Ford Site Zoning Framework

Case Study Analysis
Ford Site Planning Task Force August 13, 2012
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 project-specific 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 (form-based combined with specific use-based regulations) may reduce flexibility.

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

<table>
<thead>
<tr>
<th>Urban Character</th>
<th>General Character</th>
<th>Rural Character</th>
</tr>
</thead>
<tbody>
<tr>
<td>Shallow Setback</td>
<td>Large Setback</td>
<td>Large Setback</td>
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<tr>
<td>Large Sidewalk</td>
<td>Narrow Sidewalk</td>
<td>Narrow Sidewalk</td>
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<tr>
<td>Tree Wells</td>
<td>Planting Strip</td>
<td>Planting Strip</td>
</tr>
<tr>
<td>Parallel Parking</td>
<td>Parallel Parking</td>
<td>No On-Street Parking</td>
</tr>
</tbody>
</table>
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.

<table>
<thead>
<tr>
<th>Block Characteristics</th>
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<tbody>
<tr>
<td>Rural</td>
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<tr>
<td>Sub-urban</td>
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<tr>
<td>General Urban</td>
</tr>
<tr>
<td>Urban</td>
</tr>
<tr>
<td>Urban Core</td>
</tr>
</tbody>
</table>
**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

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### TABLE 1: TRANSECT ZONE DESCRIPTIONS

<table>
<thead>
<tr>
<th>TABLE 1: Transect Zone Descriptions. This table provides descriptions of the character of each T-Zone.</th>
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<tbody>
<tr>
<td><strong>TABLE 1: TRANSECT ZONE DESCRIPTIONS</strong></td>
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<tr>
<td><strong>SMARTCODE</strong></td>
</tr>
<tr>
<td><strong>Municipality</strong></td>
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</tbody>
</table>

#### T1 - NATURAL

- **General Character:** Natural landscape with some agricultural use.
- **Building Placement:** Not applicable.
- **Frontage Types:** Not applicable.
- **Type of Civic Space:** Parks, Greenways.

#### T2 - RURAL

- **General Character:** Primarily agricultural with woodland & wetland and scattered buildings.
- **Building Placement:** Variable setbacks.
- **Frontage Types:** 1-2 Story.
- **Type of Civic Space:** Parks, Greenways.

#### T3 - SUB-URBAN

- **General Character:** Lawns and landscaped areas surrounding detached single-family homes; pedestrian occasionally.
- **Building Placement:** Large and variated front and side yard setbacks.
- **Frontage Types:** 1-2 Story with some 3-Story.
- **Type of Civic Space:** Parks, Greenways.

#### T4 - GENERAL URBAN

- **General Character:** Mix of Houses, Townhouses & small apartment buildings, with scattered commercial activity, balance between landscape and buildings; presence of sidewalks.
- **Building Placement:** Shallower to medium front and side yard setbacks.
- **Frontage Types:** Perches, fences, Driveways.
- **Type of Civic Space:** 2-5 Story with some variation.

#### T5 - URBAN CENTER

- **General Character:** Shops mixed with low-volume, larger Apartment houses, Offices, workplace, and Civic buildings; pedestrian-oriented buildings; trees within the public right-of-way; substantial pedestrian activity.
- **Building Placement:** Shallow setbacks or none; buildings oriented to street defining a street wall.
- **Frontage Types:** 3-5 Story with some variation.
- **Type of Civic Space:** Parks, Plazas and Squares, median landscaping.

#### T6 - URBAN CORE

- **General Character:** Medium to High-Density Mixed Use buildings, entertainment, Civic and retail uses; attached buildings forming a continuous street wall; low density in public right-of-way; highest pedestrian and transit activity.
- **Building Placement:** Shallow setbacks or none; buildings oriented to street defining a street wall.
- **Frontage Types:** High-density in public right-of-way.
- **Type of Civic Space:** 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)
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 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

<table>
<thead>
<tr>
<th>Case Study</th>
<th>Tools</th>
<th>Sustainability</th>
<th>Commentary</th>
<th>Applicability to Ford Site</th>
</tr>
</thead>
<tbody>
<tr>
<td>Port of Dubuque</td>
<td>Master Plan w/ Design Standards, Planned Com. Development (PC) zoning</td>
<td>Wide mix of uses including light industry, adaptive reuse, LEED Bldgs., street trees, walking, cycling &amp; transit, stormwater infiltration, public art</td>
<td>Project success tied to adherence to Master Plan, PCD zoning tied to Master Plan, Master Plan’s implementation subject to City Manager’s interpretation</td>
<td>Similar set of tools (Master Plan with detailed Sustainability Standards) needed if City’s T-districts are used</td>
</tr>
<tr>
<td>133 Acre mixed use brownfield riverfront redevelopment</td>
<td>Master Plan w/supplementary design guidance reports, Overlay zoning</td>
<td>Mix of uses: employment, commercial, high density res., affordable res., extends street grid, walking, cycling &amp; transit, stormwater infiltration, urban ag., public art</td>
<td>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.</td>
<td>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.</td>
</tr>
<tr>
<td>False Creek, Vancouver, CA</td>
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<tr>
<td>110 acre mixed use brownfield riverfront redevelopment</td>
<td>Residential and commercial overlay districts, new manufacturing districts. Zoning text amendments for inclusionary housing, height, bulk, setbacks, and design/quality of public spaces.</td>
<td>Largely focused on social and economic sustainability through zoning requirements and financial programs for affordable housing.</td>
<td>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.</td>
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<tr>
<td>Greenpoint Brooklyn, NY</td>
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<tr>
<td>183 city block residential conversions of multi-story industrial with mixed use infill</td>
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<td></td>
<td>Demonstrates that viability of industrial use requires zoning “protection.” Providing housing choices for range of incomes requires tools in addition to zoning.</td>
</tr>
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<td>-------------------------------------------------------------------------------</td>
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<td>----------------------------------------------------------------------------------------------</td>
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<tr>
<td>East Billings, MT Urban Renewal District</td>
<td>Master plan, hybrid form-based code (draft)</td>
<td>Point system for sustainability elements, site-by-site applicability, wide range of potential points can be achieved.</td>
<td>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.</td>
<td>Point system for sustainability could be adapted, some aspects of new code may be relevant if tailored to local conditions.</td>
</tr>
<tr>
<td>Habersham, SC</td>
<td>Master Plan, Traditional Neighborhood Development code, architectural review board, builder's guild</td>
<td>Light Imprint project-wide stormwater management, mixed use including employment, affordable housing, multimodal trans., complete streets, climate appropriate vernacular architecture</td>
<td>Emphasis on regional vernacular design helps prevent kitsch but may be too restrictive of an approach for Ford Site</td>
<td>Light Imprint stormwater management approach, master developer w/design review and pre approved builders, incremental block-by-block development</td>
</tr>
<tr>
<td>New Town Utah</td>
<td>Master Plan w/Form-based code</td>
<td>Urban form based on local heritage, wide mix of uses including light industry, complete streets, multimodal trans., natural stormwater mgnt., urban agriculture</td>
<td>Project still in planning stage</td>
<td>Emphasis on block and street pattern, scale, typologies</td>
</tr>
<tr>
<td>SmartCode Vr. 9.20</td>
<td>Flexible, form-based zoning code, adjustable for local conditions</td>
<td>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.</td>
<td>Positive name brand recognition with national design and development community, Adaptable framework emphasizing urban form over use balances predictability with flexibility</td>
<td>Flexible framework adjustable to unique local conditions and integrated sustainable community regulations</td>
</tr>
</tbody>
</table>
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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<tr>
<td>Port of Duquesne</td>
<td>Master Plan w/ Design Standards, Planned Com Development (PK) zoning</td>
<td>Wide mix of uses including light industry, adaptive reuse, LID, BRT, streets, walking, cycling &amp; transit, stormwater management, green roof</td>
<td>Project success tied to adherence to Master Plan, P&amp;Z zoning to Master Plan, Plan’s implementation subject to City Manager’s interpretation</td>
<td>Similar set of tools (Master Plan with detailed Sustainability Standards) needed if City’s P&amp;D districts are used</td>
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<td>False Creek, Vancouver, CA</td>
<td>Master Plan + supplements design guidelines + Overlay zoning</td>
<td>Mix of uses: employment, commercial, high density res., affordable res., extends street grid, walking, cycling &amp; transit, stormwater management, urban design, public art</td>
<td>Balances predictability and flexibility. Allows for mixed uses and a variety of housing options.</td>
<td>2 step Canadian rezoning process may not be permitted in U.S. Vision, master plan w/ supporting policy and design elements. Incorporation into zoning is applicable to Ford Site.</td>
</tr>
<tr>
<td>Orange County, CA</td>
<td>Residential and commercial overlay districts, new manufacturing districts, zoning tool amendments</td>
<td>For inclusionary housing, height, bulk, setbacks, design quality of public spaces</td>
<td>Retains known process. Used existing zoning districts with modified amendments. Provided for additional zoning</td>
<td>Demonstrates that viability of industrial use requires zoning protection. Providing housing choices for range of incomes requires tools in addition to zoning</td>
</tr>
<tr>
<td>Rapid City, SD</td>
<td>Master plan, hybrid form-based code</td>
<td>Point system for sustainability elements, site-by-site applicability, wide range of potential points can be achieved</td>
<td>Renewal planning beginning after extensive planning; code not yet adopted.</td>
<td>Code not yet adopted. Established block pattern will guide development but area’s size and multiple ownership will require additional time to implement</td>
</tr>
<tr>
<td>Aiken, SC</td>
<td>Master Plan, Traditional Neighborhood Development code, architectural review board, builder’s guild</td>
<td>Light in-fill project w/ stormwater management, mixed use including employment, affordable housing, multi-modal trans., complete streets, climate appropriate vernacular architecture</td>
<td>Emphasis on regional vernacular design and preservation of neighborhood</td>
<td>Light impervious stormwater management approach, master developer w/design review and pre-approved builders, incremental block by block development</td>
</tr>
<tr>
<td>New Town, Utah</td>
<td>Master Plan w/Form-based code</td>
<td>Urban form-based on local heritage, wide mix of uses including light industry, complete streets, stormwater management, agricultural architecture</td>
<td>Focus on complete streets, urban agriculture</td>
<td>Emphasis on block and street pattern, scale, typology</td>
</tr>
<tr>
<td>400 a new mixed use community</td>
<td>Master Plan w/Form-based code</td>
<td>Urban form-based on local heritage, wide mix of uses including light industry, complete streets, stormwater management, agricultural architecture</td>
<td>Focus on complete streets, urban agriculture</td>
<td>Emphasis on block and street pattern, scale, typology</td>
</tr>
<tr>
<td>Community and project scale unified model development code</td>
<td>Flexible, form-based zoning code, adjustable for local conditions</td>
<td>Full mix of uses, low density, complete streets, urban agriculture, public design, mixed use, smart growth, natural management, etc.</td>
<td>Positive name recognition with national design and development community, Adaptable framework emphasizing urban form-over-use business predictability with flexibility</td>
<td>Flexible framework adaptable to unique local conditions and integrated sustainable community regulations</td>
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</table>
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
<table>
<thead>
<tr>
<th>Major Development Scenarios</th>
<th>Saint Paul Zoning Districts</th>
<th>T1</th>
<th>T2</th>
<th>T3</th>
<th>T4</th>
<th>IT</th>
<th>Other</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>1. AUAR Baseline - Primary Reuse for Industry</strong></td>
<td>Option for office/ institutional/ educational, civic, mixed commercial/ residential, modest retail along Ford Pkwy.</td>
<td>Option for mixed commercial/ office/instit./ educational/ residential/ retail and civic along Ford Pkwy.</td>
<td>Option for mixed commercial/ office/instit./ educational/ residential/retail and civic along Ford Pkwy.</td>
<td>0.5 min. FAR and 75' max. height excessive for this scenario</td>
<td>Would fit majority of the site</td>
<td>Green infrastructure features; open space: Low-density apt./ condo: RM1/RM2</td>
<td></td>
</tr>
<tr>
<td>2. Mixed Use - Light Industrial / Flex Tech</td>
<td>Option for Commercial/ office/ institutional, and civic along Ford Pkwy - very limited retail</td>
<td>Option for commercial/ office/ institutional, and civic along Ford Pkwy</td>
<td>Option for commercial/ office/ institutional, civic and residential areas</td>
<td>0.5 min. FAR and 75' max. height provide excessive intensity for scenario</td>
<td>Would fit light industrial/flex tech, office/ institutional, retail/mixed use, and civic areas</td>
<td>Green infrastructure features; open space: Single-family: R2- R3; Townhouse, apt./ condo: RT2, RM1, RM2</td>
<td></td>
</tr>
<tr>
<td>3. Mixed Use - Office/ Institutional</td>
<td>Option for office/ institutional and mixed commercial/ residential, very limited retail</td>
<td>Option for office/ institutional, retail, and mixed commercial/ residential</td>
<td>Option for entire site</td>
<td>0.5 min. FAR and 75' max. height provide excessive intensity for scenario</td>
<td>Doesn't apply - no light industrial</td>
<td>Green infrastructure features; open space: Single-family: R2-R3; Townhouse, apt./ condo: RT2, RM1, RM2</td>
<td></td>
</tr>
<tr>
<td></td>
<td>4. Mixed Use - Urban Village</td>
<td>Option for office/institutional and mixed commercial/residential, very limited retail</td>
<td>Option for office/institutional, retail, and mixed commercial/residential</td>
<td>Option for entire site</td>
<td>0.5 min. FAR and 75' max. height provide excessive intensity for scenario</td>
<td>Doesn't apply - no light industrial</td>
<td>Green infrastructure features; open space: Single-family: R2-R3; Townhouse, apt./condo: RT2, RM1, RM2</td>
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<tr>
<td></td>
<td>5. Mixed Use - High Density Urban Transit Village</td>
<td>Lacks sufficient intensity and mix of uses</td>
<td>Option for retail/office/mixed use along Ford Parkway</td>
<td>Option for entire site</td>
<td>Option for entire site</td>
<td>Doesn't apply - no light industrial</td>
<td>Green infrastructure features; open space: Apartment/condo: RM1, RM2, maybe RM3</td>
</tr>
</tbody>
</table>
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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<tr>
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<td>1. AUAR Baseline - Primary Reuse for Industry</td>
<td>Option for office/ institutional/ educational, civic, mixed commercial/ residential, modest retail along Ford Pkwy.</td>
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<td>2. Mixed Use - Light Industrial / Flex Tech</td>
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<td>3. Mixed Use - Office/ Institutional</td>
<td>Option for office/ institutional and mixed commercial/ residential, very limited retail</td>
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<tr>
<td>4. Mixed Use - Urban Village</td>
<td>Option for office/ institutional and mixed commercial/ residential, very limited retail</td>
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<tr>
<td>5. Mixed Use - High Density Urban Transit Village</td>
<td>Lacks sufficient intensity and mix of uses</td>
</tr>
</tbody>
</table>
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