

Memorandum



CITY OF DALLAS

DATE April 27, 2007

TO Honorable Mayor and Members of the City Council

SUBJECT May 2, 2007 City Council Briefing
New Planning and Zoning Initiatives

Please find attached briefing materials prepared by the Trinity River Corridor Planning and Development Group and the Development Services Department regarding three major planning efforts underway. The purpose of this briefing is to provide Council with background information concerning these initiatives and the concept of form-based zoning.

A handwritten signature in black ink, appearing to read "Jill Jordan".

Jill A. Jordan, P.E.
Assistant City Manager

c: Mary K. Suhm, City Manager
Deborah A. Watkins, City Secretary
Thomas P. Perkins, Jr., City Attorney
Craig D. Kinton, City Auditor
Judge Jay E. Robinson
Ryan S. Evans, First Assistant City Manager
Charles W. Daniels, Assistant City Manager
Ramon F. Miguez, P.E., Assistant City Manager
A. C. Gonzalez, Assistant City Manager
Dave K. Cook, Chief Financial Officer
Chandra Marshall-Henson, Assistant to the City Manager
Frank Libro, Director, Public Information Office

New Planning and Zoning Initiatives

City Council Briefing
May 2, 2007



Purpose

- Review 3 major planning efforts underway
- Introduce new zoning tools
- Introduce a process to create new zoning districts in Chapter 51A
- Provide an overview of a form-based approach for the Trinity

Planning Efforts Underway

- TOD master developer agreement
- Creation of new zoning districts
- Trinity River rezoning effort

Planning Efforts Underway

- All efforts involve a high degree of coordination and collaboration between Development Services, Economic Development, and Trinity River Staff
- All efforts have or will have extensive public outreach and community participation
- All efforts will be vetted thoroughly through CPC and its committees
- All efforts have common considerations such as quality development standards, compatible transitions to neighborhoods, environmental protections, non-conforming uses, and affordable housing and displacement concerns

Planning Efforts Underway

- TOD master developer agreement
 - Economic Development is the lead department
 - Purpose is to spur transit oriented development around targeted DART stations
 - Closely coordinated with Planning in order to ensure economic incentives are aligned with appropriate zoning controls



Planning Efforts Underway

- Creation of new zoning districts
 - Development Services is the lead department
 - Purpose is to implement priorities of forwardDallas!
 - Closely coordinated with Economic Development to ensure new zoning districts present economic opportunity as well as appropriate restrictions that protect neighborhood quality of life; and with Trinity River staff to capitalize on redevelopment opportunities

Creation of New Zoning Districts

- Development code amendments will establish new districts that will be available for applicants to use in a variety of appropriate urban situations citywide
- Use of new districts will be at a property owners request, if they choose to use them

Development Code Amendments

- Create models of desirable development footprints that are suitable for a variety of situations
- Prototypes will enable everyone to see what building products would look like
- Prototypes and new zoning tools will be “real world” tested:
 - Trinity Corridor
 - *forwardDallas!* Area Plans

Community Vision

How do we get from...

here...

...to here?



How do we reach the community's vision?

- Make desirable developments easiest to accomplish under zoning regulations
- Focus on the types of buildings and the character of the place
- Build pedestrian connections through walkable open space and streets

“Big Picture” Code Issues

- Document is difficult to navigate
- “Ease of use” features cluttering code
 - Duplication of material
 - Overall length of document
 - No graphics, limited tables
- Code is not “transparent” – difficult for users to understand the desired end result
 - PD’s are more transparent and easier to understand than code

“Big Picture” Code Issues

- Current code segregates uses
- Current code has limited standards regarding FORM of development
- Approaching 800 Planned Developments
 - Created due to rigid base standards, mismatch with market
 - Problems with consistency and equity creep in over the years – difficult to enforce

“Big Picture” Code Issues

- Existing zoning districts
 - No district specific to transit-oriented development (TOD)
 - No focus on quality of pedestrian environment (except Urban Corridor)
- Future Zoning Options
 - Overlay Districts ?
 - “Straight Zoning”

“Big Picture” Code Issues

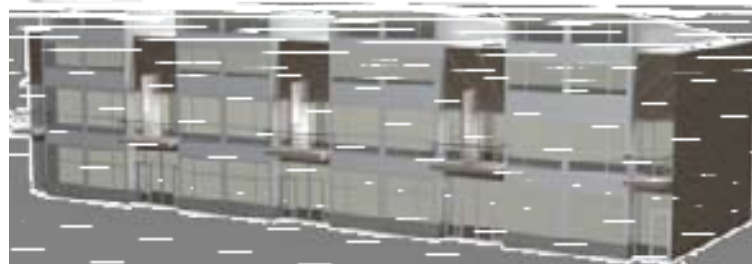
- Mixed Use
- Urban Design and Streetscape
- Parking

New Approaches to Regulations

- Based on Regulations
 - What Would Be Allowed
- OR
- Based on Existing Projects
 - What Would We Like To See as an End Result?



Small Mixed Use



Existing Zoning Regulations



Existing Zoning Regulations

- Examples of existing MU-3 Zoning
- Existing zoning regulations do not provide enough predictability to guarantee vision



Existing Zoning Regulations



New Approaches to Regulations

- Focus on encouraging mixed use, pedestrian friendly neighborhoods
- Less emphasis on regulating what happens inside buildings and more emphasis on the quality of development
- Greater emphasis on the street experience and on regulating what happens outside buildings

Existing Walkable Developments



Emphasis on Street Experience

- Strong focus on making places walkable and attractive for pedestrians
- Emphasis on the relationship of buildings to street



Emphasis on Street Experience

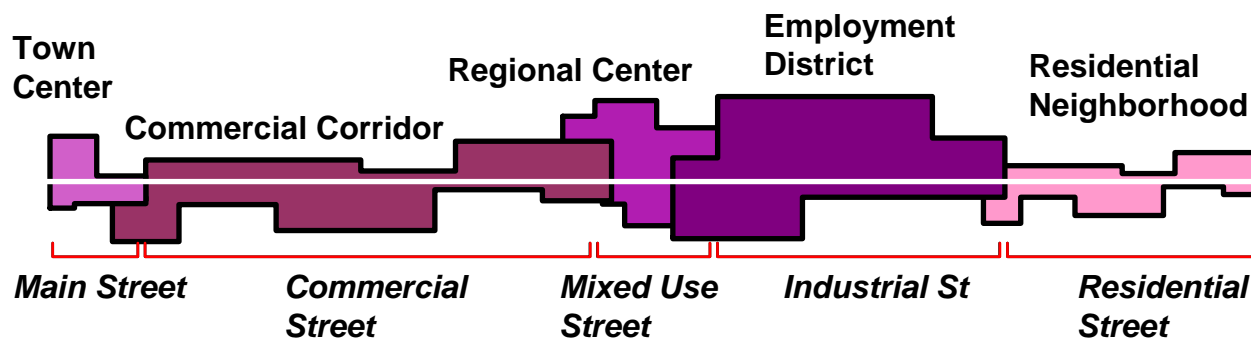
- Linking development regulations to context sensitive thoroughfare design standards
- Zoning district boundaries along rear lot lines rather than street center lines



Context Sensitive Street Design



“One Size Does Not Fit All”



Context Sensitive Street Design



The Public-Private Realm

The grey area around the public right of way line

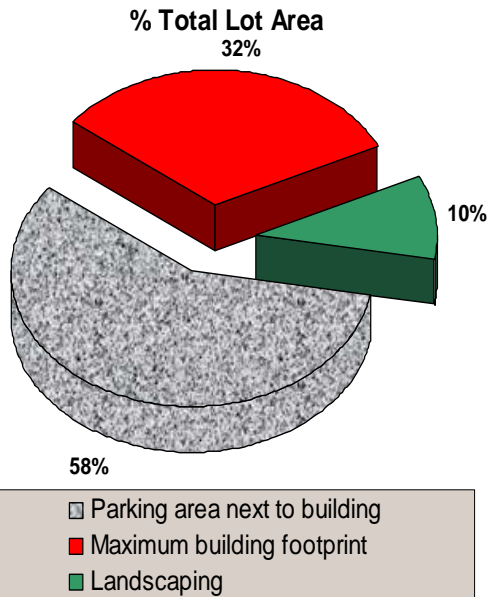
Emphasis on Parking

- Quantity, location and treatment of parking has a profound influence on the pedestrian experience



Eg: Jefferson Blvd Fiesta

- 5.7 acres
- 64,000 sq feet
- FAR = 0.29
- 320 parking spaces

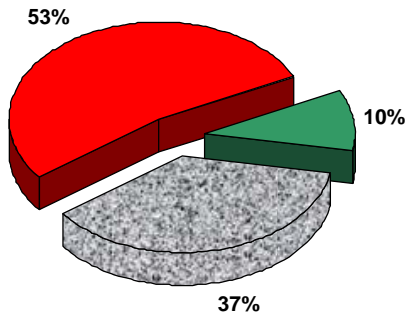


Eg: Bishop Arts District

- 3.5 acres
- 58,000 sq feet buildings
- FAR = 0.5
- 68 off street parking
- 50 on street
- Dallas Code Requirement: 295 off street spaces



% Total Lot Area



- Parking area next to building
- Maximum building footprint
- Landscaping

Eg: Bishop Arts District



Bishop Arts District

Parked to Current Code



Emphasis on Parking

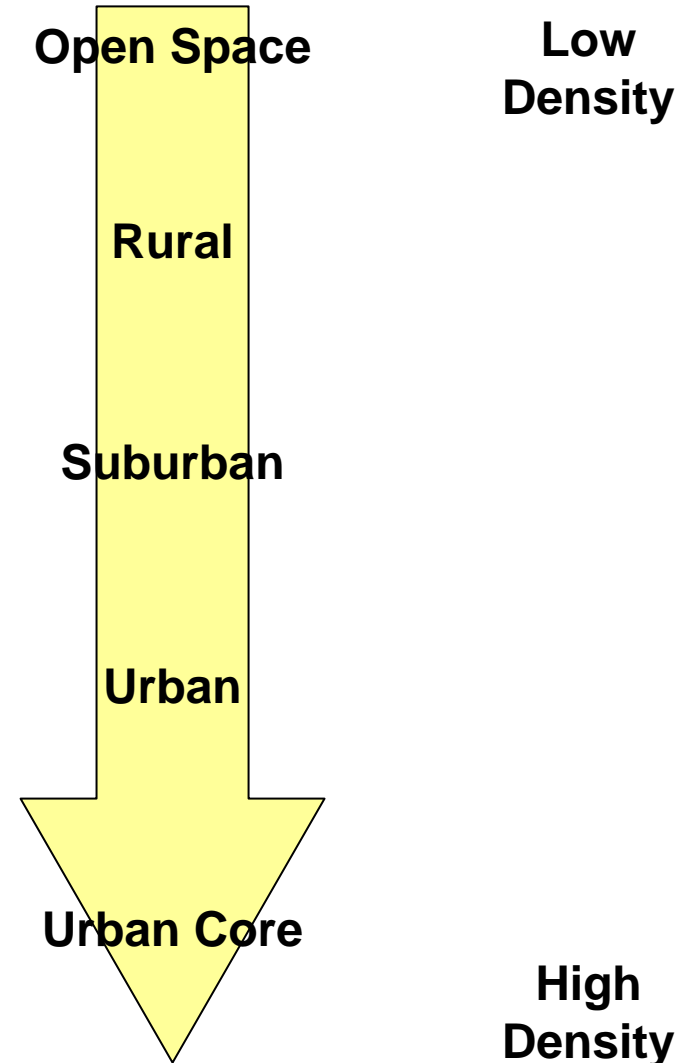
- Parking has a direct effect on the economic feasibility of mixed use developments
 - Shared parking
 - Limiting parking supply
 - Parking management



Not just for high density



Source: City of Fort Worth – Trinity Uptown District



Code Amendments

Advisory Committee Update

- 25 member Advisory Committee appointed by Council Quality of Life Committee
- Extensive public outreach
- Regular monthly Advisory Committee meetings/workshops
- Briefings to Zoning Ordinance Advisory Committee and Joint Council Committee (Quality of Life and Trinity) at key milestones
- City Plan Commission and full City Council briefings and hearings at the final draft ordinance stage

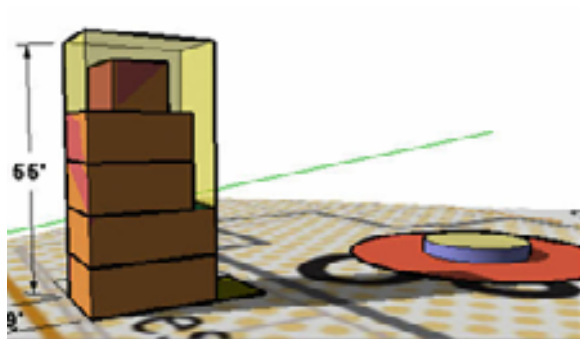
Testing & Analysis

- Select Test Sites
 - DART Light Rail
 - Transit Corridor
 - Trinity River Corridor
 - Central Business District
- Economic Viability
- Physical Layout, Bulk & Mass Models

Future Transit Stations



Transit Corridors



Approaches to Nonconforming Uses

- Market
- Neighborhood
- Council established timeline
- Phased standards

Form-based Codes

- User-friendly
 - Clear
 - Concise
 - Easy to administer and understand
- Document will look dramatically different than our typical zoning regulations with an emphasis on illustrations to detail regulations

Where have form-based concepts been used?

- Arlington, VA
- Syracuse, NY
- Peoria, IL
- Memphis, TN
- Louisville, KY
- Fort Meyers Beach, FL
- Gainesville, FL
- Sarasota, FL
- Austin, TX
- Farmers Branch, TX
- Fort Worth, TX
- McKinney, TX
- Petaluma, CA
- Azuza, CA
- Atlanta, GA
- Columbus, OH
- Seattle, WA
- Knoxville, TN
- Ventura, CA
- Benicia, CA

Existing Toolbox



District Regulations

Use Regulations

Sign Regulations

§ 51A-4.125

(3) If the structure height is 15 feet or less, the structure height is 15 feet. If the structure height is 15 feet or more, the structure height is 15 feet plus the height of the structure above ground level.

(4) Consult the use regulations for the specific off-street use. Consult the regulations (Division information regarding generally.

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(6) Consult the use regulations for the specific off-street use. Consult the regulations (Division information regarding generally.

(7) Landmarks.

(8) Additional provisions:

(i) Suite hotels may have kitchens in the guest rooms.

(1.1) Extended stay hotel or motel.

(A) Definition: A lodging facility containing six or more guest rooms, in which:

(i) 25 percent or more of the guest rooms have a kitchen that includes a sink, a full-size stove, and a full-size refrigerator (a cooking area limited to a microwave, mini-refrigerator, or cook-top does not constitute a "kitchen" for purposes of this definition); and

(ii) 30 percent or more of the guest rooms contain a sleeping area that is separated from a sitting area by a wall or partition.

(B) Districts permitted: By SUP in MO(A), GO(A), RR, CS, LI, IR, IM, central area, MU-1, MU-1(SAH), MU-2, MU-2(SAH), MU-3(SAH), and multiple commercial districts.

(C) Required off-street parking: One space for each unit for units 1 to 250; 3/4 space for each unit for units 251 to 500; 1/2 space for all units over 500; plus one space per 200 square feet of meeting room. If more than ten off-street parking spaces are required, more than ten handicapped parking must be provided pursuant to Section 51A-4.305.

(D) Required off-street loading:

SQUARE FEET FLOOR AREA OF BUILDING	TOTAL REQUIRED STAGE LOADING SPACES
0 - 10,000	1
10,001 - 20,000	2
20,001 - 30,000	3
30,001 - 40,000	4
40,001 - 50,000	5
50,001 - 60,000	6
60,001 - 70,000	7
70,001 - 80,000	8
80,001 - 90,000	9
90,001 - 100,000	10

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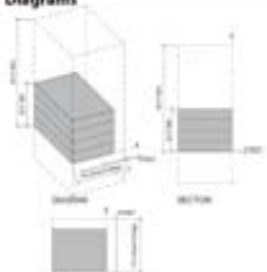
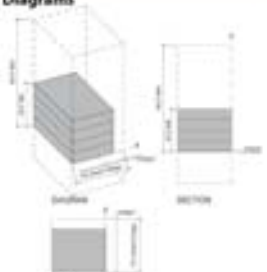
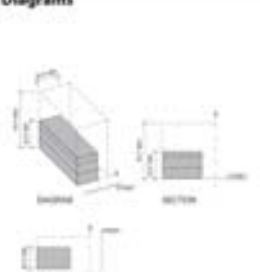
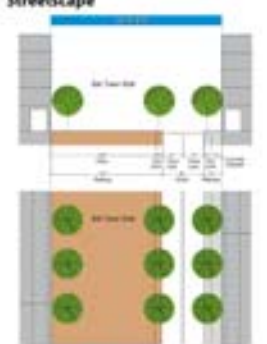
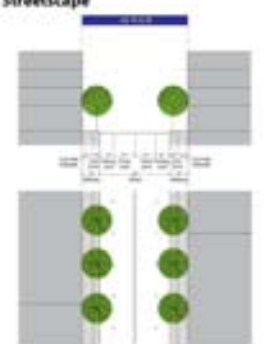
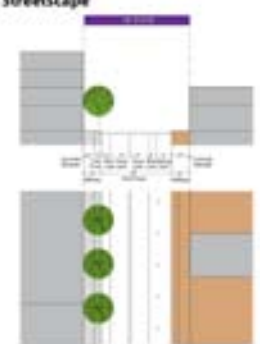
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Dallas City Code

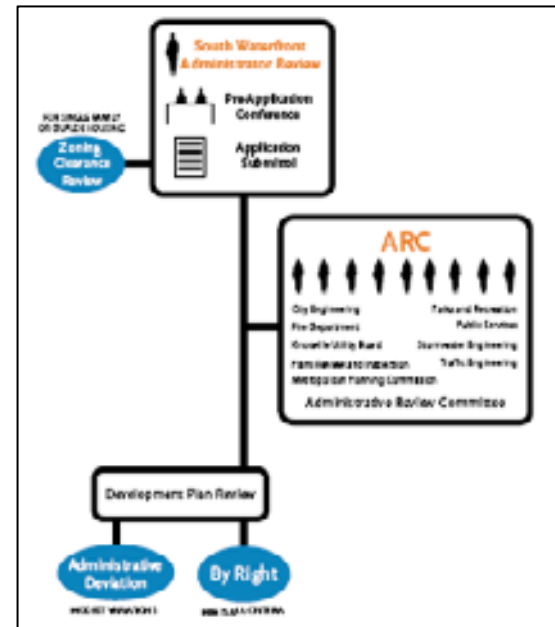
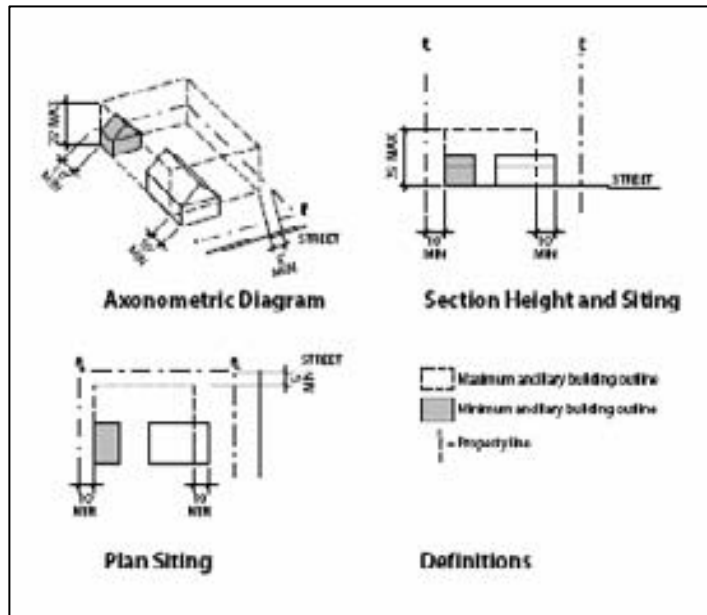
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Streamlined and Integrated

Ball Tower Walk	Hensley Gateway	Waterfront Marketplace
<p>Diagrams</p> 	<p>Diagrams</p> 	<p>Diagrams</p> 
<p>Description</p> <p>A. Site Configuration Front setback: 0' (Build to property line) Average: 75% minimum on River Road and Severn Ave. Lot Size: 2 acre maximum</p> <p>B. Building Configuration Building Height: 40' and 3 story minimum 130' and 8 story maximum</p> <p>C. Parking Location: Structured or surface parking below building or to rear</p> <p>D. Notes 1. Building facades fronting Ball Tower Walk must have a ground-level pedestrian arcade. 2. Structured and surface parking must be visually screened with landscape elements. 3. Rooftop mechanical units must be screened from view.</p> <p>E. Exceptions 1.</p>	<p>Description</p> <p>A. Site Configuration Front setback: 0' (Build to property line) Average: 75% minimum Lot Size: 2 acre maximum</p> <p>B. Building Configuration Building Height: 40' and 3 story minimum 130' and 12 story maximum</p> <p>C. Parking Location: Structured or surface parking below building or to rear</p> <p>D. Notes 1. A large scale parking structure is envisioned below the Hensley Gateway Green (on the existing Baptist Hospital surface parking lot). 2. Future light rail transit is envisioned for the existing freight rail line. 3. Structured and surface parking must be visually screened with landscape elements. 4. Rooftop mechanical units must be screened from view.</p> <p>E. Exceptions 1.</p>	<p>Description</p> <p>A. Site Configuration Lot Size: 2 acre maximum</p> <p>B. Building Configuration Building Height: 25' and 2 story minimum 80' and 4 story maximum Building Width: 20' minimum</p> <p>C. Parking Location: Structured or surface parking on site</p> <p>D. Notes 1. Structured and surface parking must be visually screened with landscape elements. 2. Rooftop mechanical units must be screened from view.</p> <p>E. Exceptions 1.</p>
<p>Streetscape</p> 	<p>Streetscape</p> 	<p>Streetscape</p> 
<p>Character</p> <p>Some of the highest density uses in the Knoxville South Waterfront are located in this area. New development is proposed along a new plaza called Ball Tower Walk. This plaza is located along one side of the main riverwalk runs in the Old Sevier neighborhood. The plaza location is "window to the water" from the Baptist Church on Sevier Avenue leading north to the waterfront. This plaza will serve as the central umbilical space for the local community and could be used in conjunction with the plaza for small scale outdoor and urban markets year-round. Building facing this linear open space are encouraged to have commercial development on the first floor.</p>	<p>Character</p> <p>A dominant, rigid open space in the shape of a triangular wedge organizes development to the west of the hospital. The Hensley Gateway identifies this area surrounding the Baptist Hospital. The open space gateway provides views to the east and downtown. This area acts as a light rail entrance to downtown Knoxville and a Chapman Highway gateway leading south to the Smoky Mountains. New development is clustered around this open space that contains a parking garage underneath. New development facing the park is envisioned as a complement to the surrounding institutional uses and scale of the Baptist Hospital.</p>	<p>Character</p> <p>This area is closely connected with the Ball Tower Walk. New development on this site is encouraged to be mixed use and shall maintain scale consistent to the area by creating buildings perpendicular to the waterfront. Development that creates a continuous visual barrier to the Tennessee River is not permitted. Surface parking on this site shall be kept to a minimum. A new marina at the base of the Gap Street Bridge and boat ramp will be used to open view on the water.</p>

Source: City of Knoxville, South Waterfront, Form Based Development Code

Visually Descriptive



Source: City of Knoxville, South Waterfront, Form Based Development Code

- Everybody knows what they will be getting up front
- Is this what the plan said?

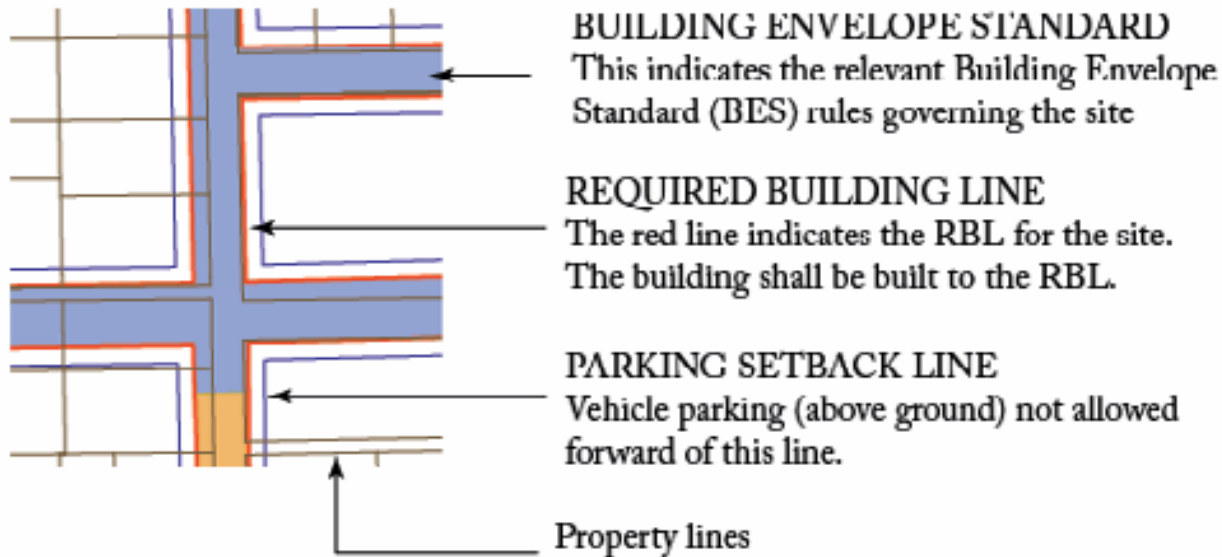
Components of Form-based Codes

- Regulating Plan
- Building Standards
- Streetscape Standards
- Possible Architectural Standards

Regulating Plan

- Similar to a conceptual plan
- Two approaches to regulation
 - Street frontage
 - Districts
- Typical areas of regulation
 - Build-to lines
 - Parking setbacks
 - Identify district boundaries and location of street types

Regulating Plan



Source: City of Farmers Branch, Station Area Form Based Code

Regulating Plan



Regulating Plan

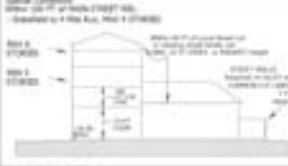


Source: City of Knoxville, South Waterfront, Form Based Development Code

Building Standards

B. BUILDING ENVELOPE STANDARDS: MAIN-STREET SITES

Height Specifications



Building Height

- Principal building height is measured in cross-section at the narrowest part of the building.
- Each building shall be between 7 and 6 stories in height, except where otherwise noted here or in the Business Plan.

Roofline Standards (Height)

No portion of a roof within the zone shall exceed the roof height of any building (roof after 2002) within 40 feet of the parking structure.

Roofline Standards (Height)

- The eave over roof elevation shall be between 4 inches below and 24 inches above the sidewalk elevation at the front of the building. The maximum front-to-back eave over lead for the eave over is 24 feet.
- The eave over shall have at least 14 feet over (from eave) height for at least 2.0 of its area compared to 100% coverage.

Roofline Standards (Height)

- The maximum front-to-back eave over lead for zones other than the Street Zone is 24 feet.
- At least 50 percent of the eave over shall have at least 4 feet 6 inches over (from eave to eave) height.

Roofline Standards (Height)

Rooflines and features greater than 2% of the floor area footprint shall be counted as full eave.

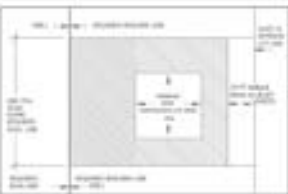
Street-Line Details

- Any eave over shall be covered or unlit. Eave over shall have a maximum depth of 4, 7 feet in height.
- Street-line heights are measured relative to the adjacent sidewalk or to the ground elevation where not fronting a sidewalk.

Other:

When a structure is within 40 feet of a lot line, business zone or a single-family home, the maximum height for that portion is 12 feet to the eave or lower.

Siting Specifications



Street Setback

- The Street facade shall be built to not less than 75 percent of the overall RFL. However, the street corner portions of the Street facade within 7 feet of a corner (corners are exempt from this measurement in order to allow special corner treatments in these areas).
- The Street facade shall be composed as a single plane (single plane either the requirement) interrupted only by porches, recess, an awning, storefront, and entrance.

Roofline Area

Building shall occupy only the area of the lot specified in the siting specifications of the zoning district or on a suitable area. No part of any building exceeding overhanging roof and 300 permitted eave over, awning, recess, and storefront shall overhang into the street beyond the RFL. No part of any building, including overhanging roof, awning, recess, and small and screened garden structures shall invade the opening of an area. The minimum open courtyard area shall comprise at least 25% of the total Business Area and can be located anywhere within the Business Area of the site.

Setback Area

There are no required side or rear setbacks unless shared with an existing single-family house where a 5-foot setback is required.

Access and Parking Requirements

- Designated accessible areas shall be no closer than 30 feet from any access point or 100 feet from any access point (except where otherwise designated on the Business Plan).
- Designated access areas and access shall be the side means of automobile access to a site.
- Garage doors shall not face the lot at an angle of less than 90 degrees from the RFL, vehicle parking area (except where a minor use, access or parking is enclosed within an existing building on private property shall not be located within 25 feet of the RFL. These requirements are not applicable to on-street parallel parking.

Build

On sites with no access, there shall be a 25-foot setback from the rear lot line.


Corner Lots

Corner lots shall be treated as having eave over recess on both the front and side streets (or RFL).

Setback RFL and Corner Lot Line Treatment

The setback RFL shall have a maximum depth of, between 4 feet and 10 feet in height. Street-line may also be constructed along the setback corner lot line.

Element Specifications




Street-Line Facade

The street-line facade shall have between 50 percent and 90 percent maximum (measured as a percentage of the facade that is between 2 and 10 feet above the fronting sidewalk). Recess and overhangs are encouraged (except where otherwise designated on the Business Plan).

Street-Line Facade

Street-line facade shall have between 20 percent and 70 percent maximum (measured as a percentage of the facade that is between 1 and 5 feet above the finished floor).

Use Specifications



Street-Line

- The street-line shall house retail use as defined on page 17-10 as well as lobby and access for open story use.
- There shall be functioning entry door(s) along the street facade at intervals not greater than 60 feet within any site.

Street-Line

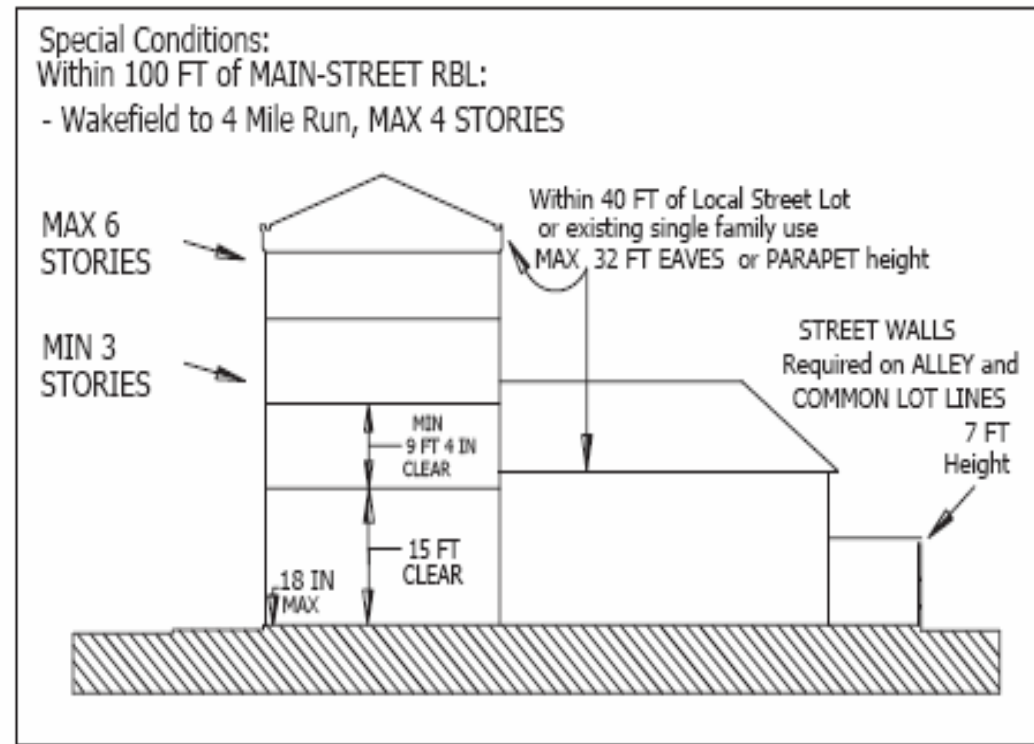
Retail uses are not permitted on the upper stories (except those of less than 100 square feet and/or second stories as an extension of the street-line use and with direct Columbia Pike frontage). Second-story restaurants do not violate this rule. Business and professional offices including medical, legal, insurance, architecture, real estate, banking, and other offices which in the judgement of the zoning administrator with a recommendation from the Business Review Committee of the same general character as those listed above may be located on all floors of this Street-Line.

- Building Height
- Siting
- Elements
- Use

Source: Columbia Pike Form Based Code

Building Standards

- Building Height
 - Minimum height
 - Maximum height
 - Story height if appropriate
 - Additional setback requirements

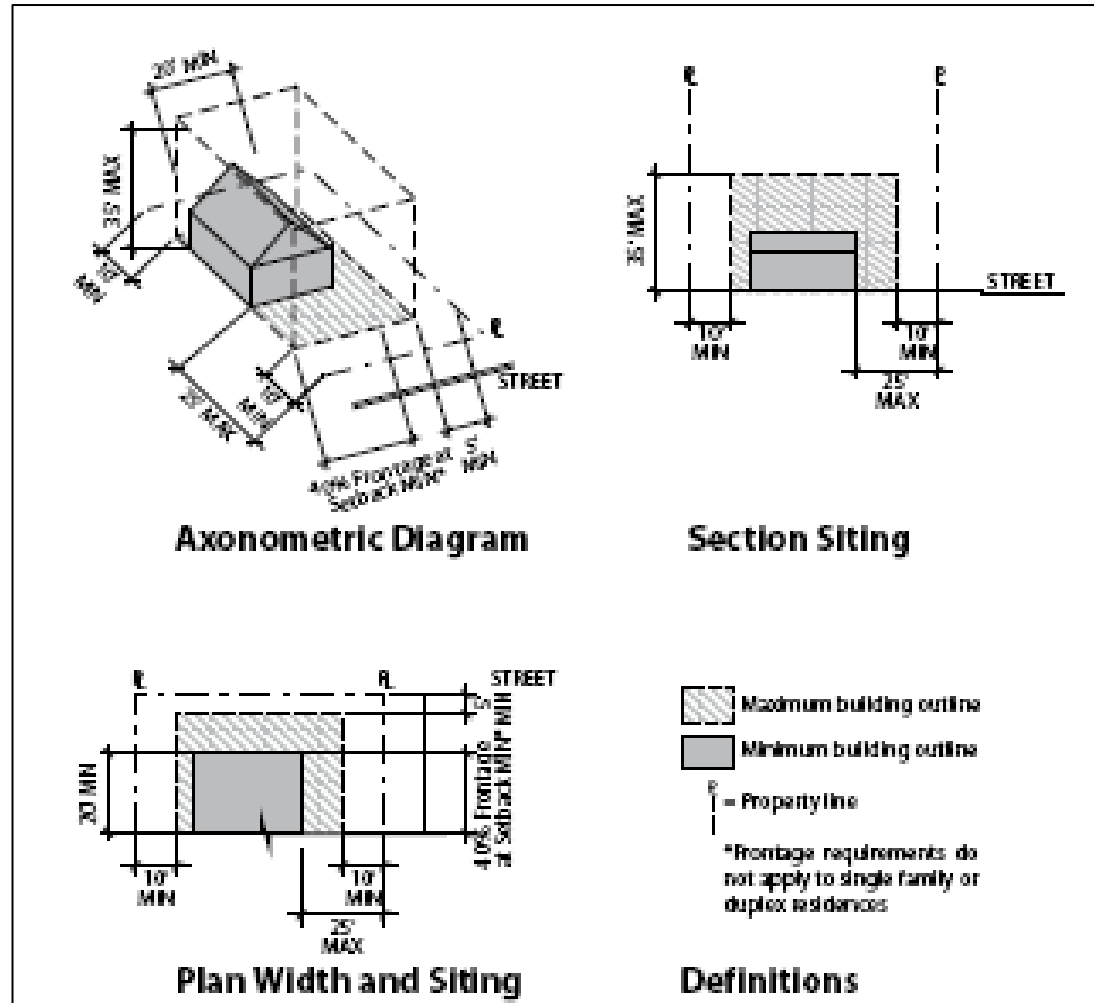


Height Specifications

Source: Arlington, Virginia – Columbia Pike Form Based Code

Building Standards

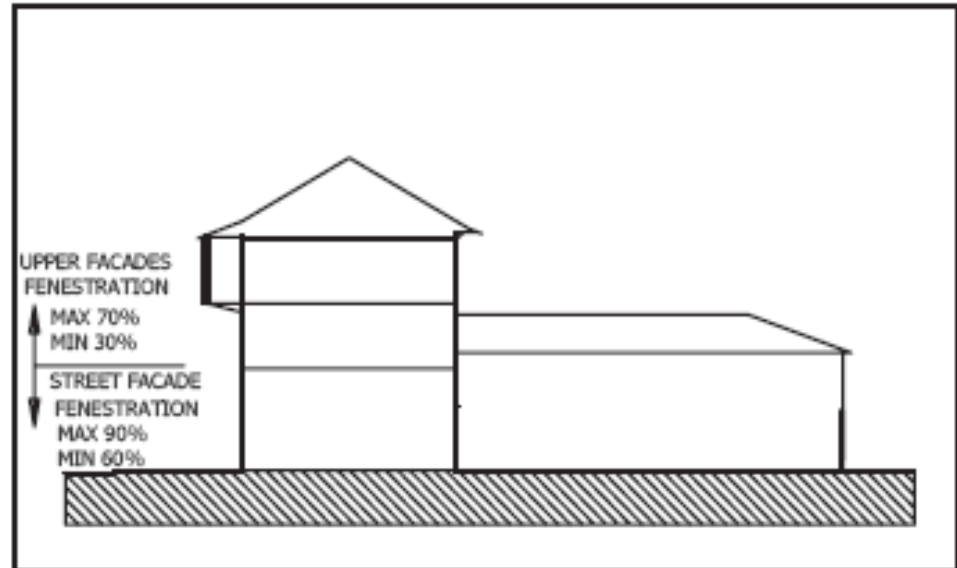
- Siting
 - Percent of building at the build line
 - Entrances
 - Buildable area
 - Other setback requirements



Source: City of Knoxville, South Waterfront, Form Based Development Code

Building Standards

- Elements
 - Window requirements
 - Allowable elements such as balconies or awnings



Elements Specifications

GROUND STORY FENESTRATION

The GROUND STORY façade shall have between 60 percent and 90 percent FENESTRATION (measured as a percentage of the façade that is between 2 and 10 feet above the fronting sidewalk). AWNINGS and overhangs are encouraged (except where otherwise designated on the REGULATING PLAN).

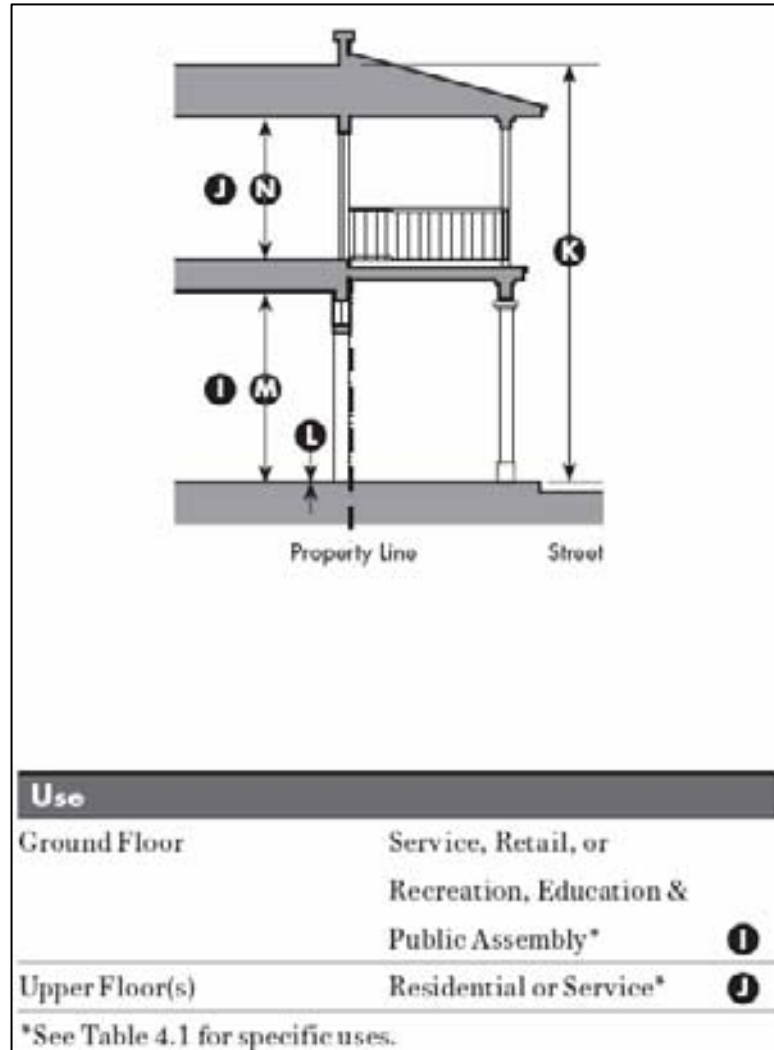
Upper Stories FENESTRATION

Upper story facades shall have between 30 percent and 70 percent FENESTRATION (measured for each STORY as a percentage of the façade that is between 3 and 9 feet above the finished floor).

Source: Columbia Pike Form Based Code

Building Standards

- Uses
 - Generalized allowed uses
 - Location of uses
 - Vertical mix of uses



Source: City of Benicia, Draft Downtown Form Based Code

Building Standards

Land Use Type	Permit Required	Specific Use Regulations
Recreation, Education & Public Assembly		
Commercial recreation facility: Indoor		
< 1500 sf	MUP	
> 1500 sf	UP	
Health/fitness facility		
< 1500 sf	MUP	
> 1500 sf	UP	
Library, museum	P	
Meeting facility, public or private	MUP	
Park, playground	MUP	
School, public or private	MUP	
Studio: art, dance, martial arts, music, etc.		
< 1500 sf	P	
Theater, cinema, or performing arts		
< 5000 sf	P	
> 5000 sf	UP	

Key	
P	Permitted Use
MUP	Minor Use Permit Required - staff review only
UP	Use Permit Required
NA	Not an allowed use

End Notes

¹A definition of each listed use type is in the Glossary.

²Allowed only on upper floors or behind ground floor use.

Source: City of Benicia, Draft Downtown Form Based Code

Building Standards

Land Use Type ¹	Permit Required	Specific Use Regulations
Residential		
Home occupation		
< 300 sf and 2 or fewer employees	P ²	
> 300 sf and 3 or fewer employees	P ³	
> 300 sf and 3 or more employees	NA	
Mixed use project residential component	P ²	
Dwelling: Multi-Family-Rowhouse	P ²	
Dwelling: Multi-Family-Duplex	P ²	
Dwelling: Multi-Family-Triplex	P ²	
Dwelling: Multi-Family-Fourplex	P ²	
Ancillary Building	P	
Residential Care, 7 or more clients	P ²	
Residential Care, 6 or fewer clients	P ²	

Retail	
Artisan Shop	P
Bar, tavern, night club, except with any of the following features	P
Operating between 9 pm and 7 am	UP
General retail, except with any of the following features:	P
Alcoholic beverage sales	UP
Floor area over 8000 sf	MUP

Key	
P	Permitted Use
MUP	Minor Use Permit Required - staff review only
UP	Use Permit Required
NA	Not an allowed use

End Notes

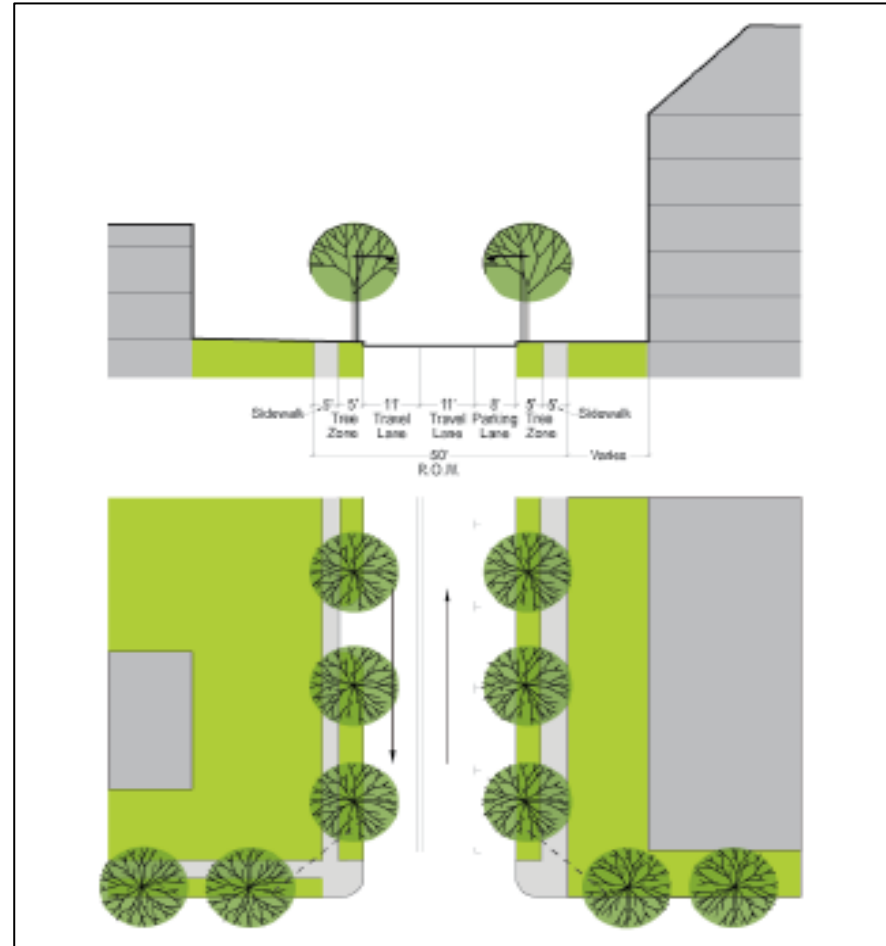
¹A definition of each listed use type is in the Glossary.

²Allowed only on upper floors or behind ground floor use.

Source: City of Benicia, Draft Downtown Form Based Code

Streetscape Standards

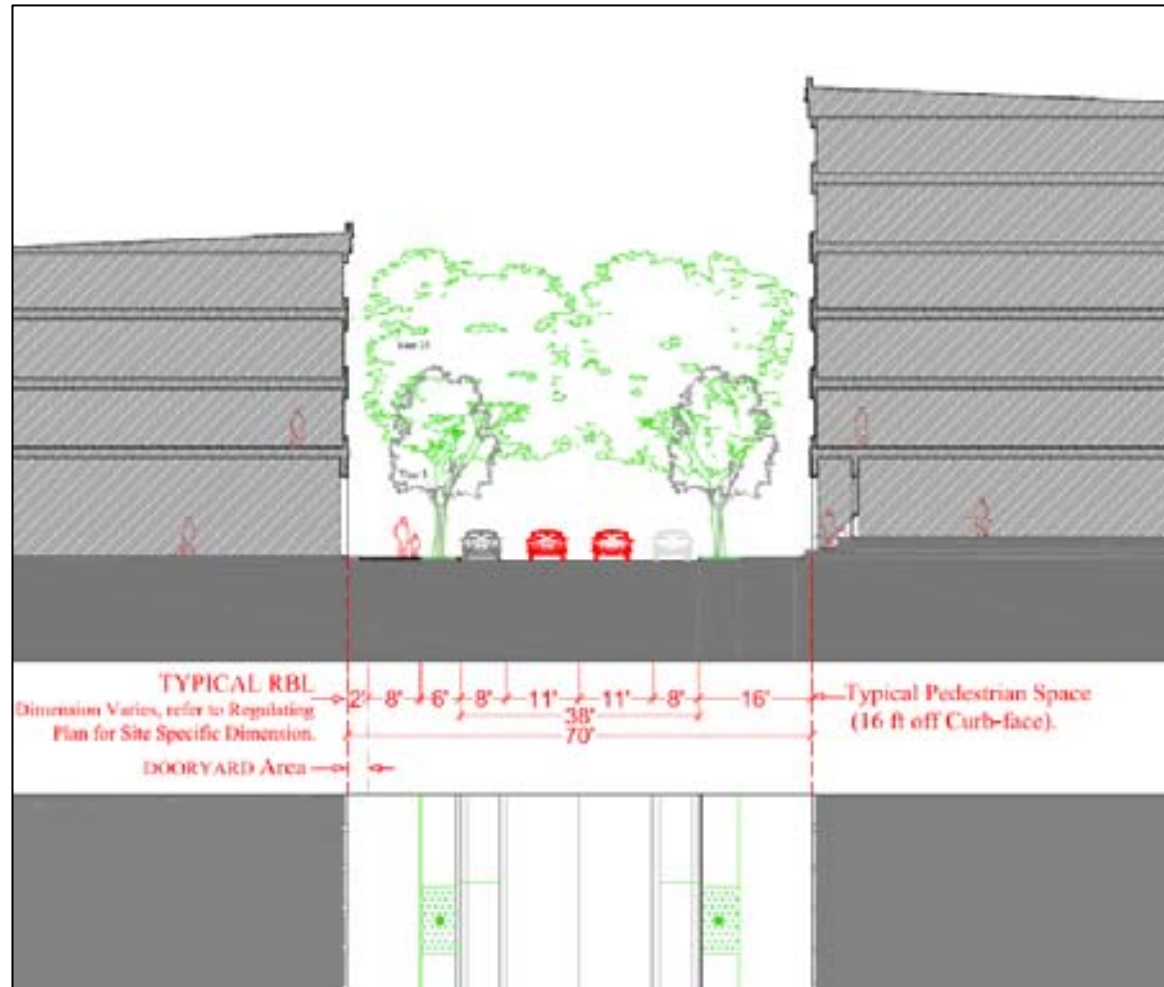
- Pedestrian amenities
- Landscaping
- Building Setbacks



Source: City of Knoxville, South Waterfront, Form Based Development Code

Streetscape Standards

- Pedestrian amenities
- Landscaping
- Dedicated parking lanes



Source: City of Peoria – Land Development Code

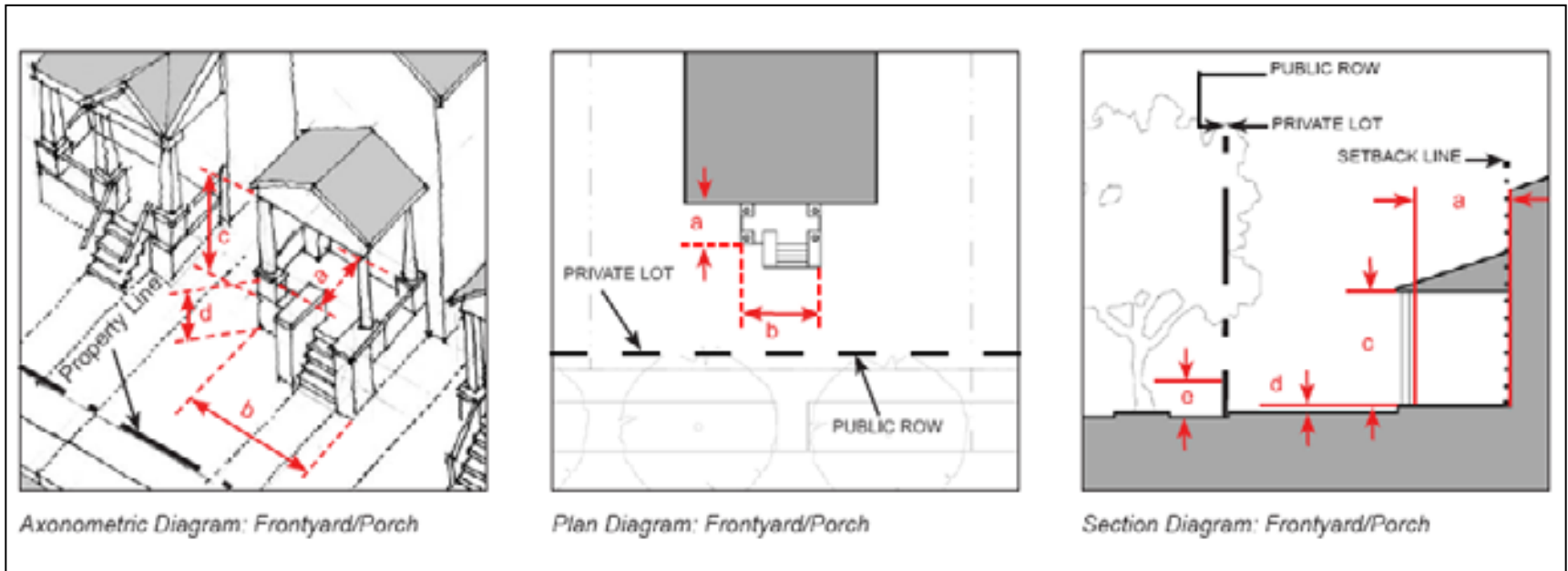
Architectural Standards

- Not in all codes
- More detailed requirements for building design



Source: Arlington, Virginia – Columbia Pike Form
Base Code

Architectural Standards



Source: City of Ventura, California – Downtown Specific Plan

Building walls (exterior)

Advisory statements and illustrations

Architectural Standards

STANDARDS FOR BUILDING WALLS (WHERE CLEARLY VISIBLE FROM THE STREET)

Materials: The following materials are permitted.

- Brick and tile masonry
- Stucco (cementitious finish)
- Native stone (or synthetic equivalent)
- Pre-cast masonry (for trim and cornice elements only)
- Gypsum Reinforced Fiber Concrete (GFRC—for trim elements only)
- Metal (for beams, lintels, trim elements and ornamentation only)
- Split-faced block (only for piers, foundation walls and chimneys)
- Wood lap siding
- Hardie-Plank™ equivalent or better siding

Configurations and Techniques: The following configurations and techniques are permitted.

Walls

- Wall openings shall not span vertically more than one STORY.
- Wall openings shall correspond to interior space and shall not span across building structure such as the floor structural and mechanical thickness.
- Wall materials shall be consistent horizontally (i.e. joints between different materials must be horizontal and continue around corners) except for chimneys and piers.
- Material changes shall be made within a constructional logic—as where an addition (of a different material) is built onto the original building.

Source: Arlington, Virginia – Columbia Pike Form Based Code

Trinity River Corridor Authorized Hearings Update

- CPC Ad Hoc Committee and UDAC meet regularly regarding zoning recommendations for priority areas
- Upcoming community meetings for broad input into proposed recommendations
- Updates provided to Trinity River Committee
- City Plan Commission and City Council public hearings