

Form-based Zoning Grows Up

Rocky Mountain Land Use Institute

Denver, CO | March 14, 2014

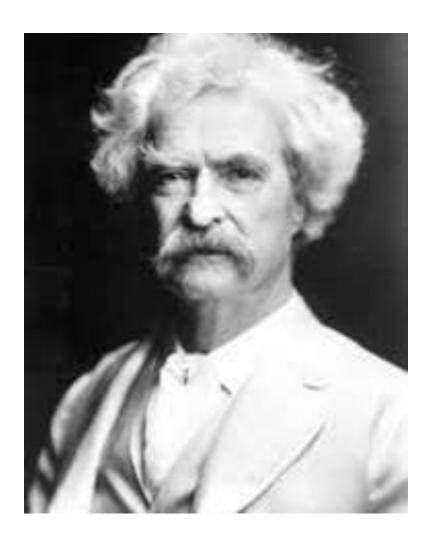
Don Elliott, FAICP Matt Goebel, AICP

Overview

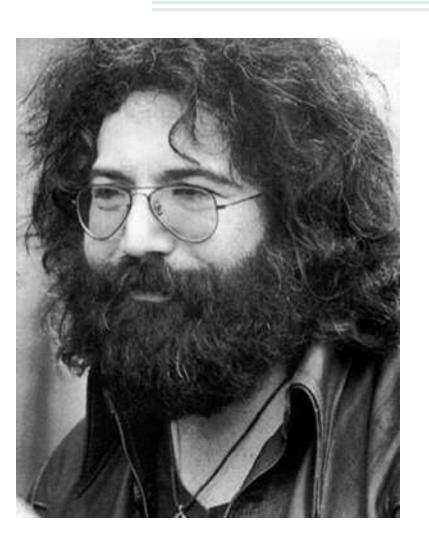
- The path of zoning evolution
- What is form-based zoning?
- The Rules that Shape Urban Form
 - Six case studies
- Form-based controls & other planning goals
 - Sustainability
 - Housing affordability
 - Demographic changes
 - Historic preservation
- Six questions to consider before preparing form regulations...

Form Based Zoning Grows Up

- What is it?
- How is it being used?
- What are we learning?



Form Based Zoning Grows Up



First....

There were nuisances

From WAY back

Then there was zoning

Remember Euclid

Then zoning got too rigid

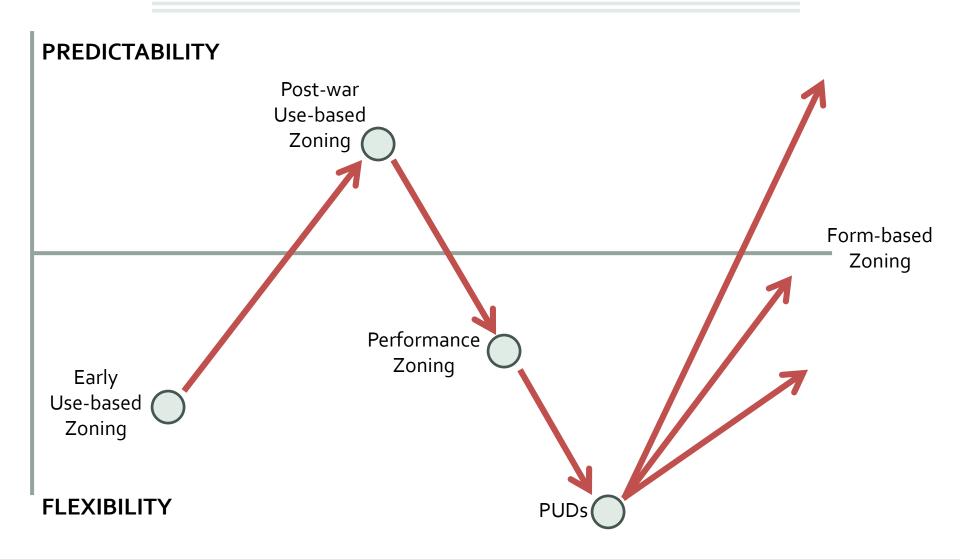
Too many districts and uses

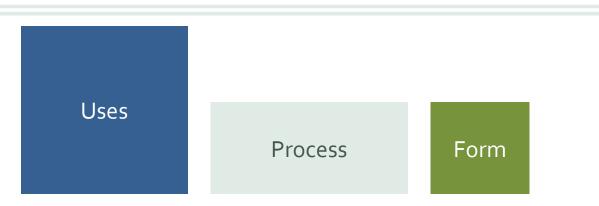
Then zoning got too flexible

PUDs and performance zoning reduce predictability

Then zoning got form-based

The Path of Zoning Evolution





Myth 1: Traditional zoning is based on use separation.

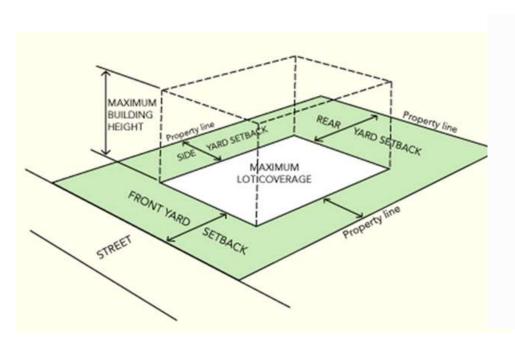
False: It is based on use regulation – but mixes are always allowed.



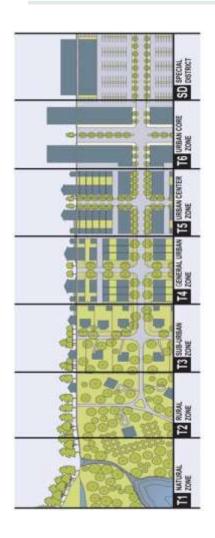
Myth 2: Form-based zoning ignores uses: anything goes anywhere. False: Uses are regulated – just more lightly – and secondarily.

Building Envelope

Downtown Building







FBCI Core Elements List:

- Building Form Standards
- Building Type Standards
- Frontage Type
 Standards
- Public Space Standards
- Block and Subdivision
 Standards
- Regulating Plan

Building Forms & Types

				Distr	icts		
		MS-1 (Main Street)	MS-2 (B Street)	MS-3 (Transitions)	DT.1 (High Street)	DT.2 (Support)	DT-3 (East High)
	Storefront Building	•		•	•	•	•
S	General Stoop Building		•	•		•	•
Type	Cottage Commercial	•	0	•			•
Building Types	Civic Building		•	•	•	•	•
Bui	Row Building		•			•	
	Parking Structure					•	

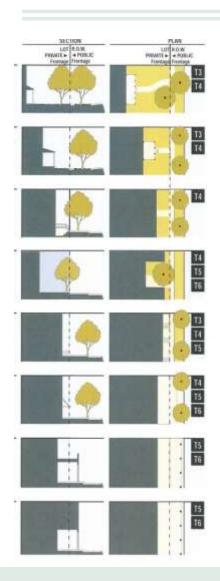
Table 1129.40 (1). Permitted Building Types by District.

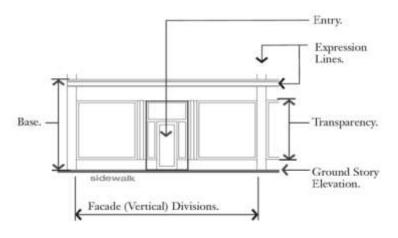
Permitted on secondary street only





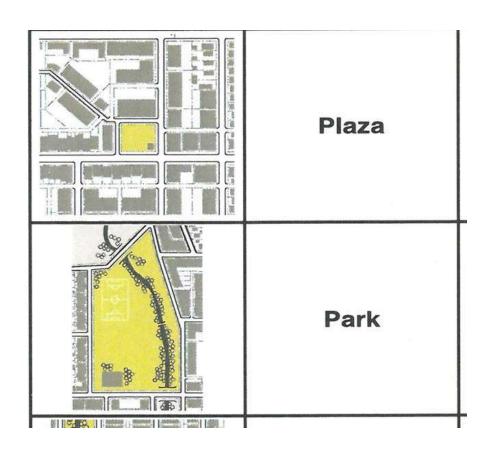
Frontage Types

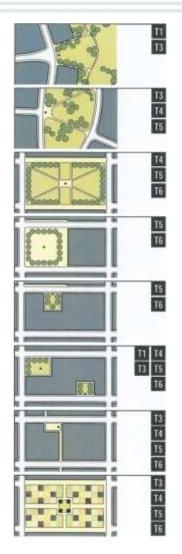






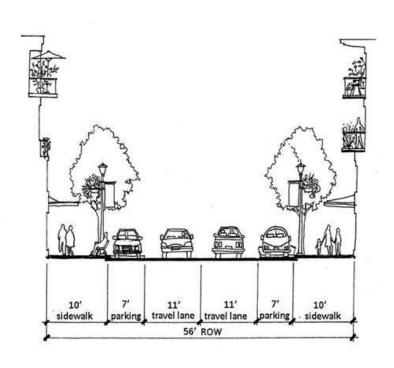
Public Space Standards

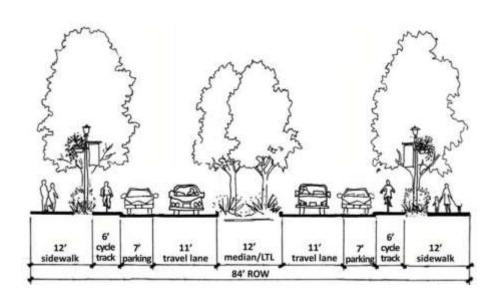




Public Space Standards

Sometimes include Thoroughfare Standards



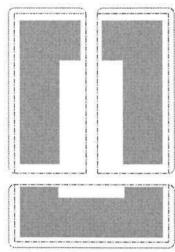


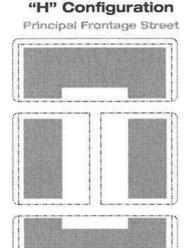
Block and Subdivision Standards

Table 153.060-A. Maximum Block Dimensions

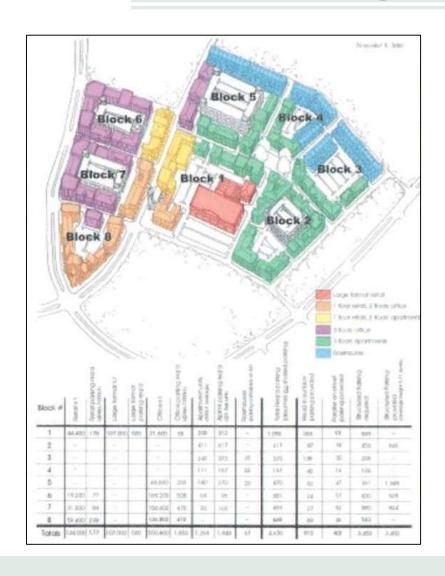
MAXIMUM BLOCK DIMENSIONS										
BSC DISTRICTS	LENGTH (FT)	PERIMETER (FT)								
Residential	425	1,450								
Office Residential	500	1,750								
Office	500	1,750								
Commercial	500	1,750								
Historic Residential	200	800								
Historic Core	200	800								
	The second of th									

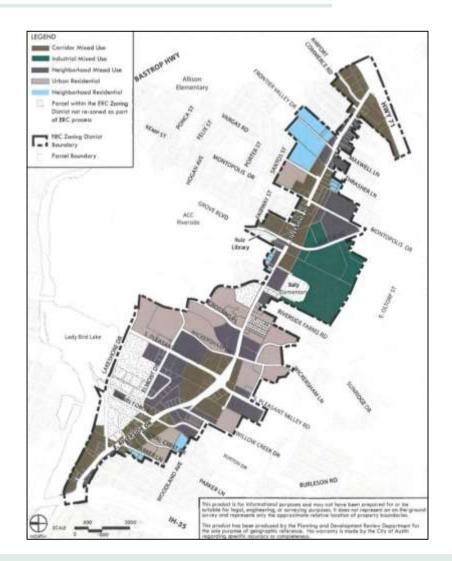
"T" Configuration



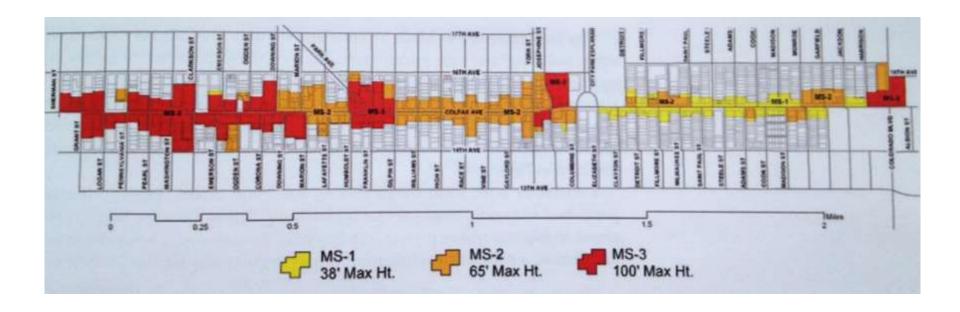


Regulating Plan





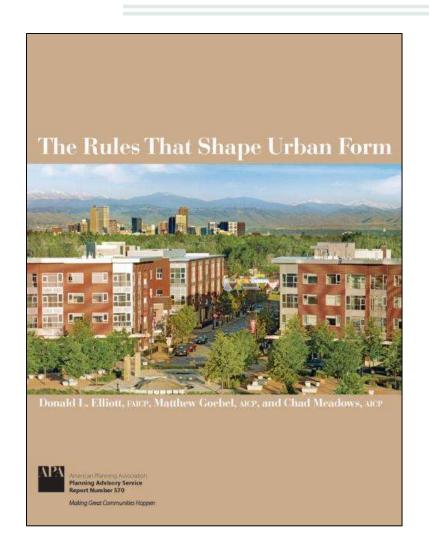
Regulating Plan

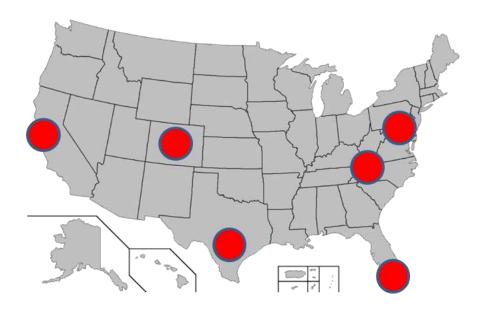


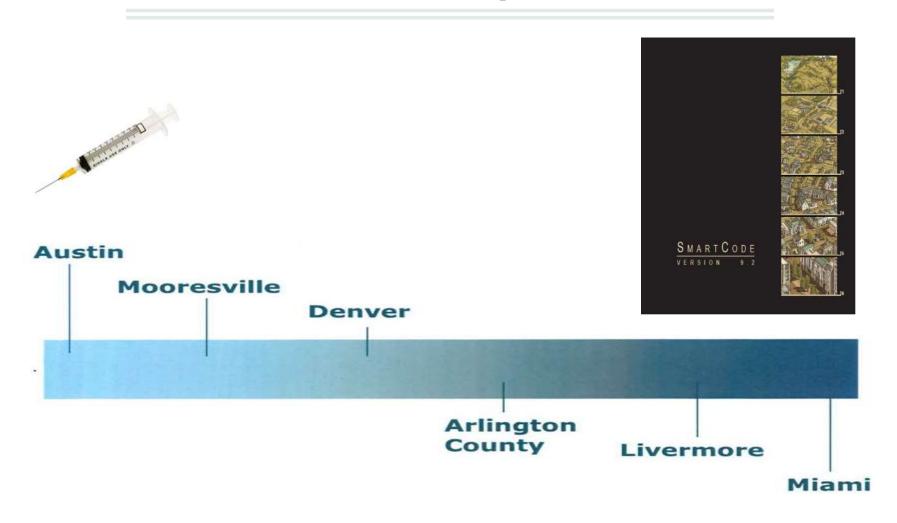
By-right Development?

Not Really – All New Codes Try to Do That

- All code reforms simplify uses
- Most code reforms try to define permitted shapes, forms, or types development to avoid site plan hearings whenever possible
- Form-based controls are a good way to sell use simplification







Austin, Texas

Background

- Outdated, complex development code
- Challenge to update because of politics, area-specific compromises
- Urban core development indistinguishable from the suburbs

Intent

 Raise the bar of development quality in Austin, but within a regulatory structure offering flexibility, not strict requirements



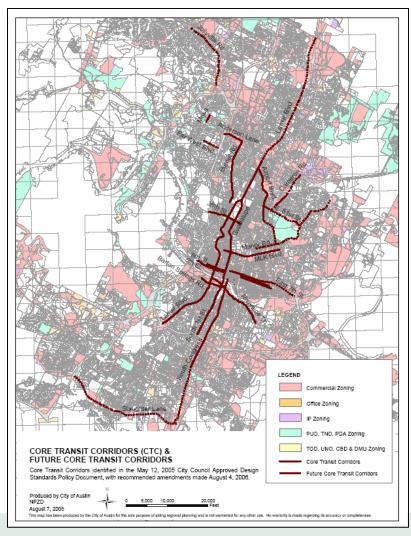


Austin, Texas

Goals

- Raise the bar of development quality, but within a regulatory structure offering flexibility, not strict requirements
- Achieve greater uniformity along the streetscape, despite variations in underlying zoning districts
- Core Transit Corridor
- Internal Circulation Route
- Urban Roadway
- Suburban Roadway
- Highway or Hill Country Roadway

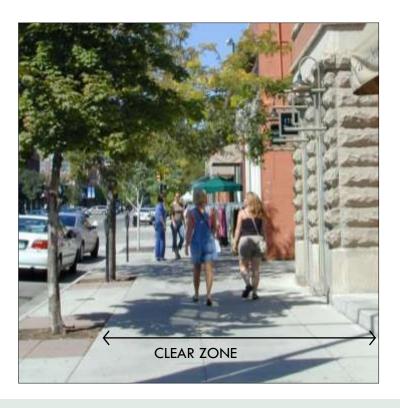
Core Transit Corridors

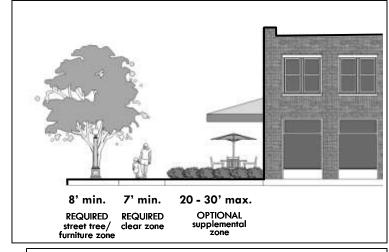


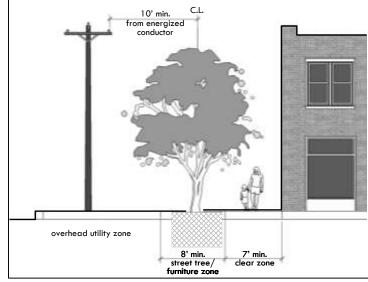
Standard	Applies if the Principal Street Is:	Applies to the Following:				
ELOPMENT STANDARDS						
2.2.2. Core Transit Corridors: Sidewalks and Building Placement	Core Transit Corridor	- All zoning districts - Single-family residential uses are exempt, in addition to the general exemptions in Section 1.2.3.				
2.2.3. Urban Roadways: Sidewalks and Building Placement	Urban Roadway	All non-residential zoning districts				
2.2.4. Suburban Roadways: Sidewalks and Building Placement	Suburban Roadway	All non-residential zoning districts				
2.2.5. Internal Circulation Routes: Sidewalks and Building Placement	Internal Circulation Route	All non-residential zoning districts (development of any site subject to the internal circulation system requirements in Section 2.3.1.)				
	Core Transit Corridor	All zoning districts				
2.2.6. Building Entryways	- Suburban Roadway - Highway - Hill Country Roadway - Urban Roadway	All non-residential zoning districts				
2.3.1: Internal Circulation	- Core Transit Corridor - Urban Roadway	 All zoning districts (development of any site five acres of larger) See additional exemptions in 2.3.1.B. 				
Systems for Large Sites	- Suburban Roadway - Highway - Hill Country Roadway	- All non-residential zoning districts (development of any site five acres of larger) - See additional exemptions in 2.3.1.B.				
2.3.2. Improvements to Encourage Pedestrian, Bicycle, and Vehicular Connectivity	All roadway types	- Projects with a net site area of three acres or more in all non-residential zoning districts - Projects with a net site area of less than three acres that have parking between the building and the principal street in all zoning districts				
All standards	All roadway types	All non-residential zoning districts				
	2.2.2. Core Transit Corridors: Sidewalks and Building Placement 2.2.3. Urban Roadways: Sidewalks and Building Placement 2.2.4. Suburban Roadways: Sidewalks and Building Placement 2.2.5. Internal Circulation Routes: Sidewalks and Building Placement 2.2.6. Building Entryways 2.3.1: Internal Circulation Systems for Large Sites 2.3.2. Improvements to Encourage Pedestrian, Bicycle, and Vehicular Connectivity	ELOPMENT STANDARDS 2.2.2. Core Transit Corridors: Sidewalks and Building Placement 2.2.3. Urban Roadways: Sidewalks and Building Placement 2.2.4. Suburban Roadways: Sidewalks and Building Placement 2.2.5. Internal Circulation Routes: Sidewalks and Building Placement 2.2.6. Building Entryways Core Transit Corridor Suburban Roadway - Highway - Hill Country Roadway - Urban Roadway - Highway - Hill Country Roadway - Hill Country Roadway - Highway - Hill Country Roadway - Hill Country Roadway - Highway - Hill Country Roadway				

Austin, Texas

Core Transit Corridors:
 Sidewalks and Building
 Placement







Austin, Texas

1-POINT OPTIONS

Achieve City of Austin Green Building Program 1star rating.

Provide for liner stores in building façade.

Provide façade articulation meeting specified standards.

Provide primary entrance design meeting specified standards.

Provide roof design meeting specified standards.

Provide building materials meeting specified standards.

Improve existing storefronts to meet new glazing requirements.

100% of glazing on ground-floor facades facing street or parking lot with visual transmittance (VT) of 0.6 or higher.

Comply with neighborhood design guidelines (if applicable).

Building Design: Menu of Additional Design Options

2-POINT OPTIONS

Achieve City of Austin Green Building Program 2-star rating.

75% of façade facing principal street consists of storefronts with at least 2 separate entrances facing principal street.

Provide sustainable roof meeting specified standards.

Integrate solar power generation into building design.

3-POINT OPTIONS

Develop VMU building.

Austin, Texas

Form-Based Tools

Building Types

Frontage Types

Public Space Standards

Block and Subdivision Standards

Regulating Plans

By-right Development

Design Standards

Yes – for vertical mixed-use buildings

No – keyed according to adjacent street type

Yes – streetscape standards, and also private common open space

Yes – connectivity stds for large sites of 5+ acres

No

No significant change

Austin, Texas

Experience







Austin, Texas

Good:

- Overall: led to improved design quality and building-to-street relationships throughout city.
- Form-based and design standards introduced into a complex code in a way that laid the groundwork for more ambitious future approaches.

Not so good:

- Alternative compliance overused.
- High staff turnover complicated implementation and led to overuse of alternative compliance provisions.
- Organization as freestanding chapter made reconciliation with other parts of code challenging.

Mooresville, North Carolina

											A	ILO	NABL	E BUI	LDIN	G FO	RMS													
	H = DETACHED = MANSION A				,		ATTAC						s		CIV				CR		= WO		CE /RETA	IL.					DUSTR RETA	
) RY		R-2		R-3		R-5		RMX		RMX-		TND-C		NMX		CMX		НВ		vc		TC		(GI		EI P		-c	= 1
USE CATEGORY	Use Type [2]	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM	Use	BLDG. FORM	USE	BLDG. FORM	ADDITIONAL
Restaurant	Restaurant without Drive- Through Service			TO STATE				С	SF			С	SF	P	SF WR	P	SF WP CR	P	3F WP CR	С	CV SF WP	P	CV SF WP					P	CV SF WP	5,3,3
Rest	Restaurant with Drive- Through Service				T									с	SF WP	P	SP CR	P	SF WP CR					с	WP CR			С	CV SF WF	5.3.3
500	Bar, Nightclub, or Similar Establish- ment											С	SF			С	CV SF	Р	SF WP CR	С	SF WP	с	SF WP	С	WP CR					5.3.3 (8) (A)
Services	Crematory							17.3										С	CV WP					С	WP	С	CR WP			
Refail Sales and	Retail/ Service Use with Gasoline Sales											P	SF WP	С	SF CR	P	SF GR	P	SF CR	С	CV SF WP	с	CV SF WP	С	WP CR			С	WP CR	5,3,3 (8) (B)
Refai	Type I Retail Use							С	DH AR SF	С	DH AR SF	P	DH AR SF WP	P	DH R CV SF	P	DAR CONS	P	DH AR CV SF WP	P	DH AR CV SE	P	DH AR CV 5F	С	SF WP			P	SF WP	5.3.3 (8) (D)

Mooresville, North Carolina

Commercial/ Retail



Workplace



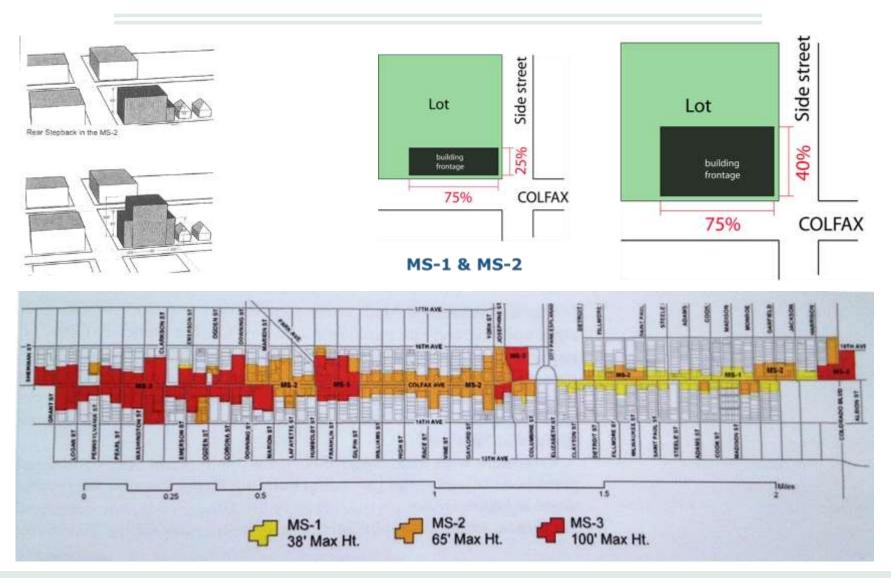
Shop Front



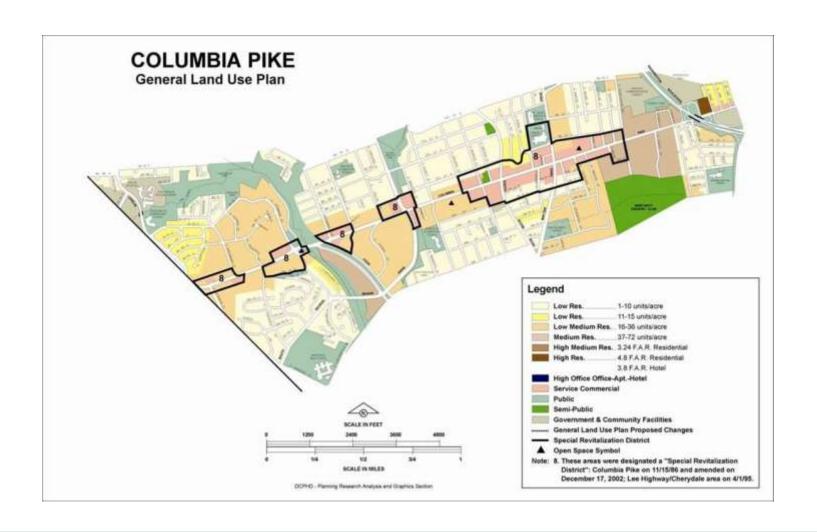
- 7	H = DETACHED = MANSION A				,	AR = A			ESIDE		,	IIIOI		CV	LDIN CIV	IC .	RMS
USE CATEGORY		R-2		R-3		R-5		RA	ΛX	RMX- MH		TND-C		NMX		CI	их
	USE TYPE [2]	USE BLDG. FORM		USE	BLDG. FORM	USE	BLDG, FORM	USE	BLDG. FORM	USE	BLDG. FORM	Use	BLDG. FORM	USE	BLDG. FORM	USE	BLDG. FORM
Restaurant	Restaurant without Drive- Through Service							С	SF			C	35	(SF WR		SF WP CR
Rest	Restaurant with Drive- Through Service												1 2	С	SF WP	P	SF WP CR
sa	Bar, Nightalub, or Similar Establish- ment							10/11/11				С	詳			С	CV SF
Š	Crematory								100								
Retail Sales and Services	Retail/ Service Use with Gasoline Sales							<u> </u>				P	SF WF	с	SF CR	r	SF CR
	Type I Retail Use							С	DH AR SF	С	DH AR SF	æ	DH AR SF WP	P	DH AR CV SF	P	DH AR CV SF WF

TABLE 5.1.4: TABLE OF ALLOWED US

Denver Main Street



Arlington County, VA | Columbia Pike



Arlington County, VA | Columbia Pike

Very Detailed Standards

- Blocks and Alleys,
- Streetscape,
- Parking,
- Retail,
- · Historic Preservation,
- Public Improvements, and
- Buildings



- Height,
- Use Requirements,
- Building Placement, Building Elements,
- Architecture

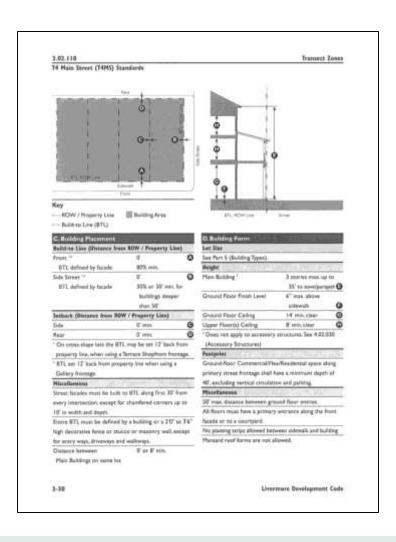




- Building
- · Walls
- Roofs and Parapets
- Street Wall Required
- Windows and Doors
- Lighting
- Signage
- Mechanical Equipment

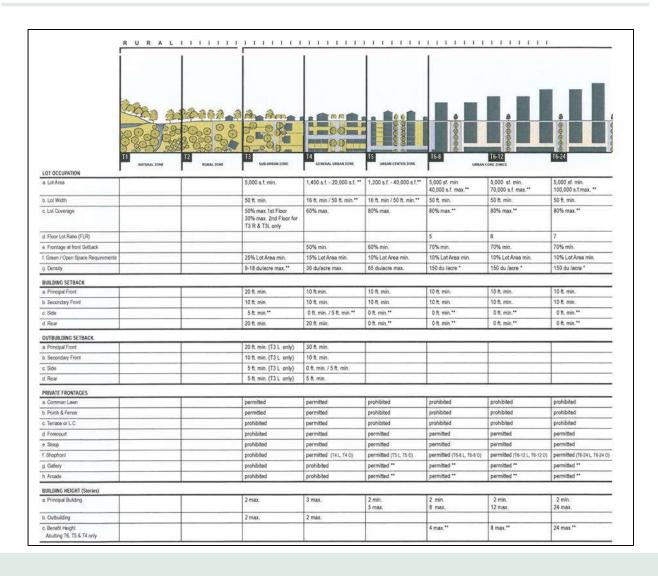


Livermore, CA | Hybrid Code



- Smart Code structure for entire mandatory code
- Form controls only for T₃
 and T₄ areas
- Form controls apply to<5% of land
- Remainder left in traditional /PUD zoning

Miami 21



The Takeaways

	Austin	Mooresville	Denver MS	Arlington	Livermore	Miami
Building Types	0					0
Frontage Types			0	0		
Public Space Standards						
Block & Subdivision						
Regulating Plans					0	
By Right Development						

The Takeaways



Form-based controls & other planning goals







- Sustainability
- Housing Affordability
- Demographic Change
- Historic Preservation



The Takeaways on Sustainability

FIVE KEY TARGETS FOR SUSTAINABLE ZONING					
Key Form-Based Tools	Air Emissions / Climate Change	Energy, Conservation, andRenewable Energy	Water Conservation	Urban Agriculture	Walkability/ Public Health
Building Types / Standards			0	0	
Frontage Types / Standards	0	0	0	0	
Public Space Standards	0	0	0	0	
Block and Subdivision Standards	©	©	0	0	
Regulating Plans	0	0	0	0	0
Administration	0	0	0	0	0
= Potentially significant contribution					
Moderate or mixed contribution (e.g., impacts in more dense areas may be offset by impacts in other areas)					
= Little impact or no different than nonform-based controls					

Housing Affordability



Average market prices of housing have been rising faster than average wages for 50 years

% of income spent on rent

% of households spending more than 30% of income on housing



The Takeaways on Housing Affordability

- Forms Help Sell Good Planning. Form-based controls can help "sell" the acceptability of small lot detached, attached, and multifamily building forms needed to address the growing demand for affordable
 - and making low-density detached building forms unavailable in denser areas may prevent use of prime sites for less affordable housing types
- <u>Don't Forget Bonuses</u>. Don't remove height bonuses necessary to allow affordable builders to compete with market rate builders
- Don't Lock in Bad Forms. Form-based controls based on current urban fabric can wind up "locking in" dispersed large lot single-family areas and make it harder for them to densify as needed to meet affordable housing demand

Demographic Change







- Average age increasing
- Household size decreasing
- Ethnic diversity increasing
- Multi-generational households increasing

The Takeaways on Demographic Change

- Forms Help Sell Good Planning. Form-based controls can help "sell" the acceptability of small lot detached, attached, and multifamily building forms needed to address the growing number of smaller households, and aged households
- <u>Don't Define Forms Narrowly</u>. Be careful to define the forms and standards broadly enough to allow the types of specialized facilities (nursing homes, assisted care facilities, small hospitals, and social services facilities) needed to serve an aging and potentially poorer population
- <u>Don't Lock in Bad Forms</u>. Form-based controls based on current urban fabric can wind up "locking in" dispersed large lot single-family areas and make it harder for them to densify as needed to allow older families to age in place

Historic Preservation

Overlapping Goals

- Both start with analyzing and understanding the built environment
- Both emphasize respect for traditional development patterns
- Both seek to duplicate (or complement) historic patterns in new development



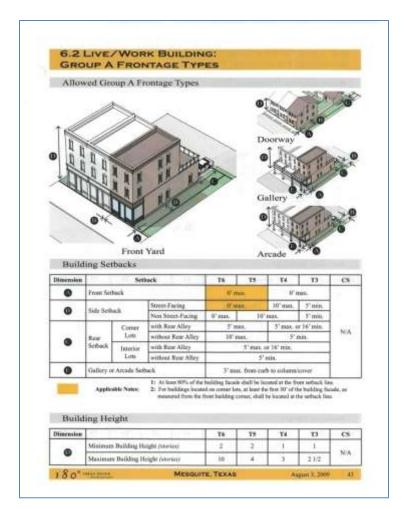
Historic Preservation

- The traditional preservation toolbox is stretched thin...
 - Surveys
 - Historic landmarks and districts
 - Certificates of appropriateness for major projects



The Takeaway on Historic Preservation

- Form controls are a potentially valuable tool to meet preservation goals
 - Clearer, better illustrated zoning districts that reinforce historic development patterns
 - Introduce more sensitive and tailored building forms (= clarifying acceptable infill upfront)
 - Potentially easier to administer than case-by case reviews
 - However: Significant up-front time and resources are necessary to create standards that allow streamlined reviews



The Takeaway on Historic Preservation

- Neighborhood Conservation:
- Form-based controls may be particularly useful as a template for neighborhood conservation overlay districts



The Rules That Shape Urban Form The Takeaway

- Not surprisingly, some elements of form-based controls can help achieve planning goals related to sustainability, affordability, demographic change, and historic preservation.
- ...While others perform no better than traditional controls
- Be careful of locking in patterns and densities that will prevent the evolution and densification of lower-density neighborhoods over time – unless you really want that.

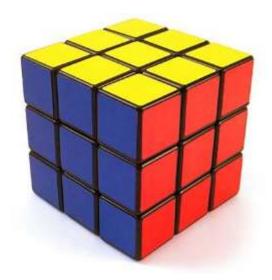
- Remember to "Unpack" the Idea...
- And then Take the Parts You Need



- Remember to "Unpack" the Idea...
- And then Take the Parts You Need







Six Questions to Consider Before Preparing Form Regulations...

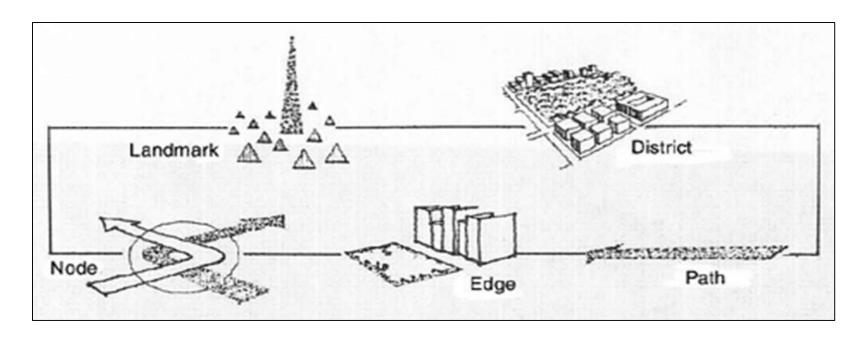


Will the form controls cover the entire community, or just certain areas?



Will the form controls cover the entire community, or just certain areas?

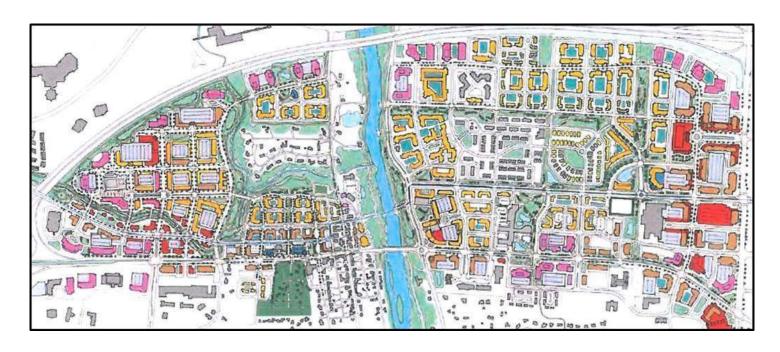
Kevin Lynch's Key Elements in How We Understand Cities



There are "Places" and "places"

and many "places" do not need form-based controls

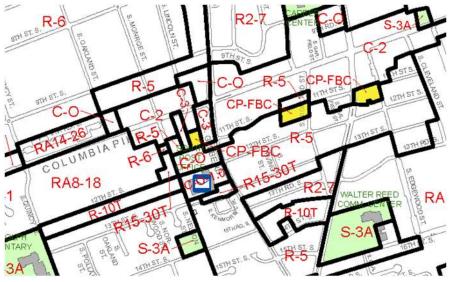
If it applies to only a specific area, is there a plan for that area?



- Is the plan more than a drawing?
- Be careful of locking in too much detail
 - Life never turns out like the picture on the box
 - Lots of unanticipated events will take place before buildout
 - How much detail do you need to make the place a success

3 Will the controls be mandatory or optional?





Many current codes are optional (parallel codes or floating zones)

- Mandatory codes may be harder to adopt
- Optional codes may make administration harder
- Both can be effective

Are the regulations for:

Greenfield sites?

- If one owner or cooperating owners, good to go.
- Really a more disciplined PUD.

Major redevelopment sites?

- If one owner or cooperating owners, you're lucky.
- Watch out for proposals to reinvent street patterns they often require resubdivision, relocation of utilities, money.
- Will the new controls apply until the new streets are in place?

Small infill redevelopment sites over time?

- Don't make the current owners nonconforming.
- Assume random timing/location of individual projects.
- Don't require neighbors to prepare a joint regulating plan before proceeding.

Will the form-based tools be "contextual" or "prescriptive"?





Knowing the answer makes the job easier – and more transparent

Some benefits will depend on the answer

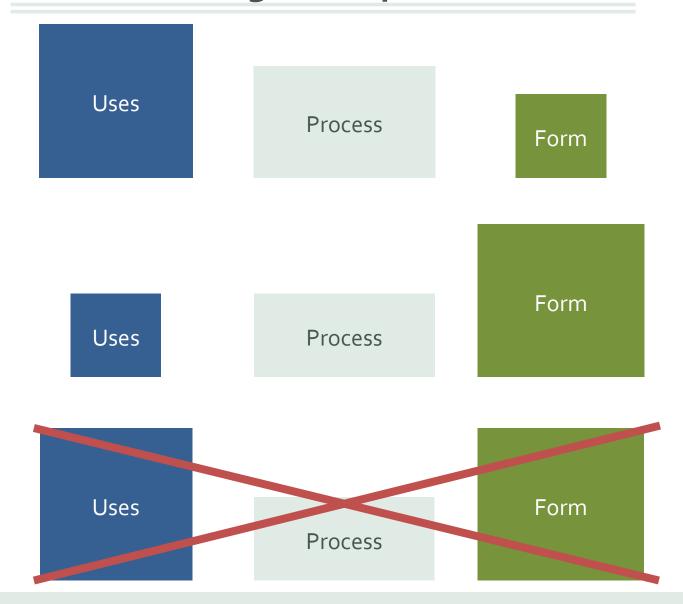
How will you treat existing development that doesn't meet the standards?

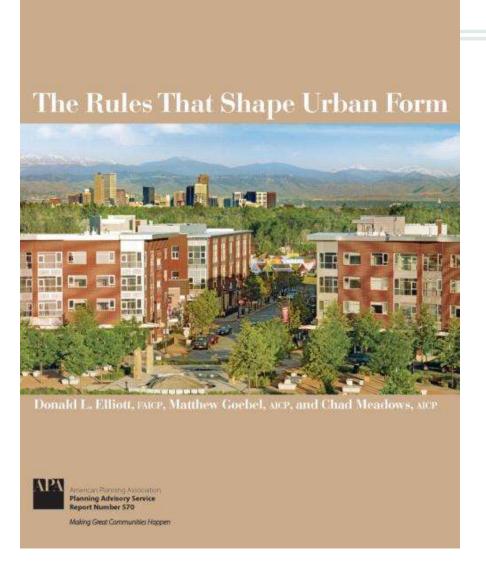




- "The greenest building is the one that has already been built"
- DON'T put them in "zoning parole" -- nonconformities

Remember to Lighten Up on Use Controls





Form-based Zoning Grows Up

Rocky Mountain Land Use Institute

Denver, CO | March 14, 2014

Don Elliott, FAICP Matt Goebel, AICP