

City Council Staff Report



Subject: Long Range Planning &
General Plan Update
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Type of Item: Joint Meeting with Planning Commission – Informational

“If anything is certain, it is that change is certain. The world we are planning for today will not exist in this form tomorrow.”

- Philip Crosby

Summary Recommendations

Staff recommends the Planning Commission and City Council hold a joint work-session concerning the Bonanza Park district (formerly NOMA) and provide input to the Planning Department relative to the long range planning of the area. The Planning Commission discussed the proposed ideas at their General Plan meeting in March 2010. The intent of the work-session is to update the City Council and ensure that there is general consensus for the Bonanza Park district.

Description

Location: Park Avenue to Bonanza Drive; Kearns Boulevard to Deer Valley Drive
Zoning: General Commercial (GC) and Light Industrial (LI), with Frontage Protection Zone (FPZ) Overlay
Adjacent Land Uses: Commercial, retail, office, residential, utility, event space, storage, and industrial
Reason for Discussion: The Planning Commission has the primary responsibility to update the City General Plan. The Commission considers long-range zoning and land use objectives.

Background

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, Park Avenue to the west, Kearns Boulevard to the north, and Deer Valley Drive to the south (Exhibit A). According to the Park Bonanza Planning District supplement to the existing General Plan, the area includes those properties along both sides (including the east side, e.g. Park Plaza, etc.) of Bonanza Drive from Iron Horse Drive to Kearns Boulevard.

The area is currently a broad mix of land uses ranging from resort commissary and parking, to shops and restaurants, banking, public works buildings 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 two main grocery stores.

The area is currently zoned General Commercial (GC) and Light Industrial (LI). The area includes housing along Kearns Boulevard and within the Rail Central project.

Analysis

Because the Bonanza Park district includes such a broad array of uses and provides services to the community at large, the district is an important part of the commercial life of Park City. The district is under pressure from competing commercial projects outside of the City, specifically Kimball Junction/Red Stone where movie theaters and restaurants in a themed mall atmosphere have developed near the junction of the interstate and the state highways that form the entry corridor to Park City.

Local restaurants and shopping continues to be an active part of the district, despite commercial competition from the junction areas. The cost of rental space in the area is less than the Main Street area, and parking is generally available.

The district is central to the daily flow of traffic to the resort areas and to the Main Street area. Four (4) of the City's eight (8) stop lights are located at the district's boundaries. Many intersections and driveways affect the flow of traffic in the district and impact the traffic to/from the resort areas and Main Street.

Several of the buildings and developments have undergone redevelopment in the past decade, including the Rail Central Project, the theater complex, and the Centura Emporium project. These projects represent significant efforts by the private sector to provide community level services in this area.

Despite this investment, the district continues to be underutilized and is being considered for redevelopment opportunities (it is worth noting that the southern half of the district, south of Iron Horse Drive, is currently located in the Lower Park Avenue Redevelopment Area). The area is currently car-focused with many large parking lots interspersed throughout, making pedestrian movement difficult.

Long Range Planning Concepts Applicable to Bonanza Park

The following concepts are being considered for the Bonanza Park district. These planning concepts have been successfully utilized in other jurisdictions and represent best practices in planning:

3% Strategy

In 2009 Envision Utah, a nonprofit regional partnership, prepared the 3% Strategy. According to Envision Utah "*The 3% Strategy approach responds to market trends and creates significant regional benefits, while leaving existing residential neighborhoods largely unchanged.*"

The approach focuses on accommodating 33% of future development on 3% of the available land (Exhibit B). While Park City, and more specifically the Bonanza Park district, may not be facing the same challenges that the Wasatch Front might be facing there are several components within the prepared strategy that can be utilized in the master planning and re-development of the Bonanza Park area.

The five (5) principles for achieving the 3% Strategy are the following:

1. **Focus growth in economic centers and along major transportation corridors.** Centers feature housing and jobs within close proximity, resulting in shorter trips and greatly improving transportation performance. Rail and bus rapid transit systems provide the backbone for mobility among the centers. Streetcars, shuttles and bus corridors provide excellent internal transportation options, reducing dependence on cars.
2. **Create significant areas of mixed-use development throughout the region.** Mixed-use development with well-designed retail shops, worksites and housing nearby puts people closer to their frequent destinations, reducing travel time and cost.
3. **Target growth around transit stations.** Fostering employment near major road corridors and transit stations requires a constructive partnership between local governments and transportation agencies. The result is more effective use of our infrastructure and appealing new commuting options for the workforce.
4. **Encourage infill and redevelopment to revitalize declining neighborhoods.** Old industrial sites and transportation corridors, in particular, can be transformed into new neighborhoods with a range of housing options. Redeveloping non-residential areas brings new life to a community without affecting existing neighborhoods.
5. **Preserve rural, recreational and environmentally sensitive areas.** More compact economic centers will absorb much of the coming growth, taking pressure off critical undeveloped land such as farms, hillsides, riparian areas and winter range for wildlife. We can preserve opportunities for experiencing nature in our communities.

Discussion: At their March 2010 meeting, the Planning Commission concurred with Staff's recommendation to move forward with the development of the principles outlined within the 3% Strategy relative to the long range planning for the Bonanza Park district. They recognized that the need to provide a master plan for this district is essential if the City is to realize improved design and economic development opportunities. Does the City Council wish to provide any additional input or discuss these items with the Planning Commission/Department?

Form-Based Code Overview (Morris, 2009)

Form-based codes (FBCs) are a regulatory approach that communities use to control the form, size, and siting of proposed buildings. Form-based codes emphasize the appearance and quality of the built environment. They support smart growth principles such as mixed use, compact development, increased density, and distinctive community character. They codify development patterns typical of neighborhoods built before World War II.

FBCs differ greatly from conventional zoning codes. Whereas conventional zoning codes are primarily concerned with land use and density, FBCs are primarily concerned with the form of the built environment. In practice, land use may be regulated in an FBC but as a secondary consideration to form. FBCs allow communities to focus on what they want from the built environment because they are *prescriptive* (they state the desired physical environment) rather than *proscriptive* (stating what is prohibited).

The standards included in an FBC typically establish these parameters:

- Building height (minimum and maximum).
- Building orientation (placement of structure in relation to fronting streets and adjacent building lots).
- Permissible uses (stated in general terms).

Optional parameters that maybe set by an FBC include:

- Landscape standards for the type, quantity, and placement of trees, shrubs, and groundcover.
- Architectural standard that dictate specific architectural specific architectural styles, buildings materials, exterior colors, and construction techniques.

Discussion: At their March 2010 meeting, the Planning Commission concurred with Staff's recommendation to move forward with additional analysis of form-based codes relative to the long range planning of the Bonanza Park district. Does the City Council wish to provide any additional input or discuss these items with the Planning Commission/Department?

Bonanza Park Master Planning – Guiding Concepts

- Circulation in the Bonanza Park area should include primary mobility to pedestrians and cyclists with clear connectivity to our existing trail system.
- The City should develop an urban linear road alignment system that would support a grid network which would include narrow streets, natural traffic calming strategies, and smaller blocks, etc.
- The City should mandate the parking for each structure to be hidden from the front or the sides and at the same time changing the required number of parking spaces from a minimum to a maximum.
- Increased density and zero lot line setbacks should be considered in the building layout.

Discussion: At their March 2010 meeting, the Planning Commission concurred with Staff's recommendation to move forward with master planning for the Bonanza Park district. Does the City Council wish to provide any additional input or discuss these items with the Planning Commission/Department?

Recommendation

Staff recommends the City Council and Planning Commission hold a joint work-session concerning the Bonanza Park Area and provide input to the Planning Department relating to the long range planning of the area.

Exhibits

Exhibit A – Bonanza Park Aerial Map

Exhibit B – Envision Utah's 3% Strategy

References

Morris, M. (2009). *Smart Codes: Model Land-Development Regulations*. Chicago, Illinois: American Planning Association

Redevelopment Area



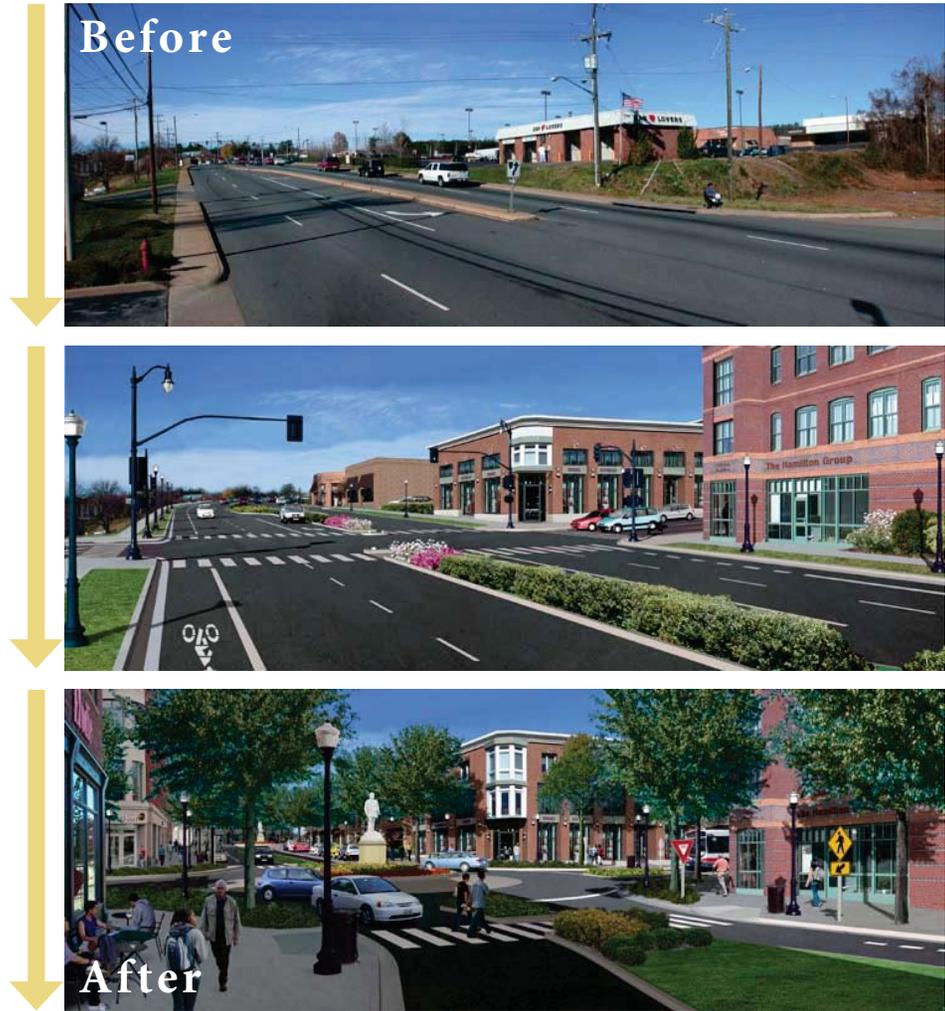
1 in = 250 ft
September 2009 Aerial

Strategy

Big Quality-of-Life Benefits

- Improve air quality,
- Save billions of dollars,
- Reduce traffic congestion,
- Preserve our key open spaces,
- Use less water,
- Create vibrant communities and gathering places, and
- Respond to market demand for more choices for living, working, commuting, shopping and playing.

0%



Envision Utah is a nonprofit partnership that engages people to create and sustain communities that are beautiful, prosperous, healthy, and neighborly, for current and future residents.

Envision Utah provides tools and training to help communities meet their strategic goals, evaluate and capitalize on growth opportunities, and minimize the negative impacts of our fast-growing population.



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The 3%

Targeted Land-Use Changes

If we allow one-third of our future homes, jobs and stores to go on three percent of our region's developable land, linked by a world-class transportation system, we will...

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Challenge & Opportunity

Utah is among the fastest growing states in the nation due to our family-friendly environment and high quality of life. Growth brings both benefits and challenges:

- Two-thirds of the buildings that will exist in 2040 have not yet been built.
- Total investment in new development will approach \$700 billion.
- More than 900,000 growth-related residential units will be constructed by 2040. About 180,000 existing housing units will be replaced, rebuilt or renovated.
- Nearly 1.9 billion square feet of new and rebuilt space will be needed to accommodate the projected 2.9 million jobs we'll have by 2040. If we continue current patterns of development, municipalities will soon find that growth-related expenses exceed expected revenues.
- The Wasatch Front has limited land available for development, and building roads to serve widely dispersed populations will become increasingly impractical.

Source: Arthur C. Nelson, Presidential Professor & Director of Metropolitan Research, University of Utah (2009)

All this development gives us the opportunity to create thriving urban environments and friendly neighborhoods. That's where Envision Utah's 3% Strategy comes in – strategically accommodating 33% of our future development on 3% of our land near key transit stops and road corridors. This approach responds to market trends and creates significant regional benefits, while leaving existing residential neighborhoods largely unchanged.

3% Strategy

Accommodate 33% of Future Development on 3% of the Available Land



The Benefits

To meet consumer demand, half of all new housing between now and 2040 should be in mixed-use, transit-accessible locations (Source: Nelson). If we create such walkable town centers and villages, we'll reap regional benefits:

- Neighborhoods that reflect consumer preferences, supporting property values and municipal revenues.
- 10% less driving, resulting in cleaner air, less traffic congestion, and \$6.4 to \$8.8 billion in savings.
- Lower per capita water use.
- More active neighborhoods, supporting improved public health.
- More choices for how we live, work and travel.

A Practical Market Solution

The 3% Strategy encourages targeted investment to create exceptional places and maximize efficiency while keeping the cost of living in check.

Market analyses suggest that one-third of Utahns will want to live in walkable neighborhoods, close to school, church, the grocery store and other services [Source: Robert Charles Lesser Company, Wasatch Front Development Trends (Nov. 2007); Nelson (2009)]. Declining household size, increasing housing and energy costs, and a growing desire to trade commute time for family, service, work and recreation time will drive this demand for walkable living. Currently, the supply of these neighborhoods lags demand, increasing their cost and reducing choice. The 3% Strategy responds to this consumer demand, while preserving traditional single-family neighborhoods for the majority who prefer suburban living.

5 Principles for Achieving the 3% Strategy

1. FOCUS GROWTH IN ECONOMIC CENTERS AND ALONG MAJOR TRANSPORTATION CORRIDORS. Centers feature housing and jobs within close proximity, resulting in shorter trips and greatly improving transportation performance. Rail and bus rapid transit systems provide the backbone for mobility among the centers. Streetcars, shuttles and bus corridors provide excellent internal transportation options, reducing dependence on cars.



2. CREATE SIGNIFICANT AREAS OF MIXED-USE DEVELOPMENT THROUGHOUT THE REGION. Mixed-use development with well-designed retail shops, worksites and housing nearby puts people closer to their frequent destinations, reducing travel time and cost.



3. TARGET GROWTH AROUND TRANSIT STATIONS. Fostering employment near major road corridors and transit stations requires a constructive partnership between local governments and transportation agencies. The result is more effective use of our infrastructure and appealing new commuting options for the workforce.



4. ENCOURAGE INFILL AND REDEVELOPMENT TO REVITALIZE DECLINING NEIGHBORHOODS. Old industrial sites and transportation corridors, in particular, can be transformed into new neighborhoods with a range of housing options. Redeveloping non-residential areas brings new life to a community without affecting existing neighborhoods.



5. PRESERVE RURAL, RECREATIONAL AND ENVIRONMENTALLY SENSITIVE AREAS. More compact economic centers will absorb much of the coming growth, taking pressure off critical undeveloped land such as farms, hillsides, riparian areas and winter range for wildlife. We can preserve opportunities for experiencing nature in our communities.



Source: Wasatch Choices 2040 Growth Principles, adopted by elected officials comprising the Wasatch Front Regional Council