



4. Shape Transitions

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Zoning District Policies

Overall Intent: Maintain neighborhood character by creating compatible transitions that minimize land use conflicts.

Strategy: Define the character of zoning districts and develop methods to transition those zoning districts through a zoning district compatibility chart.

Implementation Method: Zoning and rezoning amendments.

The land use types lead us to look at proper transitions between zones. The proposed zoning districts will be used as a guide and will be incorporated into the City zoning ordinance.

The following policies should be used to help develop decisions on *rezoning* developable and redevelopment land as a part of the zoning process. The “Shape Transitions” chapter of the “Shape Sioux Falls” plan will help to guide the **objective of land use transitions as a part of the goal of planning neighborhoods, land use, and urban form.**

Step 1: Zoning Process Options

There are three options when zoning and rezoning land:

Option A—Single Zoning District Developments

When a development is requesting amendment of zoning for a single-use project, the developer should also take into consideration the existing land uses adjacent to their property, as well as the future land uses for land use compatibility. See Exhibit 4.B: “Full Zoning District Compatibility Chart” at the end of this chapter for more information.

Option B—Multi-Zoning District Developments

When a development has two or more zoning districts:

1. Consider the recommendations of the Exhibit 4.B: “Full Zoning District Compatibility Chart” in regard to existing and proposed adjacent land use compatibility.
2. There should be options within planned unit districts to combine zoning districts that are generally compatible.

Option C—Mixed-Use Planned Unit Developments

As another option, developers may look to the mixed-use planned unit development (PUD)

option to afford additional design options. Mixed-use employment centers are also an option with this plan. Increased density, added land use flexibility, and the addition of residential uses are advantages with this option. As an example, the Sioux Falls **downtown area** is a mixed-use area and should be afforded the same PUD design options.

The intent of the **mixed-use PUD option** is to allow landowners and the City to be responsive to and accommodate changing market demands, allowing for new sustainable options, while mitigating known impacts. Rather than primarily regulating the use of a property, the mixed-use PUD areas are intended to emphasize the form, design, and function of development on the site, rather than the particular uses that occur in a building. (For more information, see “Mixed Use Options,” later in this chapter.)

Other PUD Options

Other types of development may apply for the PUD option in order to receive increased density or reduced setbacks, as long as the policies of Shape Places (land use and development policies) are maintained.

Step 2: Define Proposed Zoning Districts

Before transitions between uses can be determined, the character of zoning uses must be clearly defined. Zoning districts and their policies below are defined and detailed to help developers and citizens to understand in greater detail each type of zoning district. The policies should also be utilized in providing direction

for developers throughout the development review process, and zoning ordinance districts shall be based upon the proposed zoning districts in this chapter. Many policies are cross-referenced with land use and development policies in Chapter 5: “Shape Places” for each of the planned zoning uses. In addition, each use should be consistent with the approved Map 3.A: “Future Land Use” and Exhibit 3.A: “Future Land Use Table,” found in Chapter 3: “Shape Neighborhoods.”

■ Single-Family Residential Uses

Single-family residential uses will primarily consist of single-family residential units. Also, uses that are acceptable include schools, parks, places of worship, neighborhood utilities, small group homes, home day cares, and home occupations. Any other use should have appropriate transitions. (See Exhibit 4.B at the end of this chapter.)

General criteria for low-density residential include:

1. Affirm and encourage one household residential use as the principal use in single-family residential areas, and the primary use permitted outright.
2. Limit the number and types of nonresidential uses permitted in single-family residential areas in order to protect those areas from the negative impacts of incompatible uses.
3. In order to maintain single-family areas in residential use, limit parking lots. **When necessary, mitigate the negative effects**

of expansion, like parking lots (or other uses) that are accessory to permitted uses in abutting higher intensity zones from expanding into single-family residential areas. (See Chapter 5: “Shape Places,” sections E. Parking and F. Transitions.)

4. Allow flexibility in setbacks and yard requirements (while maintaining green space) to allow homes to be upgraded and to enhance the neighborhood. (See Chapter 5: “Shape Places,” sections A. Streetscape and D. Open Space.)
5. Do not allow rezonings unless land use transitions are incorporated. (See Chapter 5: “Shape Places,” section F. Transitions.)
6. Provide for different intensities of single-family areas to reflect differences in the existing and desired character of single-family areas across the city. (See Chapter 5: “Shape Places,” sections A. “Streetscape” and D. “Open Space.”)
7. Utilize a range of single-family uses to maintain the current density and character of existing single-family areas. (See Chapter 5: “Shape Places,” sections A. “Streetscape” and D. “Open Space.”)
8. Various residential districts will evolve or continue to evolve with their own defining characteristics. The City will support efforts to tailor development standards with respect to unique circumstances. Size and pattern of lots and blocks, building style, street design details, street and outdoor lighting, and landscape characteristics should be combined in ways unique to a given residential neighborhood. (See Chapter 5: “Shape

Places,” sections A. Streetscape and D. Open Space.)

9. Allow development of single-family dwellings that are compatible with the existing pattern of development and the character of each single-family neighborhood. (See Chapter 5: “Shape Places,” section F. Transitions.)
10. Establish height limitations in single-family residential areas that maintain a consistent height limit throughout the building envelope.

There are **four** types of single-family uses:

1. Traditional Single-Family Residential
(the “core” area)

- a. Higher density; more on-street parking; fewer garages and driveways. Discourage the demolition of single-family residences and displacement of residents in a way that encourages housing stabilization, sustainability, rehabilitation, and that provides affordable housing opportunities throughout the city.

(1) 10-yard front yard and backyard setbacks

2. Suburban Single-Family Residential

- a. Lower density, garage stalls, concrete parking stalls. Discourage disconnected neighborhoods; allows for more housing styles and values for multigenerational and socio-economic connections.

3. Neo-Traditional Single-Family

- a. Same as 1 and 2, except allow reduced setbacks with some near-zero front yards allowed.
- b. Side yard reductions allowed, with front and rear maintained.
- c. Alleys allowed with parking; and front yard amenities.

4. Manufactured Housing

A manufactured home is fabricated in one or more sections and is designed to be towed on its own chassis.

Manufactured housing areas may be placed into development park areas as long as the following are maintained:

- a. Pitched roofs are encouraged.
- b. Appropriate transitions to other residential areas are maintained.
- c. Fronts of homes shall be oriented to the street.

■ Medium-Density Residential Uses

Maintain a variety of multifamily zoning classifications to permit development for a wide variety of housing types, scales, and configurations appropriate to the context and development objectives of various neighborhoods within the city.

1. Twin homes and duplexes

- a. Use low-density multifamily areas to provide for transitional densities between single-family neighborhoods and more intense nonresidential and high-density residential uses.

- b. Provide opportunities for attached housing at slightly higher densities than single-family areas.
- c. Encourage a variety of twin homes and types at a scale compatible with single-family structures.

2. Three- to eight-unit structures.

- a. Encourage a variety of townhome types at a scale compatible with apartments, with less front yard and backyard setbacks than typical single or twin home structures.
- b. Allow private drives as access to decrease impervious surfaces and to decrease conflict points along streets.
- c. Consider additional height in the denser areas, when there is adequate space between apartment buildings and single-family residences in order to decrease blocked views and shadows on adjacent structures and open spaces.

■ High-Density Residential Uses

1. Accommodate greater concentration of housing in dense, pedestrian-oriented urban neighborhoods having convenient access to transit, employment, and commercial centers.
2. Provide public open spaces easily accessible to the public, with public amenities. (See Chapter 5: “Shape Places,” in section D. “Open Spaces.”)
3. Consider additional height in the high density areas when there is adequate space between high-rise apartment buildings to

decrease view blockages and shadows on adjacent structures and open spaces.

4. Encourage owners to participate in the crime prevention program.
5. The massing should be diminished by varying the roof lines and scale. (See Chapter 5: “Shape Places,” section F. Transitions.)

■ Commercial Uses

Four types of commercial districts are proposed:

■ Commercial 1—for in-fill for old neighborhoods, core area

The Commercial 1 designation applies to building sites within in-fill and core neighborhood areas, and includes convenience types of land uses, including gas stations/convenience stores, dry cleaners, drug stores, smaller grocery stores, a limited number of fast food restaurants, and other establishments that serve the daily needs of persons living in the adjacent residential areas.

Commercial 1 building sites will typically be about 15,000 square feet of gross building area, and a one-half acre parcel in size.

Compatible building height with neighborhood shall be maintained.

■ Commercial 2—new neighborhood employment zones

The Commercial 2 designation applies to building sites within neighborhood areas and includes convenience types of land uses including gas stations/convenience stores, dry cleaners, drug stores, smaller grocery stores, a limited number of fast food restaurants, and other establish-

ments that serve the daily needs of persons living in the adjacent residential areas.

Commercial 2 building sites will typically be about 25,000 square feet of gross building area. Compatible building height with neighborhood shall be maintained.

■ Commercial 3

The Commercial 3 designation applies to building sites within community commercial areas, and includes uses such as larger grocery stores, clothing stores, hardware stores, sit-down and fast-food restaurants, and other establishments that serve the shopping needs of the larger community of Sioux Falls. You would leave your neighborhood to do business here, but you would not go out of your way to shop at these businesses.

Commercial 3 building sites will typically be about 75,000 square feet of gross building area. Height limitations should also be addressed.

■ Commercial 4

The Commercial 4 district is intended to be the most intense business-use area in the city. Appropriate land uses include, but are not limited to: malls, big box stores, super grocery stores, warehouse clubs, department stores, and furniture stores. They are regional in nature; people travel across the city to do business at these locations.

Commercial 4 building sites will have no limitation of building area, but height limitations could apply.

Commercial Site Design Requirements—

Commercial uses should typically be located in areas where the intensity of the traffic planned and the street access will safely and efficiently operate the roadways and intersections.

1. Prevent office and commercial projects from expanding into surrounding residential areas.
2. Employment centers should normally have commercial land uses located at the first full street or highway access point.
3. The zoning of land use should decrease to a lower intensity from the first access point as long as suitable land use transition zones are maintained (i.e., office/multifamily buffering commercial from single-family residential).
4. Commercial vehicle traffic shall not be forced to travel through a residential area for its main arterial access.
5. Avoid high-intensity land uses adjacent to low-density residential (“adjacent” includes across most streets), unless other buffers are included in the site design, such as drainage ponds, parks, schools, or substantial landscape buffers (perhaps 50 feet or more in width).
6. Higher-intensity land uses (commercial, office, and economic development) are encouraged within employment centers. Multifamily and office land uses are encouraged to be used as transitional land uses to low-density residential areas.
7. Require significant transitional land uses from commercial to single-family residential land uses. Transitional land

uses would include office, multifamily, and some smaller institutional land uses. (See Exhibit 4.A: “Summary of Zoning District Compatibility” and Exhibit 4.B: “Full Zoning District Compatibility Chart” at end of this chapter.

8. Prevent commercial areas from growing together, which leads to strip development, and has negative impacts of parking, access, and site development.
9. Conform to conventional zoning setbacks and maximum building height requirements. No flexibility in land use is to be permitted in the conventional commercial zoning option.

■ **Light Industrial District**

This district is intended to provide for a number of light manufacturing, wholesale, warehousing, and service uses in an attractive industrial-park-like setting. These uses do not depend on frequent personal visits from the public at large, but allow for use by other park businesses, and do not include residences, apartments, or commercial uses which are primarily retail in nature. It is the intention of this district to provide low-impact, high-amenity industrial development along the major streets and adjacent to residential areas, while allowing for slightly heavier development in the interior of the industrial areas.

1. Consider manufacturing uses, advanced technology industries, and a wide range of industrial-related commercial functions (such as warehouse and distribution activities) appropriate for industrial areas.

Currently, financial centers are located within industrial districts based upon their large land holdings, parking areas, amount of employees, and shifts.

2. Permit commercial uses in industrial areas to the extent that they reinforce the industrial character of the area.
3. On sites that are along major streets, require new development to provide street trees, landscape screening, and sidewalks. Also, require appropriate landscaping, building materials, and screening of outside storage in order to promote a positive impression of the city's industrial areas. (See Chapter 5: "Shape Places," section D. Open Space.)
4. Set parking and loading requirements for various uses to provide for only adequate parking and loading facilities. It should be encouraged to allow some on-street loading and occasional spillover parking. Provide for parking reductions to encourage the use of small sites and landmarks, and the reuse of existing structures. (See Chapter 5: "Shape Places," in section E. Parking.)
5. Provide an appropriate land-use transition between industrial areas and adjacent residential or mixed-use commercial zones (including downtown). Land-use transitions can include office, institutional, and multifamily types of land uses.
6. Determine height provisions that ensure visual compatibility and transition in scale between industrial areas and less-intensive abutting zones, with lower heights closer to less-intensive zoning uses.

■ Heavy Industrial District

This district shall provide for the same policies as light industrial areas, except the uses are intended to also provide for **heavy** industrial uses, which may create some significant noise, smell, and/or aesthetic issues to mitigate. Mitigation measures in a heavy industrial area shall include at least a one-half-mile buffer to residential areas. Measures will also ensure that health and safety issues are addressed on-site prior to impacting adjacent properties: chemicals are stored properly, rodents are controlled properly, and any outside storage is adequately screened and kept away from major street corridors and entry points to the city. Some uses that are generally regarded as heavy industrial include:

- Manufacture of chemicals and like substances
- Stockyards and slaughtering of animals
- Rendering
- Distillation of products
- Refining
- Sanitary landfills
- Paper manufacturing
- Smelting
- Boilerworks
- Tank farms/petroleum products terminal
- Processing of hides or furs
- Grain terminal/grain processing
- Salvage yard
- Mining

The City's planned heavy industrial areas should focus upon good transportation elements: rail, airport, and major street access. They should *not* be located on any of the city's environmentally sensitive areas, such as floodplains and aquifer protection areas.

■ Major Institutional District

Hospitals and higher educational facilities play an important role in Sioux Falls. Institutions containing these facilities provide needed health, educational, and other services to the citizens of Sioux Falls and the region. They also contribute to employment opportunities and to the overall diversification of the city's economy. However, when located in or adjacent to residential and pedestrian-oriented commercial areas, the activities and facilities of major institutions can have negative impacts, such as traffic generation, loss of housing, displacement, and incompatible physical development. These policies provide a foundation for the City's approach to balance the growth of these institutions with the need to maintain the livability of the surrounding neighborhoods.

1. Provide for the coordinated growth of major institutions through review of major institution conceptual master plans and the establishment of major institution (overlay/planned development district) zones.
2. Establish major institution planned unit developments (PUDs) to allow appropriate institutional development within planned boundaries, while minimizing the adverse impacts associated with development and geographic expansion. Balance the public benefits of growth and change for major institutions, with the need to maintain the livability and vitality of adjacent neighborhoods.
3. Encourage significant community involvement in the development, monitoring, implementation, and

amendment of major institution master plans, including neighborhood meetings.

4. Understand the need for individual property rights and market-driven land costs within the framework of master plans and proposals.
5. Encourage neighborhood participation in the process of revision, amendment, and refinement of the master plan proposals.
6. Require preparation of either a master plan or a revision to the existing master plan when a major development is proposed that is part of the major institution.
7. Apply the development standards of the underlying zoning classification for height, density, bulk, signage, setbacks, coverage, and landscaping for institutions to all major institution development, except for specific standards altered by a master plan.
8. The need for appropriate land use transition shall be a primary consideration in determining setbacks.
9. Identify land area needs and establish perimeter growth boundaries.
10. Urban villages and mixed uses should be considered to decrease the amount of daily vehicle traffic, while allowing service to both the institution and the neighborhood. (See Chapter 5: "Shape Places," sections G. Vertical Mixed-Use Development and H. Horizontal Mixed-Use Development.)
11. Encourage affordable housing as a buffer to core residential neighborhoods.

12. Encourage building *up* rather than *out* to preserve open space and minimize the need to acquire additional properties.
13. Identify locations for new or expanded parking lots and/or ramps, and require well-designed parking structures, parking lot landscaping, and screening from streets and abutting properties.

■ Office District

Office districts work well as transitional land uses for commercial areas, based upon their residential design elements, limited hours, reduced parking, and signage. As such, the transition to residential areas must include well-designed setbacks, landscaping, and site orientation characteristics.

1. Office districts typically require good transportation access and should be located on or near major arterial or collector roadways. They should be served by high-capacity transit routes. These transportation elements are especially important for districts with large numbers of employees. Districts should be available for flexible sites for smaller to mid-size office complexes. The size of the office district should never become a prominent portion of an employment center.
2. Office districts should be designed with connections to citywide pedestrian, transit, and bicycles infrastructure. This allows for additional modes of commuter transportation other than the typical single-occupancy vehicle. Whenever possible, general office districts should be located close to other commercial or

mixed-use districts that provide restaurants, lodging, and other services, particularly when these are not available within the district. Location close to residential areas is also recommended. (See Chapter 5: “Shape Places,” section C: Multi-Modal Access.)

3. Good office district design plans for fewer site impacts based upon parking lots. Design addresses bicycle, transit, and pedestrian traffic. Functional design within the parking areas also addresses the surface drainage and connectivity to other uses, such as retail and personal services. (See Chapter 5: “Shape Places,” in section E. Parking.)
4. Whenever possible, general office districts should include additional landscape setback adjacent to residential areas. Parking lots should be located away from residential homes, with the backs of the offices adjacent. Pedestrian connections to and through the office district and to neighborhood commercial from the residential neighborhoods should be developed. (See Chapter 5: “Shape Places,” in section F. Transitions.)

■ Small Institutional District

Small institutions are included within many of the residential areas of Sioux Falls. Elementary schools, churches, nursing homes, assisted-living facilities, and group homes are all common within and adjacent to all residential areas of the city. Because of the importance of these facilities, many of the institutions are included as conditional uses in residential zones. Therefore, Map 1.A: “Current Land Use” shows small institutional

land use areas. This is considered acceptable as long as it meets the following policies:

1. Allow small institutions and public facilities that are determined to be compatible with the function, character, and scale of the area in which they are located.
2. Development standards for small institutions and public facilities affecting setbacks, open space, landscaping, and screening shall be similar to those required of other development within the area, but should be allowed to vary somewhat because of special structural requirements of some institutional and public facility uses. Except for public schools and the spires of religious institutions, do not permit small institutions or public facilities to vary from zoned height limits.
3. Establish additional development standards for small institutions and public facilities in residential zones that mitigate adverse conditions regarding light, glare, noise, odors, parking, and transportation.

■ Mixed-Use Options

The advantage to the developer with the mixed-use planned development option is that increased density may be allowed, and, in fact, is encouraged within these areas. Mixed-use areas or **urban villages and pedestrian-oriented development** also have an advantage because they allow multiuse buildings based upon the form rather than the use. A mixed-use area will emphasize pedestrian orientation and minimize auto-oriented uses or uses geared towards the automobile. The advantage

for the community is a diverse urban environment which functions as a whole, and not as individual parts—with the neighborhood’s inhabitants living and working in proximity, working and dining together, and living and shopping collectively. (See Chapter 5: “Shape Places” for more information.)

Mixed-use planned developments differ from conventional employment centers in that they are favorable to pedestrians and public transit (versus automobiles), have integrated land uses (residential uses are encouraged), and public spaces. In order to qualify as mixed use, the Planning Commission and City Council must approve a planned unit development Zoning District that incorporates most, if not all, of the following policies:

1. Horizontal Mixed-Use—Pedestrian-oriented (employment and residential mixed) planned unit development option.
 - a. Commercial and/or office allowed up to 80 percent of the area, with at least 20 percent of the residential, with usable pedestrian connections. (See Chapter 5: “Shape Places,” in section H. Horizontal Mixed-Use.)
2. Vertical Mixed-Use—Urban village planned unit development option. (See Chapter 5: “Shape Places,” in section G. Vertical Mixed-Use.)
 - a. Commercial-centered mixed-use is allowed at current employment center locations with approximately the same land-use allocations.

- b. Residential centered mixed-use is allowed within residential areas with the following standards:
- (1) Evidence can be shown that a high employment generator is nearby and that the market requires such.
 - (2) Nearby employment center allocations are being under-utilized.
 - (3) Transitions can be maintained.
 - (4) Commercial uses are very limited and not accessory in nature to the residential neighborhood.
- c. The downtown mixed-use area is existing and shall be maintained as vertical mixed-use area.

A PUD district incorporating those design policies would be the appropriate method to develop a mixed-use development—either horizontal or urban village. The conventional zoning district also has planned policies, but conventional zoning district regulations will apply with this option, and no options for flexibility will be allowed.

The mixed-use option is available for any of the employment centers without a future land use map amendment. However, mixed-use planned developments must adhere to the specific pedestrian, land use, and development policies provided in Chapter 5: “Shape Places.”

Step 3: Create Compatibility between Proposed Zoning Districts

A land-use compatibility guide assesses the degree of compatibility of proposed and established land uses, and establishes policy directions to address these potential conflicts and external effects. Zoning district regulations then include standards based on the compatibility guide. A summary of a compatibility chart is located on the next page. To review the full compatibility chart, see Exhibit 4.B: “Full Zoning District Compatibility Chart” at the end of this chapter.

Exhibit 4.A: Summary of Zoning District Compatibility (by degrees of compatibility)

For entire Compatibility Chart, see Exhibit 4.B.

What is this chart? The chart illustrates the compatibility level of a zoning district to an adjacent zoning district. The level is based upon 1 through 5, with 5 the most compatible and 1 the most incompatible land use. See the zoning district transition policy guidelines below for more information.

How to use this chart: Find the adjacent zoning districts in the appropriate row and column. The colored box at the intersection of the row and column provides the compatibility level rating.

Zoning District	Zoning District				
	Low-Density Residential	High-Density Residential	Office	Commercial 3	Light Industrial
Low-Density Residential	5				
High-Density Residential	3	5			
Office	3	4	5		
Commercial 3	2	3	4	5	
Light Industrial	2	3	4	4	5

See full chart on next page.

EXAMPLE

KEY:

5. **Compatible:** Identical to pre-existing zoning districts or totally compatible. Development should be designed consistent with good planning practice.
4. **Compatible, with Minor Conflict Potential:** The new zoning district is generally compatible with the existing adjacent zoning district. Traffic from higher intensity districts should be directed away from lower intensity districts. Building elements and scale should be consistent with surrounding proposed and existing development. Examples include medium density residential proposed adjacent to low-density residential districts.
3. **Potential Incompatibility:** The new zoning district may have potential conflicts with existing adjacent zoning districts, which may be remedied or minimized through project design. Traffic, parking, and other external effects should be directed away from lower-intensity districts. Landscaping, buffering, screening, and compatible height and scale methods should be employed to minimize negative effects. A Planned Unit Development may be advisable. Examples include:
 - High-density residential development proposed against lower density residential uses.
 - Office and light commercial development against residential uses.
2. **Medium Incompatibility:** The new zoning district has significant conflicts with the existing adjacent zoning districts. Major effects must be mitigated to prevent impact on adjacent zoning districts. A planned unit development should be required to minimize project impact and define development design. That may include significant buffers and screening, land-use transitions, and other external operational impacts. Also, include methods from Policy 7 in the “Transitions” section of Chapter 5: “Shape Places.” Examples include:
 - Community and general commercial development proposed against residential uses.
 - Light industrial development proposed against residential uses.
1. **High Incompatibility:** The new zoning district is incompatible with adjacent land uses. Any development proposal requires a Planned Unit Development and extensive documentation to prove that external effects are fully mitigated. In general, proposed districts with this level of conflict should not be permitted. Examples include heavy industrial uses proposed on sites adjacent to low- or medium-density residential uses.

Exhibit 4.B: Full Zoning District Compatibility Chart* by Degrees of Compatibility

Zoning districts	Adjacent new or existing zoning districts													
	Units per acre	Low-density residential	Mfg. housing	Med.-density residential	Office	High-density residential	Small institutional	Commercial 1	Commercial 2	Commercial 3	Commercial 4	Large institutional	Light industrial	Heavy industrial
Low-density residential	1-6	5												
Manufactured housing	<8	3	5											
Med.-density residential	6-12	4	4	5										
Office		4	3	4	5									
High-density residential	>12	3	3	4	4	5								
Small institutional		4	4	4	5	4	5							
Commercial 1		4	4	4	5	4	4	5						
Commercial 2		3	3	3	4	3	3	5	5					
Commercial 3		2	2	3	4	3	3	4	4	5				
Commercial 4		1	2	2	4	3	3	4	4	5	5			
Large institutional		3	3	3	4	4	4	4	4	3	3	5		
Light industrial		2	2	3	4	3	3	4	4	4	3	4	5	
Heavy industrial		1	1	1	3	2	1	3	3	3	3	2	4	5

*The compatibility chart may need to be updated based upon the final zoning districts as a part of the approved zoning ordinance.