Consultant Team

Cuningham Group

Code Writing and Urban Design

White & Smith, LLC

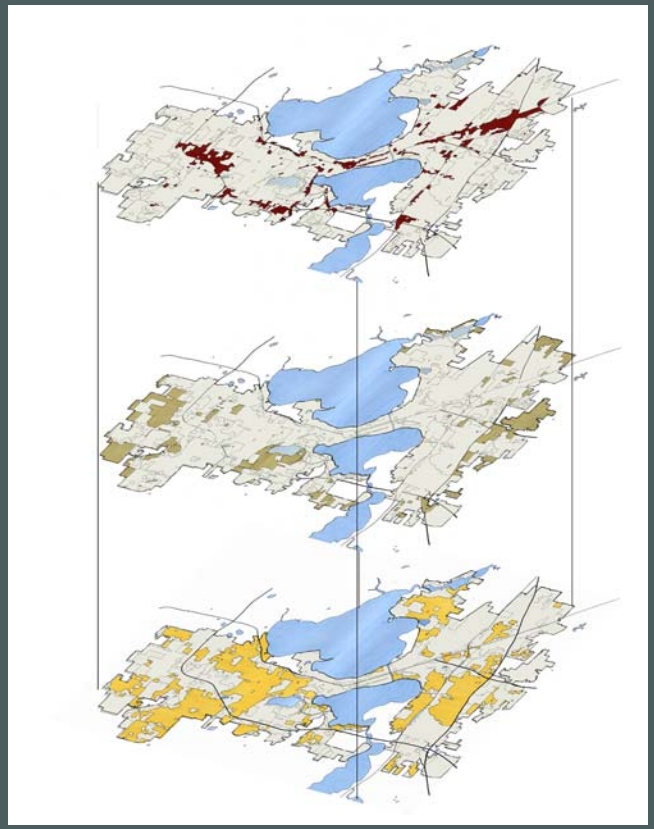
Code and Legal Advisor

Keane Musty

Form-Based Code

URS Corporation

GIS



Agenda

Introductions

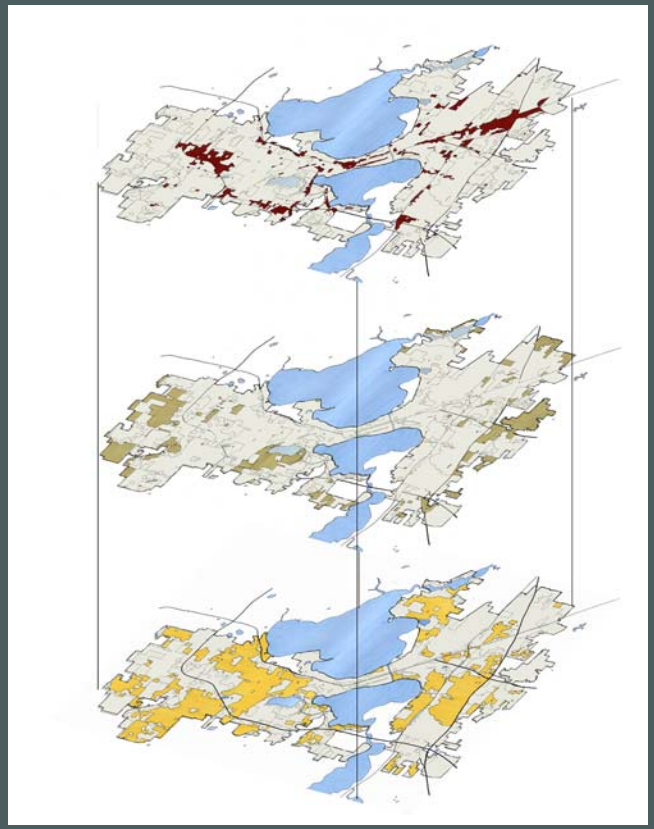
Why is This Project Needed?

Project Schedule and Milestones

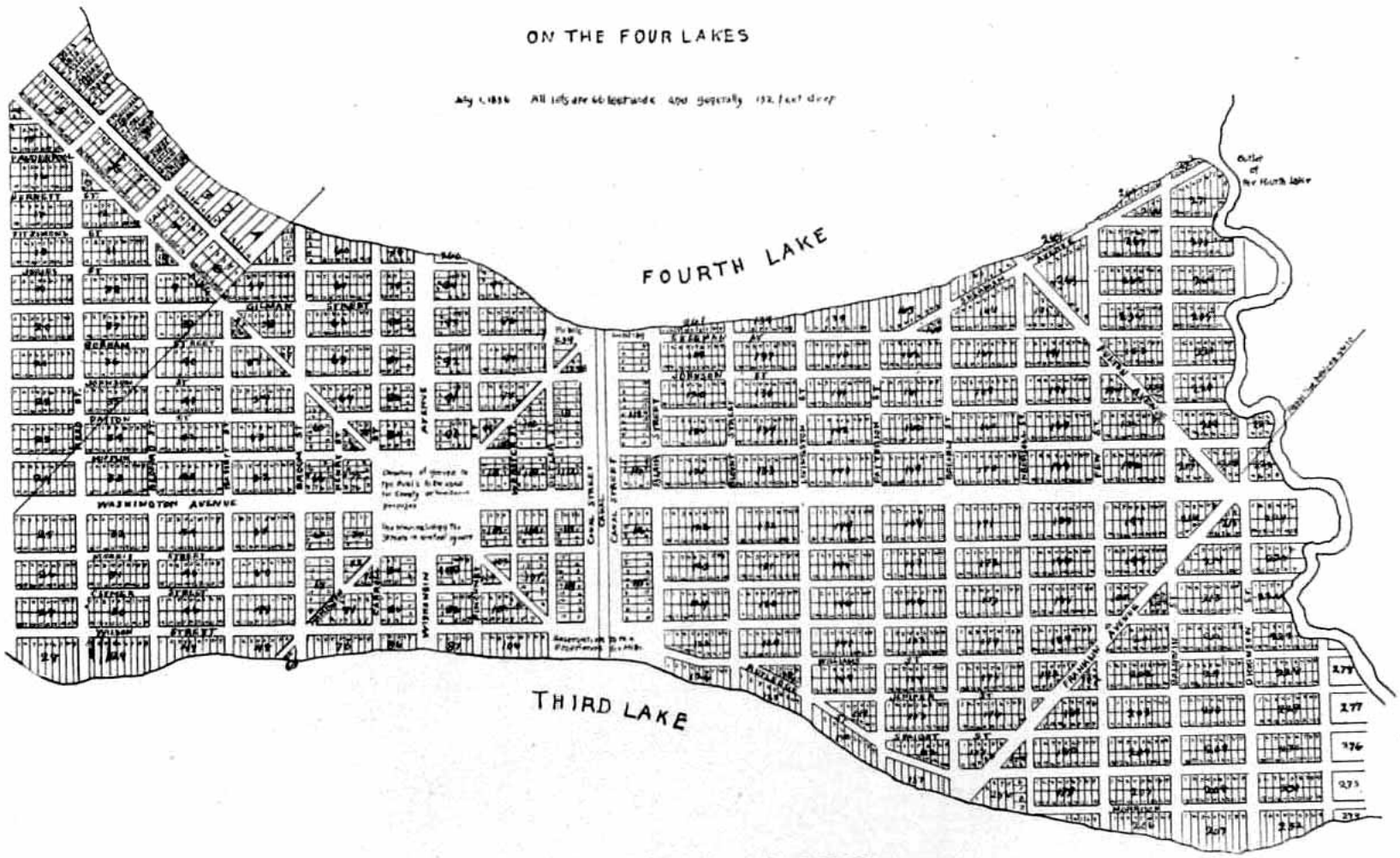
What Have We Learned So Far?

Your Experience with the Zoning Code

Q & A



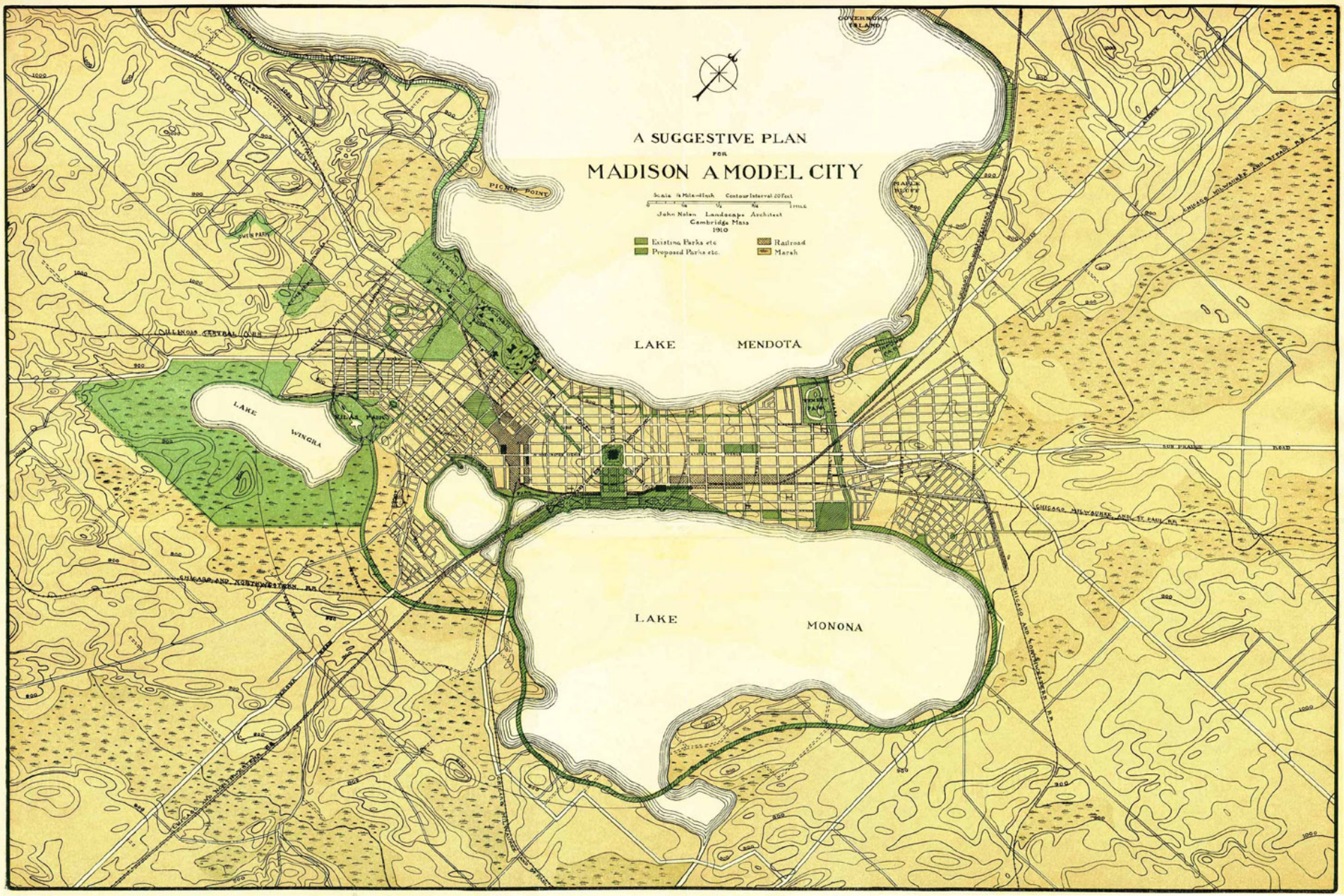
Planning History: The Original Plat



ORIGINAL PLAN OF MADISON.

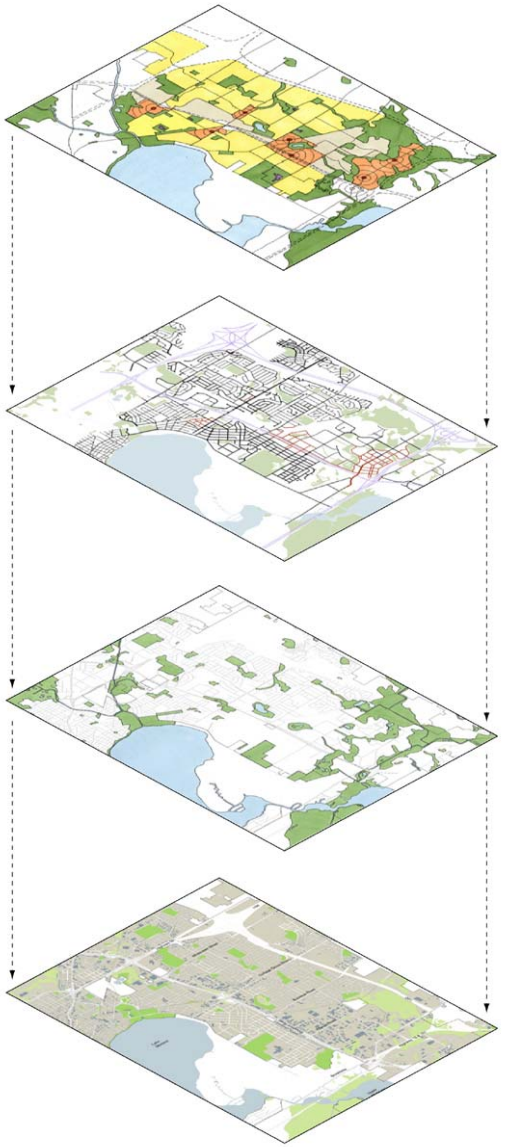
Compare with present plan of Madison in this report. Note the location of the Capitol, the differentiation in street widths, the use of diagonal streets and the complete failure to reserve the lake frontages for public purposes.

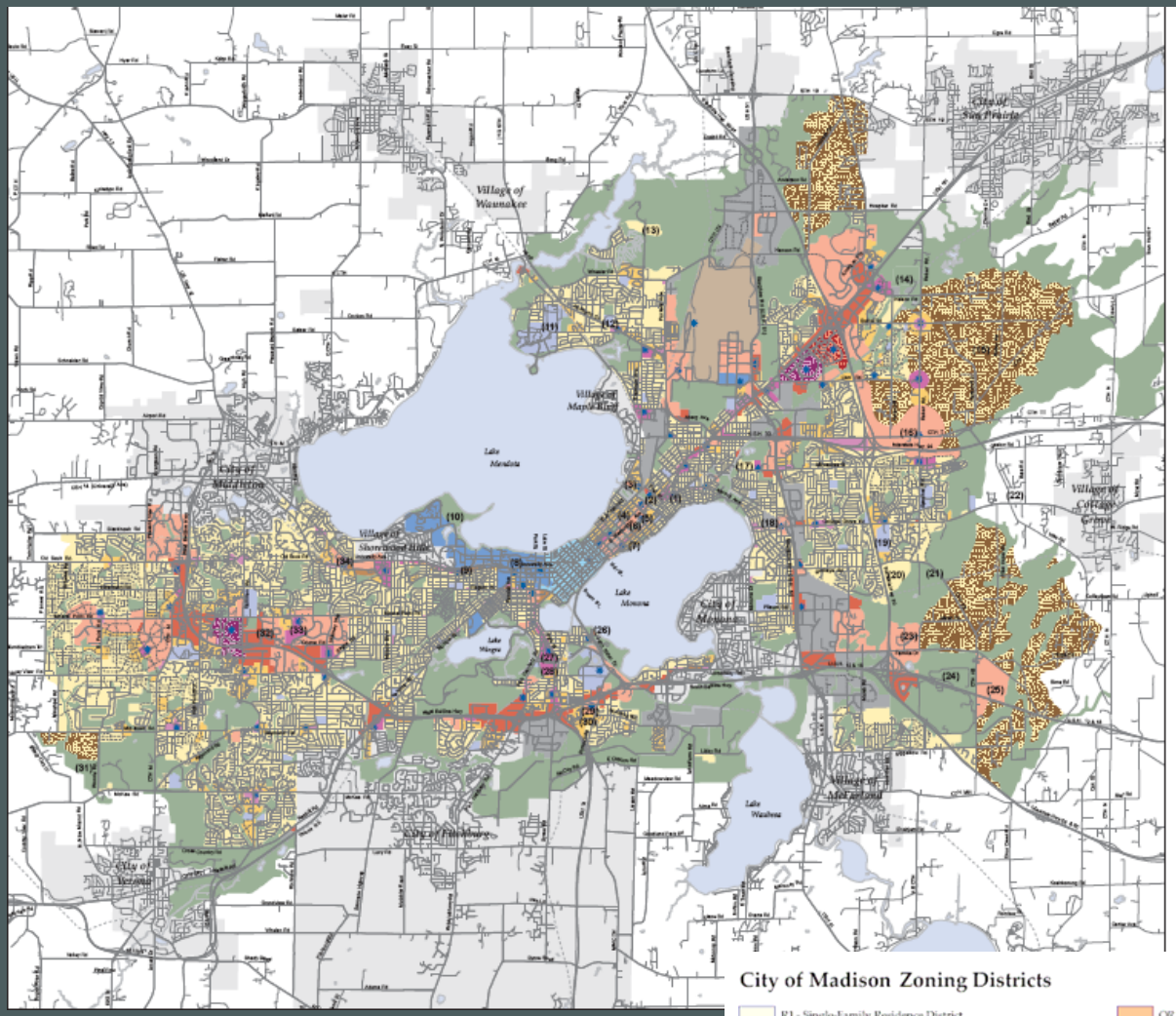
Planning History: The Nolen Plan



Keeping up with Change:

- Original Zoning Code Dates to 1920s
- Current Code Dates From 1966
- Neighborhood and Area Plans
- Urban Design Districts
- Downtown Design Zones Overlay
- Inclusionary Housing Ordinance
- Comprehensive Plan: 2006 Update
- Multiple Code Amendments





VOLUME II MAP 2-1

Generalized Future Land Use Plan

City of Madison
January 2006

RESIDENTIAL DISTRICTS
- LDR Low Density (0 - 15 units/acre)
- MDR Medium Density (16 - 40 units/acre)
- HDR High Density (41 - 60 units/acre)

MIXED USE DISTRICTS
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- RMU Regional Mixed-Use

COMMERCIAL/EMPLOYMENT DISTRICTS
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- RC Regional Commercial
- E Employment
- I Industrial

OPEN SPACE - AGRICULTURE DISTRICTS
- P Park and Open Space
- A Agriculture/Rural Uses

SPECIAL DISTRICTS
- SI Special Institutional
- AP Airport
- C Campus

Downtown Districts (See Volume II Map 2-3)

NPA Neighborhood Planning Area (TND Encouraged)

SPECIAL OVERLAY DESIGNATIONS
- TOD Transit-Oriented Development (Conceptual Locations)
- Not Shown TND Traditional Neighborhood Development (May be applied to NPA and residential districts as specified in neighborhood and special area plans.)
- (0) Land Use Note Reference Number

Other Cities and Villages

Data Source:
City of Madison Department of Planning and Development, Planning Unit

0 1 2 Miles

N

City of Madison Zoning Districts

- R1 - Single-Family Residence District
- R1-R - Rustic Residence District
- R2 - Single-Family Residence District
- R2S - Single-Family Residence District
- R2T - Single-Family Residence District
- R2Y - Single-Family Residence District
- R2Z - Single-Family Residence District
- R3 - Single- and Two-Family Residence District
- R4 - General Residence District
- R4A - Limited General Residence District
- R4L - Limited General Residence District
- R5 - General Residence District
- R6 - General Residence District
- R6H - General Residence District
- OR - Office Residence District
- PCDGDP - Planned Community Development - General Development Plan
- PCDMHPGDP - Planned Community Mobile Home Park District - General Development Plan
- PUDGDP - Planned Unit Development - Specific Implementation Plan
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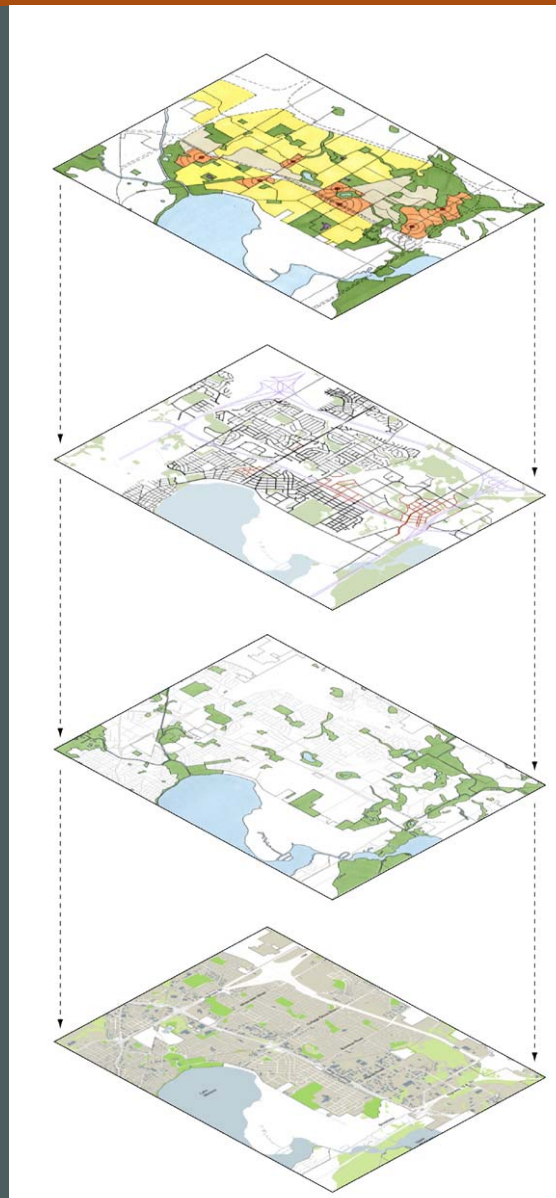
- PCDMHPSIP - Planned Community Mobile Home Park District - Specific Implementation Plan
- PCDSIP - Planned Community Development - Specific Implementation Plan
- O-1 - Limited Office-Residence District
- O-2 - Business & Professional Office District
- O-3 - Administrative Office District
- O-4 - Administrative Office & Research & Development District
- C1 - Limited Commercial District
- C2 - General Commercial District
- C3 - Highway Commercial District
- CSL - Commercial Service and Distribution District
- C4 - Central Commercial District
- RPSM Research Park - Specialized Manufacturing District
- M1 - Limited Manufacturing District
- SM - Specific Manufacturing District
- M2 - General Manufacturing District
- A - Agriculture District
- C - Conservancy District
- W - Wetland Overlay District
- TBD - To Be Determined

Project Objectives - To craft a Zoning Code that:

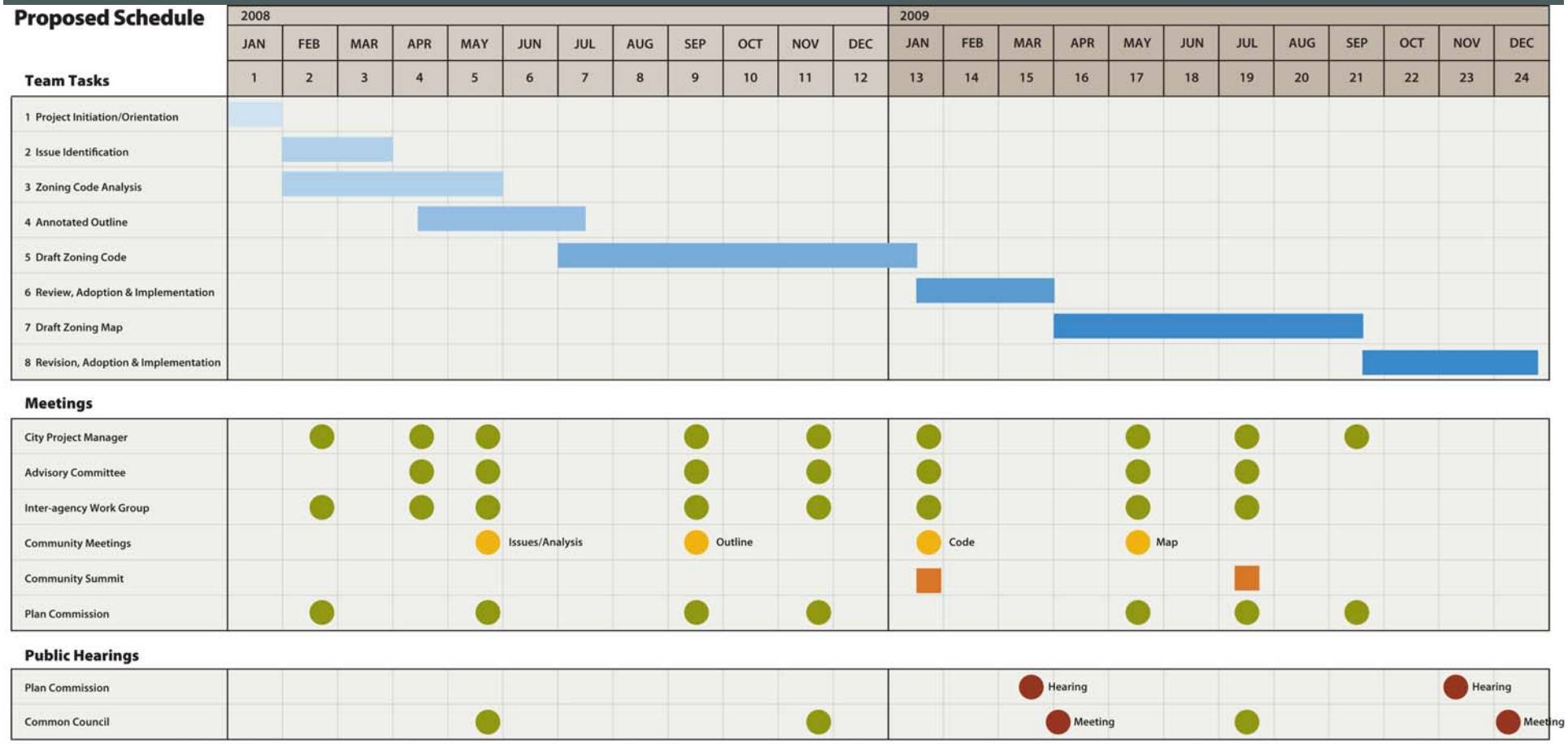
- Implements the recommendations of the Comprehensive Plan and neighborhood/area plans
- Is integrated with and cross-references related ordinances
- Includes graphics and illustrations that make it easy to use
- Incorporates land use-based and form-based provisions



Project Objectives - To craft a Zoning Code that:

- Includes mixed-use zoning districts and a traditional neighborhood development district
- Promotes high-quality, context-sensitive infill and redevelopment projects
- Links land use and transportation, promoting transit-oriented and traditional neighborhood development
- Promotes transit, walking and biking
- Promotes a sustainable built and natural environment

Project Schedule



Note: Scope and schedule subject to review and approval of client and Cuningham Group
Rev. 2/13/08

CUNINGHAM GROUP

Project Roles and Responsibilities

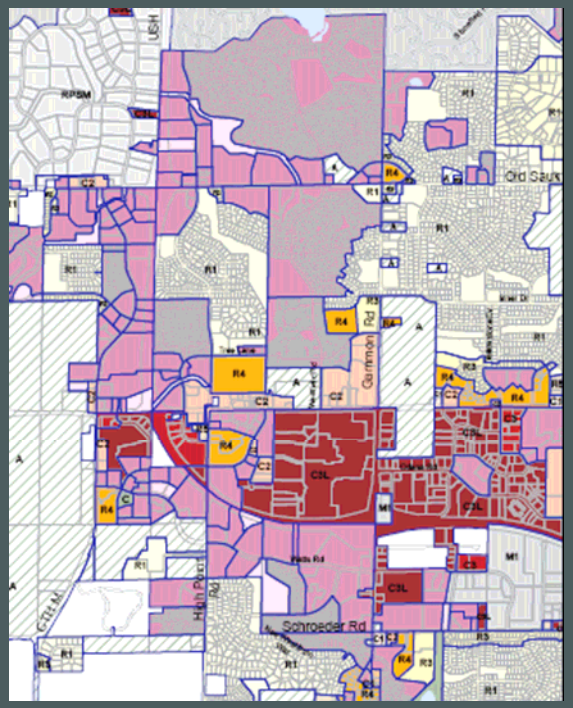
- Common Council
- Plan Commission
- Zoning Code Rewrite Advisory Committee
  - Common Council
  - Plan Commission
  - Landmarks Commission
  - Zoning Board of Appeals
  - Urban Design Commission
  - Neighborhood Associations
  - Business Groups, Builders, Developers, Not-for-Profit Housing Providers
  - Planners, Designers, Preservationists
  - University of Wisconsin

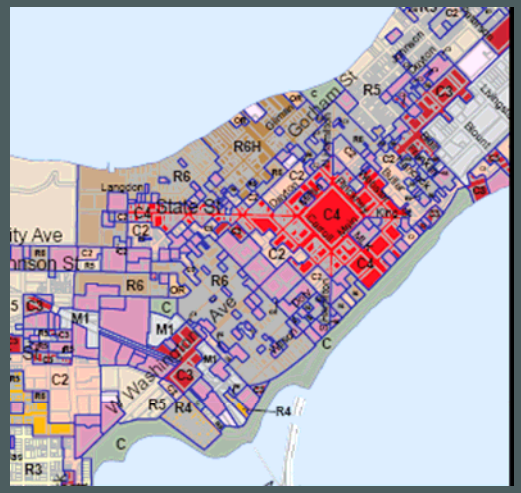
Participation Strategy

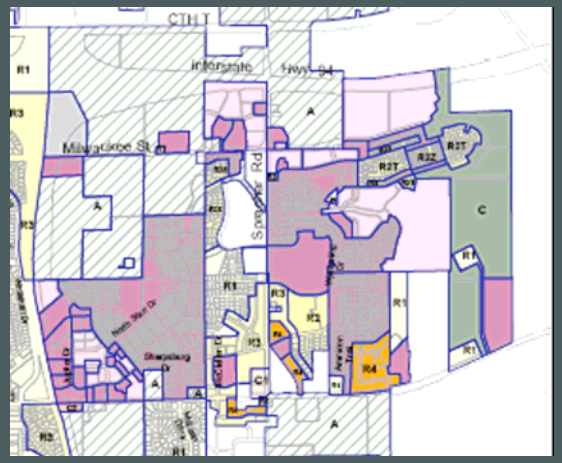
Audience	Initiate Project Provide information about the existing city Zoning Code and the upcoming rewrite process	Issues & Opportunities Gather information, learn issues and opportunities	Analysis Analyze the existing Zoning Code, related ordinances and plans	Zoning Code Outline Present, review, and refine outline	Code Drafting Produce, present, review and revise Zoning Code text	Stage VI Review and Adopt Zoning Code	Stage VII Draft Zoning Map Prepare, review and refine Zoning Map	Stage VIII Review and Adopt Zoning Map
Audience A: Community Wide	Appoint Zoning Code Rewrite Advisory Committee (ZCRAC)	ZCRAC meeting	ZCRAC Meeting	ZCRAC Meeting	ZCRAC Meetings (2)	ZCRAC Meeting	ZCRAC Meetings (2)	
	Construct and launch web site	Maintain Web site; post information	Maintain Web site, post information	Maintain Web site, post information	Maintain Web site, post information	Maintain Web site, post code drafts and hearing notices	Maintain Web site, post information	Maintain Web site, post map drafts and hearing notices
	Initial informal outreach to media	Outreach to media	Outreach to media	Outreach to media	Outreach to media	Outreach to media	Outreach to media	Outreach to media
	Produce slide presentation summarizing project goals and schedule	Provide slide presentation to organizatons and groups that request it						
Audience B: By Geographic Area		Hold first round community sub-area meetings	Hold second round community sub-area meetings	Second round commuity sub-area meetings (see Stage III)	Hold third round community sub-area meetings and first Community Summit		Hold Fourth round community sub-area meetings and second Community Summit	
Audience C: Decision-Makers	Briefings by Consultants and Staff	Briefings by Consultants and Staff	Briefings by Consultants and Staff	Briefings by Consultants and Staff	Briefings by Consultants and Staff, Community Summit	Public hearings before Plan Commission and Common Council on Zoning Code text	Briefings by Consultants and Staff, Community Summit	Public hearings before Plan Commission and Common Council on Zoning Map
Audience D: Technical Reviewers and Administra-tors	Create Inter-Agency Work Group	Inter-Agency Work Group meeting	Inter-Agency Work Group meeting	Inter-Agency Work Group meeting	Inter-Agency Work Group meetings (2)	Inter-Agency Work Group meeting	Inter-Agency Work Group meetings (2)	

CUNINGHAM GROUP

What Have We Learned So Far?







Over-reliance on PUDs

CUNINGHAM GROUP

What Have We Learned So Far?

	Reviewing Agency		Use	Density	Max Footprint	Max GLFA	FAR	Lot Dim.	Height	Setbacks	Landscap-ing	Open Space	Facades	Matl's and Colors	Site Design	Pkg Lots	Ped Circ	Community Spaces
Base Zoning Code	Plan Commission, Common Council	Entire City	■	■		■	■	■	■	■	■	■			■	■		
Overlay Districts, Downtown Design Zones	Plan Commission, Council	Selected Areas	■				■		■									
Downtown Design Zones	Plan Commission, Council	4 Districts					■		■	■								
Local Historic Districts	Landmarks Commission	5 Districts							■				■	■		■		
Urban Design Districts	Urban Design Commission	7 Districts			■	■			■		■		■		■	■	■	■
Neighborhood Plans	Various Reviewing Agencies	Areas	■	■					■	■	■	■	■	■	■	■	■	■
Comprehensive Plan	Various Reviewing Agencies	Citywide	■	■												■		

Overlap and inconsistencies between Code, Historic and Urban Design Districts

What Have We Learned So Far?

Complexity and Confusion

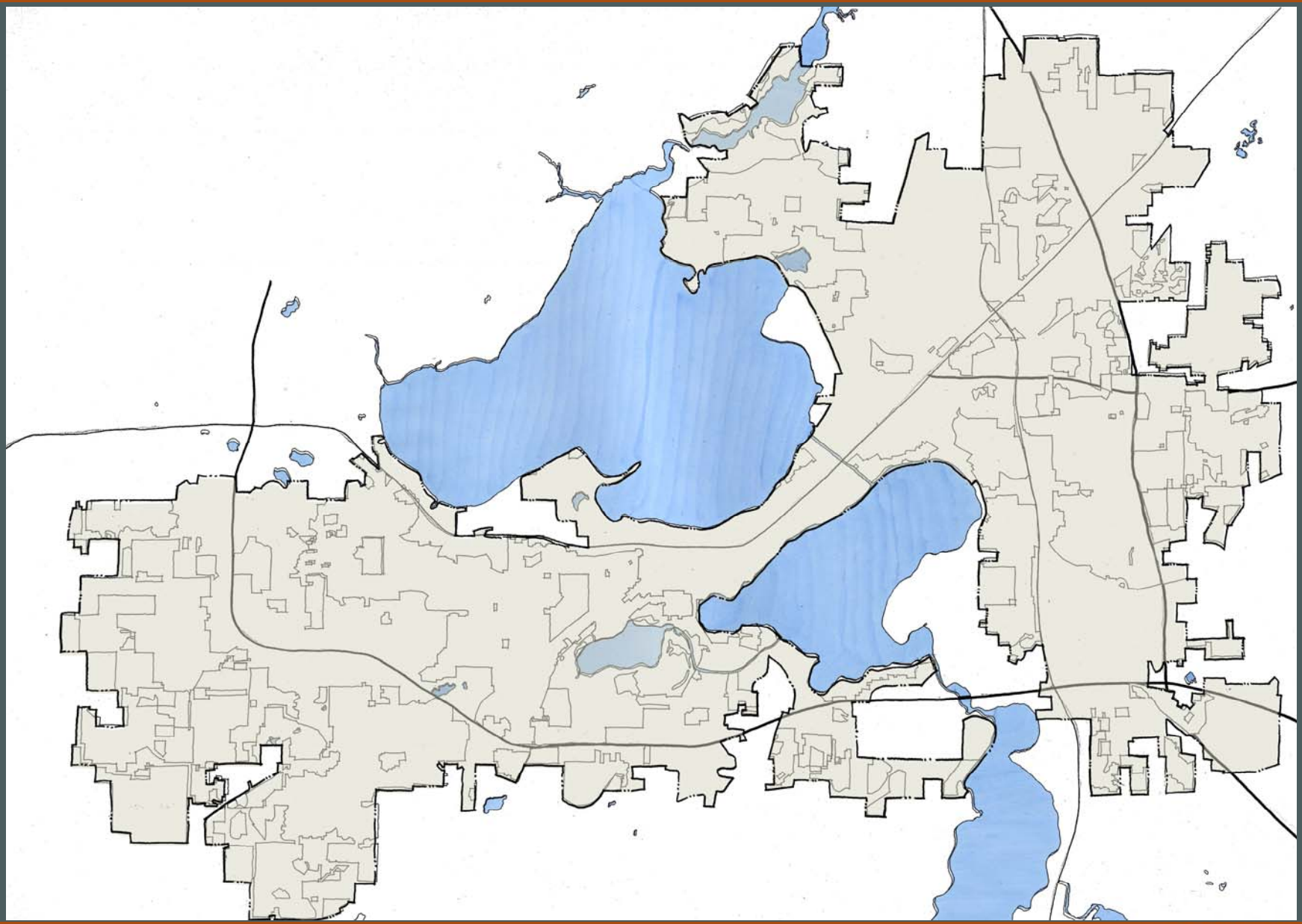
(h) If a lot abuts a city park on its front lot line for at least ninety (90) feet, and another side of the lot further abuts a greenway, parkway or private pedestrian parkway held for the common use of the residents of the subdivision for at least three hundred (300) feet and if the lot contains between five-tenths (5/10) and six-tenths (6/10) of an acre, and if the lot is located on a dead-end public street or cul-de-sac, then the owner of said property shall have a building area which is located no closer than thirty (30) feet nor further than one hundred ten (110) feet from the aforementioned front lot line which abuts on the aforementioned park, eleven (11) feet from the immediately abutting edge of the aforementioned greenway, parkway or private parkway and seven (7) feet from any other side lot line, so long as the building which is constructed within said location complies with all other requirements and restrictions of the R1-R zoning district. (Cr. by Ord. 9839, 9-14-89)

Usable Open Space Requirements. Usable open space shall be provided on each lot, devoted in whole or in part to any residential use, as set forth in each zoning district. Such usable open space provided on the ground level shall be in a compact area of no less than two hundred (200) square feet and having no dimension less than ten (10) feet and having no slope grade greater than ten percent (10%). In calculating the usable open space requirements in the C1, C2 and C3 districts, there may be credited, up to a maximum of fifty percent (50%) of the required open space area, the area of any balconies having a minimum dimension of four feet six inches (4'6"), and on the roof, any open space area having a minimum dimension of fifteen (15) feet and being free of any obstructions and improved and available for safe and convenient use to all occupants of the building, and in the C4 district, there may be credited to the required open space area, the area of up to one hundred percent (100%) of the required open space area in any of the above-mentioned balconies and open space on the roof. Also in the C4 district, interior activity spaces such as swimming pools, fitness rooms, etc., which may be used by all residents of the building, may be credited to the required open space. (Am. by Ord. 6052, 11-29-77)

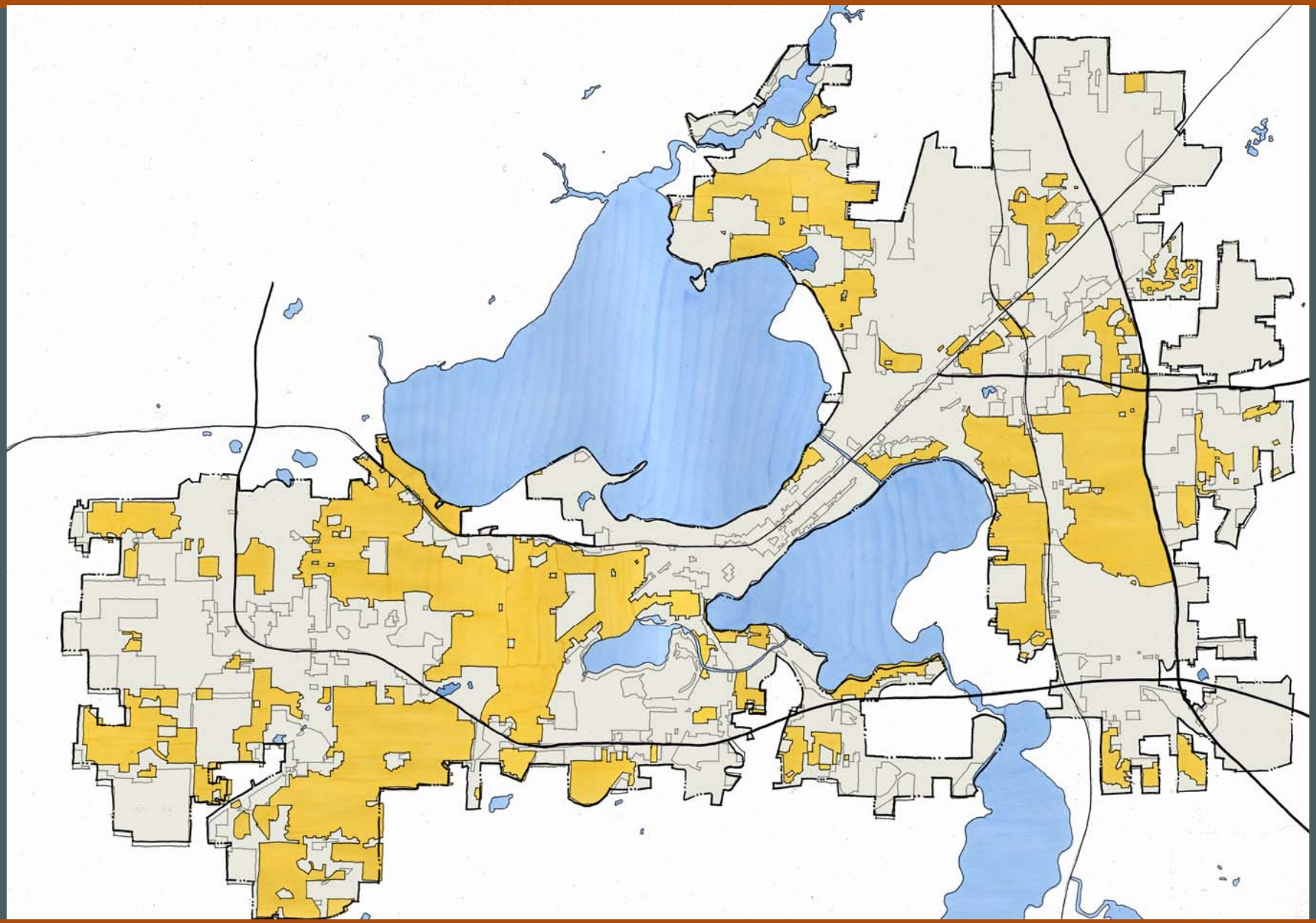
(f) Height Regulations. In the C4 district, building heights shall be limited by Section 28.04(14) of this code and by the following regulations:

1. Buildings on zoning lots having street frontage on State Street shall be not less than two (2) stories nor more than four (4) stories in height.
2. Buildings on zoning lots having street frontage on the Capitol Square or on East Washington, West Washington, or Wisconsin Avenues or on Martin Luther King, Jr. Boulevard and buildings on zoning lots fronting on the Southeast side of East and West Wilson Streets shall be not less than three (3) stories nor more than ten (10) stories in height. (Am. by Ord. 9087, 1-29-87)
3. Buildings on zoning lots in this district not having frontage on any of the aforementioned streets shall have a maximum height of eight (8) stories.
4. Additions to any existing buildings may exceed the height limitations in paragraphs 1., 2., and 3., above, provided the following:
   a. Such additions shall not exceed the height of any portion of the existing building;
   b. Such additions shall have been originally proposed as a part of the existing building, and the building shall have been structurally designed and constructed to accommodate such additions; and
   c. Such additions shall be approved by the Plan Commission pursuant to the conditional use procedure established in Sec. 28.12(11).

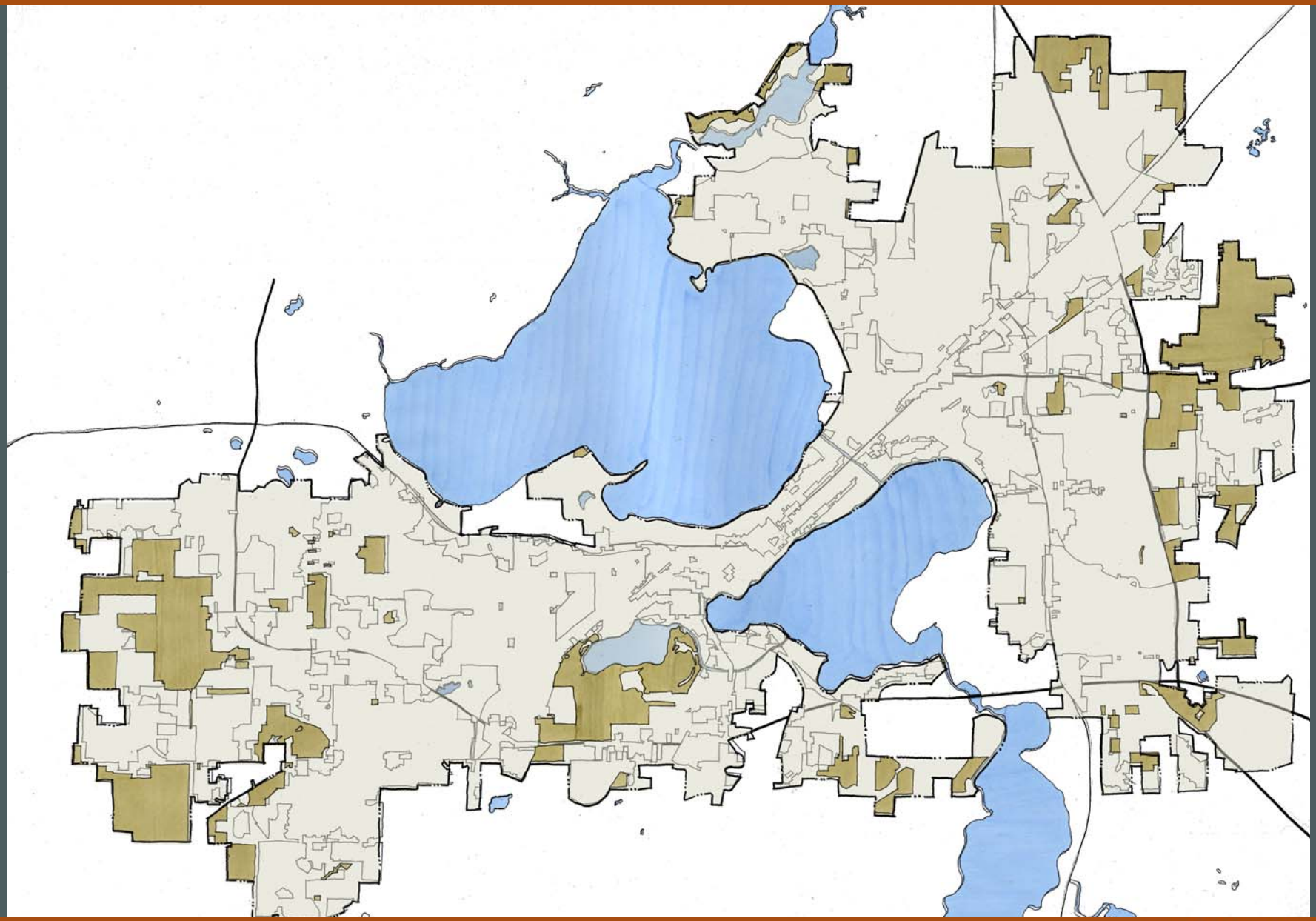
Zoning District Patterns



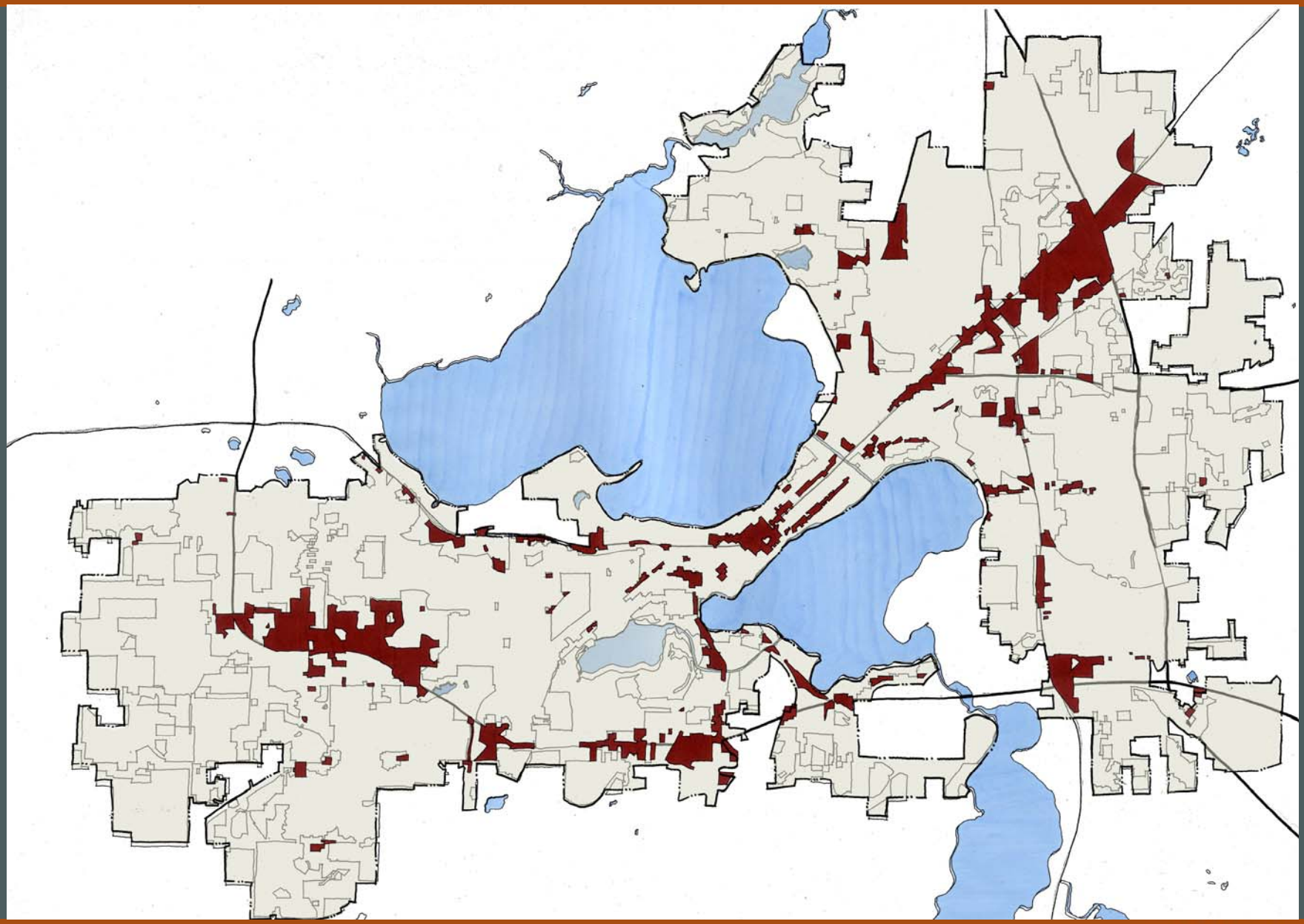
Low-Density Residential Districts



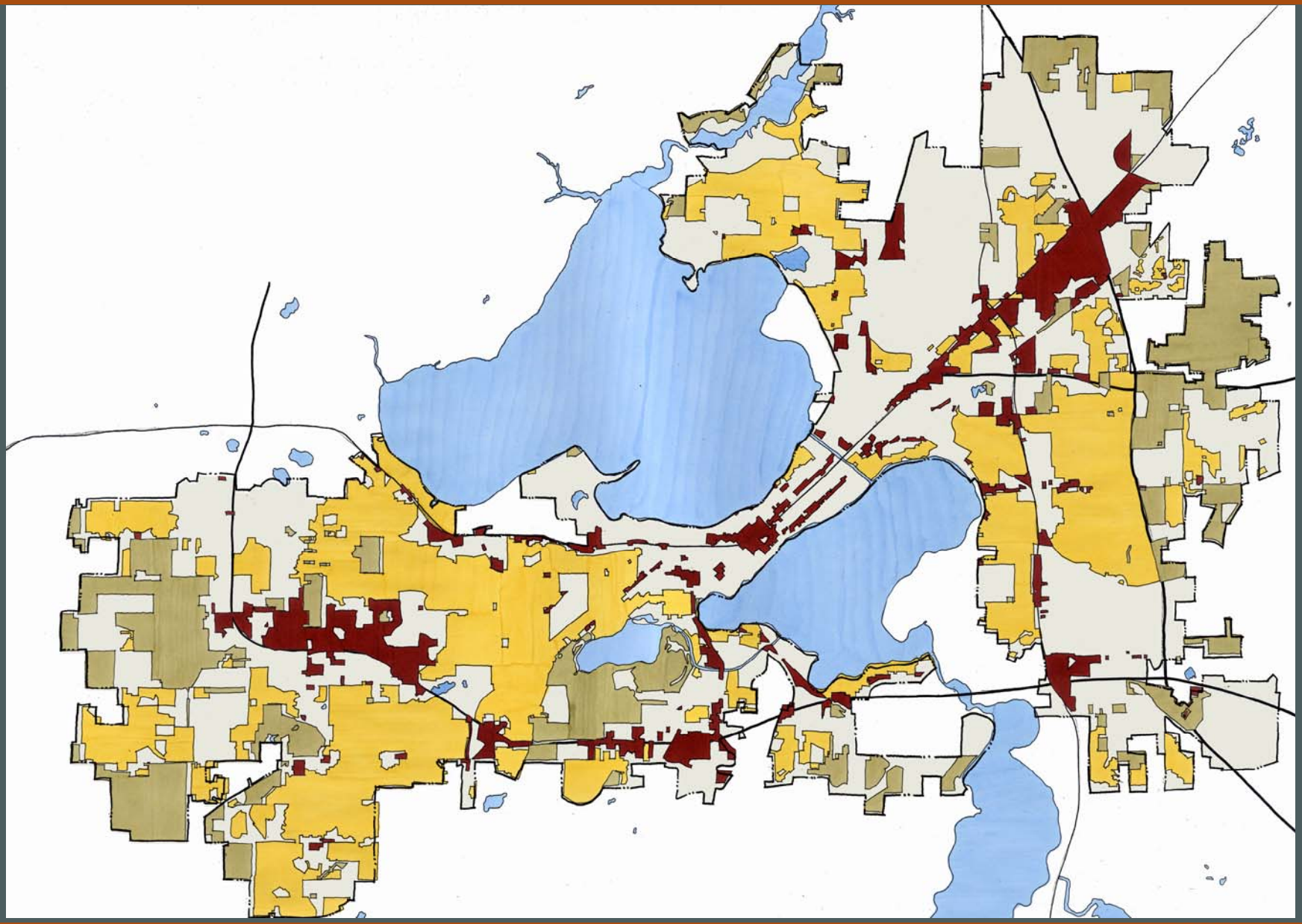
Agricultural and Conservancy Districts



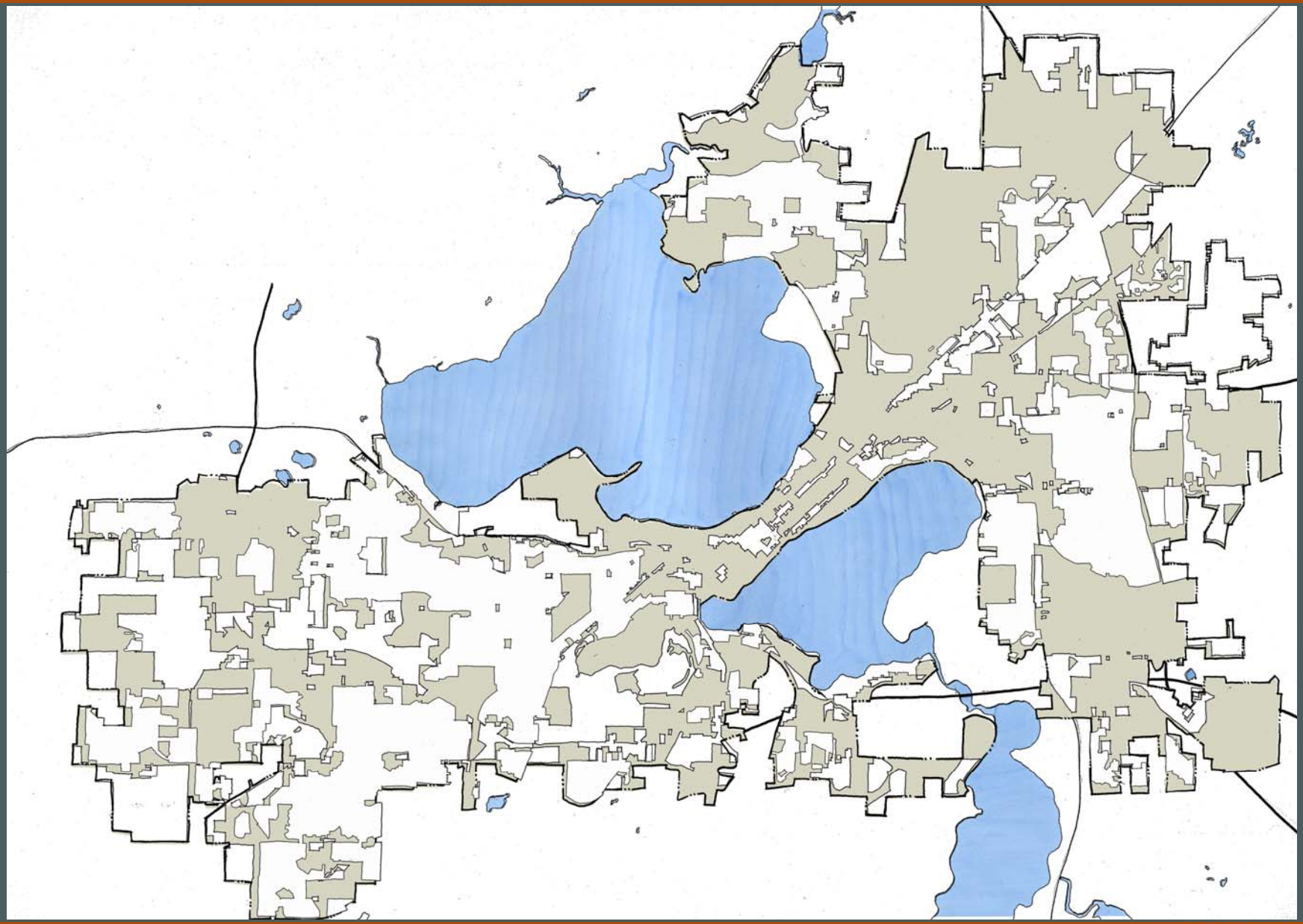
Commercial Districts / Corridors



Combined District Pattern

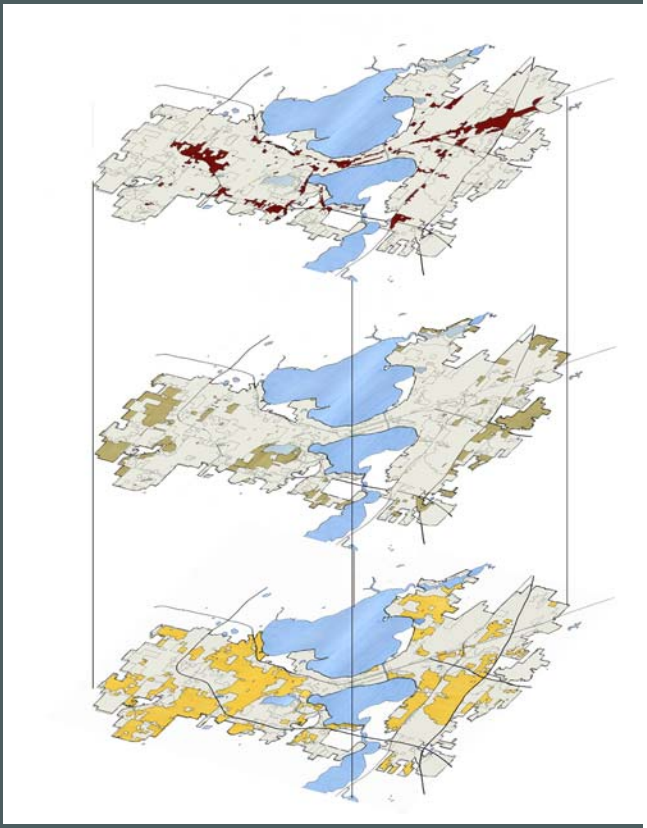


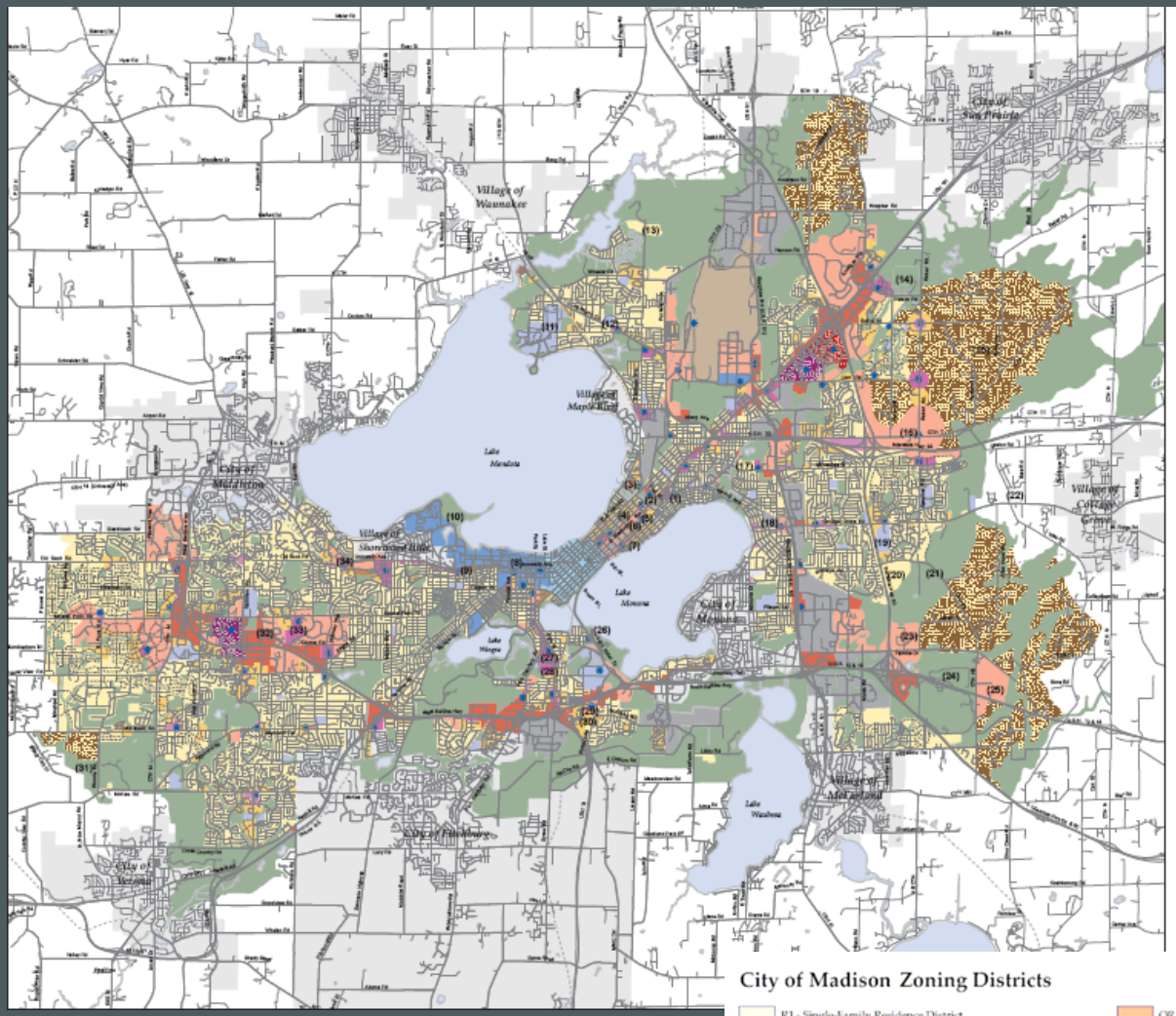
Remaining Districts: Office, Varied-Density Residential, Industrial, etc.



Where will our efforts be focused?

- Areas most subject to change and growth pressure
- Areas designated for infill or redevelopment
- Mixed-use districts, TODs and TNDs
- Places where existing zoning doesn't fit
- Sustainability principles - Citywide





VOLUME II MAP 2-1

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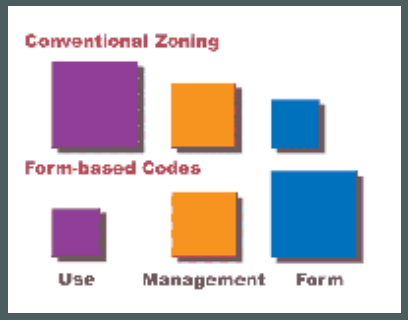
Comprehensive Plan Categories Compared to Selected Zoning Districts

Plan Category	Zoning Districts	Other Rules
Residential Districts		
Low Density Residential (0 – 15 units/ac.)	R1, R1-A, R2, R2S, R2T, R2Y, R2Z, R3	Subdivision Regulations Landmark Districts Urban Design Districts County Shoreland Standards
Medium Density Residential (16 – 40 units/ac.)	R4, R4A, R4L, R5	
High Density Residential (40+ units/ac.)	R6, R6H, OR	
Mixed Use Districts		
Neighborhood Mixed Use	OR, O1	Urban Design Districts Landmark Districts
Community Mixed Use	O-2	
Regional Mixed Use	C4	Downtown Design Zones
Commercial / Employment Districts		
General Commercial	C1, C2, C3	Urban Design Districts
Regional Commercial	C3, C3L	
Employment	RPSM, RDC	Street Standards
Industrial	SM, M1, M2	

Comprehensive Plan Categories Compared to Selected Zoning Districts

Plan Category	Zoning Districts	Other Rules
Open Space and Agriculture		
Park and Open Space	Conservancy, Wetland	Floodplain, Wetland,
Agricultural/Rural	Agricultural	
Special Districts		
Special Institutional	none	
Campus	none	
Airport	none	FAA Rules, County Airport Overlay
Overlay Districts		
Transit-Oriented Development	none	Urban Design Districts Street Standards
Traditional Neighborhood Development	R2S – R2Z (partial)	

What is a “Form-Based Code”?



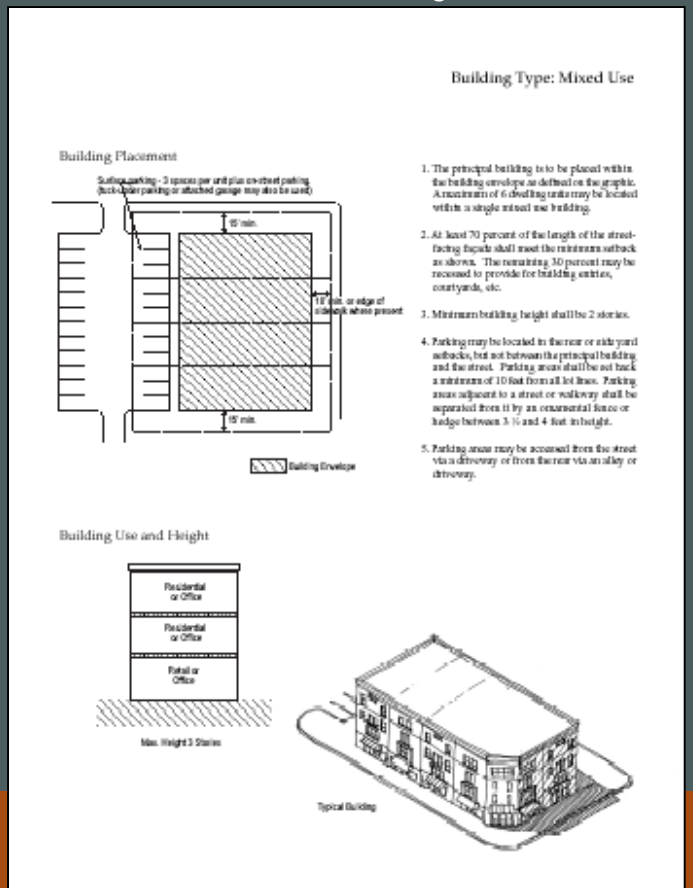
source: Farmers Branch, TX

"For the purposes of the Zoning Ordinance, a 'form-based code' means: 'a code based primarily on 'form' – urban form, including the relationship of buildings to each other, to streets and to open spaces – rather than based primarily on land use.'"

City of Palo Alto, CA, Context Based Design Document.

"A form-based code is a land development regulatory tool that places primary emphasis on the physical form of the built environment with the end goal of producing a specific type of 'place'."

Definition from the City of Farmers Branch, TX



Differences from Conventional Zoning

- Rules for building form as important as land use regulation
- Emphasis on mixed-use and mixed housing types
- Greater attention to streetscape and design of public realm; and the role of individual buildings in shaping the public realm
- Standards for building form and mass consciously based on context and/or desired changes
- Design-focused public participation process and existing conditions analysis

Source: Paul Crawford, FAICP, Crawford Multari & Clark

What is a “Form-Based Code”?

CHAPTER 4 : THE CODE

4.4 - Urban Standards

4.4.010 - Building and Parking Placement, Building Height, Profile Encroachments and Parking

A. Requirements

1. **Purpose.** This Chapter identifies the standards and requirements for new buildings or buildings to be modified, for each zone within the Placentia-Westgate Specific Plan area to ensure that proposed development is consistent with the City's goals for building form, character, and quality within the Specific Plan area.
2. **Applicability.** Each proposed building shall be designed in compliance with the standards of this Chapter for the applicable zone, except for public and institutional buildings, which because of their unique disposition and application are not required to comply with these requirements and are reviewed by a special permit and procedures.
3. **Requirements by zone.** Each proposed building shall be designed according to the urban standards identified per the zone in which the property is located.

B. Summary of Zones

Below are the five zones organized in descending order according to their role and intensity within the Specific Plan area.

Mainstreet Zone (MS)

up to 2 story buildings

building types:
Carriage House, Single Dwelling, Commercial Block

Illustrative Photo

Town Center 1 Zone (TC 1)

up to 4 story buildings

building types:
Rowhouse, Live-work, Courtyard Housing, Commercial block, Stacked Dwelling, Liner

Illustrative Photo

Town Center 2 Zone (TC 2)

up to 3.5 story buildings

building types:
Rowhouse, Live-work, Courtyard Housing

Illustrative Photo

Corridor Zone (COR)

up to 3 story buildings

building types:
Live-work, Commercial Block

Illustrative Photo

Neighborhood General Zone (NG)

up to 2 story buildings + attic

building types:
Duplex, Triplex, Quadplex, Rowhouse, Courtyard Housing

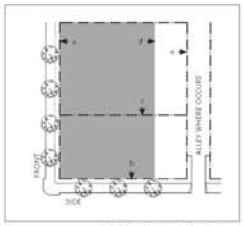
Illustrative Photo

Illustrative Photo

4.4.020 - Uptown Core (U-CO) Zone

A. Intent

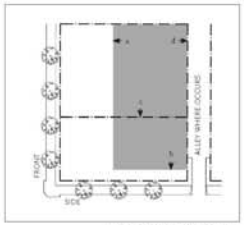
The U-CO zone is applied along segments of Greenleaf Avenue generally between Bailey and Penn Streets, as shown on the Regulating Plan. This zone is intended to establish an attractive and economically vital, pedestrian-oriented area that is defined by multi-story urban building types (commercial blocks, and liner buildings) accommodating a mixture of retail, office, light service, and upper floor residential uses. The standards of this zone are intended to reinforce the form and character of Uptown represented by pre-World War II buildings through restoration, rehabilitation, and infill. The standards also facilitate the replacement or improvement of post-war development that eliminated the pedestrian orientation of various downtown blocks. The landscape style is urban, emphasizing shading and accent street trees in sidewalk tree wells. Parking is accommodated on-street, and may also be in structures with liner buildings, underground, and in block centers in surface lots not visible from streets.



Building Placement Plan Diagram

B. Building Placement

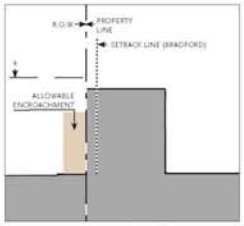
1. **Setbacks**
Minimum setbacks required and, where noted, maximum setbacks allowed; except where a frontage type standard allows exceptions or establishes different requirements.
   (a) Front Setback: Bradford: 0' min, 0' max
   (b) Side Street Setback: Bradford: 0' min, 0' max
   (c) Sideyard Setback: Bradford: 0' min, 0' max
   (d) Rear Setback: Bradford: 10 ft min.
   (e) Alley Setback: 0ft min.
2. **Encroachments**
The following architectural elements are allowed to encroach into the required setbacks: awnings, galleries, balconies, bay windows, and signs. Outdoor dining is allowed by approval of the Director of Development Services.



Parking Placement Plan Diagram

C. Parking

1. **Parking Placement**
On-grade parking (enclosed or unenclosed) is allowed in the shaded area as shown in the adjacent diagram.
   (a) Front setback: 40% lot depth
   (b) Side street setback: 10' min
   (c) Side yard setback: not required
   (d) Rear setback: not required
2. **Parking Access**
Vehicular access is permitted only from the alley or side streets.
3. **Parking Requirements**
Residential: 1.5 spaces / unit
Live/Work: 2 spaces / unit
Non-Residential: satisfied by Park-Once System



Building Profile Section Diagram

D. Building Profile and Type

1. **Building Height**
Maximum allowable height of structures except where modified by architectural standards.
   (a) Maximum height: 3 stories, 6 stories max.
2. **Architectural Types** (See Section 4.6.010 for definitions and design standards, Page 4:17)
   (a) Only the following architectural types are allowed:

   Commercial block (4.0) Linear

3. **Frontage Types** (See Section 4.6.020 for definitions and design standards)
   (a) Allowed types:

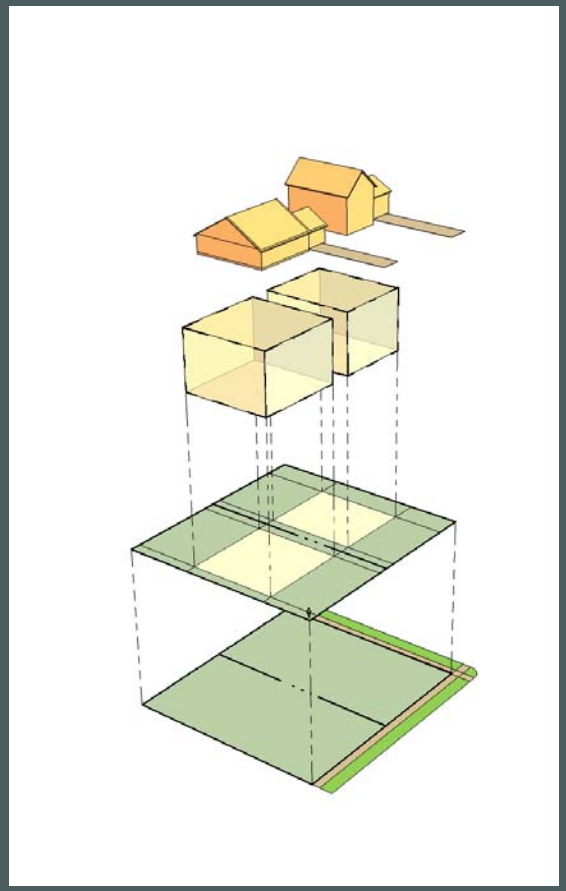
   Forecourt, Shopfront, Gallery, Arcade

EXAMPLE OF FORM BASE CODE: UPTOWN ZONES

UPTOWN WHITTIER SPECIFIC PLAN
CITY OF WHITTIER, CALIFORNIA

MOULE & POLYZOIDES
ARCHITECTS AND URBANISTS
JUNE 2006

The Existing Zoning Code Can Also be Defined in Terms of Urban Form

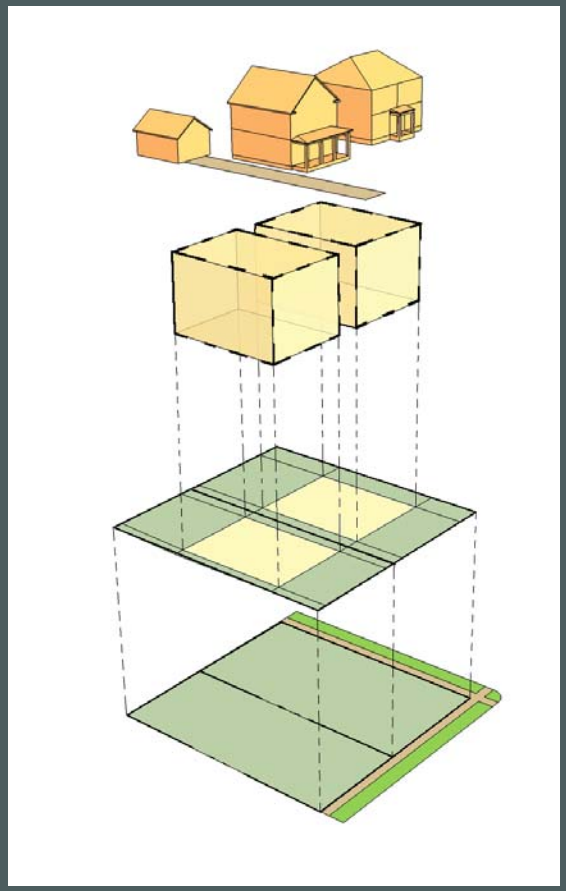


Building examples

Building envelope

Setbacks

Lot area and width



R1 Example

R3 Example

The Existing Zoning Code Can Also be Defined in Terms of Urban Form

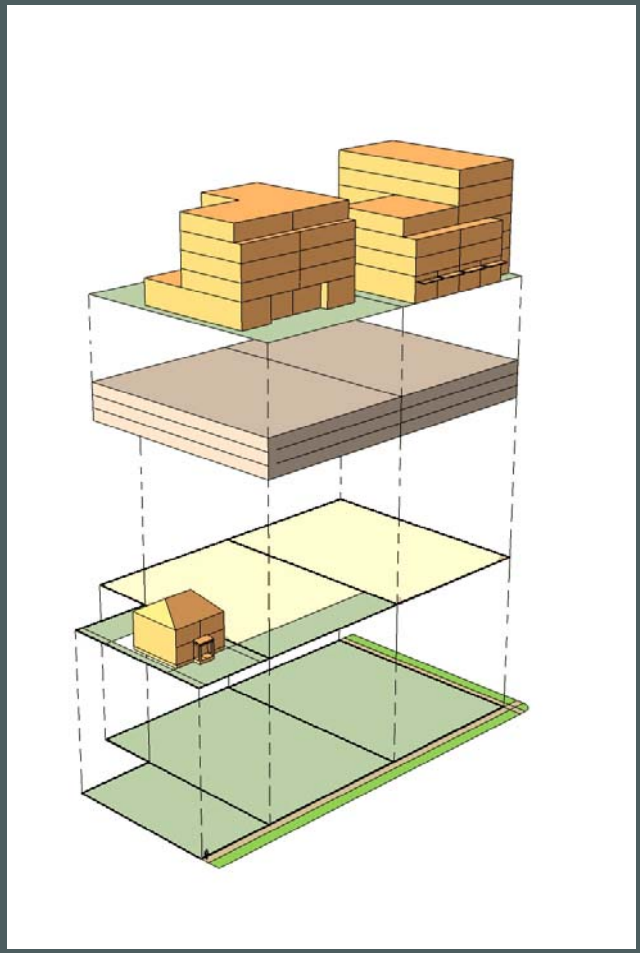
C2 Example

Building examples

Floor Area Ratio 0.3

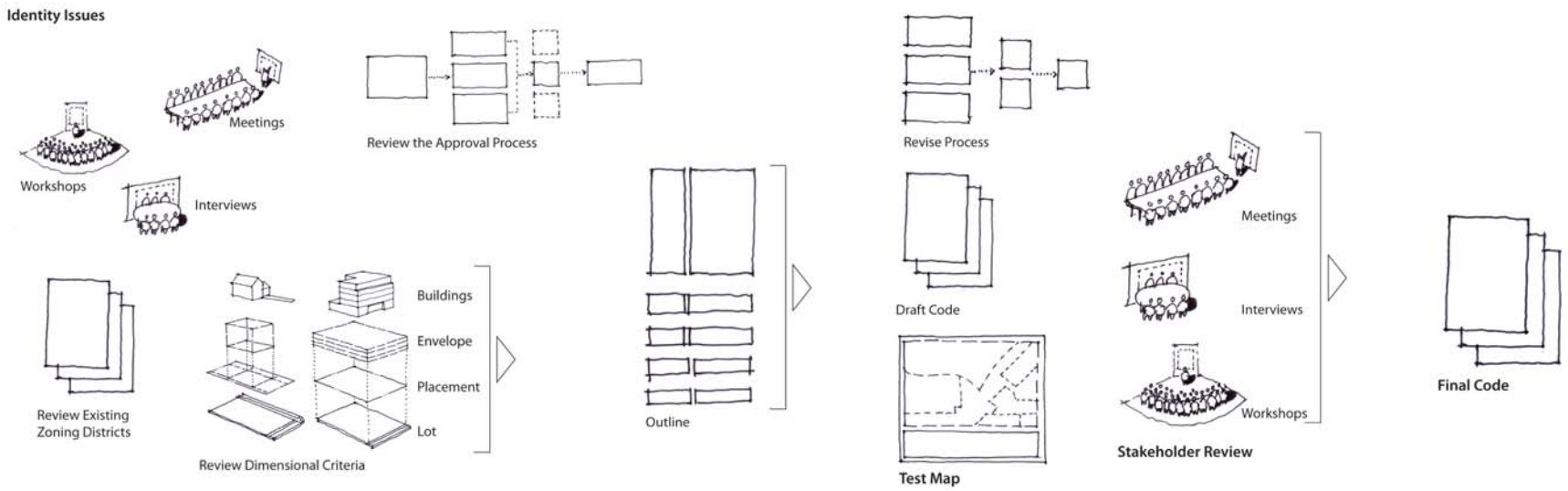
Building setbacks

Lot area and width



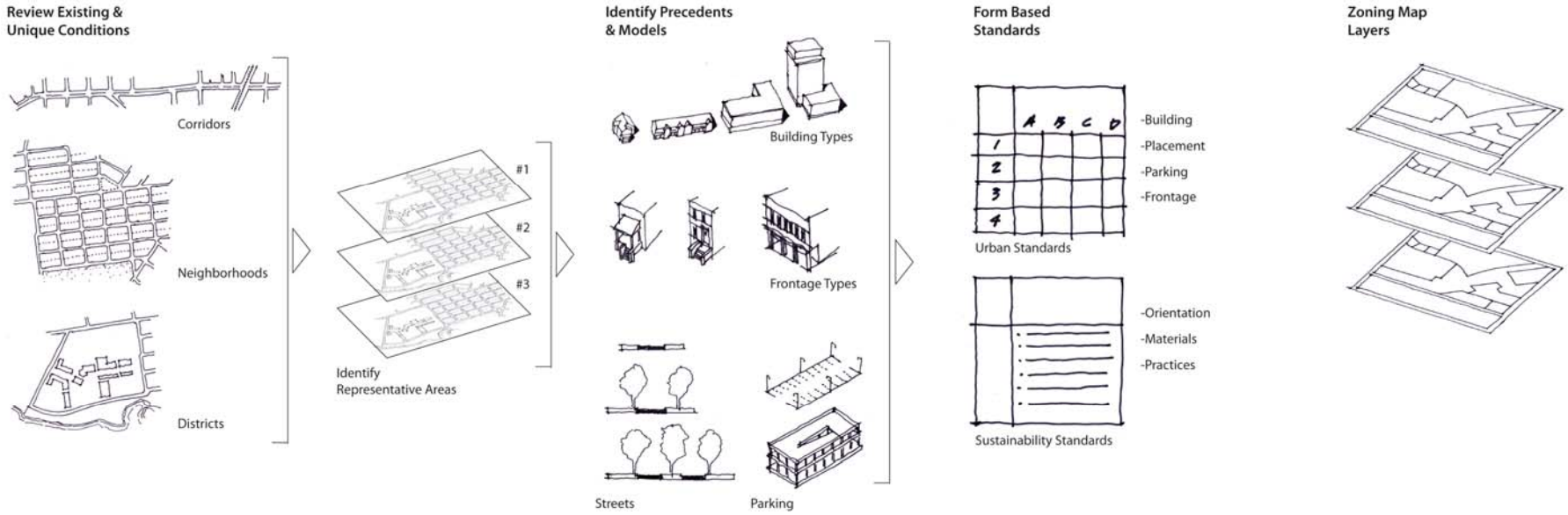
The Code Rewrite Process and Form-Based Standards

Zoning Code Rewrite

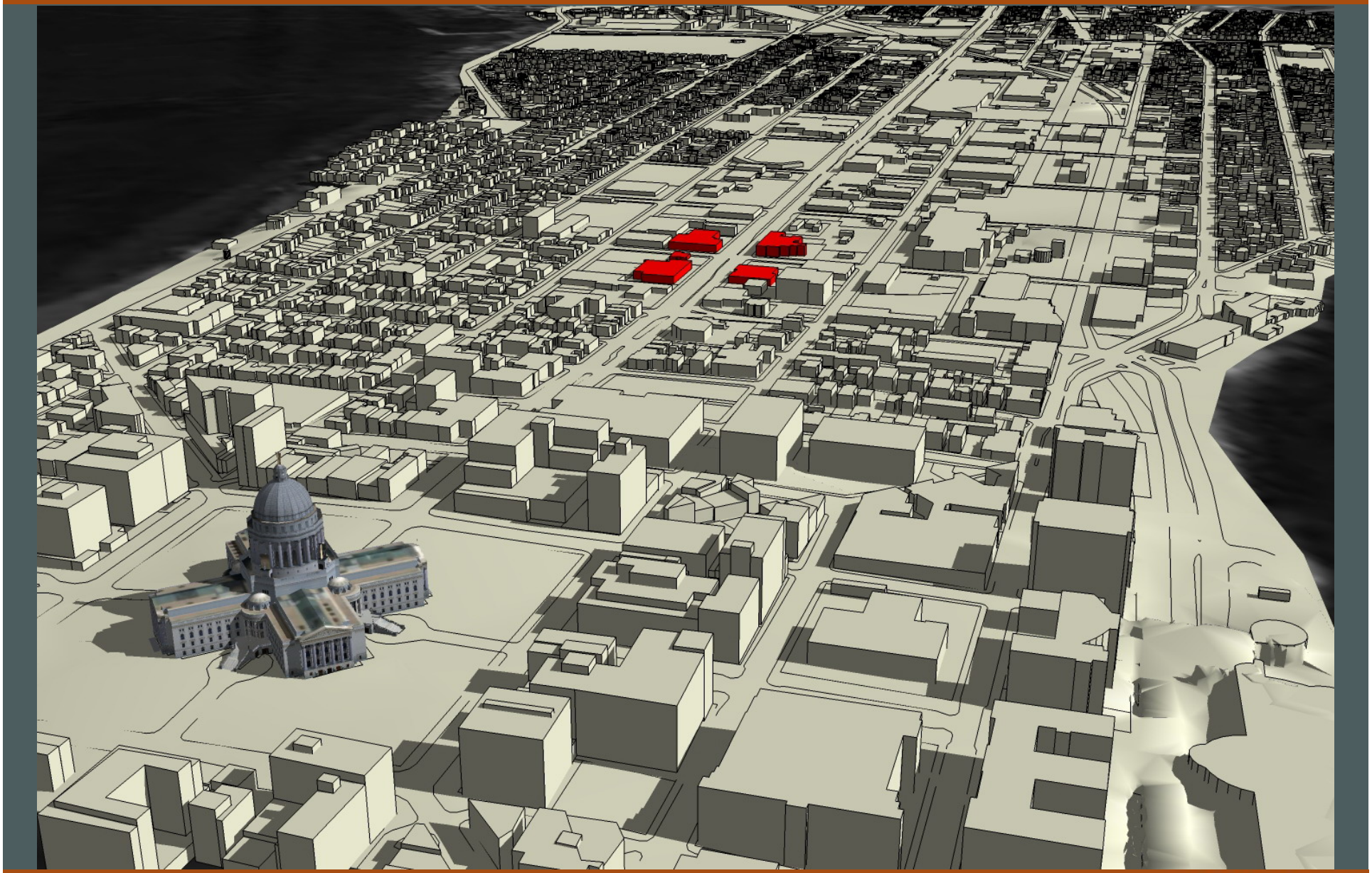


Issues & Analysis | Outline | Draft Code | Zoning Map

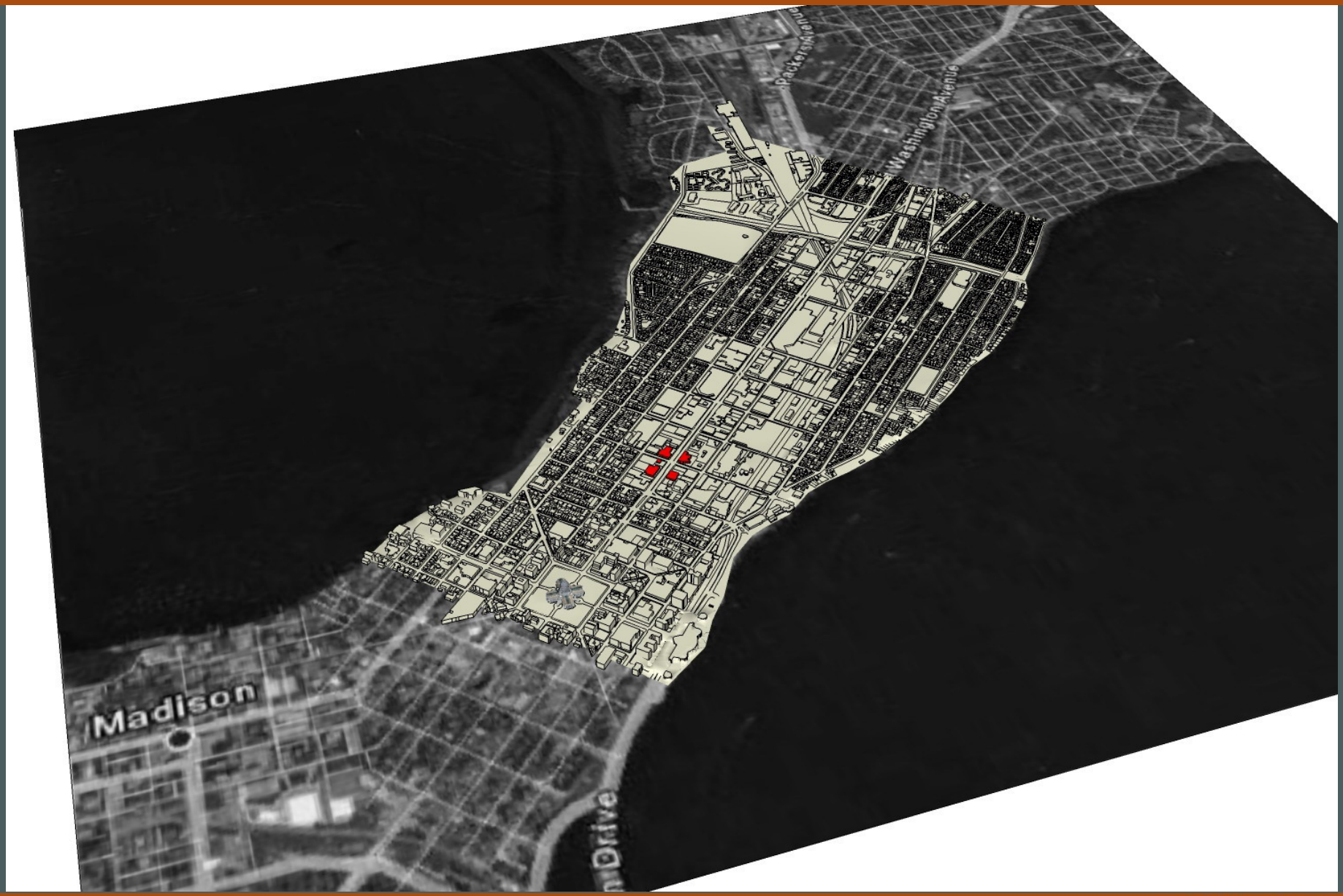
Form-Based Standards



Sample Model



Sample Model



4 Natural Laws

- Nothing Disappears (Conservation of Matter)
- Everything Spreads (Entropy)
- There is Value in Structure and Order (utility and economic value)
- Plants Create Structure and Order with the Sun (the Natural Cycle)

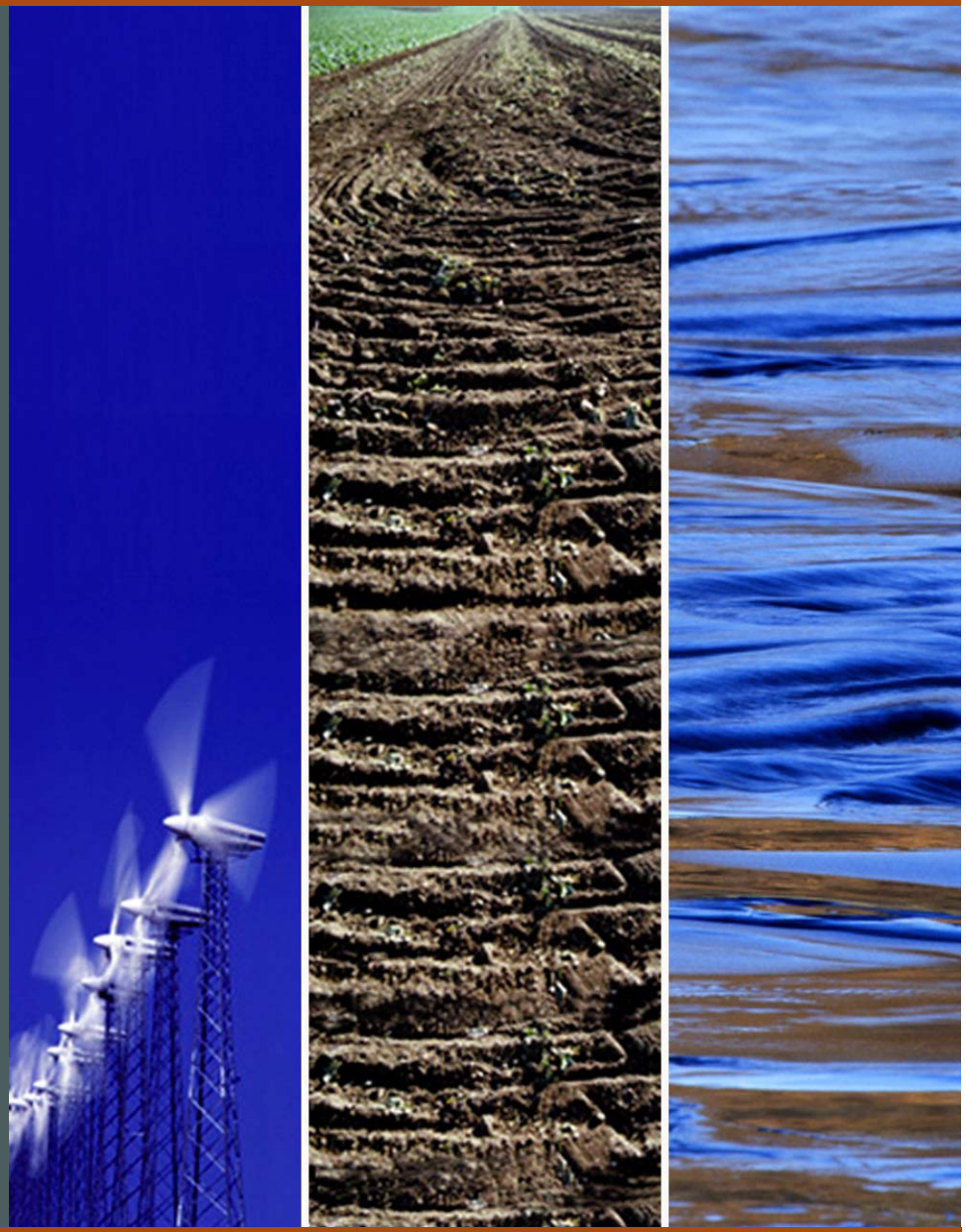
4 Natural Principles

- Minimize the use of materials taken from the Earth's crust
  What We Take

- Avoid the use of man-made products that spread toxins
  What We Make

- Relate to our environment in such a way as to do no harm the land, water and air
  What We Do

- Minimize the "stuff" we use and maximize our health and fun
  How We Meet our Basic Human Needs



How Does It Apply to the Zoning Code Rewrite?

- Understand the links between land use, transportation and energy use
- “MadiSUN” grant for solar energy incentives
- Incentives for daylighting of buildings, energy conservation
- Maximize use of “green infrastructure” – natural systems for stormwater management and water quality

What would you like to see the Code Rewrite accomplish?

- How have you been involved with the current Code?
- Can you identify “good examples” of development that used the Code?
- “Bad examples”?
- Examples of development projects that faced challenges in meeting code requirements?

CUNINGHAM
GROUP

Architecture Interior Design Urban Design

Cuningham Group locations: MINNEAPOLIS LOS ANGELES LAS VEGAS BILOXI BAKERSFIELD MADRID