

## City Council Staff Report



**Subject:** Professional Services Contract for  
Form Based Code and Traffic Study in Bonanza Park

**Author:** Katie Cattan, Senior Planner  
Thomas Eddington, Planning Director

**Department:** Planning

**Date:** March 22, 2011

**Type of Item:** Administrative

### **Summary Recommendations:**

The Council should consider authorizing the City Manager to sign the Service Provider/Professional Services Agreement with Gateway Planning and associated subconsultants for professional services related to the preparation of a Form Based Code (FBC) and traffic analysis in the amount of \$141,500 in a form to be approved by the City Attorney.

### **Topic/Description:**

Park City is requesting a Form Based Code (FBC) to implement the Bonanza Park Area Plan. The resulting FBC will be the Zoning Code for future development in the Bonanza Park District. The FBC will ensure that redevelopment projects incorporate mixed use, authentic building form, and create the desired public realm. This contract will result in a proposed Form Based Code meant to supersede (either entirely or in part) the present zoning ordinance and other local land development regulations that currently apply to the Bonanza Park District.

The Bonanza Park Area Plan proposes a new grid system for the redevelopment area. Prior to adoption of the Area Plan by the City Council, the new grid plan requires a traffic analysis both internally to the redevelopment area and externally with the interface to the arterial highways on three (3) sides of the district. This is a critical component to the Bonanza Park Area Plan. The contracted firm will also have to coordinate with the consultants preparing the multi-modal corridor study for SR 224 (Dan's to Jan's) along the edge of the redevelopment area. A Phasing Plan for implementing the new grid pattern will be required.

### **Background:**

The Park City Planning Department created a draft long-range plan for the Bonanza Park District of Park City. This plan was reviewed by City Council and the Planning Commission on January 12, 2012 during a joint meeting. Staff committed at that time to return with outside consultant information that would allow the General Plan to be completed by October 15, 2012. Please see the significant impacts section of this report for that analysis. A grid pattern consisting of new and existing rights-of-way was

proposed. A traffic analysis of this pattern internal to the District and its many interfaces with the bordering arterial State Highways is proposed as part of this contract.

In order to implement the draft Bonanza Park Area Plan, amendments to the existing Land Management Code (LMC) must be made to introduce a Form Based Code for the area. The goal is to maintain the community vision and authenticity within the district via the application of a Form Based Code.

The scope of this work encompasses the following:

### **1. Initial review and analysis**

a. **Site Analysis.** The Consultant will become familiar with the physical details of the Bonanza Park District and the historic patterns of urbanism and architecture in the surrounding region. The consultant will utilize the Bonanza Park Area Plan as the foundation for the new Form Based Code. Much of the preliminary work has been completed within the Plan; the draft code should build off the principles established within the Plan. The draft Bonanza Park Area Plan is available online at [parkcity.org](http://parkcity.org) → government → document central → planning.

b. **Traffic Analysis.** The Consultant will review the grid-based pattern proposed in the Bonanza Park Area Plan. The Consultant will prepare a traffic analysis using ITE standards (or equivalent) to examine internal and external trip generation for a mixed use development pattern. The District is bordered on three sides by arterial State Highways. The interface between the District and the Highways is critical to multi-modal transportation efficiency (e.g. vehicular, transit, pedestrian and bicycle). A study of the SR 224 Corridor is ongoing. The Consultant's work will be coordinated into this Corridor Study as a possible alternative. It is expected that recommendations for physical improvements (e.g. one-way streets, right turn only, MUTCD signs, street parking versus access to underground or surface parking, etc.) be included. A traffic model for Park City was created in the City's new Transportation Plan for use by the City with development projects. Use and "tweaking" of this model is expected.

c. **Code Workshop.** Two (2) Day workshop. The two-day code workshop to establish the design parameters of the form-based code based on background assessment, staff meetings, and stakeholder/property owner meetings. Develop form based code framework including a regulating plan framework by the end of the code workshop.

### **2. Drafting the Form-Based Code**

a. **Design Parameters for the Form-Based Code.** The new mandatory code will regulate development to ensure high-quality public spaces defined by a variety of building types and uses including housing, retail, and office space. The new code will be based off of the guiding document - the draft Bonanza Park Area Plan. The new code will incorporate a regulating plan, building form standards, street standards (plan and section), use regulations as needed, descriptive building or lot types, and other elements needed to implement the principles of functional and vital urbanism and

practical management of growth. Sections of this document would typically include the following:

- Overview, including definitions, principles, and purpose, as well as, explanation of the regulations and process in clear user-friendly language. Draft a Regulating Plan (a schematic representation of the master plan) that applies the Bonanza Park Plan illustrating the location of streets, blocks, and public spaces. Regulating plans shall include aspects of Building Form Standards such as “build-to-lines” or “required building lines” and building type or form designations. Regulating Plans shall include recommendation for a new minimum lot size for further subdivision of large lots.
- The district has been identified as a “locals” live/work commercial district within the Bonanza Park Plan. The Form Based Code will also blend use allowances to ensure future use is in line with the vision.
- Building Form Standards governing basic building form, placement, and fundamental urban elements to ensure that all buildings complement neighboring structures, the streets, and the views. These standards should be based upon study of building types appropriate for the region, climate, and neighborhood vitality. Illustrations must be included in the building form standards. This should include visual standards for design that create design guidelines/architectural standards to be followed within the district. Creating authenticity is a principal within the Bonanza Park Plan. Techniques should be incorporated into the building form standards to create authenticity in redevelopment.
- Public Space/Street Standards defining design attributes and geometries that balance the needs of motorists, pedestrians, bicyclists, and transit riders while promoting a vital public realm. These standards should include design specifications for sidewalks, travel lane widths, parking, curb geometry, trees, and lighting. Emphasis on parking locations and parking management standards shall be included. Recommendations have been made within the Bonanza Park plan. The selected firm will evaluate proposed street standards and recommend any changes. Creating authenticity is a primary principal within the Bonanza Park Plan. Techniques should be incorporated into the public space/street standards to create authenticity in redevelopment.
- All aspects of the FBC shall promote best environmental practices with a goal of being LEED ND compliant.
- Compliance with Utah zoning enabling legislation, specifically including UCA 10-9a-505, 10-9a-507, and 10-9a-509.

**b. *Integration of the Form-Based Code.*** The Form Based Code must be integrated into Park City’s existing regulatory framework, the Land Management Code (LMC), in a manner that insures procedural consistency, meshes with state and local legal requirements, provides clarity as to applicability of existing regulations, and maximizes the effectiveness of the code.

### 3. Refining the Form-Based Code

a. **Presentation of First Draft.** The Consultant will present the first draft of the Form Based Code for the purpose of gathering comments. Copies of the first draft will need to be in hardcopy and digital form and posted on the website. The presentation may be made to the Planning Commission, in the form of a work session public meeting with input from the public including neighborhood residents or stakeholders.

b. **Presentation of the Second Draft.** After making revisions in response to comments on the first draft, the Consultant will present the second draft of the form based code at a public meeting regular session in front of the Planning Commission meeting. This meeting shall be well publicized and encourage stakeholders to attend. It is expected that within the approval process, two (2) rounds of revisions (3 meetings) may be necessary in front of the Planning Commission and one round of revisions (2 meetings) may be necessary in front of the City Council.

c. **Meetings with Stakeholders.** The Consultant will attend and participate in up to five (5) additional meetings with key stakeholders to explain the details of the new code and obtain further input and comments. These are not public meetings and no notice will be required.

### 4. Approval process

a. **Public Hearing Presentations.** The consultant will make formal presentations to the Planning Commission for recommendation and the City Council for adoption. These meetings will occur on separate nights. As stated above, it is anticipated that within the approval process, two (2) rounds of revisions (3 meetings) may be necessary in front of the Planning Commission and one round of revisions (2 meetings) may be necessary in front of the City Council.

b. **Additional Revisions.** The hired firm will be responsible for collecting comments, questions, and suggestions for these refinements from various sources and consolidating them into a series of action items for revision or responses.

**5. Training Park City Planning Department.** Following adoption, the consultant shall schedule a one day (8 hour) training for the Park City Planning Department staff for the newly adopted code.

### Timing

Within the RFP, Staff outlined an aggressive timeline for the completion of the form based code. The following is the timeline published within the RFP:

#### Time Table of Important Dates

- |  |                                |
|--|--------------------------------|
| • City Council review of Contract:     | March 22, 2012                 |
| • Presentation to Planning Commission: | May 9th, 2012 work session     |
| • Planning Commission - 1st draft      | May 23rd, 2012 public hearing  |
| • Planning Commission - recommendation | June 13th, 2012 public hearing |
| • City Council - 1st review            | June 21st, 2012 work session   |

- City Council - Possible adoption June 28th, 2012 public hearing
- Staff training July 2012

During the interviews of the three finalists, each of the teams brought to our attention that the timeline outlined for the adoption of the FBC was extremely aggressive and not attainable. The reasons for this are 1) the time necessary to prepare for, notice, and meet with the community initially for a workshop, 2) to allow adequate time in between meetings for revisions, and 3) to ensure quality product that is not rushed. Based on these comments the time table has been readjusted with Gateway Planning as follows:

- Code Workshop Week of April 30<sup>th</sup> – May 4<sup>th</sup>
- Draft code to Planning Staff mid-June
- Presentation to Planning Commission: June 27th, 2012 work session includes public open house and meet with key stakeholders
- Planning Commission 1<sup>st</sup> draft: July 11<sup>th</sup> or 25<sup>th</sup>
- Planning Commission 2<sup>nd</sup> draft: August 8<sup>th</sup>  
recommendation to CC
- City Council: 1<sup>st</sup> review August 30<sup>th</sup>
- City Council final review September 6<sup>th</sup>.
- Staff training September of 2012.

**Funding**

Staff anticipates that two thirds of the funding will come from the Planning Department and one third-third from the Transit Fund.

**Analysis:**

A review committee consisting of Thomas Eddington, Kayla Sintz and Katie Cattan (Planning), Brooks Robinson (Public Works) and Matt Cassel and Sayre Brennan (Engineering) evaluated seven submitted proposals from the Teams as listed below (planning firm + transportation firm):

<u>FIRM</u>	<u>COST</u>
Gateway Planning + Parson-Brinckerhoff/Interplan	\$141,500
Farr Associates + Fehr & Peers	\$ 96,696
The Planning Center/DC&E + Hales Engineering	\$ 88,007
Torti Gallas and Partners, Inc + Nelson Nygard	\$199,500
Design Workshop + Fehr & Peers	\$114,610
IBI Group/Elliot Workgroup + Hales Engineering	\$ 91,091
PlaceMakers LLC + Nelson Nygard	\$100,000

The review committee evaluated each firm according to a list of criteria including approach to the project, planning and design experience with Form Based Codes, quality of work on similar projects, strength of individual firm members, experience with public process, and transportation expertise. Each proposal included the estimated number of hours and the proposal cost. Costs ranged from \$88,007 to \$199,000. The committee interviewed the top three (3) bidders based on the aggregate scoring.

The selection committee determined that the team headed by Gateway Planning was the best choice for providing professional services to the City on this project. The Gateway Planning bid was preferred for their experience and qualifications, the quality of work shown in multiple examples of previously adopted Form Based Codes, a mid-level cost compared to all submittals, the number of hours anticipated, and the fulfillment of all criteria listed in the RFP.

The application of Form Based Code by Gateway Planning is unique in that it creates character zones within a district, rather than zones based solely on the ratio of density to open space. This approach to creating a form based code will implement the vision of the City's residents and stakeholders with a focus on maintaining authenticity and how buildings relate to the public realm. The work produced by Gateway Planning was especially thorough, which will result in less staff time and Planning Commission review of projects in the long run.

The final scope of services and fee were negotiated with Gateway Planning from \$163,340 to \$141,500. Based on these negotiations, the cost proposal was reduced 13% while maintaining the full scope of work, with additional public outreach including a two (2) day workshop. The 2-day code workshop will establish the design parameters of the form-based code based on background assessment, staff meetings, and stakeholder/property owner meetings. This step is imperative to community collaboration and success of the Form Based Code.

With respect to some of the benefits of the process of working with Gateway Planning, they have identified the following within their proposal:

- Coding in resort environments and downtowns where land values are high and infrastructure contexts are complex, making redevelopment difficult;
- Integrating sustainability elements in response to community priorities;
- Refining the master plan to be market sensitive and creating a code that incorporates incentive mechanisms for development densities;
- Aligning the design regulation of private development standards with complete streets maximize walkable urbanism, while supporting the integrity of a multimodal network;
- Bringing together transit operations and evolving parking management needs directly with desired development outcomes through a properly calibrated regulating plan and code;
- Utilizing the form-based approach to facilitate value capture and public-private partnerships for needed infrastructure investment; and
- Developing the code uniquely for the project rather than asking the City's project to fit within the consultant's formulaic code approach.

**Department Review:**

This report has been reviewed by Public Works, Sustainability, the City Manager, and Legal.

**Alternatives:**

**A. Approve the Request:**

This is the staff's recommendation.

**B. Deny the Request:**

Staff would have to re-advertise the project which would delay the Plan.

**C. Continue the Item:**

If the Council needs more information the item can be continued.

**D. Do Nothing:**

This option is the same as denying the request.

**Significant Impacts:**

The new code will replace the current zoning regulations in the Bonanza Park District.

**Consequences of not taking the recommended action:**

The following projects have been funded by the Planning Department for the General Plan:

Natural Resource Inventory	\$12,105
Balanced Growth Study	\$53,582
Year Round Economic Generator Study	\$ 8,650
Total	\$74,337

In addition to the studies, the Planning Department has allocated staff resources as follows:

- One full time Senior Planner working 100% of time on General Plan – Katie Cattan
- Contract position for a Senior Planner to fulfill work of full time employee – Mathew Evens
- GIS intern – Charlie Brennan
- 20% of all Planning Staff time dedicated to General Plan (8 hours per week)

The completion date for the General Plan was pushed back due to the Bonanza Park Area Plan being prioritized. The General Plan is scheduled to be presented to the Planning Commission and City Council by October 15, 2012. Staff is on schedule to have the new general plan completed by this date.

If staff were to create a Form Based Code without a consultant, it is estimated that the document would take a minimum of eight to ten months. The timing is due to the complexity of creating an FBC, amount of public outreach, and the associated graphics and mapping work. With current staffing, if staff were to create the FBC internally, the General Plan would have to be put on hold an additional eight to ten months resulting in completion in June 2013 at the earliest. By contracting Gateway Planning, the General

Plan will be completed by October 15, 2012, and the FBC will be adopted in September, allowing developers to submit applications under the new code.

If Council chose to do nothing and the Form Based Code were not created, the current zoning (General Commercial and Industrial) will remain in the district. There is currently little oversight on design and place-making within the public realm currently. This would impact implementing the local, community based vision emphasized in the Bonanza Park Area Plan.

**Recommendation:**

The Council should consider authorizing the City Manager to sign the Service Provider/Professional Services Agreement with Gateway Planning for professional services related to the preparation of a Form Based Code and traffic study for Bonanza Park.

## Exhibit A: SCOPE

### 1. Initial review and analysis

a. **Site Analysis.** The Consultant will become familiar with the physical details of the Bonanza Park District and the historic patterns of urbanism and architecture in the surrounding region. The consultant will utilize the Bonanza Park Area Plan as the foundation for the new Form Based Code. Much of the preliminary work has been completed within the Plan; the draft code should build off the principles established within the Plan. The draft Bonanza Park Area Plan is available online at [parkcity.org](http://parkcity.org) → government → document central → planning.

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