

Using Form Based Code as a Marketing Tool: Selling the Redevelopment Potential of Shelburne's Route 7 Corridor

white + burke
VERMONT
DEVELOPMENT
CONFERENCE

Our Agenda

- Brief Overview of Shelburne and commercial Route 7
- Our Concerns and Needs
- Your Responses (How you can be helpful)
- Review of Insights and Lessons Learned

What do you know about
Shelburne?

Most people's impressions...



Key Statistics

Shelburne is 7 Miles from Burlington and located along Lake Champlain

Population: **7,452**

Average income: **\$77,528**

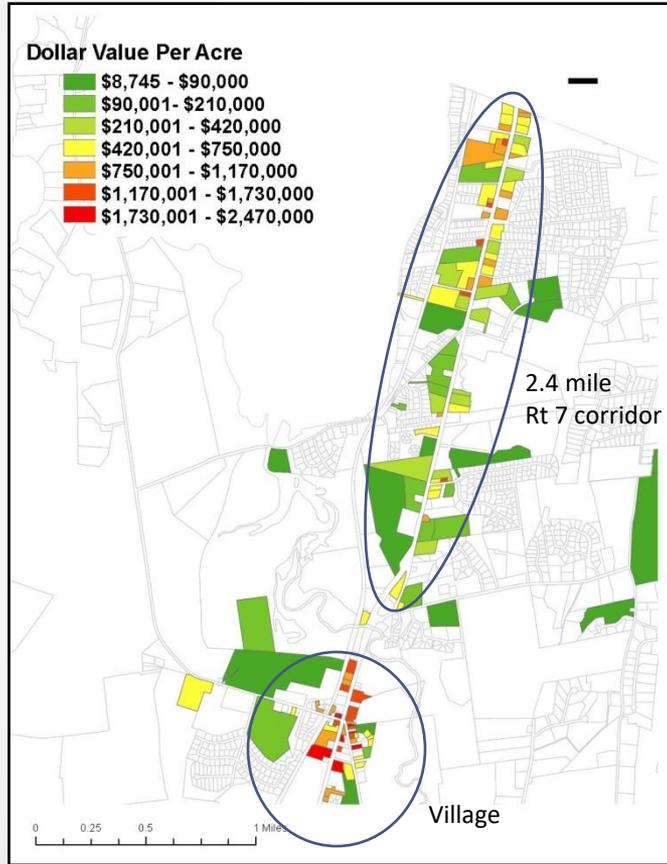
Median housing value: **\$260,400**

(Source: American Community Survey)

Route 7 is the main North-South corridor and heavily traveled
(daily traffic exceeds 23,000)

Route 7 is 4 lanes separated by a median and is a 'Complete Street'
infrastructure (sidewalks, bike lanes, bus shelters, GMT #6 bus)

Shelburne's tax revenue



On a per acre basis, the Village is the most productive area of town.

Commercial property values vary; areas of strength are Village and close to S. Burlington

Route 7 corridor generates approximately 7 times tax revenue as the Village

Single family residences contribute 12% of all tax revenue in Shelburne

Achieving a more balanced mix of land uses will stabilize the Town's tax structure and reduce reliance on residential tax base

Route 7 South: becoming a hub for new commercial investment



Rt. 7 South generates over \$12 million in property taxes



Shelburne Vineyard



Fiddlehead Brewery
Folinos Pizza

Shelburne Green
Office Park

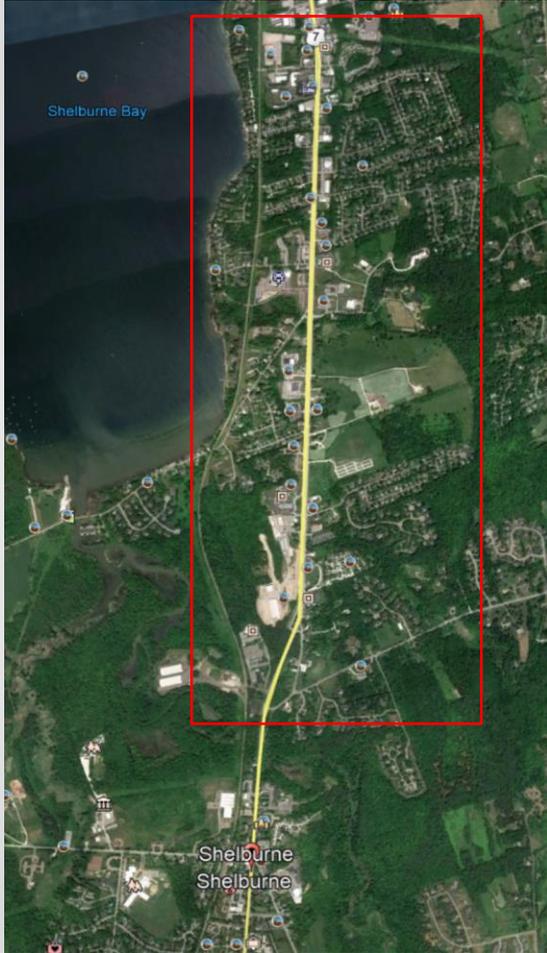


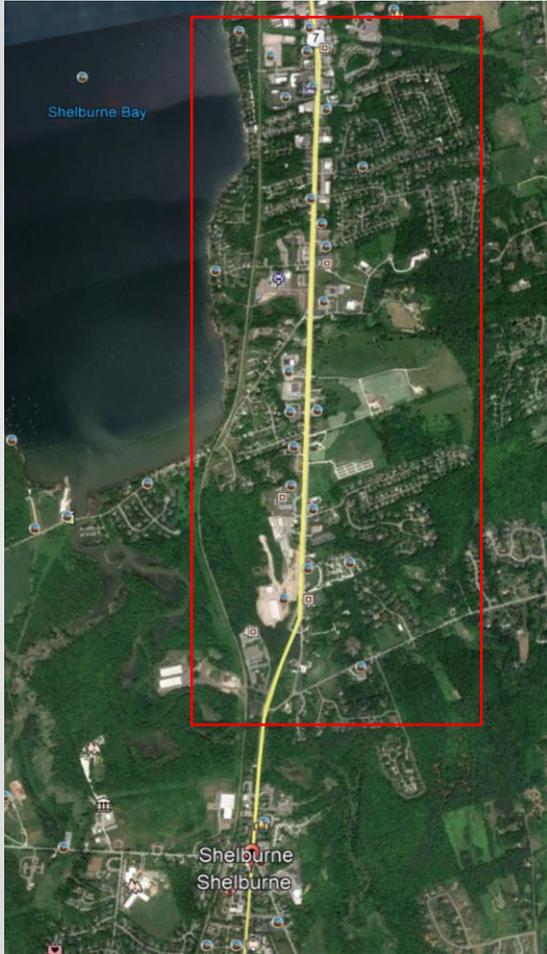
- Events
- Test kitchens
- Maker spaces

Route 7 North: investment is lacking

Summary of Problems

- Multiple long vacant properties suggest corridor struggles to attract investment, maintain existing businesses
- Zoning for retail along the entire 2.4 mile corridor not supported by market demand
- Corridor's undifferentiated, unattractive 'un-Shelburne' aspect undermines its economic potential, makes a poor impression
- Existing properties are not being adapted for new uses; new development (if it occurs), occurring in greenfield properties





Revitalizing Route 7 North

Solution – Take ownership of corridor and attract new investment (local and regional businesses, TOD housing) to revitalize it

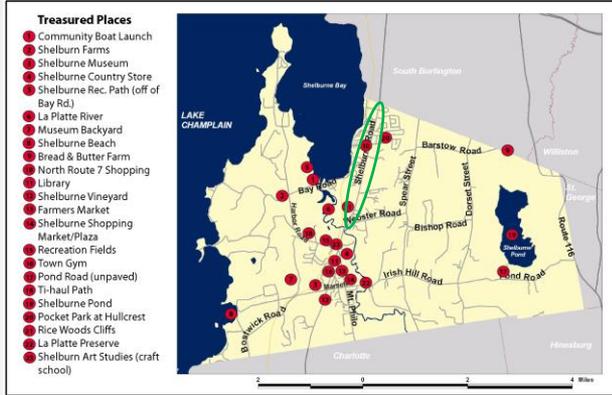
Payoffs – gains in livability, jobs, expanded Grand List

Strategy – Integrate Route 7 North in the overall community vision. Apply Form-based zoning to remold the corridor in patterns that attract and direct investment. Leverage assets:

- 7 miles to Burlington
- ‘Complete Street’ infrastructure, reliable public transit
- Properties with views of Shelburne Bay
- Plentiful municipal water, WW
- Vermont’s top 3 tourism venues

Re-visioning Rt. 7 North

The focus of multiple workshops and grants



Make Rt. 7 a part of the Town



Residents indicate locations they shop, dine



Public meeting on Form-based Zoning (FBZ)

B ANALYSIS

EXISTING ZONING

ISSUES WITH SHELBURNE'S EXISTING ZONING

The existing zoning for Shelburne is mostly the use-based type that makes it difficult to create mixed use centers. Recently, a mixed use zone has been created that applies to the Route 7 corridor, as well as other locations. This is an improvement, but it still is not clear as to the look, the form and the position of buildings.

For example, the illustration above shows the difference between a setback line, which is in the present code, and a build to line, part of a Form Based Code. The first allows the building to be set back anywhere behind that line, even with parking in the front, and the latter requires a certain amount of the building to come up to the line, helping to create street space.

TOO MANY PROJECTS GO TO PUD PROCESS

Any project over 2 acres has to go to the PUD process. Even if that process is considered not too onerous, there is a lot of uncertainty and subjective judgement in the process.

A Form-based Code could be used instead of the PUD process, using simplified objective standards to make what is desired by the Town clear, as well as streamline submissions.

TOO MUCH IS CONDITIONAL USE

The complex web of regulations that don't recognize traditional mixed use and traditional land patterns makes some proposals have to seek a conditional use for their property. While there is some mixed use allowed, and the added review is minimal, the regulations could still be improved.

A Form-based Code allows for a greater range of uses as well as having metrics for the lot that are based on sizes and forms that can be found in the local community.

SHELBURNE ROAD - THE NEXT STEP: DEMONSTRATION PROJECT

RT 7/SHELBURNE ROAD CORRIDOR CHARETTE

ILLUSTRATIVE MASTER PLAN, REGULATING PLAN & FORM-BASED CODE

Town of Shelburne, Vermont

Design Charrette

February 1 - 3, 2014

Preliminary Illustrative Plan Alternatives

The BRPD Team:

- Broadreach Planning & Design
- Howard/Stein-Hudson Associates
- Dodson & Flinker Associates

Commercial Corridor Charrette, Regulating Plan and Form-Based Code
Broadreach Planning & Design * Howard/Stein-Hudson Associates * Dodson & Flinker Associates

Community's Vision for Rt. 7 North

Form-based Zoning (FBZ) adopted as a zoning 'option'

SHELBURNE ROAD FORM-BASED OVERLAY DISTRICT (SR-FBOD)



ARTICLE XVII.A – SHELBURNE ROAD FORM-BASED OVERLAY DISTRICT

Adopted with original effective date May 18, 2016

Amended with changes effective February 1, 2017

Town of Shelburne, Vermont

Zoning based in the community's vision; zoning that adjusts for different priorities in locations

Zoning addressed issues identified in public meetings:

- Blighted properties make a poor first impression of Shelburne
- Inefficient and unsustainable land-use patterns,
- No sense of local community identity
- Surrounding neighborhoods want to walk/bike to local destinations (businesses, services)

Revitalizing Route 7 North

Renewal and adaption with Form-based zoning



Placemaking, urban amenities
in locations that will support it



Predictable and streamlined
reviews, more development
'by right', path to conformance

- Overall vision that adjusts for different priorities and locations
- Controls the type and character of development that occurs along corridor and connects surrounding neighborhoods
- Components that are modular and scalable

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- **Our Concerns and Needs**

Route 7 North: investment is lacking

Getting community envisioned transformation underway

Overlaying the FBZ as an option avoided some legal and political issues. The Town believes the FBZ provides a sound framework for private reinvestment and eventually intends to adopt FBZ as the de facto ordinance for Rt. 7 North.

Developers can choose to use either the conventional zoning or the form-based zoning for proposed projects.

What incentivizes someone to opt for FBZ over the conventional code? According to the Town's website, "FBZ provides new development opportunities. But it also applies additional development requirements".

Route 7 North: investment is lacking

Hoped for reinvestment and renewal through place-making not materializing

Since the FBZ was adopted few development approvals have been sought using this method. Several applicants initially opted for FBZ but withdrew. Nothing has been built.

We have a greenfield conflict. It's still easier to develop raw land. Under optional FBZ new auto oriented development has been focused in these locations

Route 7 North: investment is lacking

Why hasn't FBZ attracted desired redevelopment? Some theories:

1. Not adopting FBZ as de facto zoning. Does maintaining use-based zoning undermine key selling points of FBZ: predictable built results and a high-quality public realm by using physical form?
2. Code is lengthy, perceived as too complex. There have been complaints about the street grid requirements, building size caps for apartment buildings and tougher stormwater requirements.
3. Reliance on retail not realistic. The Code's assumptions about retail demand may no longer reflect local and regional market realities. What are new ways to meet demand for local and visitor services in transforming corridors?
4. Standards for stormwater mitigation resulting from impervious surfaces. Tougher than in the underlying zoning. This disincentivizes re-use of properties .

Is our FBZ's guiding vision of corridor renewal through strategic placemaking realistic?

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Make Route 7 North 'Redevelopment Ready'



The FBZ vision of renewal requires support from the local economy. How can we “ground-truth” the project area in terms of physical, political and market realities?

Shelburne’s Form-based zoning (FBZ) is the primary means used to create a base for more economic competitiveness and investment.

What else should we be doing?

Make Route 7 North 'Redevelopment Ready'

Many goals, much effort, but how effective?



Strategically redeveloping certain areas with urban place types and amenities can renew and create value in corridors like Route 7.

Shelburne's FBZ enables the degree of change necessary, but will require considerable investment to implement

Who pays for new infrastructure? How does a town of 7,400 address issues like these?

What are some ways Shelburne find and partner with those who want to invest in the local community?

Make Route 7 North 'Redevelopment Ready'

Breakout Sessions

4 groups, a facilitator at each table

Brainstorm/discuss assigned topic area (see handout)

Each focus group says the **top 3 things** Shelburne can do to take ownership of the corridor to attract investors

Q&A, discussion

QUESTIONS?

SPEAKER

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Shelburne Planning Commissioner

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LinkedIn