



FBZ Scrub Overview and Update

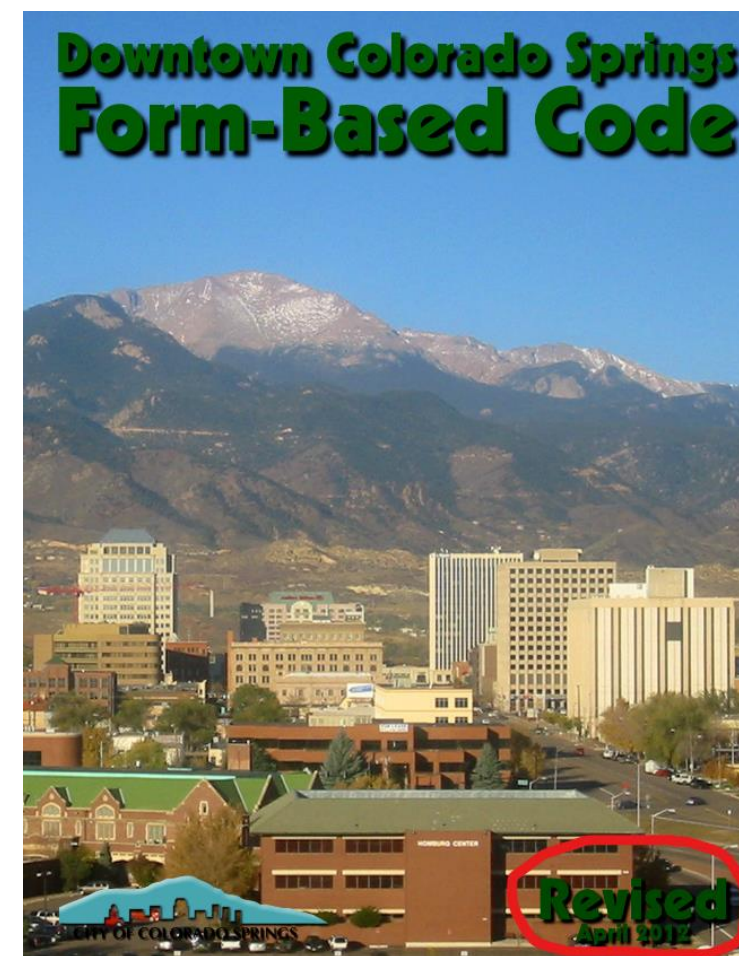
Downtown Review Board

Work Session - ~~November 7~~ December 5, 2023



Early History

- Form-Based Code (FBC) adopted in 2009
 - Established the Form-Based Zone (FBZ)
 - Established development standards, guidelines, and procedures
 - Established the Downtown Review Board
- FBC was updated in 2012
 - Added MMJ considerations
 - Clarified sign standards
 - Clarified Minor Improvement Plan applicability
 - Clarified glazing calculation methodology
 - Added ability to use Administrative Relief application
 - Expanded parking exempt area
 - Other minor clarifications



FBC Scrubs

History



Since 2012:

- Successful implementation of code for many projects
- Staff has gained better understanding of issues needing clarification or improvement
- Better understanding of issues not currently addressed

Application Tracking:

- Staff has tracked application data throughout FBC implementation

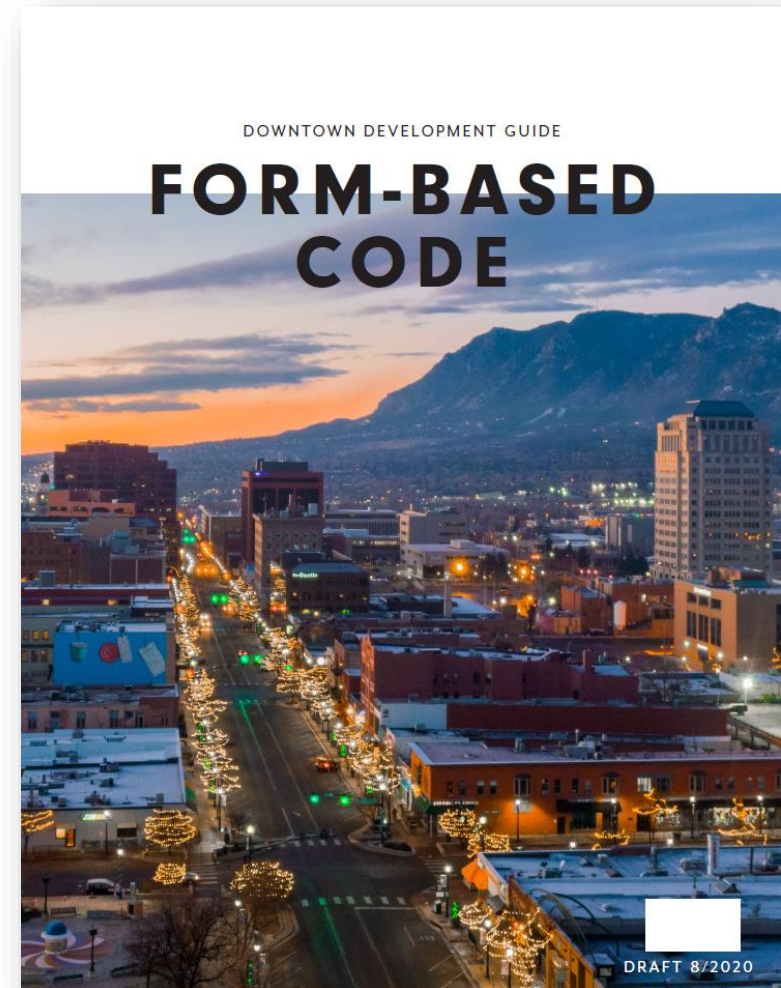
FBC Scrubs

Progress



Internal Staff Efforts

- Over the recent years, Staff has made significant progress in drafting updates to the FBC
- Address a wide range of code issues
- Also compiled updates into improved layout
- Improved maps, photos, and graphics



Major Topics



Section

Detail

1 – Introduction

Updated history

2 – New User Guide

New user guide

2 – Delete Correlation to Transects

Section was unnecessary and often confusing to users

2 – Standards, Building Type

Clarify “Mixed Use Building”; Add “Single-Family Home”; “Accessory Unit” to become “Accessory Structure”

2 – Standards, Building Envelope

More flexibility for Civic Buildings; Correlate Single-Family Home to specific envelope standards; More flexibility for Mixed Use and Live/Work Buildings in Transition Sectors; New language regarding encroachments.

FBC Scrubs

Introduction Updates



Existing

Proposed

Introduction and Purpose

Section 1 Introduction and Purpose

History

In 2006 community members joined stakeholders from the public and private sector to update the 1992 "Downtown Action Plan." Embracing a shared vision to enhance downtown Colorado Springs' role as the economic, cultural and educational hub of the region, the "Imagine Downtown Plan" was adopted. This process resulted in a variety of specific goals and strategies which became the basis for the "Imagine Downtown Master Plan" (IDMP). The IDMP further refined the "Imagine Downtown Plan's" goals and strategies and correlated them to specific Districts that can be used to provide block-by-block guidance for the future of Downtown Colorado Springs.

Ultimately these strategies and goals strive to further the revitalization currently underway by bringing residents into the downtown, encouraging mixed-use development and maximizing streetscape vibrancy to transform the area into the pedestrian-friendly heart of the region. The primary regulatory tool to implement the goals of the IDMP is "form-based code" for the heart of Downtown Colorado Springs.

What is a Form-Based Code?

"Form-Based Code – A method of regulating development to achieve a specific urban form. Form-Based Codes create a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through city or county regulations." *Form-Based Codes Institute, 2006.*

Downtown's Form-Based Code (FBC or the Code) is legally established through zoning ordinance 09-83 and 12-23 and its enabling legislations found in Section 7.3.801 of the City Codes. It is designed to guide the development of a lively, mixed-use, pedestrian-friendly downtown. Unlike traditional zoning which regulates primarily by use, the FBC focuses on directing high quality urban form to coordinate a variety of complementary uses around animated streets and public spaces. More specifically, the FBC strives to:

- Create a predictable investment environment for development.
- Remove barriers to revitalize Downtown Colorado Springs.
- Promote a mixture of uses including retail, office, residential, institutional, and others.
- Establish transitions from the downtown core and urban renewal sectors to the surrounding neighborhoods.
- Clearly communicate through simple language and easily understood graphics the requirements and expectations for new development.

1.1 HISTORY

Inception - In 2006 community members joined stakeholders from the public and private sector to update the 1992 Downtown Action Plan. Embracing a shared vision to enhance downtown Colorado Springs role as the economic, cultural and civic hub of the region, the "Imagine Downtown Plan" was adopted.

Master Plans - This process resulted in a variety of specific goals and strategies which became the basis for the Imagine Downtown Master Plan (IDMP). The IDMP further refined the "Imagine Downtown Plan's" goals and strategies and correlated them to specific Districts that can be used to provide block-by-block guidance for the future of Downtown Colorado Springs.

Experience Downtown Master Plan - In 2016, an extensive update to Imagine Downtown, now called Experience Downtown, was completed following two years of community feedback and consultant input. The dual documents serve as the plan of development for the Colorado Springs Downtown Development Authority as well as the master plan for Downtown, addressing land use, parks, gateways, districts, public space and, particularly, expanded content addressing transportation and mobility.

End Goal - Ultimately these strategies and goals strive to further the revitalization currently underway by bringing residents into the downtown, encouraging mixed-use development and maximizing streetscape vibrancy to transform the area into the pedestrian-friendly heart of the region.

How Do We Accomplish Our Goal? The primary regulatory tool to implement the goals of the IDMP is "form-based code" (FBC, or the Code) for the heart of Downtown Colorado Springs.



FBC Scrubs

Introduction Updates



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Introduction and Purpose

Section 1 Introduction and Purpose

History

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1.2 WHAT IS A FORM-BASED CODE?

"Form Based Code – A method of regulating development to achieve a specific urban form. Form-Based Codes create a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through city or county regulations." Form-Based Codes Institute, 2006. The Code is designed to guide the development of a lively, mixed-use, pedestrian-friendly downtown. Unlike traditional zoning which regulates primarily by use, the FBC focuses on directing high quality urban form to coordinate a variety of complementary uses around animated streets and public spaces. More specifically, the FBC strives to:

- Create a predictable investment environment for development.
- Remove barriers to revitalize Downtown Colorado Springs.
- Promote a mixture of uses including retail, office, residential, institutional, and others.
- Establish transitions from the downtown core and urban renewal sectors to the surrounding neighborhoods.
- Clearly communicate through simple language and easily understood graphics the requirements and expectations for new development.
- Implement a review and approval process that is efficient and effective in approving projects that meet the Code's requirements.
- Promote new development which respects the historic building fabric, as well as natural environment and enhances the pedestrian experience.
- Establish a coordinated streetscape plan including street trees, public art and appropriate street furnishings.
- Accommodate the changing uses of buildings while maintaining the integrity and viability of the public realm, with an emphasis on intermodal transportation options and pedestrian linkages and orientation.

- Implement the goals, objectives and strategies of the Downtown Development Authority (DDA) and its plan of development to ultimately revitalize and improve downtown Colorado Springs.

Urban Design Guidelines - Parallel to the FBC standards (Requirements) are a set of urban design guidelines (Best Practices) (section 4) that communicate direction on those items that are difficult to quantify or secondary to the creation of good urban form. While conformance with the design guidelines is not required for all projects, those proposals that need additional flexibility or are inherently complex may be judged against the design guidelines as a condition of approval. The FBC and the design guidelines are grounded in firm principles realized through parameters such as building type, building placement and height, frontage design, access requirements, and glazing regulations.

The FBC and the design guidelines are grounded in firm principles realized through parameters such as building type, building placement and height, frontage design, access requirements, and glazing regulations. The parameters are intended to create safe, attractive street-life and pedestrian comfort. By regulating appropriate building design and public amenities such as awnings, sidewalk cafes and landscaping the implementation of the FBC results in a comfortable, natural integration of uses. Attention is given to features such as large windows which create an enticing relationship between the sidewalk and the ground-floor shops.

Together, Downtown's Form-Based Code standards and urban design guidelines will greatly improve both the regulatory environment for project approval and result in projects that make Downtown great.



Section

Detail

1 – Introduction

Updated history

2 – New User Guide

New user guide

2 – Delete Correlation to Transects

Section was unnecessary and often confusing to users

2 – Standards, Building Type

Clarify “Mixed Use Building”; Add “Single-Family Home”; “Accessory Unit” to become “Accessory Structure”

2 – Standards, Building Envelope

More flexibility for Civic Buildings; Correlate Single-Family Home to specific envelope standards; More flexibility for Mixed Use and Live/Work Buildings in Transition Sectors; New language regarding encroachments.

Old User Guidance

2.1 How to use this Section

A person interested in a specific property should first locate the site on the Sector Map (See section 2.2.1.) to determine which Sector it is located in and what standards are specific to each Sector. Section 2.3 describes the standards specific to each of the seven Building Types. Section 2.4 describes frontage requirements that are applicable to all Building Types across all Sectors. Those standards are followed by sections describing requirements for uses (2.5), parking (2.6), block standards (2.7), public spaces (2.8), and signage (2.9). These eight sections describe the required standards for any downtown project. However, Section 4 – Design Guidelines should be reviewed for guidance on a range of additional issues that, while are not required, will create high-quality urban projects that help fulfill the goal to revitalize Downtown Colorado Springs.

New User Guidance Section

- Found at the beginning of Section 2 of the regulating plan
- Overview of the Standards sections
- Page numbers for easy reference

2.1 USER GUIDANCE

This section describes the form-based building. The following overview is intended to help users navigate through section 2 (Standards) of the FBC.

Section 2.2: The Sectors - Locate the property by using the Sector Map to determine which of the four (4) FBZ sectors this property can be found. These sectors include the following:

- 2.2.1 - Central – Urban Core (pp. 14-15)
- 2.2.2 - Corridor – Urban Center (pp. 14-15)
- 2.2.3 - Transition Sector 1 – Urban Center Surrounding Core (pp. 14-15)
- 2.2.4 - Transition Sector 2 – Urban Center that transitions to neighborhoods (pp. 14-15)

Section 2.3: Building Types - Each sector permits different combinations of the eight (8) building types. This section also includes standards for the building envelopes, setbacks, and height. The building types include:

- 2.3.1.1 - Mixed Use Building (p. 16)
- 2.3.1.2 - Live/Work Building (p. 16)
- 2.3.1.3 - Civic Building (p. 17)
- 2.3.1.4 - Apartment Building (p. 17)
- 2.3.1.5 - Small Commercial Building (p. 17)
- 2.3.1.6 - Row house (p. 17)
- 2.3.1.7 - Accessory Unit (p. 18)
- 2.3.1.8 - Single Family and Two Family Home (p. 18)

Section 2.4: Frontage Requirements - Describes frontage requirements, such as glazing (glass), that are applicable to all Building Types across all Sectors. These frontage types include the following:

- 2.4.1 - Common Lawn – Setback façade (p. 23)
- 2.4.2 - Forecourt – Courtyard configuration (p. 24)

2.4.3 - Stoop – Close to lot line and elevated (p. 24)

2.4.4 - Shopfront – Close to the lot line with shops at ground level (p. 25)

2.4.5 - Gallery – A shopfront façade with a canopy over the sidewalk (p. 25)

Section 2.5: Uses - Outlines Permitted, Conditional and Prohibited Uses in each sector and the uses allowed in each building type. Broad use categories include the following:

- 2.5.1.1 - Residential (p. 28)
- 2.5.1.2 - Office (p. 28)
- 2.5.1.3 - Civic (p. 28)
- 2.5.1.4 - Commercial: (retail, service, restaurant, entertainment) (p. 28)
- 2.5.1.5 - Industrial: (light industrial, manufacturing, warehousing/wholesale, artisan manufacturing/markers) (p. 28)
- 2.5.1.6 - Lodging (p. 28)
- 2.5.1.7 - Communication (p. 28)

Section 2.6: Parking Standards - Outlines the parking standards for each use type, opportunities to reduce parking requirements and parking exempt areas. (p. 34)

Section 2.7: Block Standards - Outlines standards when changing dimensions of any part of a block. (p. 38)

Section 2.8: Public Spaces - Sets the standards for a high quality public realm. This space is broken down into the follow zones:

- 2.8.1 - Public Roadside (p. 40)
- 2.8.1.1 - Activation Zone (p. 40)
- 2.8.1.2 - Pedestrian Way (p. 40)
- 2.8.1.3 - Amenity Zone (p. 40)
- 2.8.1.4 - Vehicular Zone (p. 40)

Section 2.9: Signage - Provides sign standards for the FBZ. (p. 44)



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Existing Regulating Plan

- Section 2.2.2. attempts to explain and correlate FBZ sectors to “transects”
- Not helpful and has led to confusion from first time users

New Regulating Plan

- Section removed

2.2.2 Correlation to Transects

Many form-based codes utilize “Transects” to categorize and regulate specific geographic areas. While this code uses the term “Sectors” the following table is provided to roughly translate this Code’s sectors into the more widely used Transect categories.

Sector	Transect	Comments
Central	T6	Urban Core
Corridor	T5.7	Urban Center - outside of Core but allow significant density due to wide ROWs
Transition 1	T5.5	Urban Center - surrounds the majority of the Core
Transition 2	T5.3	Urban Center - more gradual transition to adjacent neighborhoods



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FBC Scrubs

Mixed Use Buildings



Existing

Proposed

2.3.1 The following is a description of each building type:

Mixed-Use Building – a multi-story structure that typically has a vertical mixture of uses. The ground floor (street level) may be used for commercial or office, while the upper floors may be used for office, residential, lodging or storage.



2.3.1 BUILDING TYPES

1. **Mixed-Use Building** – a multi-story structure that typically has a vertical mixture of uses. However, mixed-use buildings may be occupied by a single use type (e.g. office) at times knowing that over time, portions of the building may change occupancies to other permitted use types.



FBC Scrubs

Single Family Home



Existing

- Current Regulating Plan does not include a building type for single-family or two-family residential structures
- DRB has processed multiple Warrants for existing single-family homes
- Unlikely to be used for new development
- Lack of building type makes sale / financing of existing homes difficult

Proposed

8. Single-Family or Two-Family Home – a detached residential structure containing one or two dwelling units on one lot.



FBC Scrubs

Accessory Structure



Existing

Accessory Unit – a dwelling unit that is located over a garage on the same lot as the main structure. An accessory unit may also be a single-story dwelling unit, not associated with a garage, located on the same lot as the main structure. An accessory unit may be attached or detached from the main structure and is located to the rear of the lot. An accessory unit shall have a maximum square footage equal to fifty (50) percent of the main structure's furnished space, excluding garages and basements.



Proposed

7. Accessory Structure - A structure that is located on the same lot and detached and separate from the principal building.

A) Accessory structures shall be incidental to the principal structure and devoted exclusively to an accessory use. Examples of accessory structures may include, but are not limited to: garages, carports, sheds, storage buildings, play structures, gazebos, arbors, greenhouses, barns, saunas, and other similar buildings.

B) Accessory structures may also include an accessory dwelling unit that is attached or detached from the main structure and is located to the rear of the lot and behind the principal structure.

C) The footprint of an accessory structure shall not exceed structure's finished space, excluding garages and basements.

Existing

Proposed

2.3.2 Sector Building Types

Due to the unique qualities of the individual Sectors, not all building types are appropriate in all areas of Downtown. The table below illustrates what building types are permitted in each district.

Building Type	Sector			
	Central	Corridor	Transition 1	Transition 2
Mixed Use Building	P	P	P	P
Live/Work Building	P	P	P	P
Civic Building	P	P	P	P
Apartment Building	P	P	P	P
Small Commercial Building		C	P	P
Rowhouse	C	P	P	P
Accessory Unit		C	P	P

An "P" indicates that the building type is permitted in the sector
A "C" indicates that conditional use approval is needed

2.3.2 BUILDING TYPES PERMITTED IN EACH SECTOR

Due to the unique qualities of the individual Sectors, not all building types are appropriate in all areas of Downtown. The table below illustrates what building types are permitted in each district.

BUILDING TYPE	SECTOR			
	Central	Corridor	Transition 1	Transition 2 A & B
Mixed Use Building	P	P	P	P
Live/Work Building	P	P	P	P
Civic Building	P	P	P	P
Apartment Building	P	P	P	P
Small Commercial Building		P	P	P
Rowhouse	C	P	P	P
Single-Family/Two-Family Home			P	P
Accessory Structure		C	P	P

P = Permitted; C = Conditional Use; A blank cell means that the building type is prohibited

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FBC Scrubs

Building Envelopes



Existing Regulating Plan

- Includes one graphic that correlates building types to envelope standards
- Multiple errors or confusing elements

New Regulating Plan

- More flexibility for Civic Bldgs
- Corrects errors
- Includes text and graphic versions
- Includes Single-/Two- Family

Building Type	Corner Lots	Interior Lots
Mixed Use Building		
Live/Work Building		
Civic Building		
Apartment Building		
Small Commercial Building		
Rowhouse		
Accessory Unit		

FBC Scrubs

Building Envelopes

Existing Regulating Plan

- Includes one graphic that correlates building types to envelope standards
- Multiple errors or confusing elements

New Regulating Plan

- More flexibility for Civic Bldgs
- Corrects errors
- Includes text and graphic versions
- Includes Single-/Two- Family

BUILDING TYPE	CORNER LOT			INTERIOR LOT		
	Front	Rear	Side	Front	Rear	Side
Mixed Use Building						
Live/Work Building	0' Max	0' Min.	0' to 10'	0' Max	0' Min	10' Max
Civic Building						
Apartment Building						
Small Commercial Building						
Rowhouse	0' to 15'	0' to 10'	10' Max	0' to 15'	0' Min	10' Max
Single-Family/ Two Family Home						

BUILDING TYPE	CORNER LOT	INTERIOR LOT
Mixed Use Building		
Live/Work Building		
Civic Building		
Apartment Building		
Small Commercial Building		
Rowhouse		
Single-Family/ Two Family Home		

New Direction Regarding Building Envelope Standards

- Detail on Accessory Structures
- Flexibility provided for Mixed Use and Live / Work Buildings in Transition Sectors
- Direction provided for encroachments

6. Accessory Structures – Accessory structures do not have specific building envelope standards as by definition they are required to be located to the rear of the lot and behind the principal structure.

7. Transition Sectors – Mixed Use Buildings and Live/Work Buildings in the Transition Sector 1 and Transition Sector 2 may utilize the building envelope standards applicable for Civic Buildings as illustrated in the table to the right.

8. Encroachments – While compliance with City-wide regulations on encroachments is required, privately owned encroachments into the public right-of-way such as awnings, balconies, café seating, projecting signs and similar elements are encouraged as they often provide shade, depth, and activity in the urban environment.

Major Topics



Section

Detail

2 – Standards, Building Height

Increase height allowances for Live/Work Buildings; Add height standards for Single-Family Homes

7 – Standards, Frontage

Update for Single-Family Homes; Add language for glazing relief

2 – Standards, Uses

Add "Artisan Manufacturing / Makerspace"; Update Use/Building Type table to address a number of use related issues; MMJ uses updated to reflect 2016 City-wide regs

2 – Standards, Parking

Clarify parking requirements for outdoor seating; add standard for new uses; update mixed use parking reductions; update for consistency with City-wide parking reduction factors; adjust ratios in response to new UDC ratios (e.g. restaurant)

FBC Scrubs

Building Height



Existing

Proposed

Building Type	SECTORS							
	Central		Corridor		Transition 1		Transition 2	
	max	min	max	min	max	min	max	min
Mixed Use Building	unlimited	2	10	1	6	1	4	1
Live/Work Building	4	2	4	1	6	1	4	1
Civic Building	unlimited	2	10	1	6	1	4	1
Apartment Building	unlimited	2	10	1	6	1	4	1
Small Commercial Bldg.	N/A	N/A	1	1	1	1	1	1
Rowhouse	N/A	N/A	4	1	4	1	4	1
Accessory Unit	N/A	N/A	2	1	2	1	2	1

BUILDING TYPE	SECTORS							
	Central		Corridor		Transition 1		Transition 2 A & B	
	Max	Min	Max	Min	Max	Min	Max	Min
Mixed Use Building	No Restriction	2	10	1	6	1	4	1
Live/Work Building	6	2	6	1	6	1	4	1
Civic Building	No Restriction	2	10	1	6	1	4	1
Apartment Building	No Restriction	2	10	1	6	1	4	1
Small Commercial Building			1	1	1	1	1	1
Rowhouse			4	1	4	1	4	1
Single-Family/Two-Family Home					3	1	3	1
Accessory Structure			2	1	2	1	2	1

DRB member homework:

- Consider building height limits
- Dec. 11th Council Work Session
- Design guideline (not standard) for tall buildings

A blank cell means that the building type is prohibited.

Next Steps



Future Actions

- Details for remaining Standards
- Additional Work Sessions to DRB
 - Public Space Standards
 - Design Guidelines
 - UDC driven updates
 - Map changes?
 - Others, as needed
- Stakeholder outreach and coordination
- Legal review
- Public hearing at DRB
- Possible hearing at CPC (if enlarging FBZ)
- City Council hearing



Questions?



Major Topics



Section

Detail

2 – Standards, Public Space

Many changes needed to add clarity and document direction away from pavers; separate presentation needed on this issue

2 – Standards, Signs

Allow wall-mounted EMCs; specific standards for A-Frame signs; adjust separation requirements for projecting signs

3 – Density Bonus

Administrative authority to grant points; adjust threshold for affordable units; remove points for market rate residential

4 – Design Guidelines, Multiple issues

A separate session will be necessary for Design Guidelines updates and improvements; issues for consideration:

- Tall building design
- Street level activation
- Building design relative to City-wide code
- Other?

5 – Process, DRB

5 – Process, Warrants

Add Near North End as possible neighborhood representative