

## APPENDIX 5A - PROPOSED ZONING AMENDMENTS & NEW DEVELOPMENT STANDARDS FOR DOWNTOWN BUZZARDS BAY AREA

### INTRODUCTION

The following proposed amendments to the Bourne Zoning Bylaws are intended to strengthen Downtown Buzzards Bay (Bourne's downtown) by expanding the opportunity for more urban mixed-use development, which capitalizes on existing natural, social, and cultural assets in Bourne's traditional town center. These regulations are intended to help the community fulfill many of the recommendations in the 2007 Bourne Local Comprehensive Plan and the 2008 Downtown Buzzards Bay Vision Plan.

The proposed bylaw amendments would replace the existing Business-1 (B-1) and Business-2 (B-2) zoning districts as they apply to the downtown area. As Downtown Buzzards Bay is a unique area, development standards should be specifically tailored to its envisioned growth and development. The B-2 district, which currently encompasses a large portion of the downtown area, is also used in other areas of town including Sagamore and along Route 28. These areas share few natural, social, and economic traits. The historic development patterns are also quite different in terms of architecture, building size and design, bulk of structures, layout of road, and pedestrian orientation.

### WHY NEW REGULATIONS FOR DOWNTOWN?

Downtown Buzzards Bay has served as the core of the civic and business communities since the town's early days. In some ways, it has partially retained the essential elements of a traditional downtown: historic architectural styles, buildings arranged in close proximity to the street with a pedestrian scale and atmosphere, on-street parking and an attractive streetscape, and a mixed-use environment. Downtown is still a place where folks can comfortably grab a bite to eat, make a variety of stops for business and pleasure, and converse with friends and acquaintances. However, as development pressures for highway oriented commercial uses have increased over the past 30 years, zoning and other regulatory changes were made. The result was a new pattern of development that was characterized by separating uses, pushing buildings back, and designing sites to accommodate auto travel rather than pedestrians.

Over the past several decades Buzzards Bay has seen a trend toward development in a style that is inconsistent with the community's historic character, and in some cases has directly affected the economic vitality of the downtown. This is the result of many independent factors. One likely factor has been the application of inflexible and, possibly, "suburban" style development standards that have prevented downtown from developing and redeveloping in the form and function of the original settlement patterns and resurrecting itself as a vibrant and successful downtown center. Development regulations should be designed to assist the town in revitalizing and strengthening Downtown Buzzards Bay through the use of flexible dimensional and use standards.

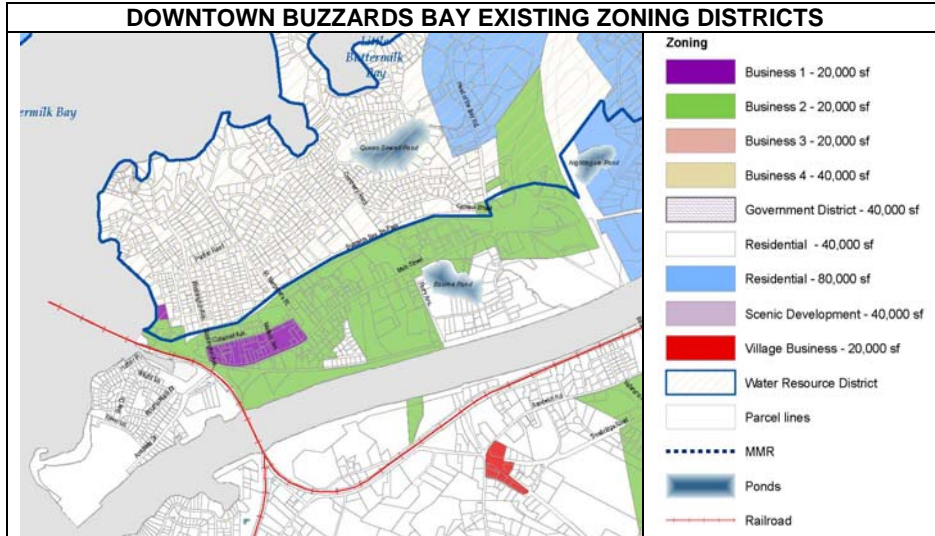
These bylaws offer several methods for encouraging traditional downtown, village, and neighborhood development. The overall approach allows the town to significantly relax use and dimensional standards within the areas designated as Downtown, Village, and Neighborhood Commercial districts based on an analysis of the existing uses and dimensional characteristics of those structures that are deemed desirable in terms of form and function. This method requires the town to actually identify existing uses and measure the setbacks, height, and bulk of those structures that residents believe reflect the desired development pattern. Following this analysis, the town can adjust this regulation to more accurately mirror conditions as they exist today and those that they desire be replicated for the future. Please note that a sample of actual measurements from selected downtown, village, and transitional neighborhood areas has been conducted and accompanies this report.

Town staff, the Planning Board, and the Local Comprehensive Planning Committee, together with BFDC's Main Street Steering Committee, consider zoning regulations, and their application to Downtown Buzzards Bay, one of the most important issues facing the community. If Bourne is to reach its goal of improving the vitality of downtown, it must provide an environment of opportunity that not only allows but encourages mixed uses including dining, shopping, professional services, education and research, housing, recreational and cultural amenities, waterfront, and government services.

Proposed new regulations for the downtown core (D1) and adjacent transitional areas (D2) are provided below. These regulations provide the flexibility needed to attract new investment, support a mix of uses and opportunities that serve all residents and visitors, enhance traditional civic and historic character, and re-establish these districts as a "place of necessity" in the community. They also recognize the significant role that the town and local property owners have and will continue to play in reshaping our local economy.

### ASSESSMENT OF CURRENT REGULATIONS PERTAINING TO DOWNTOWN

The **Bourne Zoning Bylaw** controls new development and major renovations throughout town. The downtown project area falls into four zoning districts including Business-1 (B-1), Business-2 (B-2), Residential-40,000 (R-40), and Residential-80,000 (R-80). The R-40 zoning covers the two neighborhoods in the downtown area—the Everett Road/Old Bridge Road neighborhood and the Summer Street/Holt Road/Canal View Road neighborhood. (The Taylor's Point neighborhood is also zoned R-40 but not included in the downtown project area.)



example, the minimum lot size requirement in each of the four (4) zoning districts has less than 40% compliance in the downtown areas.

The general dimensional requirements for the existing zoning districts are as follows:

DIMENSIONAL ZONING REQUIREMENTS FOR DOWNTOWN BUZZARDS BAY				
Dimension	R-80	R-40	B-1	B-2
Min. Lot Area of First D.U. (s.f.)	80,000	40,000	20,000	20,000
Minimum Lot Frontage (ft.)	150	125	125	125
Minimum Front Yard (ft.)	40	30	0	30
Minimum Rear & Side Yard (ft.)	25	15	12	12
Maximum Lot Coverage (%)	10	20	100	50
Maximum Building Height (ft.)	40	35	35	35
Minimum Usable Open Space (% lot area)	40	20	-	20
<b>Additional Requirements:</b>				
In all districts, front yard setback shall not exceed the average setback on adjacent lots within 50 ft., and corner lots must maintain front yard requirements for both frontages.				
In B-1, side and rear setbacks are not required for nonresidential structures with fire-resistant walls constructed according to current building code, except where adjoining a residential district.				
In all districts, minimum lot size is increased by 100% for duplexes and each guest house but an accessory dwelling permitted under Sec. 4120; for hotels and motels, lot size must be increased by 3,000 s.f. for each guest unit after the first.				
In B-2, rear yard is increased to 25 ft. when abutting residential use or district.				
In B-1, the maximum front yard shall be 25 ft. unless existing building is retained. Greater front yard depth may be authorized by Planning Board by special permit.				
In B2, front yard setback increases to 50 ft. for properties fronting on MacArthur Blvd; no parking, storage, or loading area allowed in front yard.				
In B-2, requirements of the R-40 apply to permitted dwellings.				
In all districts, increase allowable height by 5 ft. for roof elements having a slope of 4 ft. or more per foot.				
Except in B-1, allowable height may be increased with a special permit by the Planning Board.				
In B-1, Village Mixed Use Developments are authorized under Section 4250.				

The B-1 district includes the area north of Main Street and bound by St. Margarets Street to the east, Washington Avenue to the west, and Cohasset Avenue to the north. The remainder of the project area is zoned Business-2. While the B-1 district covers the core area of downtown and allows for a greater degree of density and mix of uses, the area may be best suited for redevelopment given the poor condition of several existing buildings and the predominance of 100-year flood zone. Most of the buildings in this area are at least 2 to 3 feet below the required base flood elevation (BFE) for new construction or substantial renovation/expansion, limiting development potential.

The B-2 zoning district covers most of the remaining downtown project area and a wide array of uses and buildings. It is an all-purpose business district that suits general community needs but not the downtown area particularly well.

Downtown Buzzards Bay Zoning Characteristics									
Zoning District	No. of Lots	Ave. Lot Size	Ave. Net Flood Area	Ave. Net FAR	Ave. Year Built	No. of Bldgs	Ave. Bldg. Height	Estimated Compliance	
								Use	M.L.S.
B-1	41	14,622	3,487	0.39	1951	37	1.40	95%	37%
B-2	161	44,201	3,325	0.19	1926	187	1.34	95%	40%
R-40	202	38,989	2,065	0.14	1934	185	1.56	90%	13%
R-80	6	28,525	6,437	0.14	1961	5	1.90	95%	0%

The core area of Buzzards Bay is characterized by commercial uses, single-family residences, and a few mixed-use buildings (mostly with apartments), which are permitted in the B-1 and B-2 zoning districts. The northern neighborhoods and Taylor's Point are predominately single-family neighborhoods, which is consistent with the zoning. The Massachusetts Maritime Academy is a large and growing institutional use, which is exempt from local zoning, but the campus is zoned for residential use under the R-40 district. Some of the key issues associated with the zoning regulations in terms of redevelopment opportunities in the downtown project area are as follows:

One of the key issues with the current zoning districts is that several of the use and dimensional regulations do not fit the existing land uses in the project area. For

- Regulations do not specify that parking and loading are not allowed in front yards for B-1, only B-2.
- The 20,000-square-foot minimum lot size and 150 of frontage are not conducive to traditional village center development.
- The provision for increased height by special permit specifically excludes the B-1 district, which is the core of downtown.

- The maximum setback in B-2 does not prescribe the types of uses or treatments that should be provided for to create or enhance the pedestrian nature of the streetscape, such as street trees, benches, pocket parks, outdoor dining terrace, etc.
- The town has recently adopted a demolition delay ordinance.

Other local regulations that could impact the redevelopment process in the downtown project area include the Town of Bourne Site Plan Review Regulations, Subdivision Regulations, Proposed Wind Turbine Bylaw, Demolition Delay Ordinance, Parking Standards, Zoning Map, and Overlay Districts.

**GUIDING PRINCIPLES FOR EFFECTIVE DOWNTOWN ZONING & SUCCESSFUL DEVELOPMENT**

The following guiding principles for new regulations for Downtown Buzzards Bay are based on discussions between the Main Street Steering Committee, town staff, and the Planning Board, and on an evaluation of several mid-sized and seaside downtowns around the east coast.

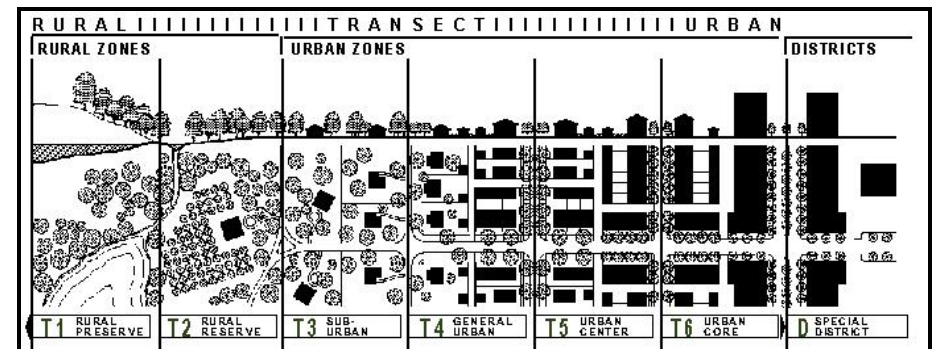
**Consistency with the Town’s Vision** – The newly adopted **Local Comprehensive Plan** addresses downtown redevelopment, stormwater, and transportation issues. The LCP is very supportive of redevelopment and revitalization of the Buzzards Bay Village. It has been certified by the Cape Cod Commission as being consistent with the commission’s Regional Policy Plan, and should be used as a foundation for a comprehensive development agreement with the commission. Additionally, a **Growth Incentive Zone (GIZ) designation** is highly recommended for the downtown project area. The GIZ provides certain advantages in the review and approval process by the Cape Cod Commission. According to CCC, the GIZ application approval process will take approximately 18 months. (Downtown Hyannis was recently approved as a GIZ by the commission.)

**Smart Growth Principles and SmartCode Applications** – The Town of Bourne Local Comprehensive Plan strongly promotes “Smart Growth” strategies and regulations, and the downtown and the villages are an integral part of the solution. The philosophy behind Smart Growth is to protect open spaces, efficiently utilize local infrastructure and services, and invigorate existing employment centers and neighborhoods. As applied to downtown and the villages, it means providing for a higher density of job and housing opportunities, further expanding the mix of uses, utilizing available buildings and established districts, making public transportation and utilities readily available, and supplying other public and private amenities important to existing and prospective residents.

The proposed downtown zone districts are based on the *SmartCode*, a transect-based model code (and form-based code) developed by Duany Plater-Zybert & Company (DPZ) to implement Smart Growth principles, which are also advocated by the Buzzard Bay Downtown Vision Plan, 2008, and the Town of Bourne Local Comprehensive Plan, 2007.

**What Are Form-Based Codes or Regulations?**  
 Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes, presented in both diagrams and words, are keyed to a regulating plan that designates the appropriate form and scale (and, therefore, character) of development rather than only distinctions in land-use types. This is in contrast to conventional zoning’s focus on the segregation of land-use types, permissible property uses, and the control of development intensity through simple numerical parameters (e.g., FAR, dwellings per acre, height limits, setbacks, parking ratios). Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory. Form-based codes are drafted to achieve a community vision based on time-tested forms of urbanism. Ultimately, a form-based code is a tool; the quality of development outcomes is dependent on the quality and objectives of the community plan that a code implements.

Compared with conventional (Euclidean) zoning that encourages development be separate and disperse, Smart Growth encourages the development of urban communities that are diverse, compact, and walkable. The “transect” is a geographical cross-section of a region that allows for a system of classifying the rural-to-urban as a continuum of natural and man-made environments. This gradient, when divided, lends itself to the creation of zoning categories as illustrated below.



The Downtown Buzzards Bay zoning districts are based on the more urban side of the scale and include transects T4, T5, and T6.

**An Excellent Pedestrian Environment** – The singular quality that helps differentiate Downtown Buzzards Bay from typical suburban environments is the primacy of creating a high-quality pedestrian environment. This environment is best described in terms of the **quality of the frontages** along the downtown street edges. Frontages can be defined as the area between the façade of the building and the lot line.

An **excellent** frontage is one that provides a high level of positive stimulus and interaction for the pedestrian. In an ideal setting, buildings would form a continuous

edge, generally up against the outer edge of the right-of-way, with large expanses of glass for pedestrians to see what is happening inside, and a constant sense of give-and-take between inside and outside. The width of the buildings along the street would be relatively narrow, with a range and variety of stores and shops. Restaurants and other uses might spill out onto the sidewalk creating open-air cafes, galleries, and other attractions. Landscaping is prevalent but does not dominate the setting and does not prevent the pedestrian from getting close to the buildings, storefronts, and display windows.

A **poor** frontage, on the other hand, is one in which there is little, if any, stimulus or interaction with the pedestrian. A surface parking lot is an example of the worst type of street frontage, affording the passerby little sense of enclosure, protection, or interaction. **Good and fair** frontages rank accordingly between the two extremes. Any interruption in the continuity of the street wall detracts from the quality of the frontage. The ability of good pedestrian-scale buildings to create high-quality frontage is diminished sharply when areas of surface parking or the blank facades of parking structures or other buildings interrupt the continuity of buildings. Similarly, buildings that interrupt the continuity of the street wall by stepping back from the street, or by placing berms, plantings, or other forms of landscaping between the sidewalk and the building, detract from the overall quality of the frontage. Such an approach, while perfectly acceptable in suburban locations, is in direct contrast to the fundamental urban character of a downtown setting.

**Flexibility of Uses** – The long-term viability of downtown depends on the expansion and flexibility of commercial, professional, educational, and residential uses. A combination retail, food and entertainment, professional services, residential, recreational, cultural, and governmental uses must be permitted if this district is to be a place of necessity for residents and attract prospective investors.

Well mixed commercial, civic, and residential uses (optimally on upper floors and side streets) fill vacant/underutilized spaces, create investment, provide built-in security, and reduce traffic (i.e., you can live, work, shop, and eat all within walking distance). Only truly incompatible uses should be separated in downtown. Much of the potential for incompatible uses can be addressed through performance standards and vertical separation, which would apply additional requirements to ensure that conflicts between certain uses don't occur. The proposed bylaws allow for a broad range of uses, and performance standards are provided where certain uses could create conflicts under certain conditions.

**Flexibility of Dimensional Standards** – Downtown Buzzards Bay's scale and layout is distinct from all other commercial districts or villages in Bourne. The proposed regulations ensure that new development is built with pedestrians in mind (close or up to the sidewalk and adjacent buildings) and parking is not allowed within the front-yard setback but rather behind or on the side of the building. Landscaping and streetscape amenities are also provided for (benches, hard surfaces, street trees, etc). Sufficient height must be allowed by right to permit new investment and a necessary mix of uses to create a vibrant mixed-use district. Two- to four-story buildings are recommended as the typical building height. However, five- to six-story buildings may also be appropriate in downtown with proper site design. One-story buildings should be discouraged and allowed only under special circumstances.

**Expand Outdoor Uses** – Expanded outdoor uses are very important to attracting residents and visitors to downtown. A model Outdoor Dining Ordinance should be prepared for consideration by the town to extend retail, vendors, entertainment, and food uses along downtown sidewalks.

**Sufficient and Flexible Parking** – Current regulations do not sufficiently recognize existing and potential future public on- and off-street parking dispersed throughout downtown, not to mention a great deal of private parking, which appears to be significantly underutilized. Revised parking regulations allow for private parking requirements to be fulfilled by public parking within a given distance or agreements for use of existing nearby private spaces. Provisions are also made for shared parking in compatible situations (i.e., professional office and residential).

In addition to new parking regulations, the town should consider establishing a public parking fund and permit program. We suggest defining the fund broadly so that it may be used for any purpose reasonably related to creating or reconfiguring parking, closing or consolidating curb cuts, managing the supply of or demand for parking spaces, developing new or improved pedestrian paths or amenities, directional signage, and bicycle parking or public transit facilities.

## A COMPREHENSIVE REDEVELOPMENT PROCESS

This proposed zoning amendment is part of a comprehensive effort to revitalize and redevelop the Village of Buzzards Bay by encouraging private investment while protecting and preserving its traditional role as Bourne's downtown. This zoning amendment is supported by the recently adopted and certified Local Comprehensive Plan and the Buzzards Bay Vision Plan. The zoning amendments together with a Design and Infrastructure Plan (to be developed) will support an application to the Cape Cod Commission (CCC) to raise Development of Regional Impact (DRI) thresholds through a Growth Incentive Zone (GIZ) designation by Barnstable County government.

## COMPARISON OF OTHER MID-SIZED DOWNTOWN DISTRICTS IN NEW ENGLAND

The following tables summarize and compare the zoning requirements in other mid-sized downtowns in New England. Many of these communities are considered to be models for small downtowns in terms of variety, vitality, mixed use, and authenticity. A closer look at the allowed uses, dimensional standards, parking requirements, and other regulatory techniques provide some insights into the specific methods used by the public sector to facilitate desired private investment.

COMPARISON OF ZONING REQUIREMENTS FOR SMALL TO MID-SIZED DOWNTOWNS IN NEW ENGLAND												
Municipality	District	Min. Lot Size	Front Yard Setback	Rear/Side Yard Setback	Lot Frontage	Permitted Uses	Building Height	Main St. Cross Section	Lot Coverage & FAR	Parking Requirements	Site Plan Requirements	Notes
Brattleboro, VT	UC	2,000 SF	None. <u>Max.</u> setback of 15 ft and no less than 50% of façade located in such distance	None, if setback must be for purposes of pedestrian access	None	All retail, restaurant, offices (including medical), residential, entertainment; special permit for group homes, shelters, etc.	60 ft max.; <u>minimum</u> of 30 ft. No new 1-story buildings permitted	60 Feet	100% coverage, no FAR limit	None. No new off-street parking permitted other than public or below grade. Existing parking may not be expanded	Exemption for new single and two-family homes, buildings w/o retail, and change of use at street level or below	In top 5 small towns in America; residential not permitted on 1st floor and 30 ft from public street
Northampton, MA	CBD	None	None. <u>Max.</u> setback of 5 ft for new construction (excluding drive-ways)	None for side. 15 ft for rear except if abut public way (then 0 ft)	None	All retail, restaurant, offices (including medical), residential, entertainment.	Max. of 55 ft and <u>minimum</u> of 30 ft; new 1-story only by special permit	70 Feet	85% coverage and no FAR limit	No parking required	Only for new buildings and not for change of use	Considered one of the top 100 small towns in America; 5% open space requirement
Plymouth, MA	Downtown/Harbor District	None	None or predominant setback on block within 500 ft	5 ft for detached and none for attached and sprinklered	None	All retail, restaurant, offices (including medical), residential (not on 1st floor and up to 9 units), entertainment, marine	3 stories or 35 feet	60 Feet	None	Provide required parking by lease/ownership w/ 400 feet or pay into parking fund per space	For new or expanded buildings	
Amherst, MA	General Business	None for comm. and 12,000 sf for res.	None except where abutting residential district (then 20 ft)	None except when abutting residential district (then 20 ft)	None for comm. and 100 ft for res.	High-density mix of commercial, office (including medical), residential, institutional, civic, and cultural; medical or residential institutions allowed by special permit	4 stories or 50 feet	70 Feet	95% coverage and no FAR	Municipal Parking Zone requires no off-street parking for uses in district.	All new structures, alterations, or additions to existing structures, and change to outdoor use require site plan and design review	

Concord, MA	Business	None for comm. and 10,000 sf for res.	None for comm. and 80 feet for residential	None unless abutting res. (then 10 ft)	None for comm. and 80 for res.	Mix of commercial, office (including medical), residential, institutional, civic, and cultural; residential institutions allowed by special permit	35 feet max.	50 ft	None	Joint parking and remote lots within 600 ft permitted	All new structures, alterations, additions to existing structures, and change of use except for existing mixed use require site plan review	
Bridgewater, MA	CBD	10,000 sf	30 ft can be changed by special permit	15 ft side and 25 ft rear can be altered by special permit	100 ft	Mix of commercial, office (including medical), residential, institutional, civic, and cultural; residential allowed by special permit	35 ft or 3 stories	Centered on Town Common	None	Parking may be provided within 500 ft of proposed use	All new structures, alterations, or additions to existing structures, and change to outdoor use require site plan review	
Nashua, NH	CB	10,000 sf	None	No sideyard and 10 ft rear setback	50 ft	High-density mix of commercial, office (including medical), residential, institutional, civic, cultural, medical, and residential uses allowed	12 stories or 120 ft	60 ft	No FAR and 70% lot coverage	Municipal parking can substitute for on-site if within 1,000 ft of use	All new structures, alterations, or additions to existing structures, and change to outdoor use require site plan review	10% open space requirement for new buildings
Nantucket, MA	RC	5,000 sf	None	5 ft for side and rear	40 ft	High-density mix of commercial, office (including medical), residential, institutional, civic, cultural, medical, and residential uses allowed	30 ft	50-60 ft	50%	Rooming houses - 3 + 1 for each unit over 2; Rest. - 1/8 seats; retail - 1/200 GFA; variances by ZBA	Historic Commission	Average building height on Main Street is 40+ ft; many apartments above stores
Woburn, MA	BD	None	None	None	50 ft	High-density mix of commercial, office (including medical), residential, institutional, civic, cultural, medical, and residential uses allowed	35 ft or 3 stories	50 ft	None	Exemption for public parking within 500 ft	Yes	T station downtown creates significant parking demand

Gloucester, MA	CBD	None	None	None	None	High-density mix of commercial, office (including medical), institutional, civic, cultural, and medical. Residential uses allowed only above the 1st floor (strictly for retail and restaurant uses)	30 ft	40-45 ft	100%	Exemption for public parking within 400 ft	Yes	Average building is 2.5 to 3 stories on Main Street
Wellesley, MA	Central Street (Wellesley Square)	None	None	None	None	Mix of commercial (retail and restaurant), professional (including doctors and dentists) and residential uses	45 ft or 3 stories	60 ft	33%	Off-site parking allowed by special permit	Yes	
Hyannis, MA	Hyannis Village Business District	5,000	0	Variable	10	High-density mix of commercial, office (including medical), institutional, civic, cultural, and medical. Residential uses allowed only above the 1st floor (strictly for retail and restaurant uses)	42 ft or 3 stories	50-60 ft	100%/3.0	Flexible parking requirements	Yes	Only GIZ district on Cape Cod

**PROPOSED DOWNTOWN DISTRICT BYLAW OUTLINE**

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- Figure DTD-4: Building Setbacks from Main Street
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