

Joint City Council and Planning Commission Staff Report



PLANNING DEPARTMENT

Subject: Draft Form-Based Code and
Bonanza Park Discussion
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Department: Planning
Date: May 13, 2014
Type of Item: Work session – Legislative, LMC Amendments

Summary Recommendation

The purpose of this meeting is to re-introduce the draft Form-Based Code (FBC) and Bonanza Park (BoPa) Area Plan with the City Council and Planning Commission and confirm prior direction. During the Work Session, Gateway Planning will be here to walk the Council and Commission through an overview of how FBC will work within the BoPa area, what has happened to date and where we go from here. The Council and Commission will have the opportunity to ask questions regarding the draft code as proposed, and provide direction on future timelines and what areas they want to focus on next, and what info/analysis they want such as heights, give/gets, etc.

Description

Park City hired Gateway Planning in March 2012 to create a Form-Based Code (FBC) for the Bonanza Park District (BoPa). The FBC is an implementation tool for the BoPa Area Plan. The FBC will be the zoning ordinance regulating future development in the BoPa District. The BoPa-FBC will guide redevelopment projects to incorporate mixed-use, authentic building forms and materials, and a desirable public realm. The draft of the BoPa-FBC has been introduced during work sessions over the past few years. The BoPa-FBC will supersede the present General Commercial, Industrial, and Estate Zoning Districts within the BoPa District. The BoPa Area Plan proposed a new neighborhood grid system for the redevelopment area. The BoPa Regulating Plan (Exhibit A – Regulating Plan), if adopted, will be part of the official zoning map of Park City.

Background

On April 5th & 6th, 2012, Gateway Planning hosted a series of stakeholder meetings for property owners, residents, and businesses within the BoPa District to discuss future redevelopment in the area and introduce the concept of FBC. Gateway Planning returned to Park City to work with staff on refinement of the illustrative (site) plan based on the community input. An Open House was held on May 1, 2012. During the Open House, Gateway Planning and staff presented different options of the illustrative plan and introduced the concept of character zones within the District. The October 24, 2012

draft Regulating Plan was based on the feedback of the public, stakeholders, Planning Commission, and City Council during the prior two (2) visits.

On October 24, 2012, Gateway Planning presented the first draft of the FBC during a joint Planning Commission and City Council work session. Gateway Planning presented an overview of how FBC is administered and provided examples of how the code is applied. The draft BoPa FBC presented on October 24, 2012 was approximately 70% complete.

On May 8th, 2013, the Planning Commission held a work session to discuss key policy questions regarding the BoPa Area Plan and the draft FBC. Specifically, the Planning Commission discussed (1) modifications to the Regulating Plan layout; (2) size of businesses and concern for big box business; and (3) height above three stories. The Planning Commission provided direction to staff supporting modifications in the regulating plan layout and strategies to address larger store tenant space. The Planning Commission requested that the discussion on height not be considered until the commission had the opportunity to observe 3, 4, and 5 story buildings in the field.

The Planning Commission and City Council held a joint work session on May 9th, 2013 to outline the schedule for review of pending long-range planning documents including the BoPa Area Plan and the General Plan. During the May 9th joint work session, the City Council and Planning Commission requested that a second joint meeting be held on May 16th to review many of the policy questions surrounding the enhanced options for height within the BoPa Area Plan. There had been growing concern regarding the impact of 4 and 5 story buildings on Park City's core value "Small Town." During the May 16, 2013 joint meeting, Staff requested direction on the enhanced option of height's applicability to: affordable housing; open space; transfer of development rights (TDR) credits; and net zero carbon buildings. Staff then reviewed the direction given during the May 16, 2013 joint meeting within the staff presentation at the Planning Commission meeting on May 22, 2013 where the full draft FBC document was presented and a public hearing was held.

At that meeting, the two bodies chose to prioritize the completion of the General Plan and revisit the draft FBC upon its completion. The review of the BoPa Area Plan and the draft FBC has been on hold since June of 2013. The General Plan was adopted March 6, 2014. Staff is now moving forward toward revisions of the BoPa Area Plan and the draft FBC by end of summer 2014 with adoption anticipated by Fall of 2014.

Analysis

Understanding the relationship between the BoPa Area Plan, FBC and the Regulating Plan

Bonanza Park Area Plan: The draft BoPa Area Plan was released in January 2012. It is the long range planning document for the BoPa District. The BoPa Area Plan outlines future principles that will be incorporated into the redevelopment of the area. It also

outlines policy for the appropriate tools in which to achieve the desired outcomes. The BoPa Area Plan supports public/private partnership within redevelopment to achieve the 10 guiding principles.

Form Based Code: The Park City Planning Department recommends adoption of a FBC in the BoPa District to create continuity of building form and the public realm throughout the district. Currently, the district lacks street and pedestrian connectivity and a defined neighborhood “sense of place.” There is a hodgepodge of stand-alone commercial and residential development that does not flow like a traditional neighborhood. By adopting a FBC district wide, the district will evolve with niche neighborhoods of residential, mixed-use, and resort-oriented areas with a strong sense of place due to pattern making within the public realm. Elements influenced by the FBC within the public realm include trails, sidewalks, bike lanes, pocket parks, and central gathering space. The aesthetic of the district and user experience will improve due to regulations guiding building form and design which influence the pedestrian experience. The FBC regulates the specific standards for the Character Zones, Street Designations, Open Space/Civic Space Designation, and Special Frontage Standards identified on the Regulating Plan.

Bonanza Park Regulating Plan: The BoPa Regulating Plan will be adopted as an amendment to the official zoning map of Park City. The Regulating Plan will supersede the present General Commercial, Industrial, and Estate Zoning Districts within the BoPa District. Within any area subject to the approved Regulating Plan, the FBC becomes the exclusive and mandatory regulation. The Regulating Plan establishes Character Zones, Street Designations, Open Space/Civic Space Designations, and Special Frontage Standards.

During a joint Planning Commission and City Council work session on May 9, 2013, staff was directed to prioritize edits to the BoPa Area Plan. The draft BoPa Area Plan is available online at <http://www.parkcity.org/index.aspx?page=773>.

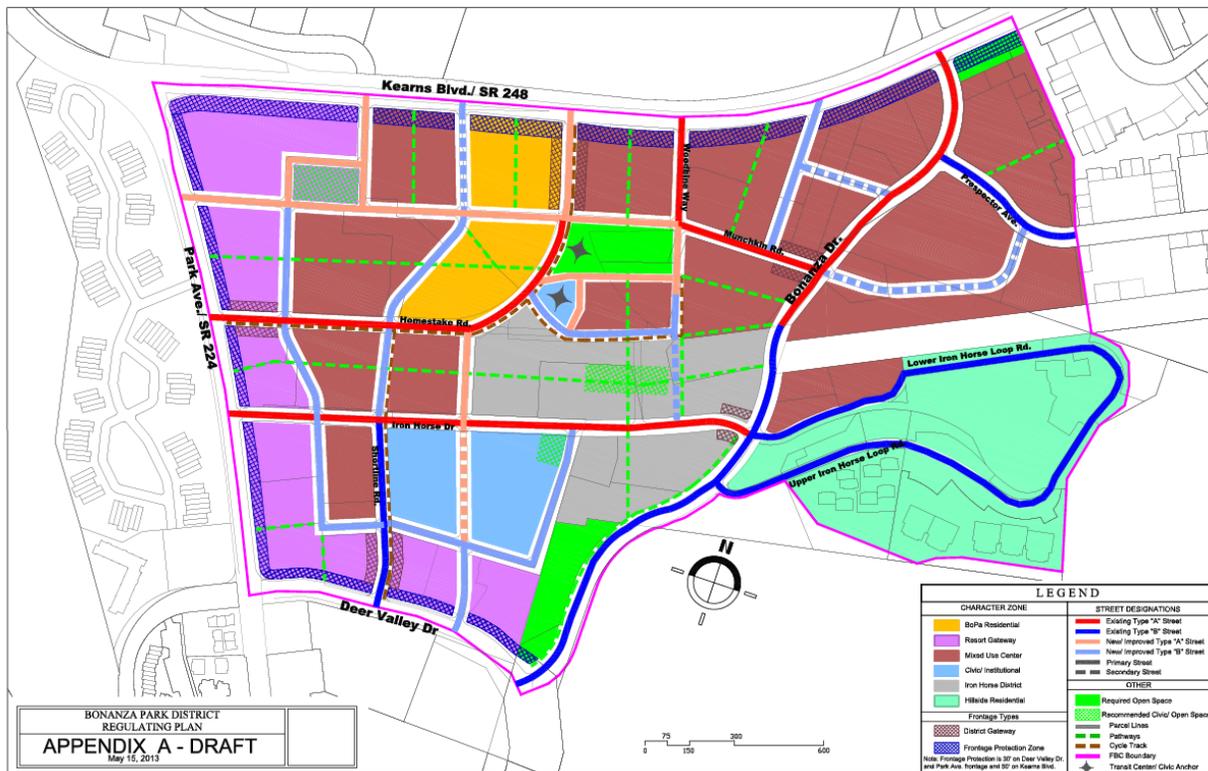
During the May 22, 2013 Planning Commission meeting, Gateway Planning focused on the draft FBC and Regulating Plan. Direction provided during this meeting assisted Gateway Planning in edits of the draft FBC to date.

Regulating Plan

During the October 24, 2012 joint City Council and Planning Commission work session, concerns were raised regarding the changes to the street layout and pedestrian pathways introduced within the BoPa Area Plan (January 2012) and the amended street layout and pedestrian pathways proposed regulating plan for the draft FBC (October 2012). The concerns focused on the removal of the interior pedestrian pathways and the dual purpose they achieve in terms of pedestrian connectivity and protecting view corridors.

The Planning Commission discussed the layout of the regulating plan during the May 8, 2013 work session. During the work session property owners in the district presented requested modifications to the layout and character zone changes. Public comment from existing property owners included a repeated request to maintain existing residential as pure residential without a mixed-use component and maintain the open space within existing residential developments.

Planning Commission directed staff to (1) amend the regulating plan to maintain existing residential – removing the mixed-use component, (2) incorporate the suggested modifications of the property owners within the regulating plan, and (3) create increased, meaningful open space throughout the district. Staff has incorporated this direction into the draft regulating plan. The modified May 16, 2013 draft regulating plan is shown below.



Street Layout and Streets Master Plan

Prior to the adoption of the FBC, the Streets Inventory that is part of the Traffic and Transportation Master Plan must be amended to reflect the future right-of-way recommendations in the Regulating Plan. It should be noted that the City may also play a role in future street, sidewalk, and park infrastructure improvements.

Additionally, the City executed Corridor Preservation agreements with the Utah Department of Transportation (UDOT) for both SR-224 & SR-248 (March 1, 2007). These agreements set forth where City roads can access UDOT controlled right of way

(SR-224 & SR-248). The recommended road network (which converts existing driveway accesses to intersections) represents a departure from the executed agreements which sought to consolidate existing intersections.

A limited number of UDOT staff reviewed the FBC proposed road network as part of the City's SR-224 Corridor Plan and the Traffic and Transportation Master Plan projects but no formal approval of the network was pursued by the City or provided by the UDOT at that time.

If the FBC is adopted with the recommended road network the existing Corridor Preservation agreements will need to be renegotiated with UDOT. It is important to note that the recommended transportation network has not been subjected to rigorous transportation study and analysis. It is foreseeable that to obtain UDOT agreement to amend Corridor Preservation agreements and approve these new intersections, additional transportation engineering studies will need to be conducted by the City.

Affordable Housing Resolution

Prior to the adoption of the FBC, City Council would need to amend the housing resolution to include an option within the BoPa district to allow the attainable housing option presented within the BoPa Area Plan and the draft FBC.

Character Zones

There are six (6) proposed character zones within the BoPa-FBC. They are as follows: Mixed Use Center – This Character Zone is intended to accommodate a variety of higher intensity uses related to entertainment, resort services, employment offices, education, and urban residential. The goal of the zone is to create an area that sustains itself both on and off peak tourist times and establishes itself as a true center of BoPa.

Resort Gateway – This Character Zone is intended to be the location for resort services and resort hotels along the major entrance corridors into BoPa. As the gateway of Park City when coming into town or going to mountain facilities, the Resort Gateway zone identifies the preferred location within the BoPa District to stay, dine and shop. The goal for this zone is to be an appropriate entryway to the City and the BoPa area by expressing a resort character.

Neighborhood Residential – The Neighborhood Residential zone is intended to provide for a range of residential types including townhomes, duplexes, patio homes, garden apartments, etc. that take advantage of the natural features within BoPa. Development standards in this character zone emphasize shared common areas among medium density residential design.

Hillside Residential – Based on the May 8, 2013 Planning Commission direction, the Hillside Residential character zone will be added to character zones. This will include the residential condominiums on Iron Horse Loop. The area is characterized by steep slopes with high density residential.

Iron Horse Industrial Arts – This Character Zone is intended to foster a range of light industrial arts, services, and design elements, while continually transitioning into a local arts neighborhood with urban living in an eclectic lifestyle that is reflective of the industrial roots of this section of BoPa. The goal is to provide urban residential neighborhood and maintain a place within the city limits for light industrial professional services.

Utility Services – In light of the decision of Rocky Mountain Power (RMP) not to move locations, the Planning Department recommends the property that RMP sits on to be classified as its own character zone – Utility Services. This area would be characterized by only allowing the substation and note the requirement to be sufficiently screened via fencing or similar architectural methods.

Each Character Zone has regulations which are tailored to them to create a unique aesthetic for each character zone in the district. The FBC regulates the following within each character zone:

- Uses
- Building Placement
 - Build to Lines
 - Setbacks
 - Required minimum building frontage based on Street Type
- Building Height
 - Maximum Heights
 - Minimum Floor Heights
- Commercial Frontage Requirements
- Parking and Service Access
- Block Standards (Minimum/Maximum width and area)

The first draft of the FBC identified a minimum build-to zone of zero (0) within some character zones. In response to snow storage, Staff requested that all street frontages have a required snow storage area of five (5) feet, increasing the build-to zone to a minimum of five (5) feet in all zones. This increases the setbacks from zero (0) to five (5) feet in all character zones.

The May 22nd, 2013, Planning Commission meeting focused on the following chart and the differences between the character zones.

| Comparison of Character Zones | | | | | |
|-------------------------------|------------------|----------------|---------------|---------------|----------------------|
| | Mixed Use Center | Resort Gateway | Iron Horse | Neighborhood | Hillside Residential |
| Use | See table 4.1 | See Table 4.1 | See Table 4.1 | See Table 4.1 | TBD |
| Building Placement | | | | | |
| Build to Line | | | | | |
| Frontage | | | | | |

| | | | | | |
|--|-----------|-----------|-----------|-----------|--|
| Protection Zone | | | | | |
| Park Ave. | 30' – 40' | 30' – 40' | n/a | n/a | |
| Kearns Blvd. | 50' – 75' | 50' – 75' | n/a | 50' - 75' | |
| Deer Valley Dr. | n/a | 30' – 40' | n/a | n/a | |
| A Street | 5' – 10' | 5' - 15' | 10' - 30' | 10' - 30' | |
| B Street | 5' – 15' | 5' - 20' | 10' - 30' | 10' - 30' | |
| Setbacks | | | | | |
| Alley | 5' min | 5' min | 5' min | 5' min | |
| Side | 0' min | 0' min | 0' min | 0' | |
| Rear | 5' min | 5' min | 5' min | 5' min | |
| Building Frontage | | | | | |
| Type A or Civic Space | 90% min | 80% min | 60% min | 50% min | |
| Type B, Park Ave, and Kearns Blvd. | 70% min | 50% min | 40% min | 10% min | |
| Building Frontage Required along Alley | None | None | None | None | |

| | Mixed Use Center | Resort Gateway | Iron Horse | Neighborhood Residential | Hillside Residential |
|--------------------------------|---|---|---|---|----------------------|
| Principle Building Standards | | | | | |
| Building Maximum | 3 stories and 35' | |
| Enhanced Height Option Maximum | 5 stories and 60' DISCUSSION | |
| First Floor Height | 12' minimum commercial-ready | 12' minimum commercial-ready | 12' minimum commercial-ready | 12' minimum commercial-ready | |
| | 10' minimum non-commercial | 10' minimum non-commercial | 10' minimum non-commercial | 10' minimum non-commercial | |
| Ground Floor Finish Level | 12 inches max above sidewalk (commercial ready) | |

| | | | | | |
|------------------------------|---|---|---|---|--|
| | 18 inches max for residential buildings | |
| Upper Floor Heights | 10' minimum | 10' minimum | 10' minimum | 10' minimum | |
| Accessory Building Standards | | | | | |
| | Same as principal bldg. | Same as principal bldg. | Same as principal bldg. | Height 2 stories Max; See specific requirements | |
| Special Frontage Requirement | | | | | |
| Commercial Ready Frontage | applies | n/a | n/a | n/a | |
| Frontage Protection Zone | applies | applies | n/a | applies | |

| | | | | | |
|-------------------------|--|--|--|--|----------------------|
| | Mixed Use Center | Resort Gateway | Iron Horse | Neighborhood Residential | Hillside Residential |
| Lot and Block Standards | | | | | |
| Lot Standards | No minimum or max | no minimum or max | 2,000 sf minimum; no maximum | 2,000 sf minimum; no maximum | |
| Block Standards | Shall meet the block standards as established in regulating plan | Shall meet the block standards as established in regulating plan | Shall meet the block standards as established in regulating plan | Shall meet the block standards as established in regulating plan | |

Next Steps

Planning Commission and City Council review of the BoPa Area Plan and draft FBC is a staff priority. The Planning Department and Gateway Planning will continue to refine the proposed code language and FBC character zones and proceed with prior direction unless directed otherwise.

The following table outlines the proposed Planning Commission and City Council meetings for review of the BoPa Area Plan and draft FBC.

| Review Calendar for PC and CC for BoPa Area Plan and FBC | | |
|---|---------|---|
| May 13th | PC & CC | Joint policy discussion on BoPa Area Plan and draft FBC |
| July 9th | PC | Draft FBC |
| August 13th | PC | BoPa Area Plan and draft FBC review #1 |
| September 9th | PC | BoPa Area Plan and draft FBC review #2 |
| November 12th | PC | BoPa Area Plan and draft FBC review #3. Recommendation to CC |
| December 11th | CC | BoPa Area Plan and draft FBC review & possible adoption by City Council |
| January 8th | CC | BoPa Area Plan and FBC adoption by City Council (if not adopted 12/11) |

Summary Recommendation

Staff recommends that the City Council and Planning Commission provide feedback and input to the BoPa Area Plan and draft FBC as it relates to moving forward with future adoption.

Exhibits

Exhibit A – Draft Regulating Plan