Lessons Learned in Implementation of Pedestrian-Oriented Zoning Provisions: A Research Brief

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Many jurisdictions across the country are exploring more pedestrian-friendly zoning in response to citizen demand for more walkable community areas, a desire to combat sprawl and disinvestment in commercial corridors, and to mitigate unsafe pedestrian conditions. Elements of pedestrian-oriented zoning are unique to the needs of each community, but often include bike lanes and sidewalk requirements, developments with more than one use (e.g., residential, retail, and restaurants), and access to parks or open spaces. This qualitative study explored the implementation of pedestrian-oriented zoning in 15 jurisdictions across the U.S. Information for each jurisdiction was gleaned through key informant interviews with planning officials and documentary/Internet research.

What Did We Find?

Without changes to the zoning code, many key informants noted that pedestrian-oriented visions, like the development or redevelopment of walkable, vibrant community areas, may not have been possible. Communities that adopted and implemented pedestrian-oriented zoning provisions reported a wide range of new amenities in their community including mixed-use developments (e.g., higher density housing combined with restaurants and retail uses); bike lanes and trails; and increased public transit access. One key informant explained that the pedestrian-oriented zoning implemented in their downtown district has “helped create a kind of community living room” where residents can dine, shop, and mingle in walkable and accessible community areas.

Key informants also noted that since implementing pedestrian-oriented zoning, they have observed higher walking rates in their communities, likely as a result of the pedestrian requirements in the zoning code (e.g., connected networks of sidewalks, greenways, and compact development). Aside from new pedestrian amenities and improved community walkability, many interviewees reported increased economic development in areas of the jurisdiction that implemented pedestrian-oriented zoning.

For some communities, the catalyst for implementing zoning changes was not primarily to create a more walkable community, rather, it was enhance public transit access by building rail and bus stations to connect their community to urban cores and existing regional transit networks. Yet, transit development projects often had a positive side-effect of creating more walkable spaces including new mixed use developments surrounding the transit projects.

Key factors identified as crucial to the process of implementing pedestrian-oriented zoning include: (1) obtaining the support of key champions such as a mayor, council member, and citizen-led advisory groups; (2) engaging with municipal agencies beyond planning and zoning such as economic development, public health, transportation, and parks and recreation; and (3) facilitating partnerships with the business owner and development community.

BEST PRACTICES AND LESSONS LEARNED

This study identified numerous best practice strategies for implementing pedestrian-oriented zoning elements. Many key informants noted that the creation of a more walkable community is best achieved through incremental and small-scale approaches. Small-scale projects such as the creation of public, open-space areas in downtown districts, the provision of street furniture (e.g., benches and planters), improved lighting, widened sidewalks, and bike lanes can serves as budget-friendly starting points for creating more inviting, walkable community areas. Importantly, key informants urged interested communities to be patient and flexible throughout the process of adopting and implementing pedestrian-oriented zoning provisions as large scale projects and long range visions take time to come to fruition. Additionally, interviewees noted the importance of having planning practitioners that are well-versed in the range of strategies that can be undertaken to create more walkable community areas (e.g., New Urbanist design principles).
LESSONS LEARNED IN IMPLEMENTATION OF PEDESTRIAN-ORIENTED ZONING PROVISIONS

ADDRESSING GENTRIFICATION AND DISPLACEMENT

Pedestrian-friendly zoning fosters vibrant communities by encouraging upgrades to existing areas or the construction of new features like a public plaza where community members can gather. Because new development and redevelopment can signal changes in a community’s socioeconomic makeup, this study sought to determine if gentrification was a concern for communities that have implemented these changes to the zoning code. Several communities stated that their redevelopment efforts were focused in areas that were previously vacant, and therefore did not have significant impacts on low-income neighborhoods or residents. Other communities have met gentrification concerns with targeted strategies to keep their communities affordable for all residents, such as requiring affordable housing within new residential building or at an off-site location. While some communities have observed displacement as a result of new development, most communities stated that they have not experienced significant gentrification as a result of introducing pedestrian-friendly zoning.

Why Focus on Zoning as a Tool for Creating More Walkable Communities?

Zoning is a regulatory land use tool available to jurisdictions that are interested in creating a more pedestrian-friendly and walkable community. Zoning determines what land uses are permitted in certain areas of the community, such as commercial, residential, open spaces, and industrial areas. While planning documents tend to be aspirational, codification of pedestrian-friendly requirements in a zoning code provides developers with more insight on the community’s priority: walkable and accessible pedestrian environments.

Pedestrian-oriented zoning is related to the trend towards New Urbanism, which seeks to limit the historic separation of uses within a zone to focus on the overall form and design of the community. For purposes of this study, “pedestrian-oriented zoning” was defined to include form-based codes; New Urbanist zoning (e.g., SmartCode, transects); transit- and pedestrian-oriented developments or districts; and traditional neighborhood development districts or zones.

Methods

This study involved 15 small- to mid-sized, primarily Southern communities located in 10 states with a mix of urban and rural densities. The communities were identified from a large nationwide study of pedestrian-oriented zoning. Participants from the communities were recruited for 30-45 minute phone interviews using a semi-structured interview guide developed for purposes of this study that was tailored for each community to also capture information from their long-range planning documents, land use regulations, zoning ordinances and maps, and bike and trail master plans. Key informants for the study included directors or managers of the community development, zoning, planning, and/or building departments. The recorded interviews were transcribed and coded using qualitative analysis methods to determine common themes.

Key Impacts and Takeaways

The findings of this study provide specific best practice strategies and lessons learned for local governments that may be interested in adopting and implementing pedestrian-oriented zoning elements to create more walkable, connected, and active communities. The study findings are relevant to a variety of stakeholders across many sectors including public health practitioners, municipal government officials, the development community, the business community, and community-led advisory groups. By advocating for the implementation of pedestrian-oriented zoning provisions, stakeholders can guide building design, street, and sidewalk improvements that lead to sustained health benefits, such as increased rates of walkability and bike access.

This study links to a growing policy movement towards promoting well-designed cities with pedestrian activity in mind. Smart Growth America, an organization comprised of policy makers, local government officials, and urban planners, encourages compact design, a mix of building uses, and safe, walkable neighborhoods (Smart Growth America, 2006). Similarly, America Walks is a national nonprofit organization...
that advocates for the creation of accessible and enjoyable pedestrian environments to promote community health. The organization provides funding to communities to install or repair pedestrian-amenities such as sidewalk resurfacing, or crosswalk installation (America Walks, 2019). These programs reflect the growing understanding that the promotion of health and physical activity can be achieved through the built environment.

References

America Walks, Community Change Grantees, 2019.
https://americawalks.org/americawalks-announces-community-change-grantees/

America Walks, Who We Are, 2019.
https://americawalks.org/about-us/who-we-are/

https://smartgrowthamerica.org/our-vision/what-is-smart-growth/

Relevant Resources

Examples of Pedestrian-Oriented Zoning in Action
https://go.uic.edu/zoning-for-walkability

Form-Based Codes Institute
https://formbasedcodes.org/

SmartCode
https://www.dpz.com/Initiatives/SmartCode

SUGGESTED CITATION


FUNDING ACKNOWLEDGEMENT

Support for this study was provided by the Centers for Disease Control and Prevention’s Physical Activity Policy Research Network+ Collaborating Center at the Illinois Prevention Research Center under grant U48DP005010.
Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.


The Downtown Development Code, adopted in 2007, implemented recommendations enumerated in the Blue Springs 2006 Downtown Master Plan and resulted in the creation of the Downtown Zoning District. This district fosters a mixed-use, pedestrian-friendly environment with an array of housing options and quality public spaces. The district employs New Urbanist transect zones, or, as Blue Springs refers to them, T-zones, which determine the intensity and density of the built environment. In the Downtown Zoning District, land uses vary from T3 (suburban zones), T4 (general urban), and T5 (urban center) transect zones. T3 zones are the least dense and provide a residential context to the community. T4 zones still yield significant residential uses but provide a wider variety of housing options which permit more density. T5 zones encourage dense, mixed-use developments and are located at the core of the downtown district. The Downtown Zoning District provides the convenience of living in a central location, where residents can walk to restaurants, shopping, and other community amenities.

After the adoption of the Downtown Zoning District, Blue Springs adopted a Unified Development Code in 2015, which includes specific requirements for pedestrian access. Elements of the Unified Development Code facilitate the construction of sidewalks in areas that connect pedestrians to businesses and retail.

The Unified Development Code also introduced the Neighborhood Limited and Neighborhood Open zones which encourage New Urbanist and Traditional Neighborhood Design elements such as a diverse mix of housing types and densities within a particular subdivision.

The Catalyst for Implementing Zoning Changes

Blue Springs sought to facilitate a streamlined development process for the creation of walkable and denser communities in response to national trends and community input for downsized and alternative housing options. The Neighborhood Limited and Neighborhood Open zoning designations served to simplify the development of vibrant, New Urbanist community areas.

Additionally, Blue Springs adopted the Downtown Zoning District in order to encourage reinvestment in areas around the downtown that were vacant or sparsely developed into mixed-use, higher density developments.

Perceived Impacts Since Implementing Zoning Changes

- **Increased Pedestrian Activity**: Businesses located in the Downtown Zoning District have noted an increase in pedestrian foot traffic since zoning changes have been made. Residents are also drawn into downtown as a result of numerous events hosted year-round in the district.

- **Increased Connectivity & Walkability**: As a result of specific requirements in the Unified Development Code, Blue Springs has benefitted from increased sidewalk development which provides walkable connections throughout the community.

- **Increased Economic Development**: Small businesses and residents are choosing to relocate to the Downtown Zoning District as a result of the new developments and investments in the district. Commercial vacancy rates have significantly decreased since implementing the zoning changes. Blue Springs’ downtown now serves as a vibrant economic engine for the community.

- **Increased Mixed-use & Higher Density Development**: Since implementing the Downtown Zoning District, property owners have been able to convert two-story buildings into mixed-use projects with retail on the ground-floor and residential units above. These conversions meet residents’ desires for more affordable, downsized housing options within Blue Springs.
LESSONS LEARNED & RECOMMENDATIONS

Planning officials in the City of Blue Springs identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

IMPORTANCE OF COMMUNITY ENGAGEMENT

When developing pedestrian-oriented zoning changes, Blue Springs recommends cross-sectoral collaboration that includes residents, representatives from multiple city departments, and citizen-led advisory groups. Devoting attention to community engagement leads to cohesive implementation.

UTILIZE ALTERNATIVE FUNDING SOURCES AND CONSIDER DEVELOPMENT INCENTIVES

Community Development Block Grants (CDBG), a federal program administered by the U.S. Department of Housing and Urban Development, helped fund sidewalk improvement projects to meet the city's connectivity goals. The CDBG program is available for local governments to tackle community development initiatives. Additionally, Blue Springs offers tax incentives to developers and property owners who wish to invest in blighted properties, spurring revitalization of underused pockets of the community.

DEVELOP FROM THE “INSIDE-OUT”

Blue Springs deliberately focused development efforts in the city's downtown core with the implementation of the Downtown Zoning District. This city-center-first approach was vital for stimulating reinvestment and creating a walkable, pedestrian-oriented downtown that can be accessed by a growing network of sidewalk connections.

CHALLENGES AND STRATEGIES FOR ADDRESSING THEM

While the community has experienced many benefits as a result of implementing pedestrian-oriented zoning, it still continues to address resident concerns over safety as new cyclists enter the road. Several four lane roads have been transitioned into two lane roads with striped bike lanes on each shoulder in order to put cyclists in a safe position away from vehicles.

Additionally, some developers in the community are hesitant to choose New Urbanist projects as they are often associated with higher development costs. Blue Springs has accommodated these concerns by offering flexible and affordable alternatives through the Planned Development process, which may not follow all neo-traditional design principles, but still include a complete pedestrian network and amenities.

SUGGESTED CITATION


The City of Bowie is one of twenty-seven municipalities in Prince George's County, Maryland. The Maryland-National Capital Park and Planning Commission is a bi-county agency that controls land use planning and zoning in Prince George's County and neighboring Montgomery County. While zoning and land use is managed by the Maryland-National Capital Park and Planning Commission, the City of Bowie has its own planning department which works to advise county-level planners on future development and zoning initiatives.

From the county level, there have been major steps to transform bike and pedestrian uses from simply a recreational activity to a health and transportation-based initiative. In 2012, the county updated its Transportation Review Guidelines to include an evaluation of adequacy of bicycle and pedestrian facilities in Centers and Corridors. A Bicycle and Pedestrian Impact Statement (BPIS) is required to address existing and proposed facilities within one-half mile, up to a cost capped at $0.35 per commercial square foot or $300.00 per residential unit. This ordinance has resulted in bike and pedestrian infrastructure improvements for the City of Bowie.

The Planning Department in Bowie has been a fervent advocate of bike and pedestrian-oriented development as reflected in continuous efforts to promote pedestrian safety and connectivity. In 2002, the city adopted a Trails Master Plan and, in 2008, the Bowie Heritage Trail Master Plan. The Heritage Trail seeks to connect Old Town Bowie, the Bowie MARC commuter train station, and Bowie State University with a continuous pedestrian and bike trail. Bowie has also taken steps to reconfigure old, unused public rights-of-way into the city's extensive trail network, as well as create bike and pedestrian paths along major roads.

Two types of pedestrian-oriented zoning districts have been implemented in Bowie: Mixed-Use Community and Mixed-Use Transportation Oriented. The Mixed-Use Community District is the zoning designation for the Fairwood Community master planned neighborhood which contains extensive parks and pedestrian pathways. The Mixed-Use Transportation Oriented District is home to the Melford Town Center, a higher intensity mixed-use development that also emphasizes pedestrian connectivity. The Melford Town Center will provide 5% of multi-family rental units as affordable.

The Catalyst for Adopting Zoning Changes

Prince George's County and the City of Bowie's Planning Department sought to develop and adopt pedestrian-oriented zoning provisions to prioritize pedestrian and bike connectivity, and encourage future multi-modal development. In addition, the city wanted to capitalize on opportunities for mixed-use and higher density development presented at the convergence of major highways in Bowie, the location of the two mixed-use zoning districts.

Perceived Impacts Since Implementing Zoning Changes

- **Increased Pedestrian-Oriented Streets**
  Some suburban, auto-oriented streets in Bowie have been retrofitted in an urban design pattern to create wider sidewalks and on-road bike facilities to foster more pedestrian-friendly corridors.

- **Increased Pedestrian Infrastructure and Connectivity**
  Within the Mixed-Use Community and Mixed-Use Transportation Oriented zoning districts, residents benefit from increased pedestrian connectivity due to the construction of sidewalks, trails, and bike paths. Additionally, the city helped to fund construction of a large pedestrian bridge over a major state road, linking a hotel, movie theater, restaurants and residential neighborhoods to the Bowie Town Center Mall. The implementation of the Bowie Heritage Trail Master Plan has also resulted in a network of bike paths throughout the older neighborhoods of the city.
PEDESTRIAN-ORIENTED ZONING IN ACTION: A COMMUNITY SNAPSHOT

BOWIE DEMOGRAPHIC PROFILE

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<td>36/77°F</td>
</tr>
</tbody>
</table>

Source: Census Bureau, American Community Survey (2013-2017); The Weather Channel, 2019

Resources for Further Information

CITY OF BOWIE:
City of Bowie, Bowie Heritage Trail Master Plan, 2002

City of Bowie, Planning & Community Development Department
https://www.cityofbowie.org/149/Planning-Community-Development

Fairwood Community, Master Planned Community
https://fairwoodcommunity.org/

Melford Town Center, Master Planned Community
http://www.melfordtowncenter.com/

PRINCE GEORGE’S COUNTY:
Prince George’s County Planning Department, Adequate Public Facilities
http://www.pgparks.com/1673/Adequate-Public-Facilities

The Maryland-National Capital Park and Planning Commission
http://www.mncppc.org/

Prince George’s County, Planning Department, Mixed-Use and Planned Community Zoning
http://www.pgparks.com/835/Mixed-Use-Planned-Community

Lessons Learned & Recommendations

Planning officials in the City of Bowie identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

CROSS-COLLABORATIVE PARTNERSHIPS

The City of Bowie has successfully partnered with a variety of stakeholders during the process of implementing pedestrian-oriented provisions. The Environmental Advisory Committee and the Green Team Executive Committee are two citizen advisory groups that are helping to encourage elements of the city’s planning and zoning changes.

PHYSICAL ACTIVITY-FOCUSED ANGLE ASSISTS IN GARNERING COMMUNITY SUPPORT

Pedestrian-oriented zoning in Bowie and other municipalities under the Maryland-National Capital Park and Planning Commission jurisdiction is in response to a growing desire to foster active, pedestrian-friendly communities. Key informants noted that framing zoning and planning initiatives as a tool to enhance the livability and health of the community is often met with support from community members and city officials.

CHALLENGES AND STRATEGIES FOR ADDRESSING THEM

While the pedestrian-oriented zoning districts in Bowie are internally connected with sidewalks, bike lanes, and pedestrian paths, there is a lack of external connectivity that links the pedestrian-oriented districts to each other. Key informants noted, however, that the continued development of the Heritage Trail and Trails Master Plan concepts will alleviate this challenge.

SUGGESTED CITATION

Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.

### Current Pedestrian-Oriented Zoning Provisions

The **East Edisto Overlay (Master Planned Overlay Area Form District)**, adopted in 2012, seeks to achieve a landmark pedestrian-first development in Dorchester County. What was once an underutilized pine forest used for industrial paper production is now the site of a progressive vision for responsible and forward-thinking development. The Master Planned Overlay Area Form District was influenced by the **Smart Code** approach to urban development which prioritizes the design and function of buildings in order to facilitate compact and walkable neighborhoods.

East Edisto is a fifty-year development agreement with growth management as a key component. The first phase of development is referred to as **Summer’s Corner** and spans approximately 6,000 acres of the development site. Drawing upon a traditional neighborhood design that will be implemented in subsequent phases, Summer’s Corner provides a small-town feel with retail, on-street parking, pedestrian-connectivity, and access to open space, all interwoven amongst clusters of front-porch adorned homes. Summer’s Corner allows for other non-traditional neighborhood design patterns, such as clustered land development (CLDs) and non-clustered development patterns, however, all development patterns must include required pedestrian infrastructure.

The project developers and county officials are excited about the prospect of employing a long-standing commitment towards walkable neighborhoods while sustaining access to open space and nature. As a part of the development agreement, **thousands of acres of land have been placed in conservation** to protect and balance its rural character as the area develops.

Outside of the East Edisto Overlay, the county also has other pedestrian-oriented zones such as the Neighborhood Commercial and General Commercial districts which promote mixed-uses and pedestrian infrastructure.

### The Catalyst for Implementing Zoning Changes

County leaders and developers in Dorchester sought to facilitate a unique, walkable, and pedestrian-oriented development that conformed with the surrounding area. Supporting that vision, community members expressed a desire for mixed-use, multifunctional neighborhoods where amenities could be easily accessed by foot.

### Perceived Impacts Since Implementing Zoning Changes

**Increased Pedestrian Infrastructure**

New pedestrian-oriented zones like the Master Planned Overlay Area and the Neighborhood Commercial and General Commercial Districts include connectivity requirements. As a result, parts of the county have benefitted from increased pedestrian access to multi-use pathways and exercise loops for transportation and recreation uses.

**Increased Planning Interest for Walkable Communities**

As the county led community meetings to update their comprehensive plan, feedback from the community showed a stated desire to see more pedestrian-oriented and walkable developments like East Edisto throughout the county. The promotion of walkable and bike accessible communities is a “high priority strategy” of the **Dorchester County 2018 Comprehensive Plan**.
Lessons Learned & Recommendations

Planning officials in Dorchester County identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

BENEFITS OF WARM CLIMATE

Pedestrian-oriented development features like bike paths and trails can be accessed through the winter months in Dorchester due to the warm climate in the region. From a budgetary perspective, this allows pedestrian amenities to be seen as a year-round investment.

WALKABILITY AS THE NEW DESIRED “AMENITY”

Citing national trends towards New Urbanist development, Dorchester County planners and developers recognize that the new attractive community amenity is a walkable neighborhood in proximity to daily needs, like the local grocery store, schools, parks, and restaurants. Implementing pedestrian-oriented zoning provisions will meet the changing desires of community residents.

KNOWLEDGEABLE IMPLEMENTATION STAKEHOLDERS

A critical recommendation for the implementation process of pedestrian-oriented zoning is to ensure that all stakeholders, from the developers, contractors, municipal staff, and beyond, are well-versed in the nuances of New Urbanist design principals.

CHALLENGES AND STRATEGIES FOR ADDRESSING THEM

Dorchester officials note that some developers in the community perceive New Urbanist development projects and form-based codes with higher infrastructure costs and more complicated development requirements. While SmartCode zoning challenges the mold of typical approaches to development and can feel unfamiliar to some development stakeholders, county leaders have consistently embraced Dorchester’s vision for responsible, pedestrian-friendly growth and continue to advocate for such projects.

Additionally, like many communities, the county has had to overcome a longstanding absence in sidewalk requirements which previously hindered community connectivity. The lack of pedestrian connections will be addressed as new zoning and land use provisions prioritize walkable community areas in the county.
Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.

**Current Pedestrian-Oriented Planning and Zoning Provisions**

In 2011, the Atlanta Regional Commission’s Livable Centers Initiative, a grant program that encourages the development of vibrant, walkable communities, identified Dunwoody’s Perimeter Center as a district slated for revitalization from a suburban job center to a lively, mixed-use community. In 2017, based on the Livable Centers Initiative designation and recommendations enumerated in the 2015-2035 Shape Dunwoody Comprehensive Plan, Dunwoody adopted the Perimeter Center Overlay. The Overlay is divided into four distinct subareas and seeks to foster a pedestrian-friendly, mixed-use urban center. Using a form-based code approach which focuses on the design and function of buildings rather than specific uses, each subarea of the Perimeter Center Overlay is classified by form and intensity.

PC-1 represents the city’s central core and contains the Dunwoody Metropolitan Atlanta Rapid Transit (MARTA) train station, transit-oriented developments, and buildings of the highest density for employment and residential uses. The MARTA transit stop has helped foster higher density developments that would not have been feasible without access to the rail line. PC-2 contains office and residential uses, and limited retail. PC-3 is a smaller scale, less intensive commercial district that permits office buildings and neighborhood shopping. And lastly, PC-4 serves as a transition district between the Perimeter Center Overlay and adjacent single-family residential neighborhoods.

Within the Perimeter Center Overlay, there are various pedestrian-oriented requirements (e.g. street furniture, widened sidewalks, adequate lighting, and bike lanes).

In 2018, the city embarked on the process of developing pedestrian-oriented zoning provisions for a new development, Dunwoody Village. Dunwoody Village is currently a commercial district surrounded by neighborhoods of single-family homes. The project is envisioned to be a moderate-density, walkable neighborhood with mixed-use developments. The city has encouraged the participation of its residents through the use of community surveys and public meetings.

**The Catalyst for Implementing Zoning Changes**

Dunwoody’s Perimeter Center is one of the largest job centers in the southeast of the United States with approximately 120,000 employees entering the district on a daily basis. Dunwoody sought to introduce housing to the area to foster a vibrant, mixed-use district for those employees and other residents.

More generally, Dunwoody sought to foster pedestrian-oriented and walkable community areas in response to resident demand for more community gathering opportunities and pedestrian spaces.

**Perceived Impacts Since Implementing Zoning Changes**

- **Increased Pedestrian Activity**: The Perimeter Center has become a more activated pedestrian environment as seen from increased foot traffic and neighborhood events.

- **Increased Pedestrian Amenities**: As a result of streetscaping efforts in the Perimeter Center Overlay, pedestrians enjoy new amenities such as widened sidewalks, increased lighting, and street furniture.

- **Increased Connectivity**: The city has required that new or existing roads that undergo improvements must provide a bike lane with a grass strip divider and a 12-foot sidewalk, resulting in connected, multimodal streets.

- **Increased Densities & Mixed-Use**: Several new mixed-use and high-density projects have been proposed in Dunwoody such as High Street, an 8-million-square-foot, transit-oriented community slated to house 3,000 residences, 800,000 square feet of office and retail, and a hotel, all along a 10-block pedestrian-friendly street grid adjacent to the MARTA station.
PEDESTRIAN-ORIENTED ZONING IN ACTION: A COMMUNITY SNAPSHOT

DUNWOODY DEMOGRAPHIC PROFILE

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Source: Census Bureau, American Community Survey (2013-2017); The Weather Channel, 2019

Resources for Further Information

Atlanta Regional Commission, Livable Centers Initiative
https://atlantaregional.org/community-development/livable-centers-initiative

City of Dunwoody, Dunwoody Village Master Plan

City of Dunwoody, Perimeter Center Overlay
http://dunwoodyga.gov/ckeditorfiles/files/Projects/Perimeter%20Center%20Zoning/Combined%20Overlay%20%26%20PC%20Districts%20Mar%202016.pdf

City of Dunwoody, Shape Dunwoody 2015-2035 Comprehensive Plan

Form-Based Codes Defined, Form-Based Codes Institute
https://formbasedcodes.org/definition/

High Street Atlanta, A Mixed-Use Development in Dunwoody, Atlanta, The Master Plan
https://highstreetatlanta.com/

Lessons Learned & Recommendations

Planning officials in the City of Dunwoody identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

PEDESTRIAN-ORIENTED ZONING CAN CREATIVELY REVIVE UNDERUTILIZED LAND USES

The Perimeter Center Overlay encourages the adaptive reuse of underutilized land uses, such as the mall parking lot and aging office buildings, to create walkable, mixed-use developments and restore community vibrancy.

SUPPORT PEDESTRIAN IMPROVEMENT PROJECTS WITH SELF-TAXING DISTRICTS

The Perimeter Center Overlay utilizes a self-taxing district called the Perimeter Community Improvement District to fund transportation and pedestrian infrastructure improvements like streetscaping and widened sidewalks. These improvements have resulted in more walkable and pedestrian-friendly environments.

IMPORTANCE OF COMMUNITY ENGAGEMENT

As the city is in the process of developing new pedestrian-oriented zoning provisions for the Dunwoody Village development project, city officials have hosted several well-attended community meetings and charrettes. In August 2018, the Planning Department received feedback from over 1,800 residents in response to a survey on the preferred architecture and form for the Dunwoody Village. Key informants noted that having an engaged and supportive community facilitates the process of developing and adopting new pedestrian-oriented zoning provisions.

CHALLENGES AND STRATEGIES FOR ADDRESSING THEM

Because connectivity was historically an afterthought for many communities, including Dunwoody, retrofitting for connected bike and pedestrian paths can be challenging, yet tremendous efforts to prioritize connectivity has led to increased multimodal pathways for pedestrians and cyclists.

SUGGESTED CITATION

Franklin, Tennessee

Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.

**Current Pedestrian-Oriented Planning and Zoning Provisions**

Currently, the City of Franklin’s planning and development is determined by four layers of zoning: the base zoning district which determines the general use and density of the land, such as multi-family housing or commercial uses; the overlay zoning district that may apply additional building standards or supersede regulations found in the base zoning district; the character area overlay district, a distinction that addresses specific design and functions of particular portions of the community, and; the development standards layer which determines areas of traditional or conventional zoning overlays. Development patterns in the traditional zoning overlay districts are modeled after the vibrant American Main Streets of 19th and early 20th centuries. These pedestrian-oriented overlay zones promote transit-oriented and mixed-use developments, human-scaled buildings, and a modified grid street to support connectivity.

Two base zoning districts that support pedestrian-orientation are the Specific Development-Residential and Specific Development-Variety districts. Both promote compact, mixed-use developments as well as bike and pedestrian connectivity.

The Envision Franklin long-range plan, adopted in 2017, is currently guiding the implementation process of new pedestrian-oriented development guidelines and zoning in the City of Franklin. The plan intends to simplify the zoning code and development process to foster vibrant, pedestrian-scaled community areas. Envision Franklin includes several design concepts which detail the guiding principles and vision for specific districts in the city. The Neighborhood Mixed-Use design concept covers two of the city’s master planned communities, Westhaven and Berry Farms. These communities promote a mix of uses and foster pedestrian activity with the inclusion of plazas, connected and walkable blocks, and bicycle amenities. Fifth Avenue North and Main Street are additional design concepts that seek to promote mixed-use, moderate-density, and pedestrian-amenity rich developments. These design concepts are strategically placed to connect community gathering places to residential neighborhoods. The city is currently drafting a new zoning ordinance to implement the recommendations in Envision Franklin.

**The Catalyst for Adopting Planning and Zoning Changes**

Franklin resolved to simplify its zoning and planning process in order to facilitate streamlined development of vibrant, pedestrian-friendly community areas. Further, the city sought to develop in a way that would establish walkable connections between all relevant land uses in the community, such as parks, shops, schools, and residential neighborhoods.

**Perceived Impacts of Pedestrian-Oriented Planning Initiatives**

- **Increased Connectivity**
  As a result of planning initiatives concurrent with the adoption of Envision Franklin and the Master Parks Plan, the city conducted a downtown riverfront trail study. These two plans and the trail study led to the development of the Harpeth River Trail which seeks to connect neighborhoods to downtown Franklin with a continuous bike and pedestrian trail. Additionally, city-wide connectivity has increased as a result of the efforts of mixed-use developers who understanding walkability is key to creating vibrant and exceptional places.

- **Increased Resident Interest in Connected Communities**
  In response to the high priority placed on walkable connections in the new master planned communities, some residents have expressed their interest in purchasing a home within the new developments as they specifically favor the increased connectivity of neighborhoods like Westhaven and Berry Farms compared to less connected neighborhoods.

- **Increased Walkability & Active Transportation**
  Key-informants have observed higher walking rates along new sidewalk development and within pedestrian-oriented neighborhoods and along the newly completed Murfreesboro Road sidewalk project. Additionally, within the master planned community, Westhaven, the increased demand for bike parking at the neighborhood school resulted in the construction of several additional bike racks.
Lessons Learned & Recommendations

Planning officials in the City of Franklin identified key lessons learned in the process of adopting pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

COMMUNITY STAKEHOLDER SUPPORT IS KEY

When developing Envision Franklin, the pedestrian-oriented long-range plan, city leaders noted residents’ stated priority: trails and sidewalk development. Citizen advisory groups like Friends of Franklin Park and Chestnut Bend assisted in vital outreach initiatives regarding Envision Franklin including fundraising, strategic planning, and building community momentum. In addition to resident support, planning officials note the benefits of having an engaged and supportive local government towards the promotion of a pedestrian-oriented city.

DEVELOP FROM INSIDE-OUT

One of the best strategies for pedestrian-oriented zoning implementation is to focus development within the core of the city. Promoting increased mixed-use and higher density development within 16 block central corridor of the city while maintaining its historic character proved to be a positive approach.

CHALLENGES

Franklin city leaders worked with the community to address opposition over the placement of newly approved trails and sidewalk development. In some cases, residents expressed concerns of crime as a result of trails in close proximity to their homes. City officials provided education on the benefits of these community amenities such as increased property value and connectivity.

SUGGESTED CITATION

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The City of Greensboro has adopted and implemented an assortment of pedestrian-oriented zoning provisions. Traditional Neighborhood District zoning is lauded by planning staff as one of the most successful designations for economic development and pedestrian-orientation in Greensboro. The city drew inspiration for the Traditional Neighborhood District zones from the walkable development patterns of pre-automobile cities and neighborhoods to provide residents with vibrant and accessible commercial corridors.

Southside, a Traditional Neighborhood District adopted in 1999, was previously an area of the community that was fraught with crime and drug activity. Since its adoption, it is now seen as the “poster child” for revitalization in the city. Southside is considered one of the most diverse neighborhoods in Greensboro and provides a mix of retail, residential, and commercial uses.

The Pedestrian Scale Overlay districts, adopted in 2002, promote mixed-use developments with New Urbanist design standards (e.g. moderate-density housing in close proximity to neighborhood shopping, offices, and services), as well as bike and pedestrian connectivity.

The Downtown Design Overlay and the Central Business zoning district, both encourage mixed-use developments and pedestrian amenities like bike parking and continuous sidewalk networks. Within the last few years, the city updated their zoning ordinance to permit the development of mixed-use, multi-family projects in commercial zoning districts.

In addition, Greensboro has a strong legacy of providing residents with a dense network of trails and bike paths. In 2006, the city adopted a plan to construct a 4-mile paved Downtown Greenway in celebration of their bicentennial. The greenway is slated for completion in 2020 and will have bike parking, eco-gardens, and street furniture.

The Catalyst for Adopting Zoning Changes

The City of Greensboro adopted zoning changes in order to spark redevelopment in underutilized parcels of the city and to develop in a manner that encourages compact, mixed-use developments.

Perceived Impacts Since Implementing Zoning Changes

- **Increased Economic Development**: Pedestrian-oriented zoning has stimulated economic development in Greensboro. This is illustrated by a resurgence of new retail and restaurant development, and the increased land value of redeveloped properties.

- **Increased Development Interest for Pedestrian-Oriented Projects**: As a result of the successes of existing pedestrian-oriented projects in the city, Greensboro has seen an increased development interest and community demand for additional mixed-use projects.

- **Increased Walkability & Connectivity**: Required sidewalk development and provisions for bike infrastructure (e.g. bike lanes, bike parking) has resulted in increased connectivity and walking rates in the city. Many residents (both millennials and seniors) have chosen to move to the Southside neighborhood as they specifically seek walkable and bikeable communities that do not require a reliance on automobiles.
**Lessons Learned & Recommendations**

Planning officials in the City of Greensboro identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

**PARTNERSHIPS WITH THE DEVELOPMENT COMMUNITY**

To facilitate the smooth adoption and implementation of pedestrian-oriented zoning, Greensboro recommends fostering an open and receptive relationship with the development community. The city hosted a speaker series for developers in the community to learn about New Urbanist development and its benefits for creating vibrant communities. Additionally, the planning department sponsored a “field trip” to visit Traditional Neighborhood Developments in neighboring Chapel Hill, Cary, and Huntersville, North Carolina so planners and developers could see and discuss brick and mortar examples that could work in Greensboro. Providing educational resources allow developers to understand Greensboro’s long-term vision for pedestrian-oriented growth and facilitates an open dialogue amongst stakeholders.

**PEDESTRIAN-ORIENTED ZONING SERVES AS A TOOL FOR LASTING WALKABILITY**

Adopting pedestrian-oriented zoning can serve as a mechanism to establish long-term, predictable outcomes for the design and form of future developments, in addition to instituting a lasting framework to foster a more walkable community.

**CELEBRATE THE SUCCESS STORIES BUT ALSO CONSIDER AFFORDABILITY NEEDS**

Development projects within Greensboro’s pedestrian-oriented zoning districts have been positively received by community members and have spurred further demand for additional walkable, compact, and connected developments. Planning officials cite the city’s ability to effectually champion the success of the developments as a generator for community demand.

Additionally, at the very beginning of the Southside Traditional Neighborhood District’s development, when the area was considered crime-ridden and undesirable, planning officials did not anticipate the tremendous success the district would become. While the neighborhood embraces a diverse mix of ages, income levels, and lifestyles, planners recommend that other communities who are interested in adopting pedestrian-oriented zoning changes with intended revitalization goals include specific provisions for affordability to ensure equitable access to housing.

**SUGGESTED CITATION**


Available: [https://go.uic.edu/zoning-for-walkability-profile-Greensboro](https://go.uic.edu/zoning-for-walkability-profile-Greensboro)

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**Resources for Further Information**

- City of Greensboro Overlay Districts, Plans & Manuals, Pedestrian Scale Overlay Districts and Traditional Neighborhood Districts

- City of Greensboro Downtown Design Overlay

- City of Greensboro, Downtown Greenway

- City of Greensboro, Land Development Ordinance, Article 6: Zoning Districts, Central Business, pg. 166
  [https://www.greensboro-nc.gov/home/showdocument?id=27035](https://www.greensboro-nc.gov/home/showdocument?id=27035)

- New Urbanist Design, Congress for the New Urbanism
  [https://www.cnu.org/resources/what-new-urbanism](https://www.cnu.org/resources/what-new-urbanism)

- Southside Traditional Neighborhood Plan
  [https://www.greensboro-nc.gov/departments/planning/learn-more-about/redevelopment/redevelopment/southside](https://www.greensboro-nc.gov/departments/planning/learn-more-about/redevelopment/redevelopment/southside)
Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.

**Current Pedestrian-Oriented Planning and Zoning Provisions**

Over the last decade, the City of Gulf Shores has adopted and implemented several pedestrian-oriented zoning districts. The Walking Area Overlay District, adopted in 2010, encompasses Gulf Shores' beach front and serves as the city's downtown district. The district encourages mixed-use developments and includes connectivity requirements for bike and pedestrians (e.g. bike parking, trails, and connected networks of sidewalks). In 2016, the city began implementing recommendations from the Gulf Place Revitalization Master Plan which intended to stimulate beachfront pedestrian infrastructure improvement initiatives within the Walking Area Overlay District.

The Waterway Village District, a dense, compact, mixed-use neighborhood is the most recently adopted pedestrian-oriented zoning district in Gulf Shores. Zoning provisions for the district were inspired by elements of the Smart Code approach to urban development which focuses on walkable neighborhoods with a mix of residential and retail uses. The street design of the district serves pedestrians with widened brick sidewalks, on-street parking, pedestrian-scale lighting, benches, and bike racks.

**The Catalyst for Adopting Zoning Changes**

The impetus of the Walking Area Overlay District was to define and enhance the Gulf Shores' downtown and to develop in a way that provided walkable and bike-friendly connections for residents and visitors of the city.

The Waterway Village Overlay District was created to diversify Gulf Shores' local economy that was originally reliant on the city's beachfront tourism. After recovering from Hurricane Ivan in 2004, Hurricane Katrina in 2005, and the BP oil spill in 2010, all of which damaged Gulf Shores' beach access, city leaders sought to develop a secondary tourist destination to strengthen Gulf Shores' economic resiliency and meet stated goals for walkable community areas.

**Perceived Impacts Since Implementing Zoning Changes**

- **Increased Pedestrian-Friendly Infrastructure**
  Within pedestrian-oriented zoning districts, there has been a significant expansion of pedestrian and bike infrastructure. The city has developed networks of widened sidewalks, separated bike lanes, and an 8-foot-wide walkway along the beach.

- **Increased Economic Development**
  Since implementing zoning changes, pedestrian-oriented districts have benefitted from increased restaurant and retail occupancy. The city recently formed a private/public partnership to create a new 247 room Embassy Suites within the Walking District. Additionally, the Waterway Village, home to the area's first craft brewery, is meeting stated goals of serving as a secondary destination for tourism in Gulf Shores.

- **Increased Mixed-Use Development Proposals**
  Business owners and developers in the community have brought forward plans for new mixed-use development projects that seek to promote the desired walkable design of pedestrian-oriented zoning districts.
PEDESTRIAN-ORIENTED ZONING IN ACTION: A COMMUNITY SNAPSHOT

GULF SHORES DEMOGRAPHIC PROFILE

<table>
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<td>% Walking to Work</td>
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</tr>
<tr>
<td>Average Temperature December/July</td>
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</table>

Source: Census Bureau, American Community Survey (2013-2017); The Weather Channel, 2019

Resources for Further Information

City of Gulf Shores, Zoning Ordinance, Article 10.1: Walking Area Overlay District

City of Gulf Shores, Zoning Ordinance, Article 10.8: Waterway Village Overlay District

Gulf Place Revitalization Master Plan
http://www.gulfshoresal.gov/878/Gulf-Place-Revitalization

Urban Regulations, Architectural Standards, and The SmartCode, DPZ Partners
https://www.dpz.com/Initiatives/SmartCode

Lessons Learned & Recommendations

Planning officials in the City of Gulf Shores identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

ZONING CHANGES CAN FOSTER SAFER WALKING ENVIRONMENTS FOR PEDESTRIANS

The addition of bike lanes, sidewalks, and other pedestrian amenities in Gulf Shores have improved the perception of safety for residents who walk or bike through the community. With more pedestrian users each year, the city expects this trend to continue.

ZONING TO MITIGATE FUTURE DAMAGE FROM NATURAL AND ENVIRONMENTAL DISASTERS

Gulf Shores endured Hurricane Katrina, Hurricane Ivan, and the BP oil spill in a span of five years. The devastation prompted the city to reexamine their zoning ordinance and determine ways the city could mitigate future damage by redeveloping in a responsible manner (e.g. more compact, sustainable development).

PEDESTRIAN-ORIENTED ZONING AND CITY INVESTMENTS

Planning officials note that cities must be willing to invest in capital improvements in addition to adopting pedestrian oriented zoning regulations to stimulate private investment. The city has recently completed the redesign and construction of the entire Gulf Place Public Beach area which includes a paved 20-foot wide pedestrian promenade adjacent to the beach front, access to open green space, and attractive streetscaping and landscaping.

SUGGESTED CITATION

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In 2013 the City of Irving adopted the Las Colinas Urban Center Master Plan which has guided the development of a walkable, mixed-use district. The Urban Center provides pedestrians and cyclists access to the Campion Trail, a 22-mile master-planned greenbelt which runs the length of the city. The trail connects to local parks and the regional trail network, providing linkages to other cities connected to the system. In addition to trail access, the Urban Center contains a Dallas Rapid Transit light rail stop and the Las Colinas Area Personal Transit system, which offer residents additional multi-modal transportation options.

The Urban Center also contains some of the city’s Transit-Oriented Development Districts, a zoning designation that may be applied to any property that is in one-half mile of an existing or proposed light rail or commuter rail transit line. Development projects within these zoning districts must be higher density, compact, and provide a mix of uses such as residential, retail, and entertainment. There are several zoning provisions in the Transit-Oriented Development districts that seek to foster a vibrant and pedestrian-focused environment. Developments in these districts are encouraged to include bike lanes, connected networks of sidewalks, and access to open space.

In 2016, Irving adopted plans for the Heritage Crossing District, a walkable urban village where residents can live, shop, and work in close proximity to the city’s commuter rail stop, the Trinity Railway Express. The Heritage Crossing District contains three character zones: Transit-Mixed Use which primarily serves the area next to the commuter rail line with medium-scale, mixed-use developments; Corridor-Mixed Use which supports multi-modal traffic and is the primary location for commercial activity in the district; and Neighborhood-Mixed Use which encompasses smaller-scale residential and retail uses.

The Catalyst for Adopting Zoning Changes

The City of Irving sought to spark development and redevelopment in formerly vacant properties and develop in a way that fostered vibrant, walkable neighborhoods. In addition, the city desired to expand their existing transit system and connectivity.

Perceived Impacts Since Implementing Zoning Changes

- **Increased Mixed-Use Development**: The City of Irving has seen an uptick in the development of multi-family, mixed-use projects in the pedestrian-oriented zoning districts.

- **Increased Rail and Train Connectivity**: Since implementing zoning districts that prioritize transit and multimodal transportation, the city has observed improvements to local and regional trail connectivity, as well as increased development relating to light rail and commuter rail transportation.

- **Increased Pedestrian Activity**: Within the pedestrian-oriented districts, there has been a marked increase in pedestrian activity such as public events, concerts, and restaurants development.
Lessons Learned & Recommendations
Planning officials in the City of Irving identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

WALKABILITY CAN SERVE AS A CO-BENEFIT FOR ECONOMIC DEVELOPMENT PRIORITIES
The main catalyst for the City of Irving to adopt pedestrian-oriented zoning provisions was to stimulate development in underutilized sections of the community in a way that would reinvigorate the economy. While economic development was a significant driver of the zoning changes, city leaders noted that walkability and pedestrian connectivity has served as a tremendous secondary benefit of the city’s investments.

IMPLEMENTATION TAKES TIME
Many pedestrian-oriented development projects require a timeframe of twenty to thirty years. This requires patience from all stakeholders including developers, local government, and residents.

NEED FOR COMMUNITY BUY-IN
One key element of Irving’s adoption and implementation of pedestrian-oriented zoning was the continued support of city leaders and community members. At two separate times, the city held a vote regarding the development of the Dallas Area Rapid Transit rail line, an expensive and time-consuming project. Both times, the community voted to remain invested in long-term rail connectivity.
Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.


In 2015, Lafayette Parish adopted a Unified Development Code to implement planning recommendations enumerated in the 2014 PlanLafayette comprehensive plan. The Unified Development Code applies to the City of Lafayette and the unincorporated areas of Lafayette Parish. Generally speaking, Unified Development Codes combine traditional zoning with other design and land use regulations, and serve to streamline the development process and to remove inconsistencies and outdated policies.

Lafayette’s Unified Development Code introduced several new pedestrian-oriented zoning categories such as the Downtown District, Mixed-Use Neighborhood, Mixed-Use Center, Planned Developments, and Commercial Mixed-Use Districts. Each of these districts prioritize the pedestrian experience by bringing the building to the street, moving parking to the side or behind the building, and reducing open space and parking requirements in order to promote vibrant and walkable corridors.

All properties located within the Commercial Mixed-Use, Mixed-Use Neighborhood, and Commercial-Heavy Districts are categorized as Development Type “A” or “B.” The distinction between the two categories is determined by whether or not the property meets specific zoning criteria. The criteria includes having 1.) on-street parking; 2.) adjoining streets with speed limits less than 35 mph; 3.) streets with minor arterial collectors or local streets; 4.) at least one different land use within the district; and 5.) density within a quarter mile radius of the property that is not single-family residential.

Properties that meet 4 out of 5 criteria are identified as “A” Developments and receive development incentives such as reduced parking and open space requirements. “A” Developments are more urban in nature and encourage the development of mixed-use projects with pedestrian-oriented frontage build-out requirements. “A” Developments foster Lafayette’s vision of moderate-density, mixed-use development. Properties that do not meet the 4 out of 5 criteria for “A” Development standards can still employ the A development type if they wish to develop in a way that is more pedestrian-oriented.

The Catalyst for Adopting Zoning Changes

Lafayette adopted the Unified Development Code in order to streamline the zoning and development process. The new, pedestrian-oriented zoning districts were included in the code to achieve a stated desire for more mixed-use, moderate-density developments in the City of Lafayette.

Perceived Impacts Since Implementing Zoning Changes

- Increased Pedestrian-Oriented Infrastructure: Since implementing zoning changes, Lafayette has modified several four-lane roads to create space for new bike lanes and on-street parking in order to promote an urban, pedestrian-friendly environment.

- Increased Mixed-Use Zoning Designation: Since implementing the Unified Development Code, the city has worked to rezone over 700 properties around the downtown area from old, outdated zoning to mixed-use, pedestrian-friendly zoning designations.
### Lessons Learned & Recommendations

Planning officials in Lafayette identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

**SIMULTANEOUS DEVELOPMENT OF COMPREHENSIVE PLAN AND ZONING OVERHAUL**

Lafayette benefitted from developing the PlanLafayette comprehensive plan concurrently with the new Unified Development Code. This approach allowed support to approve the Unified Development Code as it was implementing action items in PlanLafayette.

**DEVELOP FROM THE “INSIDE-OUT”**

Planning officials stressed the importance of focusing on the main economic development driver in their community: the downtown. Key informants recommend targeting pedestrian-oriented zoning provisions in downtown districts as a starting point to adopt and implement zoning changes to establish walkable, revitalized community areas.

**PEDESTRIAN-ORIENTATION ON A BUDGET**

Residents of Lafayette pay low property taxes, meaning the city has limited funds for large-scale infrastructure improvements. Despite this, the city has implemented budget-friendly pedestrian improvements such as adding bike lanes and on-street parking through street striping initiatives.

**CHALLENGES**

One barrier to implementing pedestrian-oriented zoning provisions was retrofitting for walkability in built-out sections of the community that historically did not require sidewalk connectivity. To combat this challenge, Lafayette has undergone analyses of existing sidewalk networks in order to prioritize sidewalk projects in areas that currently lack connectivity and are in close proximity to pedestrian generating zoning districts.

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**Resources for Further Information**

- *Lafayette Consolidated Government Unified Development Code*
- *Lafayette Unified Development Code, Article 2, Districts, Development Type “A” and Development Type “B,” pg.7*
- *PlanLafayette 2035, Comprehensive Plan*
- *Unified Development Ordinances, American Planning Association*
  - [https://www.planning.org/divisions/planningandlaw/propertytopics.htm#Unified](https://www.planning.org/divisions/planningandlaw/propertytopics.htm#Unified)

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**SUGGESTED CITATION**

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**Current Pedestrian-Oriented Zoning Provisions**

The City of Miami adopted the form-based Miami21 Zoning Code in 2008. Form-based zoning is an alternative approach to land use and zoning regulations which prioritizes the design and function of the built environment rather than specific uses of buildings. Drawing on elements of the Smart Growth movement which focuses on community-oriented and sustainable development practices, the Miami21 zoning code fosters a high-quality, pedestrian-friendly public realm by encouraging transit-oriented, walkable, and mixed-use corridors. The Miami21 zoning code encourages compact building design that supports walkable access to daily necessities (e.g. grocery stores, restaurants, transit, and parks).

The city is divided into transect zones which determine the varying levels of density and intensity for each zone. Miami’s transect zones range from natural (T1), rural (T2), sub-urban (T3), general urban (T4), urban center (T5), and urban core (T6).

In addition, Miami has a network of Transit-Oriented Developments along the major transit stations. Transit-Oriented Developments are compact, mixed-use projects that promote transit use. The Miami21 code includes provisions for Neighborhood Revitalization Districts, a zoning overlay that seeks to enhance economic development in selected commercial districts while preserving the existing character of the area. The Wynwood Neighborhood Revitalization District was adopted in 2015 and seeks to encourage development that is mixed-use and walkable and preserves the industrial character within the Wynwood Arts District.

In addition, the code includes a zoning category for Special Area Plans which allow large-scale developments greater than nine acres to be developed using more flexible design guidelines in order to facilitate master planning of high-quality building and streetscape design.

**The Catalyst for Implementing Zoning Changes**

The City of Miami adopted the Miami21 zoning code to establish a set of planning and development guidelines that would create vibrant and safe pedestrian environments throughout the entire city.

**Perceived Impacts Since Implementing Zoning Changes**

- **Increased Pedestrian-Focused Development**
  - Since implementing Miami21, the city has benefitted from several new pedestrian-oriented projects including mixed-use developments with unique, active storefronts and landscape improvements. Examples include the Brickell City Center, a mixed-use, walkable development that is zoned as a Special Area Plan.

- **Increased Walkability**
  - As a part of the implementation of Miami21, the city has tracked pedestrian counts to measure changes in walking rates. Since implementing the code, there has been a “night and day difference” of walkability as measured through these counts.

- **Increased Pedestrian Infrastructure**
  - From landscape improvements in the public right-of-way, to the inclusion of complete streets initiatives, there has been an increase in pedestrian infrastructure to support safe, walkable environments.
Lessons Learned & Recommendations

Planning officials in the City of Miami identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

INCLUDE THE COMMUNITY IN THE DIALOGUE

One of the main lessons learned in adopting and implementing a new pedestrian-oriented zoning code is to establish an open dialogue with residents and community stakeholders. This approach allows community members to understand the goals and principles of the changes, while permitting city leaders valuable access to the stated needs of the community. The City of Miami held over 100 public outreach meetings over the course of the development and adoption of the Miami 21 code.

IMPLEMENT INCLUSIVE DEVELOPMENT STRATEGIES

Responding to concerns of possible gentrification in wake of the new development and redevelopment occurring in Miami, city leaders included provisions that would mitigate gentrification and displacement. In December 2018, the city passed an inclusionary zoning ordinance for selected zones in the Omni Community Redevelopment District that requires new rental developments to allot either 14% of units to workforce housing or 7% of units to affordable housing. New condominium developments require 10% workforce housing and 5% affordable units. This ordinance is the first of its kind of Miami-Dade County.

CHALLENGES

As the Miami21 code was unveiled, the city encountered initial developer pushback due to an unfamiliarity with form-based codes and concerns over increased costs for such projects. Since the code has been implemented, concerns have been quelled as the city has seen a booming development market.

SUGGESTED CITATION


The City of North Richland Hills adopted the Town Center zoning district in 1998. The zoning regulations for the Town Center district are form-based, meaning the development in the district addresses the relationships between the buildings and the public realm in order to foster a pedestrian-friendly community area.

The Town Center district contains four subzones: neighborhood edge, neighborhood general, neighborhood center, and neighborhood core, each allowing increased development density.

The Town Center district includes the Home Town development, a sustainable, high quality, mixed-use community that was inspired by a New Urbanist approach to city planning which champions walkable and compact development. The development includes over 1,000 multi-family residential units, 100,000 square feet of retail, as well as several recreational amenities.

Starting in the 1990s, the Dallas Area Rapid Transit (DART) network presented plans to expand into North Richland Hills. Responding to these plans, North Richland Hills adopted a Transit Oriented Development Code in 2009. The city has implemented two Transit Oriented Development districts: the Iron Horse Station Area and the Smithfield Station Area which seek to encourage non-automobile transit and the construction of mixed-use, high-density developments.

The Smithfield Station provides a mixed-use, walkable urban neighborhood surrounding the rail stop. The Iron Horse Station Area serves a major regional employment center and provides retail and residential uses in close proximity to transit. Both stations opened in January of 2019.

In 2015, the Iron Horse Transit-Oriented Development project was announced for the Iron Horse Station Area. The project aims to construct mixed-use developments and alternative housing options such as moderate-density townhomes, cottage homes, and multifamily apartments. The goal of this project is to develop a neighborhood that does not require a car to access the daily necessities of life such as a grocery store, restaurants, and retail needs.

Within each of these pedestrian-oriented zones, there are specific pedestrian requirements such as sidewalk connectivity, bike-pedestrian trails, and bike parking.

The Catalyst for Adopting Zoning Changes

North Richland Hills sought to spark redevelopment to define and enhance the city's downtown which led to the development of the Town Center zoning district. Additionally, North Richland Hills had a targeted goal to expand the city's network of alternative transit, including increased access to the Dallas Area Rapid Transit rail line, and connectivity for pedestrians and cyclists. The Transit-Oriented Development districts were created to achieve those goals.

Perceived Impacts Since Implementing Zoning Changes

- **Increased Pedestrian-Oriented Development**: Since the adoption of the Transit-Oriented Development Code which responded to the DART expansion plan, there has been an uptick in pedestrian-oriented development interest as seen in the Iron Horse Village project.
- **Increased Walkability**: Key-informants credit the pedestrian-oriented, mixed-use design of the Town Center's Home Town Development as a facilitator in the city's higher rates of walking in the district.
Lessons Learned & Recommendations

Planning officials in the City of North Richland Hills identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

IMPLEMENTATION TAKES TIME

In order to successfully implement pedestrian-oriented zoning provisions, planning officials explained that communities should expect to have a twenty to thirty year timeline of completion. In addition, it is important to be realistic and respond to a changing market as exogenous factors, such as periods of slowed real estate development, may require planning flexibility.

WALKABILITY CAN SERVE AS A CO-BENEFIT FOR ECONOMIC DEVELOPMENT AND TRANSPORTATION PRIORITIES

The main catalyst for North Richland Hills to adopt pedestrian-oriented zoning provisions was to stimulate development and focus on the expansion of the DART rail system. While economic development and transit connectivity were priority items for the city, the adopted zoning changes in North Richland Hills have facilitated the development of vibrant pedestrian districts that have led to increased walking rates.

PEDESTRIAN-ORIENTED ZONING IN UNDERUTILIZED COMMUNITY AREAS

Implementing pedestrian-oriented zoning is easier to achieve in areas of the community that are underdeveloped. The Home Town development, located within the Town Center zoning district, was formerly an undeveloped parcel of land. Similarly, the Iron Horse Transit Station Area was originally located on a greenfield development. Implementing zoning changes in built-out sections of the community is certainly encouraged, as seen in the plans for the Smithfield Station Area, however, underutilized community areas have increased development flexibility. Planners also noted that as a result of targeting undeveloped land, they have not experienced significant gentrification or displacement.
Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.

**Current Pedestrian-Oriented Zoning Provisions**

The City of Oakland Park has adopted numerous pedestrian-oriented zoning provisions. The conversation to develop pedestrian-oriented zoning started as a result of the 2007 *Oakland Park Comprehensive Plan* which recommended improved multimodal transportation, pedestrian-friendly street design, and a park-once strategy in the city’s downtown to facilitate a walkable urban center.

The *New Urban Planned District* is an overlay zoning designation that supports compact, mixed-use developments that enhance the pedestrian environment. The zoning district fosters bike and pedestrian connectivity through the construction of bike lanes and sidewalk networks, and encourages pedestrian amenities such as bike parking and access to open space. The district permits a variety of housing options such as townhomes, lofts, and live-work units. The New Urban Planned District contains the *URBN Village* and the 43rd Street Village, two pedestrian-friendly, moderate-density developments.

In addition, Oakland Park contains the *Federal Highway Mixed Use, Business and Entertainment Overlay District*, a mixed-use district that encourages active ground floor retail and moderate density developments. In 2018, the city developed zoning provisions for the Planned Redevelopment District, an overlay zoning designation that can be applied for within the Federal Highway Mixed-Use Business and Entertainment Overlay District. The Planned Redevelopment District intends to support a progressive vision of mixed-use, high-density developments in Oakland Park.

In 2007, the city adopted the *Downtown Mixed-Use District*. The area, referred to by community members as the *Culinary Arts District*, fosters a walkable pedestrian environment through the promotion of mixed-use developments, bike and pedestrian infrastructure, and the creation of accessible public spaces for events and activities. The Downtown Mixed Use District will be the new home of the Oakland Park’s City Hall. What is currently a vacant plot of land will be turned into a vibrant mixed-use building with ground-floor retail, live/work apartments, and city hall offices on the top floor.

**The Catalyst for Adopting Zoning Changes**

Oakland Park developed pedestrian-oriented zoning in order to meet stated goals for the development of walkable, pedestrian-friendly community areas. Additionally, Oakland Park sought to adopt the enumerated zoning districts to promote the development of economically stimulating mixed-use projects.

**Perceived Impacts Since Implementing Zoning Changes**

- **Increased Economic Development**: Since adopting and implementing the pedestrian-oriented zoning districts, several new restaurants, cafes, and brew pubs have moved into Oakland Park, some of which are occupying former underutilized or unoccupied warehouses.

- **Increased Pedestrian-Oriented Infrastructure**: As a result of development requirements in pedestrian-oriented zoning districts, residents have benefitted from the addition of an exercise trail, attractive parks, and pedestrian-scale landscaping.
LESSONS LEARNED & RECOMMENDATIONS

Planning officials in the City of Oakland Park identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

COLLABORATION WITH DEVELOPMENT COMMUNITY

Many of the most successful pedestrian-oriented zoning districts in Oakland Park were created in partnership with developers in the community who had a vision for particular mixed-use projects. The collaboration between the private and public sector has resulted in additional pedestrian-friendly development and open space for residents and visitors of Oakland Park.

ZONING CHANGES CAN RESULT IN A LASTING FRAMEWORK FOR WALKABILITY

Adopting and implementing pedestrian-oriented zoning districts in Oakland Park has effectively established a development framework to achieve long term walkability goals. The zoning changes have resulted in developments that provide engaging, vibrant public spaces for residents while encouraging active recreation along the city's bike and pedestrian paths. Future developments in these districts will conform to the pedestrian-oriented requirements of the zoning district.

CHALLENGES AND STRATEGIES FOR ADDRESSING THEM

Oakland Park must abide by Broward County's regulations on development density which stipulates the maximum number of housing units a city is permitted to build each year. This can create additional steps in the process of developing higher density projects in Oakland Park's mixed-use, urban zoning districts, however, the city has been successful at balancing the state's allotment of housing units and its vision of moderate-to-high-density, mixed-use developments.
PeDESTRIAN-ORIENTED ZONING IN ACTION: A COMMUNITY SNAPSHOT

Rock Hill, South Carolina

Communities across the country have opted to introduce pedestrian-oriented zoning provisions into their zoning and land use regulations to foster increased community walkability. This study identifies best practices and lessons learned in adopting and implementing New Urbanist and pedestrian-oriented zoning. Information for each community was gleaned through key informant interviews with planning officials and documentary/Internet research. Fifteen communities across the United States were selected as case studies for this project from a larger, nationwide study of pedestrian-oriented zoning; profiles were developed for 13 out of the 15 communities and are presented herein.


The City of Rock Hill has adopted and implemented an assortment of pedestrian-oriented zoning districts. The Old Town neighborhood encompasses the city’s Downtown zoning district. Knowledge Park is a community area within Old Town that is an urban, mixed-use business park with an emphasis on pedestrian amenities (e.g. connected bike and walking paths, access to restaurants and retail, and public spaces for events and activities).

In addition, Rock Hill has zoned for a Master Planned Commercial district which laid the foundation for the Riverwalk master planned community. Riverwalk is a pedestrian-oriented community that provides a mix of housing types, interconnected, multi-modal streets, and access to ample open space. In its earliest stages, Riverwalk was a four-mile trail along the Catawba River but has since bloomed into a growing mixed-use urban area in Rock Hill. The Riverwalk development contains its own pedestrian-friendly town center with retail and commercial uses, as well as recreational amenities like mountain bike trails, kayaking, and athletic fields.

Throughout the city, residents can enjoy an extensive network of bike infrastructure. Rock Hill has developed over forty-four miles of bike paths including twenty-seven miles of greenways and multipurpose trails. The Connect Rock Hill Bicycle and Pedestrian Master Plan is the citywide plan for biking and walking that defines route types. The plan seeks to provide pedestrian networks for all ages and physical abilities and elevate bicycling from a recreational activity to a mode of transportation in the city. Illustrating Rock Hill’s legacy of bike connectivity, the city was awarded the Bronze Level Bicycle Friendly Community award by the League of American Bicyclists in 2013 and 2016.

The Catalyst for Adopting Zoning Changes

Responding to a growing trend towards pedestrian-friendly, walkable communities, Rock Hill sought to develop zoning provisions that would foster pedestrian-oriented environments as well as stimulate the city’s economy through the development and redevelopment of sections of the city. In addition, Rock Hill was determined to develop specific provisions in its land use and zoning code that could combat poor health outcomes in the region, such as requiring bike and pedestrian amenities.

Perceived Impacts Since Implementing Zoning Changes

- Increased Pedestrian Infrastructure and Connectivity
  In addition to the growing network of bike paths throughout Rock Hill, the city has benefitted from additional pedestrian infrastructure. In the Knowledge Park community area, the city has constructed 8-10 feet wide sidewalks, on-street parking, bike parking, and street furniture, as well as a pedestrian overpass to extend sidewalk connectivity over a four-lane highway.

- Increased Public Space Activation
  New pedestrian-oriented zoning districts have encouraged the development of public spaces for residents to walk, linger, and enjoy the growing restaurant scene in parts of the city.

- Increased Economic Development
  Office and commercial tenants have specifically chosen to relocate in the downtown zoning district due to the permissibility of mixed-use developments and the vibrancy and foot traffic they bring.
### Rock Hill Demographic Profile

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<table>
<thead>
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<th></th>
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<tbody>
<tr>
<td>Total Population</td>
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<td>Median Age</td>
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<tr>
<td>Average Temperature December/July</td>
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Source: Census Bureau, American Community Survey (2013-2017); The Weather Channel, 2019

### Lessons Learned & Recommendations

Planning officials in the City of Rock Hill identified key lessons learned in the process of adopting and implementing pedestrian-oriented zoning provisions, as well as overarching recommendations for other communities who may wish to explore similar zoning provisions.

#### Economic Development as a Co-Benefit of Pedestrian-Oriented Zoning Provisions

A primary catalyst in developing pedestrian-oriented zoning in Rock Hill was the understanding that walkable and bikeable communities were leading the real estate market. Since implementing the zoning changes, Rock Hill has benefitted from increased pedestrian-friendly and walkable environments, in addition to a stimulated local economy.

#### Health-Focused Angle Assists in Garnering Community Support

The City of Rock Hill included significant health outcomes data in the Focus 2020 Comprehensive Plan. Using youth activity rates and data on active recreational amenity access, the plan demonstrated that South Carolina reported poorer health compared to national averages. Rock Hill sought to employ a health-focused lens in the planning process with a specific focus on increasing walkability and bike infrastructure. Key informants noted that this approach bolstered support from the community and led to a streamlined adoption and implementation process of the pedestrian-oriented zoning provisions.

### Challenges and Strategies for Addressing Them

While the pedestrian-oriented zoning districts like Old Town, Knowledge Park, and Riverwalk have comprehensive, internal sidewalk connectivity, some of the older parts of the city that were developed prior to the city’s sidewalk requirements do not have the same pedestrian infrastructure. To address this, Rock Hill is targeting gaps in sidewalk connectivity to increase the city’s overarching walkability.