

Ford Site Zoning Framework Study

Ford Site Planning Task Force October 29, 2012



 **Metropolitan Council**



CORNEJO CONSULTING
COMMUNITY PLANNING + DESIGN

DPZ & Company

Outline

1. Purpose of the Zoning Framework
2. Assumptions
3. Analyzing the 5 Scenarios
4. Dual Path Approach
 - City Tools w/ modifications & additions
 - Alternative Tools
5. Sustainability Tool Options
6. Pros and Cons
7. Master Planning and Zoning
8. Next Steps

Purpose of the Zoning Framework

- Identify regulatory gaps, modifications and options for zoning of the Ford Site
- Map out possible paths for implementing vision and goals of the Phase 1 Summary Report and “Roadmap to Sustainability”
- Indicate to private market what zoning approaches are being considered.

Assumptions

- The zoning framework can clarify regulatory issues and provide options for successfully rezoning the Ford Site.
- Need to complete AUAR and other environmental studies prior to beginning master plan process.
- A Master Plan is likely to be created regardless of the types of zoning tools used to implement redevelopment.

Assumptions, Continued

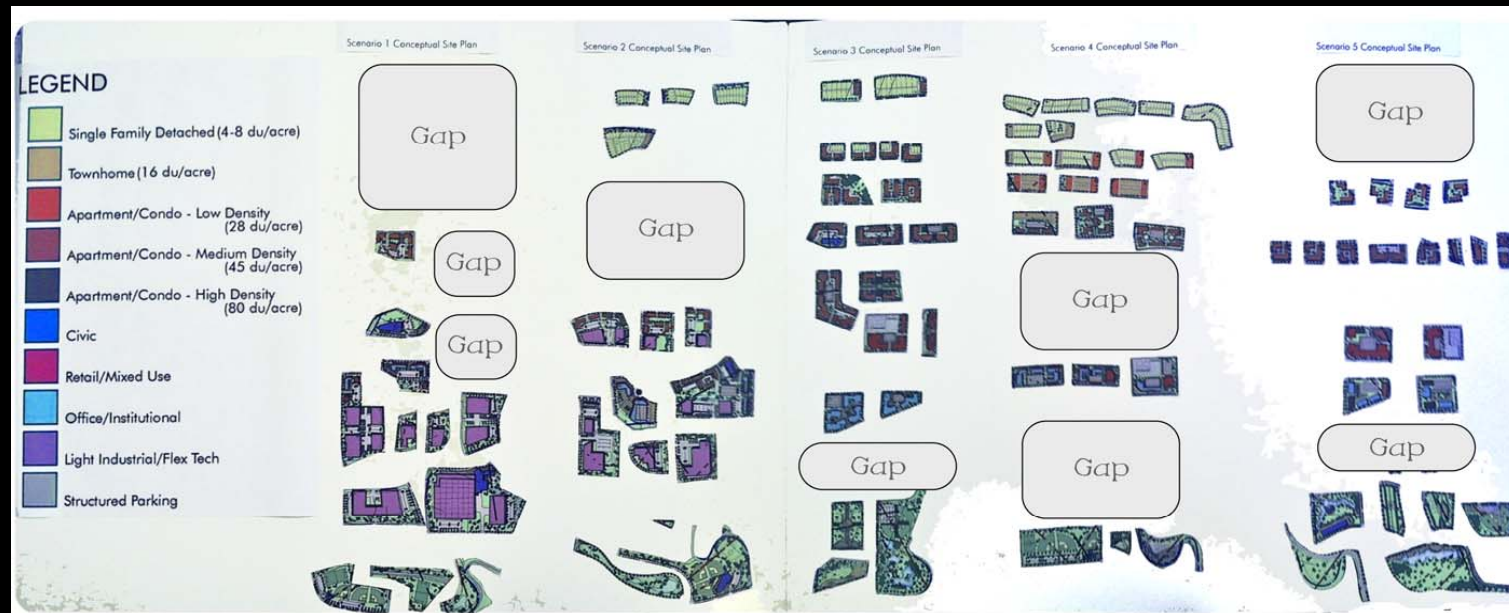
- Rezoning the Ford site to reflect the uses and design of the Master Plan will help establish a degree of predictability.
- Development will be phased over multiple business cycles so the Master Plan and zoning need to allow some flexibility for adapting to changing market conditions.

Analyzing the 5 Scenarios

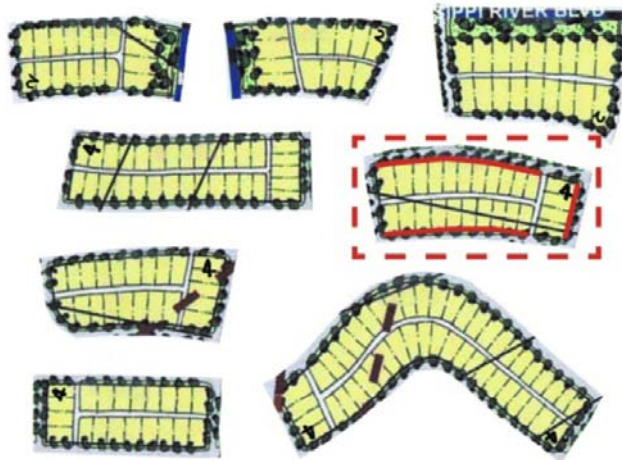
Block Characteristics per:

- Planned Land Use
- Fine-grained Urbanism
- Smart Code Transect

Street Characteristics



Ford Plant – Block Metrics Block Type – House



Housing Type	No. of this Building Type	No. of Dwelling Units	Frontage per Building Type	On-St Park
SINGLE FAMILY HOUSE	25	25	1175'	
TOWNHOUSE				
APART.MENT 28 du/acre				
APART.MENT 45 du/acre				
APART.MENT 80 du/acre				
CIVIC				
RETAIL/MIXED USE				
OFFICE/INSTITUTIONAL				
LIGHT INDUSTRIAL/FLEX TECH				
TOTAL	25	25	1175'	

--- Typical block used for metrics — Frontage Line

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Ford Plant – Block Metrics Block Type – Natural Parks



Average Size – 10 Acres

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Step 9 - Document Street and Intersection Metrics

The following key indicates the metrics analyzed for each of the 5 scenarios



Analyzing Saint Paul Urban Fabric: multiple residential building types on one block



Analyzing Saint Paul
Urban Fabric: new blocks
and buildings respect
historic patterns, scale,
massing and materials.



Analyzing Ford Site Context: Mississippi River and Highland Park Neighborhood



Essential Zoning Framework Components

General Component	Details
Uses	Range of Categories (residential, commercial, office, etc.)
Transportation	Street Types, Sidewalks, Trails, Transit Stops, Intersections, Connectivity, Parking (vehicle and bicycle)
Blocks	Types (mix of uses), Size/Shape (length/width)
Built Form	Building Types, Height, Placement (house, apartment, etc., number of stories, set backs/build-to)
Frontages	Private & Public Frontage Types (common yard, arcade, etc.)
Open Space	Types (recreation park, community garden, plaza, etc.)
Sustainable Design	Building Energy, Transportation & Public Realm Network, Materials, Water & Wastewater, Solid Waste, Stormwater & Groundwater, Soil, Vegetation & Habitat, Recreation & Public Space, Night Sky Radiation, Urban Heat Island

Frontage Type Examples

	SECTION	PLAN
	LOT PRIVATE FRONTAGE ▶ ◀ R.O.W. PUBLIC FRONTAGE	LOT PRIVATE FRONTAGE ▶ ◀ R.O.W. PUBLIC FRONTAGE
<p>a. Common Yard: a planted Frontage wherein the Facade is set back substantially from the Frontage Line. The front yard created remains unfenced and is visually continuous with adjacent yards, supporting a common landscape. The deep Setback provides a buffer from the higher speed Thoroughfares.</p>		T2 T3
<p>b. Porch & Fence: a planted Frontage wherein the Facade is set back from the Frontage Line with an attached porch permitted to Encroach. A fence at the Frontage Line maintains street spatial definition. Porches shall be no less than 8 feet deep.</p>		T3 T4
<p>d. Forecourt: a Frontage wherein a portion of the Facade is close to the Frontage Line and the central portion is set back. The Forecourt created is suitable for vehicular drop-offs. This type should be allocated in conjunction with other Frontage types. Large trees within the Forecourts may overhang the Sidewalks.</p>		T4 T5 T6
<p>e. Stoop: a Frontage wherein the Facade is aligned close to the Frontage Line with the first Story elevated from the Sidewalk sufficiently to secure privacy for the windows. The entrance is usually an exterior stair and landing. This type is recommended for ground-floor Residential use.</p>		T4 T5 T6
<p>f. Shopfront: a Frontage wherein the Facade is aligned close to the Frontage Line with the building entrance at Sidewalk grade. This type is conventional for Retail use. It has a substantial glazing on the Sidewalk level and an awning that should overlap the Sidewalk to within 2 feet of the Curb. Syn: Retail Frontage.</p>		T4 T5 T6

Dual Approaches to Zoning

Dual Path Framework Approach

City Zoning Tools
Using T3, T4, IT
Districts

OR

Alternative
Zoning Tools

Revisions and
Additions to
T3, T4, IT

Sustainability
Standards -
LEED ND and
MN B3

Ford Site
Transect-
based
Districts

'SmartCode'
Sustainability
Modules and
or MN B3

Complete
Streets
Design
Manual

Master Plan
Components
and
Provisions

Complete
Streets
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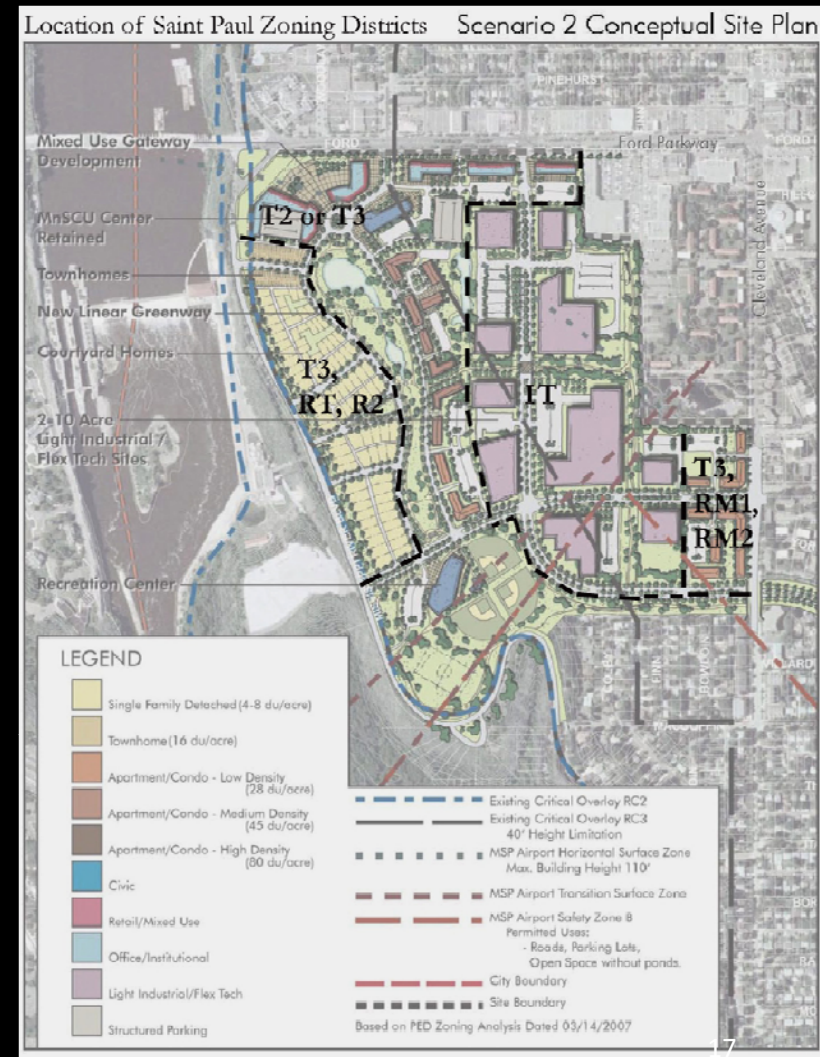
Zoning Path 1- Current City Tools

T3M-Traditional Neighborhood w/Master Plan

Applied to Scenario 2

For larger sites focused on:

- higher-density, mixed use
- pedestrian and transit-supportive
- housing variety
- interconnected multi-modal streets and paths
- open space system and amenities with environmental features



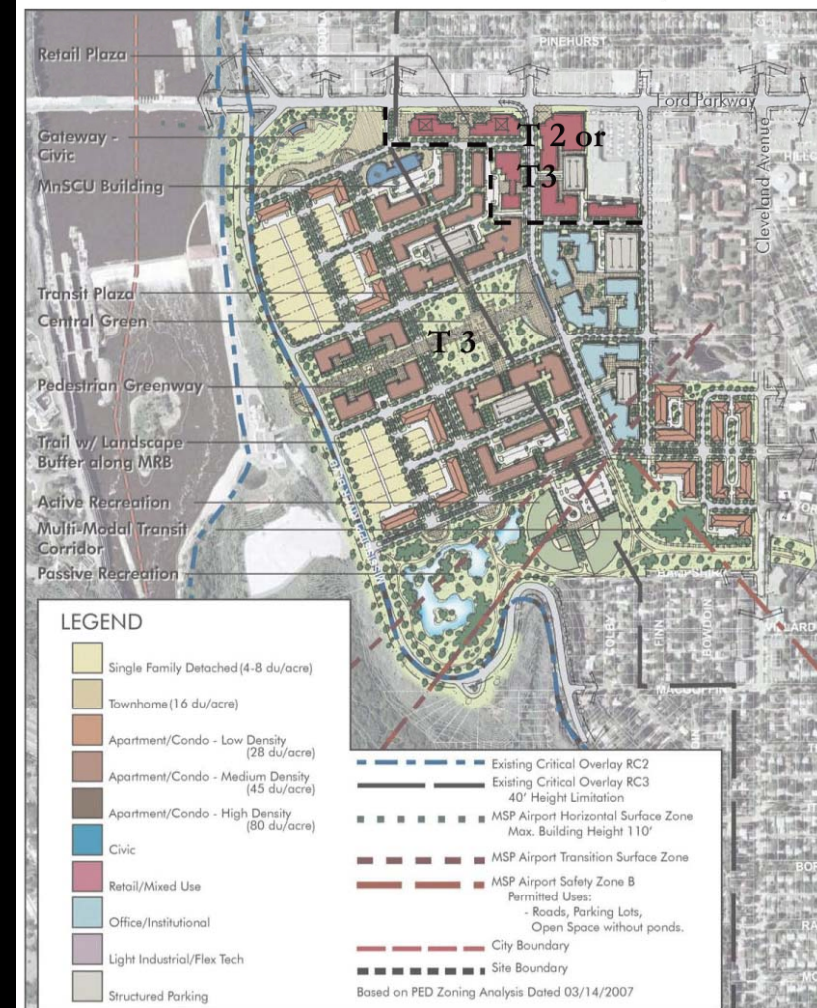
T3M-Traditional Neighborhood 3 w/Master Plan

Applied to Scenario 3

Form of development and mix of uses can vary widely in a T3M zone, and needs to be defined under the Master Plan.

Master can address finer-grain urbanism such as blocks, buildings and public space.

Location of Saint Paul Zoning Districts Scenario 3 Conceptual Site Plan



T4M-Traditional Neighborhood 4 w/Master Plan

Applied to Scenario 5

For larger sites focused on:

- higher-density and intensity residential and mixed use than T3
- taller buildings than T3
- pedestrian and transit-supportive
- particularly intended for sites adjacent to fixed rail transit (commuter rail, light rail or street car)
- open space system and amenities with environmental features



IT-Industrial Transition *(under consideration to replace IR district)*

Applied to Scenario 1

Intended to:

- provide sites for commercial, office and light industrial uses
- address compatibility with nearby neighborhoods, housing, and parks

Location of Saint Paul Zoning Districts Scenario 1 Conceptual Site Plan



City Tools Approach – Potential Advantages

1. Familiarity for city staff and neighborhood/ community stakeholders and local developers.
2. Administration of code is already well-established and generally understood.
3. Revisions to existing zoning districts can be applied to other locations within the City.
4. Possible model for use on other large redevelopment sites in Saint Paul.

City Tools Approach – Potential Disadvantages

1. City code may not be as understandable / transparent to potential national developers as a transect-based model.
2. Master planning process may be viewed by outside interests as opaque, with uncertain outcomes.
3. Revisions to existing zoning districts may not be directly applicable to other locations within the City – thus requiring a new district or districts specific to Ford.

Sample of Suggested Changes to City Zoning

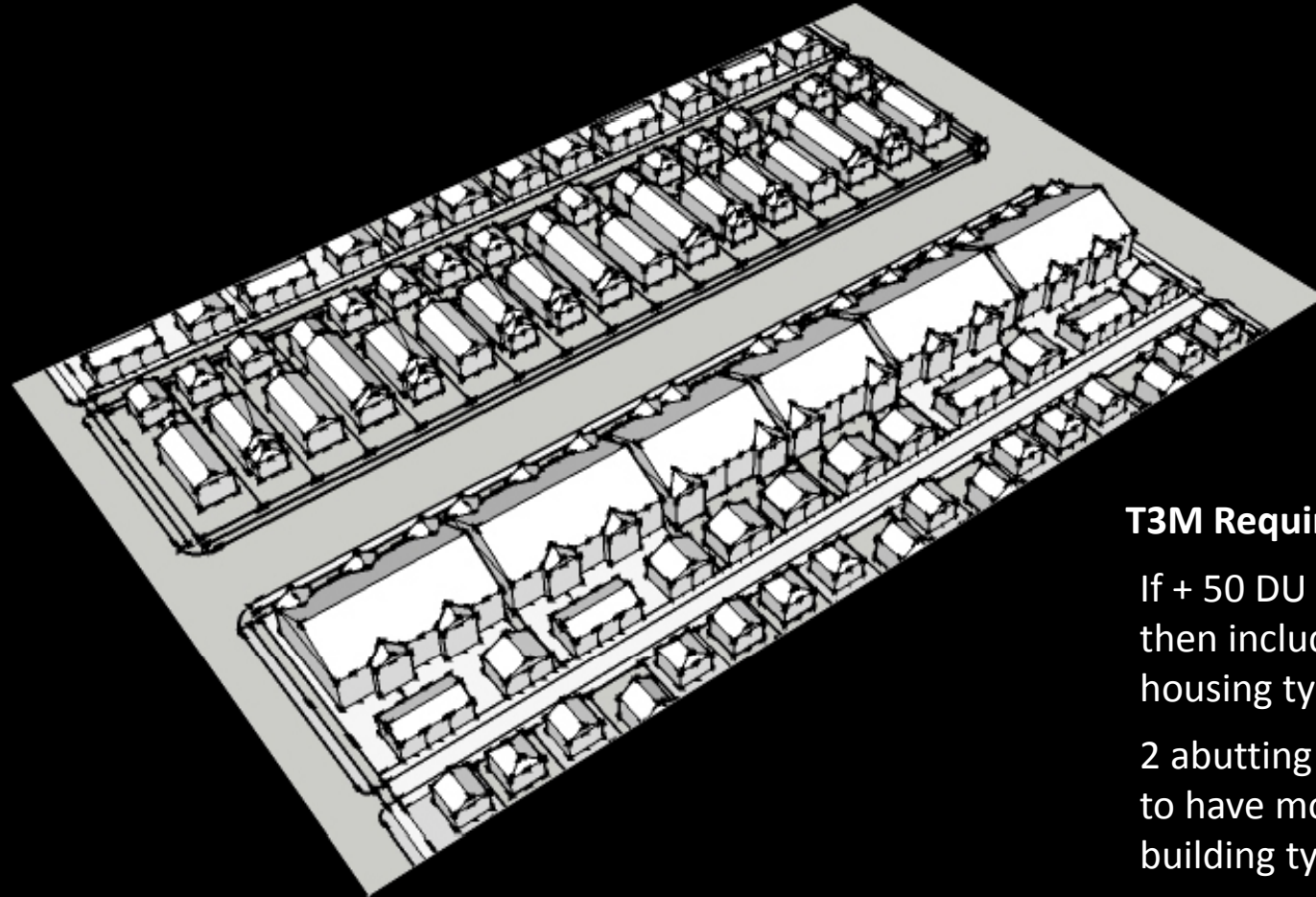
Revise T-District Provisions:

- Require greater block-level diversity of building types
- Increase bike parking requirements (all uses)
- Include share-car, electric car and bike share parking req.
- Loosen requirements for ground floor retail in parking garages to a range 100% - 25% min. per block face to provide flexible response to market conditions.

Industrial Transition District:

- Specify minimum-maximum block sizes
- Provide range of requirements for inclusion of /or maximum distance from open space and park facilities
- Decouple building height and setbacks adjacent to T3M, T4M district uses - promotes less urban built form

Diagrams Comparing City's T3M Requirements and Proposed Transect-based D3 Parameters

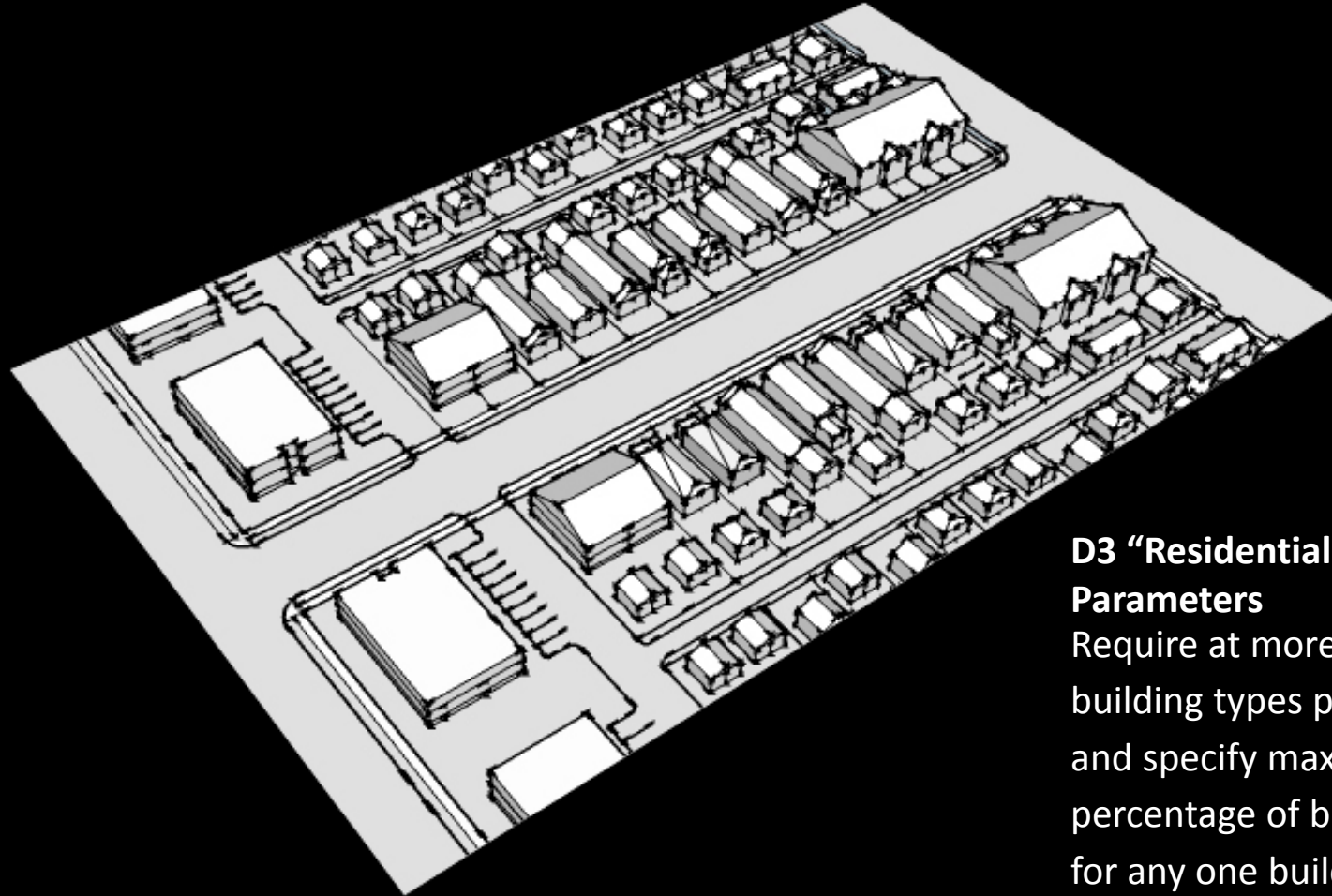


T3M Requirements

If + 50 DU proposed
then include at least 2
housing types

2 abutting block faces
to have more than 1
building type

Diagrams Comparing City's T3 Requirements and Proposed Transect-based D3 Parameters



D3 "Residential Village" Parameters

Require at more than 2 building types per block and specify maximum percentage of block face for any one building type

Sample of Suggested Changes to City Zoning

Revise T-District Provisions:

- Require greater block-level diversity of building types
- Increase bike parking requirements (all uses)
- Include share-car, electric car and bike share parking req.
- Offer options for parking garages sited on arterial and collector streets: include liner building or ground floor commercial from 100% - 50% min. per block face to provide for slow market and market shifts

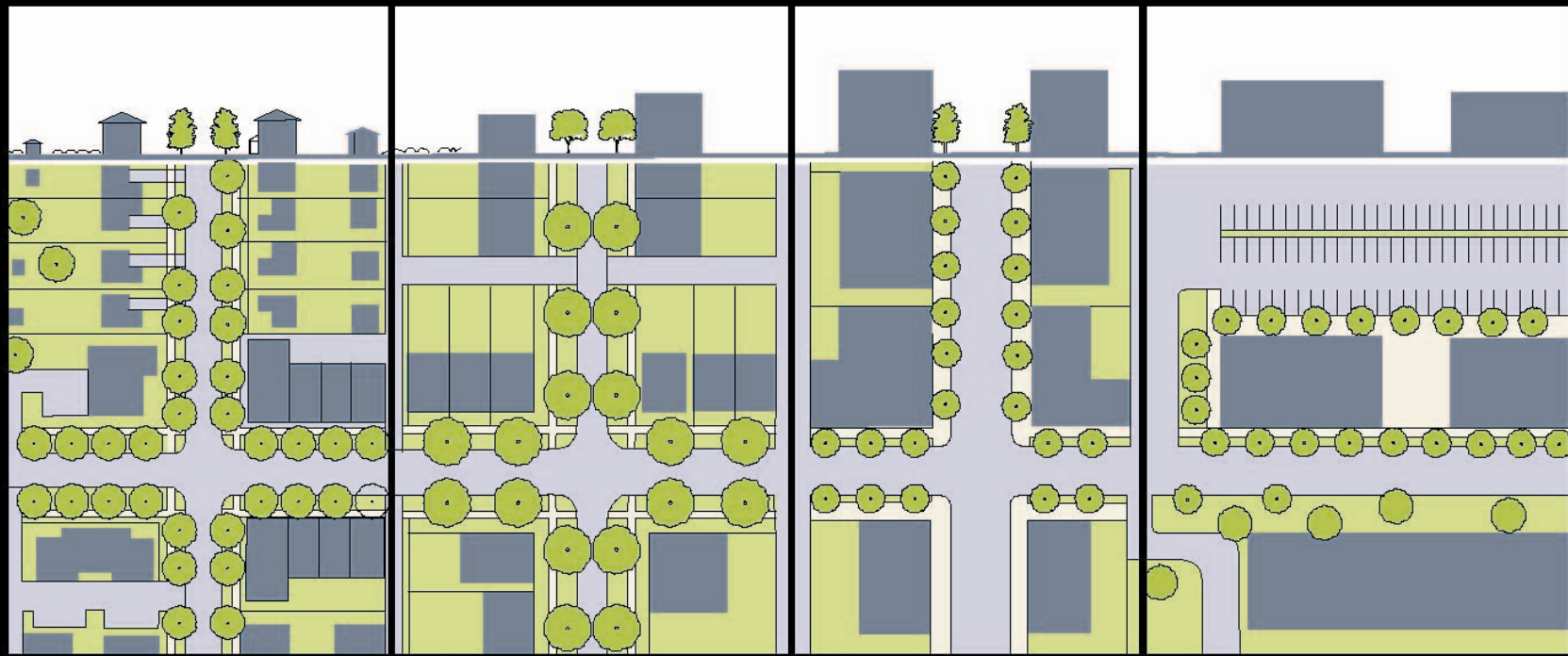
Industrial Transition District:

- Specify minimum-maximum block sizes
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Zoning Path 2- Transect Districts

Transect Model Applied to Patterns of Development on Ford Site

Less Dense / Intense More Dense / Intense



D3 Residential Village

D4 Mixed-Use Village

D5 General Urban

D6 Workplace

Transect District 3 “Residential Village”

The D3 district consists of low to moderate density residential areas adjacent to higher density mixed residential areas.

Home occupations, carriage house, an occasional corner store and other outbuildings are permitted.

Blocks range from regular to irregular in shape to adjust for topography.



Transect District 3 “Residential Village”

Building setbacks are moderately deep with lawns and plantings.

The streetscape includes sidewalks with street trees in lawn boulevards and on-street parking. Homes are served by residential alleyways.



Transect District 4 “Mixed-Use Village”

D4 consists of a mix of moderate density residential and mixed-use blocks positioned between lower and higher density residential, mixed-use and workplace areas.

It includes a wide array of residential building types integrating parking along with home occupations, live-work and a limited amount of mixed-use and commercial block and building types.



Transect District 4 “Mixed-Use Village”

D4 blocks range from regular to irregular in shape to adjust for topography.

Building setbacks are shallow with lawns and plantings. The streetscape includes sidewalks with street trees in lawn boulevards and on-street parking. Buildings are primarily served by alleyways.



Transect District 5 “General Urban”

D5 consists of a mix of medium to high density residential, mixed use, commercial and workplace blocks adjacent to transitional industrial and moderate density residential areas.

It includes a variety of non-residential block and building types such as office, retail, institutional and artisanal manufacturing. Blocks are moderate in size and regular in shape



Transect District 6 “Workplace”

The Workplace district consists of a mix of light industrial, office, employment-based mixed use and live-work multifamily residential blocks adjacent to medium to high density residential and mixed use areas.

It includes a variety of non-residential and mixed use block and building types such as research and development laboratories, manufacturing and assembly, office parking garages with liner buildings.



Transect District 6 “Workplace”

Blocks are moderate to large in size and regular in shape. Building setbacks range from shallow to minimal.

The streetscape includes sidewalks with street trees in lawn boulevards and on-street parking.

Services, under-building parking, surface parking and parking garages are accessed by a mix of limited curb cut-driveways and alleyways.



Alternative Tools Approach – Potential Advantages

1. Establishes specific, place-based regulations in response to Ford Site planning studies and neighborhood context .
2. Provides for a finer-grain of urbanism; diversity and mix of block , building, street and public space types.
3. These standards are presented visually with diagrams and charts, making them easier for people to understand and interpret.

Alternative Tools Approach – Potential Advantages

4. Transect-based zoning is well-regarded nationally by developers of more complicated, mixed-use projects.

5. Transect - based zoning can be easily adapted (calibrated) and applied to other large redevelopment sites within the city and region.

Alternative Tools Approach – Potential Disadvantages

1. Creating a new code format versus tweaking existing code will require more resources (time and money).
2. Learning curve for city staff and neighborhood / community stakeholders.
3. Potential administrative complexity – depending on how new provisions are integrated into existing code.
4. Graphic provisions are difficult to translate into City's on-line "Municode" system.

Differences Between Approaches

City Zoning

Relies on Master Plan to address finer details pertaining to urban form such as percentage mix of building types, complexity of block types and street designs tied to land use intensity versus functional class.

Alternative Zoning

Integrates highly detailed aspects of urban form into zoning code. Master Plan can be less specific.

Differences Between Approaches

City Zoning

Created to facilitate walkable, transit supportive and contextual block and small site scale infill redevelopment in locations sharing similar characteristics throughout the city.

Would need to either amended existing zoning or create a Ford Site-specific overlay district.

Alternative Zoning

Created specifically to address vision and goals for redeveloping the Ford Site.

Developed using a place-based analytical process, responsive to the Ford Site's context .

Differences Between Approaches

City Zoning

Uses text and tables to communicate all aspects of zoning and subdivision regulations.

Places information in several different sections within the city's code.

Alternative Zoning

Uses a combination of diagrams, tables, illustrations and text in a unified manner to address all aspects of land development in a single document.

Implementing Sustainability through Zoning and Other Methods

Integrating Sustainability Provisions

Build upon foundation established in “Roadmap to Sustainability” which cites MN B3, LEED ND and LEED NC as model reference standards.

Roadmap also recommends consideration of more design-oriented, form and function zoning as potential implementation tool.

Incorporating SmartCode’s sustainability modules expands levels of applicability based on nuances of each transect zone or zoning district.



Sustainability Goals	Implement thru ZONING	Implement thru OTHER METHODS
1. Building Energy	Point System: using MN B3 guidelines or Smart Code Module	Developer's Agreement for LEED Certification
2. Transportation & Public Realm	Zoning Framework: connectivity, street standards, SmartCode Module Point System: car sharing, bike and transit enhancements	Add to Subdivision Ordinance, Public Works upcoming "Street Design Manual" requirements
3. Materials (buildings and infrastructure)	Point System	Developer's Agreement for LEED Certifications
4. Water and Wastewater	Point System	Developer's Agreement LEED Certifications
5. Solid Waste	Point System	Developer's Agreement for LEED Certifications
6. Stormwater & Groundwater	Point System: Light Imprint / Low Impact or or SmartCode Modules	Capitol Region WSD standards; city standards and LEED Certification
7. Soil	Point System: using MN B3 guidelines	Add to Tree Preservation/ Landscape standards in Subdivision Ordinance

Sustainability Goals	Implement thru ZONING	Implement thru OTHER METHODS
8. Vegetation & Habitat	Impervious coverage limits Point System: additional enhancement (i.e., green roofs) or SmartCode Module	Add to Tree Preservation, Park and Open Space standards in Subdivision Ordinance or require LEED Certification
9. Recreation & Public Space	Minimum open space percentage and specified park types per district Point System: Local food production or SmartCode Module	Add to Park and Open Space standards in Subdivision Ordinance
10. Night Sky Radiation (buildings and infrastructure)	Point System or SmartCode Modules	Add to Subdivision Ordinance, Public Works requirements or require LEED Certifications
11. Urban Heat Island (building sites and infrastructure)	Point System	Consider adding to Public Works requirements (low solar reflectance/albedo) or require LEED Certifications
New: Affordable Housing	Housing type diversity and percentage mix requirement; consider "Mixopoly" block worksheet Point System or SmartCode Module	Developer's Agreement; City subsidy; Create trust fund

Sustainability Provisions Using City Tools Approach

Develop project specific sustainability standards addressing “Roadmap to Sustainability” and incorporate into zoning code by reference.



And/or

Adopt LEED for Neighborhood Development and New Construction as Ford Site standards and require developer to achieve certification.



Sustainability Provisions Using Alternative Approach

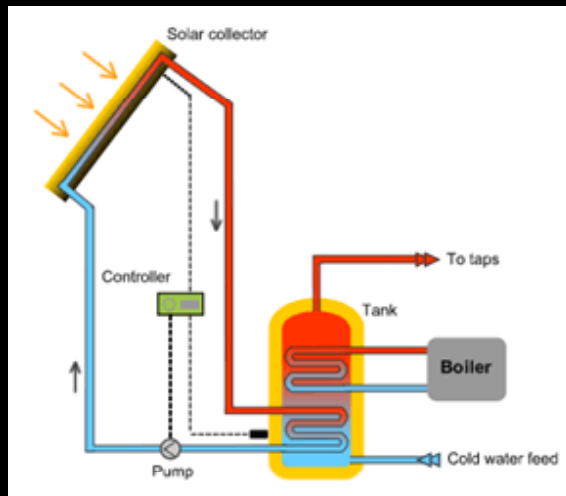
Utilize Transect-based Sustainability Modules
From the 'SmartCode':

- Agrarian Urbanism
- Bicycling
- Light Imprint Stormwater Matrix
- Natural Drainage
- Lighting Design and Public Darkness
- Vehicle Miles Traveled
- Tree Canopy Cover
- Renewable Resources
- Zero Net Energy Buildings
- Affordable Housing
- Visitability



Sustainability Provisions Using Alternative Approach

Encourage or incentivize LEED ND and New Construction certifications using points system or as a provision of a formal Developer's Agreement.



Introducing a Master Plan

Preparing a Ford Site Master Plan

Timeline: typically 12 - 16 month process

Participants: Developer team, city, community, property owner

Typical Activities:

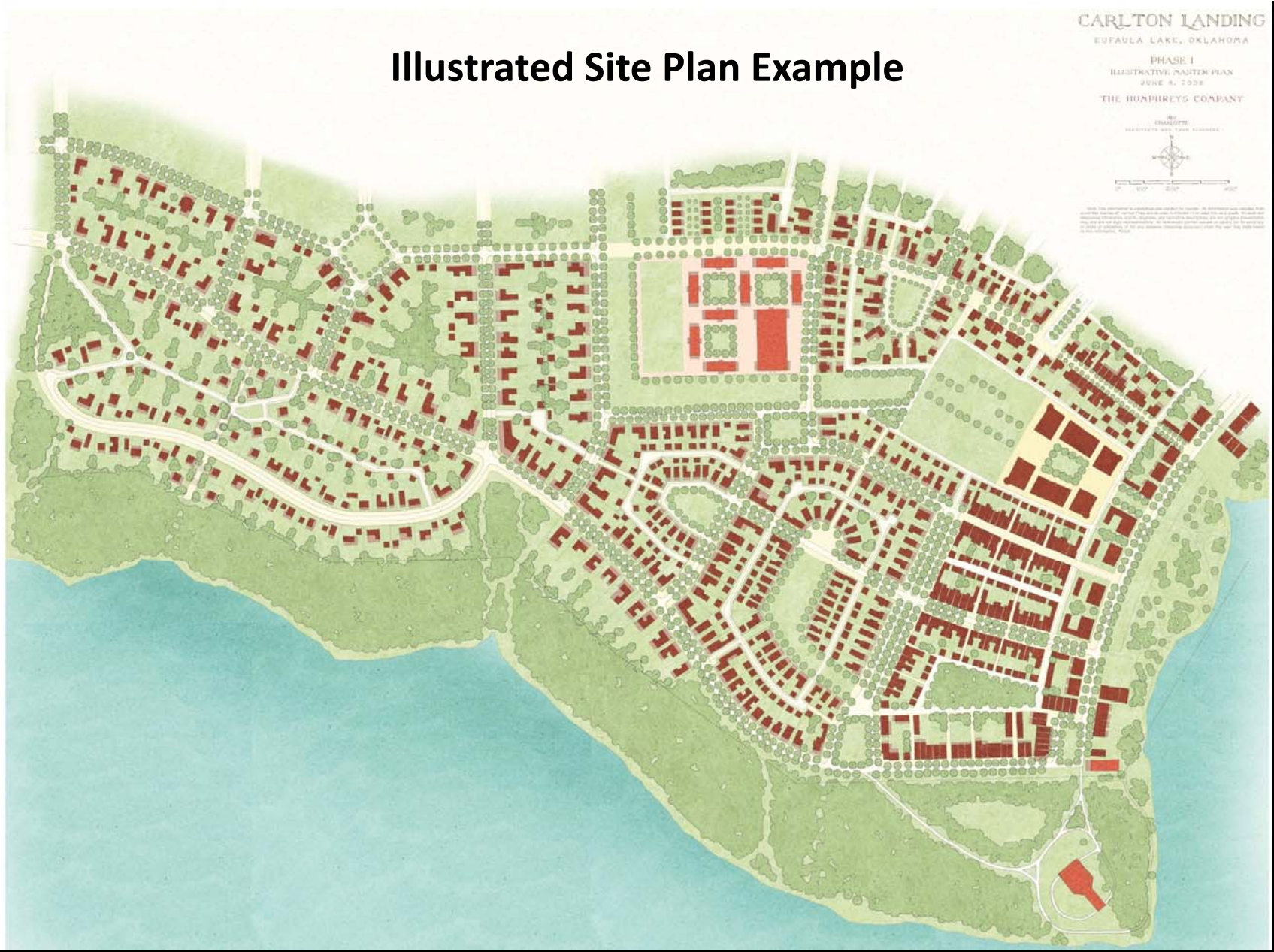
- Review and analysis of background information
- Ongoing dialogue with City and community
- Market assessment update
- Site design and engineering (concept to preliminary)
- Cost estimating and financing
- Phasing
- Approvals, entitlements, etc.

Preparing a Ford Site Master Plan

Master Plan Components:

1. Narrative description of plan
2. Location plan
3. Site inventory and analysis
4. Illustrated site plan showing layout of streets, blocks, range uses, etc.
5. Block-level analysis designating block types (mixed-use, edge, etc.)
6. Open space plan
7. Thoroughfare plan (streets, walks, alleys, parking, transit stops, etc.)
8. Preliminary landscape plan
9. Preliminary stormwater plan
10. Preliminary utilities plan
11. Phasing plan
12. Community character illustrations

Illustrated Site Plan Example



CODE

CARLTON LANDING

DIAGRAM - THOROUGHFARES

EUFALA LAKE, OKLAHOMA

WITH MARINA

Diagram - Thoroughfares with Marina

LEGEND

- Main Street-70-36
- Main Street-60-36
- Street-60-36
- Park Drive-100-40
- Park Drive-100-28
- Green Street-30-20
- Road 60-14
- Road 50-14
- Alley-24-24
- Lane-24-10
- Pedestrian Path-15-5
- General Parking



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Next Steps

1. Post presentation to project web page
2. Incorporate Task Force comments
3. Finalize draft zoning framework report
4. Incorporate City staff comments into report
5. Present report to Planning Commission