

Joint City Council & Planning Commission Staff Report



Subject: Bonanza Park Area Plan
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Department: Planning
Date: May 16, 2013 (Special Meeting 8am – 10am)
Type of Item: Work Session

Summary Recommendations:

The purpose of this meeting is to review the Bonanza Park Area Plan and provide policy direction to guide the future implementation strategies in the Bonanza Park District.

Topic/Description:

The draft Bonanza Park Area Plan was completed in January 2012 as a long-range planning document to guide future development within the existing mixed-use district. The ten (10) principles within the Bonanza Park Area Plan reinforce that redevelopment in this neighborhood should be focused on creating local housing and job opportunities in a sustainable manner. The implementation of this vision requires commitment to public/private partnerships and further policy direction by the City Council and Planning Commission toward the give/gets. The Bonanza Park Area Plan is available online at <http://www.parkcity.org/index.aspx?page=773>

Background:

The Bonanza Park District

The Bonanza Park district is the oldest commercial district outside of the City's historic Main Street area. As a planning area, the boundaries are Bonanza Drive to the East (and those properties just east of this right-of-way, e.g. Park Plaza, etc.), Park Avenue to the west, Kearns Boulevard to the north, and Deer Valley Drive to the south. This district encompasses 99 acres; five times the area of the City's renowned Main Street Historic District (±18 acres).

The area is currently a broad mix of land uses ranging from resort commissary and parking, to shops and restaurants, banking, public works buildings, residential and a special events venue. Other uses include a storage area, small art and consignment shops, banks and real estate offices. The only movie theater in the City is within the area as well as one of the City's two main grocery stores. The area is currently zoned General Commercial (GC), Light Industrial (LI), and Estate (E). The area includes housing along Kearns Boulevard (e.g. Claimjumper and Homestake Condos), within the Rail Central Development and along Ironhorse Loop.

Today, Bonanza Park plays an important role within the local economy. This commercial and light industrial area is the place where residents shop for groceries; get

repairs done to their automobiles, bikes, and skis; recycle; eat; buy paint; workout, etc. It is where locals go for everyday needs, goods, and services.

The Bonanza Park area is a prime redevelopment area due to the age of existing buildings, central location, history of mixed use, and interest of the existing property owners in improving the area. It is an opportunity to apply new urbanism principles for redevelopment that support the current population while creating new opportunities for improved quality of life, including: jobs, housing, and diversity.

Previous Direction from Planning Commission and City Council

Through the course of five (5) joint redevelopment meetings held by the City Council and Planning Commission in the summer and fall of 2011 a series of “policy agreements” were made on the City’s posture on redevelopment:

- Competition and market reality mean redevelopment is essential for a resort economy to remain viable and for its benefits (residential amenities) to continue without having to raise taxes;
- Partnership is necessary between Park City and the development community to stay sufficiently ahead of the market to obtain desired outcomes grounded in the community’s stated core values;
- Policy and other tools can be used to obtain the values-linked outcomes that the community wants; and
- Getting the development outcome the community wants requires that a series of choices be made, working cooperatively to allow one or more “gives” in order to obtain one or more “gets.”

Specifically relative to the Bonanza Park District, the Planning Commission and City Council policy agreements included:

- City Council and Planning Commission agree that Park City needs a Bonanza Park plan that:
 - Incorporates power station needs;
 - Converts BoPa to a vibrant, affordable, mixed-used, locally serving area; and
 - Balances “gives” with maximum height, density, and economic development tool usage.
- Both City Council and Planning Commission directed staff that a greater maximum height could be considered in exchange for the following:
 - Open space, a smaller footprint, view corridor protection, affordable housing, and a resulting area built within a set of design guidelines;
- Both City Council and Planning Commission directed staff to allow for additional density (through receiving Transfer of Development Rights (TDR) credits) in BoPa to obtain:
 - Protection of historic structures, increase connectivity, achieve housing affordability, achieve green building practices and recognizes the importance of environmental and economic sustainability.

Understanding the relationship between the FBC and the Area Plan

The draft Bonanza Park Area Plan suggested that a Form Based Code (FBC) for the Bonanza Park District be adopted as an implementation tool. The FBC will guide redevelopment projects to incorporate residential and mixed use development with authentic building form and materials and a cohesive public realm. The Bonanza Park Area Plan will direct the Form Based Code creation and implementation.

Prior to adopting the FBC and creation of a Community Development Area (CDA), the Bonanza Park Area Plan must be adopted as a supplement section of the General Plan, replacing the existing 2006 Bonanza Park supplemental section.

Form Based Code Development and Review

The City Council awarded the contract to develop the Form Based Code to Gateway Planning on March 22, 2012. On April 5 and 6, 2012, Gateway Planning hosted a series of stakeholder meetings for property owners, residents, and businesses within the Bonanza Park District to discuss future redevelopment in the area and introduce the concept of form based code. 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 current regulating plan is based on the feedback of the public, stakeholders, Planning Commission, and City Council during these 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 Form Base Code is administered and provided examples of how the code is applied. The draft BoPa-FBC presented on October 24, 2012 was approximately 70% complete. The full document will be presented to Planning Commission during the May 22, 2013 meeting and a public hearing will be held.

On May 8th, 2013, the Planning Commission held a work session to discuss key policy questions regarding the Area Plan and the form based code. Specifically, the Planning Commission discussed 1. Modifications to the Regulating Plan layout; 2. Local Business vs. National Chains strategies; and Height above three stories.

Analysis:

The Bonanza Park FBC is the first Form Based Code to be considered for adoption in Park City. The following outlines the structure of a Form Based Code and how the Bonanza Park FBC will be administered within the district.

The Park City Planning Department recommends adoption of a Form Based Code in the Bonanza Park 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 sense of place. There is a hodgepodge of standalone commercial and residential development that does not flow like a traditional neighborhood. By adopting a Form Based Code district wide, the district will evolve with niche neighborhoods of a residential, mixed-use, and resort oriented areas with a strong sense of place due to pattern making within the public realm. Elements influenced 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 which influence the pedestrian experience.

Below is the existing, unconnected street network within the Bonanza Park District:



Form based code is a great tool to implement the ten Guiding Principles of the Bonanza Park Area Plan, as follows:

1. Reconnect to the history of this locale while continuing to build upon “local” history.
2. Take a collaborative partnership approach to redevelopment among the City, property owners, local residents, and business owners within the district.
3. Actively promote inward migration into the redevelopment area rather than passively allowing outward migration and sprawl.
4. Protect view corridors and the connection to the mountains.
5. Improve internal circulation as well as enhance connectivity to the surrounding mobility systems.
6. Redevelop utilizing future-oriented, environmentally-conscious development practices.
7. Maintain the area as a commercial district with special emphasis on fostering economic growth within the local resident population and existing businesses.

8. Establish Bonanza Park as an area for locals to live, work, and play within.
9. Address the housing and social needs of the neighborhood's diverse population.
10. Create an authentic and lively district through design and attention to the public realm.

Form Based Codes include a "Regulating Plan" which is adopted as the official zoning map for the 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. The FBC regulates the specific standards for each of these categories.

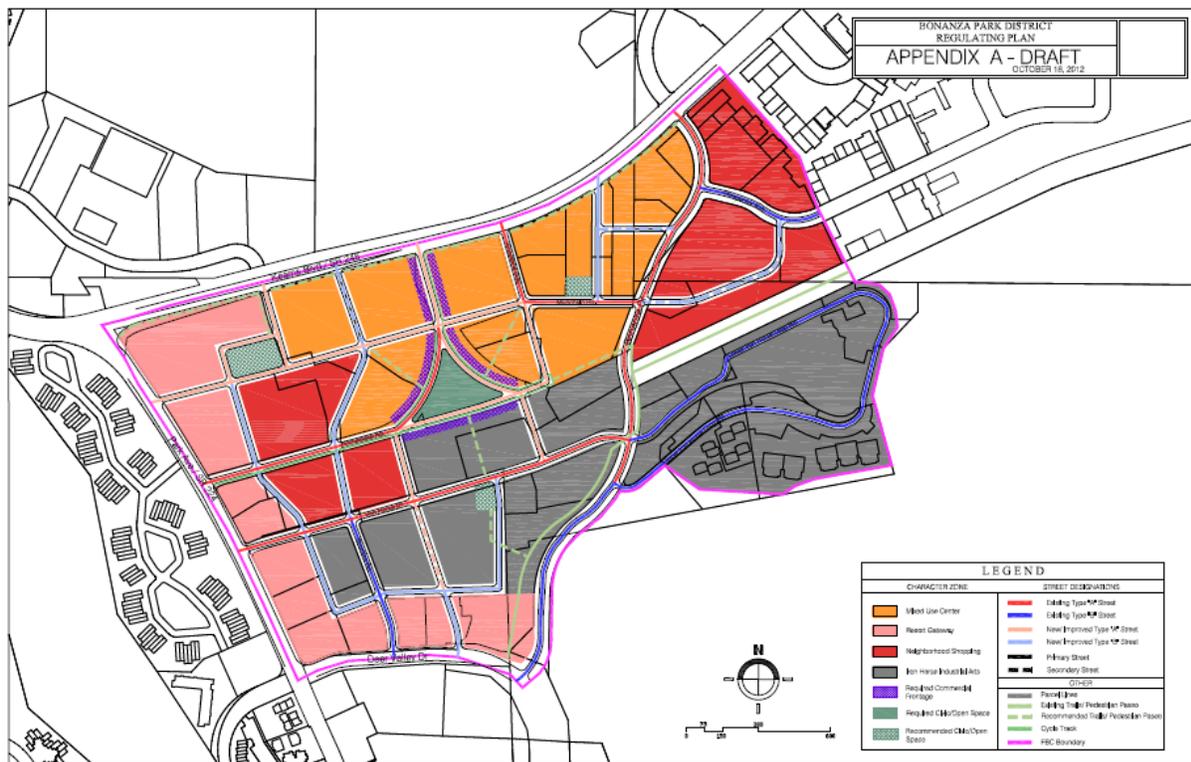
During the October 24, 2012 joint City Council and Planning Commission work session, concern was raised regarding the changes to the street layout and pedestrian pathways introduced within the Bonanza Park Area Plan and the amended street layout and pedestrian pathways proposed regulating plan for the Form Based Code. The concerns were focused on the removal of the interior pedestrian pathways and the dual purpose they achieve in pedestrian connectivity and protecting view corridors.

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 to maintain existing residential as pure residential without a mixed use component. Planning Commission directed staff to amend the regulating plan to (1) maintain the existing residential development, (2) incorporate the suggested modifications of the property owners, and (3) create increased, meaningful open space throughout the district. Staff has incorporated this direction into the draft regulating plan. The following pages illustrate the evolution of the Bonanza Park Layout.

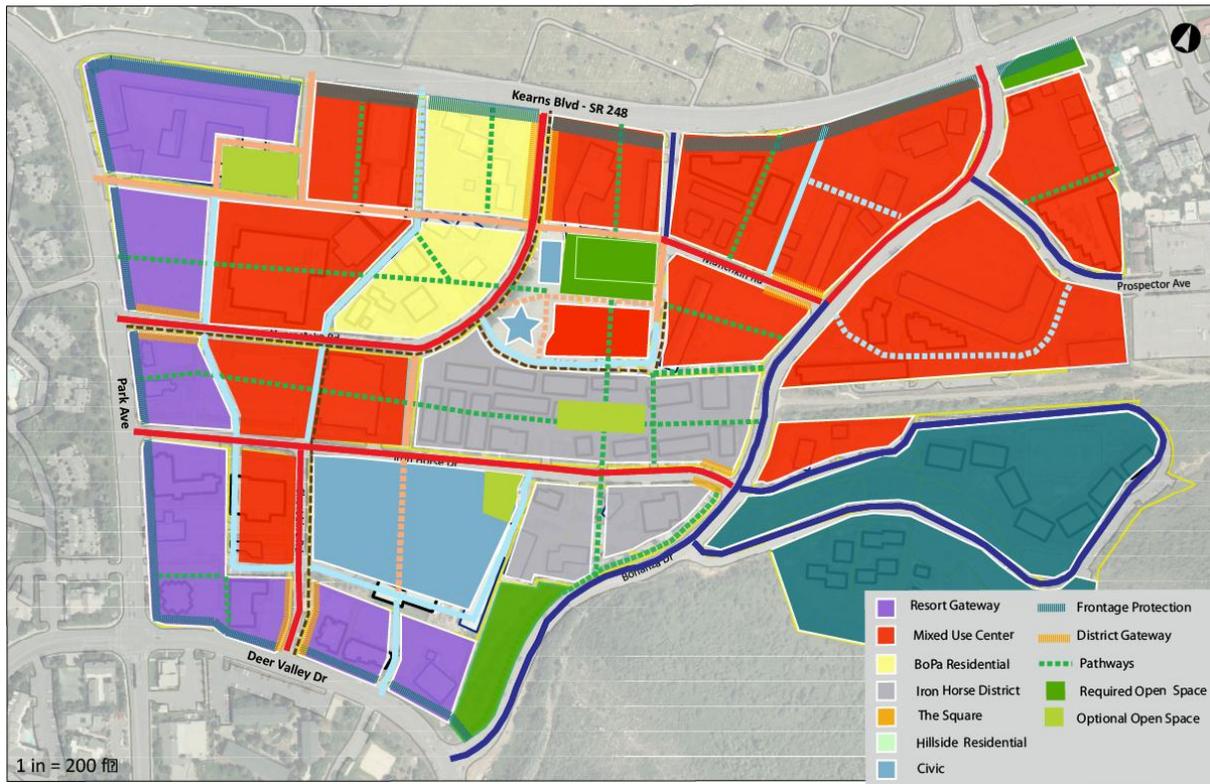
Layout from the original Bonanza Park Area Plan dated January 2012:



Layout of original Regulating Plan dated October 2012:



Layout of evolved draft Regulating Plan dated May 16, 2013:



Enhanced Options

The Bonanza Park Area Plan created enhanced options to allow developers/property owners to develop beyond the base zoning in exchange for community benefits. Section 6 (pg. 107 – 113) of the draft Bonanza Park FBC outlines the enhanced options for development greater than that established within the base zoning. The enhanced option standards allow developers to build a 4th and 5th story in exchange for a minimum right of way dedication, open space, attainable housing, net zero buildings, or transfer of development right credits. Currently, the draft area plan suggests enhanced options to allow development on the 4th story up to 75% of the ground floor building area and 25% of the ground floor building area on the 5th story.

The Bonanza Park Area Plan originally suggested including economic development strategies within the enhanced options. Due to the challenges of limiting uses through deed restrictions on business, such as requiring business incubator space, staff suggested removing economic incentives from the enhanced options. The Planning Commission and City Council voiced support for removing uses from the list of incentives during the October 24, 2012 joint work session.

Further direction is needed in the review of the Enhanced Options and identifying the appropriate tool to achieve the desired outcome.

The Enhanced Options Tool Box:

Height:

During the May 8th, 2013, Planning Commission work session, Staff requested direction regarding the use of additional height options for desired community benefits.

Commissioner Thomas requested that staff organize a field trip for the Planning Commission to observe 3, 4, and 5 story buildings to help guide the decision making process. The current FBC draft allows a maximum height of 35' in all character zones. Within the enhanced options matrix, a property owner may exceed the height limit and build upon 75% of the building pad within the fourth story (max height 50') and 25% of the building pad within the fifth story (max height 60'). The enhanced options matrix allows additional height for right-of-way dedications (roads and pathways) consistent with the regulatory plan, on-site affordable & attainable housing, transfer of development right credits, and net-zero carbon buildings.

One of the four (4) core values of Park City is "small town." The staff and Planning Commission have concerns that the enhanced options, as currently proposed up to 5 stories (60' max), may threaten the "small town" experience. As discussed during the May 9th Joint Planning Commission & City Council work session, a self-guided tour is recommended prior to the May 16th joint meeting. Also, an excerpt from Jan Gehl's book Cities for People is included in the packet as Exhibit A. This excerpt focuses on "sense of scale."

The following locations are suggested areas to observe variety in building height:

- Sugar House: 21st South and 11th East looking west;
- Tony Caputo's (314 W 300 S) north to Gateway Mall; and
- Lower Main Street Marriott Summit Watch.

Funding

The City may opt to utilize funding to achieve some of the desired outcomes within the Bonanza Park Area Plan. Street rights-of-way, increased affordable/attainable housing, open space, and business/tech improvements may be enhanced through funding mechanism rather than height. Currently, the City Council has directed staff to evaluate the potential creation of a Community Development Area (CDA) for the Bonanza Park Area as an economic development tool to facilitate redevelopment of the area. "CDA's" are intended to undertake any economic or community development purpose of the city, including job growth or retail sales. A CDA is a form of tax increment finance which would allow the City to define a community project area which is expected to see sales and property tax growth as a direct result of project improvements. The CDA, as currently being evaluated, will be used almost exclusively for the relocation costs of the Rocky Mountain Power. The current boundary for the CDA includes those properties in close proximity to the substation.

If directed by the City Council, staff could research the methodology for the creation of another CDA or expansion of the existing CDA as well as other funding mechanisms to help facilitate desired outcomes within the Bonanza Park Area Plan. Some of the future

financing challenges for the area include street and sidewalk improvements, park improvements, possible shared parking areas, signage (wayfinding), etc.

Desired Outcomes

Desired Outcome 1: Affordable Housing

The current enhanced option matrix sets policy to allow an additional square foot of development for each square foot of development designated to affordable housing and attainable housing. (Bonanza Park Area Plan pg. 110) For an explanation on the reason behind the affordable housing options, please see Principle 8 of the Bonanza Park Area Plan (pg. 72). This enhanced option goes beyond the typical affordable housing allowances within the current Land Management Code.

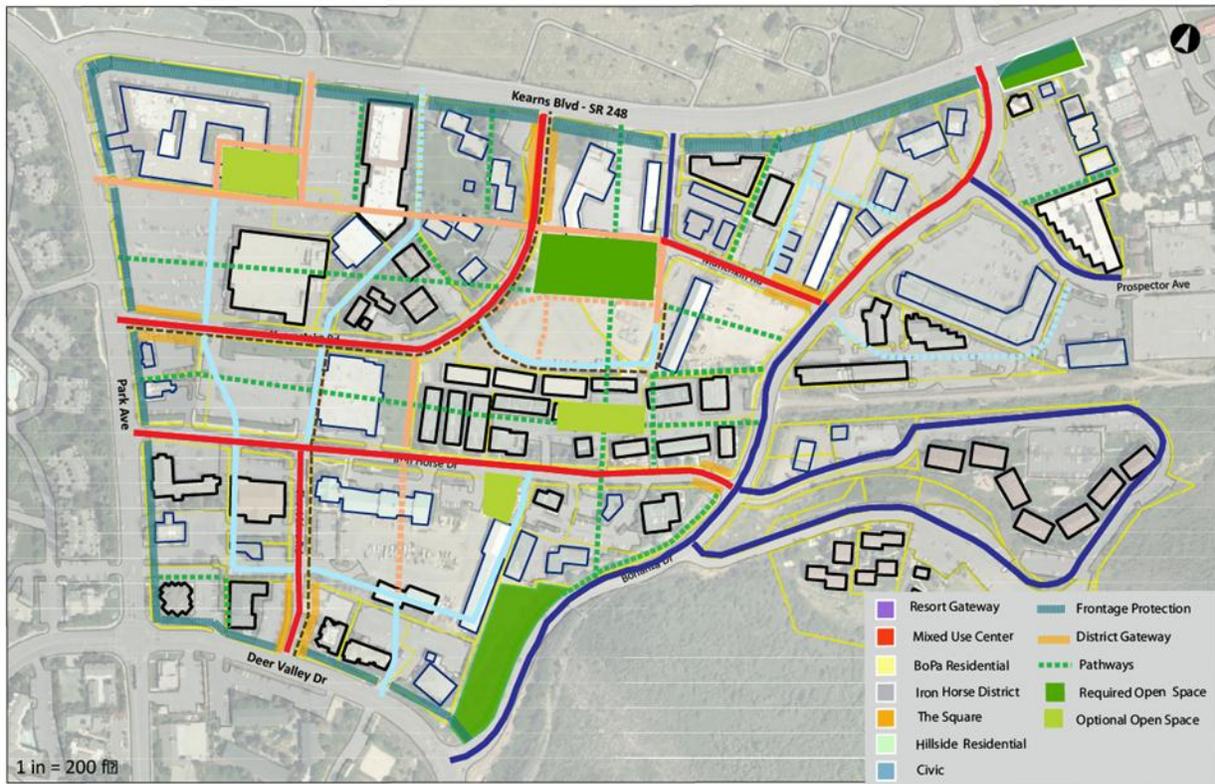
Park City has adopted an “inclusionary housing” policy in which deed restricted affordable housing units do not count toward a developer’s maximum unit equivalents; however, the units must be built *within* the building pad of the site with no exception to go beyond the zone height. Within developments that contain 100% affordable housing and no market rate units, additional incentives toward decreased open space are allowed. City Council and Planning Commission could direct staff to remove the affordable/attainable housing incentive from the incentives matrix and require that the required units be built within the allowed building envelope.

DISCUSSION and DIRECTION REQUESTED:

- 1. Should Planning Staff include housing within the enhanced option for Affordable Housing or should developers within this area build all affordable housing within the building envelope?*
- 2. Do City Council and Planning Commission believe that ADDITIONAL attainable housing, as part of a mixed-use development, may be incentivized by an increase in height?*

Desired Outcome 2: Right-of-Way Dedications:

Increased connectivity throughout the district is a priority to create a neighborhood that functions properly for pedestrians, bicycles, public transit, and automobiles once it is built-out. The enhanced options matrix allows for one (1) square foot of development per one (1) square foot of right-of-way dedication of Primary Streets (solid light pink and light blue roads) and ½ square foot of development per one (1) square foot of right-of-way dedication of Secondary Streets (dashed light pink and light blue roads).



The 2012 Traffic Study identified the costs associated with the menu of right of way options presented in the Bonanza Park Area Plan. The resulting cost estimates within the study for construction of the January 2012 street and trail networks was estimated at \$8.5 million dollars; including, \$8.1 for the street network and \$0.4 million for the trails. It is typical within greenfield development for a developer to pay for the cost of new roads, then the City will maintain the roads if they become dedicated right-of-way. Due to the infill nature of Bonanza Park and multiple property owners, the City must collaborate and partner financially with property owners to achieve desired circulation in the district.

The staff would like to revisit the Enhanced Option for road dedications with the City Council and Planning Commissioners, primarily due to the hesitation toward additional height in the district. In addition, staff would like to further explore the utilization of CDA funds for additional infrastructure work in the Bonanza Park district.

Typical Section DESCRIPTION	ROW Width (ft)	Cost (Exist) (\$/LF)	Cost (New) (\$/LF)	Travel Lane Width (ft)	Bike Lane Width (ft)	Parking Width (ft)	Walk Width (ft)
Interior Block No Cycle Track	52	\$ 270	\$ 460	10	-	8	8
Interior Block with Cycle Track - Along Rounded Edge of Spur	52	\$ 270	\$ 470	10	11	8	15
Interior Block with Cycle Track - Along Straight Edge of Spur	55	\$ 280	\$ 510	10	11	8	8
Interior Block with Cycle Track - Roads with Cycle Track and Two Sides of Floating Parking Lane	63	\$ 310	\$ 540	10	11	8	8

DISCUSSION and DIRECTION REQUESTED:

3. *Would the City Council and Planning Commission like the enhanced height option in exchange for R-O-W dedications to remain in the incentive matrix; or prefer that Staff remove R-O-W dedications from the enhanced options and begin exploring the possibility of funding to partner with developers on the construction of the pathways and roads?*

Desired Outcome 3: Transfer of Development Rights (TDR) receiving zone

The draft Bonanza Park Area Plan allows for Transfer of Development Rights (TDR) credits to be received within the Enhanced Option area (75% of building area within the 4th story, 25% of building area within the 5th story). TDR sending zones in Park City are primarily located within the Historic District as a historic preservation tool, steep slope protection, and view protection. The Bonanza Park District is a receiving zone for TDR credits.

Height is the only viable option to creating additional buildable area in which to receive development credits within the Bonanza Park.

DISCUSSION and DIRECTION REQUESTED:

4. *Would the City Council and Planning Commission like the enhanced height option to allow development of TDR credits within the 4th and 5th stories to remain in the incentive matrix?*

Desired Outcome 4: Net Zero Carbon Buildings

The draft Bonanza Park Area Plan allows for Net Zero Carbon Buildings to be received within the Enhanced Option area (75% of building area within the 4th story, 25% of building area within the 5th story). A net zero carbon building is a building that produces, at a minimum, the energy it consumes without contributing carbon to the atmosphere. If a developer opts to build a net zero carbon building, the Bonanza Park area plan suggests allowing the developer to build to the maximum of the enhanced options matrix.

DISCUSSION and DIRECTION REQUESTED:

- 5. Would the City Council and Planning Commission like the enhanced height option to allow net zero carbon building to build within the 4th and 5th stories to remain in the incentive matrix?*

Next Steps:

Planning Commission review of the Bonanza Park Area Plan is a staff priority. The Area Plan must be adopted prior to the creation of the Community Development Area (CDA). Staff plans to begin moving forward on the creation of a CDA in August of 2013. The following table outlines the future Planning Commission and City Council meetings for review of the Bonanza Park Area Plan.

Review Calendar for PC and CC for BoPa Area Plan and FBC		
May 16th	PC & CC	Joint policy discussion on enhanced options of Bonanza Park Area Plan
May 22nd	PC	Form Based Code with Gateway Planning
June 12th	PC	Bonanza Park Area Plan review #1
June 26th	PC	Bonanza Park Area Plan review #2
July 10th	PC	Bonanza Park Area Plan review #3. Recommendation to CC
July 25th	CC	Bonanza Park Area Plan review & possible adoption by City Council
August 1st	CC	Bonanza Park Area Plan adoption by City Council (if not adopted 7/25)

A second priority is compilation of the Lower Park Avenue and Resort Center studies, with an executive summary document for future planning in the area, by the Planning Director. The executive summary and previous studies will be published within the August 1st City Council packet.

The Planning Commission & City Council did not get to complete the prioritization of other long range planning documents during the May 9, 2013 joint work session. Staff suggests the following timeline for the review of the General Plan.

Review Calendar for PC and CC for FBC and General Plan		
August 14th	PC	Form Based Code review by Planning Commission
August 13th	PC & CC	General Plan Joint Meeting Kickoff
August 28th	PC	General Plan : Small Town Trends (pg 15 – 34); Small Town Goals, Principles, & Strategies (pg 93 – 114); Small Town Strategies (pg 175 – 199)
August 29th	PC	Form Based Code review by Planning Commission
September 11th	PC	General Plan : Review of August 28th edits of Small Town
September 25th	PC	Form Based Code review by Planning Commission with recommendation to City Council
October 9th	PC	General Plan : Natural Setting Trends (pg 35-47); Natural Setting Goals, Principle, & Strategies 117 – 130; Natural Setting Strategies (201 – 236)
October 23rd	PC	General Plan : Review of October 9 th edits of Natural Setting
November 13th	PC	General Plan : Sense of Community Trends (pg 48-88); Sense of Community Goals, Principles, & Strategies (pg 131-162); Sense of Community Strategies (Large Section. Meeting 1 of 2)
November 14th	CC & PC	Joint Meeting to discuss progress on General Plan and Form Based Code
November 20th Special Mtg.	PC	General Plan : Sense of Community Trends (pg 48-88); Sense of Community Goals, Principles, & Strategies (pg 131-162); Sense of Community Strategies (Large Section. Meeting 2 of 2)
December 11th	PC	General Plan : Review of November 13 th and 20 th edits of Sense of Community
December 25th	PC	HOLIDAY
2014		
January 8th	PC	General Plan : Historic Character (pg. 89-92); Historic Character Goals, Principles, & Strategies (pg. 165-174); Historic Character Strategies (pg. 289-310)
January 22nd,	PC	General Plan : Review January 8 th edits of Historic Character
February 12th	PC	General Plan : Neighborhoods 1 – 5
February 25th	PC	General Plan : Neighborhoods 6 - 9
March 12th	PC	General Plan : Recommendation to City Council
March 27th	CC & PC	Joint Meeting for Planning Commission to present General Plan to City Council.
Beyond April 2014	CC	General Plan review by City Council.

Questions for City Council and Planning Commission regarding future scheduling:

1. What feedback do the City Council and Planning Commission have on the proposed schedule for General Plan and Form Based Code?

2. What is the process by which the schedule can be changed? (While this may seem to some as a trivial topic, where there has been concern in the past about schedule changes, it is important to come to an agreement on the process to change the schedule.)
 - a. If City Council wants the schedule extended:
 - i. Mayor and Planning Commission Chair discuss and decide; or
 - ii. Mayor informs Planning Commission Chair; or
 - iii. Other
 - b. If Planning Commission wants the schedule extended:
 - i. Planning Commission Chair and Mayor discuss and decide; or
 - ii. Planning Commission Chair informs Mayor; or
 - iii. Other
 - c. If Staff wants the schedule extended:
 - i. Planning Director informs City Manager and City Manager discusses and decides with Mayor; other
 - ii. Planning Director informs City Manager and City Manager informs Mayor and Council; or
 - iii. Other

Summary Recommendations:

Staff recommends that the Planning Commission and City Council provide staff with direction on the policy questions raised within the report pertaining to the Bonanza Park Area Plan.

Exhibits

Exhibit A – Jan Gehl Cities for People excerpt

Again, please note: The Bonanza Park Area Plan is available online at <http://www.parkcity.org/index.aspx?page=773>