# Ford Site Zoning Framework

### **Case Study Analysis** Ford Site Planning Task Force August 13, 2012





**DPZ & Company** 

# OUTLINE

- 1. Purpose
- 2. Zoning Terminology
- 3. Case Study Review
- 4. Saint Paul Zoning Review
- 5. Next Steps

### Purpose

Ensure Saint Paul has the proper tools, including zoning to efficiently and effectively facilitate site redevelopment that reflects the comprehensive and ambitious vision and goals for the site and which may serve as a zoning model for other sites, possibly in Saint Paul, or the 'metro'.

# **Euclidean Zoning**

Popular term for conventional use-based zoning in which districts are designated primarily by what uses are allowed. Urban form is a secondary concern.

The name comes from a famous Supreme Court case involving the village of Euclid, Ohio, which established the legality of zoning.

Examples: Portions of Saint Paul's zoning code Minneapolis zoning code

# **Form-Based Zoning**

A type of development regulation whose intent is to create a predictable public realm through the physical definition of urban form.

Form-based codes use illustrations/diagrams and text to address the relationship between buildings and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets, blocks and open space.

Case Study Examples: SmartCode Version 9.2 New Town at Saratoga Springs, Utah

# Hybrid Zoning

A combination of Euclidean and Form-based zoning regulations. Either by inclusion of separate form-based regulations for specific districts or corridors or integration of use-based and form-based regulations into a unified zoning code.

Case Study Examples: East Billings Urban Renewal District Zoning Code Saint Paul's Traditional Neighborhood Districts



# The Transect

A cut or path through part of the environment displaying a range of different habitats.

The Natural to Urban Transect applies this ecological tool in analyzing and planning human habitats.



# **Zoning Case Studies**

Share similarities with vision and parameters of 5 Major Development Scenarios and Roadmap to Sustainability in:

- Background
- Urban form
- Land use mix
- Sustainability

### **Case Studies**

Include post-industrial waterfronts, urban industrial districts and alternative approaches to contextual, sustainable development.

- Port of Dubuque, Iowa
- False Creek, Vancouver, Canada
- Greenpoint Brooklyn, New York
- East Billings, Montana Urban Renewal District
- Habersham, South Carolina
- New Town, Salt Lake City Metropolitan Area, Utah
- SmartCode vr. 9.2

### Port of Dubuque

133 acre mixed use brownfield riverfront redevelopment

PCD (Planned Commercial Development) tied to Master Plan and with Design Standards



Zoning parameters defined in Master Plan and Design Standards (uses, building placement, streets, blocks, density, etc.)

Sustainability measures embedded in Master Plan and Design Standards

City as master developer - distracted by opportunities inconsistent with Master Plan

City Manager holds administrative approval authority, applicants have right of appeal to City Council

8 years for planning, design, legal challenges to rezoning





4 development phases 2002 – 2012

### False Creek, Vancouver, CA



80 acre mixed use, brownfield water front redevelopment (interim Olympics site)

Overlay zoning guided by multiple Policy Documents (urban design, affordable housing, sustainability, etc.) Extending existing street and block structure established recognizable, predictable development pattern

Sustainability addressed in Policy Docs: including social, economic, and environmental outcomes.



Leverages urban waterfront location w/ significant intensity and density FAR's @ +2.0, +50 du/acre

10 years in planning, design, approvals



### Greenpoint Brooklyn, NY



183 block industrial to mixed residential / commercial / industrial-craft conversions with new infill buildings

Standard Euclidean zoning (Special Mixed Use District MX-8) w/ Commercial Overlay along main thoroughfares

"Zoning Tool Kit" for details on sub districts, design guidelines and incentives for special initiatives:

- Inclusionary housing (sustainability)
- Privately owned public spaces
- Fresh food stores (sustainability)



Contextual approach: preserve street grid, block pattern, mix of uses and the neighborhood character.

Original industrial being replaced by residential conversions, residential infill, mixed res./comrcl. and smaller craftsman industrial businesses

### East Billings, MT Urban Renewal District



500 acre mixed use, urban brownfield redevelopment.

Master plan with project specific, hybrid form-based zoning code

Plan maintains existing street, block and lot structure for more predictable development pattern.



Code introduces smart growth concepts, new urban design terminology and projectspecific administrative procedures.

Point based menu system w/ modest targets for addressing sustainability

Requires all participants to learn new concepts, terms, tools and procedures

20+ year, multi phased project

Hybridized code (formbased combined with specific use-based regulations) may reduce flexibility.

Incremental, infill development not supportive of large-scale green infrastructure improvements

	General Manufacturing	Distribution
Apparel & Finished Fabric Products Bakery & Confections Beverages, including Beer, Wine, Liquor, Soft Drinks, Coffee Botanical Products Brooms & Brushes Canning & Preserving Food Commercial Scale Copying & Printing Construction Special Trade Contractors Cut Stone & Cast Stone Dairy Products Electrical Fixtures Fabricated Metal Products Film Making Furniture & Fixtures Glass Household Textiles Ice Jewelry, Watches, Clocks, & Silverware Leather Products Meat & Fish Products, no Processing Musical Instruments & Parts Pasta Pottery, Ceramics, & Related Products Printing, Publishing & Allied Industries Singes & Advertising Small Goods Manufacturing Smithing Taxidermy Textile, Fabric, Cloth Toys & Athletic Goods Upholstery Woodworking	Aircraft & Railroad Equipment & Parts Alcoholic Beverages Apparel, Finished Products from Fabric Boat Building & Repairing Cotton Wadding Distilled Water Electrical Machinery & Equipment Electronic Equipment & Component Excelsior & Fiber Fur Dressing & Dying Internal Combustion Motors Linoleum Lumber Milling Machinery & Tools Mobile/Manufactured Homes Manufactured Homes Manufacturing Motor Testing Motor Vehicle Parts & Equipment Motorcycles, Bicycles, & Parts Office & Artist's Materials Perfume, Cosmetics, Soap, & Other Toiletry Items Plumbing & Heating Products Poultry Dressing Research & Development with laboratory & testing Rolling, Drawing, Extruding Metal Scientific Instruments, including Photographic, Medical & Dental, Surveying, Measuring, and Optical Equipment Structural Clay Products Tobacco Vehicle Staging & Storage (Ambulance, Bus, Limousine, Livery, Taxi, etc.)	Air Freight Contractor Equipment & Warehouse– Landscape & Construction Exterminator & Disinfection Services Fuel Distribution Mail & Parcel Sorting & Distribution Mail Order House & Warehousing Motor Freight Transportation Newspaper Distribution Facilities Packing & Crating RV Storage Yard Recycling Center (Collection & Sort) Tow or Impound Lot Truck Terminal or Parking Facilities Warehousing & Storage (Refrigeration or General) Water Distribution Personal & Household Storage

### Habersham, SC

280 acre mixed use community

Traditional Neighborhood Development (TND) ordinance w/ architectural review board

Contextual response to area's environmental and cultural design traditions.

Employs Light Imprint New Urbanism stormwater management system







Master Developer team w/ architect review board and builders guild as gatekeepers for quality design and construction

Fine-grained incremental development - model for "new economy" where large development loans are scarce and markets are shifting toward more walkable, mixed-use environments.

### New Town-Saratoga Springs, UT

+400 acre mixed use community

Master plan with form-based zoning regulations

"Block and chassis" methodology defines underlying block / street patterns and typologies

Predictable framework for shaping building frontages and public space.



# Emphasis on urban form rather than use provides for greater market-responsive flexibility over time.

#### 66 foot Right-of-Way

These streets run between the larger blocks.



#### Urban Character Shallow Setback

Large Sidewalk Tree Wells Parallel Parking



General Character Large Setback Narrow Sidewalk Planting Stip Parallel Parking



#### Rural Character

Large Setback Narrow Sidewalk Planting Stip No On-Street Parking

#### **Block Characteristics**



Urban Core

Rural

Sub-urban

General Urban

Urban

New type of zoning regulations require learning new terms, concepts and procedures.

Addresses sustainability on multiple levels: mixed use, jobs-housing balance, multimodal trans, complete streets, system-wide light imprint stormwater mgnt., affordable housing, urban ag., vernacular architecture, etc.

### SmartCode 9.20

Flexible, customizable zoning framework, adjustable for local conditions.

Organized by "Transect Zones" instead of districts

Focused on creating walkable, neighborhoods, corridors and communities

Applicable at the project or community scale

TABLE 1. TI	RANSECT ZONE DESC	RIPTIONS	SMARTCODE
			Municipality
TABLE 1: Transec	t Zone Descriptions. This table provid	des descriptions of the cha	racter of each T-zone.
	T-1 NATURAL T-1 Natural Zone consists of lands approximating or reverting to a wilder- ness condition, including lands unsuit- able for settlement due to topography, hydrology or vegetation.	General Character: Building Placement: Frontage Types: Typical Building Height: Type of Civic Space:	Natural landscape with some agricultural use Not applicable Not applicable Not applicable Parks, Greenways
	T-2 RURAL T-2 Rural Zone consists of sparsely settled lands in open or cultivated states. These include woodland, agricultural land, grassland, and irrigable desert. Typical buildings are farmhouses, agri- cultural buildings, cabins, and villas.	General Character: Building Placement: Frontage Types: Typical Building Height: Type of Civic Space:	Primarily agricultural with woodland & wetland and scattered buildings Variable Setbacks Not applicable 1- to 2-Story Parks, Greenways
	T-3 SUB-URBAN T-3 SUb-Urban Zone consists of low density residential areas, adjacent to higher zones that some mixed use. Home occupations and outbuildings are allowed. Planting in naturalistic and setbacks are relatively deep. Blocks may be large and the roads irregular to accommodate natural conditions.	General Character: Building Placement: Frontage Types: Typical Building Height: Type of Civic Space:	Lawns, and landscaped yards surrounding detached single-family houses; pedestrians occasionally Large and variable front and side yard Setbacks Porches, fences, naturalistic tree planting 1- to 2-Story with some 3-Story Parks, Greenways
T4	T-4 GENERAL URBAN T-4 General Urban Zone consists of a mixed use but primarily residential urban fabric. I may have a wide range of building types: single, sideyard, and rowhouses. Setbacks and landscaping are variable. Streets with curbs and side- walks define medium-sized blocks.	General Character: Building Placement: Frontage Types: Typical Building Height: Type of Civic Space:	Mix of Houses, Townhouses & small Apartment buildings, with scat- tered Commercial activity; balance between landscape and buildings; presence of pedestrians Shallow to medium front and side yard Setbacks Porches, fences, Dooryards 2-to 3-Story with a few taller Mixed Use buildings Squares, Greens
T5	T-5 URBAN CENTER T-5 Urban Center Zone consists of higher density mixed use building that accommodate etial, offices, rowhouses and apartments. It has a tight network of streets, with wide sidewalks, steady street tree planting and buildings set close to the sidewalks.	General Character: Building Placement: Frontage Types: Typical Building Height: Type of Civic Space:	Shops mixed with Townhouses, larger Apartment houses, Offices, workplace, and Civic buildings; predominantly attached buildings; trees within the public right-of-way; substantial pedestrian activit Shallow Setbacks or none; buildings oriented to street defining a street wall Stoops, Shopfronts, Galleries 3- to 5-Story with some variation Parks, Plazas and Squares, median landscaping
T6	T-6 URBAN CORE T-6 URBAN Core Zone consists of the highest density and height, with the greatest variety of uses, and civic build- ings of regional importance. It may have larger blocks; streets have steady street three planting and buildings are set close to wide sidewalks. Typically only large towns and cities have an Urban Core Zone.	General Character: Building Placement: Frontage Types: Typical Building Height: Type of Civic Space:	Modium to high-Density Mixed Use buildings, entertainment, Civic and cultural uses. Attached buildings forming a continuous street wall; trees within the public right-of-way; highest padestrian and transit activity Shallow Setbacks or none; buildings oriented to street, defining a street wall Stops, Dooryards, Forecourts, Shopfronts, Galleries, and Arcades 4-plus Story with a few shorter buildings Parks, Plazas and Squares; median landscaping

Code's components and additional modules well aligned with the Roadmap to Sustainability.

Similar Elements: Net zero buildings Multimodal sustainable trans, Stormwater mngt. Open space Public Darkness, etc.

Similar metrics (many based on USGBC's LEED systems)

### 2.0 Transportation & Public Realm Network

#### Sustainability Goals

- To create a transportation infrastructure that balances modal choice between walking, biking, and vehicular movement.
- To reduce average vehicle miles driven by persons living, working and visiting the site.
- To increase average walking and biking miles per year for persons living or working on the site.
- To reduce energy use and Green House Gas (GHG) emissions) related to high vehicle miles driven (VMD).
- To reduce adverse human health affects (such as asthma) related to air pollution.
- To maximize the diverse human benefits (such as childhood obesity reduction and lower family transportation costs) of safe and pleasurable pedestrian and multi-modal access to and from (on-site & off-site) transit stops, daily services, institutions, parks and public spaces.

#### Minimum Performance Thresholds

**2.1** Provide mix of office, industrial, residential, and commercial uses on site that complement the existing mix of uses and services in the area.

**2.2** Minimum residential density (du/acre) greater than 20 du/acre (Density to be calculated using LEED-ND computational method outlined NPD Credit 2.).

**2.3** Minimum Non-Residential floor area ratio (FAR) greater than 1.50 (Non-Res. FAR to be calculated using LEED-ND computational method outlined NPD Credit 2.).

**2.4** Internal street connectivity (intersections/ square mile according to LEED-ND definition) equal to or greater than the highest connectivity found in adjacent neighborhoods, computed for adjoining area of same size and shape as site.

### SC Vr. 9.20

A-Grid, B-Grid & Thoroughfare assemblies

Pedestrian sheds

Bicycling module

Mix of uses and building types in each T - zone

Flexible density standards calibrated for local preference per T - zone





Smart code is being used by Montgomery, AL to implement its downtown redevelopment vision.

The mix and intensity of uses coded in the SmartCode's align well with 5 Ford Site development scenarios.

SmartCode has positive brand image within in the national development community, (+200 codes in use).

Requires new thinking and training on part of staff, officials and others involved in design and development.

### Summary Chart

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Case Study	Tools	Sustainability	Commentary	Applicability to Ford Site
Port of Dubuque				
133 Acre mixed use brownfield riverfront redevelopment False Creek, Vancouver, CA	Master Plan w/ Design Standards, Planned Com. Development (PC) zoning	Wide mix of uses including light industry, adaptive reuse, LEED Bldgs., street trees, walking, cycling & transit, stormwater infiltration, public art	Project success tied to adherence to Master Plan, PCD zoning tied to Master Plan, Master Plan's implementation subject to City Manger's interpretation	Similar set of tools (Master Plan with detailed Sustainability Standards) needed if City's T- districts are used
110 acre mixed use brownfield riverfront redevelopment	Master Plan w/supplementary design guidance reports, Overlay zoning	Mix of uses: employment, comercial, high density res., affordable res., extends street grid, walking, cycling & transit, stormwater infiltration, urban ag., public art	Balances predictability and flexibility. Overlay District approved by PC and CC. Review for separate parcels initiated by developer for PUD-type rezoning. Approval by Development Permit Board of senior City staff.	2 step Canadian rezoning process may not be permitted in U.S. Vision, master plan w/ supporting policy and design docs. incorporated into zoning is applicable to Ford Site.
Greenpoint Brooklyn, NY				
183 city block residential conversions of multi-story industrial with mixed use infill	Residential and commercial overlay districts, new manufacturing districts. Zoning text amendments for inclusionary housing, height, bulk, setbacks, and design/quality of public spaces.	Largely focused on social and economic sustainability through zoning requirements and financial programs for affordable housing.	expanding market for housing and compatible industrial with	Demonstrates that viability of industrial use requires zoning "protection." Providing housing choices for range of incomes requires tools in addition to zoning.

Case Study	Tools	Sustainability	Commentary	Applicability to Ford Site
East Billings, MT Urban				
Renewal District				
500 acre incremental infill, adaptive reuse and industrial sanctuary	Master plan, hybrid form- based code (draft)	Point system for sustainability elements, site-by-site applicability, wide range of potential points can be achieved.	Redevelopment beginning slowly after extensive planning; code not yet adopted. Established block pattern will guide development but area's size and multiple ownership will require additional time to implement.	Point system for sustainability could be adapted, some aspects of new code may be relevant if tailored to local conditions.
Habersham, SC				
280 acre new mixed use community	Master Plan, Traditional Neighborhood Development code, architectural review board, builder's guild	Light Imprint project-wide stormwater management, mixed use including employment, affordable housing, multimodal trans., complete streets, climate appropriate vernacular architecture	Emphasis on regional vernacular design helps prevent kitsch but may be too restrictive of an approach for Ford Site	Light Imprint stormwater management approach, master developer w/design review and pre approved builders, incremental block-by block development
New Town Utah				
400 + acre new mixed use community SmartCode Vr. 9.20	Master Plan w/Form-based code	Urban form based on local heritage, wide mix of uses including light industry, complete streets, multimodal trans., natural stormwater mgnt., urban agriculture	Project still in planning stage	Emphasis on block and street pattern, scale, typologies
SmartCode Vr. 9.20				
Community and project scale unified model development code	Flexible, form-based zoning code, adjustable for local conditions	Full mix of uses, accessory dwellings, complete streets, transit and bike facilities, parking maximums, shared parking, urban ag., public darkness, alt. energy, VMT reductions, natural drainage, etc.	Positive name brand recognition with national design and development community, Adaptable framework emphasizing urban form over use balances predictability with flexibility	Flexible framework adjustable to unique local conditions and integrated sustainable community regulations

# Case Study Summary

Overall site Master Plan typically used to illustrate project vision and basic development framework of streets, blocks, open spaces and green infrastructure systems

Regulating sustainability is most commonly done using form-based regulations or w/ additional design standards

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	Master Plan w/supplementary design guidance reports, Overlay zoning	approved by PC and CC. Review affordable res., extends street grid, stormwater infitration, urban ag, Approved by PC and CC. Review developer for PUD-type rezoning. Support developer for PUD-type rezoning.		2 step Canadian rezoning process may not be permitted in U.S. Vision, master plan w/ supporting policy and design docs. Incorporated Into zoning is applicable to Ford Site.
183 city block residential conversions of multi-story industrial with mixed use infill East Billings, MT Urban		Largely focused on social and economic sustainability through zoning requirements and financial programs for affordable housing.	Retained known process. Used existing zoning districts with focused amendments. Provided expanding market for housing and compatible industrial with new choices for space and price points.	Demonstrates that viability of industrial use requires zoning "protection." Providing housing choices for range of incomes requires tools in addition to zoning.
Renewal District				
500 acre incremental infil, adaptive reuse and industrial sanctuary <b>Habersham, SC</b>	Master plan, hybrid form- based code (draft)	Point system for sustainability elements, site-by-site applicability, wide range of potential points can be achieved.	Redevelopment beginning slowly after extensive planning; code not yet adopted. Established block pattern will guide development but area's size and multiple ownership will require additional time to implement.	Point system for sustainability could be adapted, some aspects of new code may be relevant if tailored to local conditions.
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New Town Utah 400 + acre new mixed use community SmartCode Vr. 9.20	Master Plan w/Form-based code	Urban form based on local heritage, wide mix of uses including light industry, complete streets, multimodal trans., natural stormwater mgnt., urban agriculture	Project still in planning stage	Emphasis on block and street pattern, scale, typologies
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### Review of Saint Paul Zoning Code

### Reviewed the following:

- Overlays
- Traditional Neighborhood Districts (T-Districts)
- Relevant T-District Components
- Assessment of T-zoning
- Overlay Options
- Revised Industrial Districts
- Planned Development Districts
- Other City Regulations
- Potential Additions

Major Development	Saint Paul Zon	ing Districts				
Scenarios	T1	T2	T3	T4	IT	Other
1. AUAR Baseline - Primary Reuse for Industry	Option for office/ institutional/ educational, civic, mixed commercial/ residential, modest retail along Ford Pkwy.	Option for mixed commercial/ office/instit./ educational/ residential/ retail and civic along Ford Pkwy.	Option for mixed commercial/ office/instit./ educational/ residential/retail and civic along Ford Pkwy.	0.5 min. FAR and 75' max. height excessive for this scenario	Would fit majority of the site	Green infrastructure features; open space: Low- density apt./ condo: RM1/RM2
			•			
2. Mixed Use - Light Industrial / Flex Tech	Option for Commercial/ office/ institutional, and civic along Ford Pkwy - very limited retail	Option for commercial/ office/ institutional, and civic along Ford Pkwy	Option for commercial/ office/ institutional, civic and residential areas	0.5 min. FAR and 75' max. height provide excessive intensity for scenario	Would fit light industrial/flex tech, office/ institutional, retail/mixed use, and civic areas	Green infrastructure features; open space: Single- family: R2- R3:, Townhouse, apt./ condo: RT2, RM1, RM2
3. Mixed Use - Office/ Institutional	Option for office/ institutional and mixed commercial/ residential, very limited retail	Option for office/ institutional, retail, and mixed commercial/ residential	Option for entire site	0.5 min. FAR and 75' max. height provide excessive intensity for scenario	Doesn't apply - no light industrial	Green infrastructure features; open space: Single- family: R2-R3; Townhouse, apt./ condo: RT2, RM1, RM2

4. Mixed Use - Urban Village	Option for office/ institutional and mixed commercial/ residential, very limited retail	Option for office/ institutional, retail, and mixed commercial/ residential	Option for entire site	0.5 min. FAR and 75' max. height provide excessive intensity for scenario	Doesn't apply - no light industrial	Green infrastructure features; open space: Single- family: R2-R3; Townhouse, apt./ condo: RT2, RM1, RM2
5. Mixed Use - High Density Urban Transit Village	Lacks sufficient intensity and mix of uses	Option for retail/office/ mixed use along Ford Parkway	Option for entire site	Option for entire site	Doesn't apply - no light industrial	Green infrastructure features; open space: Apartment/ condo: RM1, RM2, maybe RM3

### Saint Paul Zoning Summary

Most applicable districts for applying to Ford Site: T2, T3, T4, IT

Overall site Master Plan is desirable – may be initiated by developer or City

City code doesn't regulate many aspects of sustainability found in the Roadmap doc.

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### Next Steps

### Analyzing 5 Ford redevelopment scenarios:

- Block patterns, sizes and types, density/intensity
- Street ROW, thoroughfare assemblies (walk, terrace, parking, travel lanes, types
- Built form patterns, building types/uses, placement, height
- Open space patterns, size, function, character, types

Develop Ford site area Transect Identify parameters of zoning framework Identify integration / modification aspects Prepare draft Zoning Framework