minimum of 18 inches and a maximum of 32 inches tall.	

#	Guideline	Also a Facade Grant policy
31	Fences, railings, and walls should be designed to complement the adjacent architecture through the use of similar materials, colors, finishes, and architectural details.	
32	Designs should be contextual to adjacent buildings, including their cornice lines and horizontal banding.	FG
33	Innovative design and unusual lighting of the exterior of the building is important to emphasize the monumentality of government buildings.	
34	The principal building entrance should be easily identified by building features and landscape elements; additional public entrances should be provided at every street face	FG
35	Building materials should be of stone, brick, or similar durable, high quality materials. Building form, articulation and materials should respect and be sympathetic to the major governmental and institutional buildings in the area.	FG
36	Preferred materials (other than glass) include metal, brick, stone, concrete, plaster, and wood trim and discouraged materials include vinyl siding, pressed wood siding, and exterior insulated finishing systems (EIFS).	FG
37	Materials covering original architectural features of historic or architecturally significant buildings are discouraged.	FG
38	A minimum of 35 percent of each upper story should be windows.	FG
39	Building corners that face an intersection should strive for a distinctive form and high level or articulation.	FG
40	Buildings may step back further at intersections in order to articulate the corners.	FG
41	Buildings downtown and in Pedestrian Business Overlays should have stepbacks and articulated facades to mitigate wind effects and increase light and air. Buildings should step back 10 to 15 feet at the 60-foot point above the ground on a wide street and 15 feet on a narrow street. A wide street is 75 feet in width or more.	
42	Flat roof buildings should have decorative parapets with elements such as detailed cornices, corbeling, applied medallions or other similar architectural treatments.	FG
Signage		
43	Signage should be compatible in scale, style, and composition with the building or storefront design as a whole.	FG
44	Diverse graphic solutions are encouraged to help create the sense of uniqueness and discovery found in an urban, mixed-use environment.	FG
45	All mechanical and electrical mechanisms should be concealed.	FG
46	Signs should not obscure a building's important architectural features, particularly in the case of historic buildings	FG
47	Signs should be constructed with durable materials and quality manufacturing	FG
48	Sign bands above transom and on awnings are preferred signage locations.	FG
49	Only the business name, street address, building name and logo should be on an awning or canopy. The lettering should not exceed 40 percent of the awning area.	FG
50	Illuminated signs should avoid the colors red, yellow, and green when adjacent to a light controlled vehicular intersection.	FG
51	Allowed sign types: channel letter signs, silhouette signs (reverse channel), individualized letter signs, projecting signs, canopy / marquee signs, logo signs, awning signs, and interior window signs.	FG

#	Guideline	Also a Facade Grant policy
52	Discouraged sign types: signs constructed of paper, cardboard, styrofoam type materials, formed plastic, injected molded plastic, or other such materials that do not provide a sense of permanence or quality; signs attached with suction cups or tape; signs constructed of luminous vacuum formed plastic letters; signs with smoke emitting components. Changeable copy signs are prohibited.	FG