

City Council & Planning Commission Joint Meeting Staff Report



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Subject: Redevelopment Strategies
Date: July 21, 2011
Type of Item: Legislative- Discussion

SUMMARY RECOMMENDATIONS

Staff is requesting Council and Planning Commission discussion and direction on using the Community Visioning levers as a guide to find policy balance, inform the upcoming General Plan updates, and provide direction on the City's role in redevelopment. Staff is requesting specific direction on the following issues:

1. What should the City's role be in redevelopment as articulated through specific goals, strategies and projects found in the draft Redevelopment Strategic Plan? (Exhibit A)
2. Should the City and the Planning Department Staff prioritize resources to rewrite the Supplemental Neighborhood Plan within the General Plan for the Park Bonanza District?
3. Is it a City goal to enable redevelopment in the Historic District so long as it is balanced with preservation priorities? Specifically, is the intent of the current TZO to:
 - a. Rezone all existing large lots and possible lot combos; or
 - b. Address maximum building envelopes for new lot combos?

BACKGROUND

The Planning Commission and City Council met during a joint work session meeting on July 7, 2011. The following is a recap:

The joint session of Planning Commission and City Council produced two "meta agreements" that will shape future Park City posture regarding redevelopment.

First is that Park City cannot afford to sit by while the competition steadily reinvest and improve. Inertia in the face of development would give a pass to Whistler and Breckenridge and other communities that would undermine Park City's tourist based economy.

Second is that redevelopment should be guided by the combined energies and different missions of the Planning Commission and City Council working not oppositionally but together. This principally takes the form of the Commission and the Council collaborating with professional planning staff to produce and be guided by three related governing documents - the General Plan in its most up-to-date form, a continually updated Land Management Code, and an annual priority redevelopment guide known as the Redevelopment Strategic Plan. A principle goal moving forward is incorporating greater joint clarity in each of these documents. Successfully achieving such clarity of governance will not make hard decisions easy, but should minimize missed expectations and/or a process train wreck which are more likely if the joint vision of the Commission and Council is not reflected in the controlling documents. Additionally, the public and development community are provided more notice and a fairer template from which to engage the regulatory, application process.

Council and Commission members in attendance reached unanimous consent that: 1) the **Sense of Community** in Park City is the primary driver among the various levers identified in Visioning (2009), the one that holds the rest together; and 2) there was agreement that a portfolio approach to achieving balance across Park City over time made more sense than forcing every project to achieve a perfect score in all areas (equity, economy, environment, and quality of life) for all locations in town.

The working group was in agreement that Park City is now a fully matured place far more than just the resort properties and Historic Main Street and that each evolved district or neighborhood fully merits distinct goals and strategies when it comes to the built environment. There was concurrent energy supporting a common theme of excellence, but clearly in the context of each neighborhood having its own identity and plan. The group also agreed that a visual language was essential, both in finding a meaningful vocabulary, and in establishing connective tissue binding several distinct neighborhood identities into one Park City vernacular. The individual neighborhoods or districts that exist now or that may emerge should have explicit development and redevelopment priorities that are expressed in the annual Redevelopment Strategic Plan. Like the current revision process for the General Plan, the Strategic Plan should incorporate visual guidance for a sense of place in addition to just written text. Finally, there was agreement that project evaluation should push for front end clarity to create predictable redevelopment processes and facilitate the most creativity possible.

The working group agreed to take the current Redevelopment Strategic Plan and work across group lines to dig into it and evaluate its “goals”, “strategies”, and “products”. They agreed to come to the July 21 meeting with a well-developed grasp of the *draft* priority list and method of organizing, and be prepared to discuss actual development priorities. The group discussed an annual structure of updating the Redevelopment Strategic Plan collaboratively by representation from professional staff, the City Council, and the Planning Commission working together. The Plan could be adopted during the annual visioning session in January, and would then be able to inform the General Plan, which is to be fully updated within six months with oversight from the City Council.

The Land Management Code is to be continually updated with recommendations from the Planning Commission. On July 21, 2011, public input on two specific cases would be heard - Bonanza Park and Lot Combinations. The working group will come prepared discuss each of them in the context of a) limited staff resources, b) pressing redevelopment exigencies, c) priorities, d) the community’s core values, and e) development along a portfolio continuum. The objective for the meeting is to provide clarity to staff on priorities and on policy.

THE TAKEAWAYS FROM THE JULY 7th JOINT MEETING AND GOALS FOR JULY 21st JOINT MEETING

1. Redevelopment is a necessary evolution that is natural and will occur with or without us. It should be seen as an opportunity to proactively influence our preferred outcomes and community goals;
2. Sense of Community is the primary driver and priority within the visioning levers and should be the lowest common denominator for all decisions
3. The core values in the visioning lever do not imply a no or restrictive growth policy, rather an understanding that to balance the City’s overall “portfolio”, sometimes we will have to “give” to “get”;
4. There will be different goals for different neighborhoods which will influence both the City’s role and implementation strategies/projects;
5. Using tools to visualize what redevelopment opportunities could mean or otherwise indicate the visual experience of place and relationship of the various components of our built environment that could result from redevelopment should be a priority - We should explicitly define our goals for each district through specific redevelopment strategic planning;

6. Agreement that the “hard work” or disagreements should happen up front or early in the process, so there is clarity for both public and private project developers.
7. Specific ongoing collaboration annually between Planning Commission & City Council to jointly co-generate the Redevelopment Strategic Plan.

The group agreed to a follow up meeting on July 21 to:

1. Review the draft Redevelopment Strategic Plan (Exhibit A) and be prepared for specific discussion on the Goals, Strategies, and Projects;
2. Take public input;
3. Specific case study discussion on:
 - a. Lot Combinations
 - b. Prioritizing Bonanza Park Supplemental Neighborhood Plan as part of the General Plan update;

If the group agrees the goals and strategies are aligned, this draft Redevelopment Strategic Plan will be used as a “guiding principle” document until the Council & Planning Commission co-generate an updated version in the fall, prior to adoption during the annual joint Visioning Session.

Staff also recommends that the City Council and Planning Commission meet jointly every two months to discuss the General Plan. With eight months remaining prior to the General Plan deliverable, these meetings would be very helpful to ensure that the GP addresses all issues and stays on schedule.

The anticipated agenda for the joint meeting on July 21st is as follows:

1. Recap of the July 7th meeting
2. Opportunity for Julia and Adam’s input – explain view of redevelopment
3. Discuss “homework” assignment and ensure goals and strategies are consistent with the July 7th joint meeting
4. Public input
5. Lot Combination/House Size and Bonanza Park (Example of Yarrow Pre-MPD) discussion
6. Discussion on future joint meetings

ANALYSIS

The July 7, 2011 staff report is attached as Exhibit C. Please utilize this staff report for the full background and analysis provided on the Visioning 2009, General Plan Update, and the analysis of the three topics of discussion including:

- Redevelopment Strategic Plan and Implementation Program
- Lot Combinations in Old Town
- Bonanza Park Supplement to the General Plan

DISCUSSION ITEM #1 - REDEVELOPMENT STRATEGIC PLAN

During the annual Council Visioning of 2009, and reiterated in 2010 and 2011 Council identified the expansion of the resort-based economy as a specific Economic Development priority. Our economic and redevelopment background studies and guiding documents support the significance and impact of our tourism-based economy on our local quality of life.

Undoubtedly, tourism is the largest single component of the economic base of Summit County, generating total economic impacts of over \$1.6 billion annually, creating nearly

12,000 jobs and increasing earnings by almost \$300 million. Measurable tax impacts are over \$57 million annually and contribute substantially to the budgets of Summit County, Park City Municipal Corporation and the three school districts in the County. Without the net contribution made by visitors, Summit County residents could only maintain their current resort lifestyle through substantial property tax increases. (Economic Impacts of Tourism, Wikstrom, 2009)

The Economic Element of the Park City General Plan recognizes that Park City has many impressive community amenities for a town of such a small population.

“Many of the benefits enjoyed by residents are attributed to the revenues derived from the tourism industry. Community facilities such as the Library, Racquet Club and the Municipal Golf Course are all examples of the quality facilities that tourism revenue supports. Well maintained streets, enhanced police protection and increasing access to technology infrastructure are products of the resort economy.”

Tourism is Park City’s major industry providing over 2/3 of municipal general fund revenues. Our resort economy supports a high level of services and facilities that benefit both visitors and residents. The General Plan further states that *“in order for the community to continue enjoying these benefits and amenities we must maintain a viable and healthy tourism economy. In order to achieve this goal, we must strike a balance between development pressures, recreational activities and the natural environment to ensure that we are maintaining the quality of life that continues to attract visitors and residents alike.”*

These statements are reinforced by the following Policies and recommended Actions of the current General Plan’s Economic Element:

Policies

- *Recognize potential conflicts between our resident population and economic growth resulting from the increase in tourism and mitigate these conflicts to the extent possible.*
- *Emphasize the community as an attraction for tourists while recognizing the tourist economy results in many of amenities desired by our residents.*

Recreation and Tourism Development Actions

- *Expand resort venues and activities such as hiking trails, golf, ice skating, cross country skiing and back country experiences.*
- *Plan both winter and summer activities to enhance a year round recreation and tourism atmosphere.*
- *Support and encourage the ski resorts to integrate their recreational facilities and programs in order to enhance the winter visitor’s overall skiing experience.*

Staff believes that redevelopment is an ongoing, evolutionary process. All neighborhoods and, in particular, commercial districts must physically reinvent themselves if they desire to stay viable. We believe Park City has had tremendous success because we have been willing to take bold steps to constantly reinvent ourselves. To continue to thrive in the face of *external* growth pressures, sustainable redevelopment offers an opportunity to improve the livability of our community and reduce environmental impacts, while protecting our economic engine. We are not just caretakers or stewards. Caretakers attend to dying communities. We are a vibrant, thriving community and we continue to do so because we are willing to take bold action. We are not the same town as 25 years ago.

One of the greatest challenges that we will face as a community in the next twenty years will be suburban sprawl and growth pressures from Summit and Wasatch Counties. Our choice is how we respond to them – do we let external growth pressures happen to us, or do we take bold

steps to again evolve our own destiny and remain a leader in the resort destination marketplace. The policy decisions we make in the next two to five years will have long term impacts on our competitive advantage for the next 15 – 20 years. Through continual, sustainable redevelopment, Park City can continue to reinvent or reposition itself and thrive with a prosperous economy, a livable community and a flourishing environment.

During previous annual visioning discussions on redevelopment, the City Council adopted and later re-affirmed the strategy of pursuing an integrated, proactive approach to redevelopment which includes identifying partnership opportunities with other public and private entities based upon common goals. The underlying philosophy of this approach is that it affords us, the City, the ability to participate actively, if not control, our destiny rather than only respond through a regulatory process. External forces drive the free market and staff believes taking a pro-active or collaborative role with major landowners is critical to the shaping a preferred built environment. Taken in this context, redevelopment is a continual process of change and refinement in a community – economically, socially and environmentally, or said another way, balancing the community visioning levers. It needs to be looked at as a portfolio of projects to be balanced over a long term horizon such as that which is envisioned in the General Plan. Some projects may satisfy more levers than others in the short term. Change, or redevelopment, may, or may not, be growth inducing. How we position ourselves to shape that change, and how we analyze both the benefits, "the gets", compared to costs, "the gives", as it relates to that long term portfolio will be crucial to our continued viability and sustainability.

Doing so, we believe will identify policy goals necessary to inform the concurrent General Plan rewrite and establish guiding principles for both private developers and the City (in both roles of owner and regulator) and should be done using the Community visioning levers. The "levers" within the Visioning Filter intend to maintain resident quality of life through enhancing the resort economy through ongoing redevelopment. If the City Council and Planning Commission generally prefer a more conservative growth approach as it relates to redevelopment, they should direct that position to staff.

Staff firmly believes that we can articulate different redevelopment goals, strategies and projects/ programs for each of our diverse neighborhoods and business districts that won't tip the balance of the community visioning levers.

APPROACHES TO REDEVELOPMENT

To CREATE a redevelopment policy for a neighborhood, there are three different degrees of policy that can be applied by the City Council and Planning Commission. The analysis of the level of GIVE and GETS helps to establish the involvement level of the City Council and Planning Commission. The following chart identifies the various approaches:

Ways to Handle Redevelopment in a Neighborhood or District

Oppositional Stance

Condemn/Purchase	Fight in Court	Downzone	Actively Oppose	Do Nothing
Use tax dollars to stop the project.	Use litigation to defend denials or fight approvals	Further restrict future development options	Use narrow and conservative application of existing code provisions to regulate development to the maximum	Don't allow adjustments to changing market conditions.

Conventional Stance

Plan, Max Benes	Plan, Max Vibrancy	Enable/Liberalize	Get Out of the Way
Plan, but maximize allowed dedications and mitigating conditions of approval	Plan, and use market economics and realities to shape a vibrant area.	Deregulate, but move at a moderate pace. Favorable interpreting.	Free market realized. Add flexibility to codes with a sense of urgency.

Aggressive Stance

Encourage	Subsidize L1	Subsidize L2	Subsidize L3	Condemn/Sell
Use City staff, some funds to joint plan, add amenities, fast-track approvals, and solicit higher uses.	Bring the use of City funds to the table, but only ones paid by visitors.	Use City funds to help, but use General Fund revenues to share costs and benefits across the whole city.	Set up an RDA or tax increment financing zone. Bond and do projects. No new property tax takes for city residents.	Use condemnation power or purchasing ability to fullest extent of the law to achieve area/district results regardless of owner cooperation. Add municipal property at subsidized rate

Redevelopment Strategic Plan Issues for Policy Discussion

- 1) What should the City's role be in redevelopment as articulated through specific goals, strategies and projects found in the draft Redevelopment Strategic Plan?
- 2) Does the draft Redevelopment Strategic Plan reflect the right "role" for the City? Is the overall activating tone right, i.e. are the words "facilitate, encourage, support" the right message or do we want to "limit, protect, and manage? Or should there be a different tone for different neighborhoods?
- 3) Are the projects, goals & strategies in alignment in the draft Redevelopment Strategic Plan in alignment with current City Council goals and priorities? If not, how do they need to be modified?
- 4) Staff supports a balanced portfolio approach to implementing redevelopment and other projects. Do you support this approach as an implementation tool for the General Plan?

DISCUSSION ITEM #2 – LOT COMBINATIONS

One of Park's City's most cherished assets is our historic districts. Park City has two National Register Historic Districts. The Main Street Historic District, listed on the National Register in 1979 includes structures between 3rd Street and Heber Avenue, located primarily along Main Street. The Mining Boom Era Residences Thematic District, listed in 1984, includes residential structures throughout Park City built during the mining boom period (1872 – 1929) that were found to be both architecturally and historically significant.

The City was platted in the late 1860s with the majority of residential lots being 25' x 75' lots. By the 1890s the Park City population rose to 7000 people, similar to today's primary residence population, most of which lived in the old town area. Old town was dense as shown on the below 1890 Sanborn Fire Map. Ownership of more than one lot has been a part of Park City's - history. The Sanborn Maps reflect ownership boundaries rather than individual lots. Lot combinations have become more frequent since the emergence of the recreation industry in the 1960's. Lot combinations have created a new pattern of larger homes in the historic district. The current recorded plats as shown on the following page are the same area shown in the 1890 Sanborn Fire maps.

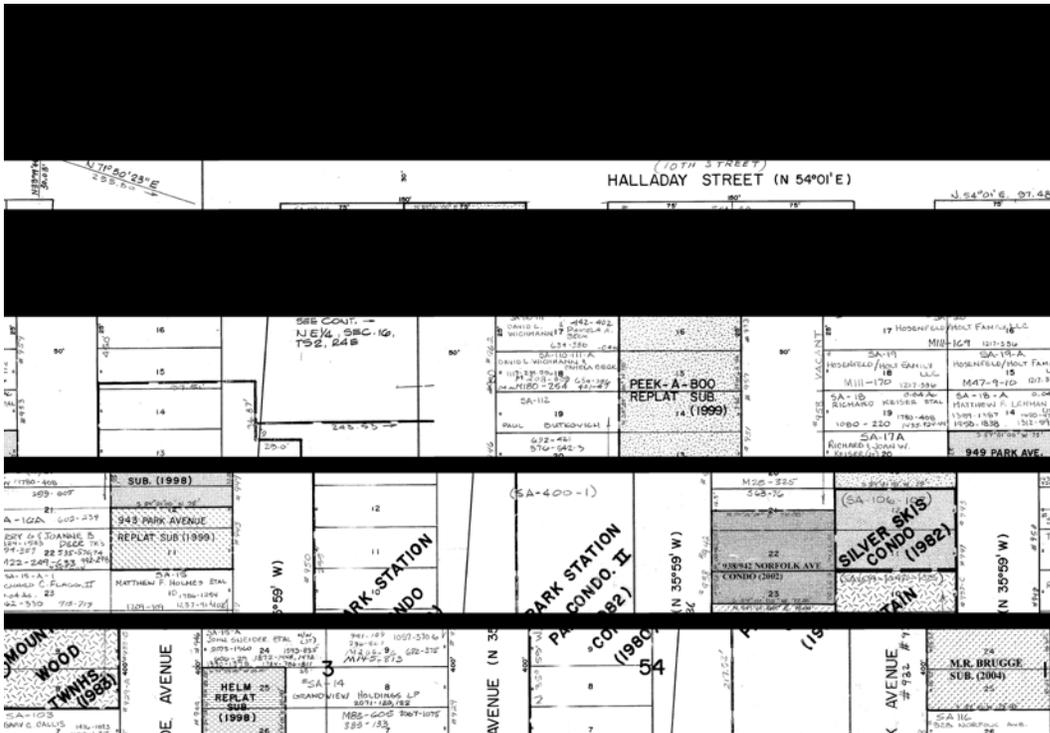
As far back as 1990, there have been concerns expressed by some members of the public, the Planning Commissioners, the City Council, and the Historic Preservation Board that the zoning regulations result in unacceptable development density and incompatible building sizes. In the early 1990s, a critical development occurred when the Chief Building Official and City Attorney confirmed that the UBC and state law did not allow construction across platted lot lines even when both lots were owned by the same person. That decision fundamentally altered the City's ability to regulate new construction and remodels to historic properties (by mandating plat amendments prior to building permit).

Concerns have further been expressed that the existing plat amendment process allows increased density, larger lots, and larger homes that are inconsistent with historic neighborhood development patterns and existing topography. Amendments to the LMC in the form of Floor Area Ratio and Footprint Formulas were made in 1990, 1995, 1999, and 2000. These issues were last discussed in February of 2007. The outcome of the 2007 discussions was the amendment of the LMC Steep Slope Conditional Use Permit review and adoption of new Historic District Design Guidelines.

More recently, there have been a number of plats taken before the Planning Commission and City Council in which there has been heightened concern for lot combinations. Staff would like to take the opportunity to utilize some of the time during the joint meeting to get to the crux of the issue and how it applies to the City's vision. This discussion will help layout the framework for old town redevelopment within the new General Plan.

The LMC identifies the following minimum lot sizes within each historic zone:

Zone	Minimum Lot Size
HCB	1,250
HR1, HR2, HRM,	1,875
HRL	3,750

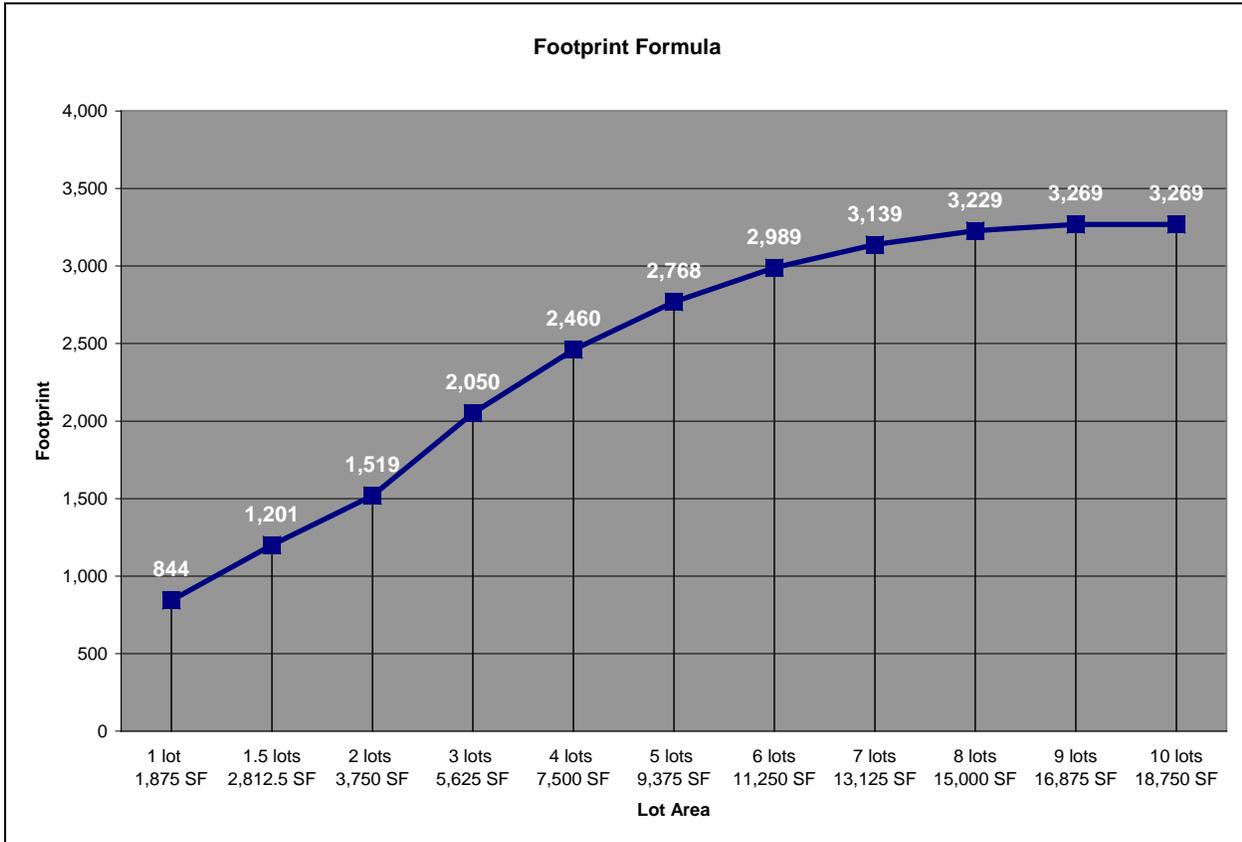


Within the HR-1, HR-2, and HRL, a maximum footprint calculation is established through applying the following equation:

$$\text{MAXIMUM FP} = (A/2) \times 0.9^{A/1875}$$

Where FP= maximum Building Footprint and A= Lot Area.

Example: 3,750 sq. ft. lot: $(3,750/2) \times 0.9^{(3750/1875)} = 1,875 \times 0.81 = \underline{1,519 \text{ sq. ft.}}$



For the purpose of the joint meeting, the Planning Department has introduced the issue of lot combinations as a broad discussion item. The background information sets the stage for a larger policy discussion on lot combinations, density, massing, and compatibility within the district. The broad discussion should create clear policy from the City Council and Planning Commission regarding redevelopment in Old Town. Staff is looking for discussion on the role the Historic District plays in the future of the City's economy and vibrancy of Park City. What is the City's role in the redevelopment of Old Town?

During the recent Planning Commission meeting on July 13, 2011, the pending ordinance that prohibits lot combinations other than on properties listed on the Historic Sites Inventory was discussed. The Planning Commission directed staff to not make any changes to the current LMC regarding lot combinations. The Commission did want to look further into the footprint formula, number of stories, and setbacks. The LMC amendments and public hearing were continued to August 24, 2011 at which time staff will present additional analysis.

Pros and Cons of Allowing Lot Combinations

Pros	Cons
Cleans up lot lines under historic homes.	Allows greater footprint than a single lot. On a lot combination with a historic home the addition may be perceived as too large.
Removes encroachments of historic homes.	Lot combinations change the historic pattern of old town. The lots were 25' wide by 75' deep. By creating mix-matched lots, mix-matched homes are created and the historic pattern is changed.
Allows better design with a garage. With a wider lot, the front of a home can be more than just a garage and a small front entryway.	Majority of developers maximize square footage of homes for return on investment. This creates larger homes at a very expensive price tag. May be unattainable for many full time residents.
Creates more area for emphasis to move away from the garage door.	Allows larger addition onto a historic home.
Creates larger homes for families that need larger spaces.	
Allows larger addition onto a historic home.	
Decreases the amount of additional infill homes between historic homes.	
Attainable for second home owners. Brings in greater property taxes.	
New guidelines protect status of historic homes, so inappropriate additions cannot be approved.	

Pros and Cons of Not Permitting Lot Combinations

Pros	Cons
Old town was meant to be dense. Platted as 25 x 75 lots.	More individual units of infill in old town. Increased density.
Density works in old town. It is walkable. The infrastructure exists. Providing more homes in town might reduce expansion of infrastructure.	On a 25' wide lot, creating good design with a garage is very difficult. A typical garage door is 10 -12 feet wide leaving only leaves 7 – 9 feet for entry. Not compatible with historic homes, too much emphasis on the car. Code for new construction requires 2 parking spaces.
More people in the walking part of town = smaller carbon footprint. Also near transit center. Car is not a must.	Residents who own incompatible homes will not be motivated to make changes and will maintain incompatible non-complying structures.
More homes = more vacation rentals = more money spent on Main Street and at resorts. Local money kept in the local economy.	More homes = more cars. Cars are an issue in old town.
More homes on smaller lots = smaller homes = more opportunity for locals to buy in historic district.	
More gross square footage per lot than a home on two combined lots, therefore more taxable square footage.	
Pattern in old town established in the late 1800's with platted lots and small homes close to one another. Lot combinations have led to the change in the pattern of platted old town. Previous pattern may return over time.	

Lot Combinations Issues for Policy Discussion

In June 2011 the City Council approved a Temporary Zoning Ordinance to allow time to further study this issue. At this time staff is requesting City Council and Planning Commission discussion to inform their analysis

- 1) What role does the Historic District play in the future of our economy and vibrancy of our Park City? Specifically, what is the perspective on lot combinations in Old Town?
 - a. Is the issue compatibility (size and scale) or density (units per acre)?
 - b. How should we weight the comfort of modern amenities (off street parking, larger homes) relative to compatibility in old town?
 - c. Scope. Is there concern for lot combinations outside of Old Town?

- 2) Is it a City goal to enable redevelopment in the Historic District so long as it is balanced with preservation priorities? Specifically, is the intent of the current TZO to:
 - a. Rezone all existing large lots and possible lot combos; or
 - b. Address maximum building envelopes for new lot combos?

DISCUSSION ITEM #3 – BONANZA PARK SUPPLEMENT TO GENERAL PLAN

The August 2007 Park Bonanza District supplement (renamed Bonanza Park in 2010) to the General Plan creates a framework to balance City objectives and guide land-use decisions while addressing issues of redevelopment and resident/visitor demands (available on city's website). The update includes specific consideration to flexibility in zoning regulations to facilitate District Goals including increased height (Sections 3.5.7-3.5.9) and housing opportunities (Sections 3.5.12-3.5.13).

Section 2.0 of the Supplement includes the following District Objectives:

- a. *The District will primarily continue to serve the needs of the residents and visitors to Park City, consistent with changing consumer demands for services, restaurants, shopping and housing. Local businesses will be strongly encouraged. National brands will not be prominent in design or placement. The District is intended to act synergistically with Main Street, by providing a different lifestyle and commercial environment. Differences will be evident in architecture, urban design, and mix of commercial and residential areas in the District.*
- b. *The goals and measures to achieve the overall planning objective for the District is to identify those elements that should be incorporated in development plans to guide change in a positive direction. For Park Bonanza District, a positive direction is defined as increased pedestrianization, maintenance of the attractiveness of local and small business and restaurants, protection of existing housing areas, improved opportunities for a range of new housing, and coordinated direction for re-development proposals. Bicycle and vehicular circulation will be improved. Open spaces will provide for public areas, circulation, activities and community connectivity, with active, passive, natural and urban open areas. Mountain views will be maintained.*
- c. *Facilitation of the overall success for the District is achieved by coordination of land use and transportation plans, definition and incorporation of uses that contribute to the overall success of the District. Facilitation includes consideration for modification of the current City zoning regulations, consistent with the intent of this section and the overall Park City General Plan. Facilitation also includes identifying the opportunities to contribute to the overall quality of life for all of Park City. Housing, shops, and services that can be served by the existing transit system, parking areas that can serve the demands of the district plus provide supplemental parking for the resorts and Main Street are examples of the current range of opportunities presented within the district. Facilitation includes the possible identification of projects where City resources can be contributed to assist with overall benefits to the Park City community.*

The Bonanza Park district has been studied by the Planning Department as part of the ongoing General Plan efforts and was discussed in February 2011, at a joint meeting of the City Council and Planning Commission during Council Visioning. At that joint meeting staff presented a visioning paper regarding the importance of proactively planning for the Bonanza Park district and recommended a conceptual framework outlining the desired land use patterns, economic issues, uses, and design ideas. Very simply, the paper noted that there is a *“disconnect that is challenging the community, the City Council, and the Planning Commission as these entities try to realize a better plan, a better path, a better future for Park City. The creation of a new General Plan for the community is the starting point to resolve this disconnect. Make no mistake; real estate development will re-emerge in Park City as the financial markets begin to*

loosen the bubble-induced controls on funds. A new General Plan will allow the City to better guide this impending future development rather than react to it. “

The Conceptual Framework outlined at the Council Visioning session in February 2011 for the Bonanza Park District included:

- *A re-oriented streets plan introducing a grid system by which redevelopment would be organized; the basis of the grid master plan is Smart Growth concepts.*
- *A new master planned neighborhood identity which intentionally contemplates an improved entry/focal point for the Kearns Boulevard (SR 248) and Bonanza Drive intersection as well as the Park Avenue (SR 224) and Bonanza Drive intersection.*
- *The City’s major transportation corridors frame the area and these three (3) arterials providing easy access to this district and the rich development potential on the interior. This framed in area needs a plan which focuses on mixed use development, useable large green spaces, walkability concepts, affordable housing, market rate housing, “local” shopping, etc.*
- *A Transit Hub with connectors to Park City Mountain Resort, Main Street and Deer Valley is another key concept of BOPA. This transit hub could take the form of underground parking garages minimizing the expansive parking lot asphalt identity currently associated with development in this district. Connectors could take the form of a smaller shuttle service, future rail, and/or gondolas.*

A new urbanist, walkable, and sustainable village concept is vital to tie all of the pieces together for a successful neighborhood. Mixed-use residential and commercial spaces will allow residents to live/work in the area, limiting auto usage and doubling up on the transit opportunities of the hub. A well thought-out Master Plan contemplating reduced or zero-lot-line setbacks, varying building heights and architectural styles, useable open and green gathering areas, low energy building designs, and support commercial retail focused on everyday living needs would be necessary. Incorporating existing grocery stores, drug stores, movie theaters, restaurants, and hotel uses into the new Master Plan is essential to the creation of the “local” business/residential node that is imagined for BOPA.

Pedestrian connections are nearly nonexistent in the area currently. Park City’s extensive trails system does not pass through the area, but travels along its northeast borders predominately. Bus and transit connections require pedestrians to maneuver across Park Avenue (SR 224) and gather along the fringes of expansive asphalt parking lots, losing any connection with human scale. Relocation of the transit connections will allow engagement in the center of the zone. Moving transit stops from Park Avenue (SR224) and Kearns Boulevard (SR 248) provides a clean slate to beautify and green the city rights-of way and allows for a more fluid vehicular flow into and out of town.

BOPA’s redevelopment potential is important to Park City as a whole and serves as an ideal case study in sub-area or district planning. BOPA has many site specific advantages as a redevelopment area:

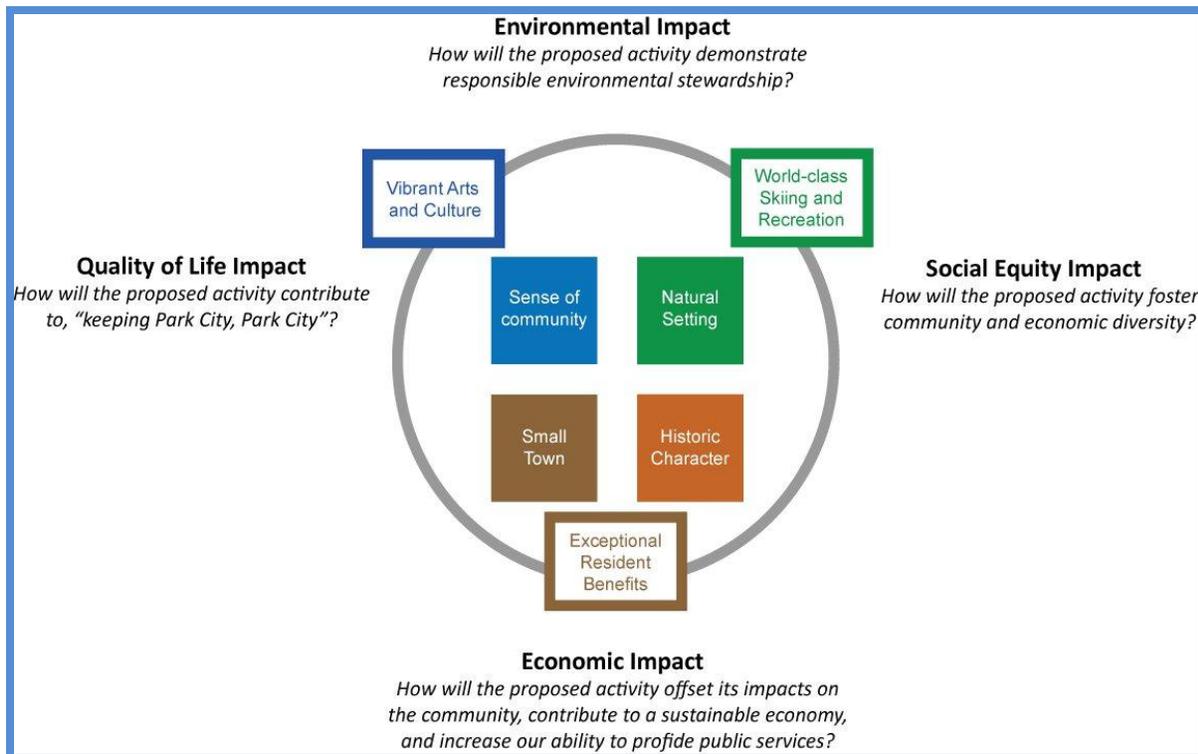
- *Land contiguous to the City’s major transportation corridors*
- *Limited property owners despite the large number of lots; and owners willing to work with the City to plan for redevelopment of the area*
- *An abundance buildings that have reached their planned financial and/or structural obsolescence*

- *A right-of-way system that lacks connectivity*

The plan for BOPA is not intended to compete with Main Street. Main Street exists as the gem of the City, a destination for visitors that maintains a unique ambiance which cannot be duplicated. The plan is designed to create a complementary node for Main Street that provides opportunities for local commercial (and some visitor/resort commercial) development, transit connections, mixed residential development, and public gathering spaces.

APPLYING THE NEIGHBORHOOD APPROACH TO PLANNING AND REDEVELOPMENT

Assuming that the Planning Commission and City Council support Priority #1 “Organize land use patterns, community character priorities, economic or redevelopment strategies by neighborhood/ business district” staff would recommend utilizing the portfolio approach to long range planning to identify the strategies by neighborhood/business district. During the July 7, 2011 joint meeting, there was agreement that within a portfolio approach, some of the core values and levers have greater weight in certain areas to create balance Citywide.



The portfolio approach consists of a few steps:

1. Identify WHAT are the core values that are being protected (and those that are missing) in the area.
2. Identify the HOW redevelopment will protect/enhance/create the core values utilizing the four levers.
3. CREATE a redevelopment plan for the specific neighborhood.



Staff has identified four areas where redevelopment opportunities are likely:

1. Bonanza Park/Iron Horse District
2. Lower Park Avenue RDA and PCMR Parking Lots
3. Deer Valley Parking Lots
4. Old Town

BONANZA PARK DISTRICT AS A CASE STUDY

The following is an analysis of Bonanza Park District to identify the WHAT, the HOW, and discuss the CREATE within a portfolio approach.

1. Identify WHAT are the core values that exist:



The Bonanza Park District has long been known as a place for locals and second homeowners to visit for their day to day needs including groceries, office supplies, laundromats, automotive care, restaurants, clothing shops, recycle center, furniture, coffee, gym, and guitar strings. With the evolution of Main Street as more of a destination tourism driver, aside from the post office and 2 for 1 coupons, it is where the local residents bump into one another. Historically, it is also where the railroad came into Park City.

Identify WHAT are the core values that are missing:



Aerial photographs of the District show the majority of the land use is consumed by buildings and parking lots. Although there is little existing natural setting, there is opportunity through redevelopment to create within the District usable open space by means of a greenway through the project, combined open space improvements around redevelopment projects, etc. The City could direct the growth in this area to enhance the Natural Setting.

2. Identify the HOW redevelopment will protect/enhance/create the core values using the Visioning Filters:

Quality of Life Impacts: How will the proposed activity contribute to “Keep Park City, Park City”?

- Place for Locals to Work and Live
- Opportunity for Lifecycle Housing
- Affordability
- Local shopping district for day-to-day needs
- Mixed Use creates better experience and place making
- Improved Connectivity for the pedestrian, cyclist, and driver
- Increase public display of art
- Draw attention to the rail

Protects, Enhances, Creates:



Economic Impacts: How will the proposed activity offset its impacts on the community, contribute to a sustainable economy, and increase our ability to provide services?

- More year round jobs created
- More local services provided
- More local retail for day-to-day needs
- Local money spent locally is money recycled within the local economy
- Compact development = more population to utilize local services
- Introduce new markets such as innovation district, film studio, convention center, higher education.

Protects, Enhances, Creates:



Environmental Impacts: How will the proposed activity demonstrate responsible environmental stewardship?

- High Density Redevelopment = Less new development in surrounding undisturbed areas
- High Density Redevelopment = Decreased carbon footprint
- Opportunity to require Green materials or High Efficiency Building wrap and mechanicals
- Create new greenway through the property connecting rail trail to 224 trail

Protects, Enhances, Creates:



Social Equity Impact: How will the proposed activity foster community and economic diversity?

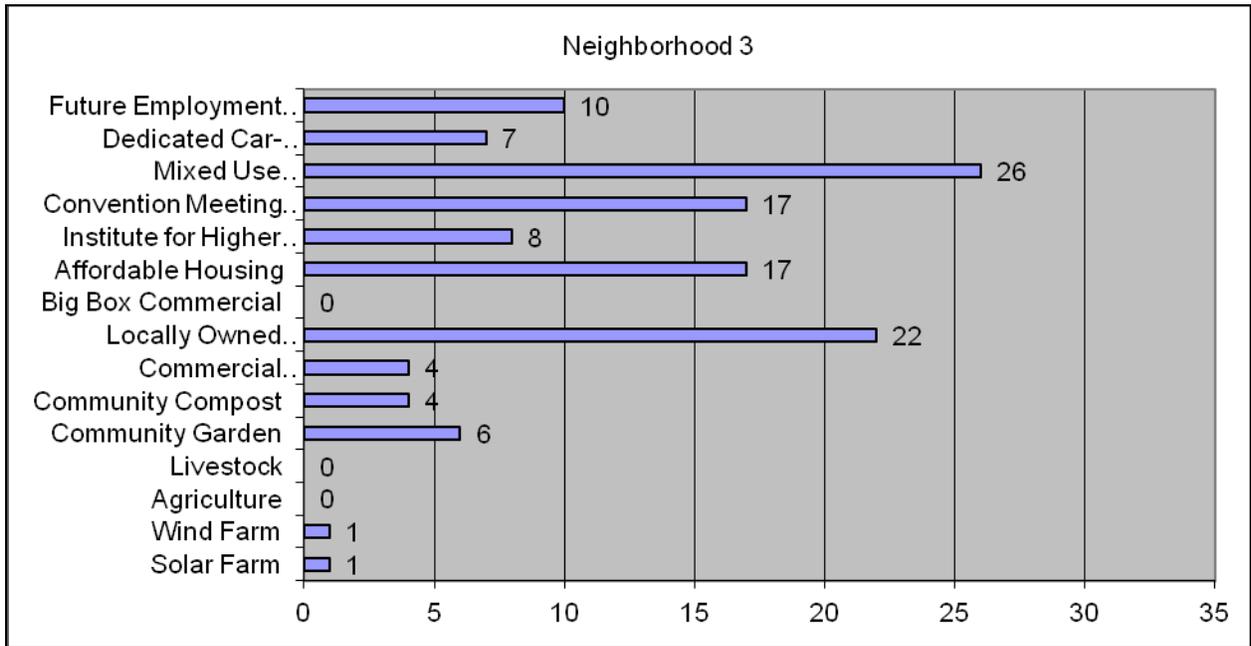
- Local Businesses
- Diverse housing opportunities
- Improved Public Transit

Protects, Enhances, Creates:



3. CREATE a redevelopment policy for the specific neighborhood utilizing Portfolio Approach.

During the General Plan public outreach in the summer of 2010, residents were asked to identify what uses are appropriate for neighborhoods citywide, including the Bonanza Park District. This district was identified as a place where many potential uses could take place; more so than any other area within the City limits. The public identified this as a place for future employment, mixed use development, convention/meeting space, institute for higher Education, affordable housing, locally owned businesses, etc.

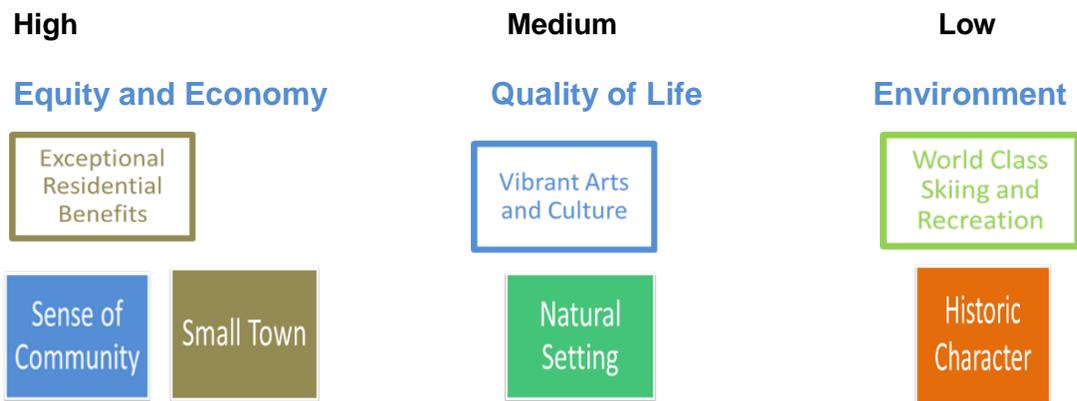


THE BONANZA PARK PORTFOLIO

During the July 7, 2011 joint meeting, Commission members in attendance and Council reached unanimous consent that the *Sense of Community* in Park City is the primary driver among the various levers identified in Visioning (2009), the one that holds the rest together. There was agreement that a portfolio approach to achieving balance across Park City over time made more sense than forcing every project to achieve a perfect score in all areas (equity, economy, environment, and quality of life).

THE BALANCING ACT

Within the portfolio approach, it is recognized that some of the core values and levers will have a different presence within each area. It is imperative that the entire portfolio has balance. So in the instance of Bonanza Park there will be a reduced focus on Historic Character while it is understood that within Old Town this will be a High priority – balance is achieved. Also, in the instance of Deer Valley, the natural setting has a HIGH priority but the Small Town core value will most likely be a Low Priority. The following represents Staff's initial attempt to identify the Core Values and Filters that could be protected/enhanced/created with redevelopment planning in Bonanza Park:



It should be noted that although the environment is rated low within this specific area of the portfolio, by creating greater density in one area, the natural setting will be preserved in another area, again bringing balance to the entire portfolio.

A UNIQUE CITY CREATED BY ITS UNIQUE NEIGHBORHOODS

The Planning Commission and City Council have asked the Planning Department to incorporate neighborhoods and their unique characteristics into the planning methodology for the new General Plan. This recommendation represents a balanced approach to planning and is relative as both bodies begin to address redevelopment planning utilizing a balanced Portfolio Approach.

The overview of the Bonanza Park district above provided a detailed analysis of the Core Values and Filters that would be protected/enhanced/created. In an effort to show the balance achieved by the Portfolio Approach, the following districts/neighborhoods are listed with the Core Values and Filters that would be furthered via redevelopment planning (as quickly identified by staff!):

Park City Mountain Resort and/or Deer Valley/Snow Park:

High

Medium

Low

Economy and Environment

Quality of Life

Equity

World Class Skiing and Recreation

Vibrant Arts and Culture

Exceptional Residential Benefits

Natural Setting

Sense of Community

Small Town

Historic Character

Lower Park Avenue Redevelopment:

High

Medium

Low

Economy and Equity

Quality of Life

Environment

Exceptional Residential Benefits

World Class Skiing and Recreation

Vibrant Arts and Culture

Historic Character

Sense of Community

Small Town

Natural Setting

Main Street – Infill/Redevelopment:

High

Medium

Low

Quality of Life

Economy

Environment and Equity

Vibrant Arts and Culture

World Class Skiing and Recreation

Exceptional Residential Benefits

Historic Character

Small Town

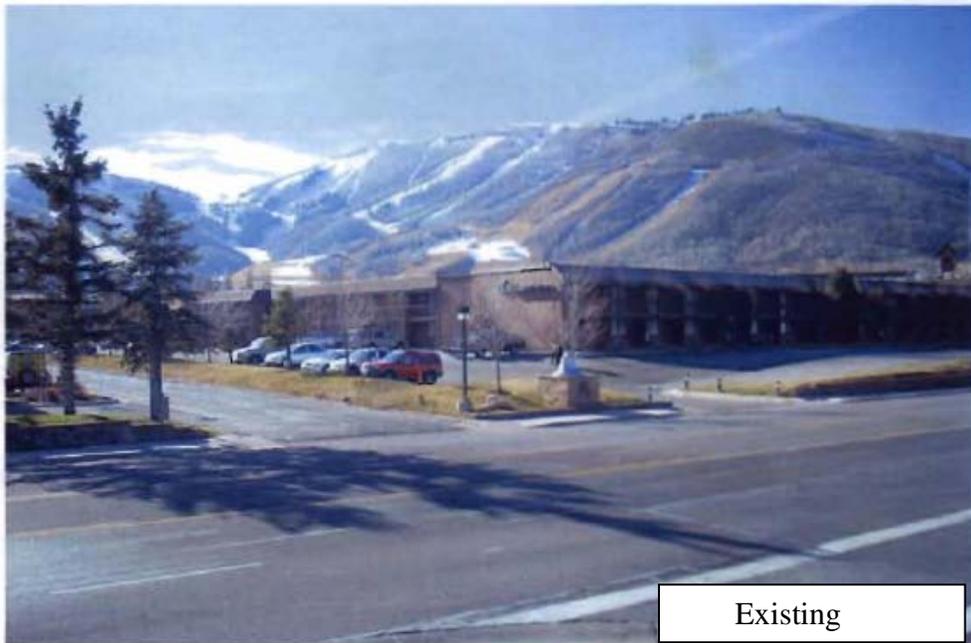
Sense of Community

Natural Setting

From this very cursory analysis, you can begin to visualize the Portfolio Approach to balanced growth; some neighborhoods will realize very specific results (e.g. economic impacts) while others will realize very different results (e.g. social equity and/or environmental benefits). This is the delicate balancing act that is required as a result of comprehensive planning in a City with unique neighborhoods.

AN EXAMPLE OF A REDEVELOPMENT OPPORTUNITY IN THE BONANZA PARK DISTRICT

In 2008, the Planning Commission approved a Pre-Master Planned Development for 1800 Park Avenue – the Yarrow Hotel. The cooperative approach by the applicant, the architect, and the Planning Commission led to a series of work sessions that resulted in a well-designed project that complemented the Bonanza Park District. It is worth noting that the ultimate design for the project included allowed variation in height (4 – 7 stories), building articulation, underground parking, and retail/commercial space with access via individual exterior doors (activating outdoor pedestrian space). The following photos illustrate the final results of the Planning Commission meetings.





Existing



Pre-MPD Approval

Staff believes the ultimate success of the overall Bonanza Park District can most effectively be realized via a cooperative and proactive approach to planning and redevelopment, similar to the Yarrow pre-MPD.

Additional images of density studies and neighborhoods with 4 – 7 stories have been included as Exhibit B.

SUMMARY OF DISCUSSION ISSUES

Redevelopment Strategic Plan Issues for Policy Discussion

- 1) What should the City's role be in redevelopment as articulated through specific goals, strategies and projects found in the draft Redevelopment Strategic Plan?
- 2) Does the draft Redevelopment Strategic Plan reflect the right "role" for the City? Is the overall activating tone right, i.e. are the words "facilitate, encourage, support" the right message or do we want to "limit, protect, and manage? Or should there be a different tone for different neighborhoods?
- 3) Are the projects, goals & strategies in alignment in the draft Redevelopment Strategic Plan in alignment with current City Council goals and priorities? If not, how do they need to be modified?
- 4) Staff supports a balanced portfolio approach to implementing redevelopment and other projects. Do you support this approach as an implementation tool for the General Plan?

Bonanza Park Supplement Issues for Policy Discussion

- 1) Do City Council and Planning Commission agree with the overall (high level) vision for Bonanza Park as presented by staff in February 2011?
- 2) If so, is it possible to achieve that vision with the existing supplement?
- 3) If not, do City Council and Planning Commission wish to prioritize the rewrite of the Bonanza Park supplement? Planning Staff believes rewriting the existing supplement would be more proactive and beneficial in light of possible development applications within this district. The alternative is to address the Bonanza Park district within the General Plan that will be complete in April 2012
- 4) If so, staff is requesting policy direction for the rewrite. Specifically, what would be the intended outcome of the rewrite?
 - a. Downzone the area, or
 - b. Provide greater flexibility such as the ability to increase height and or density and other land use regulations in exchange for other defined benefits to the community and economy?

Lot Combinations Issues for Policy Discussion

- 5) What role does the Historic District play in the future of our economy and vibrancy of our Park City? Specifically, what is the perspective on lot combinations in Old Town?
 - a. Is the issue compatibility (size and scale) or density (units per acre)?
 - b. How should we weight the comfort of modern amenities (off street parking, larger homes) relative to compatibility in old town?
 - c. Scope. Is there concern for lot combinations outside of Old Town?
- 6) Is it a City goal to enable redevelopment in the Historic District so long as it is balanced with preservation priorities? Specifically, is the intent of the current pending ordinance(s) to:
 - a. Explore streetscape compatibility generally, including potential amendments to all development standards, envelope/height and rezone all existing large lots in addition to additional standards for proposed lot combos; or
 - b. Address maximum building envelopes for new lot combos as temporarily regulated by the TZO?

SIGNIFICANT IMPACTS

There are likely trade offs that come with any partnership. For example, if a truly vital, active and sustainable community is to be created the developer may ask for additional height and/or density to allow the flexibility in housing opportunities, design and construction costs. Initiating consideration of Code amendments to either the general plan and or Land Management Code may be necessary to achieve common goals as described below. While the efforts described within this report would be intended to achieve balanced (smart) growth, diverse housing inventories and other community objectives or mitigation measures, some constituents would inevitably perceive the Council as facilitating growth.

SUMMARY RECOMMENDATIONS

Staff is requesting Council and Planning Commission discussion and direction on using the Community Visioning levers as a guide to find balance, inform the upcoming General Plan updates, and provide direction on the City's role in redevelopment. Staff is requesting specific direction on the following issues:

1. What should the City's role be in redevelopment as articulated through specific goals, strategies and projects found in the draft Redevelopment Strategic Plan? (Attachment A)
2. Should the Planning Department Staff prioritize resources to rewrite the Supplemental Neighborhood Plan within the General Plan for the Park Bonanza District?
3. Is it a City goal to enable redevelopment in the Historic District so long as it is balanced with preservation priorities? Specifically, is the intent of the current TZO to:
 - c. Rezone all existing large lots and possible lot combos; or
 - d. Address maximum building envelopes for new lot combos?

Exhibit A – Redevelopment Strategic Plan Draft

Vision: To provide long-term economic health for Park City along with a dynamic package of resident benefits through sustainable redevelopment practices that are unique to each separate business district or neighborhood. As a guiding principle, all redevelopment initiatives will consistently strive to sustain a vibrant multi-seasonal destination resort community while creating a sense of place for visitors and residents.			
Goals (2011 – 2020)	Strategies	Projects / Programs	Time Lines
<u>Priority</u>		<u>Priority Projects</u>	
Organize land use patterns, community character priorities, economic or redevelopment strategies by neighborhood/ business district	Strat 1	Establish Supplemental Neighborhood Plans within the General Plan to articulate narrowly defined goals & projects for individual neighborhoods/ business districts	1
Identify resort & tourism redevelopment projects that help Park City provide amenities & high quality of life for residents	2	Study and address the current use of lot combinations in old town, which produce larger structures as opposed to smaller lots/structures, and their impact on businesses on Main St and community character.	2
Facilitate the redevelopment of the resort economy	3	Use the Lower Park Avenue RDA tax increment as a means to implement projects.	3
Increase the tax base, visitor numbers, and permanent population inside the city limits	4	Extend the LPA RDA as mean to facilitate ongoing redevelopment projects	4
Encourage redevelopment initiatives in the Bonanza Park area and use it as an incubator for smart growth and sustainable development in PC	5	Work with business districts to support the "right" commercial mix as identified in Market Analysis	5
Make decisions within the recommendations of the market analysis, carrying capacity study & community visioning goals.	6	Consider use of LPA RDA as a tool to facilitate solution at Treasure Hill	6
Minimize commercial leakage	7	Update regulatory codes to allow easier processes for major renovations or redevelopment of large parcels and condos.	7
Ancillary	8	Redevelop with an eye to a balanced transportation and pedestrian infrastructure system throughout Park City. Support walkability and connectivity. Acquire right-of-ways and build roads to create grid street systems using density bonuses.	8
Fill voids left by any departing companies using smart growth and sustainable redevelopment concepts.	9	Identify preferred uses for critical pieces of City-owned property	9
Promote smart growth and sustainable development throughout the greater Park City area as a tool for limiting urban sprawl and it's related traffic and market side-effects in Summit County.	10	Pursue a plan for Bonanza Park that allows 5-7 story heights as a standard that do not significantly degrade certain view corridors.	10
	11	Consider flexibility in parking and housing requirements with private partners in redevelopment projects if appropriate community benefits are options and budget permitting.	11
		Provide sustainable housing choices on a scale that are not currently available in the city.	12
			13
			14
			15
			Uncertain in timeframe