

DRAFT

UNIFIED DEVELOPMENT CODE

Diagnostic Report

City of Pflugerville, Texas

Prepared by:

Code Studio

August 29, 2012

Part One: Introduction

Background **1**

Summary of Key Findings **4**

Next Steps **6**

Part Two: The “Big Ideas”

Incomplete Toolkit **7**

Housing - The Missing Middle **12**

Street and Block Connectivity **14**

Retaining and Attracting Jobs **16**

Old Town Pflugerville **17**

Coding for Sustainability **19**

Broadcasting Intent **21**

Part Two: Detailed Comments

Introduction **25**

1. General Provisions **25**

2. Administration **26**

3. Procedures **26**

4. Establishment of Districts and Boundaries **27**

5. Establishment of Overlays and Special Districts **30**

6. Nonconforming Uses and Sites **34**

7. General Regulations **34**

9. Site Development Standards **35**

10. Parking, Mobility and Circulation **37**

11. Landscaping and Screening Standards **39**

12. Tree Preservation Standards **40**

15. Subdivision Process **40**

16. Drainage Standards **42**

17. Engineering Design Standards **42**

18. Unified Development Code Sample Outline **44**

PART ONE: INTRODUCTION

Background

The City of Pflugerville has engaged national planning and development code consultants Code Studio to prepare a critical analysis of the City's Unified Development Code (UDC). The UDC implements Pflugerville 2030, the City's Comprehensive Plan and the "centers" strategy of that Plan, which focuses commercial activity in specific locations.

In the past decade, a lot has changed in how development occurs in Pflugerville. Some of this change is due to shifting trends nationally, but much of it is due to the recent construction of SH 130 and SH 45 that has made Pflugerville more accessible and therefore an increasingly popular place for residents and more recently, businesses and primary employers. The character to date has been predominantly suburban, with single-family homes, strip commercial centers, and small office parks. As the City continues to mature, it will need to densify, create activity centers, and become more urban in its form.

The City realizes this and with the recently adopted 2030 Comprehensive Plan has made a concerted effort to capture the community's current vision.

The Comprehensive Plan provides an action plan for revisions to the City's Unified Development Code and official Zoning Map, the key regulatory tools that implement the Plan.

The City has committed to develop a thorough understanding of the strengths and weaknesses of their current regulatory system. This helps establish a baseline against which tolerance for change, new policy and regulatory direction can be measured. In short, this report takes the conversation of how to regulate development in Pflugerville to the next level by identifying barriers in the City's current approach and projecting what is possible.

This report evaluates the UDC against national and regional best practices and recommends ways to generate a more modern, user-friendly, and streamlined code. The ideas and specific approaches outlined in the report represent only the beginning of the process. As conversations take place in the months ahead, the ideas presented will evolve. If Pflugerville wants to see results, the City must continue to discuss the recommendations, refine them based on updated policy changes, and ultimately work with the community to amend the UDC.



▲ The Old Town area deserves more specific controls than are included in the CBD Overlay District.

Photo: Flickr

In preparing this report, Code Studio reviewed a variety of regulatory and planning policy documents, developing a working knowledge of the UDC as well as the plans and policy reports. While our study of these documents provides a foundation for understanding the community's vision and regulatory framework, it was the time we spent touring the community, reviewing projects that have been built under the UDC, and meeting with City staff, stakeholders and private sector development professionals that provided the details of the problems and opportunities facing Pflugerville.

Our recommendations and analysis of the UDC and of City policy is based on both our review of documents and interviews with stakeholders. In some cases there were inconsistencies between what we read in City policy and the UDC, and what we heard in interviews. To the extent possible, these inconsistencies were highlighted in the report.

Documents Reviewed

Regulations

- » Unified Development Code
- » Engineering Design Guidelines & Construction Standards
- » Various ALUR districts

Plans

- » Pflugerville 2030 Comprehensive Plan
- » Parks & Recreation Master Plan
- » Old Town Pflugerville Vision Report
- » SH130 & SH45 Corridor Development Strategy
- » Pflugerville LID Guidance Manual
- » Comprehensive Economic Strategic Plan



▲ Lake Pflugerville has become one of the City's most popular attractions.

Photo: Flickr

Summary of Key Findings

The current UDC generates quality residential, commercial and industrial development. While the development pattern is mostly low-density, it is well-served by roads, trails and utilities. New development is attractively landscaped and uses

high-quality building materials. The quality of life for Pflugerville's residents is excellent. However, there are a variety of changes possible that will make Pflugerville more economically competitive, as well as attractive to a broader range of new residents.

1. Incomplete Toolkit



The UDC is incomplete when viewed as a tool for implementing the 2030 Comprehensive Plan. Additional thinking about **centers**, rural areas, public facilities, and mixed use districts is required.

2. Housing - The Missing Middle



Pflugerville is dominated by two housing types - single-family detached homes and apartments. Other housing types (cottage courts, townhouses, lofts) appeal to other demographic sectors, and constitute the "missing middle." Additional housing types should be encouraged.

3. Street and Block Connectivity



Street and block connectivity is already occurring through the subdivision and site planning process, but the regulations themselves have not caught up with City policies.

4. Retaining and Attracting Jobs



Today's market for attracting jobs requires "development-ready" land, and both map and text amendments should be made to get Pflugerville in an economically competitive place.

5. Old Town Pflugerville



Old Town has specific regulations regarding uses, but the standards for urban form in this walkable, connected place are lacking.

6. Coding for Sustainability



Pflugerville prides itself on many green elements already, but the UDC can do much more to reduce the barriers to sustainable living.

7. Broadcasting Intent



The current UDC does little to broadcast the quality of development desired in the community. This is mostly due to the lack of graphic illustrations in today's code.

Next Steps

This report will help the City reach agreement on the critical elements of the UDC that need to be changed. The City has several options for incorporating the concepts included in this report, as follows:

Option 1: Tweak the UDC

Modify the existing standards to make desired text changes that improve clarity and ease of use, as included in Part Two of this report. Option 1 could be conducted in-house by planning staff.

Option 2: Tweak, Reformat UDC

Reformat the UDC to add graphics that help illustrate dimensional and design standards. Reorganize the existing material into the Chapters outlined at the end of this report. Modify the existing standards to make desired text changes that improve clarity and ease of use, as included in Part Two of this report. No map changes would occur in this option. Option 2 may require the assistance of an outside consultant to prepare graphics and help develop a template for the reformatted code.

Option 3: Update the UDC

Discuss the big ideas of this report with the Planning & Zoning Commission and City Council. Include new or revised text responding to the “big ideas” as determined appropriate. Reformat and illustrate the full document. This might include the following key work items:

- » Revisit the residential districts. Determine how to encourage development of “missing middle” housing through the revision of existing districts or the application of new districts.
- » Revisit the commercial districts. Base replacement districts on the specific development patterns desired in each portion of the community. Replace the corridor districts based on desired future patterns.

Option 3 is the most aggressive, and would require a significant commitment of time from the Planning & Zoning Commission, City Council and planning staff. The process would include changes to the zoning map as well as the text of the UDC. This option would require substantial assistance from an outside consultant.

PART TWO: THE “BIG IDEAS”

Incomplete Toolkit

Mixed Use and Predictability

The UDC should contain all the tools necessary to be able to adapt to changes in the market. For example, GB-1 is currently the preferred mixed use/commercial district due to its flexibility. However, there is no predictability in the final development outcome. A wide spectrum of building types are permitted under current GB-1 rules, ranging from a single-story, large format retailer like a grocery or department store to a mid-rise office complex. While these building types are compatible in a well-planned development, the district remains unpredictable to adjacent neighbors and even to the City itself.

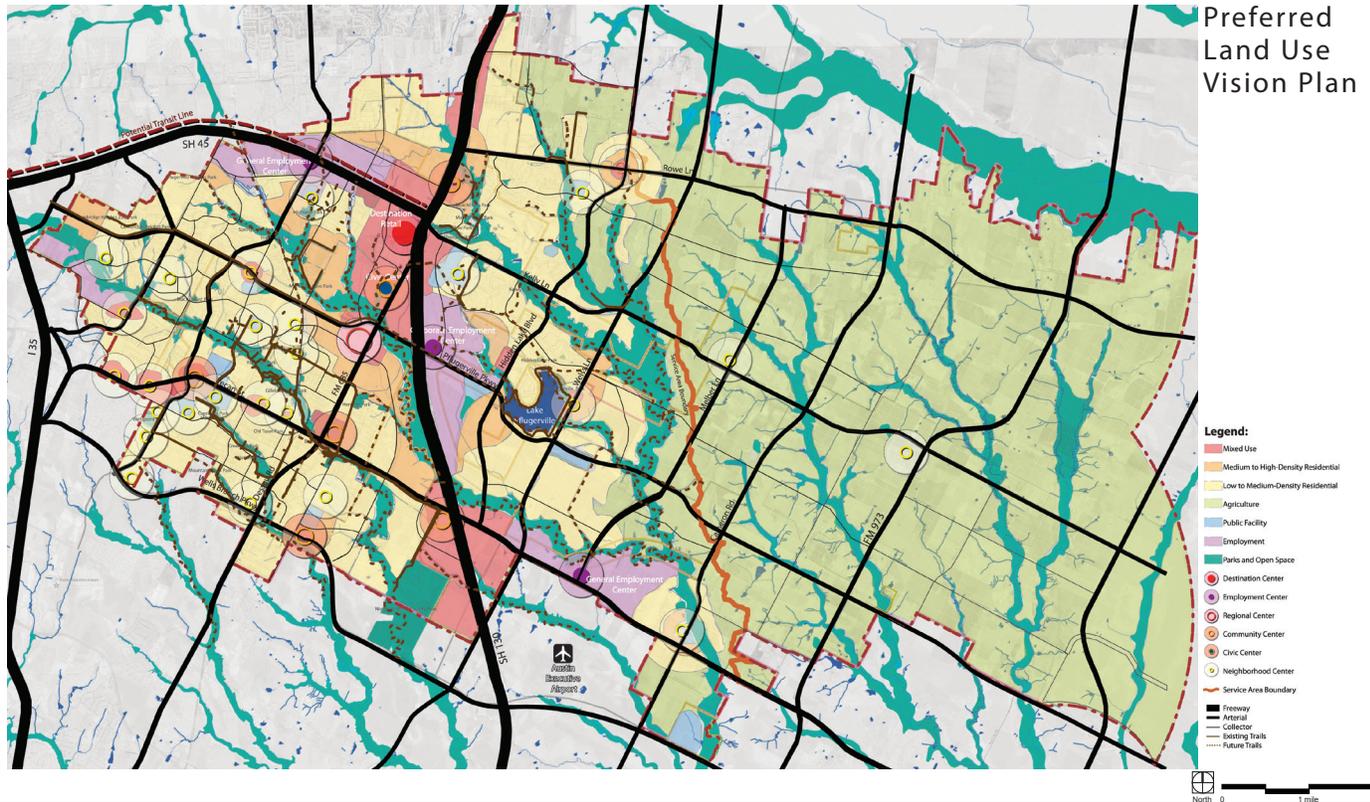


▲GB-1 allows this single-story commercial development with a large parking lot between the building and the street.



▲GB-1 also allows this seven-story office building pulled up to the street.

In most communities, modern regulations provide separate districts for development with such widely-varied character. Since GB-1 can be found abutting single-family residential areas, most communities would limit the height in the district to three or at most, four stories, in order to be more compatible with adjacent residential areas. Also, in many communities, a preference for location of development up to the street versus set back is a characteristic of different districts. Downtown and other pedestrian-oriented places typically require buildings pulled up to the street.



Pflugerville 2030 Comprehensive Plan - Land Use & Development Character

▲ The UDC is missing some key districts to fully implement the Preferred Land Use Vision Plan.

Agricultural Areas

At present, the City treats Agriculture areas as though they will simply be rezoned and become an urban part of the city some day. The possibility of high quality rural subdivision in the Agriculture area that is meant to remain rural (often described as “conservation or cluster subdivision”) is unavailable. Given the high quality agricultural areas and significant pattern of creeks in the eastern portion of the City's ETJ, some consideration of tools to protect rural land should occur. The current lot size (3 acres) is based solely on the area needed to install a septic system, and does not preserve land for agriculture.

A conservation or cluster subdivision is an alternative subdivision design where smaller lots are permitted in exchange for high quality common open space. According to the Comprehensive Plan, a conservation or cluster subdivision can be more attractive for a number of reasons. The presence of open space can be an amenity that raises the value of properties. These developments can help preserve the natural environment and maintain a distinct identity based upon their connection to the natural environment. The value of homes has been reported to have appreciated more over a given period than similar homes in other subdivisions, as buyers

are willing to pay a premium for homes in more natural surroundings. In addition, there is no current zoning category to implement the public facilities, parks, open space or civic centers future land use categories.

Implementing the Centers Strategy

Pflugerville's 2030 Plan provides for a series of centers located throughout the community. The centers are divided into the following categories:

- Destination Center (Stone Hill)
- Employment Center (SH 130 and SH 45 corridors)
- Regional Center (Pflugerville Parkway at 685)
- Community Center (throughout the City, including downtown)
- Civic Center (685 at the Police Station)

In many communities, each type of center would have its own zoning classification, to ensure the correct mix of uses and height and bulk of buildings. In the case of Pflugerville, there are a variety of implementing districts ranging from older commercial designations such as GB-1 to the newer corridor designations along SH-130.

One key point about the growth of Pflugerville as a community is that the downtown area (Pecan at 685) is no longer the "center of gravity" for the community. Early commercial development occurred closest to I-35; however, most of the recent activity has been along 685, and the future may hold more activity near SH-130. As the community's most intense development moves north and east, the

designation of centers allows non-planners to understand where the community is headed in terms of its fundamental land use framework.

As described earlier, the GB districts can take many forms, depending on the developer's desire. The Corridor Districts are similar, in that two development options are allowed -- current patterns similar to those found throughout the community, plus newer patterns of more intense, walkable mixed use development. Both are quite unpredictable in their end results.

If the City is serious about implementing the centers strategy illustrated in the Preferred Land Use Vision Plan, then an overhaul of the districts applied to centers should occur. Steps in that process include:

1. Determine the Form of Each Center Type

The Plan does not provide adequate detail to prepare new zoning districts for each center type. A community discussion to refine the desired form of each center type should occur first.

It is important to note that Pflugerville currently suffers from a lack of density needed to support much more retail and the City especially lacks the types of intensities typically found in vertically mixed use developments. The development community is rightfully hesitant to bring new forms of development to the community, and the current market does not support high risk. The market reality is that the kind of urban mixed use development that Austin enjoys at locations like the Domain or the Triangle lie far in Pflugerville's future. This implies that Pflugerville may not be ready to mandate walkable, vertically integrated mixed use in locations other than where it exists today (such as the downtown).

2. Craft Regulations for the Desired Form

New zoning should replace portions of the GB districts and Corridor Districts as a mechanism to implement the desired form. Narrowing the potential bulk and mass of buildings to a predictable range is needed both to help neighbors understand what is coming next door to them, as well as helping the development community meet Pflugerville's expectations. The new regulations would be adopted as a text amendment to the existing code. They should be highly illustrated to broadcast the community's intent.

3. Rezone the Centers Using New Districts

The final step is to map the districts through a rezoning process. Any rezoning should reflect a balance between what is on the ground today, and the desired patterns for future development. There is no need to rezone recently constructed center development and create nonconformities; however,

undeveloped land and other sites that may be ripe for redevelopment in the near future should receive new zoning that matches the community's vision.

One final note regarding the centers strategy. If Pflugerville really wants these centers to emerge and evolve, public investment will be required in addition to regulation. It is common knowledge that communities do not regulate their way to great development. Instead, they partner with the development community to make great places happen through public and private investment.



▲ A downtown has a very different form when compared to an auto-oriented shopping center.

DRAFT July 16, 2012

Sec. 2.6. Downtown Mixed Use: 3 stories (DX-3)

The DX-3 District is intended to accommodate a mix of compatible uses in a variety of building types in a pedestrian-friendly and walkable environment where buildings do not exceed three stories in height.



A. Permitted Building Types

- Mixed Use Shopfront
- Traditional Shopfront
- Single-Story Shopfront
- General Building
- Civic Building
- Apartment
- Townhouse
- Cottage Court
- Detached House

B. Maximum Building Heights

- 3 stories Mixed Use Shopfront, General Building, Apartment, Townhouse, Civic Building
- 2 stories Traditional Shopfront, Cottage Court, Detached House
- 1 story Single-Story Shopfront

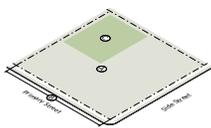
Form-Based Code Downtown Malta | 7

Any new districts drafted for the UDC should be heavily illustrated to "broadcast" the community's intent to developers and neighbors.

DRAFT July 16, 2012

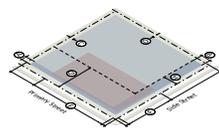
Sec. 3.4. Mixed Use Shopfront

1. Lot



Lot Dimensions	
Lot area (min)	5,000 SF
Lot width (min)	50'
Lot Parameters	
% of outdoor amenity space (min)	20%

2. Placement

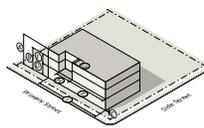


Building Setbacks	
Primary street (min/max)	5/10'
DA-3 exception	5/85'
Side street (min/max)	5/15'
Common lot line (min)	0' or 5'
Common lot line, abutting protected district (min)	15'
Alley (min)	5'
Build-to Zone (BTZ)	
Building in primary street BTZ (min % of lot width)	70%
Building in side street BTZ (min % of lot width)	30%
Parking Setbacks	
Primary street (min)	30'
DA-3 exception	10'
Side street (min)	10'

22 | Form-Based Code Downtown Malta

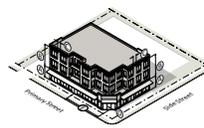
DRAFT July 16, 2012

3. Height and Mass



Building Height	
Building height (max)	3 stories / 40'
DX-3, DA-3	3 stories / 40'
DX-4, DN-4	4 stories / 50'
Reduced height may be required when abutting a protected district (see Sec. 3.3.N)	
Building height (min)	2 stories
Story Height	
Ground floor elevation (min/max)	0/2'
Ground story height, floor to ceiling (min)	13'
Upper story height, floor to ceiling (min)	9'
Building Mass	
Upper story street-facing wall length without offset (max)	100'
Upper story street-facing wall offset depth (min)	4'
Upper story street-facing wall offset depth (min)	8'
Building length, street-facing facade (max)	175'

4. Activation



Transparency	
Ground story, primary/side street (min)	60%/50%
Upper story, street-facing facade (min)	20%
Blank wall area, primary/side street (max)	30/40'
Pedestrian Access	
Entrance facing primary street	Required
Entrance spacing along primary street (max)	75'
Permitted Building Elements	
Feath	No
Shoop	No
Balcony	Yes
Gallery	Yes
Awning/Canopy	Yes
Forecourt	Yes

Form-Based Code Downtown Malta | 23

Housing - The Missing Middle

Great neighborhoods are the building blocks of great communities. One of the characteristics of a great community is representation of a variety of people—young and old, rich and poor. Pflugerville has grown on the basis of providing reasonably-priced single-family detached housing. The majority of this housing was built when the City's rules required a 9,000 square foot lot. This has led to a significant mono-culture of housing throughout much of the community. The recent addition of apartment living to the community means Pflugerville offers two ends of the housing spectrum, but is missing the middle. These choices also appeal to families - placing pressure on the local school system.

Over-reliance on single-family detached and apartments has resulted in a lack of housing choice. The development community has been unwilling or unable to provide housing styles that could attract young couples without children, retirees or company executives. **Much of the reason for this is the current perception of Pflugerville's niche in the marketplace, compounded by hesitancy to take unnecessary risks in a down economy.**

One way to achieve diversity in age is to pursue the planning principle of "life-cycle" housing. Life-cycle housing is defined as the opportunity to provide a person's housing needs for their entire lifetime within a single neighborhood or area, or from Pflugerville's perspective, the same city. The concept implies that mixed neighborhoods containing starter homes, larger homes for families, apartments,



▲ Over-reliance on 9,000 square foot single-family housing reduces the choices available to prospective residents.



▲ Cottage courts provide smaller homes that are attractive to young couples and empty nesters.

lofts, townhouses, and assisted living facilities for the elderly should all be located in relatively close proximity so that one's entire lifetime could be spent within a single neighborhood.

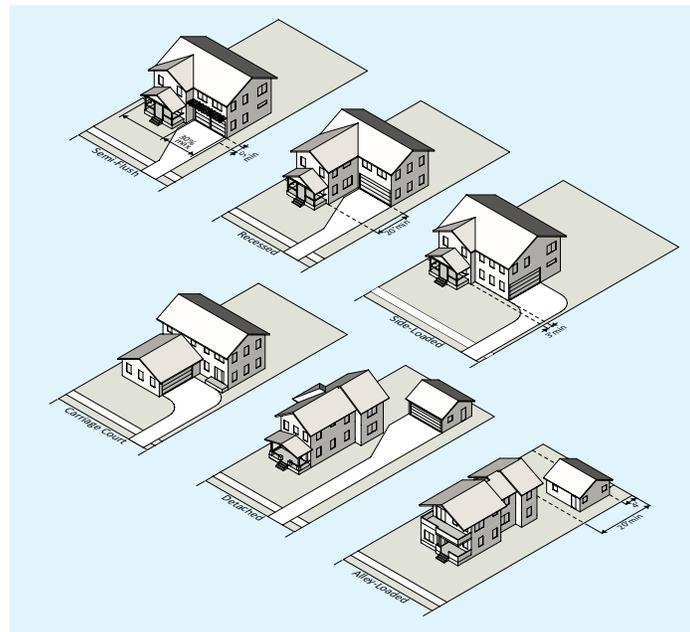


The current base residential districts do not easily allow or encourage a mix of housing types within the same development or subdivision. Where a developer wants to build a development with multiple housing types such as cottages, townhouses, duplexes, lofts, or accessory dwelling units, they cannot easily do so within the same base residential district and are likely to use the ALUR process. This adds cost and time for the developer in comparison to building in a base district. Allowing a variety of housing types and lot sizes in some existing residential districts, without excessive restrictions on design, will help increase housing diversity in new and existing neighborhoods.

Garage placement plays an important role in establishing the walkability of a neighborhood. The UDC currently has provisions that prevent street-facing garages, however, the UDC does not offer enough by-right placement options. The UDC currently bans all street-facing garages regardless of where the garage is in relation to the house. The City of Raleigh's new UDC will have a series of garage placement options that offer homebuilders greater flexibility, but at the same time reduce the impact of garage doors on the streetscape.



▲ A row of townhouses in North Richland Hills, a City located about 30 miles west of Dallas.



▲ Raleigh's new UDC will have a series of garage placement options that offer homebuilders greater flexibility.

Street and Block Connectivity

Street and block connectivity is an important element when thinking about walkability, bikeability and traffic congestion. Connectivity refers to the directness of travel routes between any two locations, and the number of alternative routes available for traveling between any two locations. Connectivity in turn affects the environment, sustainability and other quality-of-life issues.

An interconnected street network absorbs and diffuses traffic rather than concentrating it in one location. High connectivity reduces emergency response time. Vital public and private services, such as postal, sanitation, and bus service, can be delivered more efficiently. Variety, choice and convenience to the traveler are provided through the opportunity of using multiple routes. Air quality is improved through reduced vehicular trip lengths and a reduction in vehicle emissions.

There is a direct correlation between the walkability or bikeability of a place and the level of overall connectivity. Today, many short trips in Pflugerville are being made by bike or on foot because of the expansive multi-purpose trail system.

From looking at the built results, the City is currently getting excellent connectivity results; however, the current regulations do not have adequate connectivity standards. For example, the subdivision standards set intersection spacing requirements for roadways by street class that could lead to maximum block lengths of up to 1,200 feet between local streets. A more appropriate range between local residential streets would be between 600 and 800 feet. Also, different portions of the City may demand



▲ Existing residential subdivisions show excellent connections to adjacent undeveloped tracts.

different size blocks based on their character, and this should be addressed in the UDC.

There are a number of approaches the City could apply to regulate block size and connectivity more effectively. The simplest approach would be to use the block standards developed for the Corridor Districts and apply them city-wide, with variations on dimensions based on zoning district. Another parallel technique is to require the dedication of right-of-way through commercial parking lots (see Kentlands case study on the following page). Primary drive aisles are dedicated as public right-of-way. While they are not built to public street standards, the right-of-way exists in the correct location and at the correct width, should future redevelopment occur. The drive aisle must be built to look like a street and can then be used to meet the block standards.

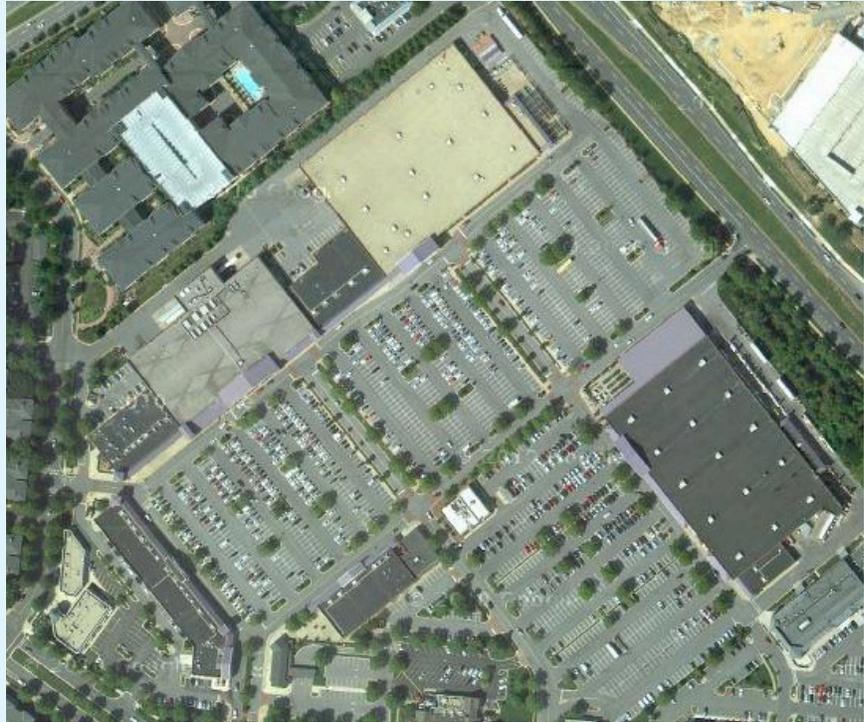
Also, a lack of clarity regarding connection to stub streets has led to unsatisfying results where existing neighborhoods intended to be connected to their adjacent neighbors complain about the connection and succeed in eliminating it at the time of subdivision of adjacent property. This short-term view means city-wide connectivity objectives may not be achieved. The City should consider adopting a provision that requires adjacent development to connect to any abutting stub street.

Case Study: Kentlands

The Kentlands is an award-winning community located in Gaithersburg, Maryland (about 30 minutes northwest of D.C) What makes the Kentlands different from the surrounding area is that people can walk to do their shopping, walk to school or work. There are single-family homes, townhouses, condominiums and rental apartments along with live/work units.

The Kentlands Boulevard Commercial District is an 80-acre commercial area divided by a four-lane boulevard. On the north side of the Boulevard sits the Kentlands Square Shopping Center with approximately 250,000 square feet of retail and Kentlands Place, consisting of approximately 137,000 square feet of retail and 16,000 square feet of office. The south side of the Boulevard consists of the 20-acre Market Square Shopping Center that has 252,000 square feet of retail.

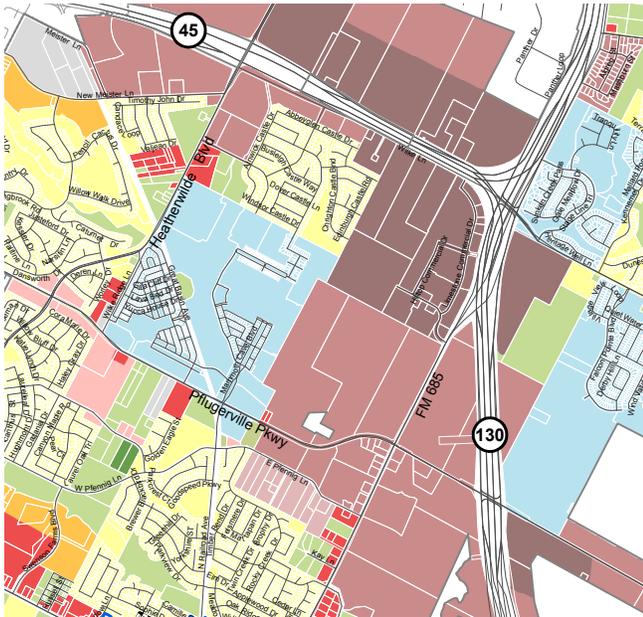
A conventional development pattern (Kentlands Boulevard Commercial District) on the edge of the community was



developed to support and help fund the more innovative, mixed use and pedestrian-friendly portion of Kentlands. However, the large format retail buildings are organized on a street grid made up of parking lot drive aisles. Drive aisles that make up the block network were dedicated to the City of Gaithersburg as named streets (and today they have street signs on them). By doing this, the City could ensure that the large format retail buildings would fit into the surrounding network of streets

and sidewalks; that adequate connectivity was provided through the development; and that a block framework was created that would allow for easier redevelopment of the site over time.

Retaining and Attracting Jobs



▲The Corridor Districts (shown in rosy brown above) sit on prime employment land.

Pflugerville suffers as a community from a lack of daytime employment within the City's boundaries. Many of Pflugerville's potential sites for future employment uses are not immediately ready for jobs that may be demanded in the current market. For example, the Corridor zoning district CL-5 (which sits on a significant amount of prime employment land close to SH 130 and 45) requires special district approval for industrial uses, and research and development uses are not allowed.

There is no district in the UDC focused on accommodating the tech sector (office, research and development, and flex space appropriate for office/distribution uses), which is in high demand in neighboring communities. A broader approach to accommodating the tech sector may be needed. Some consideration of this approach as part of a series of mixed use districts might be appropriate.

Many tech sector industries value nearby hotel and residential opportunities as options for their visitors and workers. In addition, restaurants and retail services support nearby daily workers and evening residents. Tech sector employers are also looking for a high-level of pedestrian-scaled and walkable amenities. Supporting the tech sector could be accommodated by either mapping a series of existing commercial or residential districts, or by using a new mixed use district with options for the appropriate types of urban form and uses necessary to accommodate the tech sector.

The General Business - 1 is currently the best mixed use district in the UDC; however, the district is inherently unpredictable and offers very little terms of a defined outcome (see also "Incomplete Toolkit" on page 5). The Office 2 District does not currently allow any residential uses. Furthermore, the current base residential districts do not easily allow for or encourage housing types that would be attractive to tech sector employees such as low-maintenance townhouses, loft apartments, or executive housing (see also "Housing - The Missing Middle" on page 7). According to the recently drafted Pflugerville Comprehensive Economic Development Strategic Plan, Pflugerville could be missing out on potential residents because of the limited housing options.

There is also a conflict between the City's current rules for building materials and common industrial area practices. While it is quite reasonable to ask that corridors running through industrial areas be well-landscaped and employ high quality building materials, it is common for communities to reduce the standards in areas away from the key corridors. Allowing a traditional metal building, hidden from view of the traveling public, is one way to remain competitive in providing for light industrial



▲Old Town is identified as one of the primary activity centers in the 2030 Comprehensive Plan. Old Town deserves more specific controls than are included in the CBD Overlay District.

sites. This concept is currently applied in the 685 Commercial Park Overlay District, and should be extended to all industrial areas of the community.

In addition, jobs are often priced out of light industrial areas by schools, churches and indoor sports facilities. These uses have other opportunities to locate throughout the City, but rely on the lower land cost of light industrial areas, forcing legitimate industrial uses to neighboring communities.

Old Town Pflugerville

Old Town is the historic heart of Pflugerville and should continue to be considered as a vibrant place for walkable commercial and residential opportunities. Old Town is different from other

portions of Pflugerville. It provides the best opportunity for a rich mix of uses, supplemented by walkable streets and historic buildings. As with any good mixed use area, Old Town follows the basic design rules of pedestrian-focused development. Buildings are pulled up to the street, ground floors are activated with windows, wide sidewalks and on-street parking are all found in Old Town. These fundamental design elements are what contribute to the overall walkability of the area. It is truly an opportunity to live, work and play in the same area.

Old Town is identified as one of the primary activity centers in the 2030 Comprehensive Plan and deserves more specific controls than are included in the CBD Overlay District, which restricts certain

uses, but does nothing to protect the character of development. As stated in the Old Town Pflugerville Vision Report, the City's needs to establish a new base downtown zoning district versus the current practice of applying—in a piecemeal fashion in some locations—the standard residential, commercial, and office districts that are used elsewhere in the community. The City should also consider creating one set of integrated use standards versus applying supplemental standards through an overlay approach.

In addition, Old Town continues to have boundary and transition issues, which should be resolved through the application of clear policy and consistent zoning. The City needs to continue a dialogue with adjacent homeowners and existing business owners to determine if the boundary should be moved from several street to mid-block (alley) locations.

To help resolve some of the outstanding issues, Old Town may be a perfect candidate for a form-based code. Form-based coding is now a well-

used regulatory tool that can provide protection to established downtowns. Form-based codes place the primary emphasis not on use, but on the physical form of the built environment with the end goal of producing, protecting or enhancing a particular specific type of “place”.

The principle of form-based coding is that physical design (including potential adjacency issues) is more important than use. Land use is not ignored, but more loosely regulated using broad parameters that can respond to market economics, while also prohibiting socially or environmentally undesirable uses. Form-based coding regulates things that directly affect the way a building and street function to enhance pedestrian activity and mixing of uses. Simple and clear graphic standards are developed to control future development through a public participatory planning effort. In short, form-based coding is an effective way to translate desired outcomes into regulatory language that helps create the physical place envisioned by a community.

►
Form-based coding is now a common regulatory tool that provides simple and clear graphic pages.

Chapter 3: Building Types Sec. 3.2 Mixed-Use Building
 3.1.3 Building Type Descriptions

Height and Use		Form	
Height		Transparency	
● Building height (total)	Varies (see Sec. 4.10)	● Ground story (max)	30%
● Building height (max)	30'	● Upper story (max)	30%
● Step-back at 40' (max)	10'	● Block wall area (max)	10'
● Ground story finished floor elevation	0'	● Entrances	
● Ground story height, floor to floor (min)	14'	● Street facing entrance	Required
● Upper story height, floor to floor (min)	10'	● Entrance spacing (min)	75'
Use Summary		Building Element Summary	
● Ground story*	Commercial, civic	● Public**	Shopfront, awnings, gallery, awning
● Upper story*	Residential, commercial, civic	● Semi-Private*	Residential garage, kitchen, balcony
See Chapter 4 for a specific use requirements.		● Private	Courtyard, Loading Dock
		**See Sec. 3.7 for a specific building element requirements.	

Resort Area Form-Based Code
 Virginia Beach, Virginia 3-7
 DRAFT | 28 May 2010

Chapter 2: Street Frontages Sec. 2.1 Street Frontage Map

Legend:

- 100' BUILDING HEIGHT (SEE SEC. 3.10)
- 120' BUILDING HEIGHT (SEE SEC. 3.10)
- 140' BUILDING HEIGHT (SEE SEC. 3.10)
- 160' BUILDING HEIGHT (SEE SEC. 3.10)
- 180' BUILDING HEIGHT (SEE SEC. 3.10)
- 200' BUILDING HEIGHT (SEE SEC. 3.10)
- 220' BUILDING HEIGHT (SEE SEC. 3.10)
- 240' BUILDING HEIGHT (SEE SEC. 3.10)
- 260' BUILDING HEIGHT (SEE SEC. 3.10)
- 280' BUILDING HEIGHT (SEE SEC. 3.10)
- 300' BUILDING HEIGHT (SEE SEC. 3.10)

Resort Area Form-Based Code
 Virginia Beach, Virginia 2-3
 DRAFT | 11 Mar 2010

Coding for Sustainability

Pflugerville is a community intent on becoming economically and environmentally sustainable. The City has an excellent network of bicycle connections and sidewalks, and a light industrial park focused on alternative energy. While well-intentioned, these elements focus more on incremental site features and the connection of single-use developments rather than the creation of vertically and horizontally, mixed use, and pedestrian-friendly neighborhoods. Suggesting that development patterns in Pflugerville should change overnight is not realistic. However, as Pflugerville considers updates to the UDC, the City should encourage the building of mixed use, walkable places. As part of this gradual change in course, the City should consider the following changes:

Allow encroachments for green features

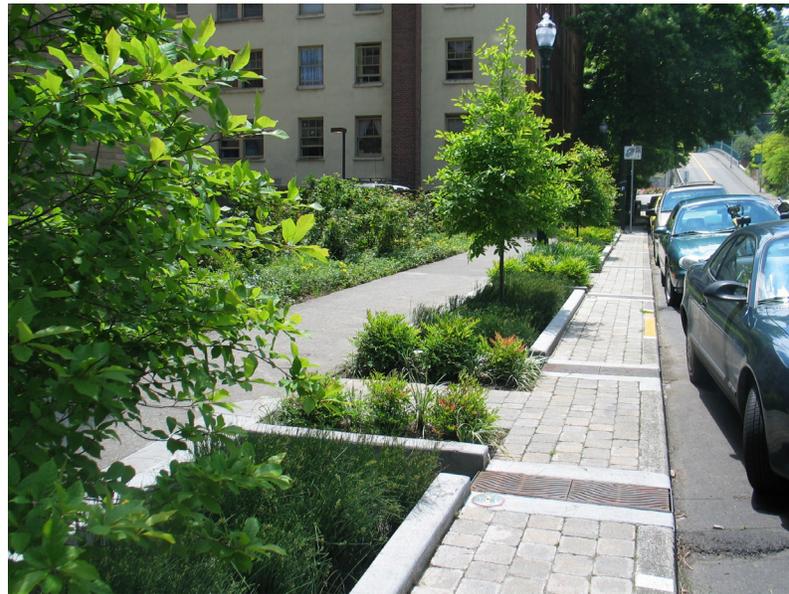
Consider allowing building features such as rain barrels, solar panels, wind turbines green roofs, rain gardens and other sustainable practices to encroach into required side and rear setbacks and maximum height limits.

Continue to promote pedestrian bicycle facilities

Pflugerville should continue to produce high-quality, connected pedestrian and bicycle amenities.

Encourage urban agriculture

Encourage community gardens as a principal use allowed by-right in all residential and some mixed use districts with appropriate standards. When properly managed, community gardens can contribute to social interaction and better health through increased consumption of locally cultivated produce.



▲ **The City has an opportunity to lead in the provision of green infrastructure and renewable energy in the region.**

Allow functional landscaping alternatives

Many communities are allowing some forms of functional landscaping as an alternative to conventional landscaping. Examples include allowing fruit trees to be included as allowed tree types.

Enhance stormwater options

The City has an opportunity to lead in the provision of green infrastructure in the region. Across the country, communities are providing stormwater options that employ streets and parking areas to manage stormwater as close as possible to where the rain lands. Special standards should be applied near key resources, such as Lake Pflugerville, to ensure continued water quality as development occurs.

Promote compact development

Under the UDC, it is difficult to build compact residential neighborhoods. In recent history, small lot development has occurred only through the ALUR process. The new small-lot residential options are overburdened with excessive design standards. The City should consider proactively mapping districts with smaller lot sizes to promote compact options.

Build up to the Street

Pflugerville should consider a mix of zoning districts that not just allow, but require buildings to be built to the street. The City should take care in mapping these districts only in areas that have streets where it is appropriate to build up to the sidewalk. Consider developing form standards for to help ensure that streets are appropriately activated and help ease residents' fear of urban development. Start with the Old Town area. Form standards typically deal with such issues as build-to areas, building mass, ground floor transparency, blank wall area, entrance separation and building articulation.



▲ Under the UDC, it is difficult to build compact residential neighborhoods.

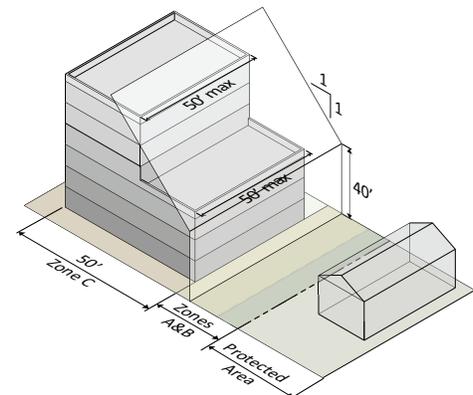
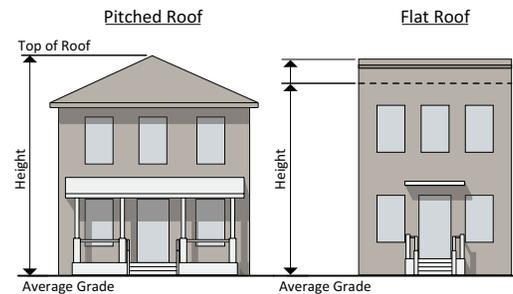
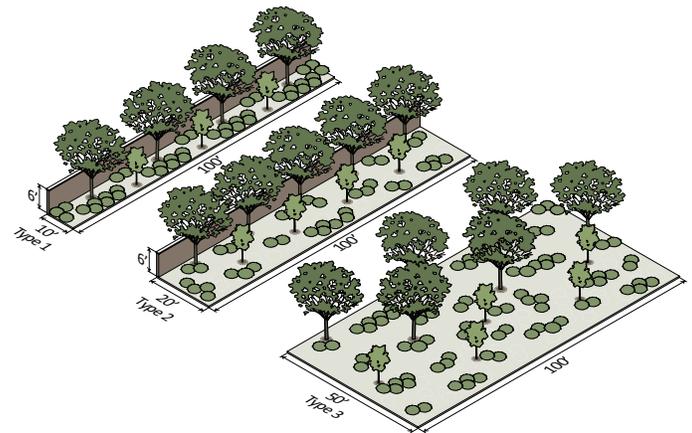
Broadcasting Intent

Plain Language

The trend in development codes is to move away from codes written primarily for lawyers and toward codes that are written for the general public and design professionals. An important part of this is to eliminate the typical legalese in favor of a more plain language approach to drafting. This means the use of plain language in the various provisions. Any excessively “lawyered” provisions, including legal terms of art such as “herein” or “therefor” should be written out of the UDC, and where possible, replacing “shall” with “must” can help overall readability. This is not to suggest that a legally-defensible code is not critical, but even the federal government has moved to require plain language drafting.

Graphics

The UDC currently makes limited use of graphics. As they say—“a picture is worth a thousand words.” While we are not suggesting the City eliminate the words, supplementing them with images and tables makes access to information more intuitive for people. Graphics are most helpful for illustrating standards, especially those related to measurement of standards. Graphics provide the opportunity to signal the quality of development the community expects. Additional graphics would make the UDC easier to use and to understand. Simple flow charts for procedures provide a helpful overview. Illustrations of sign types could rely on photographs of existing examples, while lot layout standards should use plan views, and design standards should use elevations or isometric views. Where possible, best practice concepts should be used in the illustrations in the UDC as a guide to sound development practices.



For example, the Corridor zoning districts allow for both conventional and TND development patterns. Without the accompanying graphics that support these concepts, a user may struggle to understand the options available. A few key diagrams would clarify the issue of alternative development patterns.

Consolidated Use Table

We recommend creating a consolidated use table that includes all the zoning districts. This allows for comparison and consistency across all the zoning districts. The City’s current approach—summarizing uses for set of districts (residential districts, nonresidential districts, corridor districts)—makes it difficult to see what uses are allowed for all districts throughout the City.

Page Layout

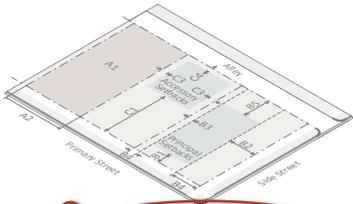
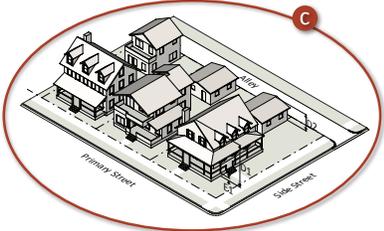
Development regulations don’t have to read like a novel, but they do need to be laid out so that people can intuitively find the information they need. The evolution of page layout software beyond basic word processing has significantly involved in recent time. Now, features such as running headers, that allow the reader to quickly flip through pages of the code, footers on each page with a date of publication or adoption help reassure users they have the most current copy of the code. At the time that the City updates or significantly edits the UDC, the City should consider updating the page layout of the to include some of the features identified on the following page layout examples.

USE CATEGORY		PRINCIPAL USE	P	OS	FW	CA	CIV	R-MP	R-E	R-15	R-10	R-8	R-6	R-3	RU-1	RU-2	RU-3	RU-4	RU-5	R-W	OG	CNU-1	CNU-2	CNU-3	GBD	CNP-1	CNP-2	EMP	WD	IH	Use Standard	
RESIDENTIAL																																
Household Living <i>(see 2.9.2A)</i>	Single-Family Detached																															
	Conventional																															
	Side Yard House																															
	Cottage																															
	Single-Family Attached																															
	Semi-attached																															
	Two-Family																															
	Townhouse																															
	Multifamily																															
	Large Home																															
	Stacked Townhouse																															
	Apartment																															
	Upper-Story Residential																															
	Live-Work																															
	Manufactured, Modular Home																															
Mobile Home																																
Manufactured Home Park																																
Group Living <i>(see 2.9.2B)</i>	Boarding House, Rooming House, Single Room Occupancy																															
	Fraternity, Sorority, Dormitory																															
	Monastery, Convent																															
	Nursing Home, Full-time Convalescent, Hospice																															
	Personal Care Home for the Elderly																															
	Residential Home for the Elderly, Assisted Living Facility																															
	Supportive Living Facility																															
CIVIC																																
Community Service <i>(see 2.9.3A)</i>	Museum, Library																															
	Neighborhood Arts Center or Similar Community Facility (public)																															
	Philanthropic Institution																															
	Police, Fire, EMS Substation																															

▲ A consolidated use table would allow for comparison and consistency across all the zoning districts.

ARTICLE 6. URBAN | Sec. 6.2 Building Types
6.2.1 Detached House

6.2.1. Detached House
A building type containing one principal dwelling unit typically located on a single lot with private yards on all four sides.

	R-1	R-2	R-4	R-6	R-10
A. Lot Dimensions					
A1 Area (min)	20,000 sf	10,000 sf	6,000 sf	4,000 sf	3,000 sf
A2 Width (min)	80'	65'	50'	45'	30'
B. Principal Building Setbacks					
B1 From primary street (min)	20'	20'	10'	10'	10'
B2 From side street (min)	20'	20'	20'	20'	20'
B3 From side lot line (min)	10'	10'	5'	5'	5'
B4 Sum of side setbacks (min)	20'	20'	15'	10'	10'
B5 From rear lot line (min)	30'	30'	20'	20'	15'
C. Accessory Structure Setbacks					
C1 From primary street (min)	50'	50'	50'	50'	50'
C2 From side street (min)	20'	20'	20'	20'	20'
C3 From side lot line (min)	5'	5'	5'	5'	5'
C4 From rear lot line (min)	5'	5'	5'	5'	5'
C4 From alley (min)	n/a	n/a	4' or 20'	4' or 20'	4' or 20'
D. Height					
D1 Principal building (max)	40/ 3 stories				
D2 Accessory structure (max)	25/ 2 stories				
E. Ground Floor Elevation					
E1 20' or less from front property line (min)	2'	2'	2'	2'	2'
E1 More than 20' from front property line (min)	0'	0'	0'	0'	0'
F. Allowed Building Elements*					
Porch, stoop					
Balcony					

* see Sec. 6.1.11 for specific building element requirements.

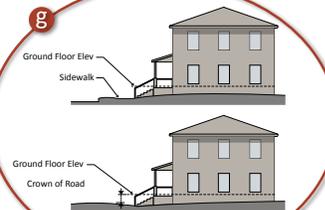
6-4 | Land Use Toolkit - Zoning Code

Version 3.0 11/15/2010

- a Running header
- b Prominent titles
- c Graphics and illustrations
- d Clean, Easy to Read Tables Convey Information
- e Page Numbers reference Article
- f Adoption Date

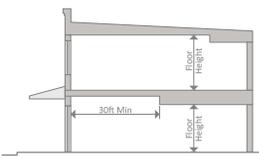
Sec. 9.1 Measurement & Exceptions | ARTICLE 9. RULES FOR BUILDING TYPES
9.1.4 Setbacks

B. Ground Floor Elevation
Ground floor elevation is measured from the average curb level of the adjoining street, or if no curb exists, the average level of the center crown of the street to the top of the finished ground floor.



C. Floor Height

- Floor height is measured from the top of the finished floor to the ceiling above.
- Minimum ground story height applies to the first 30 feet of the building measured inward from the street facing facade. At least 50% of the ground floor must meet the minimum height provisions.
- At least 80% of each upper story must meet the minimum upper story height provisions.



D. Height Encroachments
Any height encroachment not specifically listed is expressly prohibited except where the Planning Director determines that the encroachment is similar to a permitted encroachment listed below.

- The maximum height limits of the district do not apply to spires, belfries, cupolas, domes not intended for human occupancy, monuments, water tanks/towers or other similar structures which, by design or function, must exceed the established height limits.
- The following accessory structures may exceed the established height limits, except when located within an Airport Overlay District, provided they do not exceed the maximum building height by more than 12 feet:
 - Chimney, flue or vent stack;
 - Deck, patio, shade structure;
 - Flagpole;
 - Garden, landscaping;
 - Parapet wall, limited to a height of four feet;
 - Rainwater collection or harvesting systems; and
 - Sustainable energy systems.
- The following accessory structures may exceed the established height limits, except when located within an Airport Overlay District, provided they do not exceed the maximum building height by more than 12 feet, do not occupy more than 25% of the roof area, and are set back at least ten feet from the edge of the roof:
 - Amateur communications tower;
 - Cooling tower;
 - Elevator penthouse or bulkhead;
 - Greenhouse;
 - Mechanical equipment;
 - Skylights;
 - Stairway access to roof; and
 - Tank designed to hold liquids.

11/15/2010 - Version 3.0

Land Use Toolkit - Zoning Code 9-3

- g Graphics reinforce how to measure standards
- h Consistent numbering, indented paragraphs
- i Generous use of white space
- j Running footer

THIS PAGE LEFT INTENTIONALLY BLANK

PART TWO: DETAILED COMMENTS

Introduction

The following detailed comments are based on the City of Pflugerville Texas Unified Development Code as amended through February 2011. In general, the UDC is sound document for regulating the use of land and character of development in the City. There are some specific detailed recommendations included in the following material for consideration by the City in addition to the “big ideas” in the first part of this diagnostic.

Zoning Map

We have not conducted a review of the current zoning map to ensure its consistency with the 2030 Comprehensive Plan, but believe that such review should be conducted, and appropriate modifications made to ensure consistency.

1. General Provisions

B. Authority

In the City’s ETJ, the subdivision regulations and site development standards serve as a “guide for the expectation of development that occurs.” While this is legally true for any zoning rules, subdivision rules may be applied within the ETJ.

Recommendation:

Revise this paragraph to reflect state enabling legislation more accurately.

D. Applicability

Section D.(8) suggests the City “should not” allow a Site Development Permit to be issued, in conflict with the language in D.(2) which uses the word “shall.” The only other difference between the paragraphs is the inclusion of the ALUR District.

Recommendation:

Delete paragraph (8).

E. Administration

Paragraphs (1), (2) and (3) are a duplication of material in D. Paragraphs (4) and (5) are duplicated in Subchapter 2.G. regarding the powers of the Administrator. The material from (6) and (7) should be carefully combined into D. Applicability.

Recommendation:

Delete this Section E after combining (6) and (7) into D.

F. Violations

Since the language for ALUR Districts is included in the UDC, no separate paragraph (2) is needed. The second paragraph (3) should be numbered (4). This paragraph is a sentence fragment that should be expanded. There are no violations of the subdivision regulations within the ETJ listed, although they apply according to state enabling authority.

Recommendation:

Delete paragraph (2). Expand paragraph (4), after renumbering, to make it a complete sentence. Add a violation paragraph for subdivision regulations in ETJ.

G. Penalty

Paragraph (1) describes violations as “reckless” - often they are intentional.

Recommendation:
Delete this term.

L. Conflicting Provisions

This section is a duplicate of I. Interpretation, Purpose and Conflict.

Recommendation:
Delete section L.

2. Administration

G. Administrator

Paragraph G. designates the UDC Administrator, while H. includes the powers of the Planning Director. These functions are currently conducted by one individual. This authority should be combined.

Recommendation:
Combine these two functions and paragraphs (G. and H.).

L. Development Review Committee

The text of this Section should clarify who the chair of the DRC is, and how they make decisions, or at minimum, refer to an external set of Rules of Procedure similar to that set out for the Planning Commission. Both the Planning Director and DRC are described as having authority to issue Site Development Permits. If the Planning Director makes the decision, then clarify that the DRC provides a recommendation only.

Recommendation:
Add reference to external Rules of Procedure, and ensure written authority for decision-making is clear.

M. Official Zoning District Map

Many communities have added language to this section allowing the map in the GIS to be certified as the Official Zoning Map. The paper copy in the Clerk’s office can still be considered the original for the purpose of interpretation.

Recommendation:
Add language defining the GIS map as the Official Zoning Map.

3. Procedures

B. Zoning Amendment Procedure

Paragraph (1)(a) appears to refer to a Comprehensive Plan amendment that occurs concurrent with a rezoning application, since there is a separate procedure for Plan amendments.

Recommendation:
Clarify that Comprehensive Plan amendments relate directly to requested rezoning.

C. Comprehensive Plan Amendment

Paragraph (3)(c) suggests this process is used to clarify whether or not a development complies with the Comprehensive Plan. This determination would normally be made by the Planning Director.

Recommendation:
Move language regarding Comprehensive Plan consistency to Planning Director.

D. Specific Use Permits

Paragraph (1) is mostly one single sentence.

Recommendation:
Rewrite for clarity.

E. Special Districts

The review criteria in paragraph (1) should apply to all approvals, not just Special Districts.

Recommendation:

Delete paragraph (1). Consider moving this language to G.(3) Applications and Fees.

F. Appeals, Variances, and Special Exceptions

Paragraph (3)(c) appears to contain an incorrect cross-reference.

Recommendation:

Revise cross-reference to point to paragraph (5).

Variance approval criteria may also be narrowed to reflect case law in Texas. This may include language regarding:

“Special Conditions”

- » Hardship unique to the property conditions (not to the property owner).
- » Not authorized merely to make the “highest and best use” of property.
- » Financial hardship is insufficient as a matter of law to justify granting a variance.

Unnecessary Hardship

- » Not personal to the property owner.
- » Not self-created.
- » Relates to condition associated with the property such as topography or shape of lot.

Recommendation:

Expand review criteria to reflect case law.

Consider authorizing new options for contacting interested parties, such as email, in place of US mail.

Recommendation:

Add email contact options for interested parties.

G. Site Development Permit

Since the application is required to be electronically submitted, it would appear that blue-line copies are no longer required.

Recommendation:

Delete or revise paragraphs (g), (h), and (i).

4. Establishment of Districts and Boundaries

General

Consider renaming this Subchapter “Districts and Uses” so that users have a better understanding of the content.

This portion of a modern code typically “establishes” all of the districts in one place, providing a single table of all district names, and perhaps links to their location in the text. This would improve the user-friendliness of the districts chapter.

The dimensional standards for some districts have been illustrated (for example, the corridor districts). A modern development code will include substantial illustrations to improve the usability of the code.

This subchapter does raise some concern regarding the overall system of zoning regulation. The districts remain a compilation of various approaches to zoning, including the renamed original districts like SF-S, as well as modern districts for the regulations of the corridor areas. If a complete overhaul of the UDC is contemplated at any point in the future, a single model for regulating district dimensions and use should be considered, running the spectrum from single-family residential districts through mixed use and industrial districts.

Recommendation:

Rename this Subchapter “Districts and Uses.”
Create an introductory section that establishes all of the districts. Illustrate the dimensional standards, where possible. Consider overhauling the districts completely to provide one consistent system for use and dimensional standards.

General to all the use tables:

- » Right-justification of uses means the user does not easily see the alphabetical system.
- » Consider adding the letter P in cells where development is permitted subject to listed conditions (for example, “P3” in place of “3” – meaning a use is permitted, but the conditions in paragraph (3) apply). The use table key seems to imply the original concept was C(X) where X was a reference to the required condition.
- » Some uses can be difficult to find in the tables. Consider options for the order of phrases describing uses (for example, “Office, Professional or Medical” or “Cell Tower, Free-standing Monopole”).
- » Should all of the use tables have the same left-hand column of uses so that it is clear whether a specific use is banned? The tables are currently mixed on this issue.
- » Paragraph numbering is inconsistent, including the use of punctuation such as periods and parentheses. This concern is most frequently exhibited in the Conditions sections. Visually, it may be worth considering extending the use tables to include one large merged cell at the end for the conditions (which would be outlined like the table, and appear as part of the use table). This would make the conditions act more like footnotes to the use tables.
- » Some consideration should be given to allowing community gardens or other local food options in many of the districts (the current use “Farm, Ranch, Stable, Garden or Orchard” may be overly broad).
- » Some review of distance (spacing) requirements should take place. A variety of uses have spacing requirements, but these vary in ways that may not be directly related to the anticipated impacts of such uses (for example, 100 feet, 300 feet and 1,000 feet apart). The UDC is also inconsistent about what gets protected (single-family residential, schools, churches, etc.).

Regarding all the General Regulations:

- » The definition of lot coverage does not seem to include all buildings on residential property (it is directed at a single principal residence). This may lead to a single large accessory structure on the lot. The term is slightly clarified in the commercial districts, but could be reworked for all districts.
- » Some consideration should be given to the extent of impervious area on a lot in each district. Outside of required landscaping areas, the lot could be all building or pavement, which may become a stormwater quantity and quality issue.
- » Where a Single Family Adjacency Bufferyard is required, it should be clarified that it is an acceptable encroachment into setbacks.
- » Consider adding specifics about encroachments for green infrastructure into setbacks, for example, solar panels, rain barrels and wind turbines.

A. Residential Districts

In the intent statements for the districts, the former district prior to the UDC is discussed. Since the UDC is several years old at this point, these cross-references to old districts should be deleted, or moved to the district establishment table described above.

If there is any relationship between the Future Land Use categories in the Comprehensive Plan and the zoning districts, it should be added to the district intent statements (“This district is intended to implement the _____ Future Land Use designation of the 20230 Comprehensive Plan.”).

Recommendation:

Intent statements - delete reference to older districts. Add reference to appropriate future land use categories.

In the use tables:

- » Church should be replaced with Place of Worship.
- » Overhead/Rollup Doors are not usually seen as a use.
- » If professional offices are allowed, why not governmental offices?
- » Why are gymnastics and dance studios treated differently?

Recommendation:

Use tables - left-justify use names. Replace term “church” with “place of worship.” Move ban on overhead/rollup doors to General Regulations. Allow governmental offices like professional offices. Allow gymnastics like dance studios.

In the General Regulations:

- » Minimum dwelling unit area regulations work against housing affordability, especially on smaller lots.

- » The MH District should have a maximum of one unit allowed per structure.
- » Where a Single Family Adjacency Bufferyard is required, it should be clarified that it is an acceptable encroachment into setbacks.
- » Consider adding specifics about encroachment of green infrastructure into setbacks, for example, solar panels, rain barrels and wind turbines.

B. Office, Retail and Commercial Zoning Districts

In the use tables:

- » Multi-Family is subject to a condition requiring it to be located in upper floors, however, a ground floor lobby should be allowed in Condition 1.
- » The use tables allow for “Government Facilities” and “Governmental Offices” – delete the separate listing for “Municipal Uses Operated by the City of Pflugerville.”
- » Confusion surrounding undefined terms that are similar, such as “Bus Depot” and “Transit Terminal.” Differentiate these or delete one.
- » Bicycle shop in GB-1 should be allowed as “P” since vehicle repair and service is an allowed use (Condition 3 banning gas engine sale and repair should not apply in this district).
- » Dry cleaning definitions should be reviewed. The difference between major and minor could be simplified to include the drop-off/pickup conditions, at which point no additional special condition would be needed.
- » Day Care Facility, Incidental should be allowed in any district allowing offices.

- » Equipment and Machinery Sales and Rental, Minor already specifies that activity take place indoors, so condition (5) is unnecessary.
- » Hotel, motel and residence hotel should be combined and subject to a single set of rules (Residence Hotel is currently undefined and not subject to any special conditions).
- » If Print Shop. Major and Minor are allowed in the same districts, there is no reason to differentiate major from minor.
- » Need to define neighborhood and regional theater.
- » Automobile parking garage is allowed by right (P) in all commercial districts. Should there be some development standards such as building materials and screening or landscaping associated with this use in less intense districts?
- » Truck Sales, Heavy Trucks should be reworded if it is intended to apply to commercial vehicles and not passenger trucks. The same is true of Truck Repair.

C. Industrial Zoning Districts

In the use tables:

- » Retail Sales and Service is allowed only incidentally to a warehouse use. Consider deleting the use here, and including that condition in any row for warehouses instead.
- » Consider allowing a Car Wash in LI, since vehicle repair and service are already allowed.
- » Condition 5 needs a subtitle – “Recycling Plant.”

In the General Regulations:

- » Very few industrial uses fit in a single-story building of 12.5 feet in height. This forces a *de facto* setback abutting residential of 100 and 200 feet (LI and GI, respectively). Consider raising the height of the single-story option to at least 20 feet, since the setbacks are already 50 and 100 feet (LI and GI, respectively) from residential uses.
- » Consider some limits or screening for industrial vehicular use areas abutting residential areas.
- » The cross-references to other Subchapters is found only after the Industrial Districts. Either add this to the other major sections or delete here.

5. Establishment of Overlays and Special Districts

General

Consider renaming this Subchapter “Special Districts and Overlays” so that users have a better understanding of the content.

A. Central Business District

Consider allowing the Central Business District to have its own base zoning designation. The floor area and lot coverage exemptions are important, as are the use restrictions, however, by applying them as an overlay, the concerns about the boundaries of the downtown area will continue. The Central Business District should be moved to a base district in Subchapter 4 as part of the office, retail and commercial districts.

Since the Overlay applied to both underlying residential areas as well as commercial areas, it may require more than one base CBD Districts to accommodate the current pattern of intended future land use in the CBD.

Recommendation:

Create a base district for CBD Residential and CBD Mixed Use. Map them in a public exercise with the surrounding community.

B. SH130 and SH 45 Corridor Districts

The Corridor Districts are the most problematic part of the UDC. They were created under the presumption that “traditional neighborhood design” (typically mixed use areas where development is pulled up to all streets, with parking located to the rear of buildings) was the preferred pattern of development in the corridor areas. This has not proven to be the case if one considers the recent ALUR activity in the corridor areas adjacent to the Corridor Districts.

Since the Traditional Neighborhood Design option in the Corridor Districts has not been used to date, it is possible that the bulk incentives are inadequate to create this pattern of development. It is also possible that this pattern of development is not yet ripe for the private market to support in Pflugerville.

If there are portions of the community that are appropriate to retain for future development in a traditional neighborhood pattern, this should be clarified in the 2030 Comprehensive Plan. The application of districts allowing two very different patterns of land development confuses both the developer and the surrounding neighbors. One possible alternative is to allow for phased development that applies suburban patterns today,

but ensures they can be intensified again in future phases as the private market demands additional height, structured parking, and more walkable compact development.

As planning for Project Connect and other major transportation initiatives continues to refine future development patterns for the community, some consideration of potential sites for transit-oriented development (which would likely be similar to the traditional neighborhood design pattern defined in the Corridor Districts) will be necessary. The use of the MoKan corridor or other major infrastructure improvements as an impetus for this planning effort is appropriate.

Until additional planning work can be done to determine appropriate areas for more traditional development patterns, it would appear harmless to include both options in the Corridor Districts; however, it would also be possible to reframe the Corridor Districts as base districts in a way to make them work better with the remainder of the existing UDC.

Recommendation:

Replace the Corridor Districts with new base districts that function more like other base districts in the UDC. Rethink the uses that should require additional review (SD). Some application of GB or O Districts may also be appropriate. Apply provisions from the Corridor Districts city-wide by adding them to other base districts, where appropriate (for example, impervious cover restrictions).

Other comments:

- » The district names, with their inclusion of “levels” of development, are confusing. Consider shortening them to CS, CU and CC (for Corridor Suburban, Urban and Urban Center, respectively).

- » Paragraph (2), regarding the interpretation of graphics in conflict with the text of the ordinance, should be moved to the initial Subchapter of the UDC, and be applied to all graphics.
- » Paragraph (3)(c) includes a proposed use emphasis for the various CL5 Districts which should be deleted as or moved to the 2030 Comprehensive Plan.

With regard to permitted uses:

- » In general, too many uses that seem desirable when reviewed against the district intent statements require special district approval.
- » Revise the table headers to reflect the district names.
- » It is unclear why a new process for a Special District is needed when allowing for additional scrutiny of a specific use. Consider using the Special Use Permit process instead.
- » New residential uses have been added to this use table. Accessory unit should be defined, and consideration of its use in other Subchapter 4 base districts allowing single-family detached residential should occur. Duplex, triplex (which the current use table bans), and fourplex should instead be allowed using the same residential use terms defined for the Subchapter 4 base districts.
- » There is no reason for any district to include both Suburban and Urban Multi-family uses, since the dimensional standards that apply to Urban would allow the Suburban pattern.
- » There is no need for separate accessory, temporary and nonconforming use provisions.

With regard to the General Regulations:

- » The handling of parking structures in Lot Coverage and Impervious Surface should be moved and included in the definitions in the UDC.
- » Many of the dimensional standards overlap (for example, FAR, which is a combination of Lot Coverage and Height). Consider simplifying the requirements by eliminating the least important elements. While these standards are used in applying bulk bonuses, the overlap turns every development project into a mathematical challenge that few applicants or neighbors will instinctively understand.
- » It is unclear what the purpose of the Sky Exposure Angle is.
- » In Traditional Neighborhood Development, the desired results (especially walkability) will not be met with 50% to 60% of the lot frontages dominated by parking and other non-building areas (based on the low “build-to” percentages).
- » The minimum dwelling unit areas are unnecessary and exclusionary.
- » The “Lot Layers” concept, while well-illustrated, is confusing and unnecessary.
- » The protection of existing neighborhoods is excessive. Walkable mixed areas are required to have more substantial buffers than industrial districts. All buffers should be applied consistent with the approach in other base districts.
- » Permitted encroachments should mirror those allowed in other multi-family or commercial base districts.

With regard to incentives and density bonuses:

- » The whole incentive system is problematic. Communities rarely get such substantial changes in development patterns using an incentive system (more modest improvements in development are possible). A fundamental commitment to the appropriate pattern and intensity of development (predictability) often does more to attract the right kind of development to an area than a complex system of bonuses.
- » The creation of substantial additional open space in mixed use walkable areas does not make sense as an incentive.
- » If the community really wants certain areas to include office uses, a base district focused on that use should be applied.

With regard to height:

- » There is no reason to define how height is measured in this paragraph.
- » Limiting single-story structures to 14 feet in height does not match typical patterns of retailing, even where such development is pulled up to the street.
- » Development in a campus-like setting with deep, landscaped street setbacks would be subject to the base development standards for height (maximum 4 or 6 stories). Height is unlimited in the traditional neighborhood development option, where its location immediately abutting the street may have greater impact.

With regard to parking, landscaping and other general development standards:

- » Corridor District parking, landscaping, street cross-sections, signs and any other general development standards should be moved and consolidated into their appropriate Subchapters with the base districts. Where innovation or additional clarity regarding the issue is included in the Corridor Districts, such elements should be considered for application in other base multi-family and commercial districts.

C. Alternative Land Use Regulations District (ALUR)

Master-planned development is typically superior to site by site development by multiple owners, due solely to the large scale area with a single, intentional planned character. In most communities, this process is described as Planned Unit Development (PUD). Pflugerville's district name is unique in this regard.

The intent statement and approval criteria are key to the quality of planned districts, since there are often so few actual development standards that apply. One common approach worth considering in Pflugerville would be to allow for any mix of existing districts to be proposed, plus any modification or exemption from existing dimensional standards or general development standards. This approach focuses attention on where existing regulations will not be met, and balances that with proposed improvements in site layout or development quality offered as mitigation by the applicant. It is important to note that planned development districts are never intended to produce development that is lower in quality than that produced by existing districts.

Some rethinking of the ALUR District should probably occur, with a focus on this alternative model in which the burden is on the applicant to provide why the existing districts will not work, and what needs to be changed to make them effective.

D. 685 Commercial Park Overlay District

The practical effect of the requirements of this overlay district is to reduce the requirements for commercial and industrial development that is hidden from general public view through careful mapping of Development Areas 1 and 2. It is worth considering whether the landscaping, screening and site development standards community-wide should be modified to have this same effect (placing an emphasis on key corridors, and reducing the requirements for internal development not generally visible to the traveling public).

6. Nonconforming Uses and Sites

In general, this Subchapter would be easier to apply if there was additional clarity. In many communities, there are more specific sections for:

- » Nonconforming uses;
- » Nonconforming structures;
- » Nonconforming site characteristics; and
- » Nonconforming lots of record.

By separating these issues, it becomes easier to administer the provisions. In general, communities are uncomfortable with allowing nonconforming uses to expand at all, while they may be quite ready to expand a nonconforming structure, provided the

addition is in conformance with the regulations. As an example, a house which happens to fall a few inches across the side yard line may be extended to the rear, provided the addition stays within the current side yard requirements. In addition, clarity regarding the buildable nature of all nonconforming lots of record (which typically allows a new residential structure on any platted lot of record, even one that does not have sufficient width or area), can bring comfort to owners when zoning districts are changed.

7. General Regulations

In General

This Subchapter actually contains accessory and temporary use and structure standards. Some consideration of a revised title for this Subchapter should occur. One possibility is to move the use provisions from ALL of the base districts, along with these requirements, to a new Subchapter entitled “Use Provisions.”

Some additional specific comments:

- » Paragraph B.(4) has an incorrect cross-reference.
- » Some consideration should be given to options for expanded home occupations, where approved through the Special Use Permit process. These might include one or two additional employees from outside the home, or small personal service establishments.
- » It is not clear whether or not home occupations or temporary uses listed as allowed require a permit from the City. Either general language, or details specific to each use should be provided.

9. Site Development Standards

In General

Consideration should be given to renaming this Subchapter “Design Standards” and renumbering it (since Subchapter 8 is currently “reserved”).

This Subchapter would be easier to understand with graphics added to show the intent of each standard.

There is substantial similarity between the requirements for each of the building types. Consider reorganizing the material to eliminate duplication.

Consider adding an option for Alternative Compliance like is available for other standards (parking, landscaping).

A. Residential Design Standards - Suburban Single-Family Detached and Duplex Structures

- » Replace “adoption of Ordinance No. 811-06-01-24” with a the actual adoption date for ease of use.
- » Consider requiring ALUR Districts to conform to these design standards, or offer alternative standards in the review of the application.
- » Paragraph (3)(b) seems to be a continuation of paragraph (c) and located out of order.
- » Paragraph (4)(c) regarding “box on box” homes is very confusing.
- » Paragraph (4)(d) – delete the word “that” from the first line.
- » Paragraph (4)(f)(vii) – replace the word “must” with the word “will.”

- » Paragraph (4)(g) – replace “(#(2) below)” with correct cross-reference “(paragraph (ii) below).”
- » The exemption for a different builder in paragraph (4)(g)(v) defeats the purpose of the elevation differentiation and should be deleted.
- » Paragraph (5) regulating buildings on arterial and collector streets should not limit the number of two-story houses fronting such a street or open space, although regulating the number that back up to the street is acceptable.
- » All of the yard standards should be moved to Subchapter 4. ALUR Districts should meet these standards, or propose to modify the standards in their application.
- » Consider deleting the requirement for additional rear yards for two-story dwellings.
- » Move the rear yard requirements for arterials and open space to paragraph (5).
- » Move the covered patio encroachment to Subchapter 4.

B. Residential Design Standards - Suburban - Multi-Family Structures

- » Design standards that reduce the total floor area of a building are the most frustrating to the development community. The obligation to set the third story back on public frontages is intended to minimize the perception of building height, but dictates a loss in building square footage for these third floor units. In areas across the street from single-family districts, this may be appropriate, but in multifamily districts in general, this standard should be eliminated.

- » The transparency requirements work against energy efficiency (since windows and doors are typically less energy efficient). Few residential structures would meet this 25% requirement.
- » Top floor articulation is only appropriate for a flat-roofed structure.
- » Integrating garages into multifamily structures is uncommon and expensive.
- » If the City feels the need to eliminate parking between a multifamily building and a buffer, it suggests the buffer is inadequate.
- » Common open space dimensional requirements should be moved to Subchapter 4.
- » Open space amenities and complex amenities should be subject to an alternative compliance option allowing the applicant to consider alternative options.
- » Delete the sidewalk requirement - already included in Subchapter 10.B.
- » Top floor articulation standards should be applied to flat roofs only.
- » Entry articulation is challenging, since the front yard may be only five feet deep.
- » Requiring garages on these small units affects their affordability.
- » Garage locations to the rear of the front facade and at least 20 feet behind the sidewalk should be allowed to face onto the public right-of-way.
- » It is unusual to include minimum common open space requirements for detached single-family development, even when that development occurs on small lots. Requiring open space, amenities and a clubhouse increases the cost of development.
- » If retained, minimum common open space dimensional requirements should be moved to Subchapter 4.
- » Requiring pedestrian seating and lighting should be part of a consistent approach to streetscapes for all development, and moved to Subchapter 10.B or 11.D.

C. Residential Design Standards - Urban - Single-Family Detached Structures

These standards are derived from the multi-family standards, and are unlike the “anti-monotony” requirements applied in the suburban areas. While the standards may be applicable to large multi-family structures, the requirements seem excessive for small lot single-family development.

- » There is no need to regulate horizontal or vertical articulation on the scale of facade that fits these urban lots (40-foot lots = 30-foot wide facades).
- » Elevations in suburban areas can be repeated after four lots, the requirement here for no similar elevation of the same block is excessive.

D. Residential Design Standards - Urban - Single-Family Attached Structures

- » The transparency requirements work against energy efficiency (since windows and doors are typically less energy efficient). Few residential structures would meet this 25% requirement.
- » Top floor articulation is only appropriate for a flat-roofed structure.
- » Entry articulation is challenging, since the front yard may be only five feet deep.

- » Requiring two garage parking spaces may be excessive for small units.
- » Consider allowing tandem parking, which is especially appropriate for townhouses due to their narrow width.
- » Clarify that garages located to the rear of a principal structure may face the public right-of-way.
- » Common open space dimensional requirements should be moved to Subchapter 4.
- » Open space amenities and complex amenities should be subject to an alternative compliance option allowing the applicant to consider alternative options.
- » Requiring pedestrian seating and lighting should be part of a consistent approach to streetscapes for all development, and moved to Subchapter 10.B or 11.D.
- » Fence and wall requirements are already included in Subchapter 11.M.
- » Delete the sidewalk requirement, already included in Subchapter 10.B.

E. Residential Design Standards - Urban - Multi-Family and Mixed Use Structures

- » Comments provided above for multifamily structures apply to this Section as well.
- » Solar orientation works well with large greenfield sites where new streets are being created. On smaller infill sites, this standard may be difficult to meet.

G. Industrial Structures

In general, industrial areas are not expected to look like other commercial areas. Where the industrial design standards are applied to highly-traveled commercial corridors, they are sensible. However, the standards also apply on the rear of sites, and on smaller industrial streets not typically traveled by the public. A blanket exemption from the design standards should be applied in these areas.

10. Parking, Mobility and Circulation

A. Site Access and Circulation

Some communities insert a hierarchy for site access that requires access for commercial development off of side streets, where available. This access management helps traffic flow on the major streets.

Some communities also limit the total number of curb cuts. Smaller sites (with less frontage) get only one. This helps manage auto-oriented uses at corners, and also improves adjacent traffic flow. It can also be used as a technique that supports cross-access to adjacent development.

B. Pedestrian Mobility

- » Some discussion of the Americans with Disabilities Act (ADA) and its relationship to sidewalk connections should be added here.
- » Nonresidential development that encourages a significant number of pedestrians will require a sidewalk of greater than six feet in width. Life-style centers and other highly walkable places often include sidewalks of 15 to 20 feet in width.

- » The fee in lieu option should be narrowed to very specific conditions in which the fee will be accepted. Generally, the developer should build the sidewalk. Concrete is very durable, and connections can be made many years later.
- » The block standard for a mid-block trail connection on blocks longer than 1,000 feet in length is difficult to understand. Is this presumed to be a connection to a parallel drainage channel?
- » Parking space requirements for commercial day care or “determined by administrator” should be added to the table (currently NA).
- » The three separate rows for Place of Worship should be combined into a single row.
- » Consider reducing the restaurant parking requirement to 1 per 100 square feet in the table (currently 1 per 75). If necessary, differentiate between fast food or other high demand facilities and sit down restaurants.

C. Off-Street Parking Requirements

- » In paragraph (2) Applicability, where an expansion or change in use occurs, it is common not to require less than five new parking spaces, since it is not economical to construct such a small quantity.
- » In paragraph (4) Surfacing, the City Engineer should be prepared to approve options for permeable parking surfaces.
- » In paragraph (6), the requirements for side-by-side carport or garage for every single-family dwelling are increasing the cost of housing. Some consideration should be given to allowing parking pads on small lots, and eliminating the ban on tandem parking.
- » The uses in the parking table are not a very good match to those in the use table. Consider revisions to bring the two into alignment, especially if a consistent use table is prepared for all districts.
- » Single-family attached is misspelled in the table (“singly”).
- » Vehicle repair and auto service requirements in the table are quite high. Consider applying stacking space standards to auto service facilities.
- » In paragraph (8), clarification that all fractional spaces are rounded up to the next full space should be added to the Rules for Calculating Requirements.
- » In paragraph (9)(e)(i), the first word “At” should be deleted from the end island requirement.
- » In paragraph (9)(e) and (f), consider options for utilizing landscaped areas in and adjacent to parking lots for the management of stormwater. This requirements slightly modified language regarding curbing of such areas, since they require stormwater to flow into a depressed median instead of a raised bed.
- » The criteria for segmenting parking lots for large buildings are missing from paragraph C.(14).

F. Bicycle Facilities

The current bicycle parking requirements do not match the typical use of bicycles. Many communities are requiring long-term bicycle parking (storage) in multifamily areas for residents, in office and commercial development for employees, and more accessible racks for clients of businesses, included small businesses. While this issue is a “chicken or the egg” one, Pflugerville is actively producing excellent commuter and casual biker facilities, and enhanced bicycle parking requirements would complement this trend. A complete rewrite of this section should occur.

11. Landscaping and Screening Standards

A. Purpose

Consider adding to this section those purposes related to stormwater quality improvement and quantity reduction. The concept of managing stormwater as close to the source as possible is influencing community’s consideration of landscape areas for stormwater purposes.

B. Applicability

In paragraph (4), applying the requirements to expansion in a nonconforming use is inconsistent with the prohibition on expansion of nonconforming uses. If the nonconforming provisions are clarified to separate uses from structures, then nonconforming structures (which are allowed to expand) should be included here.

C. General Site Landscaping Requirements

The general requirements for landscaping are “one size fits all” in the sense that large, open suburban-style sites and compact urban sites are treated the same, and industrial sites are treated the same as well. Some consideration of appropriate landscaping for tighter, more compact urban settings such as the CBD should be added, along with appropriate standards for industrial development.

- » The table header needs to continue on the following pages.
- » Minimum landscape area requirements for multifamily development should be reconsidered. At 40% of lot area in a district that allows 40% lot coverage (by buildings), only 20% of the site would remain available for parking. This is far below the quantity demanded. These three requirements (lot coverage, parking area anticipated, and landscaped area) should be in balance such that no one requirement determines the site’s layout. The credit for up to 25% of parking areas if they are pervious (in paragraph H.(2)) may ensure the current requirements work.
- » The standards for planting of Agriculture/ Conservation Districts are quite high. A typical 3 acre parcel would set aside almost ½-acre for landscaping, including 33 trees.
- » The irrigation standards should be pulled out of the table and applied to all landscaped areas.

H. Landscaped Area Credit

In paragraph (2), the credit for permeable paving is quite high.

L. Buffering Requirements

Overall, it is unclear whether or not buffers can be placed within required yards. A graphic illustration would clear this issue up.

It would also clear up the buffer requirement if a table of which districts require buffering were added.

M. Fence and Wall Standards

In paragraph 2.(a), it would seem appropriate to continue the 4-foot front yard fence maximum into urban single-family areas.

In paragraphs 2.(d), (e), (f) and (h), the term ‘subdividers’ should be replaced, since many multi-family developments will occur on a single parcel of land without subdivision.

N. Landscaping Installation and Maintenance

The material in Table 2 on irrigation should be combined into this section.

P. Alternative Landscape Plans

The alternative compliance concept is made very complex by the tabular system. It would seem possible for a landscape architect employed by the City to gauge whether or not a proposed alternative landscape plan was “equivalent or better” than that which would be created by the strict requirements of this Subchapter. Consider deleting the table, and establishing this simpler, discretionary standard.

12. Tree Preservation Standards

C. Protected Trees

Some consideration should be given to setting a protected tree size by species. The single standard of 8 inches may not be selective enough. The same is true for the application of a single 25-inch standard for heritage trees.

The measurement of a significant stand of trees is complex, and seems impractical to enforce.

F. Tree Classifications

This material duplicates the more useful Table 11 and the landscaping section on tree credits, and should be deleted.

J. Prohibited Activities

This section should be located closer to the beginning of the Subchapter, perhaps as a new Section D, since it contains key information that sets up the requirements for protection.

K. Enforcement

This section should be renamed “Protection of Trees During Construction.”

15. Subdivision Process

In General

In any unified code, the process for approving subdivisions should be combined with all other approval procedures (in this case, in Subchapter 3.).

Plans versus Plats

The preliminary review of a subdivision is a planning process, not an engineering one. The Texas Local Government Code (Chapter 212) does not provide clear guidance on how this preliminary process should occur, leaving it up to each community. Best practice from around the country illustrates the need to separate expensive engineering details from the process of laying out a concept for future land subdivision. The cost of stormwater or drainage studies and other technical details of a specific layout are extensive, and developers should have some certainty they are on the right track before proceeding beyond the planning phase. For this reason, the City should consider renaming the preliminary plat - since it should remain a plan - or return to the prior model in which a concept plan was the starting point for the platting process.

Recommendation:

Rename the initial step of the platting process "plan" instead of plat. Reduce technical requirements to the "planning" level, not substantial engineering.

Basis for Denial

The Texas Local Government Code (Chapter 212) sets out the requirements for approving a subdivision. In general, these requirements are:

- » The plat conforms to the comprehensive plan and its current and future streets, alleys, parks, playgrounds, and public utility facilities;
- » The plat takes into account access to and extension of sewer and water mains and the instrumentalities of public utilities; and
- » The plat conforms to any rules adopted according to the subdivision statute.

By leaving these key requirements out of the existing subdivision subchapter, Pflugerville has made it difficult for developers to determine what the standard for approval is. Clarity regarding the criteria for approval or denial should be added to the code based on the statutes and any other locally specific issues where the City has authority in the subdivision process.

Most communities in Texas consider the subdivision process a quasi-judicial process. A plat is typically approved when it meets all of the regulations of the ordinances that apply. Some communities apply a standard for "compatibility" with adjacent property that can be used to deny plats, but this is a slippery slope in which adjacent property owners often feel empowered to stop a new subdivision that meets all of the rules of the City. Careful consideration of this issue should occur in the crafting of any criteria for approval.

Recommendation:

Add new criteria for approval of subdivision plans and plats that require only consistency with the City's regulations.

Process Improvements

During discussions with stakeholders, these additional process improvements were raised:

- » Separate dry utility installation from the City's acceptance process, since they are not accepted or operated by the City.
- » Accept streets before the right-of-way is significantly revegetated. This requirement can add 60 days to the process. There are landscape maintenance regulations that ensure revegetation occurs.

- » Clarify latitude for minor field modifications encountered during the construction process through the City Engineer.
- » Consider a longer approval period for Construction Plans, or options for crediting the inspection fee toward future applications instead where plans are not constructed.
- » Consider modifying the criteria for a revised Preliminary Plat. Expand to allow more administrative flexibility.
- » Consider allowing final plats to be placed on the agenda prior to acceptance or fiscal security (postpone items that do not meet the requirement before the meeting).
- » Consider allowing landscape easements within public utility easements.

16. Drainage Standards

Consideration should be given to rewriting this Subchapter to include concepts that allow stormwater to be managed more effectively on-site. Bioswales that serve as landscape areas would not be allowed under the current regulations. Opportunities to use parking areas and street parkway areas to help manage a portion of a site's stormwater needs should be added.

The integration of the Pflugerville LID Guidance Manual (2012) is probably the simplest mechanism for ensuring these ideas are considered in the short term. During any substantial rewrite, these concepts should be added directly to the regulations themselves.

17. Engineering Design Standards

Complete Streets

The engineering design standards for right-of-way widths for minor collectors and local streets do not match current best practice. Many communities are reducing pavement widths for a variety of reasons, including reduced stormwater impacts, reduced land consumption, and reduced pedestrian crossing distances.

In addition, there is no mention of bicycle facilities as part of any streets (although they are covered as separate facilities). Current best practice typically provides for a series of bicycle facilities within the right-of-way at all scales of streets. In some cases, this may be "sharrows" designating a shared lane. In others, "cycle tracks" (separated bikeways within the street cross-section) are provided.

Finally, many communities specify additional elements such as lane width, along with streetscape elements such as tree planting and sidewalk widths, in a visual format that is easily understood by developers and designers.

While making specific recommendations is beyond the scope of this project, consideration should be given to adopting a complete streets policy which considers narrower pavement widths and inclusion of bicycle facilities.

Sidewalks

Many communities have adopted a 5-foot wide sidewalk for all residential areas (in place of the 4-foot current standard). At minimum, consideration should be given to these wider sidewalks in small lot and multifamily residential areas. Commercial sidewalks of greater width than the current 6 feet are also appropriate in high traffic areas (a minimum of 8 feet in width, and in some cases, 12 feet is preferred).

Drainage and LID Guidance

The drainage standards portion of this manual should at minimum cross-reference the LID Guidance Manual for incorporation of greener stormwater approaches.

Options for more natural stormwater facilities such as bio-retention should be encouraged, if not required. Consideration should be given to restricting (or banning) the piping of natural watercourses.

18. Unified Development Code Sample Outline

The following sample outline illustrates how the existing provisions of the UDC might be re-organized to make them more intuitive for readers. The UDC has been modified substantially over the years to add new material, and any significant revision to the code deserves a new outline. The sample below is based on experience in a wide variety of communities; however, alternative outlines are also acceptable, provided they arrange material in a fashion that is easy for users and administrators to find.

Subchapter 1. Introductory Provisions

From existing 1. General Provisions.

Subchapter 2. Districts

From existing 4. Establishment of Districts and Boundaries and 5. Special Districts. Focus on intent statements and dimensional standards (uses moved to next subchapter).

To include:

- » Residential Districts
- » Mixed Use Districts
- » Special Districts
- » Overlay Districts

Subchapter 3. Uses

From existing districts, extracted and consolidated here. Add use provisions from 7. General Regulations.

To include:

- » Principal Uses (including consolidated use table)
- » Accessory Uses
- » Temporary Uses

Subchapter 4. General Development Standards

From existing 10, Parking, Mobility, and Circulation, 11. Landscaping and Screening Standards, 12. Tree Preservation Standards, 13. Lighting Standards. Add outside display and storage provisions from 7. General Regulations.

To include:

- » Parking
- » Tree Preservation
- » Landscaping and Screening
- » Signs (add to UDC from Chapter 154)
- » Site lighting
- » Outside Display and Storage

Subchapter 5. Subdivision & Site Plan Standards

From existing 9. Site Development Standards, 14. Parkland Standards, 16., Drainage Standards

To include:

- » Blocks, Lots, Access
- » New Streets
- » Existing Streets
- » Reimbursements
- » Utilities
- » Surface Water Drainage
- » Erosion & Sedimentation Control

Subchapter 6. Administration

From existing 2. Administration, 3. Procedures, 6. Non-Conforming Uses and Sites, 15. Subdivision Process.

To include:

- » Review Bodies
- » Review Procedures
- » Nonconformities
- » Enforcement

Subchapter 7. Definitions

From existing 20. Definitions.