

### 3. Land Use Plan

The purpose of the Land Use Plan chapter is to guide public and private actions in regard to the pattern of land use and development and to express ideas from other plan chapters as they relate to land use. Because of its direct relationship to development patterns, the land use plan and Future Land Use map are the central elements of the comprehensive plan.

The objectives and policies of this chapter are expected to be implemented primarily through comprehensive revisions to the City's zoning ordinance, zoning map, and other land use regulations, and through the development review and approval process.

#### Issues

**Inward vs. Outward Growth.** The question of “where” and “how much” the City of Winona will grow during the planning period is central to the comprehensive plan process. On the one hand, the City needs to ensure sufficient developable land area to allow needed expansion of business and industrial uses. The City's existing land base is increasingly limited by physical and environmental constraints. On the other hand, there are many opportunities within existing City boundaries for infill, redevelopment and intensification of existing uses.

**Neighborhood Stabilization or Improvement.** What should the plan include to help protect or revitalize older neighborhoods?

**New Neighborhood Design.** What design features should be incorporated to create the most attractive, sustainable neighborhoods?

**Demographic Changes.** What is the significance of current trends in population and household growth? How should the City respond to national trends of smaller household sizes and increases in the over-65 population?

**Industrial Growth.** Where should future industrial and office growth occur, within and outside city boundaries?

**Redevelopment.** How proactive should the City be in encouraging redevelopment?

**Brownfield Redevelopment.** To what extent, if at all, should the City expend funds to help cover costs related to pollution clean up, land assembly or access improvements to stimulate redevelopment?

**Major Institutions.** What should the City do in response to the campus plans and continuing expansion needs of Winona State University and other educational institutions? How should student housing needs be addressed?

Arterial Road Corridors. What approach should the City and County take to resolve conflicts between housing and commercial development along its arterial roads and to prevent or minimize those problems in the future?

Integration of Land Use and Zoning. How can land use plan goals be reflected and implemented through the City's ordinances?

Role of the Plan. How strong should the Comprehensive Plan be in setting City policy, ordinances and budgeting?

#### Goals and Objectives

1. An Adequate Land Base; Resource Protection. Ensure an adequate land supply to support the creation of a full-range of jobs in a manner that is consistent with the responsible use of natural resources.

##### Objectives:

1. Identify sufficient land to accommodate future large-scale industrial employment.
2. Use land within city boundaries efficiently before looking outside city boundaries.
3. Preserve the opportunity for outward growth at such time as market forces support that growth.
4. Ensure that future development is located and designed to protect the full range of natural, scenic and recreational resources on and adjacent to the development site.

2. A Strong Central City. Work to strengthen the livability and vitality of the central city, including neighborhoods, educational institutions, downtown, riverfront, and commercial and industrial districts, taking advantage of the proximity of these districts and amenities.

##### Objectives:

1. Ensure that the city's core remains a viable and attractive option for business location and economic development projects.
2. Maintain and increase the livability of central neighborhoods through housing improvement programs, infill, redevelopment and reinvestment.
3. Encourage employment and housing densities that will support a viable transit system, primarily within the city core.

## The Future Land Use Plan – Maps and Land Use Categories

The following three graphics depict existing and proposed land use categories both within and outside the City's present boundaries. Figure 1, Existing Land Use, identifies general land use categories on a parcel-by-parcel basis, based on an inventory in 2006. Figure 2, Future Land Use Plan, depicts proposed land uses within city boundaries, while Figure 3, Urban Expansion Area, presents a more conceptual plan for long-range growth outside those boundaries.

The land use categories used in Figures 2 and 3 are presented in Table 1. These categories are much more general than those of the Existing Land Use map, and apply to larger areas.

Land use categories are different than zoning districts: they need to be thought of as a mix of land uses rather than a strict listing of allowed and conditional uses. For example, the “Downtown” and “Downtown Fringe” categories encompass a broad range of existing land uses, from industrial to commercial to housing and surface parking. Land use categories identify:

- The major preferred land uses and approximate mix of uses that could be found within the category;
- The approximate or typical density and intensity of land uses;
- Additional considerations such as natural resource standards or design considerations that may apply to particular land uses in that district

Land use categories are intended to represent the community's long-range intentions and preferences, rather than its current regulatory environment. However, zoning is one of the major implementation tools of the Comprehensive Plan, and the Zoning Ordinance should ultimately be modified to be consistent with the plan.

In addition to the land use categories shown on the map, the Comprehensive Plan uses several overlay districts that identify special considerations for development or preservation activities. The overlay districts are not land uses, but indicate that the underlying land uses need some special consideration.

The overlay district with the largest geographical extent is the Sensitive Resources Overlay. The concept behind this was originally identified in the 1995 Comprehensive Plan, and has been partially implemented by the Environmentally Sensitive Lands zoning district. The overlay district is intended to encompass those lands that include:

- Bluffs and other slopes over 30%;
- 100-year floodplain;
- Wetlands, including the extensive marshes and backwaters of the Mississippi River;

Land Use Map – a 20-year distant snapshot of the community's preferred future mix of land uses. The map shows what the community *prefers* – the map guides land use decisions for the next 20 years.

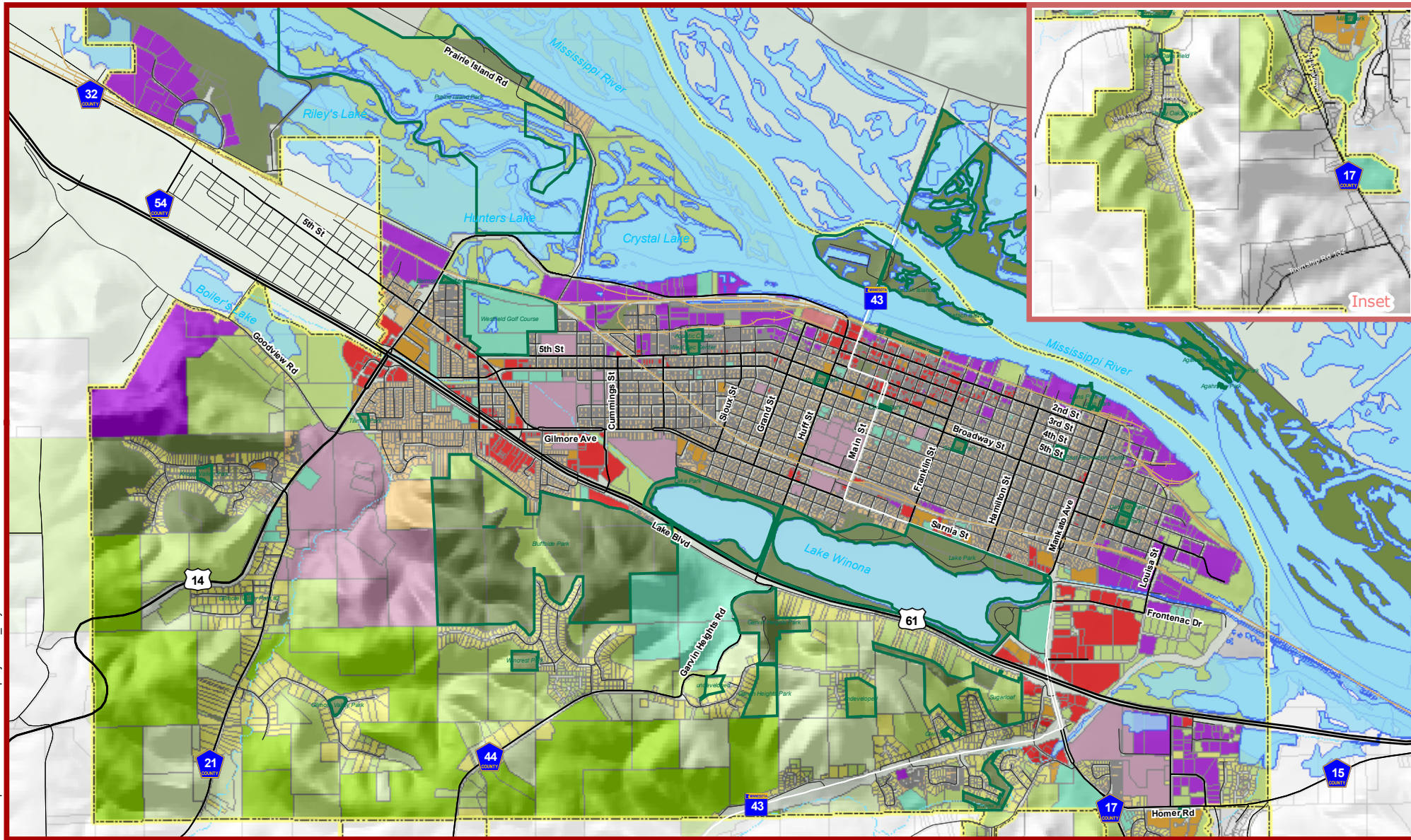
Zoning Map – a regulatory map for the immediate future. The map shows what the community has already decided to *allow* tomorrow.

- Water bodies, including the Mississippi River; Lake Winona; streams, including designated trout streams; and other water bodies;
- High-quality vegetative communities identified through the Winona County Biological Survey;
- Other areas that may be identified through additional study; for example, locations of rare or endangered species or archaeological resources.

Of course, only those resources that have already been identified are shown on the map, and even these may be subject to modification following more detailed studies.

A second overlay district is the Historic Resources Overlay, which currently includes the City's National Register historic districts. This designation recognizes the City's designated historic districts and indicates that City policies in these areas will support preservation and adaptive reuse of historic buildings.

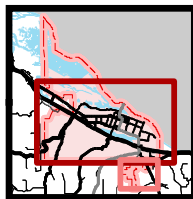




See Inset Above



Map Location



### Legend

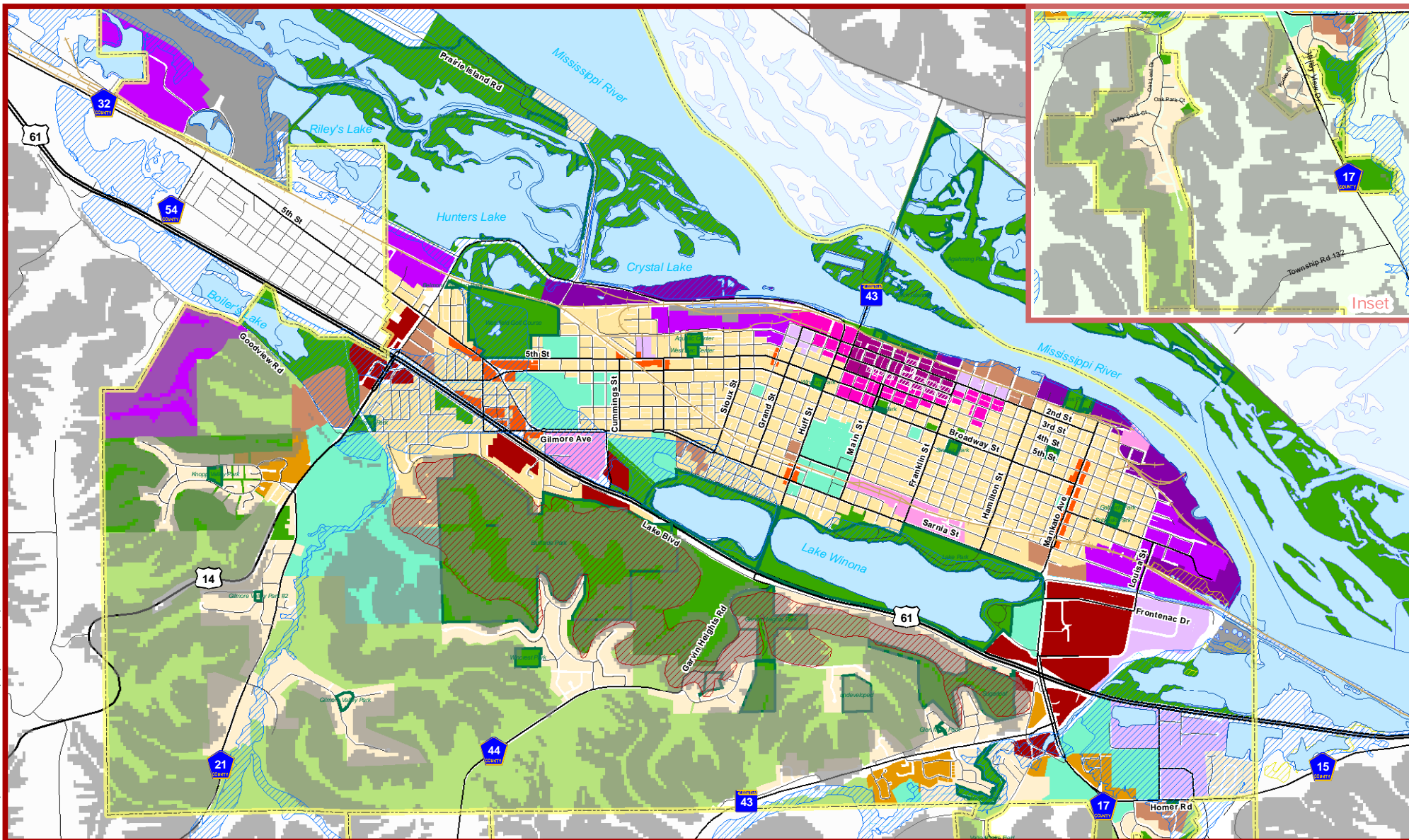
Not Identified	<b>Developed</b>	Transportation
<b>Residential</b>	Commercial	Utilities
Rural Residential	Mixed Use	<b>Misc</b>
Low Density	Industrial	Public
Medium Density	School	Undeveloped
High Density	Semi-Public	Agricultural
	Park	

Figure 11  
**Existing Land Use**

August 2007







See Inset Above



Map Location



URS

#### Land Uses

Downtown Mixed Use	Industrial Riverfront	Mixed Residential
Downtown Fringe	General Mixed Use	Urban Residential
Neighborhood Commercial	Transportation and Utilities	Public and Open Space
General Commercial	Limited Residential	Semi-Public/Institutional/Education
Limited Industrial	Low Density Residential	Recreational Riverfront
General Industrial	Traditional Neighborhood	Park

#### Sensitive Resources Overlay

Wetlands
High Quality Native Plant Communities
100 year floodplain
Slopes > 30%

#### Historic Resources Overlay

Historic District
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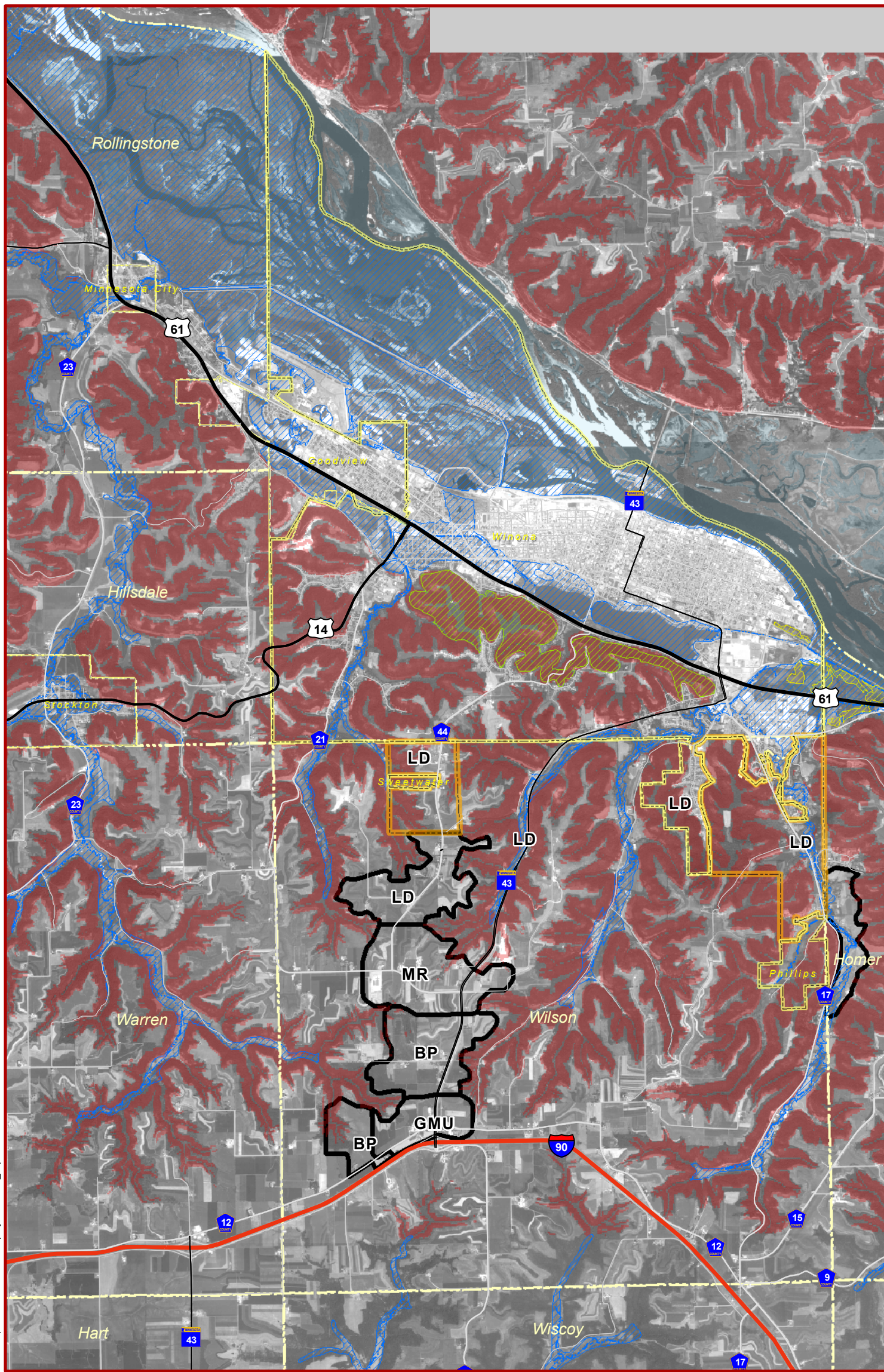
Figure 2  
Future  
Land Use Plan  
June 2007

0 0.5 Miles





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Data Sources: City of Winona, MnDOT, MnDNR

#### Proposed Land Use

- LD** Low Density Residential
- MR** Mixed Residential
- BP** Business Park
- GMU** General Mixed Use







- Orderly Annexation Areas
- Slope > 30
- Wetlands
- High Quality Native Plant Communities
- 100 year floodplain







### Figure 3 Proposed Land Use Plan, Urban Expansion Area

June 2007















Future Land Use Categories / Descriptions	Density / Intensity / Design	Photo Illustrations	
<p>DMU - Downtown Mixed Use</p> <p>Encompasses a broad range of uses and intensities:</p> <ul style="list-style-type: none"> <li>• Governmental offices</li> <li>• Significant retail</li> <li>• Arts and entertainment, lodging, conference centers</li> <li>• Mid- to high-density housing</li> <li>• Public and private parking facilities</li> </ul>	<ul style="list-style-type: none"> <li>• Greatest densities and heights</li> <li>• Protection of historic buildings or building groups</li> <li>• Design guidelines</li> <li>• Pedestrian-oriented design</li> <li>• Limited off-street parking required</li> <li>• Emphasize river views</li> <li>• Redevelopment and rehab opportunities</li> </ul>		
<p>DF - Downtown Fringe</p> <p>Area supporting the central downtown core, with a similar mix of uses but a lower intensity. Includes 'arts district,' medium density residential, mixed neighborhood retail and offices, employment centers, public spaces, and satellite parking facilities.</p>	<ul style="list-style-type: none"> <li>• Medium densities; mixed-use buildings are encouraged</li> <li>• Pedestrian-oriented design</li> <li>• Redevelopment opportunities</li> <li>• Appropriate transitions to adjacent neighborhoods</li> </ul>		
<p>NC - Neighborhood Commercial</p> <p>Small- to moderate scale commercial, serving primarily the adjacent neighborhood(s). May include specialty retail; small businesses such as coffee shops, taverns (existing), offices; studios or housing above retail. May include a variety of housing types interspersed with other uses.</p>	<ul style="list-style-type: none"> <li>• Medium densities and building heights</li> <li>• Typically &lt; 5 acres</li> <li>• May not be able to meet standard off-street parking requirements - consider some flexibility</li> </ul>		

Future Land Use Categories / Descriptions	Density / Intensity / Design	Photo Illustrations	
<p><b>GC - General Commercial</b></p> <p>Auto-oriented commercial and office uses focused primarily on needs and convenience of the motorist, without losing pedestrian access and connection. Situated along arterial roads, typically with parking in front of building. No residential uses, but these may be in close proximity.</p>	<ul style="list-style-type: none"> <li>• Allow for transition to mixed use where appropriate</li> <li>• Improve pedestrian connections from adjacent neighborhoods</li> <li>• Enhance appearance of Highway 61 corridor with landscaping, materials and signage standards</li> <li>• Recognize Highway 61 access improvements</li> </ul>		
<p><b>BP - Business Park</b></p> <p>Primarily office and light industrial areas developed in a unified manner, with standards for site design and circulation patterns, signage, landscaping and building design. Undeveloped locations for this use type are in the Urban Expansion area.</p>	<ul style="list-style-type: none"> <li>• Improve transportation linkages, both motorized and non-motorized</li> <li>• Improve appearance with landscaping and materials standards</li> <li>• Limit commercial uses to preserve land for industrial and office use</li> </ul>		
<p><b>LI - Limited Industrial</b></p> <p>Areas for manufacturing, warehousing and distribution; uses that have few outside impacts, and are (or can be) located in relative proximity to non-industrial uses.</p>	<ul style="list-style-type: none"> <li>• Limit and screen any outdoor storage</li> <li>• Add landscaping and materials standards, buffering from adjacent residential</li> </ul>		









Future Land Use Categories / Descriptions	Density / Intensity / Design	Photo Illustrations	
<p><b>GI - General Industrial</b></p> <p>Areas for manufacturing, processing and other activities that may have impacts off-site, and are generally isolated from other uses or buffered from them. Often contiguous to industrial riverfront, but less river-dependent. Sites should have direct access to major regional transportation facilities.</p>	<ul style="list-style-type: none"> <li>• Performance standards for environmental effects and nuisance mitigation</li> <li>• Screen outdoor storage where practical</li> </ul>		
<p><b>IR - Industrial Riverfront</b></p> <p>River, port and rail dependent industrial uses. May co-exist in proximity to other waterfront-related uses and general industrial uses. Should have good access to high-capacity roads or rail.</p>	<ul style="list-style-type: none"> <li>• Maintain or establish riverfront trail</li> <li>• Preserve or establish riverfront access where feasible</li> </ul>		
<p><b>GMU - General Mixed Use</b></p> <p>The broadest mix of uses, including residential, office, commercial, and potentially even limited production uses, with performance standards to ensure compatibility. Includes areas that are in transition from industrial uses and large redevelopments that require master plans and phased development.</p>	<p>Master planning to be required for larger sites:</p> <ul style="list-style-type: none"> <li>• specific mix of uses</li> <li>• transitions to surrounding uses, neighborhoods</li> <li>• pedestrian circulation, connectivity</li> <li>• open space amenities</li> </ul>		







# City of Winona Comprehensive Plan





Future Land Use Categories / Descriptions	Density / Intensity / Design	Photo Illustrations	
TU - Transportation and Utilities			
Port and rail-related uses, highway right-of-way, airport, energy and communication infrastructure, wastewater and water infrastructure.	Protect key facilities, encourage redevelopment of others consistent with transportation plan.		
A - Agricultural			
Lands still being actively farmed. A transitional use type in the Urban Expansion area, but expected to continue in some locations throughout this planning period.	Prevent or minimize conflicts with residential and other non-agricultural land uses through buffering, conservation design.		
LR - Limited Residential			
Housing on large lots, generally not part of a subdivision, and often served by on-site utilities. A transitional use type in the Urban Expansion area, but expected to continue in some locations throughout this planning period.	<p>Plan for eventual transition to central utilities, where feasible</p> <p>Site houses to protect significant viewsheds</p>		



LD - Low Density			
<p>Will be located in the City's Urban Expansion area as well as many existing hilltop and valley locations in the southern part of the City where steep slopes and other constraints limit densities.</p>	<p>May require conservation development in areas with steep slopes and other sensitive natural resources. Densities will be determined based on <u>buildable</u> land, not parcel size.</p>		
Traditional Neighborhood (Medium Density)			
<p>Characterized by grid or connected street pattern, houses oriented with shorter dimension to the street and detached garages, some with alleys. Interspersed with neighborhood parks, schools, churches, and home-businesses; neighborhood commercial within walking distance. Includes many of City's older neighborhoods, and a few newer ones that employ this pattern.</p>	<p>May also be appropriate in Mixed Residential portions of Urban Expansion area, as a way of protecting open space and creating more diverse and self-contained neighborhoods.</p> <p>May include small-scale commercial, office, civic uses.</p>		
Urban Residential (High Density)			
<p>Existing and potential high-density residential buildings, including student housing areas, live-work development, and limited retail and service. Housing types include:</p> <ul style="list-style-type: none"> <li>• Multi-family</li> <li>• Senior housing (typically hi-rise)</li> <li>• Attached housing</li> </ul>	<ul style="list-style-type: none"> <li>• Should be well-connected to parks, open space, shopping and services</li> <li>• Design appropriate transitions to existing neighborhoods</li> </ul>		



<p><b>MR - Mixed Residential</b></p> <p>A category applicable in neighborhoods with an existing mix of uses, from single-family to townhouses or small cottages, and in the Urban Expansion area, where the actual mix of housing densities and types is yet to be determined.</p> <p>Master plan should be required for large-scale new development. May involve conservation design approach.</p>	<p>Master plan to include:</p> <ul style="list-style-type: none"> <li>• Water and wastewater infrastructure</li> <li>• Street connectivity and character</li> <li>• Housing types and overall densities</li> <li>• Natural resources and open space protection</li> <li>• Access to community services</li> </ul>		
<p><b>P - Public and Open Space</b></p> <p>Primarily public lands or private lands with substantial restrictions. Land has high value natural resource or scenic value, or severe development limitations. Resource types include high-value habitat, bluff, stream/lake/river shorelands, wetlands and floodplain.</p> <p>Includes public parks and other city-owned properties such as stormwater basins. Includes large cemeteries, National Wildlife Refuge, golf course, other protected lands.</p>	<ul style="list-style-type: none"> <li>• Landscape and lighting standards</li> <li>• Community access where public</li> <li>• Parking and traffic management</li> </ul>	 	 

SP - Semi-Public/ Institutional			
<p>Applies to hospitals, large religious institutions, university and college and public school campuses, large religious facilities or governmental campuses, etc.</p>	<ul style="list-style-type: none"> <li>• Require master plans for institutional expansion or redevelopment</li> <li>• Require reuse study for change in use or prior to demolition</li> </ul>		
RRec - Recreational Riverfront			
<p>Public and semi-public riverfront land used for water-oriented recreation.</p> <ul style="list-style-type: none"> <li>• Marinas</li> <li>• Urban riverfront parks</li> <li>• Campgrounds</li> <li>• Boathouses (special use)</li> </ul>	<ul style="list-style-type: none"> <li>• Clarify distinctions between public parkland and privately-used shoreland (boathouse community)</li> <li>• Improve/manage public access to riverfront</li> </ul>		

## Policies and Actions

The City will use the Future Land Use Plan to make decisions regarding zoning changes and public investments and to evaluate the desirability of development or redevelopment proposals.

1. Targeted Infill, Redevelopment and Rehabilitation. Prioritize areas for development or redevelopment that utilize Winona's existing infrastructure before expanding and extending that infrastructure. Priority areas identified on the Future Land Use Plan include:

- Vacant or underutilized industrial areas, including specific riverfront areas, rail storage yards, and scattered infill sites;
- Commercial properties and districts that have been bypassed in favor of newer development, including areas along the Highway 61 corridor;
- Residential areas where the housing stock is outmoded and in need of rehabilitation or ready for replacement;
- Many locations within the downtown, identified in more detail in the Downtown Revitalization Plan, are suitable for adaptive reuse or redevelopment that includes medium-density housing, complementary retail, and conference/performing arts facilities, integrating structured parking;
- Areas adjacent to the downtown core, where large surface parking areas and underutilized buildings could be redeveloped for housing, studios, offices and similar uses that would strengthen the downtown retail core.

2. Phased Development and Infrastructure Expansion. As shown in the Urban Expansion Area map, lands in Wilson Township are identified as the most logical location for long-term future expansion in the direction of I-90. These areas are identified because of their relatively level topography in contrast to the steep bluffs and valleys found closer to the city boundaries. It is important to recognize that urban expansion into these areas will occur only when certain conditions are favorable:

- Market forces and developer interest favorable to one or more major developments in the area.
- Capacity to serve the area with City utilities, plus a City commitment to extending those public utilities to the area.
- Capacity to make transportation improvements that will adequately serve new development without overburdening the City's existing transportation system.

Improvements should include not only road improvements but also transit and pedestrian/bike connections.

- An orderly annexation agreement with Wilson Township, providing for joint planning of this urban expansion area along with protection of the Township's remaining rural and agricultural areas. (Note that the City and Wilson Township have an existing orderly annexation agreement for about 2,000 acres in two areas adjacent to the City boundary. The 2005 agreement specifies that no additional annexations may occur for ten years for residential or commercial development, or for three years for industrial development.)

Because of these factors, significant urban expansion will likely not occur in the short term and will require further study. The City will consider the following in planning for the future annexation and extension of utilities to the urban expansion area:

- Market opportunities and market limitations;
- The impact of new "greenfield" development on traffic flow and the existing transportation system;
- The impacts of new development on the cost and level of service of police, fire, and emergency response services;
- The impacts of new development on agricultural areas and on sensitive natural resources;
- Public infrastructure extensions that minimize both construction and operating costs.

3. Master Planning of Expansion Areas. The Urban Expansion Area is designated using general land use categories, indicating that these areas should not be developed without more detailed master planning. Specifically,

- The Low Density Residential designation is applied to areas closest to the bluffs and to the steep and winding Garvin Heights Road. The intent is to allow limited expansion while minimizing the impacts of additional traffic. Conservation design should be encouraged in these and other expansion areas where sensitive natural resources are present (see Policy 5 below).
- The Mixed Residential designation is designed to encourage integrated design of new neighborhoods, as discussed in the policy below. Its location around the intersection of County Roads 21 and 44 is based on the assumption that these roads can better handle some increase in traffic volumes than Garvin Heights Road;
- The Business Park designation indicates that areas close to I-90 are well-suited to siting of industrial and office uses that benefit from freeway access;
- The General Mixed Use category around the I-90 interchange indicates that new development will need to be carefully integrated with existing housing and commercial

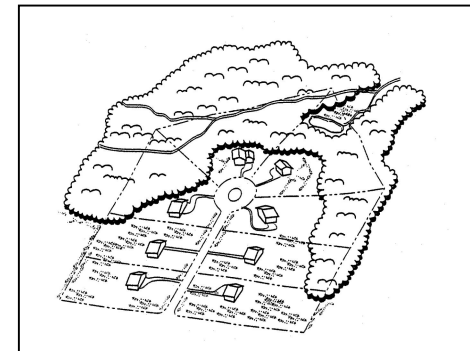
uses. New highway-oriented commercial uses should be limited in size and location, and carefully designed to preserve the area's attractive rural character.

4. **New Neighborhood Planning and Design.** The Mixed Residential designation in the Urban Expansion Area indicates that new residential areas should be planned as integrated neighborhoods, rather than large-lot single-family subdivisions. Neighborhoods should include:

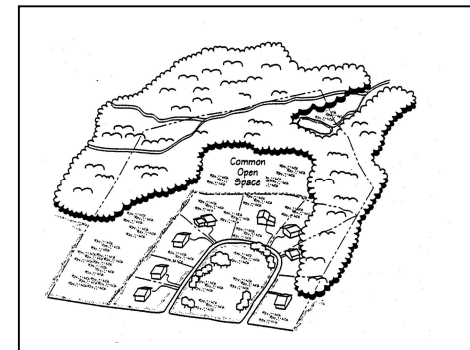
- Some diversity of housing types, including limited numbers of two-family and attached units and secondary units on single-family lots;
- Small neighborhood services and office uses, providing opportunities for residents to work at home and reducing the need to drive for daily necessities;
- Open space – playgrounds, parks and trails – designed to serve the neighborhood and to connect it to its surroundings;
- An interconnected street system within the neighborhood, providing a variety of routes and encouraging walking and biking, with adequate connections to surrounding roads and to adjacent neighborhoods. Topography may limit street connectivity, but the use of cul-de-sacs should be limited. Where lot sizes are narrow, the use of alleys or rear service drives to parking areas can create a more attractive and pedestrian-oriented streetscape.

5. **Conservation Design.** The City will encourage conservation design for privately-owned properties that fall within the Sensitive Resources Overlay. Conservation design, sometimes called 'cluster development' is a technique for open space preservation on a parcel-by-parcel basis. In a conservation subdivision, houses are clustered on relatively small lots, while the remainder of the site is protected as open space. Essentially, conservation design concentrates allowed density on the most suitable portions of a site, while protecting sensitive natural features and, in some cases, productive farmland. Advantages of conservation design include:

- Greater design flexibility in siting houses and other development features such as roads and utilities. Frequently the length of roads and utility runs can be reduced, and the amount of site clearance minimized.
- Preserving scenic views and reducing the visual impact of new development by maintaining landscaped buffer areas along roads.
- Providing housing units with direct visual and physical access to common open space.
- Creating environmental corridors by connecting open space between adjacent properties.
- Allowing for continuation of forestry or agricultural uses, where these can be adequately buffered from nearby residential uses.



*Conventional development, above, consumes the entire parcel with house lots, while conservation design, below, protects natural features and provides residents with common recreational areas.*





- Allowing active and passive recreational use of common open space by residents and/or the public.

Protected open space in a conservation subdivision is typically placed under a conservation easement to ensure that it remains undeveloped. It can be managed by a homeowners' association, land trust or (if used as public parkland) by a government agency.

The City will develop conservation design standards within the applicable zoning districts that will include the following elements:

- An inventory and assessment of natural and scenic features on each site prior to development, so that site design can respond to these features.
- Consolidation of permitted development (housing units or nonresidential floor area) in locations that will minimize the impact to sensitive resources.
- Standards that group housing units in coherent and interconnected neighborhoods with adequate visual and physical access to open space (as a general guideline, neighborhood clusters should be limited in size and oriented toward a natural feature or amenity such as a green, a park, or a parkway).
- Design connections between open space on adjacent parcels, to provide continuity for trails, habitat corridors and other interconnected resources or amenities.
- Incentives and standards for low impact development techniques, protection of biodiversity, and appropriate vegetation management.



*A well-known example of conservation design is the Jackson Meadows development in Marine-on-St. Croix, Washington County*

6. Historic and Cultural Resource Protection. The City will encourage reinvestment in historic buildings and districts through historic designation that provides incentives for private investment through tax credits, and for preservation actions that meet the Secretary of Interior's Standards for Rehabilitation.

In areas identified in the Historic Resources Inventory (including but not limited to designated historic districts) the City will consider historical context of the area or neighborhood in public projects or in evaluating developments where the City is a financial partner and will use or encourage design, materials and detailing consistent with the surrounding character.

7. Cooperative Planning with Institutions. The City will continue to work cooperatively with institutional land owners such as Winona State University and Saint Mary's University in development of physical master plans that address the manner in which the institution interfaces with the larger community. Plans should address:

- Effects on neighborhoods and districts adjacent to the institution's boundaries;
- Natural resources, both within and outside of the institution's ownership;

- Attention to vehicular traffic movements to and from the institution, traffic generation and management, and bicycle and pedestrian connectivity.

8. Mixed Use. The City will encourage and act to foster a mix of activities, uses and densities consistent with its traditional built form and historical development patterns. To ensure that different land uses are compatible, and that new development is in scale with its context, the City will develop zoning standards and design guidelines that:

- Permit a variety of land uses to coexist within buildings when the building is of appropriate size and character;
- Recognize and reflect unique or traditional neighborhood building patterns and street and block layouts;
- Provide adequate transitions to lower-density neighborhoods and districts; and
- Keep sufficient separation between clearly incompatible uses, such as between intensive industrial or auto-oriented commercial and residential neighborhoods.



*Traditional storefront buildings are well-suited to mixed use, and many attractive residential environments exist downtown.*

