

CITY OF BRIGHTON LAND DEVELOPMENT CODE UPDATE

STREETS AND ACTIVE TRANSPORTATION

OPEN AND CIVIC SPACES

HOUSING TYPES AND NEIGHBORHOOD DESIGN

WALKABLE PLACES AND PATTERNS

DOWNTOWN

VISION TO ACTION

Comprehensive plans are implemented by many proactive policies, strategies and public or private investments, some of which can bring about immediate change or be a catalyst for quick actions. In contrast, regulations influence change incrementally and cumulatively as they respond to future development proposals the City may receive. The LUDC update establishes a framework for many decisions (public and private), and the influence they have will increase in significance over time. The LUDC update is directly tied to Be Brighton, the City of Brighton's Comprehensive Plan, which set the stage for a unified, place-based regulatory system. Be Brighton formalized a number of goals and objectives related to managing growth, preserving natural areas, and creating compact, walkable mixed-use areas throughout the community. The LUDC update addressed those key topics and codified them into regulations that will serve as tools to best manage change, enable different options, and react to many different circumstance that cannot be fully anticipated.

THE CODE UPDATE PROCESS

The planning process was structured into three key phases. Each phase included in-person workshops, tours, and focused committee meetings to reflect the community's input and shape the code's development.

Code Update Kickoff Event

Summer 2018: The code update kicked off with an public event to inform residents about the project.



2018

Metro Innovation Tour

Winter 2018: Tour of three developments that embody many of the principles laid out in Be Brighton.



2019

Draft Code Public Release

Summer 2019: A public meeting held for the purpose of releasing the updated code for public review.



ARTICLE 1 – GENERAL PROVISIONS

1.01 OVERVIEW

Article 1. General Provisions

Section 1.01 Overview
Section 1.02 Interpretation
Section 1.03 Application
Section 1.04 Enforcement
Section 1.05 Nonconformances

Section 1.01 Overview

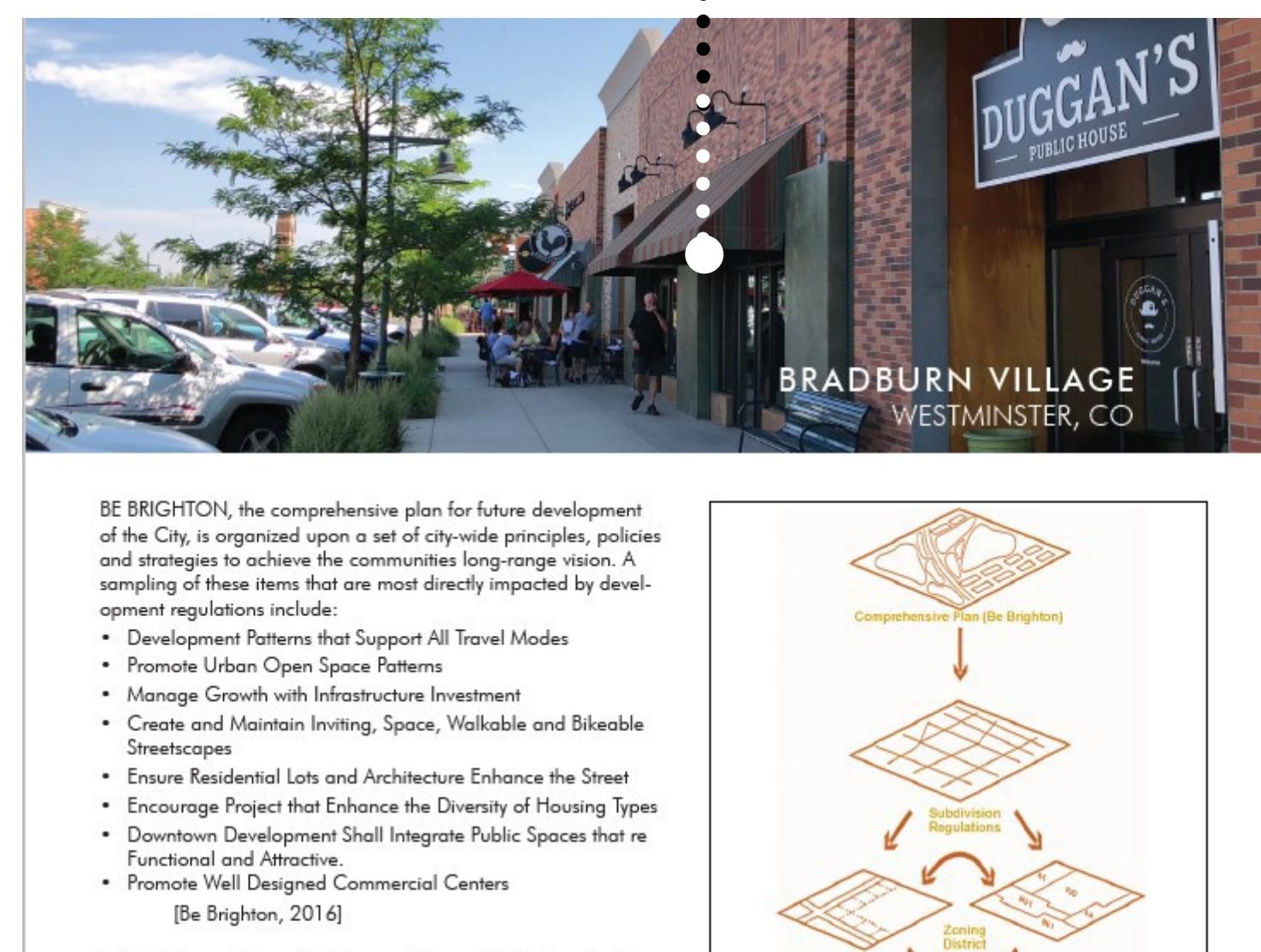
A. **Title.** This Chapter is known as the Brighton Land Use & Development Code. References to "this code," "the development code," or "these regulations" shall be considered a reference to the Brighton Land Development Code.

B. **Authority and Jurisdiction.** The development code is enacted pursuant to the purposes and authority granted by Colorado Revised Statutes, Title 31, Article 23 Planning and Zoning, as amended. It applies to all structures and land within the incorporated boundaries of the City of Brighton, as delineated on the zoning map and other maps accompanying the City's planning and zoning policies. It shall be unlawful to conduct any development or use of land until any applicable development review and processes have been followed, all applicable standards have been applied and are applied consistently, permits or other authorizations have been issued, and the provisions of this code apply to the development. Planning and zoning map streets shall apply to all land within the legal boundaries of the City and all land within three miles of the corporate limits of the City, if not located in any other municipality's authorized jurisdiction.



Code Committee Meetings

2018/2019: Discussions regarding issues with current code and to set direction for new code.



Precedent Studies/ Videos

Winter 2018: Precedent studies and videos were produced for each of the places visited during the Metro Innovation Tour.



Plan Adoption

Fall 2019: The code will go before the governing body for adoption in Fall of the 2019.

STREETS AND ACTIVE TRANSPORTATION



WHY IS IT IMPORTANT?

Better connectivity lowers travel time and distances for multiple modes of transportation; provides a familiar street network with better wayfinding; enhances accessibility to businesses and other destinations; creates a block pattern with better land use transitions; and allows options for different types of streets serving different priorities.

What Be Brighton Says.

Be Brighton seeks to ensure that pedestrian and bicycle systems are present, usable and appealing in all commercial areas. The plan addresses the need to establish road standards and expanded street typologies that improve the mobility of pedestrians and create a multi-modal environment for multiple contexts. The transportation system and the quality of streetscape should be enhanced to create a pedestrian, bicycle, and transit environment consistent with the recommendations of the Transportation Master Plan. Be Brighton also looks to employ a “Safe Routes to Everywhere” philosophy and traffic calming measures, and ensure that all neighborhoods have a well-connected, accessible pedestrian and bicycle network.



What we learned.

- The sub-connector street (currently missing) is the level that needs guidance.
- Need a better process to address subdivision and phased improvement.
- Ensure plans and regulations support each other with criteria and benchmarks. The Transportation Master Plan establishes connectivity for neighborhoods to be 140 intersections per square mile. For the non-local streets, closing gaps in the transportation network is prioritized over widening of existing roads. Detached sidewalks are promoted in all instances, striped bike lanes on the collector streets, and off-street paths on the arterial roadways.
- Would like to see a variety of streetscapes with mixed-use. People need to see built-out streetscapes to see how land uses and streets interact.
- There are limited arterials with good medians.
- Need to ensure changes to the code do not impact or contradict the goals of the Transportation Master Plan or engineering practices.
- Do not want speed limits to be dictated by the land use code. We look at the context of the street to ensure that the design matches the desired speeds.
- Would like to see several frontage and access options illustrated.
- Street trees need to have street sweepers considered; we can't clean some neighborhoods because the trees overhang the roadway.
- Neighborhoods need to be connected to each other and to the core.

"Connectivity is important to the community and Council. Connection to parks is important and walkable neighborhoods is key to enable people to live here throughout their lifecycle."

"Timing is a key issue- how do you make sure connectivity happens sooner rather than later."

"Streets should help build value for the neighborhood."



Issues with current regulations.

The Brighton development regulations promote a minimal degree of connectivity through maximum intersection spacing. Some sections of the code attempt to address this with better connectivity based on zoning districts or on a project-specific basis. However, the standards do not promote specific networks, patterns and block structures for different contexts or different types of places.

Additionally, the typical street network in most new residential developments offers few ways in and out, wide streets, poor connectivity, few direct routes, limited ability to walk to stores, schools, or restaurants. The result is an automobile oriented landscape that increases traffic congestion and makes it unrealistic to bicycle or walk.

What's new in the Land Development Code.

The updated Land Development Code implements Active Transportation Policies from the 2016 Transportation Master Plan. Specifically, the following changes were made to the Land Development:

- New connectivity standards that ensure a connected street network, with short blocks and frequent intersections to give pedestrians, cyclists, and drivers more options for getting around.
- Street Design Types that support the networks functional classification.
- Additional Street Design Types to allow for slower speeds and walkable, multi-modal designs.
- New process to address phasing & public comment period earlier in the process.

What this means.

The strategies used in the LUDC update will help increase the connectivity of Brighton's current street network. Connected networks have many roads, narrower streets, frequent intersections and short blocks. They diffuse traffic and minimize congestions by offering more route choices. The attributes of a connected street network also help to support walking, bicycling, and transit use, and improve response times for emergency services.

OPEN AND CIVIC SPACES



WHY IS IT IMPORTANT?

Open space systems help define the identity of a community and can be used to distinguish different contexts or different types of places within a community. A city's quality of life is enriched by the diversity of scenic resources and landscapes in and around the city. A wide range of different types of open spaces are needed to capitalize on the inherent natural qualities of different places, and to become the connective tissue of a well-integrated public realm.

What Be Brighton Says.

Brighton has a large amount of open space, including both undeveloped land and public parks. These spaces have played a large role in shaping the city's landscape and provide attractive lifestyle amenities for residents and visitors. One of the goals of Be Brighton is to more than double the city's 960 acres of parkland and open space and establish a broader network of open space areas, including neighborhood, community, special use and natural resource parks. This network of open space will help create a comprehensive open space system that will benefit the community well into the future.



What we learned.

- The code needs to distinguish between “City Open Space” and District Open Space: where homes backing to open space might be more appropriate.
- Look at ways to minimize the number of impacts on connectivity.
- The open space dedication requirements are considered excessive by some housing developers. Currently the requirements create an extra burden on infill, redevelopment, and missing middle housing.
- The code needs to clarify what counts as open space between public, private and common and how these spaces relate to each other. Additionally the code needs to look for ways to blend with stormwater requirements.
- The code update needs to include xeric requirements and low-water consumptive landscape requirements to help conserve water.
- There is a need for design and open space types to have more urban style options.
- The City would like to encourage smaller usable spaces that don’t create additional maintenance requirements.

“Considering the placemaking qualities of open space and linking form to function would help increase the value these spaces add to the community.”

“I’d like to see more plazas and think that other types of park spaces should be integrated into neighborhoods.”

“Open spaces should consider water wise solutions and natural plantings as part of the design.”

“All levels of open space types should be considered for neighborhoods. Think regional to micro-scale.”

Issues with the current regulations.

The importance of open space is prevalent in Brighton's current development regulations, but this is typically dealing with larger natural areas and coordination with public open spaces on the large scale, and buffers and landscape standards on the smaller scale. Between these scales is a wide range of medium, small, or compact open spaces that currently do not exist in the code and can complete the "system" of open spaces and allow different types, amounts and locations for open spaces based on the context of different projects.

What's new in the Land Development Code.

The updated land development code maintains the current Parks and Open Space Dedications & Fee in Lieu with the following adjustments:

- A broader range of open space types – particularly smaller-scale spaces for compact, walkable neighborhoods and mixed-use areas.
- New design standards, illustrations, and descriptions.
- Clarification on when common or private spaces can count.
- Reduction of the per-unit resident count for multi-family (from 2.96 to 1.6 people per unit).
- New requirement for private or common space for commercial projects. This is a sliding scale based on project size (5% to 15%); none if under 1 acre.
- Improved coordination / credits between site-based and public/common open spaces.
- Bonus for design of certain types of spaces (i.e. priority spaces based on context count 1.5x to 3x actual space).

What this means.

The strategies in the Land Use and Development Code will maintain Brighton's strong commitment to open spaces. Changes in the standards will emphasize a variety of types of open spaces as part of a larger, well-connected system (similar to street networks), that can be defining elements of different types of places in Brighton. Credits for wider variety of public and common spaces, ranging from large scale and natural to small-scale and formal — and everything in between, will help us build more valuable and vibrant neighborhoods and activity centers.



HOUSING TYPES AND NEIGHBORHOOD DESIGN



WHY IS IT IMPORTANT?

A broad range of housing options helps communities grow and adapt through changing housing markets and shifts in demographics. Additionally, walkable neighborhoods typically include many different types of housing that can place people near community destinations and create lifecycle neighborhoods to address changing housing needs. Walkable neighborhoods with diverse housing stock benefit Brighton in a number of ways: they support a variety of lifestyles with different housing needs; create a more resilient housing supply, and help communities adapt to changing demographics and societal needs; allow residents to “age in place” as lifestyle needs change; enable more efficient use of space that supports neighborhood retail if homes are nearby walkable destinations; and, builds valuable, distinguished neighborhoods and sustained investment and reinvestment in housing.

What Be Brighton Says.

Be Brighton seeks to promote neighborhoods that have distinctiveness and character by encouraging projects that enhance the diversity of housing types and costs. By providing housing options that are inviting to various residents, Brighton can become a freestanding city of valuable neighborhoods.



What we learned.

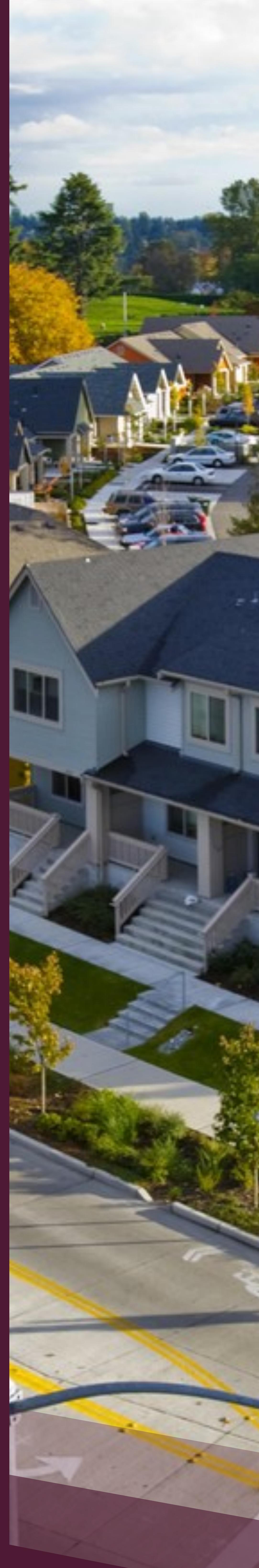
- The code should illustrate the values of density and what that looks like.
- Typically, people move to Brighton for the more rural flavor and we're now transitioning to custom suburban neighborhoods.
- The code should illustrate the concepts of new density models.
- ADUs can be a possible opportunity. The code needs to address how to integrate ADUs into different contexts— how to backfill into historic core neighborhoods and then newer suburban neighborhoods.
- There is some support for tiny homes in the community. There is also interest in looking at eliminating the minimum house size in the current code.
- Homelessness is becoming an issue.
- Live-work options for new office space would be helpful.
- Diverse housing options can provide affordable and workforce housing.

"I'm interested in a variety of housing types, like row houses, tiny homes, and carriage units."

"We don't have diversity of housing products."

"Neighborhoods should have a distinct sense of identity to become valued places in Brighton."

"Brighton should focus on building neighborhoods for all ages and income levels."



Issues with the current regulations.

The Brighton development regulations address housing primarily on lot size and density. This may inadvertently hinder some housing types and can make it difficult to integrate a wider range of neighborhood scale housing into compact, and walkable neighborhoods.

The Brighton development regulations promote the concepts of mixed-use areas that integrate housing with destinations, but do so primarily on a zoning district, or project-specific basis. Promoting better patterns at the larger district or neighborhood scale, and allowing more options at the smaller block or project scale may allow many different components of quality neighborhoods to grow together over time.

What's new in the Land Development Code.

The updated land development code accommodates growth and provides more housing diversity with the following modifications:

- Added more “missing middle” housing types – primarily R-1B and R-2 zoning district. The housing types include: duplex/multi-unit house, row house, small apartment, medium apartment, and large apartment.
- Simplified and enhanced residential design standards emphasizing a “building type” approach to all residential zoning districts. The standards focus on just a few of the essential elements of neighborhood design (frontage design, building massing and modulation, and other façade features).
- Two new building patterns are presented– the first for small-scale applications in more compact and walkable areas (Courtyard Pattern); the second for large-scale applications to try to address more rural or agriculture character policies from Be Brighton (Conservation Pattern).

What this means.

There is a growing demand in Brighton for greater housing supply and choice; residents are considering price, size, location, homeownership options and accessibility. The new standards encourage more housing choices to accommodate a greater diversity of family sizes, incomes and ages as well as the changing needs of households over time. This is accomplished by permitting missing middle housing in more zoning districts, where this type of housing is allowed to built at the same scale (size, height, setbacks) as single-family homes, so it feels integrated into the neighborhood.

WALKABLE PLACES AND PATTERNS



WHY IS IT IMPORTANT?

Walkable places and patterns treat the public realm as a connective tissue that bridges destinations and unique public space assets. They are places in which a person can easily walk or bike to home, work, and to fulfill most daily needs, including shopping and recreation. Compact forms of development support public transit, thereby affording flexibility and multimodal access throughout the area. These environments allow for the use of automobiles but do not require the use of a vehicle to accommodate most daily needs.

What Be Brighton Says.

One of the goals of Be Brighton is to support pedestrian and bicycle mobility and the viability of high-frequency transit to reduce automobile dependency through land use planning and design. The plan has policies in place to encourage development patterns that support walking, biking, and transit use and employs a “Safe Routes to Everywhere” philosophy which ensures that all neighborhoods have a well-connected, accessible pedestrian and bicycle network, including detached sidewalks, bike lanes, and off-street trails, especially to schools. The plan also provides a recommended block size to ensure a interconnected street grid.



What we learned.

- Walkable places come in a variety of scales, patterns and styles— from neighborhood oriented to downtowns.
- All walkable places share common patterns of compact, well-connected patterns and a concentration of diverse, small-scale uses.
- Walkable places sometimes have messier edges or streets that serve more utility or access functions.
- Relationship of buildings and sites to streets and social spaces (based on context) can be more important than architectural style (in some places).
- Slow, walkable streets do not have to be long to create a lot of activity and value. Sometimes concentrating these areas helps them be more active. It's important to assign the correct street types in the right places.
- Adjacency, connections and transitions to complimentary uses (housing, employment, etc.) make walkable places stronger.
- The code needs to explore ways to get MU zones more usable.

"Details matter—I can feel when I'm not in a good walkable area—if designed well, I'll be more likely to walk or bike."

"Connecting neighborhoods can help make walking a transportation option for me."

"Balancing the needs of cars and people can help improve the overall environment."

"Smaller block sizes enable more diversity in transportation options."

Issues with the current regulations.

Brighton's current non-residential districts are primarily based on land uses and assume most development will be in car-oriented patterns. Therefore standards are geared to mitigating the potential impacts of projects through larger setbacks and landscape buffers. It is difficult to integrate a variety of small scale projects into a more active place. The mixed-use districts mitigate this by presenting alternative patterns with more walkable and human-scale standards. However these districts rely heavily on larger-scale or master planned projects. Both the conventional and mixed-use districts do not emphasize that it is the *scale of use* and not just the use that determines how well it fits into the context.

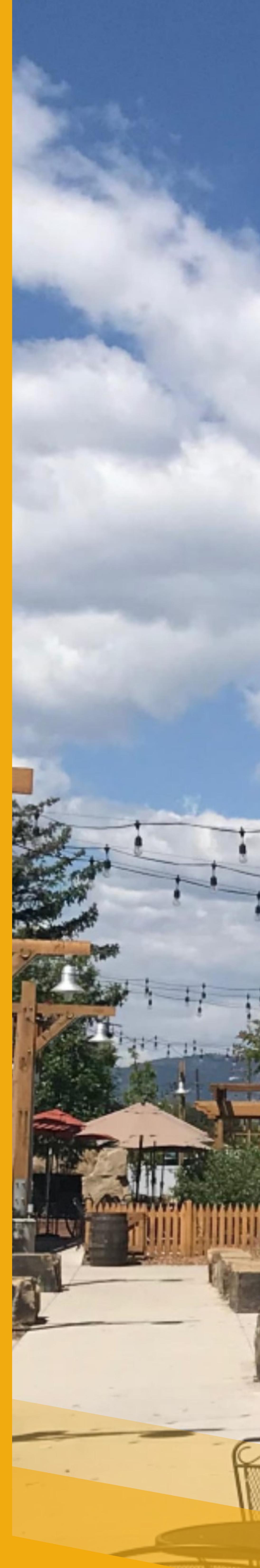
What's new in the Land Development Code.

The LUDC update made the following modifications to establish a better relationship between Be Brighton policies and the regulations:

- Improved criteria with more specifics based on block and street type.
- Design/frontages based on key elements, such as building placement/extent; primary entry features; transparency; massing and modulation.
- Re-characterized mixed use districts to emphasize scale of buildings and uses to better match districts – MU-Neighborhood Center; MU- Community Center; MU – Regional/Employment Center.
- Focused all non-residential design based on distance/relationship to streetscape, with standards for key elements of frontage and facades.
- Simplified 4th Street Corridor district with emphasis on building types and frontage types (residential and non-residential).

What this means.

The zoning districts are better aligned to the scale of the types of commercial and mixed-use centers in the existing regulations— neighborhood, community, and regional. Building types and uses are similarly distinguished based on the scale of buildings and uses. Additionally the design standards include better options for relating single projects to the site, streetscape, block or context— including standards for streets where setbacks, streetscapes, and street front buildings with frequent windows and doors are appropriate.



DOWNTOWN



WHY IS IT IMPORTANT?

Downtowns are typically the most identifiable and appealing places in every city. A vibrant downtown can: enhance the marketability of Brighton to support the business community; support greater density in the existing walkable context; attract both visitors and new residents that help support and shape the identity of Brighton; promote continued and lasting investment in the original development patterns of Brighton; and, create a diverse place where people share different experiences and culture.

What Be Brighton Says.

Be Brighton seeks to supports Downtown reinvestment to create a vibrant, mixed-use urban core supported by higher density, and establish it as the focal point of the community. Be Brighton encourages compact development patterns and investment in historic preservation and repurposing. Many of Brighton's historic buildings are concentrated in and around Downtown, requiring ongoing financial support to preserve the area's heritage and character. Be Brighton's policies signify that Downtown is a market strength worth preserving and bolstering.



What we learned.

- Downtown South Main Street is becoming auto-oriented with pad sites. The City is receiving more concepts that are suburban in form.
- Having specific contexts for the Downtown South Main Street project is critical (i.e. Downtown Core Proper, North and South Main).
- Pattern changes dramatically from block to block.
- Always have looked at the Armory as a catalyst for the downtown. Charrettes have been completed.
- The Downtown Parking Management Plan is complete and shows ample available parking.
- Cannary Lofts proposed to keep one of the historic structures and build a 7-story apartment complex. The entitlement process isn't necessarily cumbersome. However, the applicant wasn't able to fund the project. It was the parking standards that drove the cost of the project up.

"Don't be afraid of larger scale projects— sometimes things may seem out of context today, but might be right at home in the future."

"The smaller size of blocks in downtown is key to ensuring that more intensity works."

"Different streets need a different level of attention to detail— we can't expect all streets to be great retail streets."

DOWNTOWN STREET FRONTAGE STANDARDS



What's new.

The updated Land Development Code proposes an approach to infill that keys standards to the planned pedestrian function of the street. Different streets have different degrees of walkability and urban design priorities for pedestrians—i.e. “A Streets”, “B Streets”, and “C Streets”. The code modified the building and frontage design standards for the Downtown to a block-specific approach. This means that similar to the residential frontage design standards, there is a contingency in all cases for the type of street the lot is fronting on, that may be able to over-ride the district-specific default and allow a more refined block- or street-specific deviation.

