

**ADOPTED JANUARY 9, 2020**

**Regional Planning Commission  
of Greater Birmingham**

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# **PLAN PELHAM**

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**City of Pelham  
Comprehensive Plan**

**creating a  
vision for  
the future**

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This project was supported by funding from the Regional Planning Commission of Greater Birmingham (RPCGB) and the Birmingham Metropolitan Planning Organization (MPO) Building Communities Program. The contents of this document do not necessarily reflect the official views or policies of the Birmingham MPO or the RPCGB. For more information on this program, please visit <http://www.rpcgb.org> or call (205) 251-8139.

This plan was prepared as a cooperative effort of the U.S. Department of Transportation (USDOT), Federal Highway Administration (FHWA), Federal Transit Administration (FTA), the Alabama Department of Transportation (ALDOT), MPO and RPCGB as a requirement of Title 23 USC 134 and subsequent modification under Public Law 114-94 (FAST Act) December 2015. The contents of the plan do not necessarily reflect the official views or policies of the USDOT.

The contents of this Comprehensive Plan are designed to serve as a guide in the public and private development of land and as such are not binding upon the City of Pelham when making specific land use decisions and public investments.



# ACKNOWLEDGMENTS

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# PLAN OVERVIEW

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## **GEOGRAPHIC LOCATION**

The City of Pelham is located south of the intersection of Interstate 65 and State Route 119 in northwestern Shelby County, approximately 20 miles south of Downtown Birmingham. Shelby County is home to many of the suburban bedroom communities of metropolitan Birmingham, and in 2017 was the sixth fastest-growing county in the State of Alabama. Pelham is the second-largest Shelby County municipality by population. The four neighboring municipal jurisdictions include Helena to the west, Hoover to the north, Chelsea to the northeast, and Alabaster to the south. The City encompasses approximately, 25,152 acres. (see **Figure 1.1**).

## **BACKGROUND**

The City of Pelham Comprehensive Plan, which has been branded as Plan Pelham, is the cooperative effort between the Regional Planning Commission of Greater Birmingham (RPCGB) and the City of Pelham. The last Pelham Comprehensive Plan was adopted in 2003. This plan is an opportunity for the citizens of the City of Pelham to tell their story and help shape the future vision for the City. It will help the Mayor, Pelham City Council, Pelham Planning Commission, citizens, developers and other community investors as they attempt to understand the vision for the City, especially for making decisions regarding land use, development, growth management and capital improvements. More information on the purpose of a Comprehensive Plan can be found in the next section.

Funding for the Comprehensive Plan was provided via the RPCGB's planning assistance program, Building Communities. Under the Building Communities Program, the RPCGB provides funding at 80% of the plan's total cost; the City of Pelham provided funding in the amount of 20% of the plan's total cost.

## **PURPOSE OF THE PLAN**

The Comprehensive Plan for the City of Pelham is intended to define the City's overall vision for growth and redevelopment. It is not a law or a zoning ordinance but is intended to serve as a guide to community decision-making regarding land use, development, growth management and capital improvements decisions. It provides a framework for guiding public and private decisions that will affect new development as well as reinvestment in existing neighborhoods and business areas.

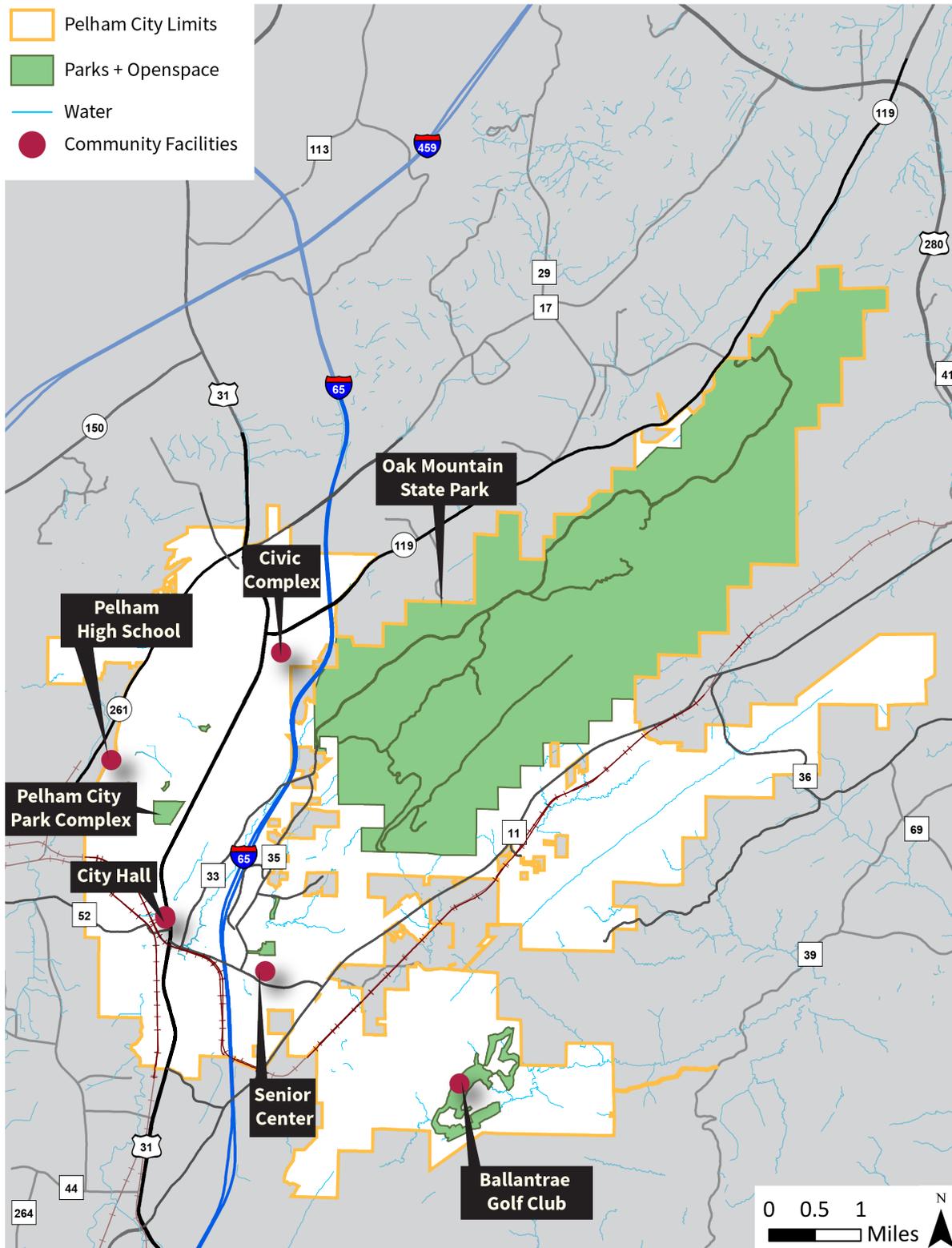
A Comprehensive Plan is based on the citizens' vision of how they want their city to grow in the future— it is a long-term vision (typically covering 15 to 25 years) that may extend beyond the lifetime of those participating in drafting the plan.

The Comprehensive Plan is used as a guide to decide where future housing and business growth should occur, to determine what types of transportation system investments are needed, to determine what changes are needed to recruit more businesses and jobs, to determine what housing needs exist, to protect environmentally sensitive areas and to determine what is needed for the safety and welfare of the citizens. The Plan is also a guide for zoning decisions, which in turn guides development permits in the City.

## **PLANNING AUTHORITY IN ALABAMA**

Planning in the State of Alabama is not compulsory, and there is no specific requirement on the frequency of comprehensive plan updates. However, it is strongly recommended that the City of Pelham's Planning Commission, and the City Council, regularly review and update (as frequently as every five years) the Comprehensive Plan. This is especially true if the City is experiencing rapid population and/

Figure 1.1: Pelham Study Area Map



or employment growth, major changes such as an annexation of land or a major land development decision has occurred, or the completion of another study that impacts the plan. Frequent review and updates also will help safeguard the city from legal challenges and enable them to be proactive in steering the city towards achieving its vision and goals, instead of being reactive to issues and challenges that arise because of the lack of adequate planning.

The Alabama Legislature provides guidance for municipalities that choose to exercise their ability to plan for their city’s growth and development. The Code of Alabama, 1975, Section 11-52-8 and Section 11-52-9 directs planning commissions “to make and adopt a master plan for the physical development of the municipality, including any areas outside of its boundaries which, in the commission’s judgment, bear relation to the planning of such municipality.” Section 11-52-8 goes further to state “Such plan, with the accompanying maps, plats, charts and descriptive matter shall show the commission’s recommendations for the development of said territory” The procedure for adoption of the Comprehensive Plan is established in Section 11-52-10 of the Code of Alabama.

## **RELATIONSHIP OF THE COMPREHENSIVE PLAN TO THE ZONING ORDINANCE**

The Comprehensive Plan guides land use decisions and becomes the foundation of zoning and subdivision choices that are made by the Planning Commission and the Zoning Board of Adjustment.

The Pelham Comprehensive Plan should not be confused with the City of Pelham Zoning Ordinance. Zoning is a legal mechanism enacted by the City, whereby land is classified according to specific uses. Where the Comprehensive Plan is a guide for future growth and development, zoning is the tool utilized by the City to influence and direct development so that it reflects the intensity and desired form envisioned within the comprehensive plan. In short, the Comprehensive Plan neither changes the Zoning Ordinance, nor the zoning on any specific property. Instead, it guides the decisions of the Planning Commission and the City Council as they apply the Zoning Ordinance and make decisions about changes to zoning on individual properties. Changing the Comprehensive Plan for a parcel of land requires a Comprehensive Plan amendment and changing the zoning for that parcel requires a rezoning application.

**Table 1.1: Comprehensive Plan vs. Zoning Ordinance**

<b>Comprehensive Plan (Guide)</b>	<b>Zoning Ordinance (Law)</b>
Provides general policies, a guide.	Provides specific regulations, the law.
Describes what should happen in the long-term – recommended land use for the next 20 years, not necessarily the recommended use for today.	Describes what is and what is not allowed today, based on existing conditions.
Includes recommendations that involve other agencies and groups.	Deals only with development-related issues under control.
Flexible to respond to changing conditions.	Predictable, fairly rigid, requires formal amendment to change.
General Land Use Categories (e.g., residential, commercial)	Zoning Districts (e.g., R-1 Single-family Residential, B-1 Neighborhood Business District)
General Land Use Locations	Parcel specific zoning designations
Base document, declaration of goals	Implementation of goals/plans

## PLAN ORGANIZATION

The Pelham Comprehensive Plan provides a framework and a methodology for converting the community’s vision into a sustainable reality. The plan contains eight Chapters and three Appendices. Chapters 3-8 are organized by the following planning elements: Future Land Use, Transportation, Economic Development, Green Systems, and Planning and Public Services. Each thematic chapter has goals and supporting implementation actions that relate to the chapter’s theme. A description of each chapter and Appendix in the plan is outlined in **Table 1.2**.

**Table 1.2: Plan Organization**

Plan Chapters		Description
1	<b>Plan Overview</b>	This chapter includes the purpose of the plan, the legal foundation for planning in Alabama, a summary of how the plan is organized, and a high level summary of the public involvement process.
2	<b>Pelham Today</b>	This chapter briefly highlights existing conditions and trends in Pelham. Topics presented include land use and development, socioeconomic data, housing, impervious surfaces, active transportation and transportation issues identified during the public involvement process of this plan.
3	<b>Future Land Use</b>	This chapter presents the Future Land Use Map, which will guide the City’s future zoning and land use decisions. Descriptions of the future land use categories and the future land use goals are also provided.
4	<b>Transportation</b>	This chapter provides goals and actions pertaining to the safety and efficiency of the existing transportation system, expanding the multi-modal transportation network (i.e. trails, sidewalks, and bicycle facilities) and transportation infrastructure maintenance.
5	<b>Green Systems</b>	This chapter provides goals and actions pertaining to stormwater management, low impact development and parks and recreation facilities.
6	<b>Economic Development</b>	This chapter provides goals and actions pertaining to Pelham’s marketing and branding efforts and utilizing a variety of incentive programs and development tools to encourage investment along commercial corridors.
7	<b>Planning and Public Services</b>	This chapter outlines ways to improve the physical character and definition of the City, along with strategies and programs needed to streamline code enforcement and improve property maintenance. In addition, the chapter provides revisions needed to the city codes and ordinances, as well as programs needed to enhance the safety of the community.
8	<b>Implementation</b>	This chapter includes the detailed implementation matrix for the Plan’s recommended goals and actions, and describes lead partners that should help with implementing each of the actions.
A	<b>Appendix A: Existing Conditions</b>	This document is an in-depth assessment of where Pelham is today and covers a range of topics: a description of the current city departments, boards and commissions, a sociodemographic summary, existing land use, zoning and development trends, natural resources, the transportation system, utilities and infrastructure and community facilities and services.
B	<b>Appendix B: Housing Market Analysis</b>	This document provides an overview of the current residential housing trends and housing market in Pelham.
C	<b>Appendix C: Public Involvement Summary</b>	A detailed documentation of the Pelham Comprehensive Plan’s public involvement process. Each of the outreach strategies are detailed (project website, surveys, eblasts, public meetings, etc.), along with the participation rates, survey results and information gathered through the outreach activities.

## PUBLIC INVOLVEMENT PROCESS

Effective outreach provides ample opportunity for citizens to be involved in the plan development process. It educates citizens about the purpose of the planning effort, and the important role they play in developing the plan. As a part of the development of the Pelham Comprehensive Plan, community stakeholders were engaged in several different ways throughout the planning process. They were encouraged to actively voice their opinions about Pelham’s future.

Stakeholders were engaged through a variety of means including the establishment of a Steering Committee, one-on-one stakeholder interviews with elected officials and department heads, the project website, a community-wide visioning survey, public meetings and Pelham Business Council luncheons. A full public involvement summary is included in [Appendix C](#).

## STEERING COMMITTEE

A Steering Committee was established for the Pelham Comprehensive Plan process. This committee played an integral role in relaying community needs to the plan development team and communicating details of the planning efforts to the general public. The committee met three times during the Plan Pelham planning process. Their meeting schedule is identified below.

- Steering Committee Meeting 1: October 11, 2018
- Steering Committee Meeting 2: January 10, 2019
- Steering Committee Meeting 3: May 02, 2019

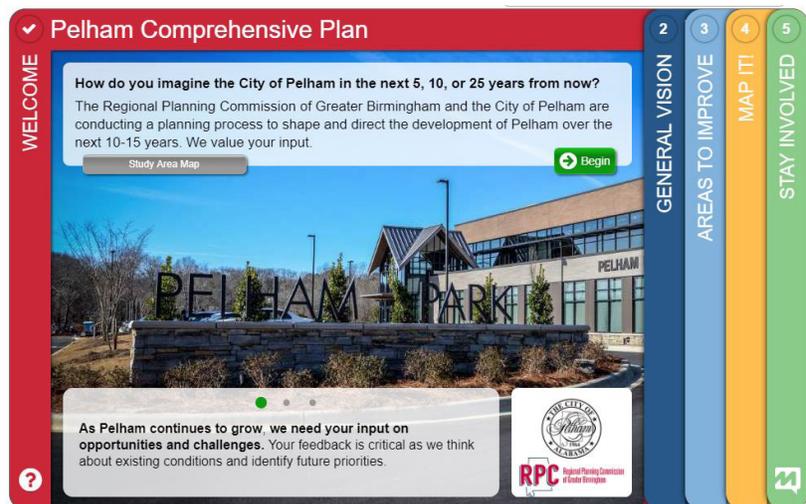
## STAKEHOLDER INTERVIEWS

Throughout the development of the plan, the project team conducted formal interviews with the Mayor, City of Pelham department heads and Pelham City Councilors. Interviews and discussions helped the plan development team to better understand baseline conditions. They also assisted with identifying key community initiatives, needs, and priorities.

## VISIONING SURVEY

This multiple-choice and open-ended question survey was created using MetroQuest, an online survey tool, and a direct link was hosted on the project website. The Visioning Survey was open for answers from October 02, 2018 through December 15, 2018 and included a series of survey questions and a map exercise that were intended to illustrate the City’s strengths, weaknesses, opportunities, as well as citizens’ priorities to the planning team. The survey was promoted via E-blasts, as well as on the RPCGB and City of Pelham’s Facebook and Twitter pages. Hard copies of the survey were made available at the Kickoff Open House on October 23, 2018. In total, 681 survey responses were received.

A summary of the responses is shown in [Appendix C](#).



Plan Pelham Visioning Survey

## **PUBLIC MEETINGS**

The following meetings were held with the general public:

### **OCTOBER 23, 2018 KICKOFF OPEN HOUSES**

The Kickoff Open Houses for plan were held on October 23, 2018 at the Pelham Civic Complex. Two open house meetings were held in order to reach as many Pelham residents and stakeholders as possible. The first Open House was held from 11:00pm to 1:00pm and second Open House was held from 5:30pm to 7:00pm, and in total 85 people attended the kickoff open house events.

The purpose of the Kickoff Open Houses was to gather feedback regarding the state of the city today and citizen’s issues and desires regarding economic and leadership development, quality of life, community development, infrastructure and planning and public services. Participants were encouraged to provide feedback to the planning team through the following interactive activities:

- Project Fact Sheet
- Issue Banners
- Visioning Survey and Map Exercise

### **APRIL 16, 2019 OPEN HOUSES**

At these public meetings the draft Comprehensive Plan was released. They were held on April 16, 2019 at the Pelham Civic Complex. Two open house meetings were held in order to reach as many Pelham residents and stakeholders as possible. The first Open House was held from 11:30am to 1:00pm and second Open House was held from 5:30pm to 7:00pm, 20 people signed in at the open house events. At the meeting, the 65 attendees were encouraged to visit tables highlighting key recommendations from each chapter of the plan and to provide feedback.

## **PROJECT WEBSITE**

A formal website for the Pelham Comprehensive Plan was maintained by the RPCGB throughout the life of the project. This website, [www.PlanPelham.com](http://www.PlanPelham.com), served as an information gateway for the plan, and provided easy access to plan documents, public meeting details, surveys and other information.

## **PELHAM BUSINESS COUNCIL MEETINGS**

During the planning period, the planning team attended Pelham Business Council meetings to gather additional input and to provide a status update on the plan to their membership. These meetings included:

- Pelham Business Council Meeting, July 17, 2018
- Pelham Business Council Meeting, October 23, 2018
- Pelham Business Council Meeting, April 16, 2019



*Pelham Business Council Meeting*



*April 16 Open House - Lunch Meeting*

## HOW DO I USE THIS PLAN?

This Comprehensive Plan is separated into goals and actions.

### GOALS

The plan's goals are created from comments received during public and stakeholder meetings. The goals summarize how development and future growth should occur by identifying physical, economic and social objectives that the community wishes to achieve for its vision. There are X goals, and each corresponds to one of the following plan elements: Future Land Use, Transportation, Economic Development, Green Systems, and Planning and Public Services. The planning elements, as indicated by their names, address various planning topics.

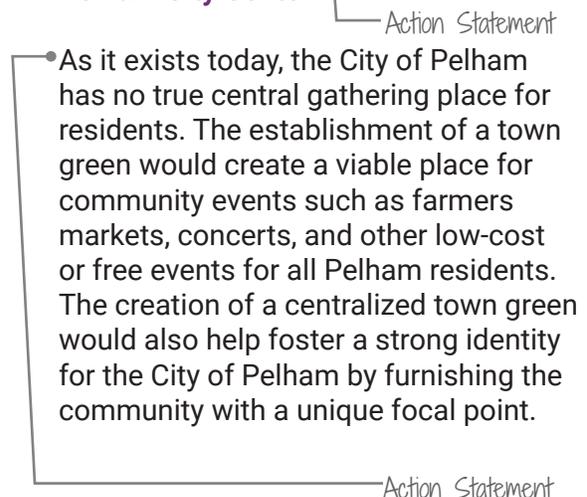


### ACTIONS

Supporting the goals are actions – specific measures that need to be undertaken by the City and partners to implement the goals. While some actions are ongoing, most have an identifiable time-frame for completion. All actions have an entity(ies) tasked with its implementation (see Implementation Chapter 8).



**Explore the feasibility of constructing a town green and amphitheater at the Pelham City Center.**



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# PELHAM TODAY

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## LAND USE AND JOBS

There are a total of 25,152 acres of land within the current city limits of Pelham. Today, approximately 76% of that area has been developed. Residential development is the primary use of developed land in Pelham, which reflects the City’s initial development as a bedroom community, from which residents travel regularly for work, shopping and other destinations.

There are approximately 1,762 businesses in the City of Pelham employing over 18,600 people. Service-based establishments make up the largest number of community businesses and provide 39% of the jobs. The Wholesale Trade industry makes up 14% of the area jobs, followed by Manufacturing (12%), Construction (12%) and Government (6%).



*Pelham City Hall*

**18,699**

# of people employed in Pelham.

**354**

# of employees employed at Pelham City Schools, which is the largest employer in Pelham, followed by the City of Pelham.

**1,762**

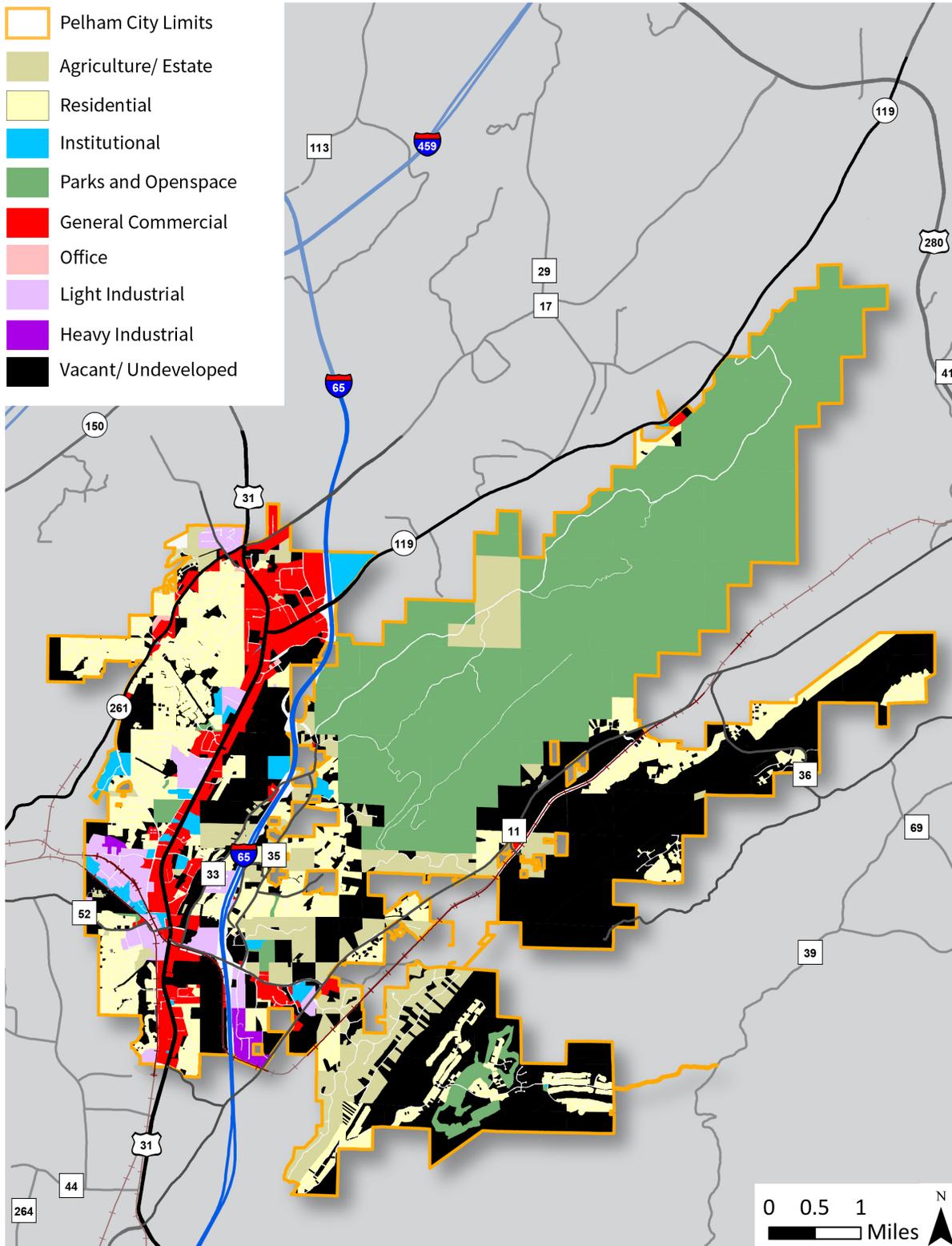
# of businesses in Pelham.

**Table 2.1: Existing Land Use by Category**

Land Use Category	Acres	% of Total
Agriculture/Estate	2,516	10%
Parks and Open space	8,493	34%
Residential	3,873	15%
Institutional	178	1%
General Commercial	1,152	5%
Office	25	0.1%
Light Industrial	865	3%
Heavy Industrial	80	0.3%
Vacant/Undeveloped	6,103	24%
Transportation Rights-of-Way	1,867	7%
<b>Total</b>	<b>25,152</b>	<b>100%*</b>

\*Numbers are rounded to the nearest whole number.

Figure 2.1: Existing Land Use Map

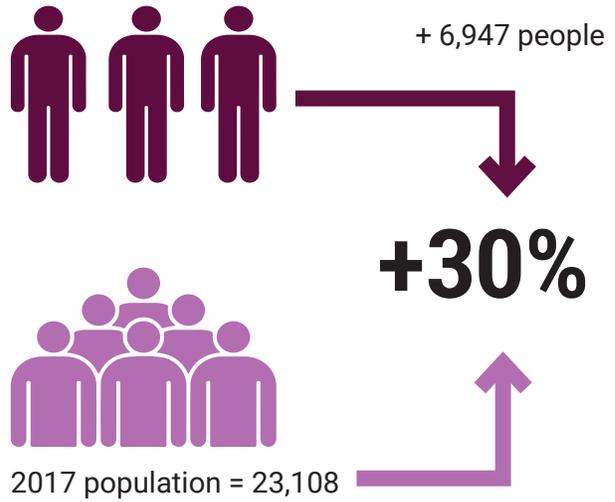


## PEOPLE AND HOUSING

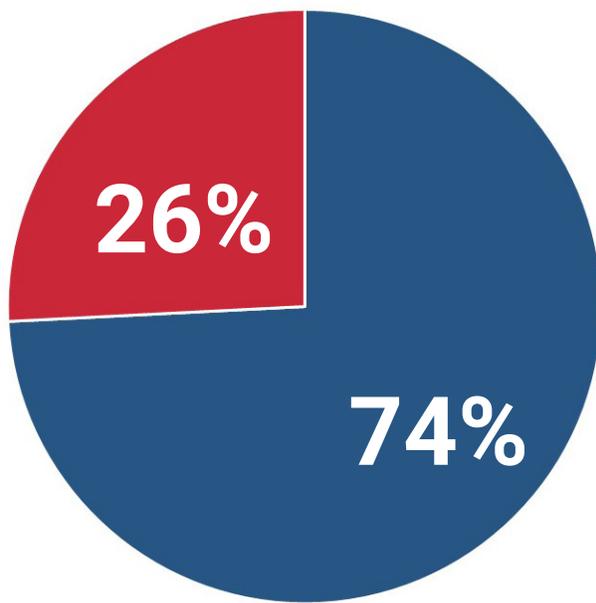
From 2000 to 2017, the population of people living in Pelham increased to 23,108 people. Between 2010 and 2017, the number of family households increased from 5,725 to 6,151, an increase of 426 families. The number of married couples slightly increased from an estimated 58% in 2010 to 61% in 2017. Pelham also experienced a 3% decrease in non-family households from 2010 to 2017. Non-family households consist of single individuals living alone or with non-relatives. This increase in family households follows those of general national trends of increasing single-parent households and multi-generational households.

## POPULATION

2000 population = 16,161



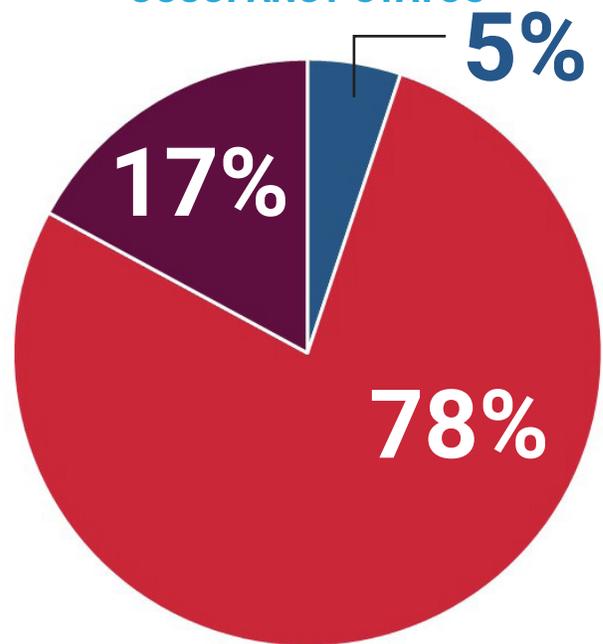
## HOUSEHOLD TYPE



Family Households

Non-Family Households

## OCCUPANCY STATUS



Owner-Occupied Housing Units

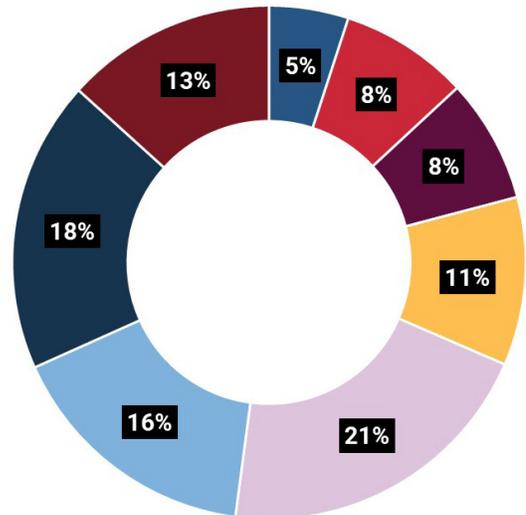
Renter-Occupied Housing Units

Vacant Housing Units

## MEDIAN HOUSEHOLD INCOME

# \$71,429

The median income of Pelham residents, which is slightly lower than Shelby County as a whole (\$72,310).



## HOUSING

# \$178,331

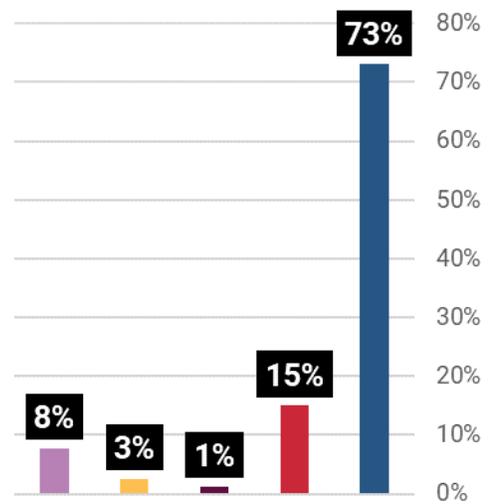
is the median home value in Pelham.



# \$1,053

The median monthly rent payment in 2017. Since 2000, median rent has increased 77% in Pelham.

## HOUSING UNITS TYPES



Single-family Dwelling

Townhouse or Duplex

2 to 4 Unit Apartments

5+ Apartments

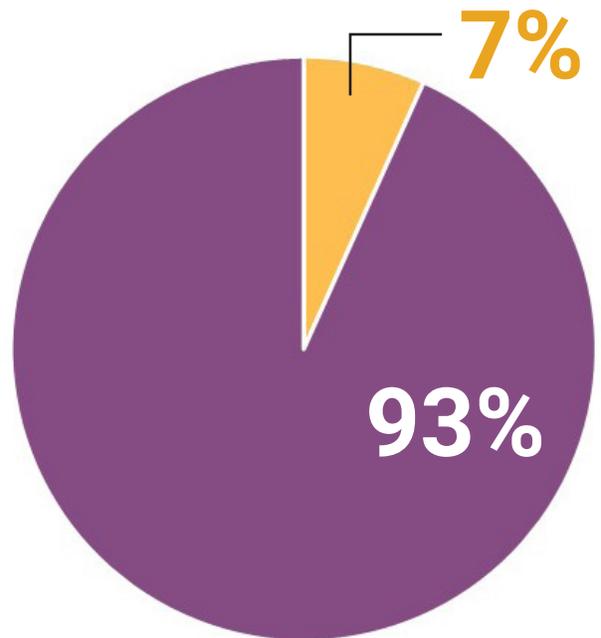
Mobile Homes

## IMPERVIOUS SURFACES

Buildings, pavement, sidewalks, parking lots, etc. all combine to form impervious surfaces, which absorb solar heat and produce “heat islands” and, perhaps more importantly, excessive stormwater runoff. Runoff creates flooding potential and discharges harmful pollutants into water bodies. In Pelham, impervious surfaces collectively account for approximate 7% of land, while 93% of land is permeable.

The city limits include features that are susceptible to untreated runoff, including Buck Creek, Bishop Creek, Peavine Creek, their tributaries and several wetlands. To protect these features, and to improve quality of life for its citizens, this Plan recommends that the City modify the Zoning Ordinance to further preserve and protect greenspaces, natural open spaces, steep slopes and areas within the 100-year floodplain. For detailed recommendations, see [Chapters 5 Green Systems and 7 Planning and Public Services](#).

STUDY AREA = 25,112 ACRES  
 IMPERVIOUS SURFACES = 1,688 ACRES  
 PERMEABLE SURFACES = 23,424 ACRES



## 1,035 ACRES,

or 74%, of the 100-year floodplain within the City lies near or along main thoroughfares including U.S. 31, State Routes 119 and 261, and County Roads 11, 17, and 52.



*Bishop Creek*

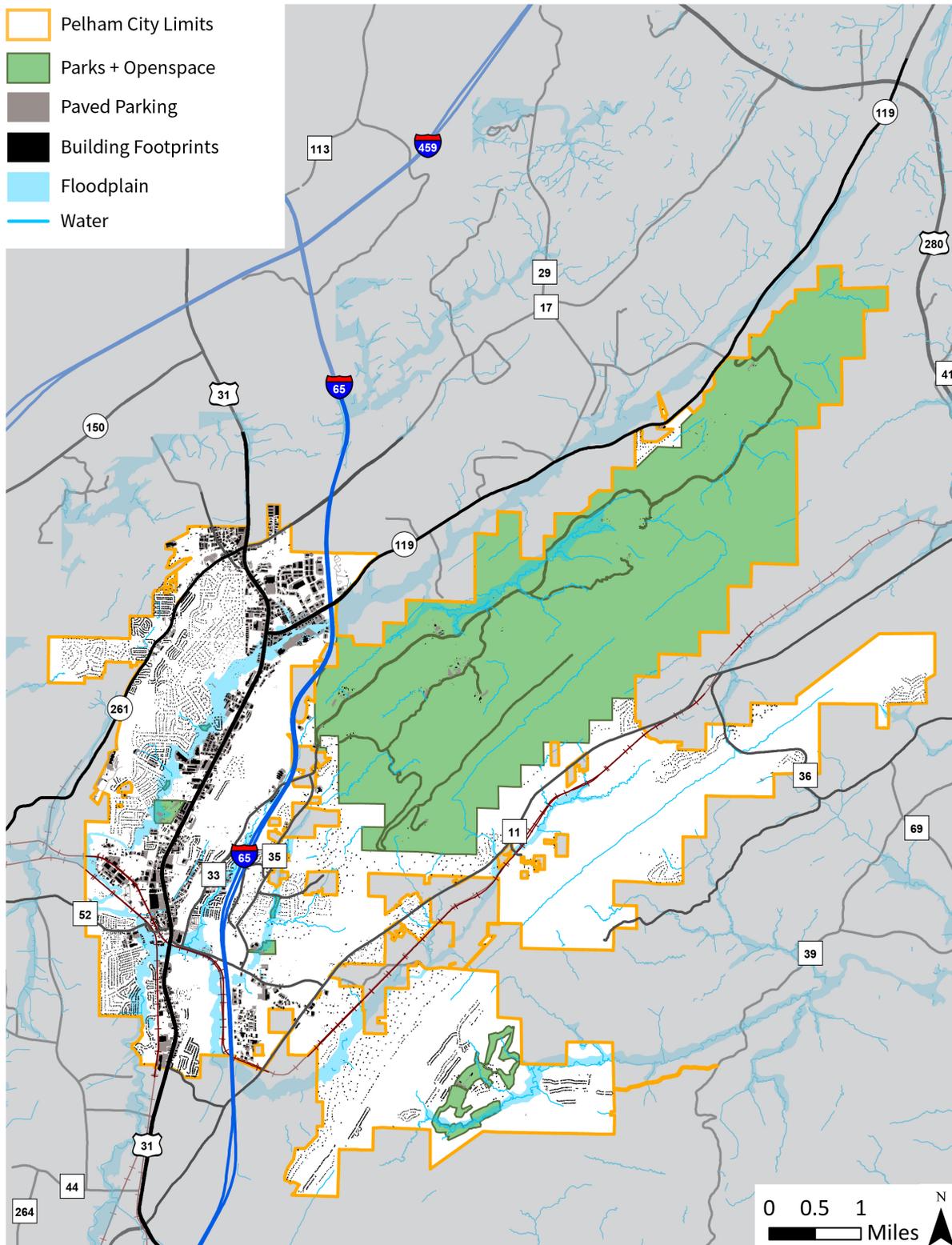
**7%**  
 of land in Pelham is composed of impervious surfaces.

## 245 ACRES

within the 100-year floodplain are developed, presenting a higher risk of flooding during heavy rains.

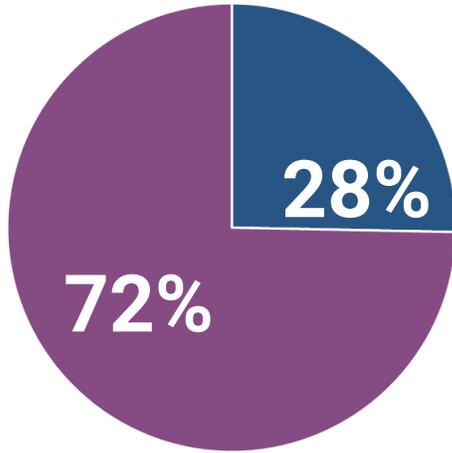
New commercial and residential developments increase the amount of impervious surfaces, which serve to increase the rate and velocity of surface water runoff into the waterways of Pelham and therefore degrading water quality.

Figure 2.2: Impervious Surface (Building Footprints) vs. Open space



## ACTIVE TRANSPORTATION

Transportation in its various forms plays a critical role in the quality of life for/of Pelham residents. It affects access to education and opportunity, good and services, worship and recreation as well as residents' budgets. The Visioning Survey associated with this Plan revealed that Pelham residents would like to be less dependent on their automobiles. There were 119 comments identifying the need for sidewalks primarily along U.S. 31, State Route 261, State Route 119, and County Road 52. Moreover, there were almost 100 comments identifying the need for additional bicycle facilities along State Route 119, U.S. 31 and County Roads 33, 35 and 52.



**273 MILES**

of **roadway exist** within the city today.

**BUT ONLY  
60 MILES**

of **sidewalks exist** within the city today (22% of total roadway miles). 29 miles of sidewalk (49% of the total number of sidewalks) are within the R-G Garden Home Residential District.



Bicyclist at Oak Mountain State Park  
(Source: [280 Living](#))

**7.65 MILES**

The length of the only existing bike lane in Pelham, located in Oak Mountain State Park.

**6.5 MILES**

The length of the planned Bishop Creek Trail. The proposed trail would travel through Pelham City Park, primarily along Bishop Creek and along Oak Mountain Park Road between Amphitheater Road and John Findlay Drive. To date, federal and local funding sources have been secured to design and construct phases of this project.

### TRANSPORTATION COSTS

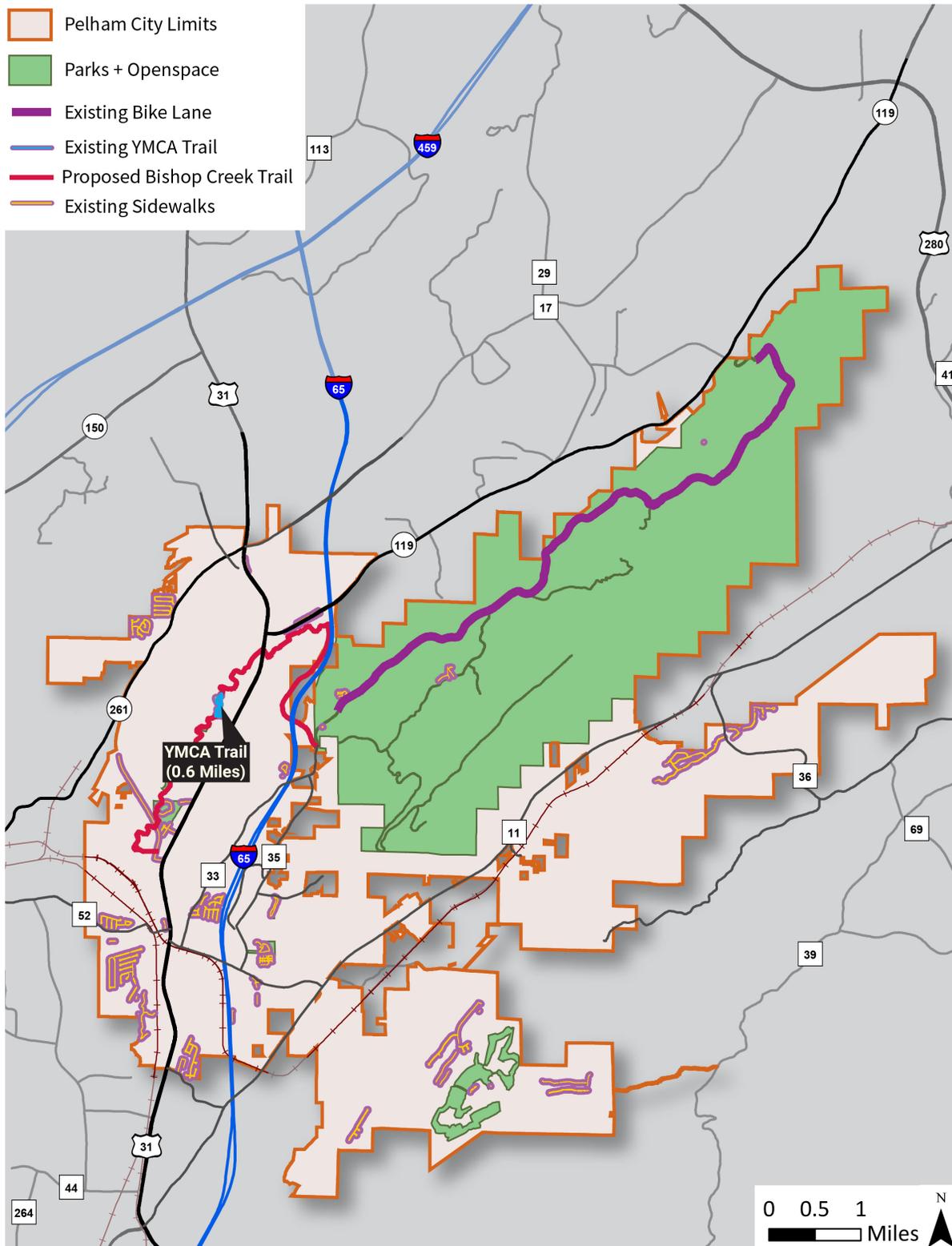
**26%**

is the percentage of income Pelham residents spend on transportation. Transportation is considered "affordable" when it costs 15% or less of household income. Like other Shelby County municipalities, most places in Pelham lack affordable transportation options.

**\$12,747**

is the average cost that households in Pelham with two cars spend annually on transportation. Transportation costs are higher for households in places that are least accessible and have the fewest mode options available, such as walking, biking or transit.

Figure 2.3: Existing Sidewalks, Bike Lanes and Trails Map



## TRANSPORTATION ISSUES

In addition to providing more walkable and bikeable connections, participants who took the Visioning Survey associated with this Plan (see [Appendix B Public Involvement Summary](#)) identified over 500 other transportation issues including:

- Traffic and congestion (171 comments)
- Intersections needing improvement (132 comments)
- Railroad crossing issues (57 comments)
- Local street needs and maintenance (20 comments)
- Speeding (14 comments)
- New roadway connections desired (7 comments)
- Transit (1 comment)
- Other traffic issues (135 comments)



**43%**

of people who took the Visioning Survey associated with this Plan stated that they were satisfied with maintenance of local roads (pothole repairs, paving, and sidewalks)

## COMMUTING IS THE #1 CAUSE OF TRAFFIC & CONGESTION

**32%**

of people who took the Visioning Survey associated with this Plan identified traffic and congestion as the number one challenge facing Pelham today, especially along Interstate 65 South and U.S. 31.

**91%**

of residents commute outside of Pelham for work. Primary commuting destinations include Birmingham (23%), Hoover (17%), Homewood (6%) and Alabaster (5%).

**OF THESE RESIDENTS**

**88%**

of residents drive alone to work.

**WHILE ONLY**

**7%**

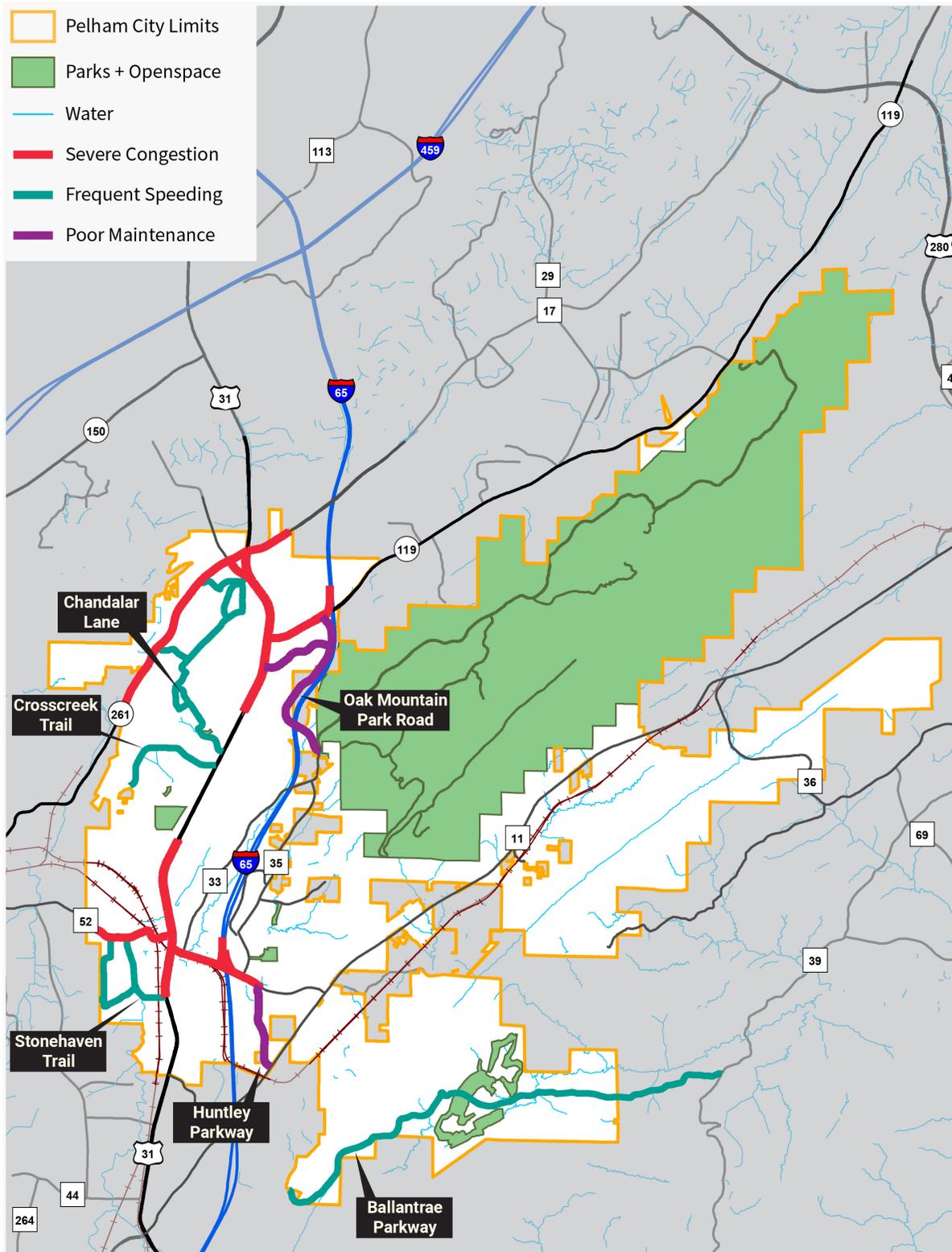
of residents carpool to work.

**& ONLY**

**5%**

of residents work from home.

Figure 2.4: Traffic Issues Identified by Visioning Survey Participants





Cajun Potte

Anthony's  
PIZZA & PASTA

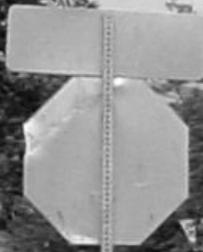
PIZZA & PASTA

NEW YORK STYLE  
PIZZA BY  
THE SLICE

STAPLETON  
Summer  
FESTIVAL

29

OWN  
ENTER





# 3

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## FUTURE LAND USE

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## FUTURE LAND USE

The Future Land Use Plan is a long-range tool intended to guide future zoning decisions and capital investment decisions. The Future Land Use Map is not a zoning map. Whereas zoning maps are parcel specific and establish detailed requirements for setbacks, height, use, parking and other characteristics, the land use categories on the Future Land Use Map recommend a range of potentially appropriate land uses and intensities.

The Future Land Use Map uses color-coded categories to express public policy on future land uses across the City. The land use designations have been drawn based on parcel lines, existing and desired development patterns, streets, environmental features and other logical boundaries.

In some cases, the recommended future land use is the same as the existing land use. However, in certain locations throughout the City, the Future Land Use Map contains areas where existing uses are proposed for a change in land use, or for redevelopment. In either case, it is not the intent of this plan to place existing uses in a situation where their value or the quality of life of residents is adversely affected. Rather, the intent is to demonstrate to potential purchasers or developers the City's long-range view of how particular properties should be reconfigured and used should it become feasible to do so.

## FUTURE LAND USE MAP AND CATEGORIES

Pelham's desired future land use patterns are shown on the Future Land Use Map, which is shown in **Figure 3.1**. It indicates the intended distribution and intensity of land uses over the next 20 years and should be used as a guide to define where different development land use types should be allowed to develop in the future. The Future Land Use categories on the following pages describe in detail the general character of each land use type, including typical ranges for residential densities and general access and site characteristics. Each future land use category ties directly to an appropriate existing or proposed zoning district(s). Again, the land use categories indicated on the map must not be interpreted as zoning districts. For comparison purposes the existing land use map can be found in **Appendix A, Figure 3.1**.



Figure 3.1: Future Land Use Map

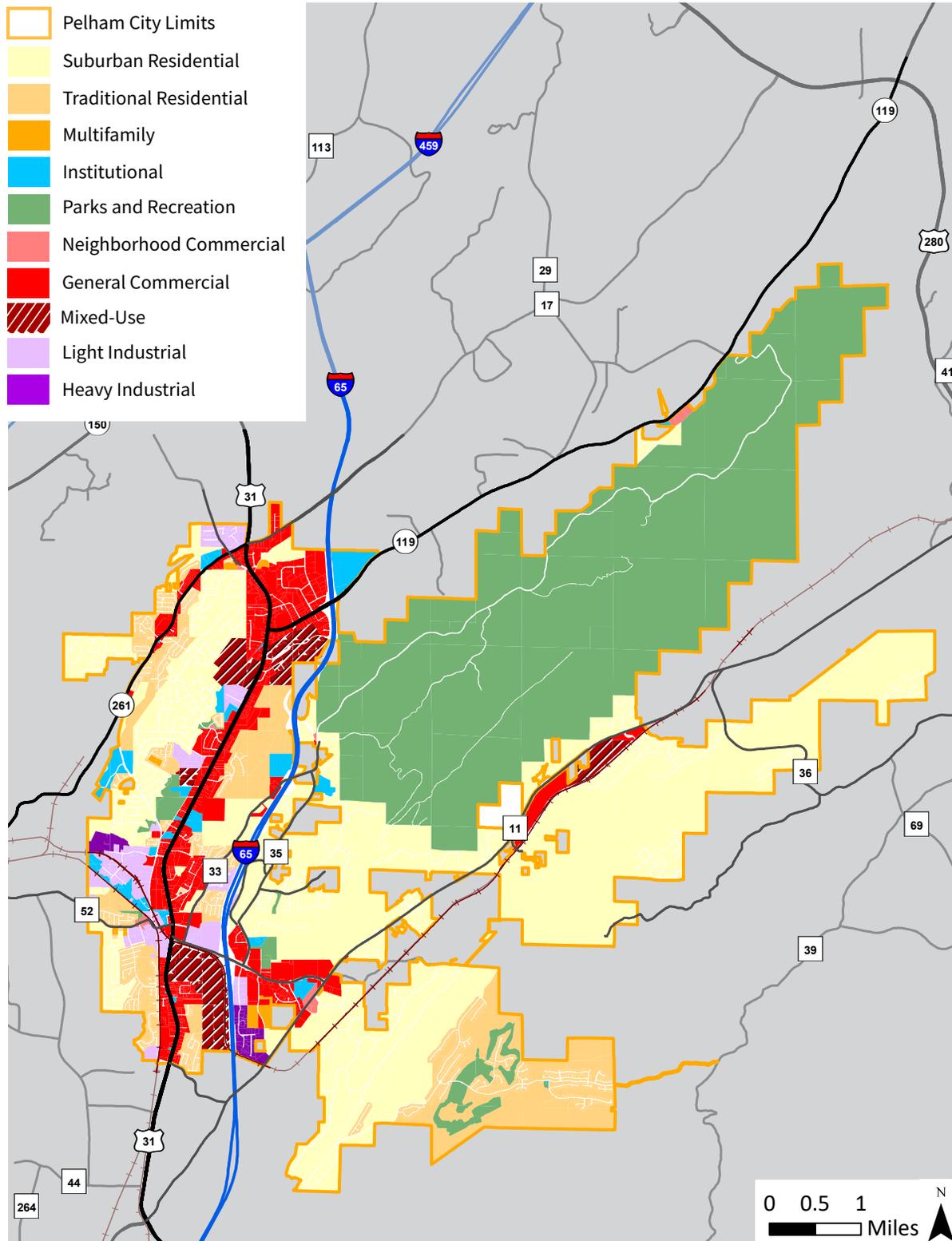


Figure 3.2: Future Land Use Map - Northern Area Zoom in

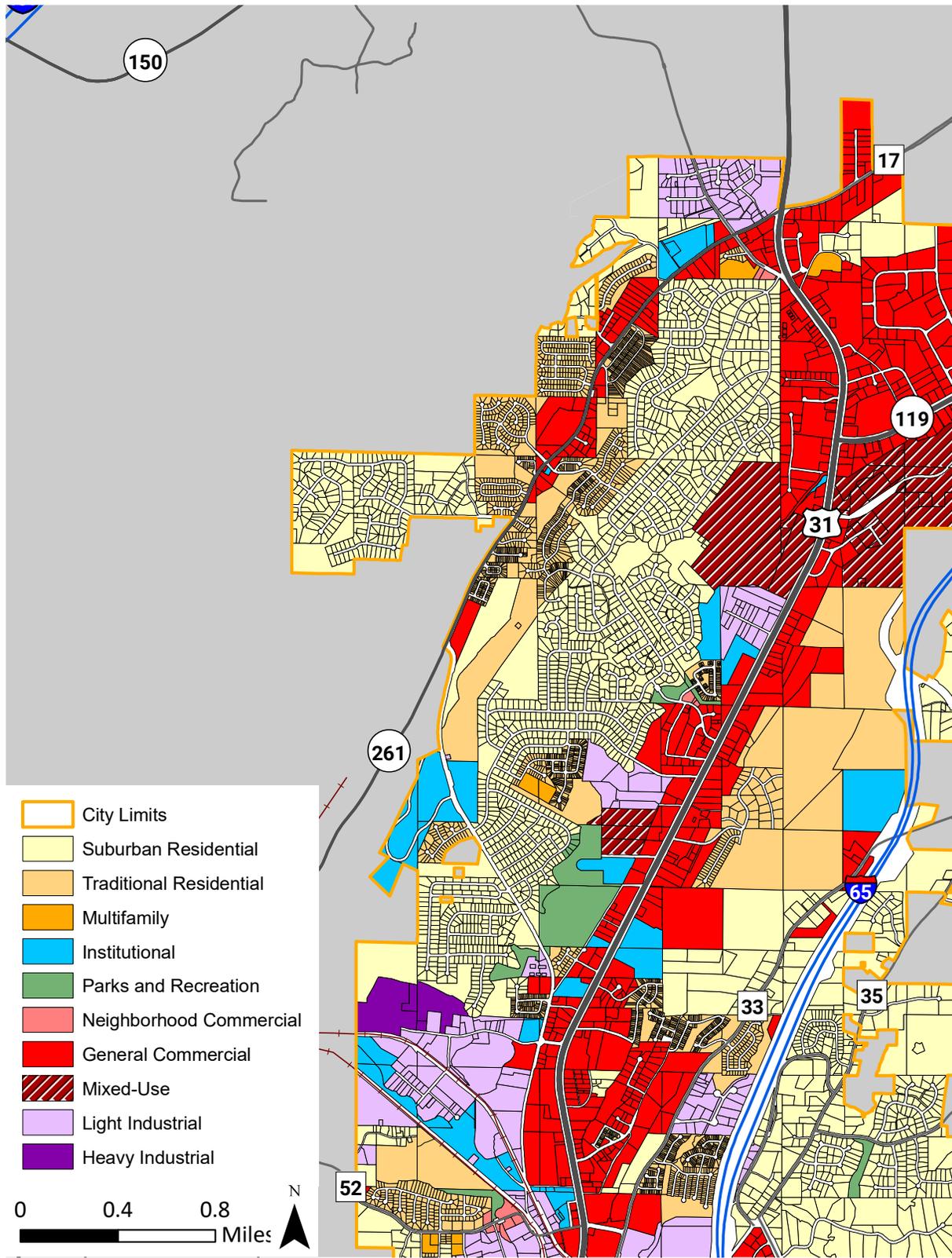


Figure 3.3: Future Land Use Map - Southern Area Zoom in

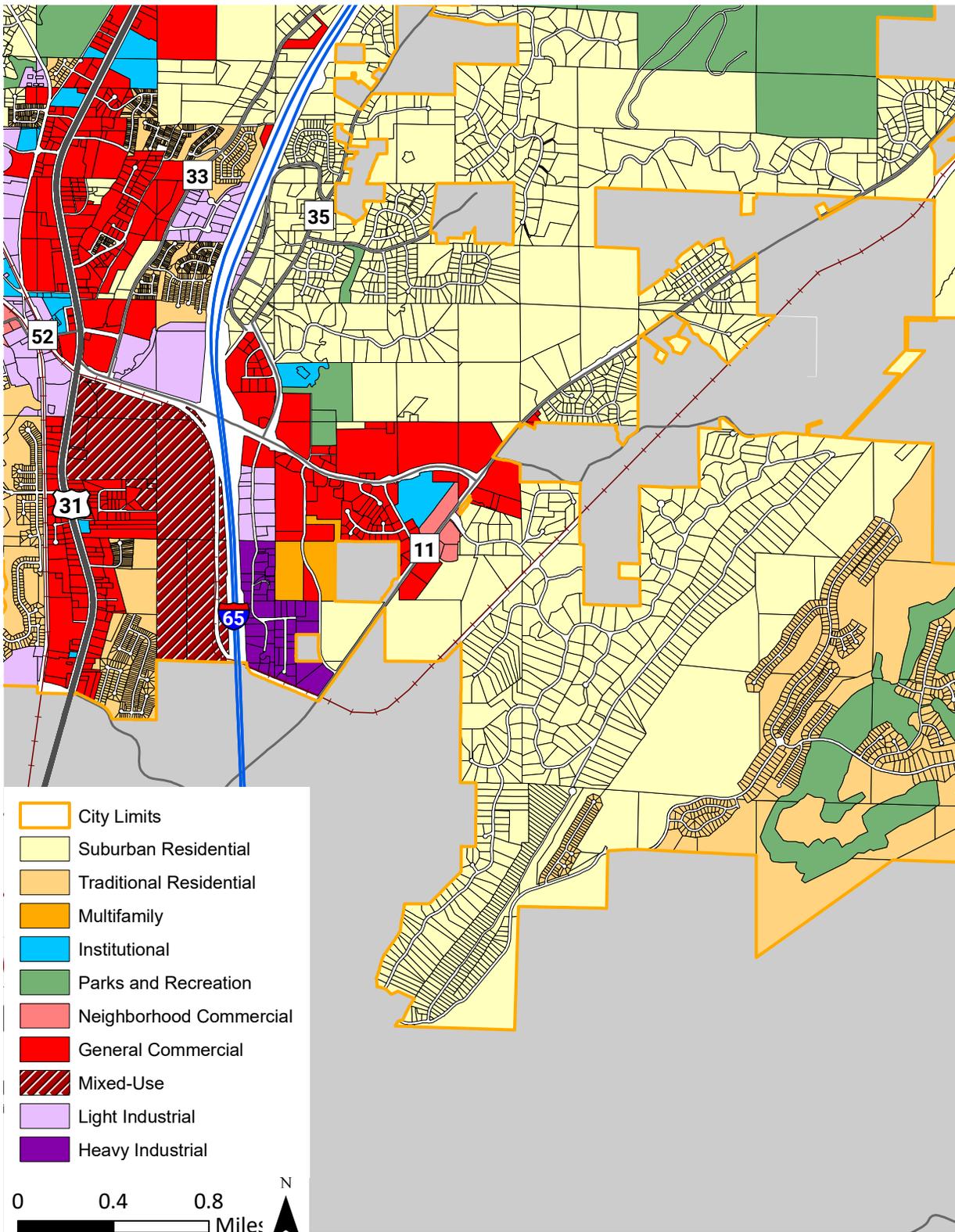
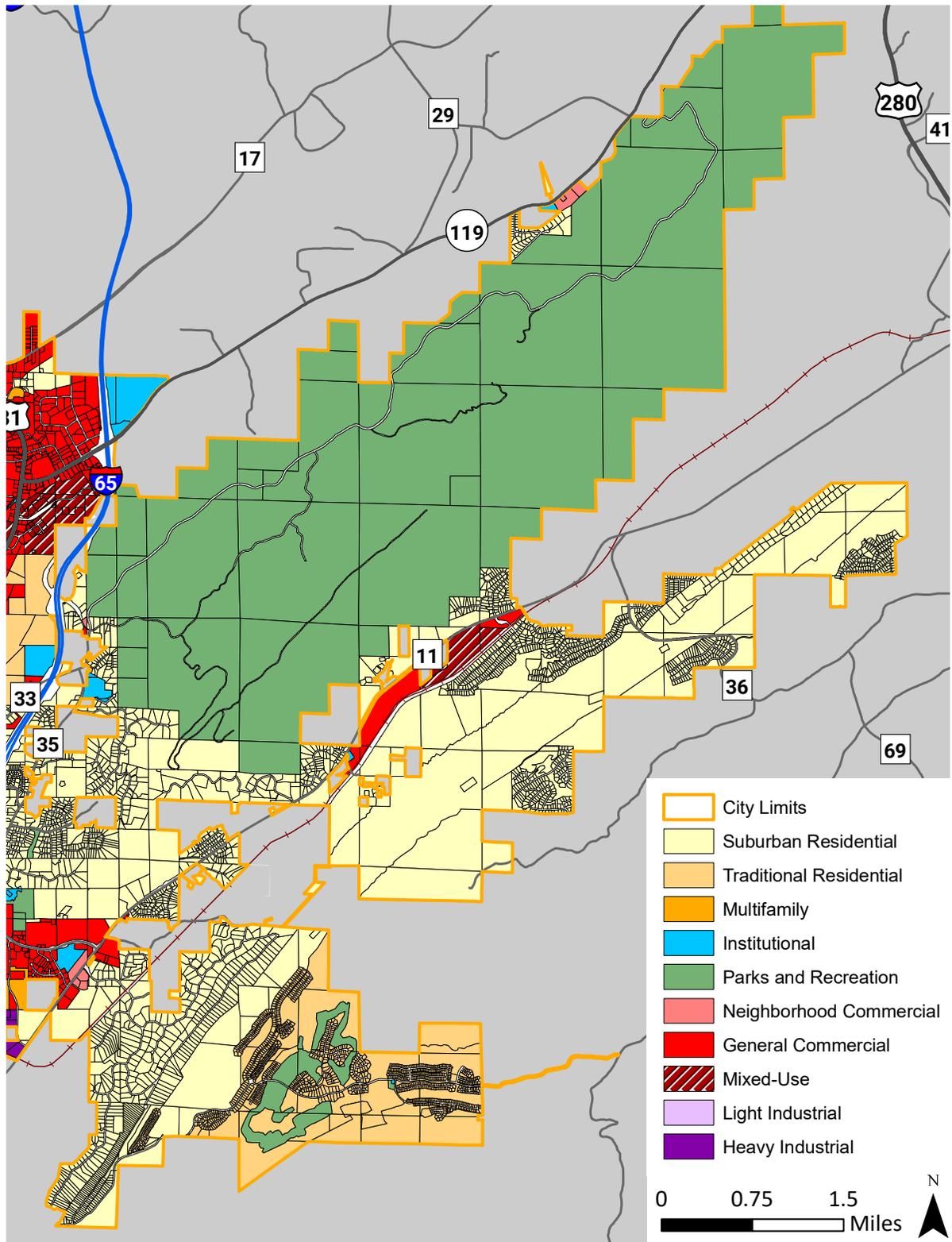


Figure 3.4: Future Land Use Map - Eastern Area Zoom in



## SUBURBAN RESIDENTIAL

The Suburban Residential land use classification is intended to accommodate low to medium density residential properties and subdivisions (single-family detached uses sitting on lots of 0.45 acres or larger). These residential properties should be connected to a sanitary sewer system. Schools, places of worship and other institutions requiring ample parking may be appropriate where conditions warrant. The street network exhibits a low level of connectivity. Sidewalks or off-street paths are encouraged in new developments to accommodate pedestrian activity.



**Table 3.1: Form and Pattern of Suburban Residential Land Uses**

Primary Land Uses
Single-family detached homes
Secondary Land Uses
Accessory structures, schools, places of worship, home office, home daycare
Residential Lot Size
0.45 acres or larger
Related Zoning Districts
Single-family District (R-1), Garden Home Residential District (R-G)
Building Heights
1 – 2.5 stories
Open Space
Active pocket parks, community gardens, regional parks, golf courses
Street Connectivity
Low

### GENERAL CHARACTERISTICS

- Single-family residences on individual large lots (clustering is encouraged).
- Low pedestrian orientation and access.
- High degree of separation between buildings.
- Stormwater management facilities are integrated (where feasible) in landscaped environment.

**TRADITIONAL RESIDENTIAL**

This land use category is intended to accommodate traditional residential neighborhoods, with a more compact mix of uses at moderate to high densities. Besides residential uses, other uses could include schools, civic buildings and commercial buildings located in walking distance of private homes. Residential types include a mixture of single-family detached and multi-unit attached housing types and sizes, with lot sizes averaging 0.44 acres or less (larger single-family lot sizes can exist, but they are not the primary residential type in the neighborhood). The street network within the development should have a high degree of connectivity, like that of the traditional grid network. For new developments, sidewalks should be provided on at least one side of the street to provide residents will the option of walking, biking or driving to places within the neighborhood.



Source: Patrick Weeks



Source: Curbed Atlanta

*The Preserve in Hoover or the Town of Mount Laurel is a great example of a Traditional Residential Land Use.*

**Table 3.2: Form and Pattern of Traditional Residential Land Uses**

Primary Land Uses
Single-family detached homes, garden homes, single-family attached homes (townhomes, duplexes, quadplexes), small scaled multifamily housing (multiplexes, stacked flats, condos)
Secondary Land Uses
Supporting retail, schools, places of worship, retirement communities and other community facilities
Residential Lot Size
0.44 acres or less
Related Zoning Districts
Single-Family Residential District (R-1), Two-Family Residential District (R-2), Garden Home Residential District (R-G), Apartment Dwelling District (R-A), Townhouse Residential District (R-T)
Building Heights
1 - 3 stories
Open Space
Active pocket parks, community gardens, passive open space
Street Connectivity
Medium

**GENERAL CHARACTERISTICS:**

- Open spaces and landscaping along the perimeter or edges of developments act as a buffer from commercial or higher intensity development, and to screen the uses from adjacent single-family residential uses.
- Buildings typically are in the center of lots with regular front and side yard setbacks.
- Stormwater management facilities are integrated (where feasible) in landscaped environment.
- Multi-unit homes help to provide a range of housing types at a variety of price points.

**MULTIFAMILY**

Existing multifamily developments include apartment buildings, complexes and condominiums. Multifamily residential uses tend to be located near major roads that can handle the heavy traffic they can generate. They may provide a transition between commercial/mixed-use areas and single-family neighborhoods. Future multifamily development should occur primarily within areas designated as Mixed-use and Traditional Residential, often within the upper floors of mixed-use buildings. Street connectivity and pedestrian and bicycle accommodations should be improved through any future redevelopment in these areas.



Source: Vestavia Reserve



Source: Apartment Guide

**Table 3.3: Form and Pattern of Multifamily Land Uses**

<b>Primary Land Uses</b>
Apartments, Condos
<b>Secondary Land Uses</b>
Supporting retail, schools, places of worship, other community facilities
<b>Residential Lot Size</b>
1 acre or more
<b>Residential Density</b>
10 Apartment Dwelling Units per Acre
<b>Related Zoning Districts</b>
Apartment Dwelling District (R-A)
<b>Building Heights</b>
1 - 3 stories
<b>Open Space</b>
Active pocket parks, community gardens, passive open space
<b>Street Connectivity</b>
Medium

**GENERAL CHARACTERISTICS:**

- Buildings are oriented toward the street. Structured parking garages, when present, are located behind the main facade and are often detached.
- Open spaces and landscaping along the perimeter or edges of developments act as a buffer from commercial or higher intensity development, and to screen the uses from adjacent single-family residential uses.
- Internal streets often have narrower cross-sections and sidewalks creating a more pedestrian friendly environment.
- Stormwater management facilities are integrated (where feasible) in landscaped environment.
- Due to their amenities and affordability, multifamily developments often draw a wide range of renters such as single professionals, young couples and elderly.

## INSTITUTIONAL

The Institutional land use classification includes both public and privately owned or operated civic uses. Current City-owned Institutional land uses include City Hall, the Recreation Center, the Senior Center, the Racquet Club, the Civic Center, and Ballantrae Golf Club and Course. Other civic uses include churches, cemeteries, and public and private schools.

The intensity of new Institutional development should be determined based on use and location.



**Table 3.4: Form and Pattern of Institutional Land Uses**

Primary Land Uses
Schools, civic and government offices, places of worship, hospitals, nonprofit facilities
Secondary Land Uses
Cemeteries, utilities, educational facilities, educational campuses
Related Zoning Districts
Office and Institutional District (O-I)
Building Heights
1 - 4 stories
Open Space
Active sports fields and passive greenspaces
Street Connectivity
Low

### GENERAL CHARACTERISTICS:

- As facilities expand in the future, partnerships are encouraged among the City’s large institutions and departments to ensure their future growth and development are compatible with surrounding land uses and neighborhoods.
- Integrate stormwater management facilities (where feasible) in landscaped environment.

## PARKS AND RECREATION

The Parks and Recreation land use classification is defined as establishments that operate facilities, or provide services for a variety of cultural, entertainment, and recreational functions. New Parks and Recreation areas will be created either by land acquisition, by the City, or dedication of land by a private owner (to the City or a public/nonprofit agency), or by the private sector as part of a new development. New neighborhood parks, or small-scale pocket parks, should be designed with flexibility to accommodate impromptu uses and may include playgrounds for children and picnic areas. Such parks might be integrated into the design of Neighborhood Commercial centers. Some recreational areas can be accommodated as linear greenways / trails.



**Table 3.5: Form and Pattern of Parks and Recreation Land Uses**

Primary Land Uses
Multi-purpose trails, sports fields, playgrounds, golf courses, active and passive parks
Secondary Land Uses
Restrooms, parking lots, accessory structures, museums
Related Zoning Districts
Agriculture (A-1), Office and Institutional (O-I)
Building Heights
1 - 2 stories
Open Space
Active and passive open space
Street Connectivity
Low

### GENERAL CHARACTERISTICS:

- A primary environmental concern is the number of impervious surfaces (buildings, pavement, etc.) near waterways, such as Bishop Creek.
- All park areas should include basic amenities such as pedestrian-scale lighting, walkways, seating, garbage receptacles, etc.
- Greenways / trails should connect to activity areas such as parks, neighborhoods, and schools.

## NEIGHBORHOOD COMMERCIAL

The Neighborhood Commercial land use category is intended to provide spaces for small scale retail and service developments that serve the convenience needs of neighboring residents.

This Comprehensive Plan calls for areas of neighborhood commercial to support the residential areas near State Route 261, County Road 11, County Road 33 and the northern city limits of Pelham along State Route 119.

It should be noted that development in close proximity to major intersections will become increasingly important in terms of tax revenue for the City as the residential population continues to grow. Therefore, the City should protect optimal locations for Neighborhood Commercial development, as property at these locations should not be developed as single-use residential or commercial.



Source: Grinstad and Wagner Architects



**Table 3.6: Form and Pattern of Neighborhood Commercial Land Uses**

Primary Land Uses
Commercial / service, general retail, office, small restaurants, pharmacies
Secondary Land Uses
Supporting retail, schools, places of worship, other community facilities
Related Zoning Districts
Office and Institutional District (O-I), Neighborhood Business District (B-1), Planned Office and Institutional (PO-I)
Building Heights
1 - 2 stories
Open Space
Active pocket parks, community gardens, passive open space
Street Connectivity
Medium

### GENERAL CHARACTERISTICS:

- Locally-oriented concentration of retail, office and service uses that are typically located at busy arterial intersections within neighborhoods or at their perimeter.
- Primarily intended to serve the daily needs of surrounding residential areas within a half-mile radius.
- This land use area may occupy the four corners of an intersection, or only one lot within a neighborhood.
- Neighborhood Commercial may be used as a transition between neighborhoods and more intense business districts.
- Stormwater management facilities are integrated (where feasible) in landscaped environment.

*For more information, see [Figure 3.7](#) and [Goal #2, Action 1](#) later in this chapter.*

## GENERAL COMMERCIAL

General Commercial areas are located throughout the city to serve the day-to-day commercial needs of surrounding neighborhoods, or to serve as regional commercial areas. The Future Land Use Plan envisions an expansion of the General Commercial areas that currently exist along U.S. 31 (Pelham Parkway).

In the future, existing commercial lands may need to be retro-fitted to be more aesthetically appealing, and therefore more marketable, to prospective tenants by redeveloping commercial structures to front the street. Facades can be updated to reflect improvements with new architectural elements and awnings. Shared access points and pedestrian amenities are desired and should be considered for better accessibility between adjacent land uses. Moreover, many of these areas currently exist within Pelham’s Corridor Overlay District. For more information about the existing Corridor Overlay District see [page 53](#).



Source: Black Water Resources

**Table 3.7: Form and Pattern of General Commercial Land Uses**

Primary Land Uses
Commercial / service, general and large tenant retail, restaurants and food stores
Secondary Land Uses
Hotels, motels, movie theaters, professional offices, schools, places of worship, other community facilities
Related Zoning Districts
General Business District (B-2), Warehouse Business District (B-3), Mini-Warehouse District (B-4), Office and Institutional District (O-I), Planned Office and Institutional District (PO-I)
Building Heights
1 - 3 stories, 1-6 stories for lodging
Open Space
Small amount of passive open space
Street Connectivity
Low

### GENERAL CHARACTERISTICS:

- Located along a major thoroughfare.
- High degree of access to the site by vehicular traffic. Careful use of access management on the primary roadway is essential to maintain adequate traffic flow.
- Integrate stormwater management facilities (where feasible) in landscaped environment.
- For more information about the existing Corridor Overlay District see [page 53](#).

**MIXED-USE**

The Mixed-use category is intended to provide an integrated mix of land uses either vertically (one use located above another) or horizontally (side-by-side). Typically, mixed-use buildings feature commercial on the ground floor, with office or residential uses on the upper floors. The term “live/work units” is applied to buildings with commercial occupancy on the ground floor and usually a single residential unit above.

The integration of a broad range of housing types within Pelham and new mixed-use developments will create better housing choices, particularly for younger and older age groups (e.g. Millennial and Baby Boomers). Mixed-use development is appropriate near or along primary and secondary streets.



Source: McMillan Pazdans Smith Architecture



**Table 3.8: Form and Pattern of Mixed-use Land Uses**

Primary Land Uses
Commercial / retail, restaurants, apartments, condos, flats, offices, live/work units
Secondary Land Uses
Compatible civic / institutional, townhomes
Related Zoning Districts
General Business District (B-2), Planned Unit Development District (PUD), Office and Institutional District (I) and any new Mixed-use District (MXD)
Building Heights
1 - 4 stories
Open Space
Small amount of passive open space including pocket parks and plazas
Street Connectivity
High

**GENERAL CHARACTERISTICS:**

- The inclusion of public amenities such as a pedestrian plazas, sidewalks, and landscaping that help to create a walkable and cohesive development.
- A higher intensity mix of uses are intended to cater to an ‘urban’ lifestyle, providing a comfortable pedestrian environment of blocks based on a grid or intersecting perpendicular street pattern.
- Stormwater management facilities are integrated (where feasible) in landscaped environment.
- The clustering of high-density uses is encouraged to preserve open space, especially in Planned Unit Developments (PUDs).

## LIGHT INDUSTRIAL

The Light Industrial land use category is intended for lower intensity industrial uses that do not create significant negative impacts on the environment or surrounding area. Light industrial uses may require a finished product consisting of small machine parts or electronic equipment, the manufacturing or assembling of small products within a business, elements of wholesale, or the storage of products.

Examples of desirable uses within the designated industrial areas include research and technology complexes. It is recommended that the City of Pelham concentrate on attracting businesses engaging in light industrial-type activities contained within a building (i.e. a minimal amount of open storage), such as high-tech services and software manufacturing. Such businesses tend to have many advantages, including greater employment numbers and an increased tax base.

### GENERAL CHARACTERISTICS:

- Should be developed or, where possible, retrofitted as a part of a planned industrial park having adequate water, sewer, storm-water, and transportation and telecommunication infrastructure for all component uses at build-out.
- Typically located near major roads, highways, railways and other large industrial centers.
- These areas may include industrial parks, manufacturing centers, warehouse and distribution centers and assembly operations.
- They are often buffered from surrounding development by transitional uses or landscaped areas that shield the view of structures, loading docks, or outdoor storage from nearby properties and roads.
- Way-finding signage and lighting guidelines are suggested to enhance the quality of the development.

**Table 3.9: Form and Pattern of Light Industrial Land Uses**

Primary Land Uses
Light industrial, wholesale, distribution warehouses, utility uses, manufacturing, processing, logistics operations
Secondary Land Uses
Professional offices, supporting commercial
Related Zoning Districts
General Business District (B-2), Warehouse Business District (B-3), Mini-Warehouse District (B-4), Office and Institutional District (O-I), Planned Office and Institutional District (PO-I),
Open Space
Small amount of passive open space
Street Connectivity
Low



## HEAVY INDUSTRIAL

The Heavy Industrial classification is intended for sites that provide a full range of medium to heavy industrial uses and activities such as manufacturing, warehousing, industrial processing, resource and energy production and general service and distribution that can generate substantial impacts on the surrounding area. Noise, particulate matter, vibration, smoke dust, gas, fumes, odors, radiation, or other nuisance characters are not contained on site.

The predominant Heavy Industrial area in Pelham is envisioned to continue along McCain Parkway, which is south of County Road 52 and east of Interstate 65. In the long-range planning period, areas surrounding existing heavy industrial uses may necessitate environmental remediation if another land use is intended to be established. The City will need to examine the necessity of probable remediation measures as potential land use changes are initially proposed to ensure proper preparation for re-use in the long-range planning period.



Source: Smart Growth America



Source: Chris Keehner

**Table 3.10: Form and Pattern of Heavy Industrial Land Uses**

Primary Land Uses
Manufacturing, fabrication, distribution and warehouses, plants, quarries
Secondary Land Uses
N/A
Related Zoning Districts
Heavy Industrial District (M-2)
Maximum Building Height
N/A
Open Space
Small amount of passive open space
Street Connectivity
Low

## GENERAL CHARACTERISTICS

- Protect land designated for industrial development from incompatible uses using buffers and setbacks.
- Facilitate their future development by planning and constructing necessary infrastructure, adopting appropriate economic incentives and assisting where necessary in marking available land.

## Amending The Future Land Use Map

The Future Land Use Map is intended to:

- Ensure that future development and redevelopment in the city is suited to the natural landscape and infrastructure capacity;
- Foster sustained economic growth consistent with the community’s vision and goals outlined in this plan; and
- Minimize conflicts between residential, commercial and other land uses.

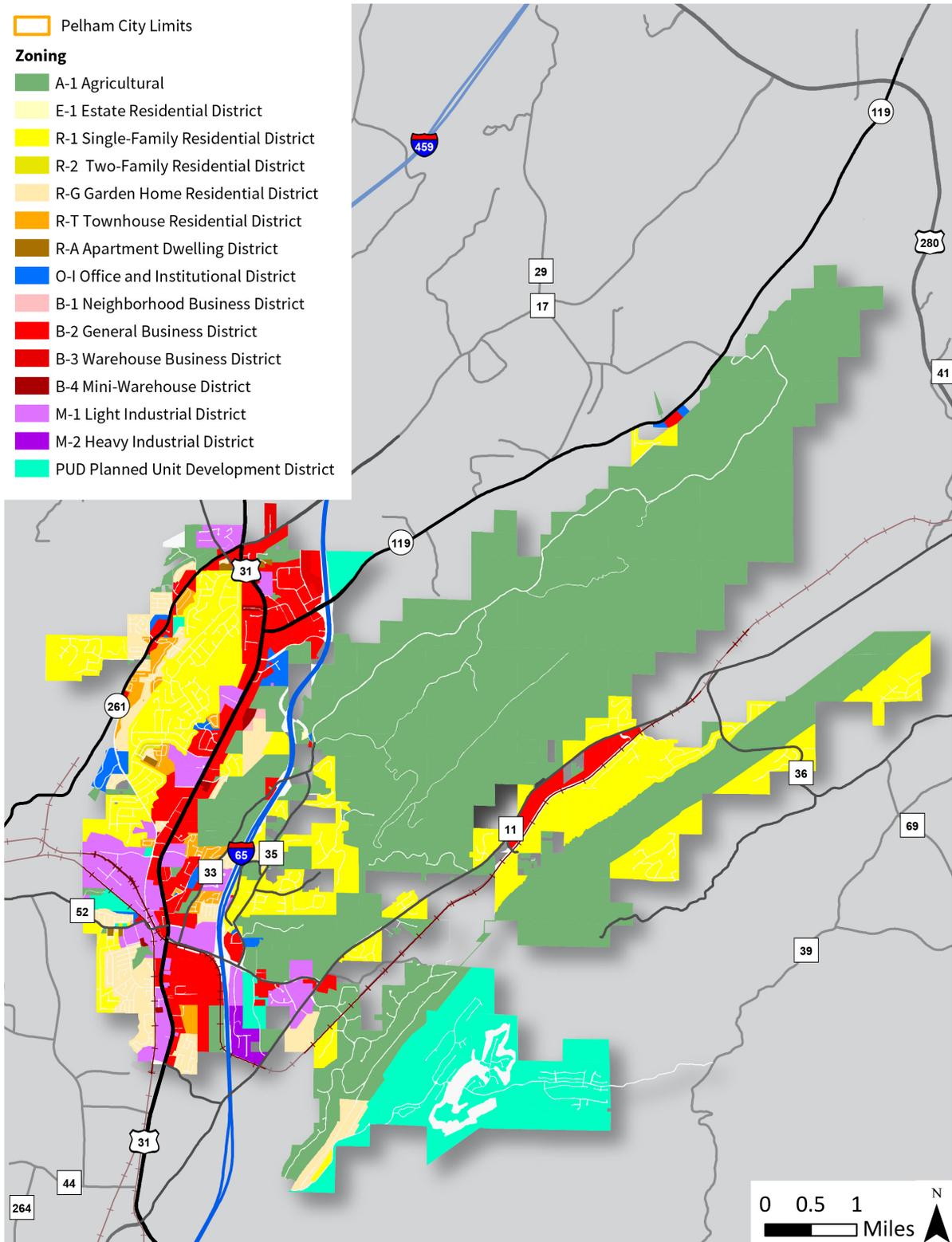
The Future Land Use Map is not a static plan. From time to time, it will be necessary to consider changes of varying magnitude to the Future Land Use Map. These decision points may come about in response to public investments in roads and other infrastructure, some of which may vary in scale, location or alignment from that which is forecasted in the Comprehensive Plan. In some cases it will be necessary to consider amending the map in response to individual development requests that, though they do not conform perfectly to the land use designations assigned in the Future Land Use Map, are otherwise consistent with the goals and policies of the City, including those within the Comprehensive Plan.

The City can institute a formal process to address these changes on a case-by-case basis, particularly when requests to change the zoning classification of properties are to be considered that do not conform perfectly to the Future Land Use Map. In this process a “change in land use designation” may be requested prior to or simultaneously with a rezoning request. At such time the Pelham Planning Commission should review the proposed change and hold a public hearing on the matter. The Commission should evaluate each request according to an established set of criteria, such as the following, to assure that the amendment is appropriate:

- Is the proposed change in land use considered a better land use than that recommended by the Future Land Use Plan?
- Will the proposed land use be similar in nature in terms of appearance, hours of operation and other general aspects of compatibility to adjacent uses?
- Will the proposed change in land use materially affect the adequacy or availability of community facilities and services to the immediate area or to the city overall?
- Will the proposed change in land use negatively affect the City’s plans for capital improvements in the area?
- Will the proposed change in land use present a significant benefit to the public health, safety and welfare of the community?
- Will the proposed change in land use contribute to the City’s long-term economic well-being?
- Will the proposed change in land use meet the purposes and goals of the Comprehensive Plan?

In this process it would be the responsibility of the applicant to provide evidence showing that the request meets the City’s established criteria for amending the Future Land Use Map. Adjacent property owners should be notified of the request and hearing. This notice may be provided together with the notice for the zoning hearing, when applicable.

**Figure 3.5: Zoning Map (2019)**



## Relationship of the Future Land Use Map to the Zoning Map

Consistency with the Future Land Use Map is not the only criteria that should be used to determine the reasonableness of a zoning map amendment. Other criterion include, but are not limited to, compatibility with the existing character of the surrounding area and impact on public services, infrastructure, traffic, fire, safety, parks and recreation, environmental and historic resources.

The following parameters apply to the use and interpretation of the Future Land Use Map:

- The Future Land Use Map is a generalized depiction of intended uses. It is not an “existing land use map,” although in many cases future uses in an area may be the same as those that exist today.
- The rezoning of any given area should be guided by the Future Land Use Map, interpreted in conjunction with the policies of the Comprehensive Plan. However, the Future Land Use Map is not a zoning map.
- While the Future Land Use Map will influence future zoning, it does not alter current zoning or affect the right of property owners to use the land for its purpose as zoned at the time of this Plan’s adoption. The Future Land Use Map will not be referenced as part of the site plan review.
- Whereas zoning maps establish detailed requirements for setbacks, height, use, parking, and other attributes, the land use categories of the Future Land Use Map recommend a range of potentially appropriate land uses and intensities.

*What if .... The Future Land Use Map conflicts with the Current Zoning Map?*

While the Future Land Use Map was partially based on existing land use and the City's adopted zoning map, some areas within the City of Pelham conflict in terms of the way in which they are recommended to develop based on the Future Land Use Map and the way in which they are currently zoned. In certain areas, such inconsistency can be in the City's favor. For example, an area may be zoned as Light Industrial (M-1), yet the Future Land Use Map recommends the same area as a General Commercial use. Then when a particular proposal is before the City's Planning Commission that is deemed a suitable location for commercial use, then the commission can elect to rezone the property to allow for the commercial use.

## FUTURE LAND USE GOALS

### GOAL #1

Plan for infill development and new mixed-use development along U.S. 31, County Road 52 and Highway 11



#### Action 1

**Modify the Zoning Ordinance to create a mixed-use zoning district.**

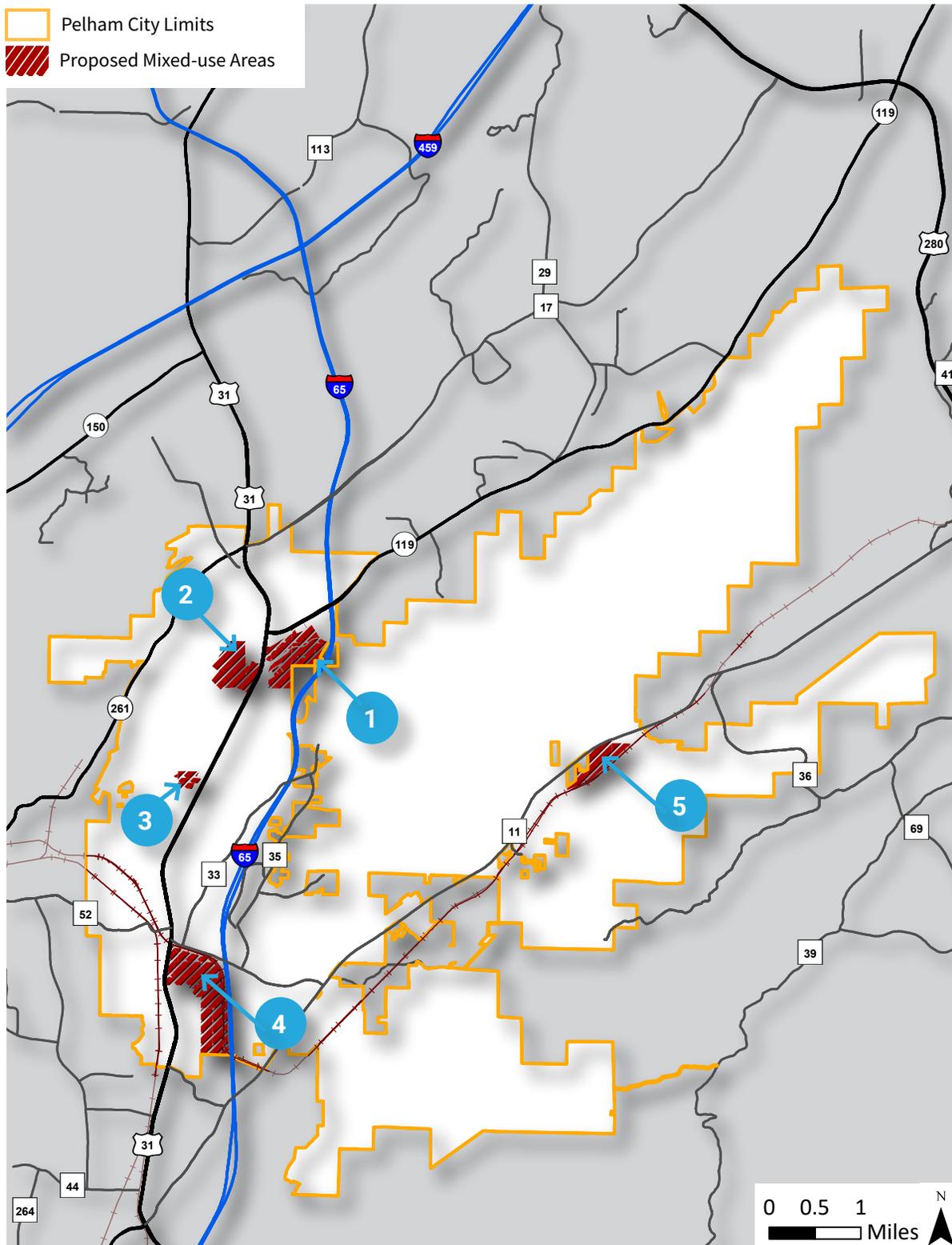
The Future Land Use Plan includes a Mixed-use category that is intended to create lively village centers. Mixed-use zones are generally considered to consist of buildings that house commercial uses on the ground floor, with office or residential uses on the upper floors. This traditional form of mixed-use is vertical mixed-use and serves as a powerful form of the built environment to foster lively, walkable neighborhoods. However, mixed-use zones can also include horizontal mixed-use, which can achieve similar goals as vertical mixed-use zones. Five mixed-use areas have been identified on the Future Land Use Map in **Figure 3.1**, these include:

- ✘ **Area 1- “Entertainment District” off of U.S. 31 and Amphitheater Road:** This proposed mixed-use area includes the existing Pelham Civic Center and Oak Mountain Amphitheater, as well as the recently proposed new 36-acre mixed-use development that is anticipated to include 225 to 250 luxury apartments and restaurants to complement the Civic Center and Oak Mountain Amphitheater.
- ✘ **Area 2 - Green Park South, Southgate Estates and Valley Elementary School:** Located off of U.S. 31, the primary commercial corridor through

the City of Pelham, sits the vacant Valley Elementary School, Green Park South Mobile Home Park and Southgate Estate Mobile Home Park. This area is approximately 116 acres in size. As land availability becomes scarcer in Pelham, issues involving the highest and best use of these properties should be anticipated. While mobile home parks offer an affordable housing choice that provide many benefits of home ownership without the burden of land maintenance, excessive property taxes and utilities, the redevelopment of these properties and the Valley Elementary School into a mixed-use center with commercial and residential components could prove to be the highest and best use in the future.

- ✘ **Area 3 - Pelham City Center:** Described as the “City Center” by residents, this area includes the following existing land uses: Pelham Library, Pelham Middle School, Pelham Recreation Center, Pelham City Park and the Pelham Dog Park. To complement existing uses, the 26-acres behind U.S. 31 should be developed to include retail, restaurants, office and residential development.
- ✘ **Area 4 - Blueberry Hill:** Located off of County Road 52, this city-owned, 286-acre site is prime for development. This plan recommends that the site be developed into a vibrant mixed-use center with retail, restaurants, office space, and/or a full-service hotel and conference center.
- ✘ **Area 5 - Highway 11 and Grey Oaks Drive:** Located off of Highway 11 near Grey Oaks Drive, this 78-acre site is prime for development. This plan recommends that the site be developed into a vibrant neighborhood scaled mixed-use center with retail, restaurants, and office space.

Figure 3.6: Proposed Mixed-use Areas Map





**Action 2**

**Encourage any future large-scale multifamily developments to be built as a component within mixed-use Districts (MXD).**

Future multifamily should be developed as a component of a mixed-use district, so that higher densities can be achieved. Additional rooftops help to support commercial and retail components of mixed-use developments. Commercial uses, in turn, provide residents with a more inclusive and vibrant neighborhood.



**Action 3**

**Ensure the long-term enforcement of the existing Corridor Overlay District.**

For more information about the Corridor Overlay District, see the callout box on [page 53](#).



**Action 4**

**Establish an overlay district specific to U.S. 31 to help guide compatible types of new development and redevelopment that will foster additional business growth and help to create an image and identity for the City of Pelham.**

Design overlay districts are intended to encourage a more uniform and aesthetically pleasing appearance. Design overlay zoning districts are placed “over” the base zoning in an area to modify the base zoning’s regulatory standards. Typically, a design overlay district alters standards such as building placement, size, height, parking and access, landscaping and buffering and signage. Presently, the City of Pelham has an existing Corridor Overlay District that

applies to almost 20 roadways, including U.S. 31. This plan recommends creating an overlay district specific to U.S. 31 to improve the aesthetic appearance of Pelham’s main corridor. The district would include additional standards that are currently not specified within the existing ordinance.



**Action 5**

**Establish an overlay district specific to Highway 11, County Road 52, State Route 261, and Applegate Parkway to help guide compatible types of new development and redevelopment that will foster additional business growth appropriate for neighborhoods and help to create an image and identity for the City of Pelham.**



## Corridor Overlay District

The Corridor Overlay District applies to all lots, parcels and tracts that have any frontage upon the following rights-of-ways within the corporate limits of the City of Pelham:

1. Alabama State Highway 31
2. Alabama State Highway 119
3. Alabama State Highway 261
4. Amphitheater Road
5. Applegate Parkway
6. Business Park Drive
7. Commerce Boulevard
8. Huntley Parkway
9. Interstate 65
10. Metro Parkway
11. Oak Park Drive
12. Oak Mountain State Park Road
13. Old Montgomery Highway
14. Shelby County Highway 11
15. Shelby County Highway 17
16. Shelby County Highway 35, a distance of 0.5 miles in a general northerly direction from its intersection with Shelby County Highway 52W
17. Shelby County Highway 52
18. Southgate Drive

In general, overlay districts encourage a more uniform and aesthetically pleasing appearance. An overlay district is a zoning tool that guides the future growth and character of an area in a manner consistent with the desired vision for that road corridors. The overlay zoning district is placed “over” the base zoning in an area in order to modify the base zoning’s regulatory standards.

In addition to regulations set forth in the base zoning, the Corridor Overlay District creates stricter design standards for:

- Building setbacks
- Permitted attachments
- Building materials
- Parking lot lighting
- Screening of trash receptacles, service/ loading areas, accessory and utility equipment
- Materials for walls and fences
- Grading and drainage
- Retaining walls
- Materials for signs

The Corridor Overlay District does not determine the use of the property. Instead, the use is governed by the underlying base zoning. All uses, except for single-family residential, must comply with the standards and guidelines of the overlay district.



## Higher Density Development: Myth and Fact

Myth	Fact
Higher-density development overburdens public schools and other public services and requires more infrastructure support systems.	<p>The nature of who lives in higher density housing - fewer families with children—puts less demand on schools and other public services than low-density housing. Moreover, the compact nature of higher-density development requires less extensive infrastructure to support it.</p> <p><b>Number of School Age Children per 100 Units of New Housing:</b></p> <ul style="list-style-type: none"> <li>• Mid-to-high rise apartments - 19 children</li> <li>• Garden apartments - 21 children</li> <li>• Owner-occupied single-family homes - 64 children</li> </ul>
Higher-density developments lower property values in surrounding areas.	No discernible difference exists in the appreciation rate of properties located near higher-density development and those that are not. Some research even shows that higher-density development can increase property values.
Higher-density development creates more regional traffic congestion and parking problems than low-density development.	<p>Higher-density development generates less traffic than low-density development per unit; it makes walking and public transit more feasible and creates opportunities for shared parking.</p> <p><b>Average Daily Car Trips by Type of Housing:</b></p> <ul style="list-style-type: none"> <li>• Single-family detached housing - 10 per day</li> <li>• Apartment - 6.3 per day</li> </ul>
Higher-density development leads to higher crime rates.	The crime rates at higher-density developments are not significantly different from those at lower-density developments
Higher-density development is environmentally more destructive than lower-density development.	Low-density development increases air and water pollution and destroys natural areas by paving and urbanizing greater swaths of land.
Higher-density development is unattractive and does not fit in a low-density community.	Attractive, well-designed, and well-maintained higher-density development attracts good residents and tenants and fits into existing communities.
No one in suburban areas wants higher-density development.	Our population is changing and becoming increasingly diverse. Many of these households now prefer higher-density housing, even in suburban locations.
Higher-density housing is only for lower-income households.	People of all income groups choose higher-density housing.

Source: Haughey, Richard M. *Higher-Density Development: Myth and Fact*. Washington, D.C.: ULI—the Urban Land Institute, 2005.

# Planning Staff Reports - Development Impacts

It is recommended that the City of Pelham Development Services staff conduct and produce staff reports for each proposed development application that is presented before the Planning Commission.

- Public Works
- Development Services
- Parks and Recreation
- School Board

## Typical Elements of Staff Reports

1. Project description:
  - General location / address
  - Parcel I.D. , township, range, section
  - Property owner(s)
  - Agent / Applicant name and affiliation
  - Acreage
  - Current zoning
  - Proposed zoning
  - Existing land use
  - Comprehensive Plan Future Land Use Map designation
2. Description of the request
  - Type of request (rezoning, comprehensive plan amendment, annexation, plat, etc)
  - Maps displaying subject property (aerial imagery, zoning map, site plan)
  - Background and history
  - Details of the site plan
  - Public meetings (if required)
3. Consistency with the Comprehensive Plan and other Adopted City Plans or Policies
4. Comments from City Departments or other County Agencies (if applicable)
  - Police
  - Fire

5. Impact Analysis
  - Projected financial impact of the request
  - Traffic impact analysis (if applicable)
  - School impact analysis (if applicable)
    - Provide information regarding the difference in the number of potential students from the existing zoning to the proposed zoning.
    - Number of students potentially generated by the proposed development.
    - Compare with the adequacy of school capacity in the immediate area of the proposed development.
  - Staff comments and recommendation, including proposed conditions

See the following link for a good example of a planning staff report that includes an impact analysis of the proposed development on the schools: [http://www.matthewsnc.gov/Portals/0/Board%20Agenda/2013%20October%2014/7A-2013-602\\_memo.pdf](http://www.matthewsnc.gov/Portals/0/Board%20Agenda/2013%20October%2014/7A-2013-602_memo.pdf)

## GOAL #2

Develop neighborhood commercial areas within a half-mile walking distance to existing neighborhoods.



### Action 1

**Target neighborhood commercial development near existing neighborhoods.**

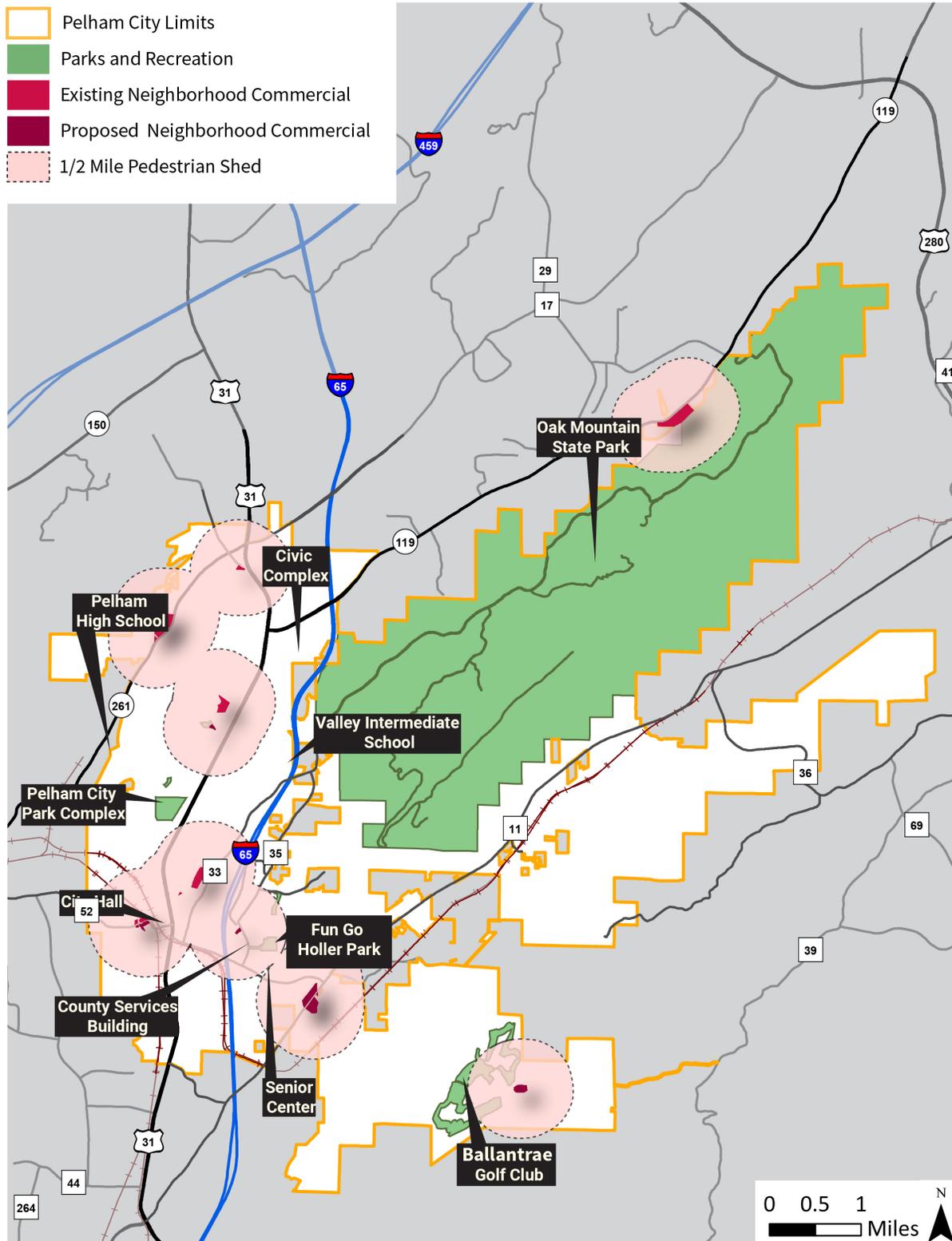
Neighborhood commercial describes those properties that accommodate small-scale retail and service developments that serve the convenience needs of immediately neighboring residents. Typical uses include restaurants, pharmacies, convenience stores, dry cleaners and salons.

Neighborhood commercial makes it easier for the people in adjacent neighborhoods to reach the things they need most. Nearby parks and places to buy healthy food help people make smart choices, and diverse, walkable neighborhoods with shops, restaurants and entertainment make local life interesting.

The neighborhood commercial target areas are shown in **Figure 3.7** and should be strategically located to provide convenient retail and commercial services within walking distance (1/4 to 1/2 mile) of existing Pelham neighborhoods.



Figure 3.7: Neighborhood Commercial Target Areas



## GOAL #3

Encourage a wide range of housing types.



### Action 1

Encourage the development of medium-density infill housing to achieve a mix of housing types and a range of price points, such as cottage sized single-family homes, townhomes, duplexes, condos and lofts.

According to the **Housing Market Analysis in Appendix B**, there was an average of 211 active residential listings on the market each month over the 2014 to 2018 timeframe. According to the estimated monthly average of listings, of all the active listings on the market, the average asking price was \$223,567 and the average sales price was \$219,553. This indicates a slightly higher demand for mid-priced units over high-priced housing options. While demand certainly exists for higher valued properties, the sales/demand for mid-priced units appears to outpace the higher valued options.



### Action 2

Expand the Single-family Residential District (R-1) and Two-family Residential District (R-2) zoning along County Road 52 and Simmsville Road to allow for additional residential development.

An area of 150 to 200-acres near the Pelham Towne Center is currently vacant and undeveloped. With current housing trends indicating rising affordability levels, demand for moderate-to higher-value

homes is consequentially growing. It is therefore recommended that this area be utilized for future residential uses associated with a mix of R-1 and R-2 zoning. It is estimated that between 500 and 1,000 units can be constructed with consideration to added infrastructure improvements, greenspace, and buffers. This area is in proximity to both Pelham Ridge Elementary School as well as Interstate 65 and U.S. 31, which will promote its appeal.



### Action 3

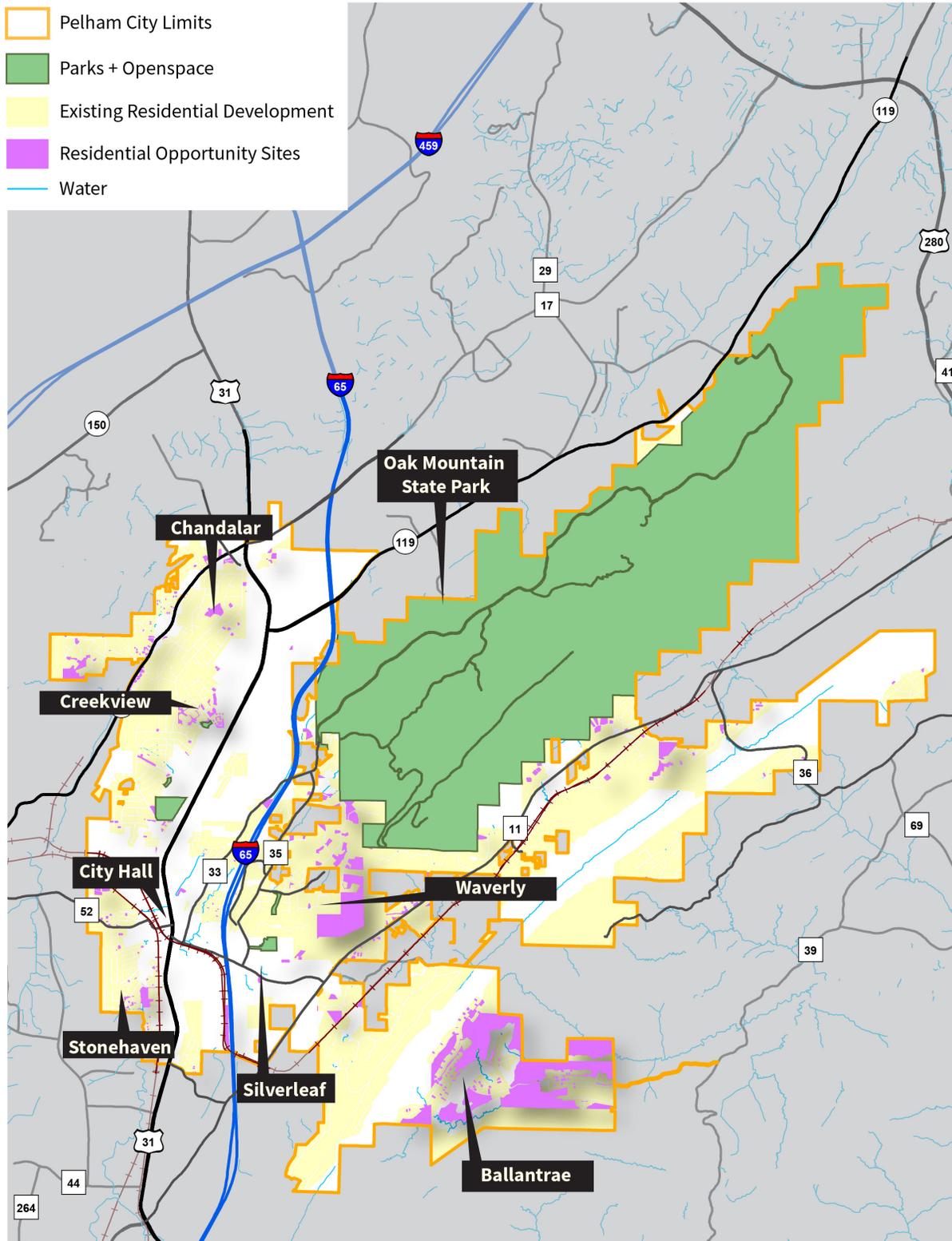
Support the build-out of the Ballantrae neighborhood.

This vast residential development is located in southeast Pelham and consists of low density single-family homes within an approved Planned Unit Development (PUD). With roughly 25% of the remaining property consisting of steep slopes, and with infrastructure considerations, it is estimated that approximately 500 of the remaining acres could be developed to accommodate 1,200 to 1,500 single-family homes. Additional housing units could be supported if development included medium-density residential units in addition to single-family units. This would help to create a more sustainable neighborhood lifecycle for the community, in which a person could be born, raised, go through college, return to the neighborhood and live out the rest of their life in the neighborhood.



Source: J. Wright Building Company

Figure 3.8: Residential Opportunities Map



## Affordable Housing Best Practices

The toolkit below highlights actions taken by other states and local jurisdictions to promote healthy, responsive, high-opportunity affordable housing. This list is not exhaustive but provides a starting point for actions the City of Pelham can consider for creating additional affordable housing units.

### Establish by-right development

In Pelham, development goes through a discretionary review process and public hearing prior to approval. Often, these processes can make the cost of doing development more expensive by making development decisions centers of controversy, adding additional costs to development due to delays. The trade-offs developers make to account for additional costs often results in lost of affordability, quality and quantity of units developed. By-right development allows projects to be approved administratively when proposals meet local development requirements. Some states have enacted this approach for developments that meet all zoning requirements and include affordable units.

### Streamline or shorten the permit process timeline

Lengthily permitting processes often add additional costs to development. To encourage additional affordable units and workforce housing, cities across the U.S. have shortened the permitting process for eligible affordable/in-fill housing. Austin's S.M.A.R.T Housing program is a good model to use for implementation.

### Modify the Zoning Ordinance to include a percentage of affordable units as a component of mixed-use or multifamily development

### Allow accessory dwelling units

Modify the zoning ordinance to allow for accessory dwelling units (ADUs). Accessory dwelling units can expand the available rental housing stock in areas zoned largely for single-family. In general, ADU's share the same residential lot as a single-family home and can be attached or detached. For example, an ADU can be an apartment over the garage, a tiny house (on a foundation) in the backyard, or a basement apartment.

Accessory Dwelling Unit



Source: [MJ Steen Team](#)

### Tax vacant land or donate vacant land to nonprofit developers

Vacant properties represent lost housing opportunities and cause harm to surrounding neighborhoods. Strategies such as a vacant property registration ordinance, help to reduce blight and ensure that properties are used productively. Vacant property registration ordinances require individuals to register vacant property and often pay a fee. Many localities increase the fee the longer a property remains vacant which encourages lot owners to activate their properties through rental units, or redevelopment.

### Employ inclusionary zoning

Inclusionary zoning requires or encourages the inclusion of affordable units in new residential development projects. These policies help to expand the availability of affordable housing while allowing for new development that might otherwise be locally opposed. Inclusionary policies require upfront commitment to long-term affordability and perform best when both producing and preserving affordable housing.

### Establish development tax incentives

To incentivize development, the City could consider providing tax incentives for developers who construct affordable housing. The Seattle Multifamily Tax Exemption program is one example of such a program. It provides property owners and developers a tax exemption on new multifamily buildings that set aside 20 -25% of the homes as income and rent restricted for 12 years.



Source: [Habitat for Humanity Birmingham](#)



Source: [PGH City Paper](#)



Source: [PadSplit Atlanta](#)

## GOAL #4

Work cooperatively with adjacent municipalities to coordinate future land use and development near city limits.

The adjacent municipalities along Pelham’s city limits include Hoover (to the northwest), Indian Springs Village (to the north), Chelsea (to the east), Helena (to the west), Alabaster (to the south) and portions of unincorporated Shelby County scattered throughout the community. As each municipality is moving in a slightly different direction based on its own conditions, it is essential that the City of Pelham continue to coordinate with its adjacent neighbors. This is especially important as new growth and redevelopment occurs in order to mitigate potential negative impacts to the City, and to leverage potential benefits.

- **City of Hoover Comprehensive Plan:** Update in progress as of March 2019. See Chapter Three for the “Vision for Growth and Future Land Use Plan”.
- **Indian Springs Village Comprehensive Plan:** Adopted August 2018. See the “Land Use and Community Character Section” for goals and policies related to growth, development, community character and design.
- **Chelsea Comprehensive Plan:** Adopted March 2008. See “A Vision for the Future” Chapter for the Future Land Use Concept and Community Design Manual.
- **Helena Comprehensive Plan:** Adopted January 2016. See Chapter Four for the Future Land Use Map and related policies.
- **Alabaster Comprehensive Plan:** Adopted March 2016. See Chapter Three to review the Future Land Use Map, Target Areas for Neighborhood Commercial Uses, and Redevelopment Areas.

## GOAL #5

Coordinate annexation and development plans with community service and utility providers to ensure adequate levels of service are extended to new growth areas and maintained in existing services areas.

The City of Pelham still has opportunities for expansion. There are several vacant and undeveloped land tracts located within the city limits. In addition, there are also large land tracts located in unincorporated Shelby County immediately adjacent to the City boundaries, as well as in unincorporated “donut holes”. Properties located in both Pelham and in unincorporated Shelby County have the potential to be developed and, in some cases, redeveloped. The Comprehensive Plan advocates that future population, business and employment growth should occur in a responsible and minimally impactful manner. **Figure 3.9** on **page 63** illustrates potential opportunities for annexation.

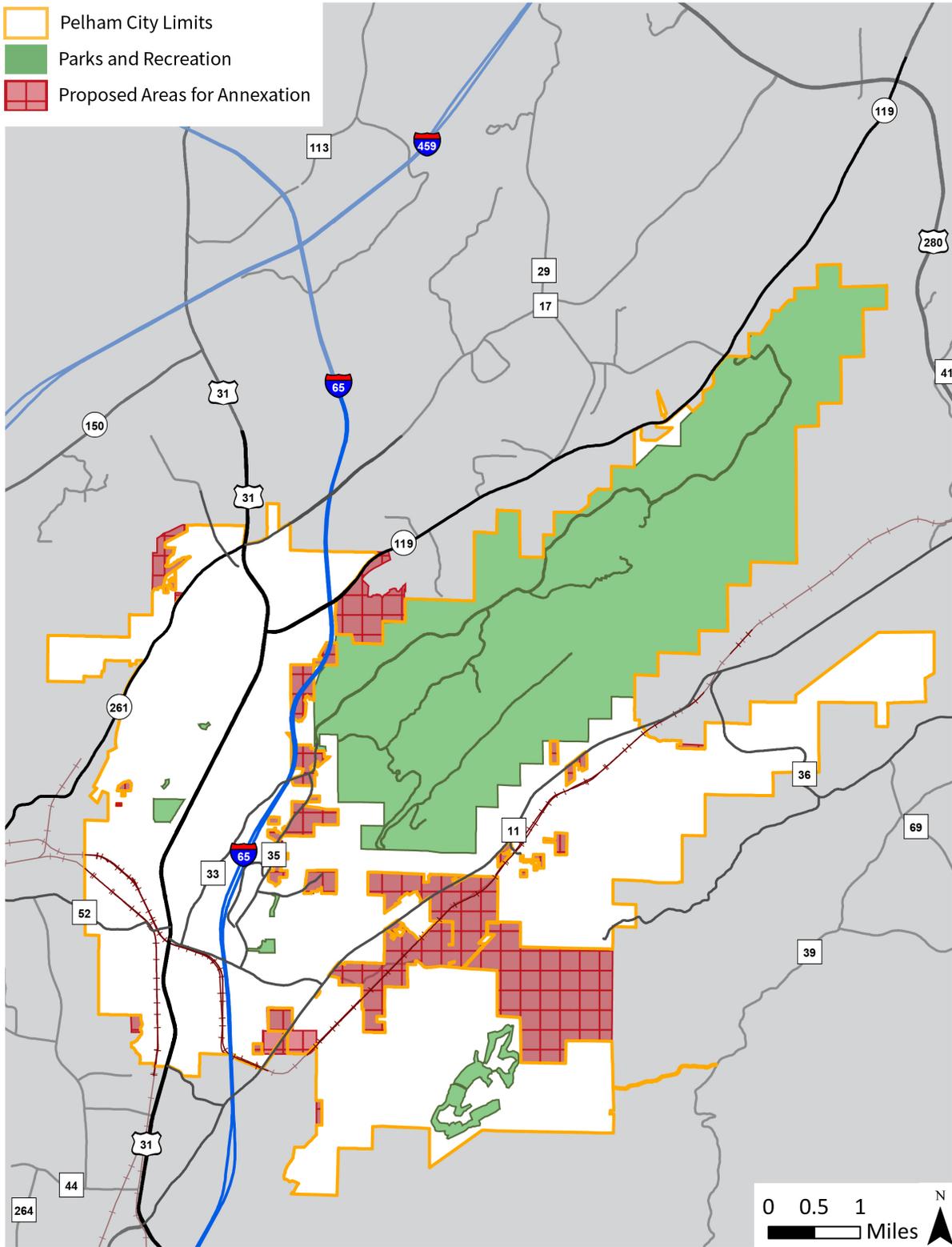


### Action 1

#### Consider adopting an Adequate Public Facilities Ordinance.

Throughout the public involvement process of this Plan, residents expressed concern that additional residential development would increase traffic congestion and overcrowd city schools. For this reason, the City should consider adopting an Adequate Public Facilities ordinances to assure that public infrastructure and services, including roads, sewer, public schools, emergency response times, etc., are sufficient to support new development. They are utilized as timing devices to manage growth and provide guidance for prioritizing public investments.

Figure 3.9: Potential Areas for Annexation







**4**

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**TRANSPORTATION**

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## TRANSPORTATION

Transportation plays a critical role in Pelham’s quality of life, affecting access to education and opportunity, goods and services, worship and recreation. Circulation patterns determine the quality of residential streets by affecting their safety and walkability. Efficient transportation connections have always been a precursor to growth and economic success. This chapter provides goals and strategies for addressing transportation system deficiencies, and improving the overall travel conditions for the City of Pelham.

The four goals for the Transportation Chapter are:

- Expand mobility options throughout the City.
- Improve travel safety for all users.
- Enhance the efficiency of the transportation system.
- Maintain city infrastructure in a state of good repair.

## INTRODUCTION

Like most of its suburban peers, the City of Pelham has limited travel choices beyond the use of private automobiles. There is currently no fixed-route public transportation system for residents and workers. ClasTran provides limited services for elderly and disabled residents, but cannot function as a viable alternative for most travelers’ needs. Walking infrastructure is constrained to a few sidewalks clustered in isolated subdivisions, and bicycling facilities are wholly absent outside of Oak Mountain State Park.

In order to address these deficiencies, Pelham must approach transportation differently than it traditionally has. In recent decades, the City has done much to optimize and, where possible, expand the road system to accommodate the overwhelming (and growing) traffic demands on the City and surrounding region. Yet despite these initiatives, traffic congestion remains a pervasive issue in Pelham. Any vehicle capacity that has been created has almost immediately been filled with additional automobiles, reflecting a pent-up demand for vehicle travel. This demand will only grow as the City itself continues to grow.

For this reason, simply adding more lanes and more vehicle capacity is not a sustainable long-term solution to traffic congestion. Instead, it must strive to change the way people think about how they travel, and concurrently expand the ability to move more people in the system without moving more vehicles. The City can do this through both policy and programmatic initiatives as well as through focused projects. The City must change the calculus of how and when people travel, by providing more opportunities to travel by non-drive-alone modes and more incentives to motivate City residents and workers to do so.

In a largely built-out city with unique topographical constraints, the opportunities for street widenings are few – and even then, difficult and expensive. Pelham must consider other ways to meet growing travel demands by finding ways to move more people in the same amount of street space and ensuring that alternative modes are appealing, efficient and appropriately meet traveler needs and preferences. The goals and recommended actions outlined on the following pages are intended to provide City officials with a roadmap to developing a safe, healthy and efficient transportation network.

**For more information** on the existing transportation network in Pelham, see **Chapter 5 Transportation and Infrastructure of the Existing Conditions document** in **Appendix A**.

The chapter includes information on the roadway network, average annual daily traffic counts, vehicular crash locations, and existing sidewalk, bicycle and trail facilities.

## LEVEL OF SERVICE ANALYSIS

Level of service, or LOS, is a term used to describe how well traffic flows along a given roadway. It is presented in terms of grades A through F, similar to a school report card, where A is the best possible traffic flow and F represents the worst conditions.

In order to determine the LOS of a roadway, a comparison is first made between assigned daily traffic volumes and the capacity of the facility to calculate its volume-to-capacity (V/C) ratio. A roadway's capacity is based on its functional classification, number of lanes, posted speed limit, percent of truck traffic and geometric characteristics. Volume to capacity ratios (v/c) are used to calculate how smoothly vehicular traffic flows on a particular roadway. Any v/c ratio greater than 1 indicates that a roadway is operating over its design capacity, thus demanding immediate attention.

The following level of service and v/c ratio correlations have been used in this analysis for purposes of communicating transportation deficiencies:

- LOS A = < 0.25
- LOS B = 0.25 to 0.50
- LOS C = 0.51 to 0.75
- LOS D = 0.76 to 0.90
- LOS E = 0.91 to 1.00
- LOS F = > 1.00

The 2015 base year levels of service for roadways in the City of Pelham are shown in **Figure 4.1**. Segments shown in red represent areas where roadway level of service is beginning to fall below minimum acceptable conditions. Significant congestion currently exists along State Route 261 (Helena Road) between Interstate 65 and Bearden Road, and at the intersection of U.S. 31 (Pelham Parkway) and County Road 52. As one of the only east-west corridors between Pelham and Helena, County Road 52 carries very high commuter volumes to and from its interchange with Interstate 65. However, its present alignment renders it incapable of adequately carrying this traffic. Because it crosses two major railroads at-grade, heavy freight traffic frequently shuts down the corridor. Furthermore, the cumbersome intersection with U.S. 31 does not provide sufficient turning queue lengths, causing significant spill-back into surrounding intersections.

The 2040 roadway level of service map in **Figure 4.2** shows significant deteriorations in traffic conditions, even when taking into account currently-programmed capacity expansion projects (i.e. road widenings). This is largely a result of development pressure outpacing road construction resources. Significant new residential development is expected to continue along CR-11 in both Pelham and Chelsea, causing the road to reach failing conditions north of County Road 52 by 2040. Likewise, residential construction is expected to continue in Helena and Alabaster, placing even greater strains on State Route 261 and County Road 52.



Source: YouTube

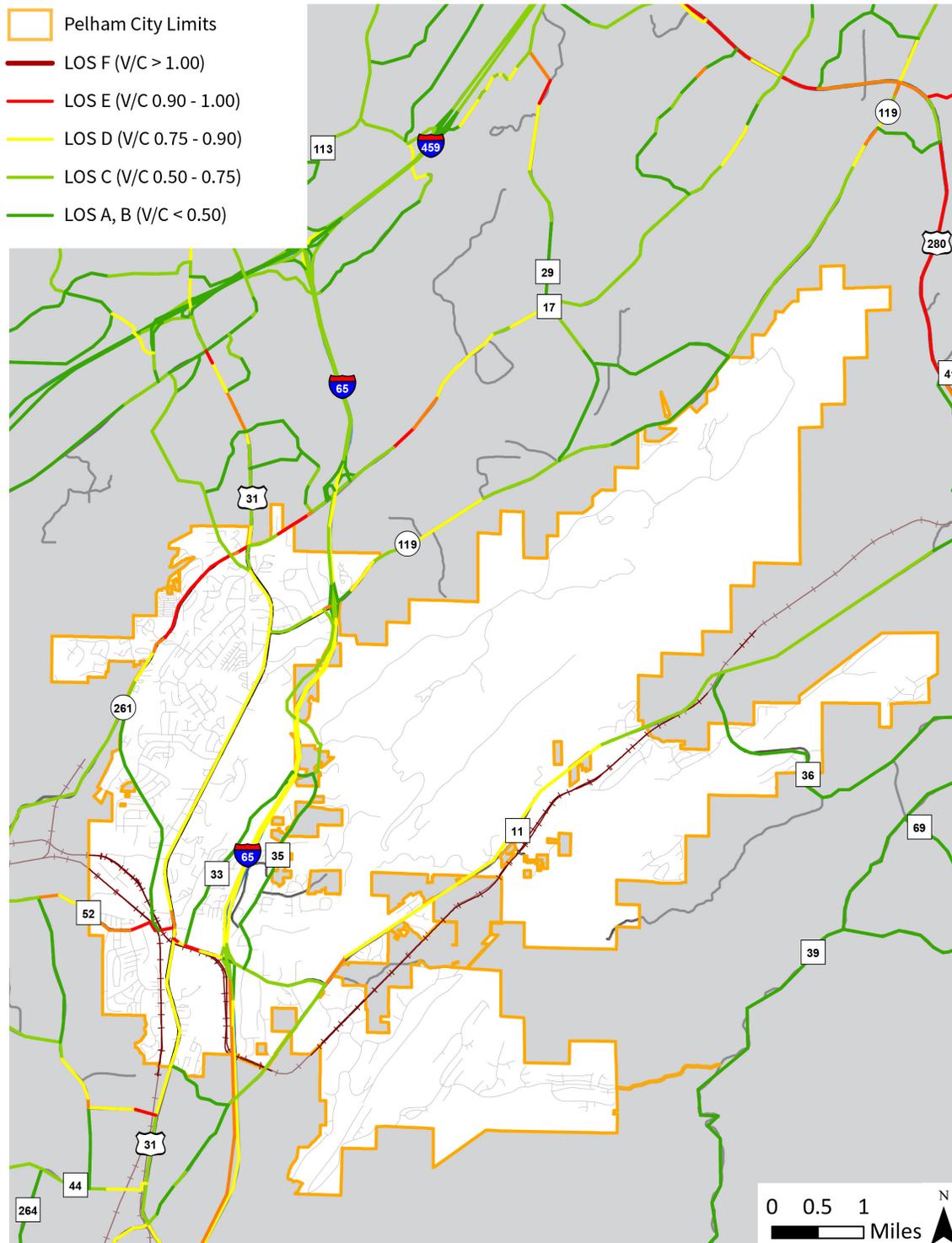


Source: Cross County Roads



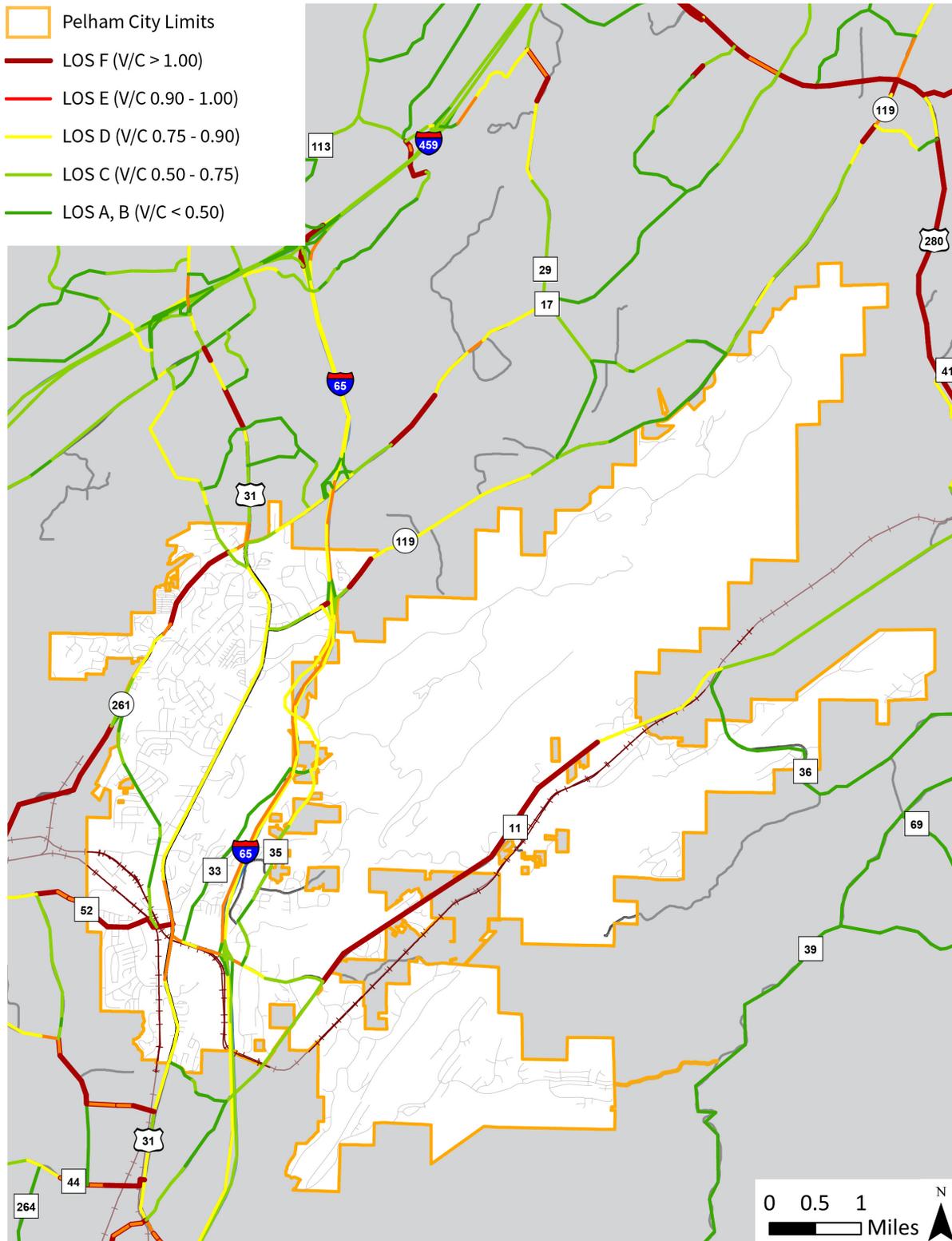
Source: ALDOT

Figure 4.1: 2015 Roadway Levels of Service



Source: Regional Planning Commission of Greater Birmingham and the Birmingham Metropolitan Planning Organization

Figure 4.2: 2040 Roadway Levels of Service



Source: Regional Planning Commission of Greater Birmingham and the Birmingham Metropolitan Planning Organization

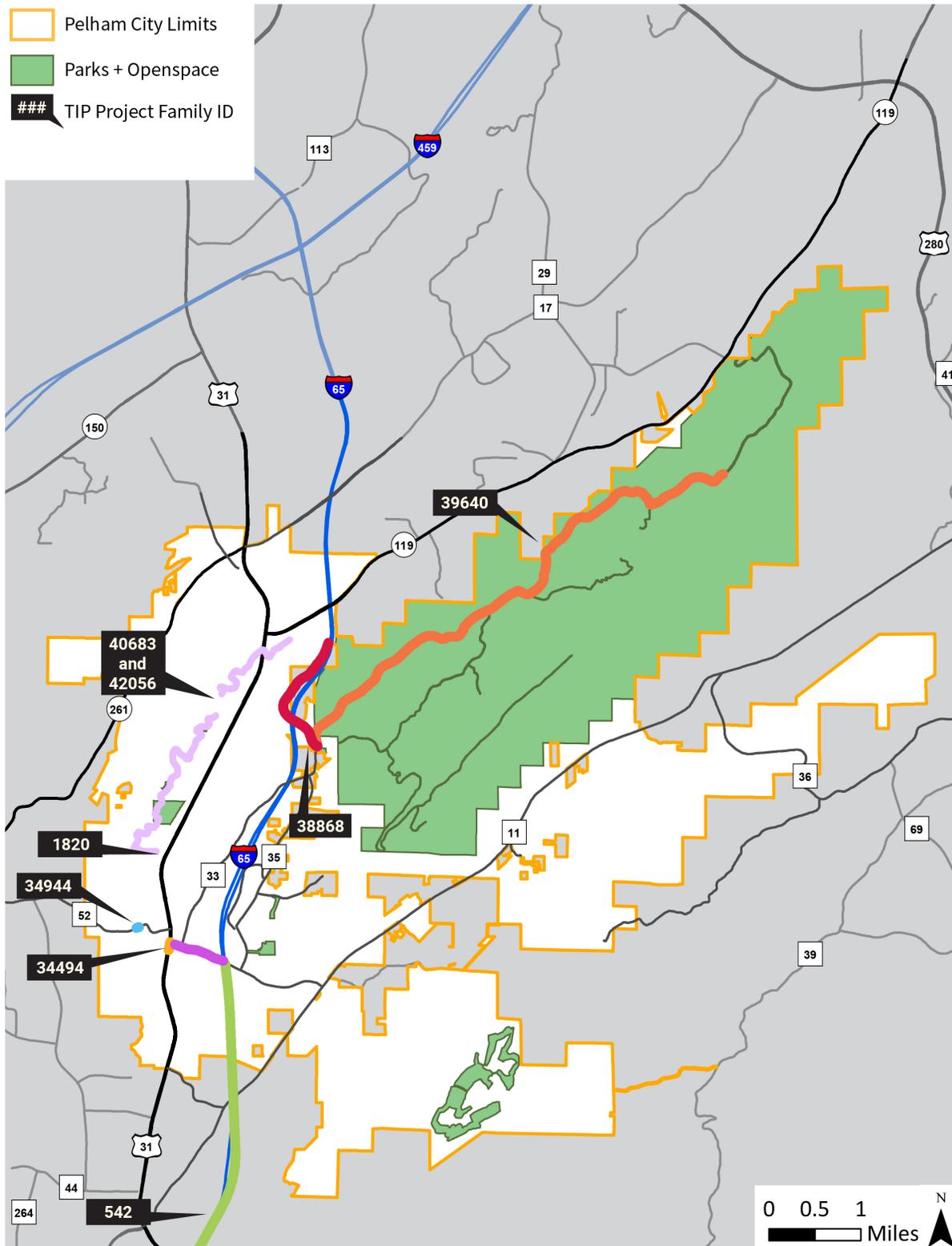
## PLANNED TRANSPORTATION PROJECTS

The Birmingham Metropolitan Planning Organization (MPO) develops the Transportation Improvement Program (TIP), which documents all regionally-significant, federally-funded transportation projects over the next four years in the metropolitan area. Of nearly 250 projects in the present TIP, eight fall within Pelham City limits. Several of these projects are intended to improve traffic operations on the congested segments discussed in the previous section, including County Road 52 and U.S. 31. All eight projects are detailed below in **Table 4.1** and shown in **Figure 4.3**.

**Table 4.1: FY 2016-2019 TIP Projects in Pelham**

Family ID	ALDOT Project Number / Federal Funding Type	Project Description	Project Length (miles)	Project Status	Total Project Cost (includes federal funding)
1820	100039450 / Surface Transportation Program Funds	Widen County Road 52 from U.S. 31 to I-65 interchange	1.13	Construction is planned to begin in November 2019	\$561,262 for construction
40683	100065519 Congestion Mitigation Air Quality and Transportation Alternative Program	Pelham trails and greenways located along the U.S.31 corridor in Pelham adjacent to Bishop Creek from County Road 105 to State Route 119 and eventually crossing under I-65 and continuing to the entrance of Oak Mountain State Park: Phase 1 and 2	1.52	Construction is planned to begin in June 2020	\$1,448,266
42056	100067294 Congestion Mitigation Air Quality and Transportation Alternative Program	Multi-use trail and greenway system along the U.S. 31 corridor adjacent to Bishop Creek in Pelham; Phases 3 and 4	2.55	Construction is planned to begin in September 2020.	\$1,478,786
39640	100064282 / Congestion Mitigation and Air Quality	Widening of existing bike lanes on John Findlay Drive from State Park Road North Trail Head	5.6	This project is planned to be under construction in November 2018	\$5,486,932 for construction
542	100044672 / National Highway System	I-65 add lanes from U.S. 31 to County Road 52	1.01	The project is under construction and is planned to be completed in January 2019	\$81,644,622 for construction
38868	100063241-43 / Surface Transportation Program and Congestion Mitigation and Air Quality	Safety and intersection improvements on State Park Road from State Route 119 to John Findlay Drive to include the addition of bike lanes	1.5	Right-of-way acquisition is ongoing and construction is planned for the Fall of 2019	\$2,373,531 (includes \$75,000 for utilities, \$599,940 for right of way acquisition and \$1,698,591 for construction)
34494	100057649	U.S. 31 bridge over Pevine Creek and CSX Railroad, Bridge Replacement	0.9	The design phase for this project is planned to be begin in January 2019	\$540,314 for preliminary engineering for replacement
34944	100059502 / ATRIP	Bridge widening on County Road 52 (4th Avenue) over Buck Creek	0	Construction is planned to begin in March 2019	\$2,269,438 for construction

Figure 4.3: FY 2016-2019 TIP Projects in Pelham



Source: Regional Planning Commission of Greater Birmingham and the Birmingham Metropolitan Planning Organization

## TRANSPORTATION GOALS

### GOAL #1

Expand mobility options throughout the City.

The intent of this goal is to ensure that public streets and trails provide safe access and circulation for all modes of travel in the city, while establishing a quality public realm and sense of place.



#### Action 1

#### Adopt a Complete Streets Ordinance.

Complete Streets is a transportation policy and design approach that provides safe access and circulation for all people, including motorists, bicyclists and pedestrians of all ages and abilities. A Complete Streets ordinance would require the City to accommodate all modes of transportation in the planning, design, construction, operation and maintenance

of public streets. Complete Streets balance the needs of different modes and supports local land uses, economies, cultures and natural environments.

Complete Streets design elements may include, but are not limited to, sidewalks, signage, paved shoulders, bicycle accommodations, crosswalks and other pavement markings for pedestrians, pedestrian control signalization, bus pull-outs and traffic calming measures.

The ordinance should specify the nature of roadwork that would trigger the required accommodations. For example, the ordinance could apply to new road construction, reconstruction, retrofits, upgrades, resurfacing, rehabilitation and any large-scale non-emergency utility work, but not to routine road maintenance. Complete streets should be prioritized on roads that coincide with the recommended segments for bicycling infrastructure (see [Figure 4.4](#)) and the high priority sidewalk segments identified in the sidewalk suitability analysis (see [Figure 4.5](#)).



Source: City of Tampa



Multi-use trail

Source: Pond and Company



Buffered bike lanes

Source: Montgomery County



Action 2

**Continue the phased construction of the Bishop Creek Trail project.**

The proposed Bishop Creek Trail (shown in **Figure 4.4**), extending through the heart of Pelham from Bearden Road to Oak Mountain State Park, can become one of the City’s defining features. This multi-modal trail corridor will provide safe walking and bicycling connections for residents in some of Pelham’s core neighborhoods and connect them to a variety of civic, recreational and activity centers. The trail can transform the underutilized flood-way around Bishop Creek into a recreational asset, while also establishing a primary north-south corridor through the City that bypasses the traffic congestion on the main highways.

In Spring of 2019, construction begun on the first phase of the trail, which passes along the western edge of the Pelham City Center. The City should continue to allocate funding for the construction of the remaining three phases of the trail as resources allow.



Action 3

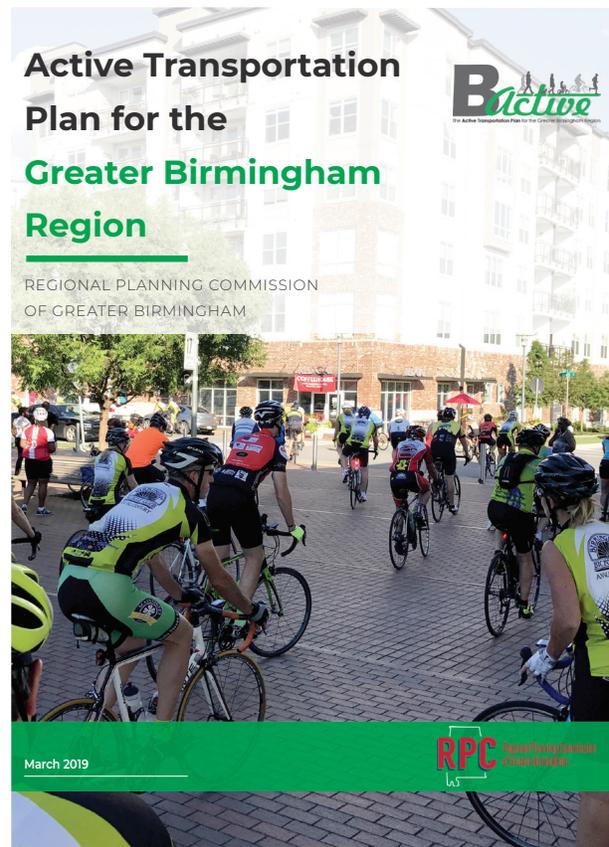
**Construct active transportation routes identified in the B-Active Plan.**

The *B-Active Plan* is the Active Transportation Plan for the Greater Birmingham region, adopted in March of 2019 by the Birmingham Metropolitan Planning Organization. The plan established a clear vision for building and expanding a multi-modal transportation network in Jefferson and Shelby counties, and parts of Blount and St. Clair Counties, with a specific focus on creating a cohesive system of bicycle and pedestrian infrastructure. The plan identifies and prioritizes strategic projects to build a safer, more connected, and equitable active transportation system for the region.

Developed with the end-user in mind, the *B-Active Plan* focuses on enhancing connectivity to destinations rather than simply creating more facility miles. Specifically, that end-user is someone who is interested in biking or walking more, but currently does not because of safety concerns due to the auto-centric design of most roadways.

As a region-wide plan, the *B-Active Plan* does not create a comprehensive network for the City of Pelham. Instead, the Plan recommends a small number of key, regionally-significant routes in Pelham, around which the City can develop their local share of the regional network.

The *B-Active plan* calls for 12 routes within Pelham city limits. **Table 4.2** lists these proposed routes. The network of proposed trails is shown in **Figure 4.4**. As funding, land and rights-of-way become available, it is recommended that the City partner with the Freshwater Land Trust and the RPCGB to implement these facilities. Segments listed with an asterisk either already exist or are currently under design or construction. Segments with (ALDOT) listed are roads that are owned and maintained by the state DOT, and would require coordination with the state to establish.



**Table 4.2: B-Active Plan Segments within the Pelham City Limits**

Segment	B-Active ID	Project Length (mi)	Context	B-Active Grid ID
County Road 11	258	2.18	Suburban	E2
County Road 52 East	260	0.70	Suburban	E2
Oak Mountain Trail (County Road 35)	261	0.53	Suburban	E2
County Road 35	262	0.60	Suburban	E2
Cahaba Valley Creek Trail*	264	2.85	Rural	D2, E2
John Findley III Drive*	366	2.65	Rural	D3
Simmsville Road	257	3.49	Rural	D3
County Road 35	265	0.70	Rural	E2
State Housing Road	265	1.10	Rural	D2,E2
Helena Road/ State Route 261 (ALDOT)	110	2.20	Rural	D2, E2
County Road 52 (ALDOT)	259	3.25	Suburban	E2
Old Montgomery Hwy/ Trailridge Drive (ALDOT)	346	0.66	Policy Rd.	D2
U.S. 31 (ALDOT) POLICY ROAD	505	6.00	Policy Rd.	D2, E2

\*Existing segment.

Source: Regional Planning Commission of Greater Birmingham and the Birmingham Metropolitan Planning Organization

# Design by Land Use Context

The ideal bike facility in a busy downtown area may not be the ideal solution for a suburban neighborhood. A one size-fits all approach rarely makes sense when designing for unique areas. Different land-use and development patterns present different challenges for active transportation users, so it is important to find the right facility type for a given road.

The *B-Active Plan* takes a semi-prescriptive approach to facility recommendations recognizing that facility selection and design for a given road depends on many factors such as existing right-of-way, lane widths, budgetary constraints, etc. The *B-Active Plan* acknowledges that specific facility selection and design should be left to the judgment of the local design staff or engineering consultant at the time of implementation.

As such, the *B-Active plan* provides a menu of options based on the land use context a given segment falls within. These land use contexts are divided into Urban Core, Urban, Suburban, Rural and Rural Town. In Pelham, only the Suburban and Rural land use context apply.

### SUBURBAN LAND USE CONTEXT

**BUFFERED BIKE LANES**

One of eight facilities appropriate for **suburban** land use contexts. Visit the *B-Active Plan* to explore other possible facilities.

### RURAL LAND USE CONTEXT

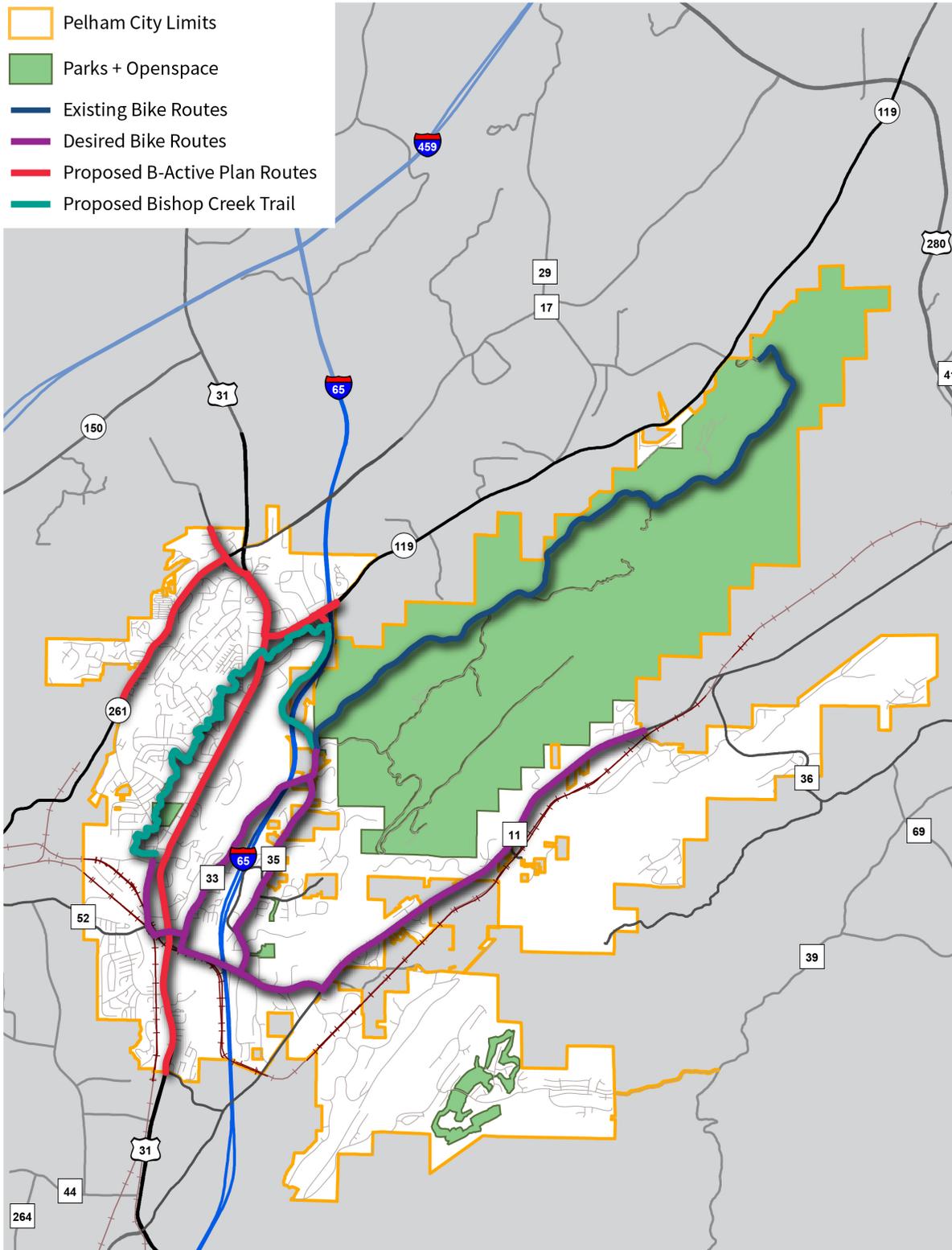
**STANDARD BIKE LANES**

One of six facilities appropriate for **rural** land use contexts. Visit the *B-Active Plan* to explore other possible facilities.

Additionally, Appendix D of the *B-Active Plan* provides detailed cost estimates in.

Visit the Regional Planning Commission of Greater Birmingham website at [www.rpcgb.org](http://www.rpcgb.org) to download the *B-Active Plan* and to learn more.

Figure 4.4: Recommended Segments for Bicycle and Trail Infrastructure





Action 4

Deploy context-sensitive bicycle infrastructure along strategic corridors.

Throughout the public involvement phase of this plan, citizens expressed a strong desire for bicycle accommodations along several other routes, in addition to those identified in the B-Active Plan. These routes include County Roads 33, and 52 and Lee Street (see "Desired Bike Routes in Figure 4.4). Lee Street in particular is an excellent candidate for bicycle infrastructure as it provides a parallel alternative route to U.S. 31 and would provide a direct connection to the proposed Bishop Creek Trail.

Bicyclists already frequent these routes, often posing safety concerns in areas where the roads lack sufficient shoulder widths and steep grades. The City should work with Shelby County to explore the feasibility of installing context-sensitive bicycle infrastructure along these corridors. Such infrastructure must balance the rights of both motorists and cyclists to safe, unobstructed roadways. The B-Active Plan mentioned above can recommend specific design treatments for these routes based on their land use context, as well as rough cost estimates.



Source: CicLAVia



Action 5

Provide bike racks at the Pelham Recreation Center, Library and all City schools.

While the construction of bicycle routes are critical components of providing meaningful transportation choices, they must be supported by secure parking amenities at destinations to encourage ridership. The City of Pelham should install bike racks, lockers and other features at civic buildings so that bicyclists can expect a safe place to store their equipment whenever they choose make a trip.



Source: Cycle Safe



Source: The Purbalite



Source: Davis Enterprise



Action 6

**Connect residential neighborhoods to key activity centers with adequate pedestrian infrastructure.**

Sidewalks in Pelham are currently few and very isolated. A few subdivisions, including Stonehaven, Hidden Creek, Stratford Place and Beaver Creek Preserve, contain their own sidewalks, but they do not provide connectivity to other areas of the City (for more detail, see **Chapter 5 of the Existing Conditions document in Appendix A**). With gaps and barriers in the City’s pedestrian network, opportunities exist to expand and improve the network, especially as it pertains to safety, comfort and accessibility. As new residential streets are built and existing ones are rebuilt, opportunities abound to create better streets and improve the pedestrian travel experience.

In order to determine a potential priority list for new sidewalk segments in Pelham, a methodology was established to identify segments that would serve a variety of needs in the community. A number of indicators were identified as being complementary to a better pedestrian network and buffer distances were

mapped from these indicators. Roadway segments that fell within these buffers were then scored based on how many of the buffers they fell within. The indicators, buffer distance, and associated scoring of each indicator is listed below in **Table 4.3**.

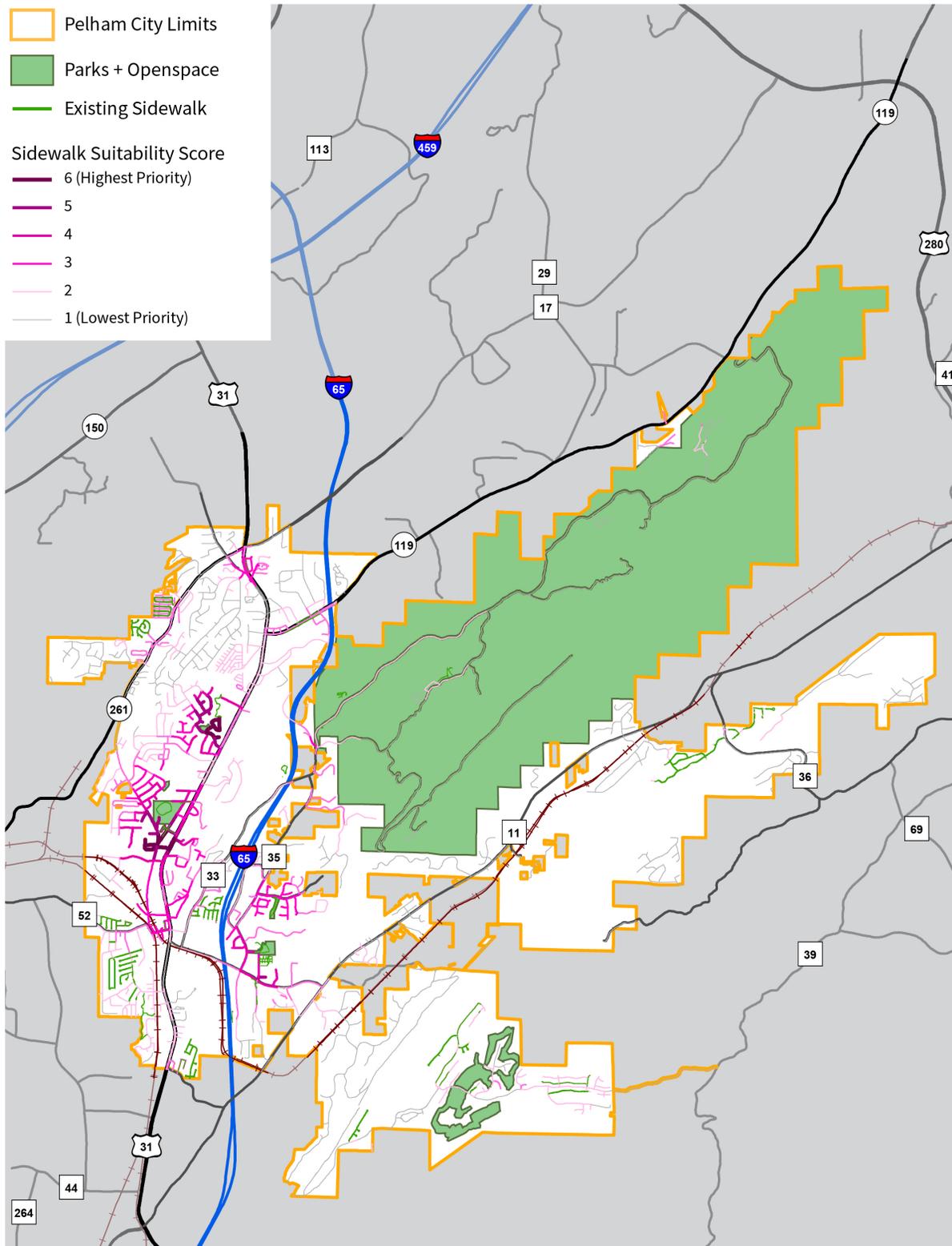
This part of the analysis focused on the locations with the highest need for sidewalks (or demand for walking), as determined in the sidewalk suitability demand analysis described above. The pedestrian network gaps were determined when the existing sidewalk network was overlaid onto the sidewalk suitability map. The goal was to determine if the existing sidewalks are sufficiently connecting to high demand areas for walking, or if there are any critical gaps. The locations of highest need for sidewalks, which scored in the top five percentile in the sidewalk suitability analysis, are shown in **Figure 4.5**. These areas are located in the:

- ✘ Chandalar neighborhood, along Chandalar Court and Chandalar Drive
- ✘ Chase Creek neighborhood, along Chase Creek Circle
- ✘ Pelham City Center, along Old Ashville Road, Tony Holmes Drive and U.S. 31

**Table 4.3: Scoring Criteria for Sidewalk Suitability Indicators**

Indicator	Scoring Weight
Roads within one quarter-mile of a city park	2
Roads between one quarter-mile and one half-mile of a city park	1
Roads within one quarter-mile of a city school	2
Roads between one quarter-mile and one half-mile of a city school	1
Roads within one quarter-mile of a grocery store	1
Roads within one quarter-mile of a neighborhood commercial target area (see <b>Chapter 3 Future Land Use</b> )	1
Roads within one quarter-mile of a library, senior center or recreation center	1
Roads within one quarter-mile of an existing sidewalk	1
Roads within one quarter-mile of an existing or proposed trail	1

Figure 4.5: Sidewalk Suitability Analysis



**Table 4.4: Implementation Guide for Sidewalk Development**

<b>Project Purpose</b>	To improve pedestrian mobility within the City, with a focus on increasing mobility within neighborhoods and activity centers.	
<b>Project Description</b>	<p>This program component will design and construct pedestrian facilities throughout the City of Pelham. This includes:</p> <ul style="list-style-type: none"> <li>• Retrofitting sidewalks in existing neighborhoods/centers</li> <li>• Eliminating obstructions in the clear zone (such as utility poles, bus shelters, etc.) along existing sidewalks</li> <li>• Providing guidance for new sidewalks</li> <li>• Design and construction of ADA accessible ramps, pedestrian signals, and crosswalks</li> </ul> <p><b>Note:</b> This Plan recommends that the City modify the existing subdivision regulations to require ADA-accessible sidewalks on at least one side of the street in all new residential developments.</p>	
<b>Time Frame</b>	0-10 Years	
<b>Potential Funding Sources</b>	<ul style="list-style-type: none"> <li>• Transportation Alternative Program (TAP)</li> <li>• Congestion Mitigation and Air Quality (CMAQ)</li> </ul>	<ul style="list-style-type: none"> <li>• Local Funding</li> <li>• Public/Private Partnerships</li> </ul>
	See <b>Chapter 8</b> for a detailed description of potential funding sources.	
<b>Lead Agency</b>	City of Pelham Development Services and Public Works	
<b>Implementation Notes</b>	<p>Prioritize sidewalk improvements and incorporate into the City’s capital improvements planning process. The City should continuously engage and partner with Shelby County to implement street improvements on county roads in Pelham.</p> <p>Sidewalks can be completed as part of a scheduled roadway widening project. For additional information about project eligibility and other potential funding, contact the Birmingham Metropolitan Planning Organization (Birmingham MPO) via the RPCGB.</p>	



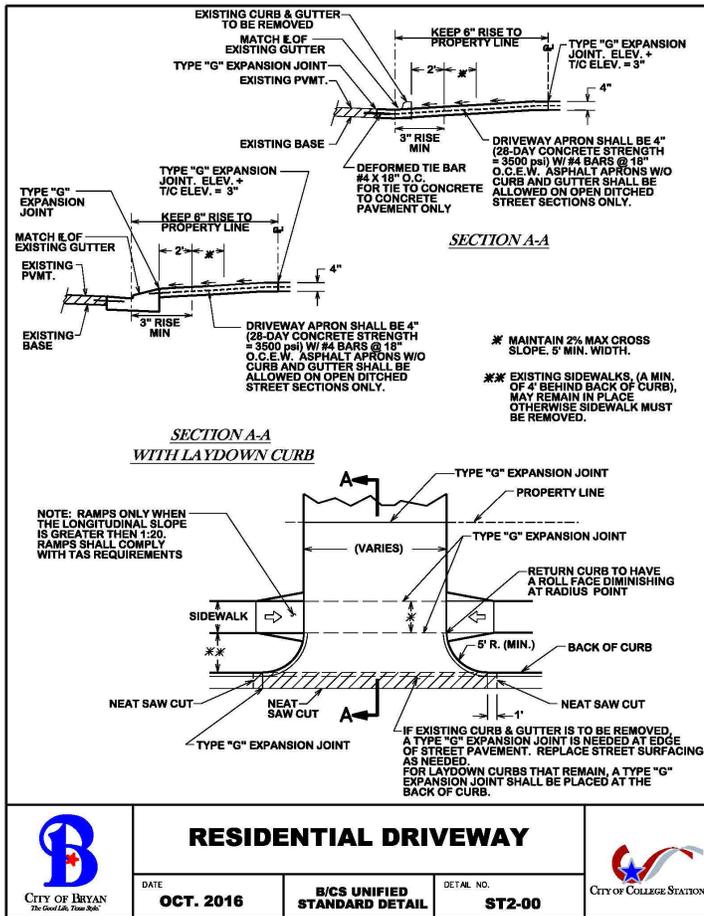


**Action 7**

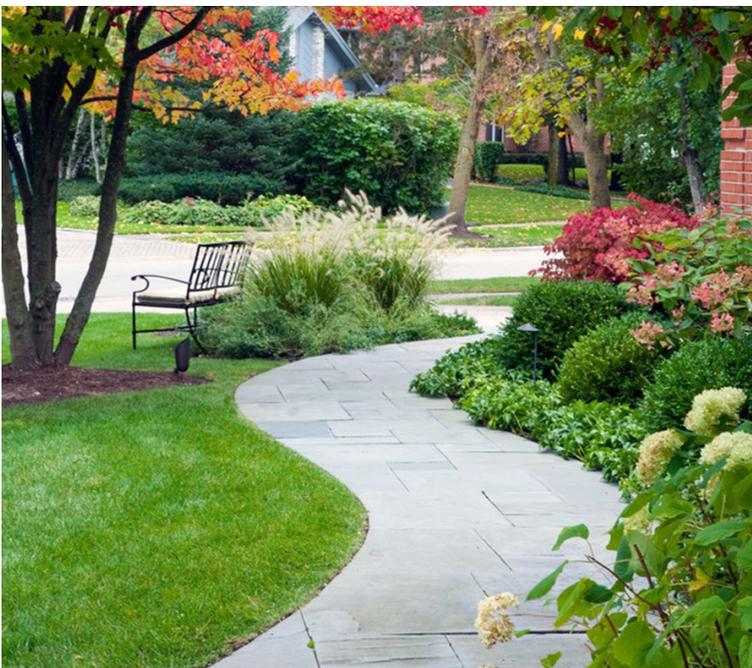
Consider creating a sidewalk standard for all residential areas.

In addition to expanding sidewalk coverage in existing neighborhoods, Pelham should ensure that new developments accommodate pedestrians as well. As discussed in **Chapter 7 Planning and Public Services**, this Plan recommends that the City modify the existing subdivision regulations to require ADA-accessible sidewalks on at least one side of the street in all new residential developments.

To ensure that new sidewalks adequately serve all members of the community regardless of ability or impairment, the City should consider creating a sidewalk design standard for all residential areas. This would provide design guidance for all new sidewalks and ensure that such sidewalks conform to ADA standards.



Source: Brian College Station Unified Design Guidelines



Source: Blue Zoo Writers



Source: Dallas Builder Association

## GOAL #2

Improve travel safety for all users.

The intent of this goal is to invest in infrastructure that minimizes the frequency and severity of traffic accidents for motorists, cyclists and pedestrians.



### Action 1

**Evaluate potential crash mitigation techniques at high-crash locations.**

As detailed in **Chapter 5 of the Existing Conditions document in Appendix A**, vehicular crashes occur very frequently at four intersections in Pelham: U.S. 31 at Valleydale Road, U.S. 31 at County Road 52, State Route 119 at Interstate 65 and County Road 52 at Interstate 65. In partnership with ALDOT and Shelby County, the City should conduct safety studies at these intersections to explore possible crash mitigation techniques and strategies.

Intersection of U.S. 31 & County Road 52



### Action 2

**Protect pedestrians on neighborhood streets with appropriate traffic calming measures.**

During the public involvement process, residents expressed speeding issues on the following roads:

- Crosscreek Trail
- Chandalar Lane
- Chandabrook Drive
- Dalton Drive
- Indian Hills Road
- Bearden Road

As community residents express concern about the speed, volume and type of cut-through traffic in their neighborhoods, the City of Pelham’s Streets, Landscape and Maintenance Department staff should conduct traffic calming studies as a direct response to targeted concerns. A traffic calming study would evaluate a focused area with engineering measures in mind to change driver behavior and compel drivers to slow down or use more appropriate travel routes. This might include strategies to alter the physical roadway with edge lines, chokers, chicanes, traffic circles, road diets, speed humps or raised crosswalks. Other efforts might include operational strategies such as enhanced police enforcement and speed displays. Any traffic calming initiatives must be balanced against the need for delivery and utility trucks to access businesses and residents in a neighborhood. The City’s Streets, Landscape and Maintenance Department should target the previously mentioned high incident intersections and residential areas to implement a comprehensive traffic calming policy.

# Traffic Calming

Motorists often drive as fast as the road they are on will allow. Inappropriately high speeds not only lead to more frequent and severe crashes for the motorists, they also endanger pedestrians and other vulnerable road users. City officials can utilize traffic calming to improve safety by reducing vehicle speeds. Traffic calming refers to a combination of primarily physical measures that reduce the negative effects of motor vehicle use. Restricting the speed and volume of traffic to acceptable levels helps reduce accidents, collisions, noise, vibration, pollution and crime.

Traffic calming measures include both intrusive and non-intrusive strategies. Intrusive strategies involve an alteration to the physical environment that constrain driver behavior, such as horizontal shifts (chicanes and median islands), vertical deflections (speed tables, speed bumps and raised intersections) and turn restrictions, which reduce cut-through traffic. Non-intrusive strategies involve administrative or operational improvements, such as traffic cameras, radar speed display signs and pavement re-striping.

Slowing traffic saves lives. Each 1-mph reduction in vehicle speed reduces collisions and fatalities by over 5%. A motorist traveling at 40 mph who sees a pedestrian 100 feet ahead will not be able to stop in time, colliding with the pedestrian at 38 mph. At this speed, the pedestrian is highly likely to suffer a serious injury or die. By contrast, a motorist traveling at 25 mph would have enough time to stop before collision.

Each traffic calming measure is better suited to some street types than others. The City should work with traffic engineers to evaluate its streets where residents have expressed safety concerns, and determine whether and what traffic calming measures are warranted.

### Cost Ranges of Selected Traffic Calming Measures

Measure	Average Speed Reduction	Cost Range
Speed Table	7 - 9 mph	\$5,000 - \$15,000
Speed Bump	5 - 8 mph	\$2,000
Chicane	3 - 9 mph	\$10,000 - \$16,000 for a set of three
Raised Median Island	4 mph	\$6,000 - \$9,000
Pedestrian Refuge Island	4 mph	\$10,000 - \$30,000
Choker	1 - 4 mph	\$5,000 - \$20,000

Chicanes



Source: LA DOT

Speed Table



Source: Palmetto Bay



Action 3

**Provide accessible, safe crosswalks at targeted intersections.**

Pedestrians are at their most vulnerable when crossing a street. A vehicle moving at only 30 mph has a 50% chance of killing or seriously injuring a pedestrian in the event of a collision. At the same time, over 80% of all pedestrian fatalities occur away from intersections. This is typically because pedestrians choose to cross streets at locations directly along their path, rather than going out of their way to crosswalks. The City should therefore invest in highly visible, convenient and accessible crosswalks at targeted locations to encourage pedestrians to cross streets where motorists expect them to do so. Safety features might include, but are not limited to, lighted crosswalks, crosswalk signals and warning beacons. The following recommendations are made for the design of pedestrian crosswalks (Zegeer, Stuart and Huang 1999):

- ✘ Design crosswalks with enhanced crossings that combine highly visible markings (ladder striping) with additional pedestrian treatments, such as curb extensions for shorter crossing distances, traffic calming and medians.
- ✘ Design crosswalks so that all pedestrians can travel within the marked area throughout the entire crossing. Crosswalk designs should provide for 48" in clear space at the bottom of diagonal curb ramps.
- ✘ Ensure that mid-block crossings will be detectable by and accessible to pedestrians with vision impairments.
- ✘ Maintain crosswalk markings and

consider additional treatments whenever a street is resurfaced.

- ✘ Do not install marked crosswalks without additional treatments, such as traffic calming and signing, on multi-lane roadways with high traffic volumes.
- ✘ Provide raised medians and curb extensions on multi-lane roadways.
- ✘ Consider traffic signals and pedestrian-actuated signal devices at difficult or problematic pedestrian crossings.
- ✘ Consider flashing signals and lights and advanced warning signs to increase the visibility of the crosswalk.
- ✘ Increase the crossing time if the crossing is signalized.
- ✘ Maintain the expected pedestrian travel pattern.

Flashing warning beacons



Source: City of Lincoln

High-visibility crosswalk



Source: National Aging and Disability Transportation Center

While Pelham residents conveyed their concern for pedestrian safety, care should be taken when placing pedestrian crossings at uncontrolled intersections within residential areas. Common engineering practice is to exclude marked crosswalks from intersections without traffic control approaching the crossing. This is due to a number of factors, including avoiding a false sense of security provided by crosswalks when traffic is uncontrolled, encouraging pedestrian caution when crossing, and rising liability and maintenance concerns.

**Table 4.5** lists implementation guidance for pedestrian crossings.



Source: AARP

**Table 4.5: Implementation Guide for Safe Crossings**

<b>Project Purpose</b>	To provide safe crossings across roadways in order to facilitate access to land uses and support pedestrian mobility.	
<b>Project Description</b>	<p>This program component will add new pedestrian crosswalks and will improve existing pedestrian crossings at both intersections and mid-block locations. The component will accomplish the following:</p> <ul style="list-style-type: none"> <li>• Install pedestrian ramps and marked crossings at signalized intersections</li> <li>• Install countdown pedestrian signals at all existing and proposed signalized intersections</li> <li>• Convert left-turn signal phasing from lead to lag (where possible)</li> </ul>	
<b>Time Frame</b>	0-5 Years	
<b>Potential Funding Sources:</b>	<ul style="list-style-type: none"> <li>• Surface Transportation Program (STP)</li> </ul>	<ul style="list-style-type: none"> <li>• Local Funding</li> </ul>
	See <b>Chapter 8</b> for a detailed description of potential funding sources.	
<b>Lead Agency</b>	City of Pelham Development Services and Public Works	
<b>Implementation Notes</b>	Use of local funding is strongly recommended for designing and installing pedestrian crossings. For additional information about project eligibility and other potential funding, contact the Birmingham Metropolitan Planning Organization (Birmingham MPO) via the RPCGB.	

## GOAL #3

Enhance the efficiency of the transportation system.

The intent of this goal is to maximize person-trip capacity and optimize operations along existing corridors.



### Action 1

**Promote transportation demand management (TDM) for Pelham commuters.**

Almost every commuter in the Birmingham region drives to work alone, with four empty seats in the car. Building enough road capacity to keep all traffic flowing at all times is impossible. Instead, the City of Pelham should actively promote transportation demand management (TDM), which is the broad and growing field of incentive-based practices to encourage more efficient use of existing transportation capacity. The program should encourage a shift away

from driving alone and toward modes with higher person-capacity, such as carpooling. It should further encourage a shift in travel time away from peak periods and toward less congested times. An effective TDM program will enable the City and local stakeholders to meet existing and rising travel demands by better utilizing existing networks and services while retaining Pelham's high quality of life.

One TDM program, CommuteSmart, already serves the Birmingham metropolitan area. Since 1999, CommuteSmart has partnered with local agencies and employers to reduce traffic congestion and improve air quality by providing alternative commuting options. The program offers a variety of incentives to encourage commuters to use these options, including gift cards, free emergency rides home and even direct payments for each alternative commute. The City of Pelham should actively promote CommuteSmart to residents and employers.



# CommuteSmart

## CommuteSmart

Did you know you can get paid to commute to work? If you get to work by any means other than driving by yourself, you can!

People like options. When it comes to getting to work, having options that reward you is even better! The demand for attractive commuting alternatives to driving alone continues to grow significantly. CommuteSmart is a federally-funded initiative of the Regional Planning Commission of Greater Birmingham that formed in 1999 to promote alternative commuting options for the Birmingham area.

CommuteSmart partners with organizations throughout the Birmingham region to reduce traffic congestion and improve air quality by encouraging workers to use alternative commuting options. These options include walking, biking, carpooling, vanpooling, riding the bus and even working from home. The program is designed to work with commuters and employers to make changing commute to work habits less intimidating. It offers incentives and services to help ease your transition from driving alone to a cleaner commute. By signing up with CommuteSmart, you could earn \$1 per day (up to \$70) in the first 90 days for getting to and from work (or class) in any way other than driving alone. After that, participants can earn a \$25 gift card for continuing to take alternative commutes at least 20 times each quarter afterwards.

Through CommuteSmart, you can reduce traffic, improve air quality, and strengthen our community. Visit [www.commutessmart.org](http://www.commutessmart.org) to learn more.



Source: BlancRide



**Action 2**

**Explore the feasibility of new east-west roadway connections.**

The built environment of Pelham features three prominent sets of barriers to east-west travel: Interstate 65, the CSX railroads, and several long, steep ridge-lines. Limited crossings of these barriers concentrates east-west traffic on a small number of traversing thoroughfares, which become severely congested at peak travel times. Although the City’s established street pattern prevents the easy addition of new network streets in many areas, adding strategic connections will help lessen the burden that existing connections carry.

As shown in **Figure 4.6**, the City should explore the feasibility of a new east-west new roadway connection between U.S. 31 and County Road 33.

- Chandalar Drive at U.S. 31
- US Post Office entrance on U.S. 31
- Clark Street at County Road 52, and
- County Road 52 at U.S. 31

Appropriately-designed turn lanes can dramatically improve both the safety and operational capacity of intersections. However, the cost to construct them varies widely according to right-of-way and topographical constraints. Because many of these concerns occur on roadways owned by the State or Shelby County, the City’s ability to address them is limited. Nonetheless, the City should actively partner with the appropriate agency and with private property owners to explore potential improvements. They City may also reference [ALDOT’s 2014 Access Management Manual](#), which describes traffic volume thresholds necessary to warrant various types of improvements along state-maintained roadways.



**Action 3**

**Work with State, County and private partners to evaluate turn lane warrants at congested intersections.**

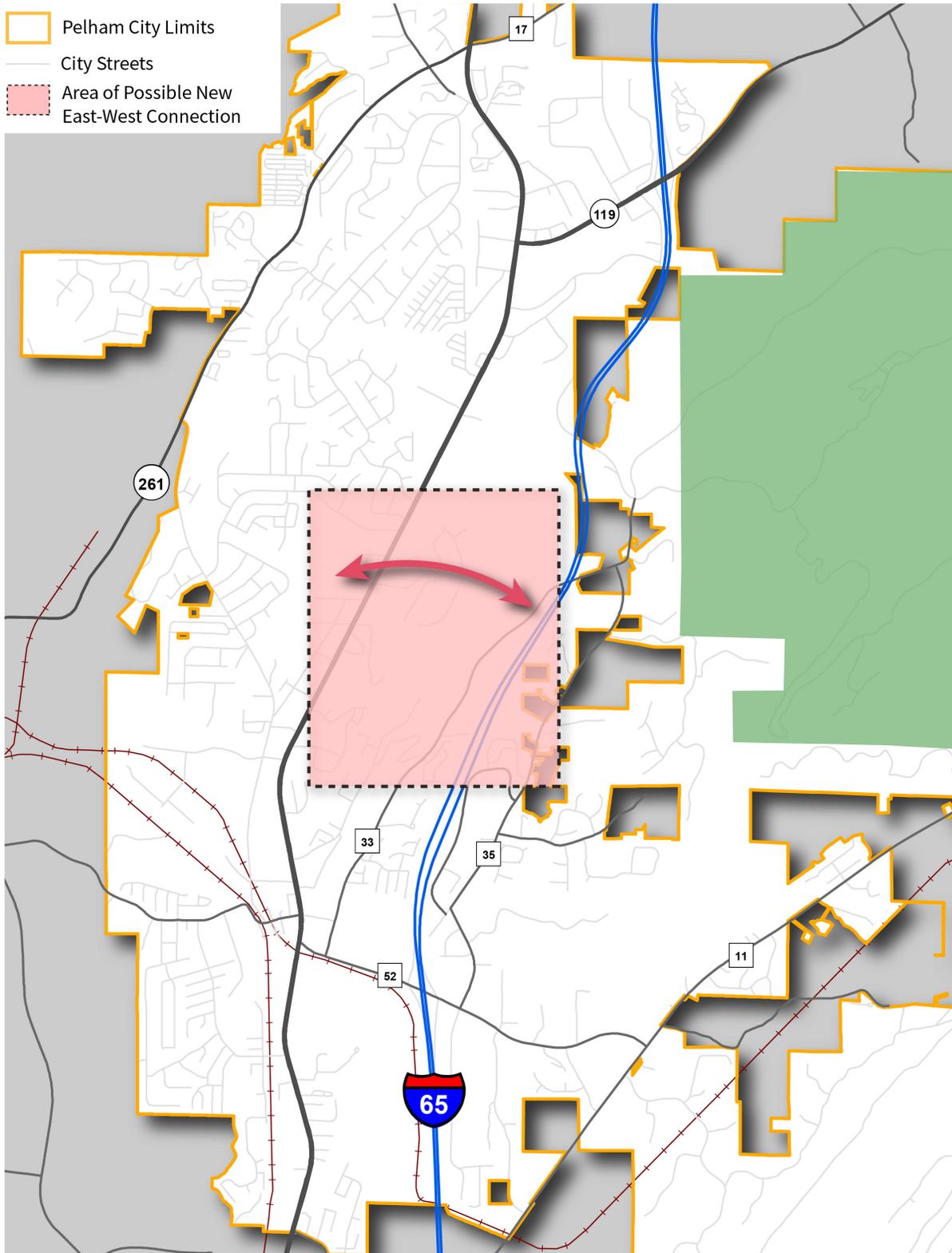
As discussed in the level of service analysis at the beginning of this chapter, most of Pelham’s congestion problems originate at intersections. During the public involvement process, residents noted several intersections whose signal phasing or geometric design causes operational problems. Calls for additional right- or left-turn lanes were particularly frequent, both for access and egress to private properties. The following intersections were cited by multiple citizens:

- Trail Ridge Drive at Old Montgomery Highway
- Donohoo Auto entrance on State Route 261 (Helena Road)



Source: 1st State Bikes

Figure 4.6: East-West Roadway Connection Needed





Action 4

Explore signal improvements along U.S. 31.

Work with ALDOT to better coordinate existing traffic signals along U.S. 31, or to explore the deployment of an adaptive signal timing program based on larger regional traffic connections.



Action 5

Manage local access along major thoroughfares.

While Pelham’s major roads – and U.S. 31 in particular – are the commercial engines of the community, they also serve large volumes of regional commuters. To balance these two critical functions, the City should work with state and county partners to enforce an access management policy along its major roads, including U.S. 31, State Route 261, County Road 52 and County Road 11. Access management is the proactive control of the spacing and characteristics of vehicular access points to land parcels adjacent to a roadway. Excessive access points create tremendous safety hazards for both vehicles and pedestrians as drivers turn in and out of high-speed traffic. They also cause additional congestion, as turning vehicles cause through-traffic to rapidly and unexpectedly slow down. Good access management protects traveler safety and reduces

Synchronized traffic signals



Source: Galveston County Daily News

congestion by more efficiently utilizing roadway capacity.

Because U.S. 31 is a State-maintained highway, City officials have limited ability to enforce access management along the corridor. However, U.S. 31 is subject to [ALDOT’s 2014 Access Management Manual](#), which stipulates a minimum spacing of 1,320 feet between driveways, or 660 feet for directional access (i.e., right-in, right-out only).

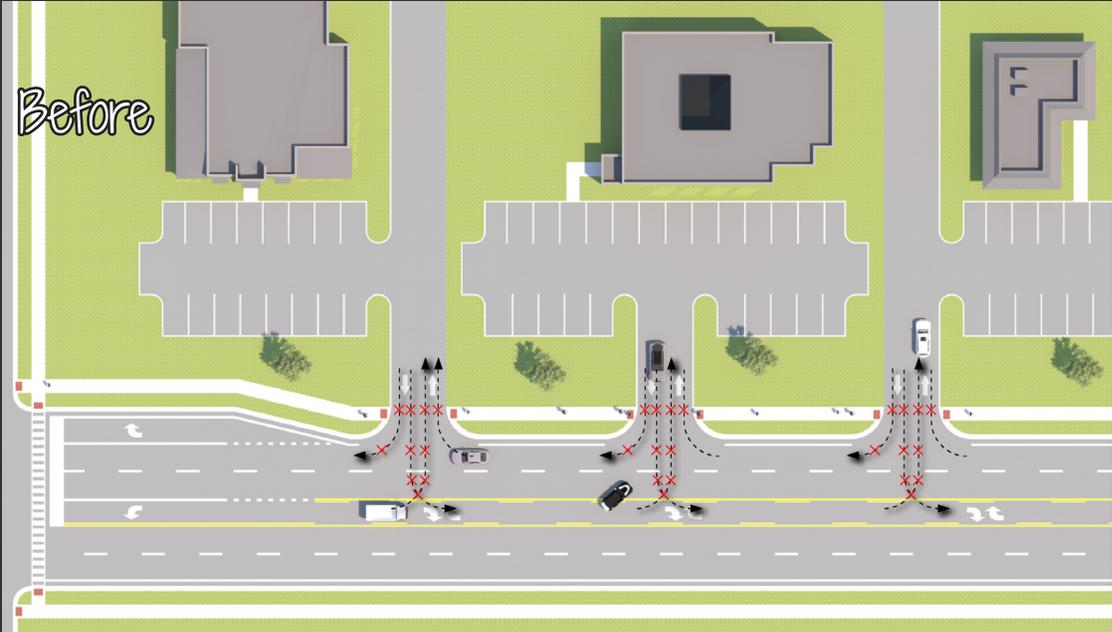
The City of Pelham does possess a few regulatory tools that can encourage better access management, however. Through its corridor overlay zoning districts, the City should consider requiring cross-access, joint-access, and shared parking areas between adjacent properties where feasible. This would preserve local access for private properties while reducing the number of driveways necessary along the corresponding roadway.

Did you know?

Proper access management is a proven strategy for reducing congestion and enhancing the aesthetics of a city. But more importantly, access management saves lives. Simply replacing a center turn lane with a raised, landscaped median (see page 91) reduces crashes by 37%, and serious injuries by 49%.

# Access Management

By consolidating the number of intersections along a road, access management dramatically reduces the number of potential crash locations, all the while improving traffic flow. In this example, consolidating driveways and adding a median reduced 30 conflict points to only 3 – a 90% reduction.



## GOAL #4

Maintain city infrastructure in a state of good repair.

The intent of this goal is to invest in system maintenance using innovative and cost-effective programs.



### Action 1

#### Develop a robust, data-driven street resurfacing program.

Currently, the City allocates approximately \$500,000 per year to resurface local streets. This is insufficient to keep pace with Pelham’s growing maintenance needs. In order to determine how the many resurfacing needs should be prioritized, the City should develop a pavement management program (PMP). The PMP would be an ongoing, data-driven process that would help the City

manage its limited resources in the most efficient manner possible.

The PMP would result from a series of sequential steps, which could include:

- ✘ Producing a street inventory that defines the street network by segments and uses.
- ✘ Surveying pavement conditions and documenting the required maintenance for each segment.
- ✘ Producing maintenance and repair strategies and quantifying the cost of meeting repair needs.
- ✘ Ranking the projects to assure that the most important and cost-effective projects are completed first.
- ✘ Scheduling the work to be done.
- ✘ Obtaining support, consensus and approval for the program.
- ✘ Implementing the program by completing the scheduled work within the allotted time frame and funding levels.

**Table 4.6: Implementation Guide for a Pavement Management Program (PMP)**

<b>Project Purpose</b>	To assist the City of Pelham in planning, budgeting, funding, designing, constructing, monitoring, evaluating, maintaining and rehabilitating the pavement network to provide maximum benefits from available funding.	
<b>Time Frame</b>	0-5 Years	
<b>Potential Funding Source:</b>	<ul style="list-style-type: none"> <li>• Surface Transportation Program (STP)</li> </ul>	<ul style="list-style-type: none"> <li>• Local Funding</li> </ul>
	See <b>Chapter 8</b> for a detailed description of potential funding sources.	
<b>Lead Agency</b>	City of Pelham Development Services and Public Works	
<b>Implementation Notes</b>	For additional information about project eligibility and other potential funding, contact the Birmingham Metropolitan Planning Organization (Birmingham MPO) via the RPCGB.	



Action 2

**Repair damaged and antiquated storm drainage infrastructure.**

During the public involvement process, City officials highlighted the need to repair damaged stormwater drains, curbs, culverts and other infrastructure. Adequate stormwater infrastructure is a critical component of minimizing safety hazards due to flooding, as well as protecting roadway surface from erosion.

The City’s existing stormwater management plan encourages staff to incorporate green infrastructure where feasible. Green infrastructure involves a suite of techniques that utilize natural processes to reduce runoff and improve water quality, rather than simply channel runoff away untreated. For standard curbside drainage infrastructure, these techniques may include (but are not limited to) permeable pavement, planter boxes, bioswales and perforated pipes. Streets that incorporate such measures are known as “green streets.” The City should continue to consider implementing green infrastructure when programming stormwater repairs, as suggested by the stormwater plan. For more detail, see [Chapter 5 Green Systems](#).



Action 3

**Upgrade lighting along U.S. 31.**

As the most heavily-traveled road in the City (other than Interstate 65), U.S. 31 is the most visible component of the City to visitors, commuters and residents. This visibility means that it can play a unique role in enhancing the aesthetics of the community, especially through the design of its street lights.

Currently, U.S. 31 is lit primarily through conventional, wooden pole-mounted overhead lights. The City should consider replacing these with cost-saving LED lights affixed to unique, stylized mounts that visibly announce to travelers that they have arrived in Pelham. The City could pursue federal funding assistance through the Birmingham Metropolitan Planning Organization (MPO) to implement these upgrades.



Source: DEHNAFRICA





**5**

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**GREEN  
SYSTEMS**

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## GREEN SYSTEMS

Water resources, greenspaces, wildlife and the natural environment do not recognize political boundaries. Because of this, Pelham must do its part in the region to improve the environment and be a good steward of the natural resources. Pelham's special natural resources – Oak Mountain State Park, Buck Creek, Bishop Creek and Peavine Creek - are tremendous opportunities for attracting increased residential growth and businesses related to outdoor recreation. For young professionals and families, Pelham can provide the perfect mix of great schools, a short commute to jobs within the Birmingham Hoover Metropolitan Area, and high-quality natural areas for beauty, recreation and bikeways. Protecting and sustaining natural resources requires regional planning and cooperation among state, county, and municipal jurisdictions and among government, non-profit and for-profit entities.

Pursuing environmental sustainability, meeting the needs of the present without compromising the ability of future generations to meet their needs, is the key to preserving the natural environment and preparing for potential risks posed by natural events.

## STORMWATER MANAGEMENT

Loss of natural open space to development has a detrimental effect on surface water quality due to the loss of natural vegetation and increased impervious surfaces. Water quality impairments are primarily the result of stormwater runoff and non-point source pollution from construction projects, streets, parking lots, driveways, buildings, lawn areas, and agricultural fields that lack adequate vegetative buffers. The City of Pelham needs to ensure use of improved construction sediment and erosion control best practices during development. The use of Low Impact Development (LID) techniques, along with stormwater management best practices and tools can imitate natural processes to infiltrate stormwater, reduce the volume and erosive power of flows, improve water quality and wildlife habitat, mitigate the effects of flooding from various rain events and enhance community livability.

### GOAL #1

Improve the ecological health of Pelham's natural systems through enhanced stormwater management and flood mitigation techniques.



#### Action 1

**Encourage the use of Best Management Practices (BMPs) on all new developments during post-construction to control soil erosion and minimize sediment runoff.**

As areas are developed, the amount of paved surface increases, leading to an increase in stormwater volume and pollutants, which can harm lakes, rivers, and streams. To mitigate the stormwater impacts of new development, the City should encourage the use of Best Management Practices (BMPs) that treat and store runoff and allow it to infiltrate on-site before it affects water bodies downstream.

## MS4 Permit, Stormwater Ordinance & Educational Materials

The City of Pelham operates a Municipal Separate Storm Sewer System (MS4). A Separate Storm Sewer System is a collection of structures, including retention basins, ditches, road-side inlets and underground pipes, designed to gather stormwater from built-up areas and discharge it without treatment, into local streams and rivers. It is called separate, because it operates without connecting to the sanitary sewer system which discharges wastewater from homes to a water treatment facility.

The City of Pelham receives authorization to legally discharge stormwater into local streams through its National Pollution Discharge Elimination System, or NPDES permit managed the Alabama Department of Environmental Management (ADEM), which ensures that the federal mandates outlined in Section 402 of the Clean Water Act are followed. To meet the needs of the NPDES permit, the City of Pelham has developed a Stormwater Ordinance (Article V of the Zoning Ordinance) for industrial and commercial facilities in Pelham. Prior to construction, the ordinance requires that a developer receive a permit for land disturbance and construction activities. Moreover, the ordinance outlines specific requirements for controlling runoff during and after construction. Other elements covered in the ordinance include:

- Structural Controls
- Illicit Discharge Detection and Elimination
- Spill Prevention and Response
- Pesticide, Herbicide, and Fertilizer Application
- Oils, Toxics, and Household Hazardous Waste Control
- Inspection and Monitoring

For more information about Pelham’s MS4 program and to view additional educational resources visit the city’s website at <https://pelhamalabama.gov/171/MS4-Stormwater-Program>.

Innovative site designs and other green infrastructure practices that reduce paved (impervious) surfaces are recommended in order to reduce flows and improve water quality. In addition, many of these BMPs provide greenspace for users of new development and improve a site’s aesthetics.

For more information on BMPs and to see examples, see the call out boxes on **pages 100-101**.

It is recommended that the City revise regulations to require and/or provide incentives for BMPs. The City could take actions such as:

- ✘ Establish uniform procedures for reviewing site plans.
- ✘ Develop strategies to implement a combination of structural and non-structural BMPs.
- ✘ Develop an ordinance to regulate and control post-construction runoff.
- ✘ Create a program to ensure adequate long-term operation and maintenance of BMPs.
- ✘ Incentives for developments that use BMPs.



**Action 2**

**Provide incentives and education to developers and homeowners who utilize Low Impact Development (LID) or green infrastructure techniques in new developments.**

Low Impact Development (LID) is an approach to site planning, design and development that seeks to avoid, minimize and manage impacts to water resources by stewarding and reintroducing natural hydrological processes into developed watersheds. For more information on LID practices, see the callout boxes on [pages 102-103](#). For areas appropriate for green infrastructure, along with potential infrastructure improvements, see [Figure 5.1](#).

The City could offer the following financial and/or regulatory incentives to developers, nonprofits, and homeowners who utilize LID or green infrastructure practices:

- ✘ Expedited permitting process
- ✘ Density incentives
- ✘ Waiving of permit fees
- ✘ Sales tax rebates
- ✘ Tax credits



**Action 3**

**Modify the Zoning Ordinance to manage development within a certain distance from Bishop Creek, Buck Creek and Peavine Creek to protect buffer setbacks, floodplains and water quality/habitat.**

Streams are an important asset to Pelham and should be protected as such.

New development presents a high risk to water quality, habitat, and overall stream health due to the increase in pollutants and stormwater that are by-products of new development. As such, the City should take protective measures to mitigate these negative side effects.

To protect Pelham’s streams, the City of Pelham should require a minimum riparian buffer of 25 feet for new development. Riparian buffers are permanently vegetated transition zones that connect upland areas to streams. Vegetation helps to slow runoff velocity, creates diffuse flow, and reduces non-point source (NPS) pollution before it enters streams. In addition to filtering pollutants, riparian buffers help to stabilize stream banks and provide food and shelter to wildlife. Furthermore, the City could utilize the riparian buffer to create additional greenspaces, such as educational classrooms, pocket parks and future trail expansions.

**Note:** Riparian buffers are also known as filter strips, streamside vegetation, riparian zones and buffer strips.

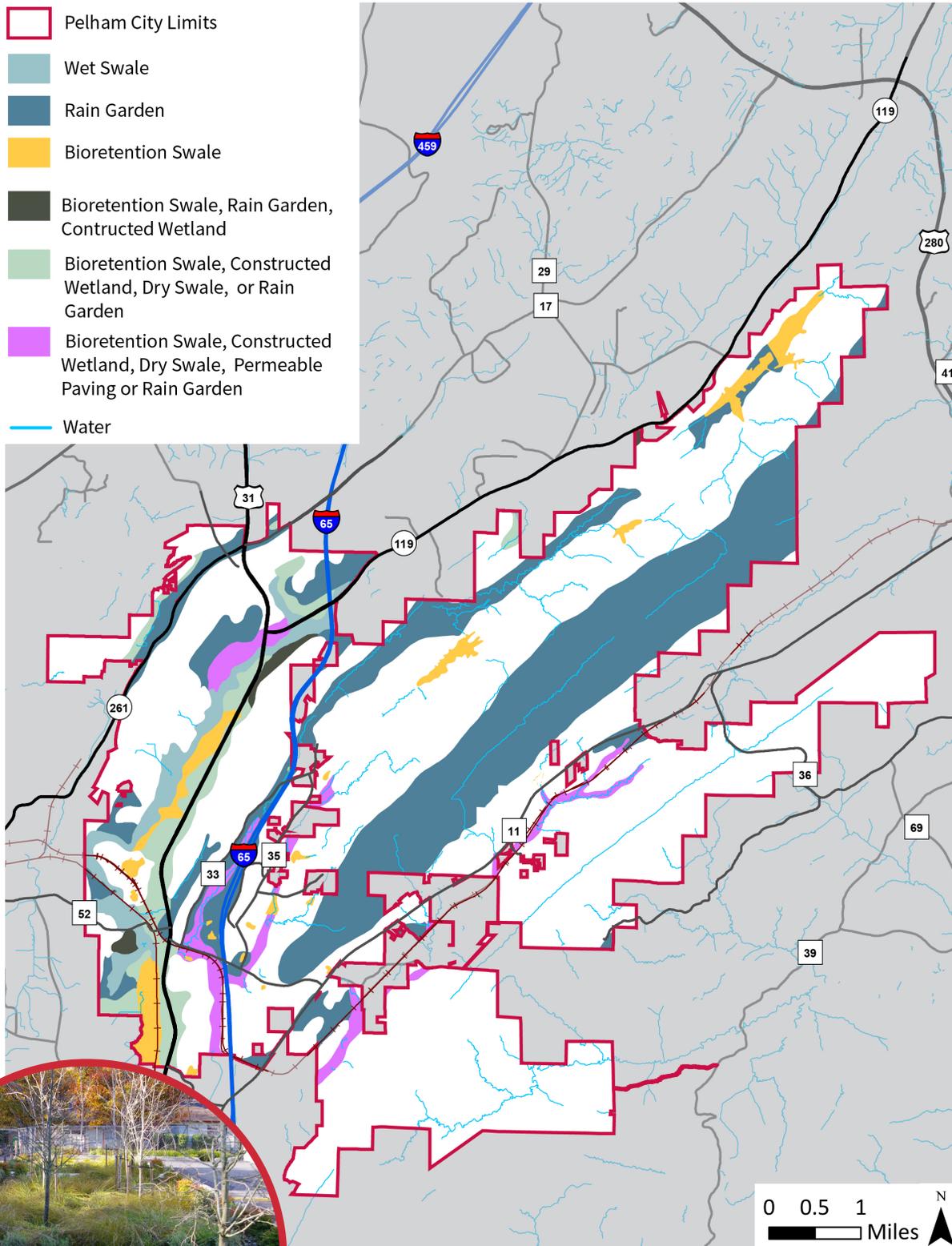


**Action 4**

**Consider providing incentives to developers who utilize green design practices.**

The City should consider creating a set of “green design guidelines/best practices” that developers could use as a resource when beginning a project. The guidelines in one-easy-to use resource would further encourage developers to use green design and could explain what incentives they would become eligible for if doing so. This information should be provided at the permits desk and online on the city’s [MS4 stormwater page](#).

Figure 5.1: Areas Appropriate for Green Infrastructure



Source: Penn State

**Did you know?**  
 LIDs & BMPs reduce non-point source pollution, reduce water bills, decrease the effect of erosion, and lessen the load on existing sewer systems - saving residents, developers, & tax payers money!

## Best Management Practices [BMPs]

Best Management Practices (BMPs) are used to mitigate the effects of development and redevelopment (pollutants to waters, stormwater runoff, stream erosion, etc.). In developed areas, impervious surfaces, like pavement and roofs, prevent water from naturally soaking into the ground. Instead, water runs rapidly into storm drainage systems and natural streams causing flooding, stream bank erosion, sediment, habitat destruction, sewer overflows, infrastructure damage, and contaminated streams, rivers, and other water bodies. Impervious surfaces also reduce recharge of groundwater, which, during drought, reduces the base flow discharge into rivers and streams that maintains water levels. BMPs help to mitigate this effect by incorporating systems that allow infiltration, evapotranspiration, and re-use of stormwater to maintain natural hydrology. Careful management of BMPs that infiltrate surface runoff to groundwater should be considered to protect the City's drinking water source because they could inject pollutants. All of the BMP practices listed below are referenced from the City of Baltimore's Green Pattern Book.

### Rain Gardens:

Rain gardens are shallow, vegetated basins that collect and absorb runoff from rooftops, sidewalks and streets. The rain gardens are used as a Low Impact Development (LID) stormwater management solution that promotes evapotranspiration, which is the effort of evaporation and transpiration to remove water from the soil and vegetation.

These gardens are typically smaller and simpler than a bioretention system – they are less than

2,000 square feet in size and do not include an under-drain. Rain gardens are versatile features that can be installed in almost any unpaved space.

### Bioretention:

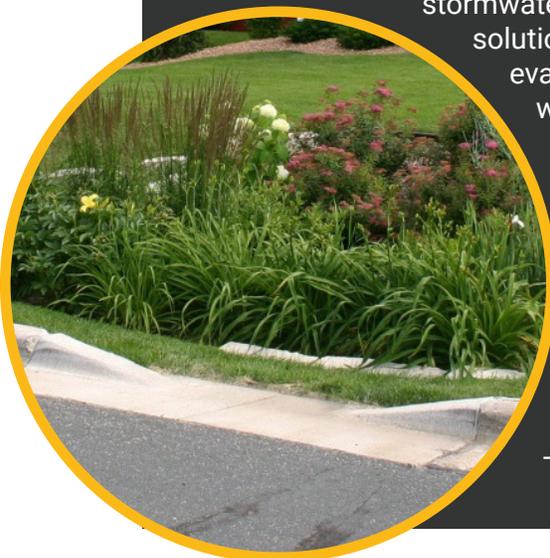
The bioretention process utilizes a bed of sand, soil, and plants to filter contaminants and pollutants from stormwater runoff. Although water may briefly pond during heavy rain events, bioretention areas are designed to be dry most of the time. The filtered stormwater is either returned to a storm drain through an under-drain or partially infiltrated into the soil. Like rain gardens, bioretention areas may also be vegetated.

### Green Parking:

Green parking differs from traditional asphalt parking lots by incorporating permeable paving materials, tree planting, and rain gardens that capture stormwater runoff and shade surfaces, thus improving water quality and cooling the parking areas. Green parking would provide residents, faith-based organizations, and businesses in the community additional parking that cannot otherwise be accommodated on the street or one's property.

### Planter Boxes:

Urban rain gardens with vertical walls and open or closed bottoms that collect and absorb runoff from sidewalks, parking lots, and streets. Planter boxes are ideal for space-limited sites in dense urban areas and as a streetscape element.





Planter Boxes

### Bioswales:

Vegetated, mulched, or xeriscaped channels that provide treatment and retention as they move stormwater from one place to another. Vegetated swales slow, infiltrate, and filter stormwater flows. As linear features, vegetated swales are particularly suitable along streets and parking lots.

### Permeable Pavements:

Paved surfaces that infiltrate, treat, and/or store rainwater where it falls. Permeable pavements are constructed from pervious concrete, porous asphalt, permeable interlocking pavers, and several other materials.



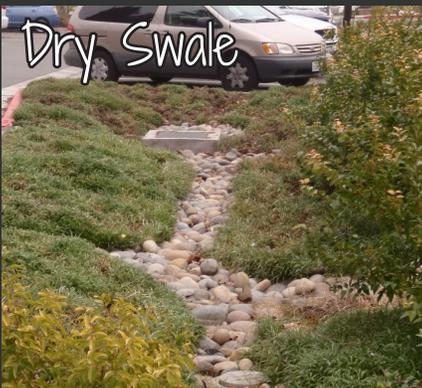
Permeable Pavement



Bioretention



Bioretention



Dry Swale



Rain Garden



Constructed Wetland

- Sources:
- (1) Dry Swale, Walnut Creek, North Creek Church
  - (2) Bioretention, Great Lakes Protection Fund
  - (3) Planter Boxes, GreenWorks

## Low Impact Development (Green Infrastructure)

Low impact development (LID) uses nature to detain storm water, recharge groundwater, and reduce runoff. Effective low impact development practices includes the use of both nonstructural and structural stormwater management measures that are a part of a larger set of best management practices. The Best Management Practices (BMPs) used in LID practices focus on minimizing changes to a site's pre-developed hydrology through nonstructural practices.

Low Impact Development principals advocate:

- Minimizing site disturbance
- Preserving important site features, especially natural forest and steep slopes
- Reducing impervious area and disconnecting it from hardscape storm drainage
- Minimizing grading and land clearing
- Minimizing soil compaction
- Utilizing native plant cover
- Maintaining natural drainage features

LID practices are already being used successfully in Birmingham. On the ground experience in the Birmingham area and throughout the US has proven that LID practices usually either save money or do not add costs over conventional stormwater infrastructure.

### Vegetation + Landscaping

The management of existing and proposed landscaping can reduce the impact of a site on downstream water bodies. Vegetation creates a pervious surface for infiltration and enables pollutant removal.

Native ground cover and plants can provide a low maintenance option and help to mimic infiltration characteristics of similar natural areas. When placed downstream of impervious surfaces, they can act as buffers to minimize sheet flow.

### Minimize Land Disturbance

Minimizing land disturbance at a development site can help to reduce post-development site runoff pollutants and loads and can maintain existing groundwater recharge when applied to existing site design. Consider the following practices to minimize land disturbance:

- Do not concentrate flows
- Minimize grading
- Build within the existing topography
- Do not alter existing drainage areas and provide vegetated buffers around them
- Minimize impervious surfaces
- Minimize changes to existing soil profile

### Impervious Area Management

Increased impervious surfaces are linked to degradation of water quality and increased runoff. The following practices help to reduce the volume and rate of runoff on impervious surfaces:

- Reduce pavement width when possible
- Design portions of the street to be permeable (landscape medians and tree wells).
- Use pervious paving for driveways and parking lots when possible
- Encourage the use of vegetated or green roofs.
- Support the use of rain barrels and cisterns to collect runoff from local roofs to be reused.

# Case Study: Bass Pro Shop

In 2007 Goodwyn Mills and Cawood completed the design of the Bass Pro Shop and destination retail center and nature park, located in Leeds, Alabama. This project focused on protecting the sensitive habitat surrounding Buck Creek through sensitive site development strategies including seven bioswales in the parking lot and aggressive best management practices (BMPs) used during construction to protect the Cahaba River which provides the City of Birmingham and Jefferson County with drinking water. In addition to the retail center, a nature park was constructed and placed under a permanent conservation easement to provide recreational opportunities such as walking trails, pavilions, a beaver pond, and a lake with boat ramp which is used for fishing seminars and other educational classes. Educational signage was also placed throughout the property to identify important ecologically significant plant species, water-bodies, riparian buffers, and the surrounding watershed.



## Did You Know?

In 2009, Bass Pro Shop was awarded a Watershed Conservation Development Award from the Cahaba River Society!

Photos property of Goodwyn Mills + Cawood

## PARKS AND RECREATION

Part of improving the quality of life for current residents and attracting new residents to Pelham involves providing multiple and well-maintained recreational opportunities such as parks, trails and other greenspaces within a ten-minute walk (half a mile) of where they live. Not only do recreational amenities enrich the lives of citizens, but they also alleviate blight and increase property values.

parks and recreational areas. The City of Vestavia Hills has Park and Recreation Foundation that could be used as a model for such a foundation.

### GOAL #2

Maintain and enhance existing parks and recreational facilities.



#### Action 1

**Develop a Parks and Recreation Master Plan.**



#### Action 2

**Establish a new charter with governing policies for the Parks and Recreation Advisory Board.**



#### Action 3

**Consider creating a Parks and Recreation Foundation to invest in local parks.**

Across the region, several cities have Parks and Recreation 501(c)(3) Foundations who raise money to investment in their communities' park and recreation needs. The City of Pelham should consider creating a Parks and Recreation Foundation to partner with the Parks and Recreation Advisory Board, City of Pelham and Pelham citizens to continue to provide the community with exceptional and exciting, state-of-the-art



#### Action 4

**Address improvements needed at Coker Park.**

Coker Park covers approximately six acres and features areas to eat, play and exercise. Amenities include picnic tables, a playground, fitness equipment and a half-mile walking track. Coker Park is a highly-utilized destination for Pelham residents and families. However, due to the lack of shade trees in the center of the park, much of the space goes unused in the warmer months. To encourage use during all four seasons, the City should consider planting additional trees along the walking trail. Moreover, increased landscaping plantings and trees would break up the visual monotony of the park and further enhance it as a destination.

In addition to planting trees the public would like to see the following improvements made to Coker Park:

- ✘ Continued maintenance of the playground
- ✘ Additional picnic areas
- ✘ A pedestrian/ bicycle connection along Hogpen Creek to connect Coker Park to Fun-go Holler Park. This connection should be tied into the existing path and could be made of pressed gravel.

It should also be noted that portions of Coker Park are within the floodplain. For this reason, additional playground equipment and other public desires will be minimal until the flooding issues are addressed. To address future flooding in the park, the City should install green

infrastructure (see callout boxes on [page 100-103](#)) throughout the park to alleviate flooding due to excess stormwater. To manage stormwater, this plan recommends the following green infrastructure improvements:

- ✂ Plant additional trees
- ✂ Create a “pollinator garden” populated with native species in the flood-way
- ✂ Install bioretention swales in appropriate locations



**Action 5**

**Address improvements needed at Creekview Park.**

Creekview Park is a 2.20-acre park located within the Creekview Neighborhood and offers a swing set and benches for residents to use. Due to its location in the floodplain, the park is usually flooded after a heavy rain storm. The City should also consider updating the park to make it more attractive and useful for residents. New plantings and the creation of bioswales near the creek would enhance park aesthetics and alleviate flooding. Like Coker Park, some improvements would need to be minimal until flooding is addressed. The City should consider updating the park to include amenities such as a soccer goal, shade structure and an updated playground.

In addition, Creekview Park should be connected to the Pelham City Center through an extension of the Bishop Creek Trail. This connection could allow the City to treat Creekview Park as an extension of the Pelham City Center and focus potential enhancements on features and uses that complement the Pelham City Park.



**Action 6**

**Consider making improvements to the Ballantrae Clubhouse and Firehouse Grill.**

Presently, the Ballantrae Clubhouse and Firehouse Grill can be rented for functions ranging from small business meetings up to small wedding receptions after golf hours. The space accommodates 60 people at the main dining tables with additional seating for 10 people.

While often rented for private events, the clubhouse and grill turn away potential business such as large golf tournaments and weddings. To better serve the community and the patrons of the golf course, the City of Pelham should consider expanding the clubhouse and grill to accommodate more people, notably more than 120 to entertain guests during golf tournaments. To expand the menu of the grill, the kitchen and storage space should be expanded.

Coker Park



Source: J.A. Dawson and Company Inc

Creekview Park



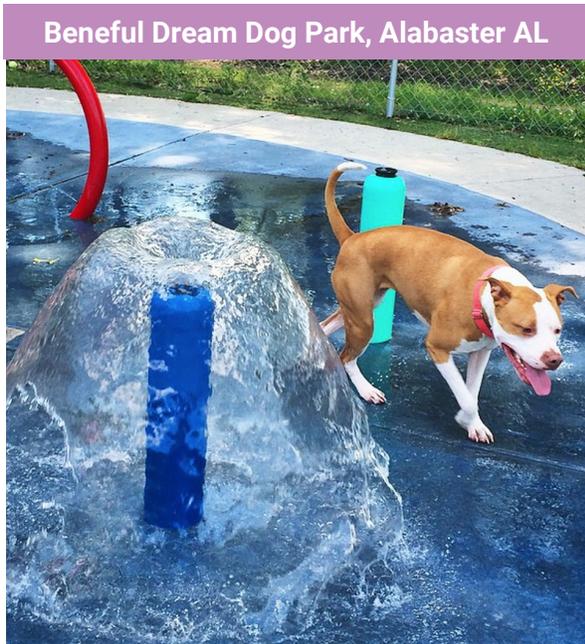


Action 7

**Address improvements needed at the Pelham Dog Park.**

The new Pelham Dog Park has been a successful addition to City Park and the City of Pelham as a whole. The park is located behind the Pelham Recreation Center at Pelham City Park and currently has a small dog area (0.20 acres) and a large dog area (0.75 acres). Throughout the public involvement process of this Plan, many residents voiced a desire to see improvements at the Dog Park. In light of its success and the public's desire to see additional amenities, the City should consider the follow enhancements to the Pelham Dog Park:

- ✘ Provide way-finding signage to direct visitors to the park.
- ✘ Enlarge the large dog area.
- ✘ Consider replacing the grass with artificial turf.
- ✘ Add a water feature for dogs to play in.



Beneful Dream Dog Park, Alabaster AL



Action 8

**Create connections via sidewalks and trails to existing and future park space.**

Walkable connections to parks are a great asset to the community and can make an immediate impact on residents' perceived quality of life. Many residents would like the option to walk to parks instead of getting in their car. As such, the City should prioritize building new sidewalk segments within a half-mile of city parks.

For more information, see the sidewalk suitability analysis in **Chapter 4 Transportation**. In the suitability analysis, local roadways were scored based on a number of criteria to determine how suitable they were for future sidewalk projects. Proximity to park space was one of these factors.



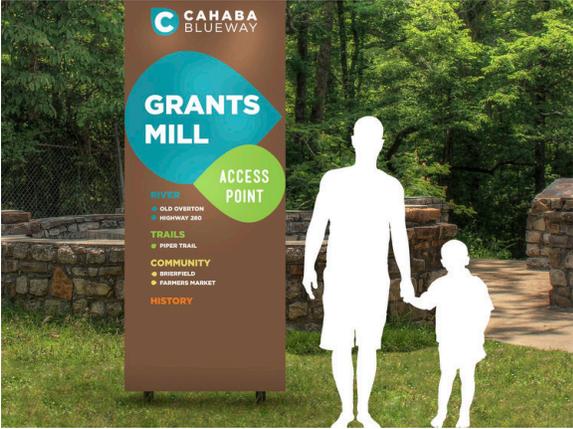
Action 9

**Create way-finding signage throughout the City to direct residents to parks and greenspace.**

Currently, Pelham lacks a way-finding system of directional signs to major points of interest. Way-finding signage should be visible from main thoroughfares should orient visitors to local attractions and destinations. Good way-finding signage should be tied into a unified branding and marketing effort for the City (see **Chapter 6 Economic Development, Goal 1, Action 1**).

The design and location of way-finding elements could reflect the unique aspects of Pelham, concisely guiding motorists and pedestrians to parks as well as attractions like Oak Mountain Park, the Pelham City Center, the Civic Center and other civic uses.

Example Wayfinding Signage from the Cahaba Blueway



Source: Samantha Gibbons Design



Source: Samantha Gibbons Design



Source: Cahaba Sun

**Action 10****Prioritize planting new shade trees in existing parks to create a more welcoming and cooler environment.**

Shade is a critical component to having a pleasant experience while visiting parks. Shade trees encourage visitors to be more active, reduce erosion, conserve water, cool the environment, and improve the overall aesthetic of the environment.

Per the City of Pelham Zoning Ordinance, the following shade trees may be planted:

- ✘ American Holly
- ✘ Oak
- ✘ Chinese Elm
- ✘ Crape Myrtle
- ✘ Ginkgo
- ✘ Zelkova
- ✘ Magnolia
- ✘ Red Bud
- ✘ Willow
- ✘ Birch
- ✘ Cherry
- ✘ Dogwood
- ✘ Maple
- ✘ Poplar



**Sweet Gum\***  
*Liquidambar styraciflua*



**Sweet Bay Magnolia**  
*Magnolia virginiana*



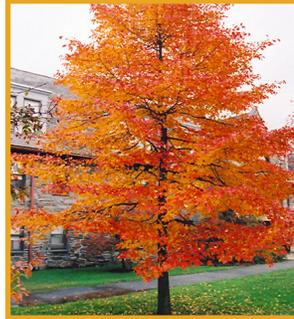
**Florida Maple**  
*Acer sccharum*



**Scarlet Oak\***  
*Quercus coccinea*



**White Oak\***  
*Quercus alba*



**Black Gum**  
*Nyssa sylvatica*



**Green Ash**  
*Fraxinus pennsylvanica*



**Red Maple**  
*Acer rebrum*



**Eastern Redbud**  
*Cercis canadensis*



**Flowering Dogwood**  
*Cornus florida*



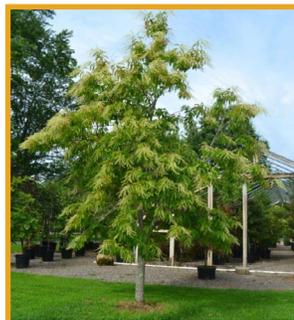
**Tulip Poplar**  
*Liriodendron tulipifera*



**Princeton/American Elm**  
*Ulmus Americana*



**River Birch**  
*Betula nigra*



**Sourwood**  
*Oxydendrum arboretum*



**Bald Cypress**  
*Taxadium distichum*

\* Male trees should be used to reduce litter.  
**NOTE:** Images outlined in yellow are native species not currently listed in the Zoning Ordinance.

## GOAL #3

Expand recreational opportunities for residents.



### Action 1

**Explore the feasibility of constructing a town green and amphitheater at the Pelham City Center.**

As it exists today, the City of Pelham has no true central gathering place for residents. The establishment of a town green would create a viable place for community events such as farmers markets, concerts, and other low-cost or free events for all Pelham residents. The creation of a centralized town green would also help foster a strong identity for the City of Pelham by furnishing the community with a unique focal point.



Source: Landezine



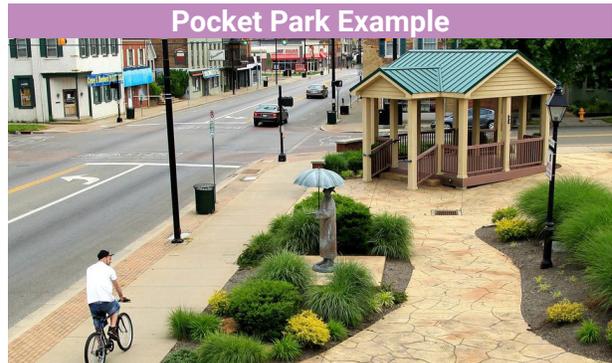
Source: Landezine



### Action 2

**Prioritize the development of new pocket parks in undeserved residential areas.**

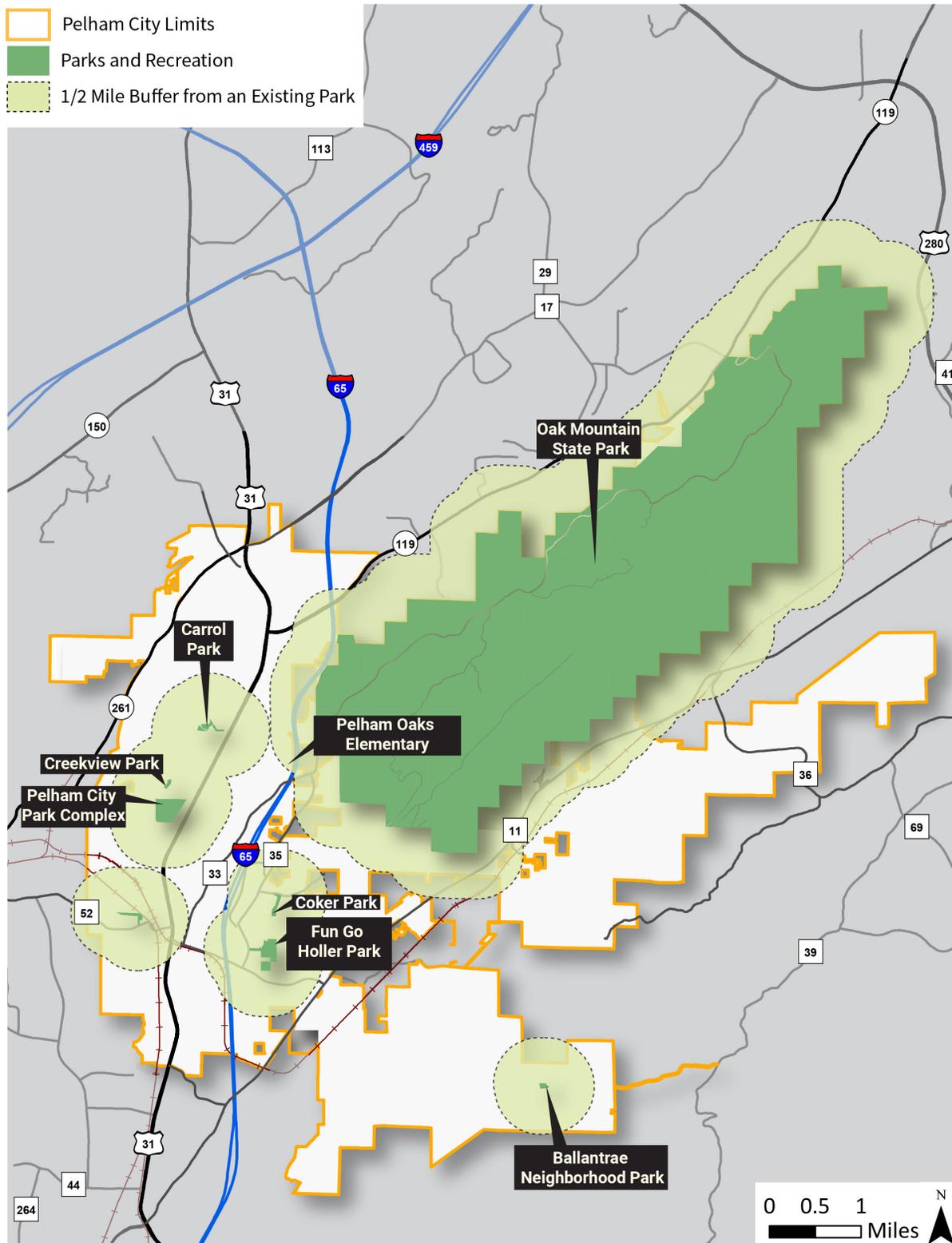
As with schools, convenient access to parks is an important part of quality of life. At present there are six parks in the city limits (Pelham City Park Complex, Oak Mountain State Park, Carroll Park, Fun Go Holler Park, Creekview Neighborhood Park and Coker Park). Pelham Park Complex is centrally located off U.S. 31, Oak Mountain State Park is located off of State Route 119, and the four neighborhood parks are located in Chandalar, Oak Mountain Estates, Mallard Point and off of County Road 52. Approximately 38% of the homes in Pelham lie within a half mile of these six parks and recreation facilities (see [Figure 5.2](#)).



Source: Grandview Heights Stewardship Association



Figure 5.2: Areas within a half-mile (10-minute walk) of an Existing Park





Action 3

**Consider the feasibility of constructing a public pool and/or splash pad for Pelham residents.**

Throughout the public involvement process of the Plan, residents voiced their approval of the investments the City has made to parks and recreation. Residents would like to see additional public investments continue in the future, such as a public pool and/or splash pad. Pools and splash pads provide a place for families with kids to play in the warmer months at a low cost. The City should consider the construction of a city-owned pool or splash pad at or near one of the City parks. A small entry fee could be charged to help cover construction and maintenance costs. The City of Gardendale recently constructed a splash pad that has been well received by city residents. This project should be used as an case study to estimate cost and public use.



Action 4

**Continue to promote Ballantrae Golf Club to residents, surrounding business and in golf related circles.**

The Ballantrae Golf Club is a semi-private golf club that is open to the general public as well as to its private members. The golf course is owned and operated by the City of Pelham and boasts many of the amenities and facilities typically only associated with private, member-only clubs including an 18-hole course, a 20-acre practice center, a clubhouse with a restaurant and bar and a conference room. The clubhouse and conference room can be rented and reserved for private events.

To further promote and utilize this great amenity, the City should use online marketing programs like Google Ads Manager and Facebook Ads to create targeted campaigns to promote Ballantrae to golfers in other areas.



Source: City of Willman

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# ECONOMIC DEVELOPMENT

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## ECONOMIC DEVELOPMENT

In 2017, the City of Pelham was listed as Alabama’s Best Place to Live by *Money Magazine*. Residents of Pelham experience an excellent quality of life with easy access to Downtown Birmingham, great recreational amenities, affordable housing, stellar schools and over 5,500 businesses with 18,699 employees. The median household income in 2017 was \$71,429, which is slightly lower than the median household income in Shelby County (\$72,310 in 2017). For these reasons, among others, the City of Pelham offers several economic advantages and will continue to grow in the years to come.

This chapter outlines goals and actions for balancing the needs of existing businesses with the need to expand and diversify the City of Pelham’s employment base. The long-term economic health of the City of Pelham should be enhanced through building a more diversified economic base that supports a wide range of employment opportunities and through the promotion of quality industrial and commercial sites.

## REFRESH MARKETING AND BRANDING EFFORTS:

The perception of Pelham in the minds of both the City’s citizens and those of the broader region needs to be updated, refreshed and reinvigorated. A unique identity needs to be developed and communicated within the City and throughout the region. A re-branding strategy would set the foundation for a recognizable brand for the City of Pelham to sustain economic development and foster better community identity.

**GOAL #1**

**Refresh branding and marketing efforts to promote the uniqueness of Pelham.**



### Action 1

**Modernize and promote a consistent branding strategy with updated logos, themes, concepts and graphics.**

Pelham currently lacks a unifying and consistent visual identity. City officials should work with branding and marketing professionals to create a branding strategy for the City. One potential strategy is to focus on Pelham’s proximity to great recreational opportunities and its high quality of life. Once a branding and marketing campaign has been selected, the City should consider the following:

- ✘ Launch a promotional campaign market to showcase the new branding
- ✘ Update the City’s website and social media accounts with new logos, themes and graphics
- ✘ Utilize new branding on all events and promotions associated with the City of Pelham
- ✘ Update gateway signage to showcase new logos to ensure visitors know they have “arrived”

City Branding and Marketing Campaign



Source: City of Bentonville



Action 2

Develop promotional brochures and online campaigns to promote Pelham as an "Adventure and Ecotourism" destination.

Located within the city limits, Oak Mountain State Park is the largest park in the state, drawing over 600,000 visitors a year who utilize its various amenities, such as hiking trails, mountain bike trails, horseback riding trails, wildlife center, golf course and camp sites. Certainly, the state park is one of Pelham's greatest assets, as the City should promote itself as an adventure and ecotourism destination through promotional brochures and online campaigns. These strategies would help to inform visitors of other attractions, restaurants and local businesses in Pelham. What's more, an online campaign that brands the City as an adventure and ecotourism destination would likely attract future residents who are interested in living in a community with several recreational opportunities. In this way, Oak Mountain State Park could function as an economic base for the community, attracting visitors to the City and creating a local multiplier effect as they patronize other businesses.

## GOAL #2

**Utilize a variety of incentive programs and development tools to encourage investment along commercial corridors.**

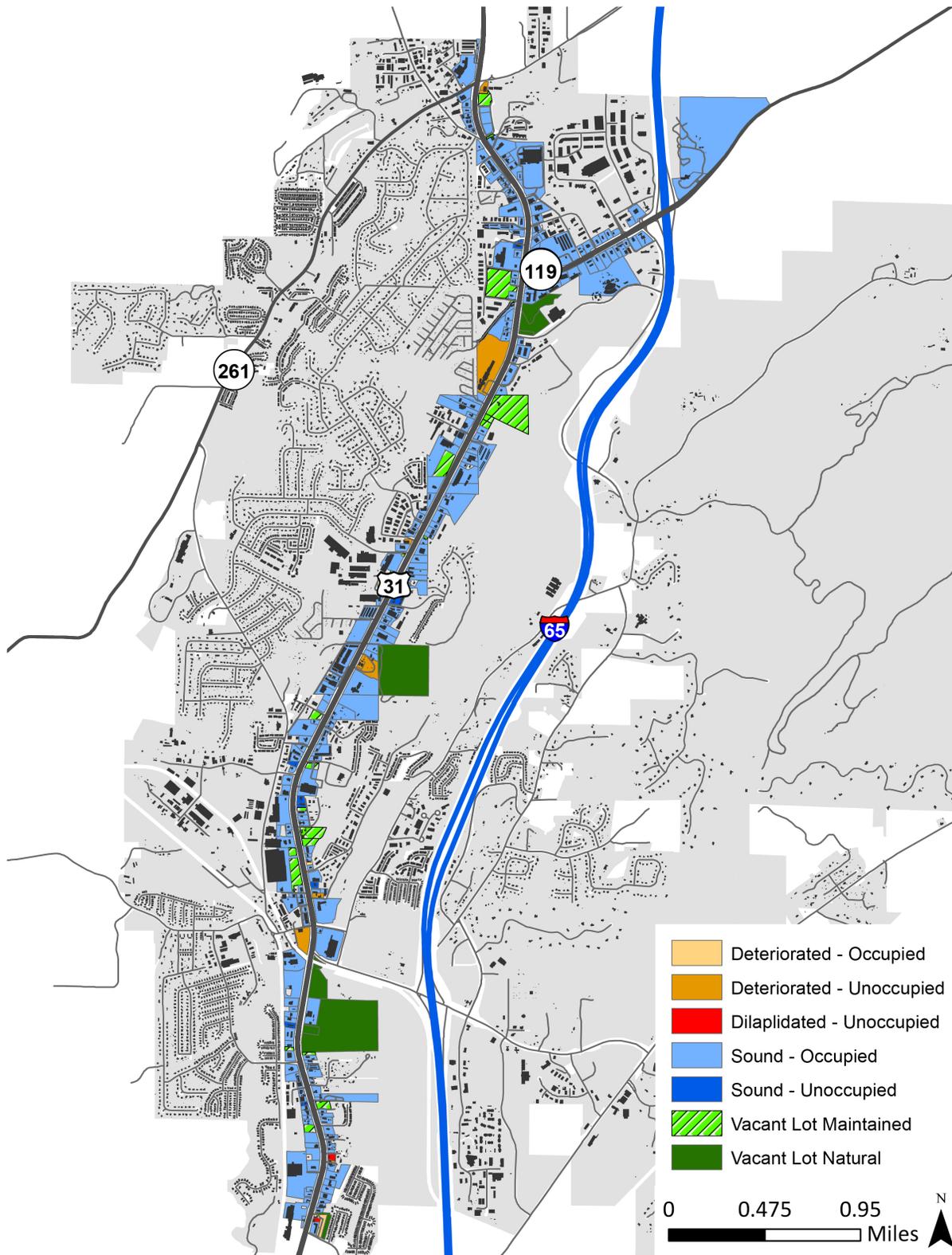
U.S. 31 is the primary commercial corridor of the City. Throughout the course of this Plan, residents described it as a worn-down, deteriorating eyesore. In fact, surveys of the public revealed that they perceive most of the commercial strip centers along the corridor are vacant – and this is untrue. In an effort to address and validate the public’s perception, the Regional Planning Commission of Greater Birmingham (RPCGB) conducted a parcel-by-parcel analysis of all properties along U.S. 31. Each property’s existing occupancy, land use and structure condition were documented. See **Table 6.1** for a detailed summary of the property conditions and **Figure 6.1** for the associated map.

The property conditions survey reported that approximately 85.2% of properties along U.S. 31 are in sound condition, while 4.6% were considered deteriorated/ dilapidated and 10% exist as vacant land with no building structure. Moreover, only 6.8% of all properties were unoccupied, which demonstrates that U.S. 31 does not have a vacancy problem, so much as an aesthetics problem. The section below identifies programs and development tools that can help improve the aesthetic appearance of the corridor.

**Table 6.1: U.S. 31 Property Conditions Report**

Property Conditions	Total	% of Total
	318	100%
<b>Sound</b>		
Occupied	261	82.1%
Unoccupied	10	3.1%
<b>Deteriorated</b>		
Occupied	3	0.9%
Unoccupied	10	3.1%
<b>Dilapidated</b>		
Occupied	0	0.0%
Unoccupied	2	0.6%
<b>Vacant</b>		
Maintained	23	7.2%
Natural	9	2.8%
Overgrown	0	0.0%

Figure 6.1: U.S. 31 Property Conditions Map



## Facade Improvement Programs

### What is a Facade Improvement Program?

Facade improvement programs are incentive programs created to encourage property owners and businesses to improve the exterior appearance of their buildings and storefronts through financial incentives such as a matching grant or loan, a tax incentive, or through design assistance. They can be focused on commercial or residential development in either historic or non-historic districts.

Facade improvement programs are usually developed and managed by an organization with a vested interest in civic improvement. Programs focused on commercial properties are usually staffed by a municipality's planning, community development, or economic development office, a Main Street organization, a business improvement district, or other government affiliated entities. Residential programs are usually carried out by a government or nonprofit housing agency, a nonprofit community group, or a neighborhood redevelopment organization.

### How are they funded?

Funding for facade improvement districts usually comes from a variety of sources including: annual tax levies, federal and state grants for community and economic development, housing, and downtown revitalization, as well as municipal reserves. To maintain the program, application fees and interest income generated by the facade improvement loans are used to help keep the funding available.

### Did you know?

Foley, Cullman, Mobile, Albertville, Athens, Monroeville, Opelika, and Dothan all have Facade Improvement Programs. Most are funded through the municipality / City through tax incentives and grants to business owners. Typically, in Alabama, the maximum awarded for a facade improvement project is \$5,000.

### Elements of Facade Improvement Programs:

- Statement of purpose that explains why the program was established.
- A well-defined target area shown on a map, with the streets well defined in the ordinance language.
- Eligibility requirements as to who can participate in the program.
- A description of eligible and ineligible proposed projects – generally includes anything related to improvement of the building exterior or projects visible from the street.
  - Masonry repairs and pointing
  - Facade painting, repair, reconstruction or replacement of historic features
  - Awnings or canopies
  - Signage
  - Exterior lighting
  - Window and door repair or replacement
- An emphasis on good design – usually when federal or state funding is used, a design review and approval process must take place.
  - Design Review Board
  - Compliance with local design overlay/ design guidelines
  - Compliance with local historic preservation ordinance/ historic review commission
  - When no review process exists, planning commissions usually rely on the Secretary of Interior's standards for rehabilitation, which apply if the target area or property has been listed in the National and State Register of Historic Places
- Application and selection process.



Action 1

Create a separate overlay district for U.S. 31. For more information see Chapter 7 Planning Services, Goal 3, Action 3.



Action 2

Consider creating a facade improvement program for commercial structures to encourage business owners to renovate and improve existing facades.

To stimulate investment and to improve the exterior appearance of commercial businesses, the City of Pelham should consider developing a facade improvement program. Consider utilizing municipal matching funds to promote facade, awning, sign and exterior paint improvements, especially along the U.S. 31 commercial corridor. For more information about facade improvement programs, see page 120.



Action 3

Adopt an adaptive reuse ordinance to encourage the rehabilitation of vacant commercial structures.

An adaptive reuse ordinance makes the reuse of vacant buildings easier by minimizing certain zoning and code regulations for reuse projects. Currently, reuse projects are required to meet the same regulations as new developments. The City should consider adopting an adaptive reuse ordinance and pilot the ordinance along the U.S. 31 corridor. Such an ordinance should only apply to areas with concentrations of underutilized and vacant structures. Specific zoning requirements that the ordinance could loosen for reuse projects include parking, setbacks and density. If successful, the ordinance could increase the number of rehabilitations and reduce the demolitions of older buildings.



Before and after photo of a strip mall with facade improvements



## KNOW YOUR MARKET AVAILABILITY AND NEEDS

### GOAL #3

Market and recruit businesses that will diversify and complement existing businesses.

There are approximately 5,500 businesses in the City of Pelham employing over 18,699 people. Business and job growth, particularly those in the service and retail industries, typically follow residential population growth. Pelham, however, loses many of those jobs to commercial development in nearby jurisdictions. While many of the retail job opportunities are not typically high-paying jobs, a greater impact to the City is felt in losses of retail sales tax revenue that could otherwise be spent in Pelham.

The City needs to take a more proactive approach to economic development. Attracting new businesses and growing local businesses, supporting entrepreneurs and encouraging new developments would help the City of Pelham to increase its tax revenue. This section identifies several retail and business opportunities identified during the public involvement process of this Plan.



#### Action 1

**Recruit additional sit-down and full-service restaurants.**

There are over 80 food and drink establishments in the City of Pelham today, most of which are fast food restaurants. Despite the preponderance of such establishments, over a quarter (26%) of Pelham residents who participated

in the Visioning Survey expressed the desire for additional sit-down and full-service dining options in Pelham, noting that they frequently visited other cities to dine out. To encourage additional restaurants to Pelham, the City should work with the Pelham Commercial Development Authority (CDA) and 58 Inc. to recruit additional restaurants to the City, particularly in future mixed-use development areas (see **Figure 3.3** in **Chapter 3 Future Land Use**). Often, mixed-use developments attract more high-end tenants as opposed to fast-food or convenience-based dining due to the walkable environment they create.



#### Action 2

**Recruit boutiques and luxury retail to locate in the City.**

Pelham residents typically visit other cities to shop at boutiques and other luxury retail stores. In fact, 23% of the Visioning Survey participants associated with this Plan cited the lack of retail and shopping as one of the top two challenges facing the City of Pelham today. The City should work with the CDA and 58 Inc. to recruit boutique and luxury retail tenants to locate within the future mixed-use development areas (see **Figure 3.3** in **Chapter 3 Future Land Use**).



Sit-down restaurant

Source: Bar Taco



Action 3

Recruit additional family-friendly entertainment options to the City.

Pelham is a desirable location for families. Between 2010 and 2017, the number of family households increased from 5,725 to 6,151, an increase of 426 total families. As expected, over 300 Visioning Survey respondents (23%) commented that they would like to see additional family-friendly entertainment options, such as a movie theater and trampoline park in Pelham. Currently, families must drive to other cities to visit similar establishments. In order to retain sales tax revenue currently lost to other cities, the City should work with the CDA and 58 Inc. to recruit additional family-friendly entertainment destinations to Pelham.



Action 4

Encourage mixed-use development to house new retail, restaurants, entertainment venues and owner-occupied housing.

Pelham would benefit from new mixed-use development that allows residents and visitors to do more than one thing at a given location. Mixed-use developments are inherently more walkable and attract higher-end tenants that are oftentimes seen as desirable to residents, in addition to creating a more visually appealing community character. Most mixed-use developments contain some combination of residential, office and retail. These uses support each other and keep users from having to make multiple automobile-based trips.



Action 5

Consider transforming the vacant Valley Elementary School building into an entertainment venue, with co-working office space and/ or an arts incubator.

Currently sitting vacant, Valley Elementary School could be re-purposed to house a mix of uses such as an entertainment venue, restaurants, co-working office space, brewery and/or arts incubator space. Adaptive reuse principals should be utilized to preserve existing infrastructure that often prohibits similar development from occurring. The City should continue to work with 58 Inc. to attract tenants who would be well served by the layout, location and facilities present at the Valley Elementary School site.



Source: River Street Architecture



## Campus 805

At Campus 805 in the City of Huntsville, local officials, residents and entrepreneurs have brought an catalytic new retail and entertainment venue to a once-struggling neighborhood, all while protecting its historic character. An excellent example of adaptive reuse development, the former public middle school has been renovated into a dynamic retail and entertainment destination. Campus 805 hosts seventeen tenants, including four restaurants, two microbreweries, a gym, an event venue, and several other locally-owned stores. The development has catalyzed the resurgence of the West Huntsville neighborhood.

Originally known as S.R. Butler High School, in 1951 the building served as a county school. The growing Huntsville City School system took control in 1967 and converted it to the Roy L. Stone Middle School. As Huntsville rapidly expanded outward in subsequent decades, interior neighborhoods like West Huntsville declined, and enrollment at Stone Middle School fell. When the City finally closed the deteriorated school building in 2009, it was placed on the market for sale.



The property was purchased in 2014 by developer Randy Schrimsher. Rather than demolish the structure and start anew, he envisioned a unique opportunity both to preserve the heritage of the local landmark and to create an exciting entertainment venue for the community.

Local merchants now occupy former classrooms, and shoppers stroll down the same hallways once used by students. The City of Huntsville also partnered with the developer to preserve the old athletic fields as a public urban park that now connects the old and new buildings. Beloved by shoppers, diners, and neighbors alike, Campus 805 has become a key asset for its community. For more information reference Campus 805 online.



Action 6

Encourage infill projects within existing strip commercial and “big box” commercial development sites to combat suburban sprawl and to create more compact walkable developments.

As larger developments age, the massive parking lots that were once necessary may no longer be needed. As a result of this, these developments can look unattractive and tired, creating large desert like landscapes of unused parking. One way to combat this is by implementing “sprawl repair” concepts. “Sprawl repair” is the process that transforms potentially failing, single-use and car dominated developments into complete and walkable centers that have better economic, social and environmental performance.

The Sprawl Repair Manual by Galina Tachieva and Duany Plater-Zyberk and Company illustrates as set of remediation techniques to retrofit building types that define suburbia. The existing suburban buildings are re-purposed and/or joined by new structures, often taking advantage of suburbia’s typically excessive setbacks and parking lots. One such example is to “infill” large parking lots with surrounding businesses to improve the overall density, walkability, and urban form. Figures 6.2 through 6.5 illustrate options for re-purposing a strip center, a gas station and addition liner buildings around a restaurant.



Action 7

Recruit a full-service hotel to locate within Pelham.

Despite the presence of Oak Mountain State Park, Oak Mountain Amphitheater and other attractions that draw thousands of over-night visitors annually, Pelham lacks a full-service hotel. To retain visitors seeking additional services and amenities not offered at existing budget-friendly hotels, the City should work with the CDA and 58 Inc. to recruit a full-service hotel near the state park or as a component of a new mixed-use development.



Action 8

Encourage additional grocery store chains to locate within the city.

As Pelham continues to grow, so will the demand for additional grocery stores. Pelham officials should recruit additional grocery and specialty chains not currently within city limits.



Boutique hotel

Source: Birmingham Magazine



Grocery store

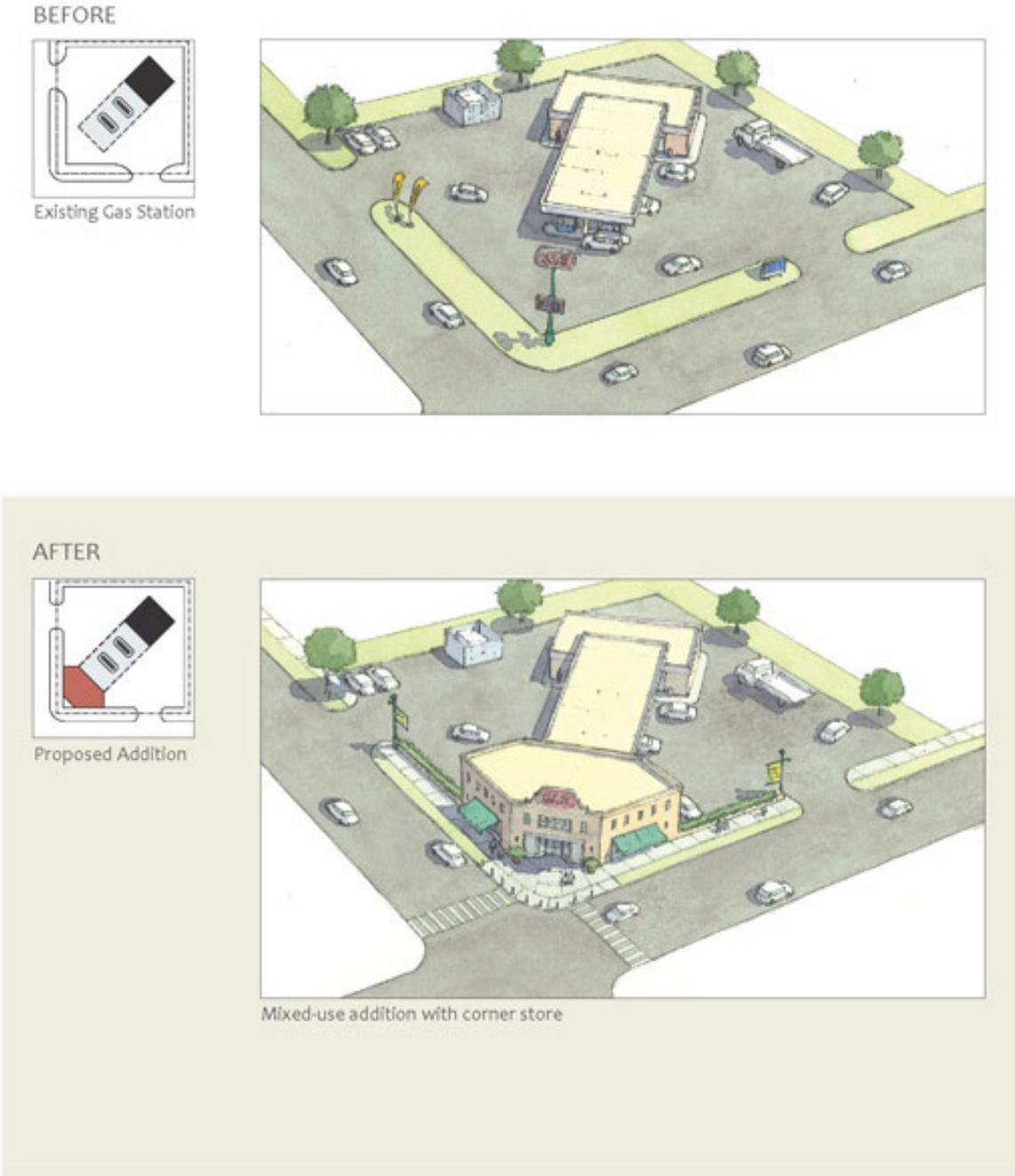
Source: McMillan Pazdan Smith Architecture

Figure 6.2: Sprawl Repair Toolkit: Strip Center Additions



Source: *The Sprawl Repair Manual* by Galina Tachieva and Duany Plater-Zyberk and Company

Figure 6.3: Sprawl Repair Toolkit: Gas Station Transformation



Source: *The Sprawl Repair Manual* by Galina Tachieva and Duany Plater-Zyberk and Company

Figure 6.4: Sprawl Repair Toolkit: Liner Buildings around a Restaurant



Source: *The Sprawl Repair Manual* by Galina Tachieva and Duany Plater-Zyberk and Company

Figure 6.5: Sprawl Repair Toolkit: Big- box Store and Parking Lot Transformation



7-19. Existing big box



7-20. Renovated and reused big box terminating a new main street

Source: *The Sprawl Repair Manual* by Galina Tachieva and Duany Plater-Zyberk and Company



Action 9

**Use City ordinances to limit new payday loan, check cashing and title loan businesses from locating in the City.**

The prevalence of payday loan and title loan businesses in Pelham along U.S. 31 currently limits the redevelopment potential of the corridor by stagnating property values. What’s more, payday loan and title loan businesses prey on low-to-moderate income residents and do not circulate their profits in the community. High concentrations of these types of businesses and other alternative financing businesses have historically been directly related to increased crime, lower property values and a reduction in safety throughout U.S. cities. The concentration of these types of establishments within the City of Pelham can have a detrimental impact on the City’s future development, especially along U.S. 31, and could effectively limit the ability of the City to attract diverse types of businesses.

It is recommended that the City of Pelham use a combination of ordinances to place a local constraint on these types of payday lenders. The published article entitled “*Controlling the Growth of Payday Lending Through Local Ordinances and Resolutions*,” recommends that cities use the following types of ordinances to restrict growth and activities of payday lenders:

- ✘ **Limits on Concentration:** Allows only a certain number of outlets per number of residents, while grandfathering existing outlets and making a waiting list for others. Consider setting the density level three times higher than currently exists in your community. For example, if the current density is 1 store per 3,000 residents, the

ordinance should limit density to 1 store per 10,000 residents.

- Prescribing how far outlets must be from each other can also regulate density. Ranges that have been used include everything from 600 feet to one mile. Consider an ordinance combining both density and distance.
- ✘ **Special Zoning:** Limit payday lending outlets to special zoning districts or a limited number of existing zoning districts.
- ✘ **Special/Conditional Use Permit:** Requires special non-conforming use permits for payday lending outlets. Some cities also require public hearings in conjunction with issuance of special permits.

The article includes examples of ordinance and resolutions and explains the legal challenges to creating local payday lender ordinances.

Source: [Controlling the Growth of Payday Lending Through Local Ordinances and Resolutions – A Guide for Advocacy Groups and Government Officials, October 2012](#)

For more information, see callout box on **page 132-133**.



Pawn shop on U.S. 31



Action 10

Address the long-term regulation of businesses described in Resolution 2018 -07-16-013 "One-Year Moratorium on Certain New Business Licenses".

In conjunction with the development of this Comprehensive Plan, the City of Pelham passed a one-year moratorium on new business licenses to improve the quality of life of citizens and to enhance the overall economic health of the City. The moratorium applies to 11 business types, listed below. There are approximately 54 existing businesses which fall within the moratorium, mostly located along U.S. 31.

- ✘ Payday Loans
- ✘ Car Title Loans
- ✘ Check Cashing
- ✘ Gold and Silver brokers
- ✘ Tattoo Parlors
- ✘ Pawn Shops
- ✘ Vape Shops
- ✘ Tobacco Shops
- ✘ Landscaping Product Sales
- ✘ Used Automobile Sales
- ✘ Massage Parlors

The business licenses moratorium will be lifted on July 16, 2019. Once the moratorium is lifted, new businesses, like the types listed above, can seek to locate in Pelham. To protect the economic health of the City, city officials must decide how these businesses will be regulated in order to limit them in the future. The call out box on pages 130-131 provides a

list of possible modifications that can be made to the Pelham Zoning Ordinance to regulate the businesses currently covered under the moratorium.

Furthermore, it is important to regulate the location of these businesses in order to:

- ✘ Reduce traffic congestion that is reported to be associated with these types of businesses;
- ✘ Reduce the concentration of these types of businesses in certain areas in an effort to encourage and enhance economic development within that area by promoting business diversity in the offering of other goods and/or services in the area;
- ✘ Provide for zoning protection of existing residential and commercial real estate values from possible economic impairment by these types of businesses, and:
- ✘ In general, to provide for the protection of the health, safety, comfort and general welfare of the citizens of the City of Pelham.



## Modifications Needed to the Pelham Zoning Ordinance to Regulate Businesses Currently Covered Under The Moratorium:

Add in Definitions - the desired regulated uses need to be clearly defined in the Zoning Ordinance.

For example, consider providing a definition for a payday loan business. See below for how the City of Birmingham's Zoning Ordinance defines them.

*"Payday loan (deferred presentment) business. A business that, in accordance to [with] the requirements and restrictions listed in Chapter 18A of Title 5 of the Code of Alabama (Alabama Deferred Presentment Services Act), involves a transaction pursuant to a written agreement involving the following combination of activities in exchange for a fee: (1) accepting a check or authorization to debit a checking account and, in connection with that acceptance, advancing funds to the checking account holder; and (2) holding the check or authorization to debit the checking account for a specified period of time."*

Regulate where they can locate - add in locational requirements based on distance (i.e 1,000 feet) and/or density.

Limits allow only a certain number of business per number of residents; grandfather existing businesses and make a waiting list for others. Consider setting the density level three times higher than currently exists in your city. For example, if the current density is 1 store per 3,000 residents, the ordinance should

limit density to 1 store per 10,000 residents. Prescribing how far outlets must be from each other can also regulate density; ranges that have been used are 600 ft. to one mile. Consider an ordinance combining both density and distance. Provided below is an example for how the City of Birmingham applies these recommendations.

*"Locational requirements. In order to provide for more economic opportunities within certain areas of the City of Birmingham, the following spacing requirements are required:*

- *No payday loans (deferred presentment) and/or title loan business (as described and detailed within this section) established after the enactment of this ordinance [section] shall be located within 2,000 linear feet of another such business. The method of measurement that shall be used is a straight line measured from the closest portion of a lot or property that is occupied by these businesses.*
- *Any properly licensed payday loan (deferred presentment) and/or title loan business (as described and detailed within this section) existing at the time of the enactment of this section that is within 2,000 feet of another such business (as measured as described above) shall be considered to be a legal nonconforming use."*

### Require Special Exception Use Permits or Conditional Use Permits for these businesses.

To regulate businesses, modify the Zoning Ordinance to require businesses to apply for a special exception use permit, which would require them to go through a public hearing. Another option is to require businesses to apply for a conditional use permit, which would allow the Planning Commission to allow the use under a list of their conditions.

### Restrict the hours of the business operation and establish other desired requirements.

See the example below from the City of Inkster, Michigan’s Zoning Ordinance.

*“155.205 Massage Establishments. Because of their deleterious effect on adjoining areas, massage establishments shall be subject to the following requirements:*

- *No massage establishments shall have an entrance or exit way providing a direct passageway to any type of business, residence or living quarters.*
- *All massage establishments subject to this section are declared to be public places, and shall not, during business hours, have the doors to the exits and entrances of such establishment locked or obstructed in any way so as to prevent free ingress and egress of persons; provided, however, that such doors may be closed.*
- *No massage establishment shall be kept open for any purpose between the hours of 9:00 p.m. and 11:00 a.m.*
- *Federal, state and county regulations shall be complied with.”*

## Options on How to Incorporate These Modifications into the Pelham Zoning Ordinance:

- Add in these types of businesses to the existing Article XXV – Detailed Use Regulations
- See example from the Article VI. Supplementary Regulations and Modifications - Payday (deferred presentment) and title loans in the City of Birmingham’s Zoning Ordinance
- Consider adding a list of permitted uses, conditional and prohibited uses to the existing Pelham “Corridor Overlay District” – would apply to all 18 roadways
- Consider creating a separate “U.S. 31 Overlay District” – which would be based on the current Corridor Overlay District but would add in additional aesthetic regulations and use regulations





PELHAM PARK



**7**

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**PLANNING  
+ PUBLIC  
SERVICES**

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## PLANNING + PUBLIC SERVICES

The City of Pelham offers an exceptional quality of life for residents. Residents enjoy access to the major employment centers, great schools and several recreational amenities. Throughout the course of writing this plan, it became clear that the city and citizens envision Pelham as a vibrant, family friendly and attractive community; designed with walkable villages containing entertainment options, restaurants, boutique retail and services. To implement the community’s vision and the ideas presented in this plan, the City will need to modify and update its ordinances, consolidate and restructure city departments, hire additional staff, create and distribute educational and promotional materials, and allocate additional funding in future city budgets for new capital projects, facilities, equipment and additional staff.

This chapter outlines ways to improve the physical character and definition of the city, strategies and programs needed to streamline code enforcement, revisions needed to city codes and ordinances and programs needed to enhance the safety of the community.

### GOAL #1

Enhance the physical character and definition of the City.



#### Action 1

**Consider creating a façade improvement program for commercial structures to encourage business owners to renovate and improve existing facades.**

To stimulate investment and to improve the exterior appearance of commercial businesses, the City Pelham should consider developing a facade improvement program. Consider utilizing municipal matching funds to promote facade, awning, sign, and exterior paint improvements, especially along the U.S. 31 commercial corridor. For more information about facade improvement programs, see [page 120](#).

Facade improvement photo - before



Source: Hub City Times

Facade improvement photo - after



Source: Hub City Times



Action 2

Encourage facade improvements for commercial buildings with a tax abatement program.

By promising a tax abatement for only the improved value of the property for a certain number of years, the City could encourage business owners to liven up their facades, especially along U.S. 31.



Action 3

Clearly define key gateways into Pelham through urban design and beatification enhancements.

Gateways act as signage to be seen from main thoroughfares, such as interstates and highways. They help to delineate and announce one’s arrival into a city, neighborhood, or unique place by establishing an “external” image. Signage, public art and landscape treatments at key intersections should be used to define the City of Pelham’s gateway entrances, key sites, and shopping areas along U.S. 31.

It is recommended that the City of Pelham hire a consultant to develop a Gateway Master Plan to support the vitality of Pelham. The plan should provide:

- ✦ An understanding of key entrances and gateways into Pelham. The following gateway entrances have been identified by the public as “needing improvement”:
- Gateway to Indian Springs Village - State Route 119 at city limits
- Gateway to Hoover - U.S. 31 and Valleydale Road
- Gateway to Helena - SR 261 at city

limits, and County Road 52 at city limits

- Gateway to Chelsea – County Road 11 at city limits
- Gateway to Alabaster – U.S. 31 at Simmsville Road
- ✦ Gateway standards and enhancements
  - An updated “Welcome to Pelham Sign”. The new design should promote a high-quality brand identity and design that captures the local character of Pelham.
  - Streetscape enhancements for key intersections
  - Streetscape improvement strategy for U.S. 31
- ✦ Preferred design concepts, specifications and cost estimates
- ✦ Guidance for sign placement/ replacement

Existing gateway signage



Modern gateway sign



Source: KB Homes



**Action 4**

**Continue to evaluate the existing streetlight system within the City’s rights-of-way to ensure it meets current needs and educate residents about Alabama Power’s streetlight outage form.**

Residents and stakeholders made it clear that streetlight outages or lack of lighting altogether was a major safety issue in Pelham. To address this, the City should create a Street Lighting Committee to work with residents to better identify neighborhood areas where there is limited or no functional street lighting, as well as update the subdivision regulations to include a provision to require streetlights in new residential development. Equally as important, the City should continue to evaluate the existing streetlight systems in commercial corridors. U.S. 31 was repeatedly mentioned as an area that needed more street lighting.

In addition, residents are encouraged to regularly report streetlight outages to Alabama Power by calling 1-800-245-2244 .



**Action 5**

**Create a Master Plan for the Civic Complex and the Oak Mountain Amphitheater.**

Through the public participation period of this Plan, residents voiced concern over lack of parking and increased traffic congestion along Amphitheater Road due to the proposed mixed-use development. To alleviate residents’ concerns, the City should hire a consultant to create a Master Plan for the Civic Complex and Oak Mountain Amphitheater to ensure that there is adequate parking and facilities for both the Civic Complex and the Oak Mountain Amphitheater.

**GOAL #2**

**Develop strategies and programs to streamline code enforcement and improve property maintenance.**

Throughout the process of this Comprehensive Plan, code enforcement and neighborhood cleanup, especially in aging neighborhoods, was cited as an issue more than once by the public. For this reason, the following strategies and programs should be considered to streamline the code enforcement process to enhance neighborhoods, economic vitality, public services and improve quality of life for Pelham residents.



**Action 1**

**Update City ordinances, including the schedule of fines and fees, to deter property neglect. The City should adopt the following codes to reflect recent updates.**

- ✘ 2015 International Fire Code
- ✘ 2015 International Plumbing Code
- ✘ 2015 International Fuel Gas Code
- ✘ 2015 International Mechanical Code
- ✘ 2015 International Residential Code
- ✘ 2015 International Existing Building Code
- ✘ 2014 National Electrical Code
- ✘ 2018 International Property Maintenance Code

For more information visit: <http://www.iccsafe.org/codes-tech-support/codes/the-i-codes/>



**Action 2**

**Adopt the 2018 International Property Maintenance Code.**

The City should adopt the 2018 *International Property Maintenance Code* (IPMC) to ensure that residential and commercial properties are safe, upheld to modern standards and to protect Pelham’s growth and prosperity. The IPMC outlines property maintenance regulations including weed and debris, vegetation maintenance, junk vehicles, water pollution public decency, driver sight obstructions, dilapidated properties and more.

Adopting the IPMC raises the minimum standard of what’s acceptable for building and living conditions and provides greater opportunity to address issues at an earlier stage before they compound. The code provides an enforcement mechanism that applies to existing structures – both residential and commercial properties and enables the City to impose fines on the owner rather than impose liens upon the dilapidated property.

For more info visit: [http://codes.iccsafe.org/app/book/toc/2015/I-Codes/2015\\_IPMC\\_HTML/index.html](http://codes.iccsafe.org/app/book/toc/2015/I-Codes/2015_IPMC_HTML/index.html).



**Action 3**

**Establish a “Blight Court” to prosecute code violators.**

The City of Pelham should explore the feasibility of establishing a community blight court to combat code violations. One model to follow is the City of Birmingham’s community blight court. The program, which is part of the municipal court system, addresses property maintenance cases to offer a first tier of

mitigation before enforcing fines for up to \$500.00 per day, per offense. The purpose of a blight court is to educate property owners and to punish offenders that do not take care of their commercial or residential property. Moreover, the City of Birmingham offers Critical Repair federal funding and other options for owners unable to afford certain repairs, but who are willing to do so. The process entails the following:

- ✘ The City receives a code violation complaint.
- ✘ City staff prepares the complaint and performs a site visit based on the Birmingham Property Maintenance Code, then lists deficiencies to be corrected.
- ✘ Property owner is given a period for compliance (depending on the severity of the violation).
- ✘ After the period of compliance, city staff inspect the property to determine compliance or non-compliance.
- ✘ If compliance is determined, the violation is abated and all work is considered completed.
- ✘ If the property owner fails to comply, court action is triggered, and the property owner is issued a court date and summons.
- ✘ On said court date, the municipal court will hear the case to determine the validity of the case presented and present the outcome from the hearing. The case is either dismissed, or the owner is found guilty. If the owner is found guilty, more time is allotted to correct the code violation and the owner is fined. Each day that a violation continues after due notice has been served is deemed a separate offense.



**Action 4**

**Explore the feasibility of consolidating the Pelham Water and Sewer Department, Building Department, Permits Department and Revenue Department into one building to streamline the permits process.**



**Action 5**

**Consider hiring additional code enforcement staff and another building inspector under the Building Department to improve code enforcement efforts and increase permits and inspection times.**

Today, code enforcement officers are a part of Pelham’s Police Department, while the building inspector is affiliated with the Building Department. It is recommended that the City restructure their departments to place code enforcement under the Building Department, which would enable the Building Department to enforce Pelham’s ordinances more efficiently. In addition, this would allow the Building Department staff to write citations when violations occur, and to provide educational resources to property owners at the start of the permit process, which would hopefully prevent possible infractions during the inspection process.

There is also a need to hire additional code enforcement staff.



**Action 6**

**Support the use of technology to improve code enforcement.**

The City of Pelham should consider implementing the recommendations below to streamline the plan review and

inspection process and improve code enforcement:

- ✘ Improve customer service by ensuring that the Building Department’s website is updated with fillable online forms and a frequently asked questions page.
- ✘ Replace paper systems with electronic plan review software to enable stakeholders to fill out and submit paperwork, plans and permits online. Paper is easy to misplace, while an electronic plan review system will keep all important documents together where they are easy to find. Additionally, electronic plan review programs aggregate all reviewers’ comments and allow all stakeholders, such as other City departments, to track their project’s status easily. Common electronic plan review software includes: Avolve’s ProjectDox, EnerGov, or CRW System’s TRAKit.
- ✘ Invest in tablets for code enforcement officers to use during inspections. Tablets allow inspectors to fill out checklists on-site and notify stakeholders of the results.
- ✘ Save time by using an automated scheduling program for inspections.

Using technology can streamline the regulatory process allowing the City to save time and money. In addition to reducing the administrative burden on staff, code compliance rates could increase and that would allow code enforcement officers to provide more thorough inspections and plan reviews. Furthermore, any financial savings could be redirected to train staff.

# Case Study: Citizen's Code Enforcement Guide

Manatee County provides residents with a code enforcement guide, available online. It answers frequently asked questions such as "How do I file a complaint or contact the Code Enforcement Office", "Can I remain anonymous when I call with a complaint" and "Who do I contact for follow-up action". In addition, the guide also includes building permit information, contractor licensing information and common code violations. The guide is available online at <http://www.mymanatee.org/home/government/departments/building-and-development-services/code-enforcement.html>.

**Overgrown yards**  
Properties throughout Manatee County must be mowed and maintained so that they do not create a nuisance or other unsanitary condition.

**Agricultural Animals**  
Up to four hens (female chickens) are allowed in residential areas throughout Manatee County. Roosters are not allowed. Hens must be kept in a chicken coop or poultry house which measures at least 16 square feet per hen. In other words, if you have four hens, the enclosure must measure 64 square feet. Other farm animals such as cows, horses and goats are not allowed in residential areas.

**Inoperable vehicles**  
Any vehicle which would not be permitted to operate on public roads under the laws of the State of Florida is not allowed unless kept in an enclosed garage or building. Registration tags must be on all vehicles.

**Restricted Vehicles**  
Restricted vehicles like motor homes, campers, trailers, boats must be stored in the side or rear yard or entirely within a carport or garage. A restricted vehicle should not be occupied unless it is in an RV park.

**Trash and Debris**  
Trash, solid waste and garbage must be properly stored in designated containers on residential and commercial properties.

**Prohibited Signs**  
To keep our streets clear from clutter, and to avoid traffic distractions, Manatee County does not allow signs in the public right of way. To learn how to display signs and announcements correctly, call (941) 749-3070 to get the latest permitting information.

**Commercial Vehicles**  
One commercial vehicle per residential property is allowed in most areas when used by the resident and parked off-street in a garage, carport, or driveway. To learn more about commercial vehicles, call (941) 748-2071.

**Vacant properties**  
All properties that are vacant and that are in foreclosure must be registered through Manatee County Code Enforcement. To learn more, visit [www.mymanatee.org/codeenforcement](http://www.mymanatee.org/codeenforcement).

**Code Enforcement Office**  
1112 Manatee Avenue West Bradenton, FL 34205  
Phone: (941) 748-2071  
Fax: (941) 749-3094

MyManatee.org



## Action 7

**Create a "Citizen's Guide for Code Enforcement" that enables citizens to report code violations and blighted properties.**

A code enforcement guide would help increase the City's capacity to identify and track blighted properties by streamlining the public reporting process. Through the code enforcement guide, residents would be able to report various issues relating to property maintenance and other health and safety violations. To improve the accessibility and efficiency of both the guide and reporting process, a mobile app, in addition to a hard copy of the guide, should be created. The mobile app would allow residents to take photos of the issues they want to report, tag them with GIS integration, add notes to the report and send it out to the appropriate parties. This would provide code enforcement officers with real time

data – thus enabling them to better track violations in the community and provide prompt feedback to residents concerning the status of their reports.

Two models to reference are the "Citizen's Code Enforcement Guide" from Manatee County, Florida and "Access Cupertino" from the City of Cupertino, California. Common code violations in the City of Pelham include:

- ✘ Weed and debris
- ✘ Inoperable vehicles in driveways
- ✘ Parking in front yards



## Action 8

**Establish an elderly and disabled assistance program where residents can register to receive help with maintaining their property.**



**Action 9**

**Create a rental property licensing inspection system and establish a Good Landlord Program.**

Pelham residents have identified rental properties as potential havens for poor building conditions and safety hazards. Such a system would require all landlords to be licensed and follow minimum standards. These standards would include property maintenance, addressing public safety concerns and other general compliances. A license would include an annual fee proportionate to the cost of services, but landlords who complete the qualifications within a Good Landlord Program could reduce the annual fee substantively or even entirely. The generated revenue could go towards the cost of servicing apartments – such as code enforcement, mowing done by Department of Public Works, and Pelham Police Department responses to 911 calls. Landlord licensing fees in other cities range from \$50 to \$115 per year.

The Good Landlord Program would require that landlords follow standards such as these required by Salt Lake City:

- ✘ Obtain a written lease for every dwelling unit, where all current tenants living in a residence will be listed in the lease.
- ✘ Perform background checks on every tenant listed in the lease.
- ✘ The landlord or manager will serve notice of eviction within 5 days of receiving substantial evidence that a tenant or guest was involved in criminal or nuisance activity on the premise.
- ✘ The landlord will maintain the rental dwelling in a fit and habitable condition, as required by State Code and relevant building, fire and land use codes.



**Action 10**

**Consider creating a Building and Maintenance Department.**



**Action 11**

**Investigate ways to improve bulk trash service throughout the City.**

Throughout the course of the public involvement process of this Plan, residents voiced the need to increase the frequency of bulk trash pick-up from twice a year to quarterly. To better inform residents of the existing schedule, the City should post the dates and times of trash pickup on the City’s website, Facebook Page and in the City Newsletter. Moreover, the City should investigate ways to make the program more efficient for residents, yet cost effective for the City.



Source: Town of Greenbush

# GOAL #3

Update and revise the City of Pelham's codes and ordinances.



## Action 1

### Modify the Zoning Ordinance to create a Mixed-use zoning district.

The Future Land Use Plan includes a mixed-use category that is intended to create lively walkable centers. Mixed-use developments generally consist of buildings that house commercial uses on the ground floor, with office or residential uses on the upper floors. This traditional, vertical form of mixed-use creates a visually-appealing built environment while fostering vibrant, livable neighborhoods. These zones can also create a horizontally rather than vertical, mix of uses, and still achieves similar goals as their vertical counterparts.



## Action 2

### Encourage any future large-scale multifamily developments to be built as a component within Mixed-use Districts (MXD).

Future multifamily should be directed toward mixed-use districts. This not only provides financial support to the commercial components of mixed-use development, but also adds vibrancy to the development.



## Action 3

### Establish an overlay district specific to U.S. 31 to help guide compatible types of new development and redevelopment that will foster additional business growth and help to create an image and identity for the City of Pelham.

Design overlay districts are intended to encourage a more uniform and aesthetically pleasing appearance. Design overlay zoning districts are placed "over" the base zoning in an area to modify the base zoning's regulatory standards. Typically, a design overlay district alters standards such as building placement, size, height, parking and access, landscaping and buffering and signage.

Presently, the City of Pelham has an existing Corridor Overlay District that applies to almost 20 roadways, including U.S. 31. This plan recommends creating an overlay district specific to U.S. 31 to improve the aesthetic appearance of Pelham's main corridor. The district would include additional standards that are currently not specified within the existing ordinance.

For more information about the Corridor Overlay District, see the callout box on [page 53](#).



## Action 4

### Hold educational sessions with the City Staff, Planning Commission, City Council and developers to better understand the Corridor Overlay District.



**Action 5**

**Expand the Single-family Residential District (R-1) and Two-family Residential District (R-2) zoning along County Road 52 and Simmsville Road to allow for additional residential development.**

An area of 150 to 200-acres near the Pelham Towne Center is currently vacant and undeveloped. With current housing trends indicating rising affordability levels, demand for moderate-to higher-value homes is consequentially growing. It is therefore recommended that this area be utilized for future residential uses associated with a mix of R-1 and R-2 zoning. It is estimated that between 500 and 1,000 units can be constructed with consideration to added infrastructure improvements, greenspace, and buffers. This area is in proximity to both Pelham Ridge Elementary School as well as Interstate 65 and U.S. 31, which will promote its appeal.

8 units must be within 500 feet of an arterial roadway.

- ✘ Allow for townhouses to be horizontal as well as vertical.
- ✘ Revise/add supplemental zoning standards for:
  - Height
  - Maximum building footprint for the development
  - Minimum square footage of each unit
  - Buffer requirements when adjoining residential districts
  - Building setbacks (maximum front setbacks) and setbacks for corner lots
- ✘ Allow single-family homes to be dispersed throughout a townhouse development to create a more traditional neighborhood– set size and height standards for single-family homes within townhouse developments.



**Action 6**

**Consider modifying the Townhouse Residential Zoning District (R-T) in the Zoning Ordinance.**

Throughout the course of this Plan, the public expressed the desire for additional townhomes developments that were well-designed, offered luxury amenities and were relatively affordable. What’s more, residents expressed the desire to see townhomes integrated with single-family homes to create a traditional neighborhood development, much like Mount Laurel or the Preserve in Hoover. For these reasons, the City should consider making the following provisions to the Zoning Ordinance:

- ✘ Consider adding a common open space requirement or a private yard requirement.
- ✘ Consider providing landscaping and driveway standards.
- ✘ Require new sidewalks to promote walkability.
- ✘ Regulate the following architecture and building treatment standards:
  - Building orientation
  - Window glazing
  - Residential frontages –porch, stoop, forecourt, common yard and dooryard
  - Location of garages and driveways

- ✘ Townhouse developments that exceed



Source: Edgewood Townhomes Atlanta



Source: [Curbed Atlanta](#)



# What's the difference between an manufactured home and a mobile home?

**Manufactured Home:** a house built off-site, usually in a factory, in conformity with the provisions of the Housing and Urban Development (HUD) Manufactured Housing Code (HUD Code). Once placed on-site these homes are more durable than mobile homes and are rarely moved.

**Mobile Home:** are homes built prior to the adoption of the HUD code and are a non-conforming use. Aging mobile home or "trailer" parks are an increasing problem across the state. Many of these places were built prior to the adoption of the HUD Code and local standards regulating land use, when in substandard conditions these places should

be phased out through code enforcement, urban renewal, relocation assistance and condemnation with compensation.



Source: American Living Inc.



## Action 7

### Modify the manufactured homes definition in the Zoning Ordinance.

The need for quality affordable housing exists across the State of Alabama. Manufactured homes can deliver both outstanding quality and broad affordability compared to conventional site-built homes. The affordability of manufactured housing derives from the scale economies of the factory-building process. Homes

are constructed with standard building materials, off-site in a climate-controlled factory. Costs are reduced due to the controlled construction environment and assembly line techniques. Weather, theft, vandalism, damage to building products and materials and unskilled labor are not an issue. Manufactured homes capitalize on the economies of scale resulting from purchasing building materials, products and appliances in bulk, and passing the resulting savings on to the buyer.



Source: Palm Harbor - Homes Direct

Today, manufactured homes look different than mobile homes built in the 1970's. Technological advances allow manufactured home builders to offer a variety of architectural styles and exterior finishes that fit buyers needs, while allowing homes to blend into existing neighborhoods. For instance, manufactured homes can easily have up to 9-foot ceilings. New hinge roof systems allow designers to build pitches that match existing roof lines and advances in technology that have led to two-story models. Together, these advancements make manufactured housing a great option for aesthetically-pleasing infill housing if paired with appropriate zoning regulations and guidelines. For this reason, this Plan recommends that the City modify the manufactured homes definition in the Zoning Ordinance to allow for additional housing choices, provide clear regulations for future manufactured housing and require that new manufactured homes proposals be reviewed with the Planning Commission.

When modifying and reviewing proposals for manufactured housing used as infill, the Planning Commission should consider the following:

- ✘ Modify the Zoning Ordinance to allow manufactured homes within the following residential categories to encourage infill housing where needed: Agricultural District (A-1), Single-family Residential District (R-1), Two-family Residential District (R-2), Garden Home Residential District (R-G) and Townhouse Residential District (R-T).
- ✘ Modify the Zoning Ordinance to include the provision that manufactured homes must meet local, state and federal standards for construction, including codes listed within the Pelham Zoning Ordinance, the International Building Code and Housing and Urban Development (HUD) Manufactured Housing Code.



- ✘ Manufactured housing should blend into existing neighborhood development patterns and design. Thus, it should be accommodated within residential districts at the permitted density and dimensional regulations as in which it is sited. Architectural character of neighboring residences (within 300-feet on the same street) should be reflected through use of related building features.
- ✘ Manufactured homes should have a clearly defined building or courtyard entry from the primary street (i.e. front porch, stoop, forecourt, common yards, etc.)
- ✘ In case of severe weather, such as tornadoes, the Zoning Ordinance should include installation and anchoring requirements for manufactured homes to ensure that specific life safety standards are coordinated with the HUD Code. In addition, many ordinances require that manufactured homes be installed on properly engineered foundation systems.
- ✘ Provide relief, detail and visual rhythm on the facade with well-proportioned windows.
- ✘ Use building and roof modulation and articulation to reduce the appearance of large building masses.

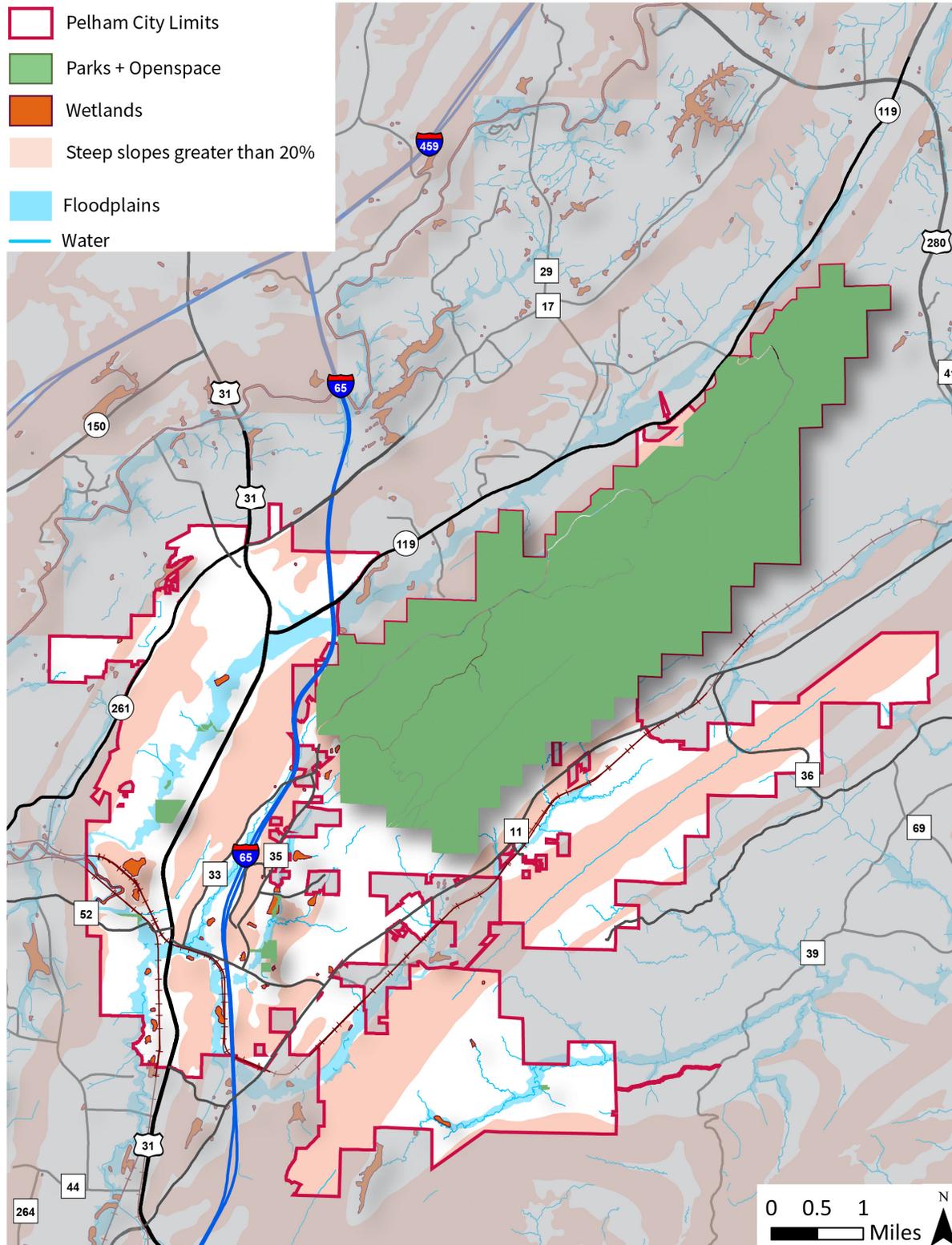
- ✘ Design garages and carports so that they do not dominate the dwelling's street facade.
- ✘ Use building materials with texture and pattern and a high level of quality and detailing. Reserve brightly saturated colors for accent or trim features.
- ✘ Utility requirements for manufactured homes should be the same as for single-family homes.



**Action 8**

**To regulate the number of temporary structures, construction trailers and storage trailers/containers in Pelham, modify the Zoning Ordinance to provide a definition for each use, establish permit fees and fines and provide an acceptable time-frame for their use.**

Figure 7.1: Environmentally Constrained Land in Pelham





Action 9

Consider the inclusion of a Land Conservancy and Recreation District (CV/RC) or overlay to establish and promote environmental protection on land deemed sensitive or possessing unique natural characteristics.

Preserving such areas for open space or recreational use will protect the city's natural resources and their ecological functions, as well as provide recreational facilities to meet community needs. Additional regulatory tools may include conservation easements and/or covenants, stream and ridge-line protection buffers, and public dedication of land. Figure 7.1, on page 145 illustrates environmentally constrained land that could be protected.. Environmentally constrained land includes areas within the 100-year flood plain, steep slopes greater than 20% and wetlands. In addition, Oak Mountain State Park and all city-owned park space should also be considered as a part of the district or overlay.



Action 10

Modify the Zoning Ordinance to regulate businesses currently under the existing business moratorium.

For more information, see Chapter 6, Goal 3, Action 10 and the callout box on pages 132 and 133.



Action 11

Make modifications to the Sign Ordinance.

To create and maintain attractive corridors in Pelham, this plan recommends the following modifications be made to the Sign Ordinance:

- ✘ Increase the permit fees.
- ✘ Increase the fines associated with non-compliance.
- ✘ Reduce the number of signs allowed.
- ✘ Regulate the materials, colors, and size of signs.



Action 12

Make modifications to the Subdivision Regulations.

To ensure that new residential development promotes the health and safety of residents, improves traffic circulation to new and existing development and encourages walkability, this Plan recommends that the following modifications be made to the subdivision regulations:

- ✘ Require pedestrian streetlighting as a part of new residential developments.
- ✘ Require ADA accessible sidewalks on one side of the street as a part of new residential developments.
- ✘ Provide a provision that vehicles cannot block driveways.



Action 13

Evaluate development regulations to identify ways that the principles of "Crime Prevention Through Environmental Design" (CPTED) can be incorporated into the design of newly-developed and redeveloped areas.

For more information, see the callout on page 151.



Action 1

Allocate improvements as outlined in the City's 5-year Capital Improvement Plan.



Action 2

Support the creation of a Police Career Development Program to provide additional career development and educational opportunities for existing and future officers.



Action 3

Continue to support the Fire Department's Community Risk Reduction Program (CRR).



Action 4

Ensure that the City's fleet including heavy-duty vehicles are well maintained and updated as necessary.

GOAL #4

Enhance the safety of the community.

PUBLIC SAFETY

The City of Pelham is a safe and well protected community. Pelham residents expect public safety service and delivery to be proactive, responsive and effective. As Pelham continues to grow, resources will have to be distributed to ensure adequate public safety response times and protection. Public safety includes law enforcement, fire protection and emergency medical services.

Law enforcement is provided by the City of Pelham Police Department that is located at 32 Philip Davis Street and has approximately 93 full-time staff members who serve and protect the community.

Fire protection is provided by the Pelham Fire Department, located throughout the City at five stations. Approximately 80% all Pelham firefighters are certified paramedics who provide excellent medical care across the city limits. The City of Pelham carries an Insurance Services office (ISO) rating of 2.

The Community Risk Reduction (CRR) Program helps to identify and prioritize potential fire/safety risks and provides resources and education to minimize future potential risks in Pelham. To ensure the ongoing safety of Pelham residents, the City should continue to support the Fire Department's CRR program that includes the Fire Prevention Division and the EMS Division. The Fire Prevention Division performs fire inspections, fire investigations, plan review and public education, while the EMS division helps to provide excellent medical attention to citizens. To expand the CRR program, the Fire Department should consider hiring an additional staff member to help educate the community about fire safety in schools, daycares and community meetings.

# Crime Prevention through Environmental Design (CPTED):

Crime Prevention through Environmental Design (CPTED) is a set of multidisciplinary strategies and design concepts intended to deter undesirable and criminal activities through the careful design of the built environment. Design strategies can be used in conjunction with mechanical and organizational strategies, such as use of security cameras and the presence of legitimate users, security guards or police. The primary strategies of CPTED are:

## Natural Surveillance:

“See and be seen” is the overall goal when it comes to CPTED and natural surveillance. A person is less likely to commit a crime if they think someone will see them do it. Lighting and landscape play an important role in CPTED.

## Access Control:

Natural access control is more than a high block wall topped with barbed wire. CPTED utilizes the use of walkways, fences, lighting, signage and landscape to clearly guide people and vehicles to and from the proper entrances. The goal with this CPTED principle is not necessarily to keep intruders out, but to direct the flow of people while decreasing the opportunity for crime.

## Territorial Reinforcement:

Creating or extending a “sphere of influence” by utilizing physical designs such as pavement treatments, landscaping and signage that enable users of an area to develop a sense of proprietorship over it, is the goal of this CPTED principle. Public areas are clearly distinguished from private ones. Potential trespassers perceive this control and are thereby discouraged.

## Maintenance:

CPTED and the “Broken Window Theory” suggests that one “broken window” or nuisance, if allowed to exist, will lead to others and ultimately to the decline of an entire neighborhood. Neglected and poorly maintained properties are breeding grounds for criminal activity.

### Principals of Crime Prevention Through Environmental Design (CPTED)

CPTED is based on the premise that the design of our environment directly affects our behavior. It influences both the opportunities for crime to take place and our fear of crime. This has an important impact on our quality of life.

#### CPTED PRINCIPLE #1

Natural Surveillance (increases visibility)

-  Reduce areas of solid walls
-  Low shelving in retail stores
-  Quality lighting

#### CPTED PRINCIPLE #2

Natural Access Control (limits access)

-  1. Maintained Landscaping
-  2. Fencing
-  3. Use of Transparent Materials

#### CPTED PRINCIPLE #3

Territoriality (promotes a sense of ownership)

-  Decorative Signage
-  Maintenance
-  Landscaping

#### CPTED and the ‘Broken Window Theory’

suggests that one “broken window” or nuisance, if allowed to exist, will lead to others and ultimately to the decline of an entire neighborhood. Neglected and poorly maintained properties are breeding grounds for criminal activity.







## INTRODUCTION

The Pelham Comprehensive Plan sets forth a bold vision for the City of Pelham’s future and a set of goals and action steps to achieve these goals. The plan focuses on policy and organizational initiatives to more effectively achieve the goals, and it identifies criteria for decision making and the kinds of projects that are preferred, given the goals of the plan. The plan will require a significant commitment of time, energy and financial resources to implement and it must be implemented incrementally over time, one step at a time.

The adoption of this Pelham Comprehensive Plan is the first step in the implementation process. It is the product of considerable effort on the part of the City of Pelham and its City Council, Planning Commission, as well as many other municipal departments, community leaders, and concerned citizens. Continuing action to implement the Plan will be needed for it to have lasting impact. Working with a range of implementation partners, the City Council, City Manager and the Department of Development Services staff will be the lead facilitators to implement the Plan and coordinate consistency reviews among municipal departments.

## IMPLEMENTATION MATRIX

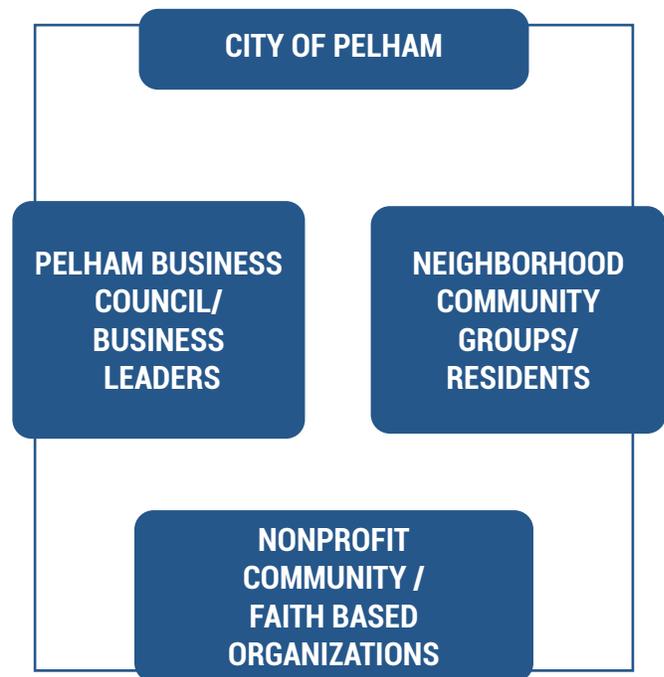
The implementation matrix in **Table 8.1** identifies how the goals and actions in **Chapter 3-7** of the Comprehensive Plan should be implemented. The partners charged with leading the implementation of each action are identified. The actions are assigned suggested time frames for implementation, which may vary based on economic influences, potential funding sources and other factors:

- **Short-term:** Tasks that could be initiated and/or implemented within 1-5 years of the Comprehensive Plan’s adoption.

- **Long-term:** Tasks that are on a 6 year or greater time frame after the Comprehensive Plan’s adoption.
- **On-going:** Tasks that may be implemented in a series of incremental steps involving numerous agencies or tasks that are ongoing, continuous efforts.

## IMPLEMENTATION AGENCIES

Since the Comprehensive Plan is intended to be implemented over several years, during which administrations, departments, boards and commissions may change, it is important to identify which agency(ies) should take the lead and be in a supporting role for a particular action task. It is important to note that the policies and recommended actions outlined in the matrix are for consideration only, and do not constitute an obligation on any City department, agency or organization’s part to lead, support or participate in any given activity. The implementation matrix simply identifies recommended actions and potential partners in furthering the plan’s goals and policies.



Success will be achieved through contributions from all sectors of the community.

**Table 8.1: Implementation Matrix**

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Future Land Use</b>					
<b>Goal #1: Plan for infill development and new mixed-use development along U.S. 31, County Road 52, and Highway 11.</b>					
1	Modify the Zoning Ordinance to create a mixed-use zoning district.	50	High	Short-term	Planning Commission, City Council
2	Encourage any future large-scale multifamily developments to be built as a component within Mixed-use Districts (MXD).	52	Low	On-going	Planning Commission, City Council, Developers
3	Ensure the long-term enforcement of the existing Corridor Overlay District.	52	Low	On-going	Building Department, Planning Commission, City Council, Pelham Business Council
4	Establish an overlay district specific to U.S. 31 to help guide compatible types of new development and redevelopment that will foster additional business growth and help to create an image and identity for the City of Pelham.	52	High	Short-term	Planning Commission, City Council, Pelham Business Council
5	Establish an overlay district specific to Highway 11, County Road 52, State Route 261, and Applegate Parkway to help guide compatible types of new development and redevelopment that will foster additional business growth appropriate for neighborhoods and help to create an image and identity for the City of Pelham.	52	High	Short-term	Planning Commission, City Council, Pelham Business Council
<b>Goal #2: Develop neighborhood commercial areas within a half-mile walking distance to existing neighborhoods.</b>					
1	Target neighborhood commercial development near existing neighborhoods.	56	Medium	On-going	Planning Commission, City Council, Commercial Development Authority, Developers

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Goal #3: Encourage a wide range of housing types.</b>					
1	Encourage the development of medium-density infill housing to achieve a mix of housing types and a range of price points, such as cottage sized single-family homes, townhomes, duplexes, condos and lofts.	58	Medium	On-going	Planning Commission, City Council, Developers
2	Expand the Single-family Residential District (R-1) and Two-family Residential District (R-2) zoning along County Road 52 and Simmsville Road to allow for additional residential development.	58	Low	Long-term	Planning Commission, City Council
3	Support the build-out of the Ballantrae neighborhood.	58	Medium	Long-term	Planning Commission, City Council, Mobley Development, Inc.
<b>Future Land Use</b>					
<b>Goal #4: Work cooperatively with adjacent municipalities to coordinate future land use and development near city limits.</b>					
<b>Goal #5: Coordinate annexation and development plans with community service and utility providers to ensure adequate levels of service are extended to new growth areas and maintained in existing services areas.</b>					
1	Consider adopting an Adequate Public Facilities Ordinance.	62	Low	Long-term	City Council, Department of Development Services
<b>Transportation</b>					
<b>Goal #1: Expand mobility options throughout the City.</b>					
1	Adopt a Complete Streets Ordinance.	72	Low	Long-term	City Council, Department of Development Services
2	Continue the phased construction of the Bishop Creek Trail project.	73	High	On-going	City Council, Department of Development Services
3	Construct active transportation routes identified in the <i>B-Active Plan</i> .	73	Low	Long-term	Department of Development Services, RPCGB
4	Deploy context-sensitive bicycle infrastructure along strategic corridors.	77	Low	Long-term	Department of Development Services
5	Provide bike racks at the Pelham Recreation Center, Library and all city schools.	77	Medium	Short-term	Department of Development Services, Community facilities
6	Connect residential neighborhoods to key activity centers with adequate pedestrian infrastructure.	78	High	On-going	Department of Development Services
7	Consider creating a sidewalk standard for all residential areas.	81	High	Short-term	Planning Commission, Department of Development Services

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Goal #2: Improve travel safety for all users.</b>					
1	Evaluate potential crash mitigation techniques at high-crash locations.	82	High	On-going	Department of Development Services, Shelby County, ALDOT
2	Protect pedestrians on neighborhood streets with appropriate traffic calming measures.	82	High	Short-term	Department of Development Services
3	Provide accessible, safe crosswalks at targeted intersections.	84	Medium	Short-term	Department of Development Services, Shelby County, ALDOT
<b>Goal #3: Enhance the efficiency of the transportation system.</b>					
1	Promote transportation demand management (TDM) for Pelham commuters.	86	Low	Short-term	Commute Smart, Department of Development Services
2	Explore the feasibility of new east-west roadway connections.	88	High	Long-term	City Council, Department of Development Services
<b>Transportation</b>					
<b>Goal #3: Enhance the efficiency of the transportation system.</b>					
3	Work with State, County and private partners to evaluate turn lane warrants at congested intersections.	88	High	Short-term	Department of Development Services, Shelby County, ALDOT
4	Explore signal improvements along U.S. 31.	90	High	Short-term	Department of Development Services, ALDOT
5	Manage local access along major thoroughfares.	90	Medium	On-going	Shelby County, ALDOT
<b>Goal #4: Maintain city infrastructure in a state of good repair.</b>					
1	Develop a robust, data-driven street resurfacing program.	92	High	Short-term	Department of Development Services
2	Repair damaged & antiquated storm drainage infrastructure.	93	High	Long-term	Department of Development Services and Public Works
3	Upgrade lighting along U.S. 31.	93	Medium	On-going	Department of Development Services and Public Works, ALDOT

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Green Systems</b>					
<b>Goal #1: Improve the ecological health of Pelham’s natural systems through enhanced stormwater management and flood mitigation techniques.</b>					
1	Encourage the use of Best Management Practices (BMPs) on all new developments during post-construction to control soil erosion and minimize sediment runoff.	96	Medium	On-going	Department of Development Services, Developers
2	Provide incentives and education to developers and homeowners who utilize Low Impact Development (LID) or green infrastructure techniques in new developments.	98	Low	Long-term	City Council, Planning Commission, Developers, Homeowners, U.S. Green Building Council of AL
3	Modify the Zoning Ordinance to manage development within a certain distance from Bishop Creek, Buck Creek and Peavine Creek to protect buffer setbacks, floodplains and water quality/habitat.	98	Medium	Short-term	Planning Commission, City Council
4	Consider providing incentives to developers who utilize green design practices.	98	Medium	Long-term	Planning Commission, City Council, Developers
<b>Green Systems</b>					
<b>Goal #2: Maintain and enhance existing parks and recreational facilities.</b>					
1	Develop a Parks and Recreation Master Plan.	104	High	Short-term	City Council, Parks and Recreation Department, Parks and Recreation Advisory Board, Landscape Architecture/ Planning Consultants
2	Establish a new charter with governing policies for the Parks and Recreation Advisory Board.	104	High	Short-term	Parks and Recreation Department, Parks and Recreation Advisory Board
3	Consider creating a Parks and Recreation Foundation to invest in local parks.	104	High	Short-term	Parks and Recreation Department, Parks and Recreation Advisory Board, Pelham Citizens
4	Address improvements needed at Coker Park.	104	High	Short-term	City Council, Parks and Recreation Department
5	Address improvements needed at Creekview Park.	105	Medium	Short-term	City Council, Parks and Recreation Department
6	Consider making improvements to the Ballantrae Clubhouse and Firehouse Grill.	105	Medium	Short-term	City Council, Ballantrae Golf Club
7	Address improvements need at the Pelham Dog Park.	106	Low	Long-term	City Council, Parks and Recreation Department

#	Action	Page #	Priority	Time Frame	Lead Partners
8	Create connections via sidewalks and trails to existing and future park space.	106	High	On-going	Department of Development Services, Parks and Recreation Department
9	Create way-finding signage throughout the City to direct residents to parks and greenspace.	106	High	Short-term	City Council, Department of Development Services
10	Prioritize planting new shade trees in existing parks to create a more welcoming and cooler environment.	108	High	Short-term	Department of Development Services, Parks and Recreation Department
<b>Goal #3: Expand recreational opportunities for residents.</b>					
1	Explore the feasibility of constructing a town green and amphitheater at the Pelham City Center.	110	High	Long-term	City Council, Department of Development Services
2	Prioritize the development of new pocket parks in under-served residential areas.	110	High	Long-term	City Council, Planning Commission
3	Consider the feasibility of constructing a public pool and/or splash pad for Pelham residents.	112	Medium	Long-term	City Council, Parks and Recreation Department
4	Continue to promote Ballantrae Golf Club to residents, surrounding business, and in golf related circles.	112	Medium	On-going	Ballantrae Golf Club, 58 Inc.
<b>Economic Development</b>					
<b>Goal #1: Refresh branding and marketing efforts to promote the uniqueness of Pelham.</b>					
1	Modernize and promote a consistent branding strategy with updated logos, themes, concepts and graphics.	116	High	Short-term	City Council, Pelham Business Council, Consultant
2	Develop promotional brochures and online campaigns to promote Pelham as an "Adventure and Ecotourism" destination.	117	High	Short-term	City Council, Consultant
<b>Goal #2: Utilize a variety of incentive programs and development tools to encourage investment along commercial corridors.</b>					
1	Create a separate overlay district for U.S. 31.	121	High	Short-term	Building Department, Planning Commission, City Council
2	Consider creating a facade improvement program for commercial structures to encourage business owners to renovate and improve existing facades.	121	High	Short-term	City Council, Commercial Development Authority
3	Adopt an adaptive reuse ordinance to encourage the rehabilitation of vacant commercial structures.	121	Medium	Long-term	City Council, Planning Commission

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Goal #3: Market and recruit businesses that will diversify and complement existing businesses.</b>					
1	Recruit additional sit-down and full-service restaurants.	122	High	On-going	Commercial Development Authority, 58 Inc.
2	Recruit boutiques and luxury retail to locate in the City.	122	Low	On-going	Commercial Development Authority, 58 Inc.
3	Recruit additional family-friendly entertainment options to the City.	123	High	On-going	Commercial Development Authority, 58 Inc.
4	Encourage mixed-use development to house new retail, restaurants, entertainment venues and owner-occupied housing.	123	High	On-going	Planning Commission, Developers, Commercial Development Authority
5	Consider transforming the vacant Valley Elementary School building into an entertainment venue, with co-working office space, and/ or an arts incubator.	123	High	Short-term	City Council, 58 Inc.
6	Encourage infill projects within existing strip commercial and “big box” commercial development sites to combat suburban sprawl and to create more compact walkable developments.	125	Medium	Long-term	Planning Commission, Commercial Development Authority
<b>Economic Development</b>					
<b>Goal #3: Market and recruit businesses that will diversify and complement existing businesses.</b>					
7	Recruit a full-service hotel to locate within Pelham.	125	Medium	Long-term	Commercial Development Authority, 58 Inc.
8	Encourage additional grocery store chains to locate within the city.	125	Medium	Long-term	Commercial Development Authority, 58 Inc.
9	Use City ordinances to limit new payday loan, check cashing and title loan businesses from locating in the City.	130	High	Short-term	City Council, Planning Commission, Commercial Develop Authority
10	Address the long-term regulation of businesses described in Resolution 2018 -07-16-013 “One-Year Moratorium on Certain New Business Licenses”.	131	High	Short-term	City Council, Planning Commission, Commercial Develop Authority

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Planning and Public Services</b>					
<b>Goal #1: Enhance the physical character and definition of the City.</b>					
1	Consider creating a façade improvement program for commercial structures to encourage business owners to renovate and improve existing facades.	136	High	Short-term	City Council, Commercial Develop Authority, Pelham Business Council
2	Encourage facade improvements for commercial buildings with a tax abatement program.	137	Low	On-going	City Council, Commercial Develop Authority, Pelham Business Council
3	Clearly define key gateways into Pelham through urban design and beatification enhancements.	137	High	Short-term	City Council, Department of Development Services, Consultant
4	Continue to evaluate the existing streetlight system within the City's rights-of-way to ensure it meets current needs and educate residents about Alabama Power's streetlight outage form.	138	Low	Short-term	Department of Development Services, ALDOT, Alabama Power
5	Create a Master Plan for the Civic Complex and the Oak Mountain Amphitheater.	138	High	Short-term	City Council, Pelham Civic Complex, Oak Mountain Amphitheater, Consultant
<b>Planning and Public Services</b>					
<b>Goal #2: Develop strategies and programs to streamline code enforcement and improve property maintenance.</b>					
1	Update City ordinances, including the schedule of fines and fees, to deter property neglect. The City should adopt the following codes to reflect recent updates.	138	Medium	Short-term	City Council, Building Department
2	Adopt the 2018 International Property Maintenance Code.	139	Medium	Short-term	City Council, Building Department
3	Establish a "Blight Court" to prosecute code violators.	139	High	Short-term	City Council, Building Department, Municipal Court
4	Explore the feasibility of consolidating the Pelham Water and Sewer Department, Building Department, Permits Department, and Revenue Department into one building to streamline the permits process.	140	High	Short-term	City Council

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Planning and Public Services</b>					
<b>Goal #2: Develop strategies and programs to streamline code enforcement and improve property maintenance.</b>					
5	Consider hiring additional code enforcement staff and another building inspector under the Building Department to improve code enforcement efforts and increase permits and inspection times.	140	High	Short-term	City Council, Building Department
6	Support the use of technology to improve code enforcement.	140	Medium	Short-term	Building Department
7	Create a "Citizen's Guide for Code Enforcement" that enables citizens to report code violations and blighted properties.	141	High	Short-term	Building Department
8	Establish an elderly and disabled assistance program where residents can register to receive help with maintaining their property.	141	Medium	Short-term	Building Department, Nonprofits
9	Create a rental property licensing inspection system and establish a Good Landlord Program.	142	Low	Short-term	City Council, Department of Development Services
10	Consider creating a Building and Maintenance Department.	142	Low	Long-term	City Council
11	Investigate ways to improve bulk trash service throughout the City.	142	High	Short-term	Department of Development Services and Public Works
<b>Goal #3: Update and revise the City of Pelham's codes and ordinances.</b>					
1	Modify the Zoning Ordinance to create a Mixed-Use zoning district.	143	High	Short-term	City Council, Planning Commission
2	Encourage any future large-scale multifamily developments to be built as a component within Mixed-Use Districts (MXD).	143	High	On-going	City Council, Planning Commission, Developers
3	Establish an overlay district specific to U.S. 31 to help guide compatible types of new development and redevelopment that will foster additional business growth and help to create an image and identity for the City of Pelham.	143	High	Short-term	City Council, Planning Commission, Pelham Business Council
4	Hold educational sessions with the City Staff, Planning Commission, City Council and developers to better understand the Corridor Overlay District.	143	High	Short-term	City Council, Planning Commission, Building Department, Developers

#	Action	Page #	Priority	Time Frame	Lead Partners
5	Expand the Single-family Residential District (R-1) and Two-family Residential District (R-2) zoning along County Road 52 and Simmsville Road to allow for additional residential development.	144	Low	Long-term	City Council, Planning Commission
6	Consider modifying the Townhouse Residential Zoning District (R-T) in the Zoning Ordinance.	144	High	Short-term	City Council, Planning Commission, Pelham Business Council
7	Modify the manufactured homes definition in the Zoning Ordinance.	145	High	Short-term	City Council, Planning Commission
8	To regulate the number of temporary structures, construction trailers, and storage trailers/containers in Pelham, modify the Zoning Ordinance to provide a definition for each use, establish permit fees and fines, and provide an acceptable timeframe for their use.	147	Medium	Short-term	City Council, Planning Commission
<b>Planning and Public Services</b>					
<b>Goal #3: Update and revise the City of Pelham’s codes and ordinances.</b>					
9	Consider the inclusion of a Land Conservancy and Recreation District (CV/RC) or overlay to establish and promote environmental protection on land deemed sensitive or possessing unique natural characteristics.	149	Medium	Short-term	City Council, Planning Commission
10	Modify the Zoning Ordinance to regulate businesses currently under the existing business moratorium.	149	High	Short-term	City Council, Planning Commission
11	Make modifications to the Sign Ordinance.	149	Low	Short-term	City Council, Building Department
12	Make modifications to the Subdivision Regulations.	149	Medium	Short-term	City Council, Planning Commission, Department of Development Services
13	Evaluate development regulations to identify ways that the principles of “Crime Prevention Through Environmental Design” (CPTED) can be incorporated into the design of newly-developed and redeveloped areas.	150	Low	Long-term	Planning Commission, Parks and Recreation Department, Police Department

#	Action	Page #	Priority	Time Frame	Lead Partners
<b>Goal #4: Enhance the safety of the community.</b>					
1	Allocate improvements as outlined in the City's 5-year Capital Improvement Plan.	150	High	Short-term	City Council
2	Support the creation of a Police Career Development Program to provide additional career development and educational opportunities for existing and future officers.	150	Medium	Short-term	Police Department
3	Continue to support the Fire Department's Community Risk Reduction Program (CRR).	150	Medium	Short-term	Fire Department, Citizens
4	Ensure that the City's fleet including heavy-duty vehicles are well maintained and updated as necessary.	150	High	Short-term	City Council, Department of Development Services and Public Works



