Form and Character of Development Framework

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Introduction

The Principles and Guidelines help achieve the goals and policies expressed by the community for the City and express the City's intent for how land development should be guided. They are based on input received from the Planning Advisory Committee and community throughout the Plan update process. They provide guidance for land use decisions by describing the form and character of development that is desired in the future. Policies are defined in the Land Use Framework, Transportation Framework, Public Services & Infrastructure Framework, and Parks, Trails & Open Space Framework chapters.

Form and Character of Development Framework Structure

This chapter includes the Form and Character of Development Framework including Principles and Guidelines to define ways to make Hannibal's desired future happen.

The nine categories of Principles and Guidelines are:

- **Open Space and Public Places**
- **Neighborhood Development**
- **Community Streets**
- **Pedestrian and Bicycle Circulation**
- **Environmental Management**
- **Storm Water Management**
- **Site Planning**
- **Architectural Character**
- **Landscape Design**

Principles and Guidelines

A *principle* is defined as a general or fundamental rule or assumption; and a *guideline* is defined as a recommendation that leads or directs a course of action to achieve a certain goal. Thus, *Principles and Guidelines* define ways to make Hannibal's desired future happen. Specifically, the Plan should be used by the City to implement stated community goals and help make decisions about land use, proposed ordinances, and programs.

The development principles and guidelines are intended to act as the guide for public and private investments made in each Place Type and Future Land Use Map, discussed in the Land Use Framework chapter. The overall goal of the Plan is to create complete communities by providing a well-designed realm of vibrant neighborhoods, parks, and institutions within close proximity of

businesses, transportation, and recreation. All areas should be accessible through a pleasant walking and driving experience.

Many of the principles and guidelines use the words "should," and so forth. In general, these words should be read to describe the relative degree of emphasis to be given the principle or guideline, but not to establish a specific legal requirement. Because of the often general nature of the principles and guidelines, some within this Plan may appear to conflict. Exercise of judgment is critical to a comprehensive policy plan, which seeks to provide general direction regarding the myriad of factors affecting growth and development in a community setting.

Principles and Guidelines

Degree of Emphasis

- **Intent statements:**

  Intent statements set forth the goals for development in the study area. The Development Principles and Guidelines provide direction as to how the goals may be achieved.

- **Framework:**

  Development framework is objective criteria that provide specific direction to achieve the intent statements. The term "may" to indicate that compliance should be encouraged. The standards set forth in the Zoning and Development Code are the standards that should control.

- **Guidelines:**

  Design guidelines provide further considerations that promote the goals defined by the Intent Statements. Guidelines use the term "should" to denote that they are considered pertinent to achieving the stated intent but allow discretion based on site and project conditions.

Open Space and Public Places

Open Space and Public Places contribute to the use and enjoyment of residents and should be provided in useful, quality spaces integrated purposefully into the overall development design.

INTENT

- To utilize well defined natural and developed open spaces as features that serve as the focus of block, lot, and circulation patterns.
- To utilize open space to bind various developments into cohesive interrelated districts. To supplement public open space such as parks and drainage corridors with privately developed open space that completes linkages.
- To use developed open spaces that serve as prominent amenities.
- To encourage small developed open spaces embedded in the pattern of streets, blocks, and lots to serve as an amenity and create value.

FRAMEWORK

- Provide public access to all public open space, natural and developed, directly from the Public Street or sidewalk system.
- Preserve areas of significant natural features, such as floodplains and drainage channels, mature woodlands and vegetation, stream corridors, wetlands, prominent bluffs and steep slope areas.
- Provide a neighborhood green (park) in areas of higher intensity residential development if located more than one-quarter mile walking distance from an existing or planned park.
- Provide site amenities such as public plazas or open landscaped gathering spaces in areas of business development. Such amenities may include public plaza with seating, landscaped mini-park/neighborhood green/or square, water feature, and a public art feature or clock tower.
- Integrate site amenities into the overall development design, rather than placing them on undevelopable remnant parcels or unusable perimeter buffers.

GUIDELINES

- Use open space to enhance the value and amenity of surrounding development and limit the amount of non-usable or inaccessible open space.
- Create streets, blocks, lots, and building patterns that respond to views, landscape, and recreational opportunities when in proximity to natural open space.
- Encourage fronting lots and buildings on public and private open spaces rather than secluding open space behind buildings. Preserve areas of significant natural features through private common open space or public dedication.
- Design open storm drainage and detention areas as an attractive water feature amenity or focal point.
- Encourage building setbacks, parking areas, and grading from significant natural features a sufficient distance to ensure their continued quality and natural functions.
- Design neighborhood greens (parks) to remain open and visible to residents rather than secluded behind buildings or surrounded by parking lots. Buildings adjacent to a green should front onto the space and include entrances and windows rather than blank walls or rear facades.

Neighborhood Development

Neighborhood Development provides a range of housing opportunities integrated within proximity to activities of daily living.

INTENT

- To provide locations for upscale "estate" housing.
- To provide a broad range of housing types and price levels that allow for a mix of residents with diverse ages, races, and incomes.
- To provide pedestrian-friendly neighborhood designs with a "sense of place" seamlessly integrated with the natural environment, and which include a fine-grained mix of uses where no single use monopolizes a large area.
- To provide neighborhoods with a defined "center," such as neighborhood green (park), plaza, or neighborhood retail center public space.
- To provide a variety of residential, commercial, institutional, civic, and personal activities of daily living within close proximity and within a five minute walking distance of residents.

FRAMEWORK

- Provide flexible development standards for lot sizes and setbacks, street design and layout, and storm water management to minimize environmental impacts.
- Provide interconnected networks of streets wherever possible to encourage walking and reduce the number and length of automobile trips.
- Design mixed use neighborhood areas to promote pedestrian activity and connections to adjoining land uses and neighborhoods.

GUIDELINES

- Coordinate private development design efforts with city staff to integrate alternative development techniques and modifications to conventional development regulations to enhance the area and preserve open space.
- Locate estate lots and lowest density residential uses in areas where more intense development would negatively impact the terrain and existing woodlands.
- Locate higher building densities and more intense land uses within and around mixed use neighborhood centers.
- Provide streets parallel to open space or looped streets with neighborhood greens to create a "sense of place" when through streets connections are not desirable due to topographic features.
- Provide neighborhoods with close access to open space lands or a range of parks, such as tot-lots, neighborhood greens, and community gardens

Community Streets

Community Streets establish a logical system of arterial, collector, and local streets to provide direct and fully interconnected access throughout the community.

INTENT

- **To provide a balanced interconnected system of streets, building layouts, sidewalks, and trails in a pattern that disperses traffic and provides multiple travel routes.**
- **To allow variations on street standards and provide alternative street designs that minimize the amount of impervious surfaces, conserve open space, and protect natural features and water quality.**

FRAMEWORK

- **Design streets to follow existing landscape and to minimize the impact on the natural terrain.**
- **Incorporate alternative street designs that reduce the quantity of storm water runoff**
- **Limit dead-end streets such as cul-de-sacs to areas where not practical for direct street connections and where most appropriate with the existing terrain.**
- **Encourage private alleys as an alternative design method and to minimize alley width, especially at the intersection of the alley and a public street.**

GUIDELINES

- **Provide on-street parallel parking in Mixed Use Center areas.**
- **Use streets to define the boundaries of natural or developed open space.**
- **Allow curb-to-curb widths of local streets as narrow as practicable while accommodating expected traffic and pedestrians.**
- **In mixed-use areas, use alleys as a means of concealing parking and service areas, for locating utilities, and for minimizing curb cuts.**
- **In residential areas, allow alternative local and collector residential street designs that may include reduced pavement widths with a concrete apron rather than raised curbs, and include vegetated swales with plantings similar to rain gardens in lieu of enclosed storm water pipe systems along the**

Pedestrian and Bicycle Circulation

Pedestrian and Bicycle Circulation must be safe and convenient for all users and provide connectivity within and between developments.

INTENT

- To provide a safe, convenient, inter-connected, and visually pleasing system of pedestrian walks, trails, bikeways, and bike routes.

FRAMEWORK

- Development shall provide pedestrian circulation from public walks to parking areas, building entries, plazas, transit stops, and open spaces. Walkways shall be provided to separate pedestrians and vehicles, and link ground level uses.
- When practical, pedestrian and/or bicycle connections, including trails, shall be made between residential neighborhoods, business centers, and open space systems. Pedestrian, bicycle, and visual connections shall also be provided wherever automobile connections are not feasible. Review City zoning ordinance for other requirements.

GUIDELINES

- Provide pedestrian walkways and sidewalks, as appropriate, along internal streets/drives and extend them to the boundaries of each individual development area to link with sidewalks along perimeter streets and with adjoining developments.
- Minimize street crossing distances. Alternatives may include refuge medians for pedestrians or pedestrian crossings using colored pavement or pavers to create a mixture of pattern and texture.
- Provide pedestrian walkways, trails, and sidewalks that link with adjacent or future parks, greenways, trails, schools, and civic spaces.
- Encourage setting sidewalks back from the street and include an 8-foot or wider tree lawn between the curb and the sidewalk.
- Allow sidewalks closer to the street curb in commercial mixed-use areas and incorporate tree planters and landscape when sidewalks are adjacent to the curb.
- Primary sidewalks in mixed use center areas should be no less than eight (8) feet wide. Secondary sidewalks should be a minimum five (5) feet wide. Increase sidewalk width when adjacent to on-street parking and include a "transition zone" of pedestrian amenities along the street including street trees, landscape planters, pedestrian lighting, and other streetscape amenities.
- Walkways extending through parking areas should be incorporated into linear landscape strips, at least 17-feet in width to accommodate vehicle overhangs and landscape planting areas between the sidewalk and the curb.
- At each point where a sidewalk/walkway crosses a paved area in a parking lot or internal street or driveway, the crosswalk should be clearly delineated by a change in paving materials distinguished

Environmental Management

Environmental Management protects natural resources such as stream corridors, floodplains, woodlands, and steep slopes and integrates them into the fabric of new development.

INTENT

- **Protect the existing environmental assets of the area and ensure future development in harmony with existing stream corridors and natural features.**
- **Use public education to promote activities that improve the quality of storm water runoff entering the streams.**
- **Improve water quality by maximizing the use of retention in detention areas.**
- **Protect mature woodlands and environmentally and culturally sensitive areas.**
- **Provide alternate subdivision design that is more efficient and provides more open space and greater natural resource protection than conventional development designs.**
- **Implement stream buffer standards to mitigate the adverse environmental impacts that development can have on streams and associated natural resource areas.**

FRAMEWORK

- **Development should retain the natural and visual character derived from topography, woodlands, streams, and riparian corridors.**
- **Greenway corridors should preserve natural drainage areas, floodplains, and wooded areas to define and connect neighborhoods.**
- **Reduce non-point source pollution in existing developed areas.**
- **Determine procedures and obtain approvals for operating in sensitive areas by coordinating with governing agencies including the Department of Natural Resources (MDNR), Department of Conservation (MDC), U.S. Army Corps of Engineers (USACE), and the State Historic Preservation Office (SHPO).**

GUIDELINES

- **Use stormwater retention facilities within detention areas where possible.**
- **Limit encroachment into protection areas through the use of cluster development with smaller lot sizes or by establishing no-build lines on future platted property.**
- **Educate neighborhood residents how to reduce non-point source pollution.**
- **Coordinate development planning with city staff for determine the most appropriate method to preserve noteworthy trees.**

Storm Water Management

Storm Water Management reduces storm runoff quantity and increases water quality throughout the region through a system wide, comprehensive strategy for managing storm water within the study area.

INTENT

- Develop a system-wide network of regional detention to reduce flood damage downstream of the development area.
- Implement practices in future developments that increase storm water infiltration.
- Protect regional detention by providing localized detention in new developments.

FRAMEWORK

- Design detention areas as amenity features.
- Limit storm water runoff from new developments to pre-development levels.
- Adequately treat storm water runoff from a site before discharge.
- Enforce the City's standard erosion control practices to reduce sediment loads in storm water runoff.

GUIDELINES

- Provide detention, retention, and/or Best Management Practices (BMPs) in new developments as identified in Section 5200 American Public Works Association (APWA).
- Provide a storm water management study outlining the effectiveness of BMPs when used to limit storm water runoff in new development.
- Use non-structural site design practices to promote the preservation of natural and connected open space within and between developments, and provide non-structural storm water treatment.
- Utilize erosion prevention and sediment control practices during construction or during any land disturbance activities in accordance with Section 5100 APWA.

Residential Site Planning

Appropriately sited buildings should greatly enhance the formation of public streetscape and provide a "sense of place" for all users.

INTENT – ALL RESIDENTIAL

- To encourage high quality architecture and site layout to ensure long term value and connected spaces.
- To encourage building placement and orientation is consistent with pedestrian orientation development, topography, sight lines, and the vision of the area.
- To encourage compatibility of use, access, and circulation between adjoining properties within the public realm.
- To encourage special definition of streets, especially at key locations such as arterial street intersections or gateways.
- To maximize the positive character of streets and buildings through continuity of architecture and landscape frontage, and to minimize the visual impact of parking lots and structures along streets.

FRAMEWORK – ALL RESIDENTIAL

- Front buildings onto a street or major access drive to create a clear street edge and to provide physical definition of roadways as it relates to the public realm.
- Encourage quality architectural design, a vertical architectural feature, public art, and/or exceptional designed public plaza or landscape at corners of major street intersections and around gateway areas, and that still creates continuity throughout the area.
- Create a hierarchy of interconnected streets and drives that respect the natural contours of the land and is designed to pedestrians, bicyclists, and automobiles movements.
- Avoid locating parking and vehicular circulation between the building and street, except for single-family detached dwellings and cluster single family developments consisting of zero lot line dwellings, cottage houses, or two-unit dwellings.
- When possible, provide rear alley/rear garage access for attached residential structures in higher density residential areas and mixed use areas.

GUIDELINES – ALL RESIDENTIAL

- Encourage new development to relate with adjoining properties to minimize incompatible conditions, to maximize useful inter-connections, and to enhance the appearance of the properties from the street.
- Allow reduced front yard and side yard building setbacks for the habitable portion of residential buildings, provided any street oriented garages maintain the minimum building setback required by the underlying zoning district.
- Common open space and recreational facilities should be centrally located where most

Residential Architectural Character

Architectural Character and treatment of buildings plays an important role in the identity of future special places and in creating a built environment in scale and character with pedestrian oriented activities.

INTENT – ALL RESIDENTIAL

- **To encourage that the form and scale of buildings reinforces the character of streets and open space, and accommodates the movement of pedestrians.**
- **To encourage landscape screening and maintenance and to provide materials of quality, durability, and scale appropriate to pedestrian activity and contact.**
- **To encourage landscaping to buffer negative visual impacts leading to service areas on adjoining streets, public spaces, and adjacent property.**
- **When practical, minimize the dominance of garages on residential streets by providing a variety of street facing facades and garage locations.**

FRAMEWORK – ALL RESIDENTIAL DISTRICTS

- **Residential dwellings throughout a neighborhood may include a variety of garage placements and orientations to avoid monotonous rows of garage doors visible from the street.**
- **Buildings with two or more dwelling units should have no more than one garage per building oriented toward a street. Building designs with alternative garage types and locations should be used to accommodate garages for other units (i.e. side and rear loaded garages).**
- **Cluster housing developments may include housing designs in which front and side loaded garages are recessed behind the forward-most enclosed area of the residence, not including window bays; or front facing garages occupy less than 33 percent of the front elevation may be flush with the forward-most enclosed area of the residence not including bay windows.**

GUIDELINES – ALL RESIDENTIAL

- **Encourage human scaled architectural features in areas where pedestrian activity occurs or is encouraged and use the highest level of architectural detail close to pedestrian areas, near streets and entries, and around the ground floor.**
- **Encourage windows, doors, plazas, and so forth on building facades adjacent to open space to encourage pedestrian activity and provide visual oversight.**
- **Encourage the highest architectural building design standard when located along a primary street or within 500 feet of a major intersection.**
- **Encourage residential dwelling designs with alternatives to street oriented garages, such as a mixture of rear and side loaded garages, attached and detached garages, carports, and porte cocheres.**

Commercial Site Planning

Appropriately sited buildings should greatly enhance the formation of public streetscape and provide a "sense of place" for all users.

INTENT – ALL COMMERCIAL DISTRICTS

- **To utilize building placement and open space to establish uninterrupted views.**
- **To encourage quality architecture and site layout to ensure long term value and connected spaces.**
- **To encourage building placement and orientation is consistent with pedestrian orientation development, topography, sight lines, and the vision of the area.**
- **To encourage compatibility of use, access, and circulation between adjoining properties within the public realm.**
- **To encourage special definition of streets, especially at key locations such as arterial street intersections or district gateways.**
- **To encourage the positive character of streets and buildings through continuity of architecture and landscape frontage, and to minimize the visual impact of parking lots and structures along streets.**

FRAMEWORK – ALL COMMERCIAL DISTRICTS

- **Front buildings onto a street or major access drive to create a clear street edge and to provide physical definition of roadways as it relates to the public realm.**
- **Encourage exceptional architectural design, a vertical architectural feature, public art, and/or exceptional designed public plaza or landscape at corners of major street intersections and around gateway areas, and that still creates continuity throughout the area.**
- **In mixed use areas provide a tight network of streets, wide sidewalks, regular street tree plantings, buildings oriented toward the street with close setbacks, and accommodate on-street parking in addition to parking behind buildings.**
- **Locate buildings in mixed-use areas along a build-to-line, with no parking or vehicular circulation allowed between the building and street.**
- **In commercial (general office and retail) areas, when possible, limit the amount of parking and vehicular circulation located between the building and the street.**
- **For medium or large scale retailing (larger than 30,000 square feet), when possible, no more than 60 percent of total surface parking shall be located between buildings and arterial streets.**

GUIDELINES – ALL COMMERCIAL DISTRICTS

- **Design new development to relate with adjoining properties to minimize incompatible conditions, to maximize useful inter-connections, and to enhance the appearance of the properties from the street.**
- **Nonresidential freestanding buildings should be clustered to define the street edge and create plazas or usable public gathering spaces between buildings. The even dispersal of freestanding buildings in a widely spaced pattern is not desirable.**
- **Frame and enclose parking areas with buildings on at least three sides. A majority of the frontage along an arterial street or other major roadway should be occupied by buildings or other structures**

Commercial Architectural Character

Architectural Character and treatment of buildings plays an important role in the identity of Hannibal and in creating a built environment in scale and character with pedestrian oriented activities.

INTENT – ALL COMMERCIAL DISTRICTS

- **To ensure that the form and scale of buildings reinforces the character of streets and open space, and accommodates the movement of pedestrians.**
- **To encourage landscape screening and maintenance and to provide materials of quality, durability, and scale appropriate to pedestrian activity and contact.**
- **To minimize and use landscaping to buffer negative visual impacts leading to service areas on adjoining streets, public spaces, and adjacent property.**

FRAMEWORK – ALL COMMERCIAL DISTRICTS

- **Encourage large non-residential buildings to minimize the impact of windowless walls and service areas on public streets.**
- **Encourage ground floor retail with direct pedestrian entries oriented toward public streets, parks, or plazas. Primary entries should be easily and directly visible from a street.**
- **Encourage a repeating pattern on building facades that includes no less than three of the elements, with at least one of the elements repeating horizontally: color change, texture change, or material change.**
- **Discourage the use of outside commercial sales, storage, or display areas. However when permitted, such areas shall be screened with landscaping or enclosed with materials integral to the building architecture.**

GUIDELINES – ALL COMMERCIAL DISTRICTS

- **Encourage human scaled architectural features in areas where pedestrian activity occurs or is encouraged and use the highest level of architectural detail close to pedestrian areas, near streets and entries, and around the ground floor.**
- **Encourage windows, doors, plazas, and so forth on building facades adjacent to open space to encourage pedestrian activity and Encourage visual oversight.**
- **Encourage the highest architectural building design standard when located along Connecting Corridors or within 500 feet of a major intersection with the Parkway.**
- **Encourage a clear and consistent street edge with at least 50% of the building's "active wall" oriented toward the street. An "active "wall is the side of the building containing the majority of the storefronts, customer entrances, and windows.**
- **Encourage arcades, display windows with vision glass, spandrel glass (not to exceed 50% of the total glass on any on façade), entry area, awnings, or other such features along no less than 60% of their horizontal length of ground floor facades facing public streets.**
- **Encourage a roof form and other related elements such as roof material, color, trim, and lighting as an integral part of the building architecture. Roofs should not serve as attention-getting devices for**

Landscape Design

Landscape Design contributes to common usable open space that is of mutual benefit to surrounding property owners, businesses, and residents.

INTENT

- To promote high quality landscape design, compatibility between uses, water conservation, and a well maintained appearance.
- To soften and mitigate the impacts of large buildings and paved areas.
- To provide transitions between developed and natural areas, and buffers between incompatible uses.
- To provide for the coordination of design and location of walls and fences to maximize the positive interrelationship of buildings, public streets, and open space.
- To create and enhance the connectivity of neighborhoods, mixed use and recreation developments by the layout and implementation of thoughtful and meaningful landscapes throughout the area.

FRAMEWORK

- Encourage hiring a registered landscape architect for all landscape plans.
- Design and implement a street tree planting plan along all public streets.
- Maintain a continuous landscape treatment along arterial street frontages to the greatest degree possible.
- Preserve existing healthy trees to the greatest extent practicable, and protect such trees by removing existing damaged, decayed, or diseased trees.

GUIDELINES

- Encourage street tree species approved by the City that maximize the cohesiveness of each block without creating monocultures susceptible to disease.
- Encourage foundation landscaping (not including street trees plantings) for residential dwellings equal to at least 0.5 percent of the structure value stated on the building permit.
- Encourage transition from developed and irrigated landscape areas to any areas bordering natural open space with prairie land forms and vegetation.
- Encourage landscaping to define and enhance the sense of arrival at appropriate site locations, and to visually frame buildings and buffer parking, garage, and service areas.
- Where chain link or similar forms of security fencing are required, encourage screening such fencing from view along adjoining streets and development. Final approval of fencing material should be determined by City staff.

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