

**PARK CITY MUNICIPAL CORPORATION  
JOINT PLANNING COMMISSION AND  
CITY COUNCIL MEETING  
CITY HALL, COUNCIL CHAMBERS  
OCTOBER 24, 2012**



## **AGENDA**

**MEETING CALLED TO ORDER - 5:00 PM**

**ROLL CALL**

**ADOPTION OF MINUTES OF OCTOBER 10, 2012**

**PUBLIC COMMUNICATIONS** – *Items not scheduled on the regular agenda*

**STAFF AND BOARD COMMUNICATIONS/DISCLOSURES**

**CONTINUATION(S)** – *Public hearing and continuation as outlined below*

Land Management Code Amendments - Chapter 1- General Provision and Procedures, Chapter 2- Zoning, Chapter 3- Off- Street Parking, Chapter 4- Supplemental Regulations, Chapter 5- Architecture Review, Chapter 6- Master Planned Development, Chapter 7- Subdivisions, Chapter 8- Annexation, Chapter 10- Board of Adjustment, Chapter 11- Historic Preservation, Chapter 12- Planning Commission, Chapter 15- Definitions

PL-12-01631

*Public hearing and continuation to November 28, 2012*

**JOINT WORK SESSION** – *Discussion items only. No action taken.*

Form Based Code and Traffic Study for the Bonanza Park District

**ADJOURN**

A majority of Planning Commission and City Council members may meet socially after the meeting. If so, the location will be announced by the Chair person. City business will not be conducted.

Pursuant to the Americans with Disabilities Act, individuals needing special accommodations during the meeting should notify the Park City Planning Department at (435) 615-5060 24 hours prior to the meeting.

**PARK CITY PLANNING COMMISSION  
WORK SESSION MINUTES  
October 10, 2012**

PRESENT: Nann Worel, Brooke Hontz, Mick Savage, Adam Strachan, Jack Thomas, Charlie Wintzer, Thomas Eddington, Katie Cattan, Francisco Astorga, Polly Samuels McLean

**WORK SESSION ITEMS**

**Snow Creek Crossing – Concept Plan Discussion**

Commissioner Thomas disclosed that many years ago he was involved in the original MPD and CUP drawings for this project under a different owner. He did not believe that would affect his ability to be fair in reviewing this plan.

Planner Astorga remarked that the purpose of the work session this evening was to give the Planning Commission the opportunity to provide input and direction to the applicant on the concept plan prior to a pre-master planned development application and public hearing. Planner Astorga stated that the original master planned development was approved in 1993; however, since that time the regulations have changed in terms of the MPD procedure and specific requirements. The Staff report provided a history of the previous approvals.

Planner Astorga noted that the applicant's representatives were before the Planning Commission this evening to consider the possibility of adding 17,700 square feet of retail throughout the project. Planner Astorga presented the original approved MPD that he found in the records. The original MPD included both banks that currently exist. He reviewed an exhibit showing the three specific areas being proposed for additional density. Planner Astorga reported that the original MPD was approved for 90,000 square feet and the existing Snow Creek Crossing is approximately 87,000 square feet. The 87,000 does not include the DABC Liquor Store.

Planner Astorga stated that 17,700 square feet is a hypothetical density that could be obtained through the TDR program. Before density can be transferred from one portion of town to another, specific requirements of the TDR must be met. He noted that the Snow Creek Crossing site qualifies to be a receiving zone. Planner Astorga explained that the Planning Director has to sign off on the density that could be transferred. In the one year since the TDR Ordinance was adopted, less than one unit equivalent from an Old Town lot on Norfolk had been approved. Director Eddington noted that there were actually two because another one in Old Town had asked for a certificate of determination regarding density. Commissioner Hontz suggested that people might be more willing to go through the TDR process if they knew other people wanted to buy them.

Planner Astorga reiterated that the applicant was looking for feedback on the concept before spending time and money on the specific component of an official pre-application.

Pete Gillwald and Jill Packham were representatives for the applicant.

Pete Gillwald with Land Solutions Planning, stated that the objective this evening was to present their concept plan and offer ideas for transitioning uses, open space, and parking; and to see if there were opportunities within this parcel to warrant looking for TDRs and determine whether this

was a viable process.

Mr. Gillwald stated that they looked at the existing site and came up with three basic areas where commercial density could be increased. They could create additional parking by moving elements around and add employee parking behind the Snow Creek Clinic.

Mr. Gillwald clarified that Snow Creek never asked to be a receiving zone and they were not looking to expand the retail square footage. However, since the City believed this was an appropriate location for density, they decided to move forward with the concept plan being proposed.

Mr. Gillwald presented an aerial view of the Snow Creek Center in its existing condition and the surrounding properties. He reviewed the survey that was done years ago showing all the improvements on the site. The site is divided into six different lots. Mr. Gillwald indicated a square on the plan that represented the liquor store and noted that the size did not represent the actual footprint. He had counted 300 parking spaces on site. Mr. Gillwald pointed out the large landscape area across from the Teriyaki Grill that divides the center into two separate parcels. He stated that over the years Jill Packham has spent a lot of money and time watering that area and mowing the grass, but it is truly an underutilized area. It does not connect to anything and it creates a barrier between the east and west sides of the parcel.

Mr. Gillwald noted that Retail Building B is the space that provides the greatest opportunity to increase square footage. In conjunction with Retail Building B, he proposed relocating the bus stop currently located behind the liquor store. He recommended shifting the bus stop more towards the east and allow Retail Building B to become a pedestrian mall walkway connecting from the bus stop through retail space B, and into that area between the Market and the Teriyaki Grill, where he showed a small expansion of Retail C. Mr. Gillwald remarked that there is open space between the Teriyaki Grill and another building. However, a sewer line runs in that location and he did not believe it was an appropriate building location.

Mr. Gillwald stated that the parking would need to be shifted around in order for Retail Building B to fit. All the parking would be maintained from the west side of the building all the way over to Retail Building A, which is an approximately 4,000 square foot footprint with a proposed drive-thru access.

Mr. Gillwald stated that the three locations identified made the most sense for expansion. It preserves the buffer, median and berming and landscaping along Snow Creek Drive and it still maintains the sidewalks in an internal reconfiguration. Parking was increased by 50 spaces and the building footprint was increased by four-tenths of an acre. Approximately seven-tenths of an acre of open space would be lost.

Using photos of the existing site, Mr. Gillwald explained the proposed changes and where the additional density would occur. He requested feedback from the Planning Commission on the proposed concept and available options for transferring density.

Assistant City Attorney McLean stated that the question for this work session was similar to what the City Council was asked to consider with the Kimball Arts Center and the LMC amendments. It was not whether the applicant should pursue the proposal, but whether the Planning Commission

was open to the applicant submitting a pre-application based on the concept. She clarified that giving a nod of support was not committing to an approval, and the applicant still needed to go through the application process.

Commissioner Wintzer applauded Mr. Gillwald for coming to the Planning Commission early in the process before spending time on a concept that may not be acceptable. He fully supported the fact that the applicant was looking for opportunities to use TDRs. This neighborhood is under-utilized and it is a key area in town where height would not be negative. However, Commissioner Wintzer felt Mr. Gillwald had taken a 1980 approach to a 2012 project. He noted that minutes from the previous approval talked about a strip mall look and feel, and he believed the proposed plan would add to that rather than change it. Commissioner Wintzer would support housing, which was not favored in the original approval, but he felt the City was now going in a different direction. He suggested that using the idea of the BOPA plan for Bonanza Park would be a better approach for Snow Creek Crossing. That would mean going vertical on top of existing buildings, more housing, and less strip mall look. Commissioner Wintzer encouraged Mr. Gillwald to look at different options. This was a great opportunity to create a neighborhood and he recommended going bigger and higher.

Chair Worel asked if there was a demand for additional retail? Jill Packham, the property manager, stated that they have been fully occupied since the beginning of the development. In the 13 years that she has been managing the property, there have only been a few short-term vacancies.

Ms. Packham stated that the problem with a complete redevelopment is taking out the economic source while redeveloping. Chair Wintzer believed it could be added on to vertically without taking it out or losing existing tenants.

Commissioner Hontz concurred with Commissioner Wintzer. She likes the site and she supports moving TDRs to that site. Commissioner Hontz favored a mixed-use concept and encouraged Mr. Gillwald to find a way to factor in mixed use and height, particularly on the Market side. She liked how the parking lot was broken up in the location of Retail B because it would lessen the appearance of a sea of parking; however, she thought they would need less parking than what currently exists and what is additionally proposed. Commissioner Hontz suggested eliminating the parking by the Health Center, particularly because of how it would interfere with people trying to access the retail. Commissioner Hontz thought the project should go bigger and higher with less parking and no drive-thru. She would like a physical break in the parking that also has people walking in and out of the facilities. Commissioner Hontz was open to a pre-application and she favored most of the ideas presented in the concept plan.

Mr. Gillwald remarked that some of the existing retailers on one end want more parking because parking is tight. Parking on the other end of the site is less utilized because those uses are not high intensity and there is more movement where people come and go. He explained that he was hesitant to add on top of existing structures because those structures were not designed for a second story.

Commissioner Thomas vaguely recalled some of the discussion from 17 years ago. One

recollection was that everyone thought this was a good site to put a large building because it begins to disappear. That was a negative for the Market because it is not visible and people cannot find it. Early in the previous process they talked about upper level functions, affordable housing and housing units above the retail. Commissioner Thomas believed the calculations would show that the building could bear additional load on masonry walls designed to accommodate the vertical load. Commissioner Thomas echoed Commissioner Wintzer and Hontz with regard to verticality. He liked the location of Retail Building A because it breaks up the parking mass. He suggested more character in the architecture, a more contemporary look for Retail Building B, and less of a strip mall appearance. Commissioner Thomas was not fond of Building C. He believed they could do a small scale building. The trellis could be removed, but the separation between the large building mass where the Market is and the other commercial spaces is essential. Landscaping and a smaller scale building would break up the strip mall effect. The commercial facades are not consistent with the character of the community. Commissioner Thomas thought the pedestrian connections and relocation of the bus stop were good ideas. He believed there was the ability for vertical massing on the site.

Commissioner Thomas thought a site visit would be helpful when an application is submitted.

Commissioner Strachan concurred with the comments of his fellow Commissioners. He recommended that Mr. Gillwald work on a substantial pedestrian and bike connectivity because currently there is no way to safely bike or walk to that location. When people reach the intersection of Kearns and Park Avenue they cannot figure out how to get into Snow Creek. People try to go through the Olympic structure but it is a dead end. Commissioner Strachan felt that was an important issue that needs to be addressed. He agreed that the plan could use more height. He also agreed that there should be residential; however, he thought that could be worked out with on-site affordable housing. He assumed the residential units would demand pedestrian and bike connectivity.

Commissioner Savage stated that a business is run opposite from reading a book. When you run a business you start at the end and do everything necessary to get to the front. Commissioner Savage remarked that Snow Creek is gem property in a fabulous location and he would look at it as a blank slate. He believed there was strong endorsement from the Planning Commission, the Planning Department and the City related to the validation of the implementation of an aggressive TDR program to create density in places that are suitable for higher levels of density. He encouraged Mr. Gillwald to do everything possible to optimize the value associated with that opening and think about how he would design the project with privilege with a 15-20 years horizon, and think how that would work into the plan under the current constraints. Commissioner Savage thought there would be support for that type of concept and neighborhood with significant density. Commissioner Savage noted that the Planning Commission was scheduled to have a work session discussion about Park City growing inward and it talks about TDRs and creating density where appropriate. He emphasized that density was very appropriate in this location.

Commissioner Thomas asked if the access through the Jess Reid building would have to remain. Ms. Packham was unsure how that access was created. Commissioner Thomas believed that could be a point of conflict with the bus location. Commissioner Thomas pointed out that prior to the Olympic Park, that area was a physical connection to the Snow Creek Center and he felt it was

important to show how that pedestrian link weaves its way through the community. He encouraged the creation of some type of pedestrian benefit.

Planner Astorga reported that the Staff had issues with some standards for the MPD that the applicant would need to mitigate. The first was open space. Currently the site has approximately 29% open space and additional density would decrease that number. Regarding parking, Planner Astorga agreed with the Commissioners, but noted that he has to abide by the standards outlined in the LMC. Once the General Plan is updated they would be able to update the Land Management Code, at which time they could address maximum and minimum standards. He clarified that some technical aspects may not work with the current proposal, and based on the current Code, he would not be able to ignore that once the pre-application is submitted. He wanted to make sure the Planning Commission and the applicant understood that constraint.

### **General Plan – Discussion and review of draft “Small Town” Chapter (Application #PL-12-01529)**

Planner Cattan provided an update on the General Plan process. They held four meetings with the Task Force to discuss each of the Core Values of the General Plan. A fifth meeting was held to summarize the discussion and to go through the controversial discussion points. After four months with the Task Force, the Staff was ready to actively engage the Planning Commission in the discussions.

Planner Cattan noted that a special work was scheduled for Tuesday, October 16<sup>th</sup>, to continue this discussion.

Director Eddington presented a slide showing the foundation for the entire General Plan based on the 2009 Visioning. The goal of doing the General Plan was to focus on the Core Values as chapters, as opposed to doing the traditional elements. The message from Visioning was not to change the Core Values. However, the Vision document also talks about the attributes of arts, culture, skiing, and exceptional benefits for residents, which do evolve from change. Because the Core Values stay the same they are the basis for the General Plan.

Director Eddington reviewed the influence levers and the measureables, which are the matrix of evaluation used for the General Plan. The Staff would begin using that matrix for projects presented to the City Council.

Planner Cattan stated that small town, consisting of land use, regional planning and transportation elements were the discussion points for this evening. Complimentary to that are the Core Values of Natural Setting, Sense of Community and Historic Character. They are interconnected and one cannot sustain without the other. She noted that topics for the next meeting would be Natural Setting and Historic Character. Sense of Community was an involved discussion that would require a separate meeting.

Planner Cattan provided an overview of land use, regional planning, and transportation. The recipe for Small Town is 1) to maintain and build upon existing neighborhoods and strengthen them; 2) allow for compatible infill and redevelopment; 3) protect the edges of the neighborhoods with wildlife corridors and open space connections, as well as looking at the overall town and a greenbelt going

around the City itself; 4) protect the cherished places such as open space and view corridors; 5) try not to widen existing roads; 6) keep the traffic flowing.

Planner Cattan presented a view from the Armstrong Trail to show what she meant by infill of lots within Old Town and out in Park Meadows, as well as redevelopment in Bonanza and the Park City Mountain Resort. She reviewed a slide with an overlay to show the green areas for wildlife corridors and open space throughout town. She also identified the transportation systems.

Director Eddington pointed out that on a larger scale the City was working with Summit and Wasatch Counties on creating nodal development. It's the same idea locally versus regionally.

Commissioner Savage referred to the summary and noted that individual words can carry a lot of meaning, both intentional and unintentional. When describing the slide and talking about point number 5, Planner Cattan used the language, "try not to widen roads". He pointed out that the language on the slide was more definitive. Commissioner Savage stated that in setting goals they try to quantify things. The wording, "Do not widen roads" is quantitative and says that the road will not be widened period. He believed the City would not be able to live up to that goal, and he suggested that they think through each element individually to create a sense of parameters or boundary conditions around which those various points could be considered in a reasonable way.

Planner Cattan requested that as the Commissioners read through the materials, that they highlight anything they feel needs to be addressed and send those changes or comments to her.

Commissioner Hontz remarked that the intent is to reduce the number of words in the document. She felt it was well written in terms of a draft of what they want to say. However, every word needs to pack a punch and it needs to be the right word. Commissioner Hontz believed that 50% of the bullet points were not worded correctly. She thought Commissioner Savage had used a great example of the difference between "try" and "do not". She pointed out that the wording, "Preserve Steep Slope" contradicts their intent to "not develop on steep slopes." It is important to say exactly what they mean. Commissioner Hontz had gone through the draft and made corrections that she would send to the Staff. Planner Cattan encouraged the Commissioner to set up an individual appointment with her if they preferred to discuss their changes.

Commissioner Thomas commented on the opposition when Bonanza Drive was widened at the direction of the City Engineer. He thought the Planning Commission needed to be careful and not allow Engineering to drive the issues because engineering solutions are not in line with the recipe for small town and the character of a small town. Engineering solves the mechanical problems related to traffic flow and transportation.

Commissioner Thomas stated that he thinks of a place and a small town and asks whether something fits into that consideration. He thought Commissioner Savage had a good point about not widening the roads. Moving through a small town is sluggish, and that is the nature and the character of a small town. He clarified that he would not be the wordsmith but he would keep track of the concepts.

Planner Cattan presented a slide showing the build-out of Park City, which was part of the

presentation given by Charles Buki. The slide showed the history of Park City build out starting with 1881 to present day.

Commissioner Thomas asked if it would be helpful to talk about what has occurred over the past 20 years and what they might have done differently. He noted that in planning the Flagstaff development the idea was that sprawl in smaller pieces would be less visible. However, in reality, sprawling development across the mountain created more visible impact and it would have been better to concentrate development in one area and go vertical. It would have also accommodated mass transit.

Commissioner Wintzer found the minutes from the original Snow Creek Subdivision fascinating in terms of the change in concept from 17 years versus now. Commissioner Strachan remarked that it was the most intensive 17 years that the City had seen for a long time.

Planner Cattan presented a slide showing developed land and open space. The red color identified the developed land. She pointed out that Park City has managed to retain a substantial amount of open space. It is a good trend, but the question is whether they want to continue outward growth through further annexation and development within annexations. Commissioner Strachan understood that the open space also included the Resorts. He thought it would be interesting to see only the non-resort open space. Planner Cattan replied that they would be able to see that at the next meeting. Commissioner Thomas thought sensitive lands should also be taken out of the equation.

The Commissioners were given clickers to anonymously vote on a series of questions.

1) Has Park City grown inward or outward since 1970? The voting result showed the majority thought Park City had grown outward.

2) According to the community vision, do you believe Park City has an obligation to grow inward? The voting result showed the Commissioners were split on strongly agree and agree.

Planner Cattan noted that Park City experienced significant growth during the mining boom and then it slowed down due to lack of mining. It increased again in 1970 with the ski industry. The population growth was only 200 people, but the residents units grew by 50% from 6,600 to 9,471. In Summit County population continues to grow.

Planner Cattan reviewed the average size of a house built within various decades. In looking at the in-between point of each range, the median would be higher than the average because certain homes within Old Town are regulated to a standard to be smaller and that pulls down the average size. The average size of a single family home is 7,000 square feet.

3) City-wide, what concerns you most about home size in Park City? The voting results showed that compatibility was the primary concern for all the Commissioners.

Planner Cattan presented a slide of future residential development showing how neighborhoods begin to be divided up. The Staff tracked everything in GIS so the numbers were actual in terms of remaining pending vacant lots or pending units per master planned developments. Residential is

2100 and commercial was 447,000 square feet. The numbers for Bonanza Park did not take into consideration all the redevelopment. It only addressed vacancies. Director Eddington noted that the assumption of 80% buildout is correct based on the analysis. They are currently at 9500 units and they could build out to approximately 11,700.

Chair Worel asked if lodging was counted as commercial. Director Eddington explained that lodging is considered residential.

Planner Cattan commented on Goal 1 - growing inward and protecting undeveloped lands. She explained that it can be accomplished by diversifying existing neighborhoods, supporting development and re-development in the core commercial, and protecting areas from development that should remain open space.

Commissioner Strachan remarked that diversify was one of the vague terms that exist throughout the General Plan and makes it useless.

Planner Cattan explained that on the issue to diversify existing neighborhoods, they were taking a neighborhood by neighborhood approach to the General Plan. The document will have sections reflecting the Core Values along with strategies that provide more explanations, and then it will be divided up into nine neighborhoods. The language will specifically state which strategies are appropriate and it will go as far as identifying what is compatible in those individual neighborhoods for infill development.

On the issue of supporting development and re-development of the Core, Planner Cattan noted that this could be accomplished by allowing a range of commercial uses and keep the industrial uses within town. Another element for planning large areas is to go through master plan development process.

Planner Cattan stated that during the Task Force discussions there was a heated discussion on revise minimum lot sizes within existing zones to allow smaller, more compact development and redevelopment. The Task Force believed that increased density should only be allowed in neighborhoods in exchange for open space. Another strategy was to adopt floor area ratios to create homes size and allow purchase of TDR credits. After considerable discussion, the Task Force wanted to adopt FAR ratios and allow homeowners to exceed the FAR ratio if they meet home efficiency standards.

Commissioner Thomas stated that if the intent is to encourage smaller homes they should not allow additional square footage. It is easy for someone to buy their way into a larger home by spend money on efficiency standards. Commissioner Wintzer pointed out that a larger energy efficient home uses the same amount of energy as a smaller lower efficiency home. Commissioner Savage thought they should also consider the cost of energy efficient homes and how it could impact affordable housing.

Commissioner Hontz thought the strategies needed to build on one another to avoid conflicting strategies in working towards the goal.

4) Revise minimum lot sizes within existing zones to allow smaller, more compact development and redevelopment. NOTE: No density transfer to protect open space is required. The voting results showed a 67 yes/33 no split among the Commissioners.

4a) NOTE: Density transfer to protect open space is required to utilize this. The voting results showed another 67/33 split.

4b) NOTE: No benefit for a second lot unless there is an acquisition of a TDR to preserve open space somewhere else. The voting results showed a 70/30 split.

Planner Cattan presented various photos of what small town infill and redevelopment could look like. In Thaynes it might look like a detached apartment above a garage. Multi-family in Bonanza Park. In Park Meadows it might be an attached accessory apartment. It could be row homes by Public Works.

5) Do you agree with the examples on the previous slide of small town infill and redevelopment? The voting results showed that two Commissioners disagreed.

Planner Cattan presented a color coded slide showing where development has already occurred and where it will occur in the future. In terms of regional growth in Park City, there are 2,575 total UE's that can be built. Summit County has 8,720 units. Jordanelle in Wasatch County had the highest rate. Director Eddington assumed the Wasatch County number could go higher with MIDA. He expected to see a shift in the center of power in the region from Park City to Jordanelle.

Planner Cattan indicated the pending entitled units for Park City, Western Summit County and Wasatch. She noted that there were 23,000 units but the acres for those units were 32,000.

Planner Cattan reviewed Goal 2 – Park City will collaborate with Summit County, Wasatch County and Salt Lake County towards the preservation of place through regional land use planning. The first strategy is to create a shared regional vision. Planner Cattan did not believe they could go much further without setting the tone of doing something similar to what was done with Charles Buki in terms of regional visioning. She noted that some of the strategies would need to be better identified after the regional visioning process.

Commissioner Savage commented on the apparent adversity between County Management and City Management and he felt the City could be proactive in conjunction with hiring a new City Manager that would help mitigate those issues moving forward in the future. City Council Member Butwinski pointed out that there could potentially be four new County Council members in November and the people coming in have no frame of reference to help with that collaboration. Commissioner Hontz was unsure how they could create a shared regional vision when it has been so difficult to schedule timely meetings with the Snyderville Basin Planning Commission. She was not opposed to having collaboration as a strategy, but she did not think it would happen.

Planner Cattan stated that collaboration would be similar to what Salt Lake City has done with their 20/40 plan. There was collaboration between counties and cities to create a vision for the future and it was done by working with Envision Utah. Planner Astorga reported that it was part of the

MPO, the Metropolitan Planning Organization, and a representative from each city attended the meetings. The collaboration efforts was started a long time ago as a Wasatch Front long range planning effort to identify specific nodes of development and land use patterns and transportation. Planner Astorga understood that Planner Cattan's point is to start the dialogue now so in 10, 20 or 50 years there would be collaboration along the Wasatch Back.

Director Eddington was aware of the frustration in trying to schedule a joint meeting; however, the Planning Commission and the County Council have held two or three joint meetings amongst themselves, which shows that the issue of collaboration in the County is set in motion. Director Eddington pointed out that the County is in a waiting mode because of the election, which puts the City at a disadvantage.

6) Do you support the strategy of working on the goal towards regional collaboration? The voting results showed that one person did not support the strategy.

7) What is the City's role in the effort towards a regional visioning process? Initiate the process or wait to see if the idea catches on and we receive an invitation.

The Commissioner felt the question was confusing.

Planner Cattan noted that the question came from a discussion on whether Park City should be a leader or take a secondary role. Commissioner Hontz did not think either one was appropriate. The City should be a participant in the overall process.

Planner Cattan commented on Goal 3 – public transit, biking and walking will be a larger percentage of residents' and visitor's utilized mode of transportation. Director Eddington stated that Park City has always talked about the challenges of land use and transportation and how they influence each other. He explained that the goal addresses alternative modes and which opportunities they should focus on. Part of the question of utilizing alternative transportation is whether they would be willing to fund alternative modes of transportation.

8) Would you be willing to consider and fund alternative modes of transportation? The voting results showed that one person was not in favor primarily due to the funding aspect.

Planner Cattan reviewed the strategies associated with Transportation. Keeping the streets narrow to maintain the small town character. Implement completes streets of the traffic and transportation master plan. Prioritize walkability improvements as identified in hot spot areas where existing trip demands are located close to one another.

The Work Session was adjourned.

PARK CITY MUNICIPAL CORPORATION  
PLANNING COMMISSION MEETING MINUTES  
COUNCIL CHAMBERS  
MARSAC MUNICIPAL BUILDING  
OCTOBER 10, 2012

COMMISSIONERS IN ATTENDANCE:

Chair Nann Worel, Brooke Hontz, Jack Thomas, Mick Savage, Adam Strachan, Charlie Wintzer

EX OFFICIO:

Thomas Eddington, Planning Director; Kirsten Whetstone, Planner; Francisco Astorga, Planner;  
Polly Samuels McLean, Assistant City Attorney

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REGULAR MEETING

**ROLL CALL**

Chair Worel called the meeting to order at 5:35 p.m. and noted that all Commissioners were present except Commissioner Gross, who was excused.

**ADOPTION OF MINUTES – September 26, 2012**

MOTION: Commissioner Strachan moved to ADOPT the minutes of September 26, 2012 as written. Commissioner Savage seconded the motion.

VOTE: The motion passed unanimously.

**PUBLIC INPUT**

There were no comments.

**STAFF/COMMISSIONER COMMUNICATIONS AND DISCLOSURES**

Director Eddington reminded the Planning Commission that the Planning Commission meeting on October 24, 2012 would begin at 5:00 p.m. with a joint meeting with the City Council to hear a presentation by Gateway Planning regarding the draft Form Base Code for Bonanza Park. Following the presentation the Planning Commission would move into their regular agenda.

Director Eddington noted that time was scheduled during work session to discuss the first elements of the General Plan. At the last meeting a special meeting for the General Plan discussion was tentatively scheduled for Tuesday, October 16<sup>th</sup>, and the Staff would like to hold that meeting to discuss additional chapters if the Planning Commission was still amendable. The Planning Commission agreed to meet on October 16<sup>th</sup> at 5:30 p.m. in the Council Chambers.

Chair Worel stated that she would be arriving late for the meeting on October 24<sup>th</sup>. Commissioners Thomas stated that he would be unable to attend the meeting on November 14<sup>th</sup>. Commissioners Hontz and Strachan would also miss the November 14<sup>th</sup> meeting. Commissioner Savage noted that he would possibly have to miss the November 14<sup>th</sup> meeting as well.

Director Eddington reported that the Staff was still trying to schedule a meeting with the Snyderville Basin Planning Commission. November 5, 2012 was a potential date that was being pursued. He would inform the Planning Commission if a date is finalized.

Director Eddington introduced Anya Grahn, the new Planner who replaced Kayla Sintz. Planner Grahn would primarily be doing historic preservation and working on the General Plan.

### **CONTINUATION(S) – Public Hearing and Continue to Date Specified**

Land Management Code Amendments – Chapter 1-General Provision and Procedures; Chapter 2-Zoning; Chapter 3-Off Street Parking; Chapter 4-Supplemental Regulations; Chapter 5-Architecture Review; Chapter 6-Master Planned Development, Chapter 7-Subdivisions; Chapter 8-Annexation; Chapter 12-Planning Commission; Chapter 15-Definitions. (Application #PL-12-01631)

Chair Worel opened the public hearing.

Meg Ryan, a Park City resident and a Land Use Planner, stated that she works with City Councils and Planning Commissions throughout the State on State and Federal Compliance issues. However, she was speaking on behalf of herself this evening as a resident of Park City. Ms. Ryan remarked that she had read staff reports and minutes from previous meetings to understand the changes and processes. She had sent the Commissioners and the City Council members an email last week regarding process and education to get the message out to the public in a better way.

Ms. Ryan had three points this evening and she handed out additional information. The first point was process and outreach. The second related to the proposed changes to the MPD sections and the third point was the subsection related to the Kimball Arts Center discussion.

Ms. Ryan stated that from reading the minutes and Staff reports, it is apparent that the proposed changes are unclear in public noticing. She requested that the agendas and notices provide more detail for the public. For example, the Staff, City Council and Planning Commission may know what it is in Chapter 6, but the general public would have no idea and would not be familiar with how to access the Staff report or understand it. She also requested clarification in the noticing on how the public could provide input, particularly if they are unable to attend a public hearing. Ms. Ryan suggested that those who do the radio spots be more descriptive because people can only comment if what they are being asked to comment on is clear and where they can find the information.

Ms. Ryan had passed out a handout called Mind Mixer. She was not endorsing the company, but she thought it was a good process that some cities utilize for interaction when they go through General Plan changes. It was another tool in addition to visioning. Ms. Ryan pointed out that she had made that same suggestion to the City Council.

Director Eddington reported that the City was looking at opportunities to begin using Mind Mixer. City Engineer Cassel stated that Mind Mixer was already being used for the Deer Valley Drive construction project next summer. Director Eddington stated that the first discussion was

scheduled for the next day, and the City was trying to bring it on line project by project to see if they could use it for more projects.

Ms. Ryan stated that her second point was specific to Code changes to the MPD. She was trying to fully understand what question was being asked of the public. She assumed they were requesting input on the draft dated September 26<sup>th</sup>. Ms. Ryan noted that her comments specifically related to the changes to Title 15, Chapter 6, Master Planned Development. She understood the subset discussion about why the change may or may not be occurring, but the exact discussion was not clear. In looking at the minutes it appears to be a global discussion about MPDs, which may be a good and necessary discussion. However, from her reading of the changes, it looks like they are removing the HCB and HRC zones, which were never prescribed but allowed. Use definitions were added, and a change was made for the open space definitions and the type of open space allowed. The language also talks about the HRC and HCB zones. Ms. Ryan was confused as to why the zones were eliminated, yet other areas in the draft talk about provisions for these zones. Ms. Ryan also questioned a new concept about a fee in-lieu purchase for open space.

Ms. Ryan had reviewed the minutes from the City Council meeting when the MPD changes were discussed, and the Council indicated that open space would be an on-going discussion and that it needs to parallel any changes to the MPD. Ms. Ryan could not find where the Planning Commission had fully discussed the proposed changes and she assumed they would still have that discussion. Ms. Ryan clarified that the actual changes were unclear and specifically for MPDs what they wanted the public to comment on.

Ms. Ryan stated that her third point was the issue of the Kimball Arts Center and how that was intervening itself into the MPD process. She noted that the August 23, 2012 City Council minutes reflected some discussion about alternatives in thinking about how the Kimball Arts Center proposal get process through the City. The City Council specifically wanted a public process, and when they discussed the MPD process they specifically wanted an exploration of how criteria for the MPD could possibly address one particular situation. Ms. Ryan understood that there were two issues regarding MPDs. One was the global MPD changes which were part of the annual review, and the second is the discussion of another process. She thought some of the amendments were addressing that sub issue.

Ms. Ryan asked why the MPD process was being caressed to fit a concept that did not have an application. There is already a process for that application to move forward, which would be the Heber Avenue subzone amendment. That area and the properties in that area were meant to be a transition zone from Main Street to the HRC before the Town Lift. Ms. Ryan pointed out that the HRC zone has many provisions and criteria that allow for a development on the Kimball Arts Center parcel. She questioned why this process was being back ended when a process already exists in the Heber Avenue subzone and an application could be submitted. Ms. Ryan remarked that the disconnect is that people believe they are commenting on an actual proposal when no proposal has been submitted. It appears that the Planning Commission is trying to change an existing process to accommodate a specific development plan. She was unsure why the Kimball Arts Center was not being required to submit an application and go through the public process like every applicant. She would like an explanation as to why the existing process was not being utilized. Mr. Ryan clarified

that she would be asking the same questions to the City Council and giving them the same message the following evening.

Ms. Ryan reiterated her request for better direction and information prior to the public hearing on October 24<sup>th</sup>.

Chris Schaefer stated that he spoke at the last meeting and commented on the MPD concept from the Kimball Arts Center. Since that time he has had the opportunity to read all the information on the City website, and he wanted to follow up on his previous. Mr. Schaefer stated that reading the first page of the MPD document, he came across three different items with regard to the Kimball Arts Center. From his reading, it appears that the project being proposed violates the spirit and the idea of an MPD. One is to insure neighborhood compatible; however, the building proposed is in no way compatible with anything in the immediate neighborhood. The second was to provide opportunities for appropriate re-development and reuse of existing structures and sites and maintain compatibility of the surrounding neighborhood. Mr. Schaefer remarked that the building concept shown by the Kimball does not even complement the existing Kimball building. The third item is to protect residential users and neighborhoods. Speaking as a private citizen and property owner in the building next door to the Kimball, he and other homeowners in the area were very concerned about property values if this very large structure is built in the middle of Old Town.

Mr. Schaefer understands that changes to the LMC are necessary at times, but the Kimball Arts Center should be made to follow the same rules as everyone else. Proper procedures are already established in the City for someone who wants to build in a zone. He felt the Kimball was trying to go around the system with this MPD proposal.

Chair Worel closed the public hearing.

MOTION: Commissioner Wintzer moved to CONTINUE the LMC Amendments listed on the agenda to October 24, 2012. Commissioner Savage seconded the motion.

VOTE: The motion passed unanimously.

## **REGULAR AGENDA - DISCUSSION/PUBLIC HEARINGS/ POSSIBLE ACTION**

### **1. 264 Ontario Avenue – Plat Amendment (Application #PL-12-01628)**

Commissioner Wintzer disclosed that he lives in the neighborhood; however, he did not believe that would affect his decision on this plat amendment.

Planner Whetstone reviewed the application for a plat amendment to combine three lots and small portion of a fourth lot of Block 60 of the Park City Survey, located at 264 Ontario Avenue. The request was to combine the lots into one lot of record for an existing landmark structure. The existing house has been designated as a Landmark structure on the Historic Sites Inventory. The

house was constructed across property lines and the applicant owns all three lots, as well as the small portion.

Planner Whetstone presented the existing conditions survey. She indicated a large slope on the edge of Ontario that goes all the way up and noted that the porch and a portion of the house sits in the platted right-of-way. She pointed out the location of existing McHenry and noted that some of the existing paved McHenry sits on Lots 14 and 15.

The property is in the HRL zone, which requires a minimum combination of two lots. The zone also requires that any future applications go through a Historic District Design Review. If the slope is 30% or greater and the applicant proposes more than 1,000 square feet, a Steep Slope CUP would be required. Planner Whetstone stated that the maximum footprint for this particular lot combination is 2,064 square feet. The combined lots would be 5,677 square feet. The existing house has a footprint of 793 square feet, which does not include the porch. The total additional footprint is 1,271 square feet.

The Staff did an analysis of lot combinations in the area and found that most of the lot combinations that exceed 3750 square feet did not have a restricted footprint. The lot with a restricted footprint in the Bear Subdivision was 6500 square feet. Planner Whetstone clarified that the footprint was restricted because it took out the right-of-way. Therefore, the size was based on the lot and not the right-of-way. Planner Whetstone stated that the average of the lots greater than 3750 square feet and went through a plat amendment was 2,280 square feet. The applicants were proposing 2,064 square feet. The average footprint of all the replatted lots, including the ones that are 3750, is 2,140.

Planner Whetstone noted that based on a formula in the Code for the entire zone, as the lot size increases the footprint increases at a decreasing rate. The Staff recommended that the footprint be based on the lot formula in the Code for the HRL zone.

Commissioner Hontz asked if the hatched area shown on the subject property should also include the one lot to the south. From looking at the existing conditions slide, it appeared that the three lots included that portion. Planner Whetstone agreed that it should be included.

Commissioner Hontz asked if the City still maintains the right-of-way on McHenry Avenue in that area. Director Eddington replied that the right-of-way has not been vacated. Planner Whetstone distributed copies of a revised plat showing the right-of-way that was proposed to be dedicated. She noted that the lot size did not include the dedicated area and the footprint would not be based on the dedicated right-of-way.

The Staff recommended that the Planning Commission conduct a public hearing and consider forwarding a positive recommendation to the City Council for the 264 Ontario Avenue Subdivision plat, according to the findings of fact, conclusions of law and conditions of approval outlined in the draft ordinance.

David Constable, the applicant, stated that he has owned the property for 12 years and up to this point they have had good tenants. It has typically been a low-income situation. He and his wife

currently live on Deer Valley Drive and they would like to move forward with this project. Mr. Constable believes it will be a benefit to the neighborhood and the size will be compatible. Since it is historic it will fit with the neighborhood. He stated that currently three tenants live on the property and all three park on Ontario. If his project is completed, it will remove some of the cars off of Ontario and put parking on McHenry. Mr. Constable believed the McHenry access would benefit Ontario.

Commissioner Strachan referred to page 42 of the Staff report showing the subject property crosshatched in red and Lot A west of the subject property. He wanted to know what had occurred with that lot in terms of the encroachment on to Ontario Avenue. Planner Whetstone indicated the area from that subdivision that was dedicated to Ontario. Commissioner Strachan asked how that affected the porch of this landmark structure because it was also encroaching. Planner Whetstone stated that an encroachment agreement would be required. Director Eddington clarified that the City would not give up public property. The intent would be to record the encroachment agreement.

Commissioner Strachan stated that he was looking towards the future because many other lots in the area have the same issue.

Commissioner Hontz asked if there would be no need for a further right-of-way beyond the edge of the asphalt on McHenry. City Engineer Cassel stated that additional right-of-way would not be necessary. The intent is to establish McHenry and keep it the way it is. There is no future plan to expand the width of McHenry. Commissioner Hontz pointed out that McHenry is a very narrow street.

Chair Worel opened the public hearing.

There were no comments.

Chair Worel closed the public hearing.

Commissioner Hontz remarked that this was a fantastic landmark structure and she believed the lot combination would help the applicant improve and preserve the structure. However, she was concerned about what they could see in the Steep Slope CUP and hoped that it would be reasonable. Commissioner Hontz noted that the Planning Commission has seen a number of applications where another structure, such as an accessory building, comes in with multiple stories; and/or the main house also goes up in size creating a cascading creep up the hill. She asked if that issue should be addressed at this point. Commissioner Hontz thought it made better sense to come in from McHenry and have one story above ground. It would fit well on the site versus something taller.

Commissioner Hontz noted that there was no recommendation or condition of approval that prohibits moving the house. She believed one of the attractions of the lot is that the house is in the right location. Planner Whetstone replied that it was included as a condition but it was apparently redlined out.

Director Eddington remarked that because the structure is listed on the Historic Sites Inventory as a Landmark structure it cannot be relocated unless it qualifies for movement based on an assessment by the Chief Building Officer and deemed unsafe or has threatening conditions. This particular structure does not qualify for movement.

Commissioner Hontz asked if they could add language indicating that the structure does not qualify for movement. Assistant City Attorney McLean stated that the process and decision regarding movement of the house is the purview of the Historic Preservation Board review. It was not part of this process.

Commissioner Thomas was comfortable with the conditional use permit process on steep slopes. Given the experience and expertise of the project architect, he was sure the applicant and his architect could come up with a design that is compatible with the historic nature of the building.

Commissioner Wintzer was concerned about potential stories given the number of recent applications with a three-story structure behind an existing three-story structure. He believed it was an issue worth discussing. Commissioner Wintzer suggested that one story above street and one story below street would be a large enough garage and it would resolve the concerns of a third story creep.

Chair Worel thought that would be addressed in the CUP process. Commissioner Wintzer pointed out that if it is allowed the Planning Commission would not have the opportunity to control it. Commissioner Strachan stated that the only tool would be to restrict the footprint. Commissioner Wintzer replied that restricting the height of the accessory structure would address the concern. Commissioner Strachan remarked that the height could also be restricted in the CUP process. Commissioner Wintzer concurred. Commissioner Thomas stated that the CUP process was the appropriate time to address those issues.

Commissioner Hontz pointed out that David White, the project architect, was the architect for another project where the number of stories was an issue. She believed Mr. White was well aware of the Planning Commission's position based on those discussions.

Commissioner Strachan felt it was a common problem with this section of the Land Management Code because Good Cause is a worthless standard. He noted that the LMC defines Good Cause as, "Providing positive benefits and mitigating negative impacts determined on case by case basis."

Commissioner Strachan thought the Planning Commission should have a broader discussion at another time about whether or not the LMC should be amended regarding this issue. However, for this application he believed there was good cause for the plat amendment.

Commissioner Wintzer stated that from living in the neighborhood he also sees the plat amendment as a positive. He clarified that the comments regarding stories was not directed to the neighborhood. It was a broader context based on past experience. If they open the door to allow an accessory building, the question is whether or not to restrict the size.

Commissioner Strachan stated that he views the neighborhood as two sections, where the west side of Ontario is a classic Old Town 25' x 75' lots and the east side is not. For whatever reason,

the two sides were designed differently and they have not evolved the same. Commissioner Strachan thought the CUP process was the appropriate time to look at ways to make the project compatible with both sides of the street because they are different.

MOTION: Commissioner Thomas moved to forward a POSITIVE recommendation to the City Council for the plat amendment at 264 Ontario Avenue Subdivision in accordance with the Findings of Fact, Conclusions of Law and Conditions of Approval as outlined in the attached ordinance. Commissioner Wintzer seconded the motion.

VOTE: The motion passed unanimously.

Finding of Fact – 264 Ontario Avenue

1. The property is located at 264 Ontario Avenue within the Historic Residential Low (HRL) zoning district.
2. On August 1, 2012 the property owner submitted an application to the Planning Department for the proposed plat amendment.
3. The application was deemed complete on August 10, 2012.
4. The plat amendment combines Lots 13, 14, and 15 with a portion of Lot 16, Block 60, of the Park City Survey, into one lot of record for an existing Landmark house.
5. The proposed plat amendment will create one (1) lot of record that is seventy five feet (75') wide by seventy fee (70') feet deep. The minimum lot width in the HRL zone is thirty five feet (35'). The lot depth is the minimum distance from the front property line to the rear property line.
6. The area of the proposed lot is 5,677.45 sf (5,773.45 square feet minus 96 square feet of area dedicated to the McHenry Avenue ROW). The minimum lot size in the HRL zoning district is 3,750 square feet.
7. There is an existing historic Landmark structure on the property that is listed on the Park City Historic Sites Inventory.
8. The Landmark structure was constructed in or around the year 1890 across lot lines between Lots 13 and 14. A non-historic lean-to shed crosses from Lot 14 to 15, Block 60 of the Park City survey. The house encroaches onto platted Ontario Avenue.
9. The applicant cannot obtain a building permit to build an addition to the historic house if it crosses an internal lot line. A plat amendment must be recorded prior to issuance of a building permit for a future addition.
10. The owner is not proposing to move the house from its existing location.

11. The property has frontage on platted Ontario Avenue and existing McHenry Avenue.
12. A 96 square foot portion of McHenry Avenue exists on the subject property.
13. The porch and front of the Historic Structure encroaches up to eight and a half (8-1/2) feet into the platted Ontario Avenue ROW.
14. Maximum footprint allowed on the lot is 2,064 square feet. The footprint of the existing landmark structure is 793 square feet.
15. The neighborhood is characterized by a mix of single family historic homes and single family non-historic homes on single and combinations of "Old Tow" lots. The average footprint of re-platted lots greater than 3,750 sf, in the surrounding area is 2,283 square feet per the findings in Table 1.
16. The lots are situated on narrow streets, namely Ontario Avenue and McHenry Avenue, which are not located within their respective platted rights-of-way. There is little or no available on-street parking in this neighborhood. Snow removal from McHenry may put snow onto the first 10' of the proposed lot front McHenry. Snow removal from Ontario occurs onto platted Ontario Avenue and therefore no snow storage easements on the lot area fronting Ontario are necessary. Paved Ontario is twenty feet below and forty (40') to sixty (60') to the west of the proposed lot.
17. All findings within the Analysis section are incorporated herein.

#### Conclusions of Law – 264 Ontario Avenue

1. There is good cause for this plat amendment.
2. The plat amendment is consistent with the Park City Land Management Code and applicable State law.
3. The public will not be materially injured by the proposed plat amendment.
4. As conditioned the pat amendment is consistent with the Park City General Plan.

#### Conditions of Approval – 264 Ontario Avenue

1. The City Attorney and City Engineer will review and approve the final form and content of the plat for compliance with the Land Management Code and conditions of approval prior to recordation of the plat amendment.
2. The applicant will record the plat amendment at the County within one year from the date of City Council approval. If recordation has not occurred within one year's time, this approval

for the plat will be void, unless a request for an extension is made in writing prior to the expiration date and an extension is granted by the City Council.

3. The plat must be recorded prior to issuance of a building permit for any additions to the historic structure.
  4. A 10-foot wide public snow storage easement will be located along the property's frontage with McHenry Avenue. The easement shall be indicated on the final plat.
  5. Modified 13-D sprinklers will be required for all new construction and noted on the plat.
  6. An encroachment easement into Ontario Avenue, for the existing historic house, porch, shed and retaining walls shall be recorded and the recording information shall be indicated on the final plat, prior to recordation of this plat amendment.
  7. Approximately ninety-six (96) square feet of property shall be dedicated to Park City as McHenry Avenue ROW and shall be so indicated on the final plat.
2. **11398 N. Snowtop Road, Lot 1 Hidden Hollow – Plat Amendment**  
**(Application #PL-12-01637)**

Spencer White was representing the owner of Lot 140, who lives in Florida.

Planner Whetstone reviewed the request for a plat amendment to create a small, 3,452 square foot driveway parcel, 'Parcel A' out of Lot 1 of the Hidden Hollow subdivision at Deer Crest. Lot 1 is 9.54 acres and the property was annexed into the City as part of the Hidden Hollow annexation and the Hidden Hollow Subdivision that followed.

Planner Whetstone stated that the parcel is needed to construct a Code compliant driveway for Lot 140 of the Snowtop Subdivision. The Snowtop Subdivision was approved by Wasatch County and annexed to Park City as part of the Deer Crest annexation. It came in with the parcel for the St. Regis, Slalom Village and other open space land. Planner Whetstone noted that the line shown between the two subdivisions was the County Line. Hidden Hollow is in Summit County and Snowtop is in Wasatch County. Both subdivisions are in Park City and under the purview of the Planning Commission and the City Council.

Planner Whetstone clarified that the purpose of the plat amendment was to resolve an issue with a driveway that is too steep and does not meet Code. Planner Whetstone remarked that several years ago the house was under construction and construction was stopped due to financial issues. Construction has started again, but the driveway is still an issue. The City Staff met to find a solution and determined that the best solution would be to ask the owner of the Hidden Hollow lot to provide property for this driveway.

Commissioner Strachan asked if there was a current driveway cut. Planner Whetstone indicated the driveway cut on the site plan. She explained that the owner of the Hidden Hollow subdivision agreed to an easement for the driveway and the applicant obtained a permit to construct the

driveway with the easement. However, the owner of Lot 1 did not want the driveway on his property and it was eventually sold to the owner of Lot 140.

Commissioner Savage asked if the easement was ever recorded. Planner Whetstone replied that the easement was recorded as a construction easement to build the driveway. The overall easement was not recorded.

Planner Whetstone reiterated that the requested plat amendment would create a small driveway parcel. A condition of approval states that the parcel is not separately developable as a unit and is solely for the purpose of the driveway, retaining walls and landscaping. The plat amendment does not impact Lot 140.

The Staff conducted an analysis and determined that there was good cause for the requested plat amendment. The Staff recommended that the Planning Commission conduct a public hearing and consider forwarding a positive recommendation to the City Council based on the findings of fact, conclusions of law and conditions of approval identified in the draft ordinance.

Spencer White clarified that there is an existing unpaved driveway on his property, but it is too steep to meet Code.

Commissioner Wintzer asked for the grade of the new driveway. Mr. White replied that it was an 11% grade and it would be heated. The driveway was approximately 300 feet long. Given the length, Commissioner Thomas asked how the fire department turnout would work. City Attorney Cassel noted that there was a dry pipe system at the top and a turnout would not be necessary.

Mr. White stated that the house sat unfinished for years until his client purchased it. His client had gone through an administrative conditional use permit and an encroachment permit with engineering due to the ROW. At the last minute the owner of Lot 1 was concerned about liability issues regardless of the easement agreement, and he decided to sell the parcel.

Commissioner Thomas assumed the retaining walls required engineering and that it would be a condition of the approval. Planner Whetstone replied that the retaining wall required a conditional use permit, which was approved administratively.

Chair Worel opened the public hearing.

There were no comments.

Chair Worel closed the public hearing.

**MOTION:** Commissioner Thomas moved to forward a POSITIVE recommendation to the City Council based on the Findings of Fact, Conclusions of Law and Conditions of Approval found in the draft ordinance. Commissioner Savage seconded the motion.

**VOTE:** The motion passed unanimously.

Findings of Fact – Lot 1 Hidden Hollow

1. The property, Lot 1 of Hidden Hollow Subdivision at Deer Crest is located at 11398 North Snowtop Road. The property is located within the Estate (E) zone designation.
2. Lot 1 of the Hidden Hollow Subdivision at Deer Crest is a 9.37 acre, vacant single family lot, located at 11398 North Snowtop Road.
3. Hidden Hollow Subdivision at Deer Crest was approved by the Park City Council on April 13, 2000. The subdivision plat was recorded on July 6, 2011 and is subject to Ordinance #00-27. The area of the Hidden Hollow Subdivision was officially annexed into Park City as the Hidden Hollow Annexation on December 17, 1998. The annexation plat was recorded a Summit County on September 9, 1999.
4. This plat amendment creates a 3,452 sf driveway access parcel, "Parcel A", from Lot 1 of the Hidden Hollow Subdivision for the purpose of providing additional area for construction a code compliant driveway for an adjacent lot, namely, Lot 140 of the Snowtop Subdivision, located at 11380 North Snowtop Road.
5. North Snowtop Road is a private road with platted easements for joint use by residents of both the Hidden Hollow Subdivision and the Snowtop Subdivision.
6. The Snowtop Subdivision was approved by Wasatch County on December 15, 1998 and the plat was recorded on December 23, 1998. The entire subdivision was annexed into Park City with the Deer Crest Properties Annexation in 1999.
7. A single family house is currently under construction on Lot 140 (Snowtop). The current driveway exceeds the maximum grade of 14% and the City Engineer and Building Department require a Code compliant driveway prior to issuance of a Certificate of Occupancy for the house. The driveway is currently being constructed with a building permit and a recorded temporary construction easement from Lot 1 to Lot 140.
8. Hidden Hollow Subdivision Lot 1 will be reduced from 9.37 acres to 9.29 when this plat amendment is recorded. There are no other changes proposed to Lot 140 of the Snowtop Subdivision. Lot 1 continues to meet all zone requirements as to size.
9. "Parcel A" is restricted in use to a driveway, retaining walls, and landscaping and other minor and incidental uses associated with the home.
10. The driveway parcel, "Parcel A", is not proposed to be combined with Lot 140 because Lot 140 is in Wasatch County within the Snowtop Subdivision, and "Parcel A" is located in Summit County within the Hidden Hollow Subdivision. Both subdivisions are located within the Park City Municipal Boundaries. Combining "Parcel A" with Lot 140 would create a lot that is within two different Counties.

11. This plat amendment also replats an amended building envelope for Amended Lot 1 of Hidden Hollow Subdivision to accommodate the driveway parcel. The building envelope of Lot 1 is reduced from 38,018 sf to 34,940 sf.
12. "Parcel A" is a non-buildable (for primary structures) parcel permanently associated with Lot 140 of the Snowtop Subdivision.
13. On April 26, 2012, the Planning Department approved an administrative conditional use permit for the retaining walls for the proposed driveway for Lot 140. The conditional use permit was required due to the retaining walls heights exceeding 4' in the front setback and 6' in the side setback areas.
14. There is good cause for this plat amendment. The amendment will allow the owner of Lot 140 to construct a code compliant driveway for access to the house currently under construction that is necessary prior to issuance of a Certificate of Occupancy and the plat amendment cures the issue of the overly steep driveway.
15. Both lots (Lot 1 and Lot 140) will have to abide by the setbacks required from each of the lots.
16. The applicant stipulates to the conditions of approval.

#### Conclusions of Law – Lot 1 Hidden Hollow

1. There is good cause for this plat amendment.
2. The plat amendment is consistent with the Park City Land Management Code and applicable State law regarding subdivisions.
3. Neither the public nor any person will be materially injured by the proposed plat amendments.
4. Approval the plat amendment, subject to the conditions stated below, does not adversely affect the health, safety and welfare of the citizens of Park City.

#### Conditions of Approval – Lot 1 Hidden Hollow

1. The City Attorney and City Engineer will review and approve the final form and content of the plat amendment for compliance with State law, the Land Management Code, and the conditions of approval prior to recordation of the plat.
2. The applicant will record the plat amendment at the County within one year from the date of City Council approval. If recordation has not occurred within one year's time, this approval for the plat will be void, unless a complete application requesting an extension is made in writing prior to the expiration date and an extension is granted by the City Council.

3. All conditions of approval of the Hidden Hollow Subdivision at Deer Crest, as found in Ordinance #00-27, shall continue to apply to amended Lot 1 and shall remain in full force and effect with recordation if this plat amendment. A note shall be added to the amended plat to this effect and referencing the current Ordinance and Ordinance #00-27.
4. A note shall be added to the plat stating that: "Parcel A' shall become part of the ownership of Lot 140 of the Snowtop Subdivision in perpetuity and is not separately building or developable for any structure or units with the exception of a driveway, retaining walls, landscaping, irrigation, and other on-site utilities typically associated with a driveway use. The parcel cannot be used as a separate developable parcel for the construction of an additional home or to count towards additional density."

The Planning Commission adjourned the regular meeting and moved into work session. That discussion can be found in the Work Session Minutes dated October 10, 2012.

The Park City Planning Commission meeting adjourned at 8:25 p.m.

Approved by Planning Commission: \_\_\_\_\_

# Joint Planning Commission and City Council Staff Report



**Subject:** Draft Bonanza Park Form Based Code and Traffic Study  
**Author:** Katie Cattan, Senior Planner  
Thomas Eddington, Planning Director  
**Department:** Planning  
**Date:** October 24, 2012  
**Type of Item:** Work Session

## Summary Recommendations:

The purpose of this meeting is to introduce Form Based Code and the findings of the traffic study to the City Council and Planning Commission. Staff recommends that the Planning Commission and City Council review the preliminary draft of the Bonanza Park Form Based Code (BoPa-FBC) and the Findings of the Bonanza Park Traffic Study. During the Work Session, Gateway Planning will walk the Planning Commission and City Council through an overview of how Form Base Code is administered and provide a mock example of an application.

## Topic/Description:

Park City hired Gateway Planning to create a Form Based Code (FBC) for the Bonanza Park District (BoPa). The FBC is an implementation tool for the Bonanza Park Area Plan. The FBC will be the zoning ordinance regulating future development in the Bonanza Park District. The BoPa-FBC will guide redevelopment projects to incorporate mixed use, authentic building form and material, and a desirable public realm. The preliminary draft of the BoPa-FBC will be introduced during the work session and is attached as Exhibit A. The BoPa-FBC will supersede the present General Commercial, Industrial, and Estate Zoning Districts within the Bonanza Park District. The Bonanza Park Regulating Plan (Exhibit A – Regulating Plan (Appendix A to the FBC)), if adopted, will be part of the official zoning map of Park City. Prior to considering adopting the Form Based Code and the associated zoning, the 2012 Bonanza Park Area Plan must be adopted as a supplement section of the General Plan, replacing the existing Bonanza Park supplemental section from 2006.

This initial draft will be further revised to incorporate further revisions by the Planning Department and Legal Department as well as the rest of the Development Review Team (Building, Public Works, Water, Snyderville Basin Water Reclamation District). The initial draft is being released at this time to give the Planning Commission, City Council, and stakeholders a better understanding of BoPa-FBC, but further edits are necessary. Specifically, Planning Staff will review the definitions, uses, and design standards to ensure compatibility with the rest of the Land Management Code prior to the next review by the Planning Commission on December 12, 2012.

A transportation study has been completed in conjunction with the draft BoPa-FBC. The Bonanza Park Area Plan proposed a new grid system for the redevelopment area.

Staff recommended that consideration of the adoption of the Bonanza Park Area Plan be delayed until a traffic study of the area was done in order to analyze both the proposed internal network within the redevelopment area and the external interface with the arterial highways on three (3) sides of the district. Gateway Planning partnered with InterPlan and Parsons Brinkerhoff to execute the transportation study. The findings of the transportation study will be introduced during the work session and the memorandum of the findings is attached as Exhibit B.

**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 (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 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 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. 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 celebration of diversity.

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 "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; and
- 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; and

- 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, trading one or more “gives” in order to obtain one or more “gets.”

Specifically to the Bonanza Park District the agreements included:

- 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;
  - Balances height, density, and financial tool usage.
- Both Council and Commission agreed to give additional height in BoPa to obtain:
  - Open space, a smaller footprint, view corridor protection, affordable housing , and a resulting area built within a set of design guidelines;
- Both Council and Commission agreed to give additional density in BoPa to obtain:
  - Protection of historic structures, increase connectivity, achieve housing affordability.

The Park City Planning Department created a draft long-range Bonanza Park Area 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. The draft Bonanza Park Area Plan suggested that a Form Based Code (FBC) for the Bonanza Park District be adopted as an implementation tool, with the understanding that the Bonanza Park Area Plan is still in draft form and must be adopted by the City Council prior to the adoption of a form based code for the area.

The City Council awarded the Form Based Code contract 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<sup>st</sup>. During the Open House Gateway Planning and staff presented different options of the illustrative plan and introduced the concept of character zones. The current regulating plan is based on the feedback of stakeholders during these two (2) visits.

Since the initial stakeholder meetings, Gateway Planning has been working with Planning Staff to further refine the layout of the regulating plan, complete the traffic study based on the revised regulating plan, and draft the form based code. The draft BoPa-FBC is approximately 70% complete. The full document will be presented to Planning Commission on December 12, 2012.

**Analysis:**

The BoPa-FBC is the first Form Based Code to be considered for adoption in Park City. Therefore, Gateway Planning will be dedicating the majority of the work session introducing the structure of a Form Based Code and presenting how the BoPa-FBC would be administered within the district.

The following explanation is from the Form Based Codes Institute:

**What Are Form-Based Codes?**

Form-based codes use physical form, rather than separation of land uses, as their organizing principle. They foster predictable results in the built environment and a high quality public realm.

**Definition of a Form-Based Code** Form-based codes foster predictable built results and a high-quality public realm by using physical form (rather than separation of uses) as the organizing principle for the code. They are regulations, not mere guidelines, adopted into city or county law. Form-based codes offer a powerful alternative to conventional zoning.

Form-based codes address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, and the scale and types of streets and blocks. The regulations and standards in form-based codes are presented in both words and clearly drawn diagrams and other visuals. They are keyed to a *regulating plan* that designates the appropriate form and scale (and therefore, character) of development, rather than only distinctions in land-use types.

This approach contrasts with conventional zoning's focus on the micromanagement and segregation of land uses, and the control of development intensity through abstract and uncoordinated parameters (e.g., FAR, dwellings per acre, setbacks, parking ratios, traffic LOS), to the neglect of an integrated built form. Not to be confused with design guidelines or general statements of policy, form-based codes are regulatory, not advisory. They are drafted to implement a community plan. They try to achieve a community vision based on time-tested forms of urbanism. Ultimately, a form-based code is a tool; the quality of development outcomes depends on the quality and objectives of the community plan that a code implements.<sup>a</sup>

The Park City Planning Department recommended future 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 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 as a mixed use neighborhood with public amenities such as trails, parks, and sidewalks. The aesthetic of the district and user experience will improve due to regulations for form and the public realm within the form base code.

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



For sake of comparison, below is the proposed connected street network for the Bonanza Park District (the white outline underneath are existing streets that are being incorporated into the new plan):



Form based code is a great tool to implement the 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. The following is the proposed Bonanza Park District Regulating Plan:



## Character Zones

There are four (4) proposed character zones within the BoPa-FBC. They are as follows:

**Mixed Use Center** – This Character Zone is intended to accommodate a variety of higher intensity uses related to entertainment, resort services, employment offices, education, and urban residential. The goal of the zone is to create an area that sustains itself both on and off peak tourist times and establishes itself as a true center of Bonanza Park.

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

**Neighborhood Shopping** – This Character Zone is intended to serve the neighborhood shopping for Bonanza Park and surrounding areas with the necessary services and staples that any neighborhood requires. The goal is to provide services within walking distance from urban residential, entertainment, resort tourism employment and other professional services in Bonanza Park.

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

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

- Uses (see table 4.1)
- Building Placement
  - Build to Lines
  - Setbacks
  - Required minimum building frontage based on Street Type
- Building Height
  - Maximum Heights
  - Minimum Floor Heights
- Commercial Frontage Requirements
- Parking and Service Access
  - Structured parking requirements
  - Off street parking
  - Driveways and Service Access
- Encroachments

## Street Designations

The Bonanza Park Regulating Plan designates streets in three major ways: Street cross sections, street types, and street priority.

1. Street Cross Sections address vehicular lane widths, number of lanes, pedestrian accommodation, street landscaping, on-street parking, and parkway and median standards.
2. Street Types designate the streets by their appropriate development context by denoting them on the Regulating Plan as Type “A” or Type “B” Streets.
  - a. Type “A” Streets are intended to provide the most pedestrian friendly and contiguous development context. Buildings along Type “A” Streets shall be held to the highest standard of pedestrian-oriented design and few, if any, gaps shall be permitted in the ‘Street Wall’. These streets are the main retail, restaurant, entertainment supportive streets in Bonanza Park.
  - b. Type “B” Streets are also intended to be pedestrian friendly with a mostly contiguous development context; however, in some locations, Type “B” Streets may need to accommodate driveways, parking, service/utility functions, and loading and unloading. In such cases, Type “B” Streets may balance pedestrian orientation with automobile accommodation. Typically, they shall establish a hybrid development context that has a more pedestrian friendly development context at street intersections and accommodate auto-related functions and surface parking in the middle of the block. Surface parking shall be screened from the roadway with a street or living fence. Type “B” Streets are designated in the Regulating Plan.
3. Street Priority establishes the phasing significance of different street segments within the Bonanza Park district. Primary streets are given more priority during the redevelopment of the district over secondary streets.
  - a. Primary Streets Established – Primary Streets are the street segments that are essential to implement the street network for the redeveloped Bonanza Park.
  - b. Secondary Streets Established – Secondary Streets are the street segments that are important, but not essential to implement the street network for the redeveloped Bonanza Park.

## **Open Space/Civic Space Designation**

The detailed Open Space and Civic Space Standards for each type of development are included in Section 7 of this Code. These standards include general character, typical size, frontage requirements, and typical uses. The Regulating Plan identifies two categories of Open Space and Civic Space as follows:

1. Required Open Space and Civic Spaces are the areas shown on the Regulating Plan with specific locations of future Open and Civic Spaces (including environmentally sensitive areas, parks, plazas, greens, squares, and paseos). These spaces have been identified on the Regulating Plan due to the certainty of their location within the context of the overall redevelopment of BoPa. Such required spaces may be either public or private open spaces.
2. Recommended Open Space and Civic Spaces are those areas shown on the Regulating Plan as desirable locations for future Open and Civic Spaces (including environmentally sensitive areas, parks, plazas, greens, squares, and paseos). These spaces have been identified on the Regulating Plan in order to implement a vision for redevelopment within the Bonanza Park.

## **Special Frontage Standards**

The regulating plan also identifies Special Frontage Standards to establish exceptions and special conditions for all buildings along designated frontage. Within the BoPa FBC, the Regulating Plan established special frontage standards for “Required Commercial Frontage”. These special standards apply to the area around the proposed Spur Park leading North on Homestake Road to the intersection of Kearns Blvd. The purpose of Special Frontage Standards is to create a strong sense of place in a designated area.

## **Incentive Standards**

The Bonanza Park Area Plan created incentivized options to allow developers/property owners to choose from an array of options to develop beyond the base zoning in exchange for community benefits. Section 6 of the draft BoPa FBC outlines the Incentive Standards for development entitlement greater than that established within the new base zoning in within Section 5. The Incentive Standards allow developers to build within the 4<sup>th</sup> and 5<sup>th</sup> story of the building pad in exchange for right of way dedication, open space, attainable housing, deed restricted uses, net zero buildings, and transfer of development right credits.

## **Traffic Study**

A traffic study was completed by InterPlan and Parson Brinkerhoff to provide a transportation framework for the successful implementation of redevelopment in Bonanza Park. Specifically, the two entities evaluated trip generation based on future mixed use and the proposed grid network. The Environmental Protection Agency’s Mixed-Use Trip Generation Model was utilized to calculate vehicle trip reductions based on land uses and number of road intersections, among other factors. The study

identified that form based code typically allows for more density and more intersections, which in turn results in vehicle trip reductions by reducing the load on just a few streets.

The study also addressed key elements to redevelopment including phasing of right-of-way improvement, a future transit center, and aerial transit service. Access management along SR-224 and SR-248 was analyzed for compliance under UDOT's regulations. The priority and secondary roads within the regulating plan were established utilizing the findings of this study. The study also made recommendations that the Bonanza Park Area Plan be updated to reflect elimination of curb cuts to compliment the findings of the SR-224 corridor study. Otherwise, the SR-224 corridor study mirrors the proposed grid system in the Bonanza Park Area Plan.

Minor street layout modifications to the internal grid and the intersection around the spur park were recommended. These modifications will also be intergraded into the Area Plan. Section 7 of the traffic study estimated proposed right-of-way costs based on cross sections within the draft form based code.

#### **Next Steps:**

On December 12, 2012, the Planning Commission will review a complete draft of the BoPa-FBC and conduct a public hearing during the regularly scheduled meeting. Comments and direction given during the October 24, 2012 work session will be addressed within the code revisions prior to the December 12<sup>th</sup> meeting. Staff anticipates a final review and recommendation by the Planning Commission in January of 2013. The BoPa-FBC will require a recommendation by the Planning Commission and adoption by the City Council in order to replace the current zoning (General Commercial – GC) in the Bonanza Park District. The Bonanza Park Regulating Plan must be adopted as an amendment to the official Park City Zoning Map.

#### **Bonanza Park Area Plan**

Prior to adoption of the Form Based Code, the Bonanza Park Area Plan must be adopted as a supplement section of the current General Plan. Further discussion on the layout of the regulating plan and the proposed Incentive Standards is necessary to finalize the Bonanza Park Area Plan. As staff continues to create a code for the incentivized plan, concern has been raised with the give/gets for deed restricted community benefits such as business incubator space, culinary schools, etc. due to the possibility of a business not succeeding and creating a rental/finance issue for future possible tenants. Staff is considering removing the Tier 2 business incentives and would work toward the creation of financial benefits (such as grants and loan programs) to incentivize such tenants in the future. Affordable housing, assisted living, and apartment housing incentives would remain.

- 1. Do the City Council and Planning Commission support staffs concern for deed restricting business types within the proposed incentive standards outlined in Section 6 of the BoPa-FBC?***

**2. Do the City Council and Planning Commission support the allowance for TDR credits and to incentivize Net Zero buildings within the entire building pad on the fourth and fifth story?**

Streets Master Plan

Prior to the adoption of the Form Based Code, the Streets Inventory that is part of the Traffic and Transportation Master Plan must be updated to reflect the future right-of-way recommendations in the Regulating Plan. Staff seeks direction on the from the City Council and Planning Commission regarding the street layout of the district in order to begin working on amendments to the Streets Master Plan.

**3. Do the City Council and Planning Commission have any concerns regarding the layout of the district within the Regulating Plan?**

Affordable Housing Resolution

Prior to the adoption of the Form Based Code, staff may need to amend the newly adopted housing resolution to include an option within the Bonanza Park district to allow the attainable housing option presented within the Bonanza Park Area Plan and the draft BoPa-FBC.

Rocky Mountain Power Station

Rocky Mountain Power (RMP) owns the Park City Substation located centrally in the Bonanza Park which is critical to the City's power grid. It takes transmission line energy and converts it to distribution level charges that flow to homes and businesses in a significant portion of Park City. The substation is currently running at capacity. RMP is under obligation to provide service and has determined that the Park City grid must be upgraded. The upgrades are according to a regional power grid improvement and service area upgrade master plan that area officials helped shape about three (3) years ago.

RMP approached the City approximately eighteen (18) months ago indicating that the Park City Substation is extremely close to capacity and is in need of expansion. The goal of RMP is to have the substation expansion occur within the next two (2) years – to be up and running in 2015. Staff recognized that this was the opportunity to investigate the possibility of moving the substation. After looking at seven alternative sites and weighing each against a list of criteria, the top two sites for the expansion include the existing substation sight and 1555 Lower Iron Horse Drive.

Local property owner, Mark Fischer, is willing to trade his site at 1555 Lower Iron Horse Drive in return for the current site within Bonanza Park, to facilitate redevelopment complimentary to the Bonanza Park Area Plan. The Bonanza Park Area Plan supports the move of the RMP substation to the Lower Iron Horse Drive property to allow for more diversity of uses within the central location, including a central park, pedestrian trails, mixed used district, and commercial ready frontage areas. The Form Based Code allows the substation in each of the proposed locations.

**Summary Recommendations:**

Staff recommends that the Planning Commission and City Council review the preliminary draft of the Bonanza Park Form Based Code (BoPa-FBC) and the Findings of the Bonanza Park Traffic Study. During the Work Session, Gateway Planning will walk the Planning Commission and City Council through an overview of how Form Base Code is administered and provide a mock example of an application. The purpose of this meeting is to introduce form based code, go over the findings of the traffic study, and receive direction on the listed questions.

**Exhibits**

Exhibit A – Draft Bonanza Park Form Based Code

Exhibit B – Bonanza Park Traffic Study findings

Exhibit C – January 12, 2012 Joint PC/CC Meeting Staff Report

Exhibit D – January 12, 2012 Joint PC/CC Meeting Minutes

Exhibit E – Planning Magazine Article on Mixed-Use

**Title 15, Chapter 2.25 Bonanza Park Form-Based Code (BoPa-FBC)****Table of Contents**

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## 1.0 Introduction

This document provides the implementation tools that address the rules for new development and redevelopment consistent with the Bonanza Park Area Plan supplement to the General Plan. Excerpts from the Area Plan are used throughout the document to provide guidance to property owners, applicants, and developers on the vision for the area.

### 1.1 Purpose and Intent

The purpose of the Bonanza Park Form-Based Code (BP-FBC) is to implement the vision of improved connectivity through a pedestrian oriented, mixed-use neighborhood in which local residents live, work, and play, by:

- (a) Providing increased attainable housing opportunities;
- (b) Incentivizing community benefits;
- (c) Creating authenticity through placemaking, human scale, and contemporary design; and
- (d) Promoting economic development.

Therefore, the goals of the Bonanza Park FBC are to provide a more functional and dense community through the use of recognized principles of urban design and allow property owners flexibility in land use, while prescribing a higher level of detail in building design, form, and the public realm.

### 1.2 Relationship to Adopted Plans

The Bonanza Park FBC implements the following planning principles for the Bonanza Park District, as follows:

- (a) Reconnect to the history of this locale.
- (b) Take a collaborative partnership approach to redevelopment between the City, property owners, local residents, and business owners within the district.
- (c) Actively promote inward migration into the redevelopment area rather than passively allowing outward migration and sprawl.
- (d) Protect view corridors and the connection to the mountains.
- (e) Improve internal circulation and enhance connectivity to the surrounding mobility systems.
- (f) Redevelop utilizing future-oriented, environmentally-conscious development practices.
- (g) Maintain the area as a commercial district with special emphasis on fostering economic development within the local resident population and existing businesses.
- (h) Establish the Bonanza Park District as a neighborhood where locals to live, work, and play.
- (i) Address the housing and social needs of the neighborhood's diverse population.
- (j) Create an authentic and lively district through design and attention to the public realm.

## 2.0 Components of the Code

2.1 **Regulating Plan:** The Bonanza Park District Regulating Plan (Appendix A) is hereby adopted as the official zoning map for the District. Within any area subject to the approved Regulating Plan, this BOPA-FBC becomes the exclusive and mandatory regulation.

### (a) Establishment of Character Zones

The Regulating Plan (Appendix A) establishes the following Character Zones.

- i. **Mixed Use Center** – The Mixed Use Center zone is intended to accommodate a variety of higher intensity uses related to entertainment, resort services, employment offices, education, and urban residential. The goal of the zone is to create an area that sustains itself both on and off peak tourist times and establishes itself as a true center of Bonanza Park.
  - ii. **Resort Gateway** – The Resort Gateway zone is intended to be the location for resort services and resort hotels along the major entrance corridors into Bonanza Park. As the gateway of the Park City when coming into town, or going to mountain facilities, the resort gateway zone identifies the preferred location within the Bonanza Park District to stay, dine and shop. The goal for this zone is to be an appropriate entryway to the City and the Bonanza Park area by expressing a resort character.
  - iii. **Neighborhood Shopping** – The Neighborhood Shopping zone is intended to serve the neighborhood shopping for Bonanza Park and surrounding areas with the necessary services and staples that any neighborhood requires. The goal is to provide services within walking distance from urban residential, entertainment, resort tourism employment and other professional services in Bonanza Park.
  - iv. **Iron Horse Industrial Arts**– The Iron Horse Industrial Arts zone is intended to foster a range of light industrial arts, services, and design elements, while continually transitioning into a local arts neighborhood with urban living in an eclectic lifestyle that is reflective of the industrial roots of this section of Bonanza Park. The goal is to provide urban residential neighborhood and maintain a place within the city limits for light industrial professional services.
- (b) **Street Designations** – The Streets within Bonanza Park shall be classified in three major ways. First, the *Street Cross Sections* shall address vehicular lane widths, number of lanes, pedestrian accommodation, street tree requirements, on-street parking, and parkway and median standards (streetscape standards). These standards are laid out within the character zone itself. Second, *Street Type* designations shall classify the streets by their appropriate development context by denoting them on the Regulating Plan as Type “A” or Type “B” Streets. Last, *Street Priority* shall establish the phasing significance (primary and secondary) of different street segments within Bonanza Park. Refer to Section 7.0 Street Design Standards for the detailed regulations.
- (c) **Open Space/Civic Space designations** –Open Space and Civic Space within Bonanza Park shall be categorized as Required Open/Civic Space and Recommended Open/Civic Space. The detailed Open Space and Civic Space Standards for different open space types are included in Section 8.0 of this Code. These standards include general character, typical size, frontage requirements, and typical uses.
- (d) **Special Frontage Standards** – The Special Frontage Standards establish exceptions and special conditions for all buildings along designated frontages. Special Frontage Standards shall apply in addition to the underlying Character Zone standards.
- 2.2 **Development Standards:** The BOPA-FBC text portion of this Appendix enumerates the development standards with text and graphics for Character Zones, Frontage Types, building form, landscape, signage, and lighting.
- 2.3 **Using This Document**
- The following basic steps should be followed to determine the uses and development standards applicable on property within the Bonanza Park District:

- i. Review the Table 3.1 to evaluate the applicability of the BOPA-FBC based on scope of the proposed development.
- ii. Locate the subject property on Bonanza Park Regulating Plan (Appendix E-1).
- iii. Identify:
  - i. the Character Zone in which the property is located;
  - ii. All Street Designation along all its street frontages;
  - iii. Any open space/civic space designations applicable to the property (required and recommended); and
  - iv. Any Special Frontage Requirements or special requirements that may be applicable to the subject property.
- iv. Review the Schedule of Uses by Character Zone as listed in Table 4.1 to determine allowed uses.
- v. Examine the corresponding zone standards in the Building Form and Development Standards in Section 5 to determine the applicable base development standards and any Special Frontage standards.
- vi. Refer to Section 6 for Incentive Standards for development entitlement greater than established by Section 5
- vii. Refer to Section 7 for Street Design Standards
- viii. Refer to Section 8 for Open Space/Civic Space Standards.
- ix. Refer to Section 9 for Landscape Standards and Section 10 for Sustainability Standards.

The information listed from the above listed steps explains where the building will sit on the lot, the limits on its three dimensional form, the range of uses, and the palette of materials that will cover it. For more specific dimensions and standards applicable to a particular property, consult with city staff.

### 3.0 Administration

#### 3.1 Applicability

- (a) The uses and buildings on all properties within the Bonanza Park Form-Based zoning classification shall conform exclusively to this Code unless specifically referenced in this Code. Table 3.1 shall determine the extent to which sections of the form-based code apply to any proposed development based on the type and scope of the proposed development.
- (b) Provisions of this BOPA-FBC are activated by “shall” when required; “should” and/or “may” when optional.
- (c) Terms used throughout this Code are defined in *Section 12. Definitions*. For those terms not defined in *Section 12. Definitions*, Definitions in various sections of the Title 15 of the Park City Municipal Corporation Land Management Code shall apply. For terms not defined in either section, they shall be accorded commonly accepted meanings. In the event of conflict, the definitions of this Code shall take precedence.
- (d) Where in conflict, numerical metrics shall take precedence over graphic metrics.

#### 3.2 Relationship to other city ordinances

- (a) For all property zoned as BOPA-FBC, the standards in this document shall supersede standards under:
  - i. Off-Street Parking under Title 15 Chapter 3 of the Land Management Code, as amended, except as specifically referenced herein.
  - ii. Supplemental Regulations under Title 15 Chapter 4 of the Land Management Code, as amended, except as specifically referenced herein.
  - iii. Subdivision Provisions and Procedures under Title 15 Chapter 7 of the Land Management Code, as amended, except as specifically referenced herein.
  - iv. Non-Conforming Uses and Non-Conforming Structures under Title 15 Chapter 9 of the Land Management Code, as amended, except as specifically referenced herein.
- (b) Development standards not addressed in this ordinance shall be governed by the Park City Municipal Corporation Land Management Code to the extent they are not in conflict with the intent or text of the BOPA-FBC Code.

#### 3.3 Development Review Process

- (a) Administrative Review versus Park City Planning Commission (PC) Review: Projects that clearly comply with all standards of the Code and projects that require Minor Modifications shall be processed administratively by the Planning Director or designee without PC review. The Planning Director shall be responsible for the following:
  - i. Reviewing site plan applications for compliance with the requirements of BOPA-FBC Code.
  - ii. Approving site plan applications that are in compliance with the requirements of the BOPA-FBC Code.
  - iii. Approving revisions to previously approved site plans that comply with this Code and all applicable city ordinances.
  - iv. Approving any minor modifications to the approved Regulating Plan and Code per Section 3.3 (b) and Table 3.2.
  - v. Forwarding any appeals to the decision of the Planning Director and/or major modifications to the PC.

Table 3.1 Applicability Matrix

Code Section	Section 4: Schedule of Uses	Section 5: Build-to zones and setbacks	Section 5: Height	Section 5: Parking and Street Screen Standards	Section 7: Street Design Standards	Section 8: Civic/Open Space Standards	Section 9: Landscape and Streetscape Standards	Section 10: Sustainability Standards
<b>Type of Development</b>								
<b>Commercial (retail, office, restaurant), lodging, mixed use building, apartment/multi-family building (3 or more units per lot), and live-work buildings</b>								
New Construction	X	X	X	X	X	X	X	X
Change of Use/Expansion of use (without expansion of building and regardless of change in value)	X			X			X	
Any increase in value of improvements with NO increase in building area	X			X	X		X	
<b>Expansion of Building Area</b>								
0% - 49% increase in building area regardless of increase in value <ul style="list-style-type: none"> <li>Standards in applicable sections shall apply only to the expansions</li> </ul>	X	X	X	X	X	X	X	X
50% or greater increase in building area AND less than both (i) 50% increase in value of improvements (ii) Any proposed improvements valued at \$150,000 or more (collective improvements within any continuous three (3) year period) <ul style="list-style-type: none"> <li>Standards in applicable sections shall apply only to the expansions</li> </ul>	X	X	X	X	X	X	X	X
50% or greater increase of building area AND more than either (i) 50% increase in value of improvements or (ii) Any proposed improvements valued at \$150,000 or more (collective improvements within any continuous three (3) year period) <ul style="list-style-type: none"> <li>Standards in applicable sections shall apply to the site including retrofitting of the existing building and site if non-complying subject to Minor Modifications in Section 3.3 (b) and Table 3.2.</li> </ul>	X	X	X	X	X	X	X	X
<b>Expansion of parking area only (not in conjunction with a building or use expansion)</b>								
Up to 10 spaces				X				
11 or more additional spaces				X	X		X	X
<b>Facade changes to existing buildings (regardless of value of improvements proposed)</b>								
Addition of non-air conditioned space such as patios, porches, arcades, canopies, and outdoor seating areas (subject to Minor Modifications in Section 3.3 (b) and Table 3.2)		X	X					
<b>Residential Buildings (single family attached and detached buildings)</b>								
New construction	X	X	X	X	X	X	X	X
Change of Use (without expansion of building)	X			X				
Addition of non-air conditioned space such as patios, porches, arcades, canopies, private open space, recreational amenities and courtyards/forecourts (subject to Minor Modifications in Section 3.3 (b) and Table 3.2)		X	X					
Expansion of use/structure (new accessory building/structure on the lot)	X	X	X	X			X	

X- denotes required compliance with that section of the code

- (b) **Minor Modifications to the BOPA-FBC:** The Planning Director shall have the authority to approve a request for minor modifications to BOPA-FBC that:
  - i. Does not materially change the circulation and building location on the site;
  - ii. Does not increase the building area permitted under this Code;
  - iii. Does not change the relationship between the buildings and the street;
  - iv. Does not allow greater height of any building as established in this Code; or
  - v. Change any required element of the Regulating Plan and the Code beyond the thresholds established in Table 3.2 below
  - vi. Any appeals to the decisions of the Planning Director on minor modifications shall be heard by the PC.
  
- (c) **Site Plan Required:** A Site Plan shall be required per \_\_\_ of the Land Management Code. The full list of required materials is included in the Bonanza Park FBC development application available from the City's Planning Department. In general, the following information is required, as applicable:
  - i. Certified Survey
  - ii. Site Plan
  - iii. Building Plans and Elevations
  - iv. Landscape Plan
  - v. Description of Proposed Scope of Work
  - vi. Photographs of Site and Existing Conditions
  
- (d) **Major Modifications and PC Review:** The PC shall review projects that request any Major Modifications to the standards in this Code or interpretation or discretionary judgment with respect to the project's compliance with standards. The PC may allow additional flexibility for projects of exceptional civic or environmental design. The PC is authorized to consider these major modifications to the Code, provided a project complies with the redevelopment vision for Bonanza Park.
  
- (e) **Variances to Zoning Requirements:** Any waiver of basic property development standards related to building heights or setbacks shall require a variance considered by the Board of Adjustment per Title 15 Chapter 10 of the Land Management Code.

Table 3.2 Minor Modification Criteria

<b>Standard</b>	<b>Minor Modification Allowed</b>	<b>Criteria</b>
Area/boundary of Individual Character Zones	No more than a 15% change (increase or decrease) in the area of any individual Character Zone (aggregate or per block)	<ul style="list-style-type: none"> <li>• Shall not eliminate any Character Zone</li> <li>• Shall not change the overall boundary of the BOPA-FBC Zoning Boundary in the Regulating Plan</li> <li>• 15% measurement shall be based on the total area of that specific Character Zone within the entire BOPA-FBC Zoning District</li> </ul>
Location of any Primary Street	Location may be shifted no more than 100' in any direction	<ul style="list-style-type: none"> <li>• Shall maintain the connectivity intended by the Regulating Plan</li> </ul>
Area of any Required Civic/Open Space	May be reduced by no more than 10%	<ul style="list-style-type: none"> <li>• Shall maintain the frontages required by the Regulating Plan</li> <li>• Area may be adjusted to accommodate any shifting of any Primary Streets only</li> </ul>
<b>Building Form and Development Standards</b>		
<ul style="list-style-type: none"> <li>• Build to zones/setbacks</li> </ul>	No more than a 20% change in the maximum or minimum setback.	<ul style="list-style-type: none"> <li>• Changes to the build to zones and setbacks may only be due to:                             <ol style="list-style-type: none"> <li>any changes to the street cross sections or changes in the width of a sidewalk or</li> <li>accommodate existing buildings and structures on the lot that meet the overall intent and vision for redevelopment in Bonanza Park</li> </ol> </li> <li>• In no case shall the sidewalk be less than 6 feet in width along Bonanza Drive and 5 feet in width along all other streets.</li> </ul>
<ul style="list-style-type: none"> <li>• Building Frontage</li> </ul>	No more than a 15% reduction in the required building frontage along each block of a Type "A" Street and no more than a 25% reduction in the required building frontage along each block of a Type "B" Street.	<ul style="list-style-type: none"> <li>• Any reduction in the required building frontage shall be to address one of the following:                             <ol style="list-style-type: none"> <li>To accommodate porte-cocheres for drop-off and pick-up or</li> <li>To accommodate existing buildings and site elements to be retained or</li> <li>To accommodate other required transit, bike-pedestrian related, storm water drainage, water quality, or light impact design elements on the site</li> </ol> </li> </ul>
	Deferment of Building Frontage requirements along certain streets (both Type "A" and Type "B" Streets)	<ul style="list-style-type: none"> <li>• Building frontage standards may be deferred along certain streets in order to accommodate phased development/redevelopment on the site in conjunction with a developers agreement or other official performance agreement or contract adopted between the developer/property owner and the city or public entity</li> </ul>
<ul style="list-style-type: none"> <li>• Building Frontage</li> </ul>	Reduction of building frontage requirements for lots with frontage along two or more Type "A" Streets	<ul style="list-style-type: none"> <li>• Frontage requirement along <u>one</u> Type "A" Street frontage may be replaced with the corresponding standard for a Type "B" Street instead. In determining which Type "A" Street frontage may be changed to a Type "B" Street frontage, maintaining continuity of building frontages of adjoining blocks on both sides of the Type "A" designated streets shall be considered.</li> </ul>
<ul style="list-style-type: none"> <li>• Street screen</li> </ul>	Waiver of street screen requirement along a Type "B" Street or Boulevard	<ul style="list-style-type: none"> <li>• Requirement for a street screen may only be waived along the Type "B" Street or along the frontage of any interim surface parking lot (off-street) that is intended to be in-filled with a parking structure.</li> <li>• In no case shall any portion of the surface parking have frontage along a Type "A" Street without a required street screen</li> <li>• In no case shall the (off-street) surface parking lot be located at a street intersection for a minimum depth of 20' along each street (regardless of the Street Type).</li> </ul>
Streetscape standards	Street tree planting, street lighting, and other streetscape standards may be adjusted based on the development context and street cross section.	<ul style="list-style-type: none"> <li>• Any changes to the streetscape standards shall be based on specific development context such as vegetation, natural features, drainage, and fire access and is subject to approval by the City.</li> </ul>

<b>Standard</b>	<b>Minor Modification Allowed</b>	<b>Criteria</b>
Build-to zones, setbacks, building frontage, parking location, street screen, driveways and access standards	Deferment of one or more of these standards	<ul style="list-style-type: none"> <li>Any of these standards may be deferred in order to accommodate phased development/redevelopment on the site in conjunction with a phasing plan or other agreement with the city</li> </ul>
<b>Nonconforming Structures and/or Sites</b>		
Nonconforming Structures or Sites	Allow changes to nonconforming structures or sites	<ul style="list-style-type: none"> <li>Subject to this section, any changes to Nonconforming Structures and/or sites that are required to comply with all the provisions of the BOPA-FBC may be waived by the Planning Director if he/she finds that compliance cannot be achieved due to:                             <ol style="list-style-type: none"> <li>The location of existing buildings or other improvements to be retained on the site;</li> <li>The size or nature of the proposed building limits placement on the site;</li> <li>Topography, protected trees, or critical environmental features; or</li> <li>The location of pre-existing water quality or detention facilities.</li> </ol> </li> <li>A waiver from the requirements of this Code shall be to the minimum extent required based on the criteria of this subsection.</li> </ul>
Nonconforming Structures or Sites	Allowing new development on sites with nonconforming structures and/or nonconforming sites	<ul style="list-style-type: none"> <li>The standards in this Code may apply only to the portion of the site or lot being redeveloped with other standards deferred due to phased development.</li> </ul>
	Allow utilization of existing nonconforming structures or sites	<ul style="list-style-type: none"> <li>Existing nonconforming structures or sites may be occupied or utilized as part of a phased redevelopment plan or other agreement with the city</li> </ul>
Any other numerical standard in the code	A modification up to 10% (increase or decrease)	<ul style="list-style-type: none"> <li>A small modification of a numerical standard is needed to accommodate existing conditions and context</li> <li>The proposed development still meets the intent of the Code.</li> </ul>

3.4 Plat Approval: The applicant shall follow Title 15 Chapter 7 of the Land Management Code, for the plat approval subject to the requirements per this Code.

3.5 Non-conforming Uses and Non-complying Structures:

- (a) Non-conforming Uses: Any non-conforming use that does not conform to the provisions of this code must comply with the regulations per Title 15 Chapter 9 of the Land Management Code. A Non-Conforming Use may not be moved, enlarged, altered, or occupy additional land, except as provided in this Title 15 Chapter 9 of the Land Management Code.
- (b) Non-complying Structure: Any non-complying structure that does not conform to the provisions of this code must comply with the regulations per Title 15 Chapter 9 of the Land Management Code. A Non-Complying Structure may not be moved, enlarged, or altered, except in the manner provided in Title 15 Chapter 9 of the Land Management Code.

3.6 Amendments to the Code: Amendments and changes to the Regulating Plan, text and property boundaries beyond those expressed permitted under this Code shall follow the requirements of Title 15 Chapter 1, subsection 7 of the Land Management Code.

**4.0 Schedule of Permitted Uses**

**4.1 Applicability:** Due to the emphasis on urban form over land uses in the BOPA-FBC District, general use categories have been identified by Character Zone. Uses not listed in the following schedule (Table 4.1), but are substantially similar, may be permitted upon approval of the Planning Director or his/her designee, subject to appeal to the City Council pursuant to LMC 15-1-18.

Table 4.1 – Schedule of Uses				
Character Zone	Mixed use Center	Resort Gateway	Neighborhood Shopping	Iron Horse Industrial Arts
<b>Land Use</b>				
<b>Commercial Uses (Office, Retail, Sales and Service Uses)</b>				
Retail Sales or Service (personal service uses) with <u>no drive through window or drive in service</u> (includes alcohol sales). Excluded from this category are retail sales and service establishments geared towards the automobile	P	P	P	P
Auto-related Sales or Service establishments	NP	NP	P/C	P/C
Finance, Insurance, and Real Estate establishments including banks, credit unions, real estate, and property management services, <u>with no drive through window or drive in service</u>	P	P	P	P
Offices for business, professional, administrative, and technical services such as accountants, architects, lawyers, doctors, etc.	P	P	P	P
Research laboratory headquarters, laboratories and associated facilities	P	P	P	P
Food Service Uses such as full-service restaurants, cafeterias, bakeries and snack bars with <u>no drive through window or drive in service</u> . Included in this category is café seating within a public or private sidewalk area with no obstruction of pedestrian circulation. Also included in this category is the sale of alcoholic beverages (with food service).	P	P	P	P
Bars and/or drinking establishment	P	P	P	P
Pet and animal sales or service (incl. vet clinic)	P	P	P	P
Any permitted use with a drive through window or drive-in service	NP	P/C/CUP	NP	P/C/CUP
<b>Arts, Entertainment, and Recreation Uses</b>				
Amusement or theme park establishment (indoor) including bowling alleys, bingo parlor, games arcades, skating, etc.	P	P	P	P
Amusement or theme park establishment (outdoor) including miniature golf, go-cart tracks, etc.	P/CUP	P/CUP	P/CUP	P/CUP
Art galleries	P	P	P	P
Art, antique, furniture or electronics studio (retail, repair or fabrication; excludes auto electronics sales or service)	P	P	P	P
Games arcade establishments	P	P	P	P
Theater, cinema, dance, or music establishment	P	P	P	P
Museums and other special purpose recreational institutions	P	P	P	P
Fitness, recreational sports, gym, or athletic club	P	P	P	P
Parks, greens, plazas, squares, and playgrounds (public and private)	P	P	P	P
<b>Educational, Public Administration, Health Care and Other Institutional Uses</b>				
Business associations and professional membership organizations	P	P	P	P
Child day care and preschools	P	P	P	P

Table 4.1 – Schedule of Uses				
Character Zone	Mixed use Center	Resort Gateway	Neighborhood Shopping	Iron Horse Industrial Arts
Schools, libraries, and community halls	P	P	P	P
Universities and Colleges	P	P	P	P
Technical, trade, and specialty schools	P	P	P	P
Hospitals and nursing establishments	P	P	P	P
Civic uses	P	P	P	P
Social and fraternal organizations	P	P	P	P
Social services and philanthropic organizations	P	P	P	P
Public administration uses (including local, state, and federal government uses, public safety, health and human services)	P	P	P	P
Religious Institutions	P	P	P	P
Funeral homes	P	P	P	P
<b>Residential Uses</b>				
Home Occupations	P/A	P/A	P/A	P/A
Multi-family residential (3 or more units in one structure)				
Ground floor	P/C	P	P	P/C
Upper floors	P	P	P	P
Residential Lofts	P/C	P	P	P/C
Single-family residential attached dwelling unit (Townhomes)	P/C	P	NP	P/C
Duplex or Triplex	P/C	P	P	P/C
Accessory residential unit	NA	NA	NA	P
Live-work unit	P	P	P	P
<b>Manufacturing, transportation, communication, and utility Uses</b>				
Cottage Manufacturing uses	NP	NP	NP	P
Miscellaneous manufacturing and assembly (included in this category are jewelry, silverware, equipment, electronics, personal metal goods, flatware, dolls, toys, games, musical instruments, office supplies, and signs.)	NP	NP	NP	P
Wholesale trade establishment	NP	NP	NP	P
Warehouse and storage services	NP	NP	NP	P
Publishing (newspaper, books, periodicals, software)	P	P	P	P
Motion picture and sound recording	P	P	P	P
Telecommunications and broadcasting (radio, TV, cable, wireless communications, telephone, etc)	P	P	P	P
Information services and data processing	P	P	P	P
Utilities and utility services (electric, natural gas, alternative) (includes power station)	NP	NP	NP	P
<b>Other Uses</b>				
	P	P	P	P
Nightly rentals (not to exceed 20% of the total units (including lockouts and accessory dwelling units) within each residential property)	P	P	P	P
Hotels	NP	P	NP	NP
Parking, surface (primary use of property)	P/C	P/C	P/C	P/C
Parking, surface (accessory use of property)	P	P	P	P
Parking, structured	P	P	P	P
Private attached garage	NP	NP	NP	P
Private detached garage	NP	NP	NP	P
Sales from kiosks (for food vendors only - other city ordinances may apply)	P	P	P	P
Veterinary clinic	P	P	P	P

Character Zone	Mixed use Center	Resort Gateway	Neighborhood Shopping	Iron Horse Industrial Arts
Community garden	P/C	P/C	P/C	P/C
Incidental Outdoor Display (subject to <span style="background-color: yellow;">  </span> )	P/A	P/A	P/A	P/A
Antennas including cell, accessory, and mounted on top of buildings.	P/A	P/A	P/A	P/A
Wind energy equipment	P/A/C	P/A/C	P/A/C	P/A/C
Solar energy equipment	P/A/C	P/A/C	P/A/C	P/A/C
Special Event	P/CUP	P/CUP	P/CUP	P/CUP
Sexually-Oriented Business (shall meet standards in 15-2.18-7 of the LMC)	NP	NP	NP	P/CUP
Any ground floor, single-tenant space greater than ___ feet	P/CUP	P/CUP	P/CUP	NP

P= Permitted by right    NP= Not Permitted    P/C = Permitted with Specific Criteria as established in Table 4.2    P/A = Permitted Accessory Use    NA= Not applicable  
 P/A/C = Permitted Accessory Use with Specific Criteria as established in Table 4.2    P/C/CUP = Permitted with Specific Criteria in Table 4.2 and with a Conditional Use Permit    P/CUP = Permitted with a Conditional Use Permit

4.2 Use Criteria: All uses listed as P/C in Table 4.1 shall also meet the following standards in Table 4.2

Table 4.2 – Use Criteria		
Use	District Permitted	Location & Design Criteria
<b>Non-Residential Uses</b>		
Auto-related Sales and Service	Neighborhood Shopping, Iron Horse Industrial Arts	<ul style="list-style-type: none"> <li>• Gas pumps, canopies, and/or service bays shall not be located along any Type “A” Street frontage.</li> <li>• Gas pumps, canopies, and/or service bays shall meet the following standards along Type “B” Streets:                             <ul style="list-style-type: none"> <li>○ Drive-through lanes, auto service bays, and gas station canopies shall be hidden behind a 3’ high Street Screen along Type “B” Street frontages. The Street Screen shall be made up of:                                     <ul style="list-style-type: none"> <li>i. the same material as the principal building or</li> <li>ii. a living screen or</li> <li>iii. a combination of the two.</li> </ul> </li> <li>○ No more than 50% of a lot’s frontage along a Type “B” Street may be dedicated to frontage of drive through lanes, canopies, service bays, and other auto-related site elements.</li> <li>○ Any automobile related retail sales or service use of a site or property with frontage on a Type “A” or “B” Street shall also have a building with a pedestrian entrance at a Type “A” Street and/or Type “B” Street.</li> <li>○ Drive through access (driveways) may be from a Type “A” Street only if the lot has no access to any Type “B” Street</li> </ul> </li> <li>• No outdoor storage of vehicles or other products sold shall be permitted along Type “A” Streets. Outdoor storage of vehicles and/or other products sold shall be screened with a required street screen along Type “B” Streets (see Section 9 for standards).</li> </ul>
Any use with a drive through window or drive up service (including banks and financial institutions; cleaning and pressing shop; funeral homes and mortuaries; retail store; restaurant)	Resort Gateway, Iron Horse Industrial Arts	<ul style="list-style-type: none"> <li>• Drive through facilities shall meet the following standards in addition to a CUP requirement:                             <ul style="list-style-type: none"> <li>○ Drive-through lanes, auto service bays, and gas station canopies shall be hidden behind a 3’ high Street Screen along Type “B” Street frontages. The Street Screen shall be made up of:                                     <ul style="list-style-type: none"> <li>i. the same material as the principal building or</li> <li>ii. a living screen or</li> <li>iii. a combination of the two.</li> </ul> </li> <li>○ No more than 50% of a lot’s frontage along a Type “B” Street may be dedicated to frontage of drive through lanes, canopies, service bays, and other auto-related site elements.</li> <li>○ Any automobile related retail sales or service use of a site or property with frontage on a Type “A” or “B” Street shall also have a building with a pedestrian entrance at a Type “A” Street and/or Type “B” Street.</li> <li>○ Drive through access (driveways) may be from a Type “A” Street only if the lot has no access to any Type “B” Street</li> <li>○ The applicant must demonstrate that at periods of peak operation of the drive-up window, the Business patrons will not obstruct driveways or Streets and will not interfere with the intended traffic circulation on the Site or in the Area.</li> </ul> </li> </ul>

Table 4.2 – Use Criteria

Use	District Permitted	Location & Design Criteria
<b>Residential Uses</b>		
Multi-family residential (Ground Floor), Residential Lofts, Duplex or Triplex, and Single-family residential attached dwelling unit (Townhomes)	Mixed Use Center, Iron Horse Industrial Arts	<ul style="list-style-type: none"> <li>• Ground Floors of frontages designated as Required Commercial Frontage shall not be occupied by residential, office or institutional uses to a minimum depth of 50' from the front building façade line.</li> </ul>
<b>Other Uses</b>		
Parking, surface (primary use of property)	All Zones	<ul style="list-style-type: none"> <li>• <u>New</u> surface parking lots as the only use of property shall only be permitted as an interim use of property (5 years increments)</li> <li>• Applications for new surface lots shall include in-fill building concepts on the lot</li> <li>• New surface parking shall be set back a minimum of 30' from the edge of the right-of-way of Type "A" Streets.</li> <li>• New surface parking shall not be located at any street intersection for minimum of 30' along each street.</li> </ul>
Community Garden	All Zones	<ul style="list-style-type: none"> <li>• Shall be no larger than 1.0 acre.</li> <li>• Gardens shall be enclosed by a fence on all open sides.</li> <li>• Fences should be installed straight and plumb, with vertical supports at a minimum of 8' on center. Chicken wire, if used, should be continuously supported along all edges.</li> <li>• Fencing Materials:                             <ul style="list-style-type: none"> <li>○ <u>Permitted</u>: pressure treated wood (must be painted or stained medium to dark color), chicken wire, wrought iron, painted galvanized steel</li> <li>○ <u>Not permitted</u>: chain link, bobbed wire, vinyl, un-painted/stained pressure treated wood, plywood</li> </ul> </li> </ul>
Antennas including cell, accessory and mounted  (Excluded from this category are freestanding and commercial antennas and equipment buildings)	All Zones	<ul style="list-style-type: none"> <li>• Antennas shall be permitted on rooftops.</li> <li>• Antennas shall be screened entirely with a screen of same color as the principal building.</li> <li>• Antennas shall not be visible from any adjacent Type "A" Street.</li> </ul>
Rain water harvesting equipment	All Zones	<ul style="list-style-type: none"> <li>• Rain water harvesting equipment may not be installed along Type "A" Streets.</li> <li>• On all other frontages, they shall be screened with a Street Screen at least as high as the equipment being screened.</li> </ul>
Utility equipment (includes electrical transformers, gas meters, etc)	All Zones	<ul style="list-style-type: none"> <li>• Utility equipment shall not be installed with frontage on Type "A" Streets.</li> <li>• On all other frontages, they shall be screened with a Street Screen at least as high as the equipment being screened.</li> </ul>

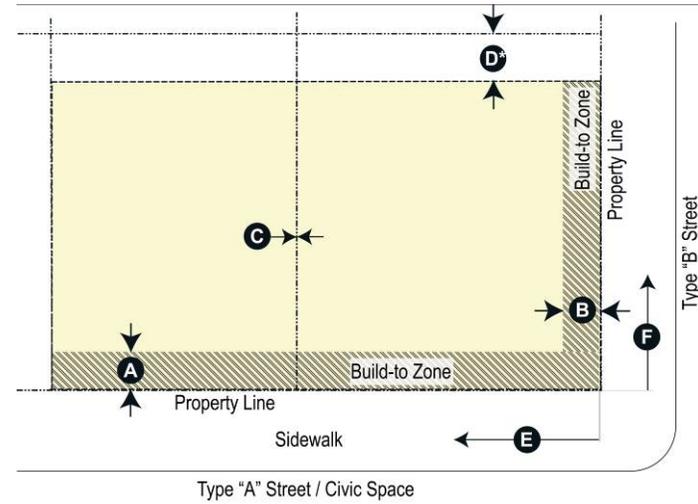
Mixed Use Center Character Zone

5. Building Form and Development Standards

5.1 Mixed Use Center

(b) Building Height

(a) Building Placement



Legend



**(i) Build-to Zone (BTZ)**  
**(Distance from property line to edge of the zone)**

Park Ave./SR 224	30' (min.) – 40' (max.)	
Kearns Blvd./SR 248	50' (min.) – 75' (max.)	
Type "A" Street / Civic Space	0' (min.) - 5' (max.) (see Note 6)	<b>A</b>
Type "B" Street	0' (min.) – 10' (max.) (see Note 6)	<b>B</b>
Alley	NA (see below for min. setback)	

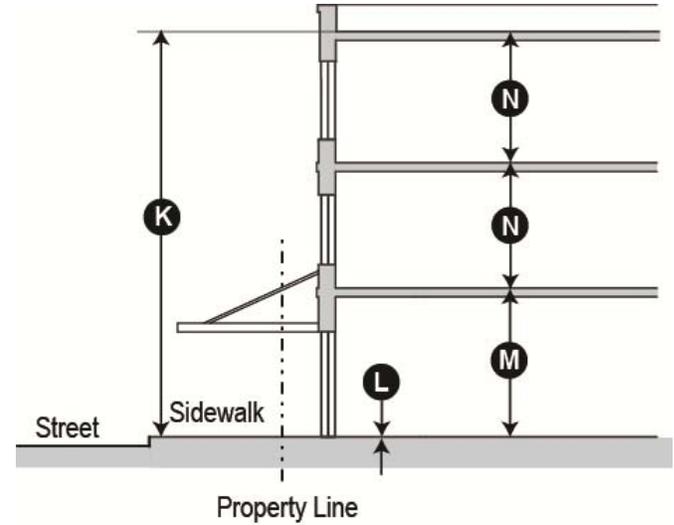
**(ii) Setbacks**

Alley	5' min.	<b>C</b>
Side	0' min.; (see Note 1)	<b>D</b>
Rear	5' min. (see Note 1)	<b>D*</b>

**(iii) Building Frontage**

Building Frontage required along Type "A" Street/Civic Space BTZ	90% (min.) (see Note 2)	<b>E</b>
Building Frontage required along Type "B", Park Ave, and Kearns Blvd. BTZs	70% (min.) (see Note 2)	<b>F</b>
Building Frontage required along Alley	None Required	

**(iv)** Building frontage requirements for lots with frontage along two or more Type "A" Streets may be modified based on a minor modification to reduce the frontage requirement along one Type "A" Street frontage. In such cases, the standard for one of the Type "A" Streets may be replaced by the required Type "B" Street standard.



**(i) Principal Building Standards**

Building maximum	3 stories and 35' (see Notes 4, 5, and 8) (Additional building height may be permitted per Section 6 of this Code)	<b>K</b>
First floor to floor height	15' (min.) for all commercial/mixed use buildings or any building with Commercial Ready Frontage designation 10' (min.) for all other buildings and frontages (see Note 3)	<b>M</b>
Ground floor finish level	12 inches max. above sidewalk (for ground floors of commercial/mixed use buildings or any building with Commercial Ready Frontage designation) 18" (min.) above sidewalk for residential buildings (see Note 7)	<b>L</b>
Upper floor(s) height	10' min.	<b>N</b>

**(ii) Accessory Building Standards**  
Accessory buildings shall meet the standards for Principal Building standards in the Mixed Use Center Zone.

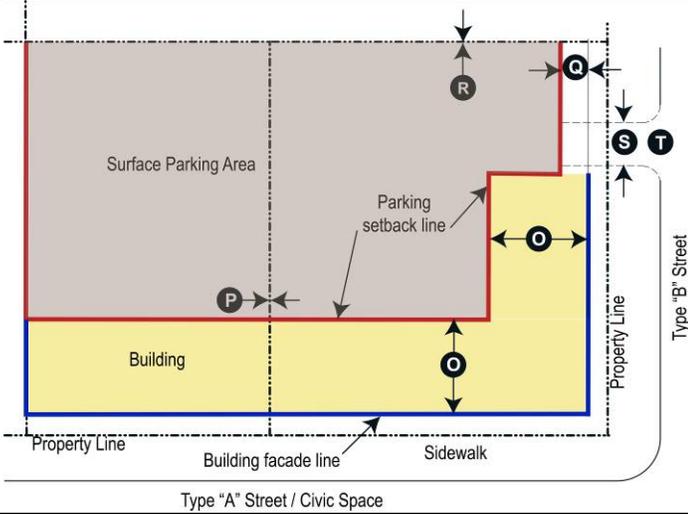
**(c) Commercial Frontage Requirements**

(i) Ground floors of all buildings with Required Commercial Frontage designation on the Regulating Plan shall not be occupied by residential, office, or institutional uses up to a minimum depth of 50' from the front building façade line.

Mixed Use Center Character Zone

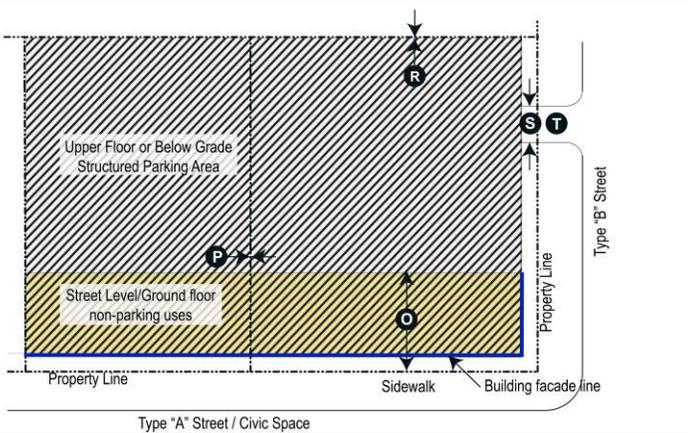
(d) Parking & Service Access

(i) Surface Parking Setbacks



Park Ave./Kearns Blvd.	Shall be located 5' (min.) behind the property line (Street screen req'd; see Section 9.0)	
Type "A" Street Setback	Shall be located behind the principal building	O
Type "B" Street Setback	Shall be located either behind the principal building or a min. of 3' behind the building façade line along that street only	O Q
Alley Setback	Shall be located 5' (min.) behind the property line	
Side and Rear setbacks	0' (see #2)	P R

(ii) Structured Parking or Below Grade Parking Setbacks



Park Ave./Kearns Blvd.	Shall be located 5' (min.) behind the property line	
Type "A" Street Setback	Min. of 30' from the property line	O
Type "B" Street/Alley setback	May be built up to the building façade line along each street	
Side and rear setback	0' min. (see Note 1)	P R

Partially Below Grade Parking

May be built up to the building façade line along Park Ave., Kearns Blvd., Type "B" Streets and Alleys only.

(iii) Required Off-Street Parking Spaces

- Parking Ratios for Non-residential uses and ground floor Commercial Ready area shall be a minimum of 4 spaces per 1,000 sq.ft.
- Parking Ratios for Residential uses shall be a minimum of 2 spaces per dwelling unit.
- Bicycle Parking: Bicycle parking shall be provided at a minimum of 10% of all required automobile spaces.
- Location of Bicycle Parking: For retail and commercial ready buildings, min. 75% of all required bicycle parking shall be located along Type "A" Streets and within 50 feet of a primary building entrance.
- Required off-street parking spaces may be reduced per Section 6.
- All standards for off-street parking with the exception of Parking Ratios for all uses shall meet the standards in Chapter 3 of the LMC.

(iv) Driveways and Service Access

Parking driveway width	24' max. (at the throat)	S
Driveways and off-street loading and unloading may be located with access from or frontage along a Type "A" Street only if the property has no access to either a Type "B" or Alley or shared/joint access easement to an adjoining property with access to a Type "B" Street or Alley.		T
Shared driveways, mutual access easements or cross access easements shall be required to adjoining properties when driveway and service access is off a Type "A" Street.		
Service and loading/unloading areas shall be screened per Section 9.0.		

(e) Encroachments

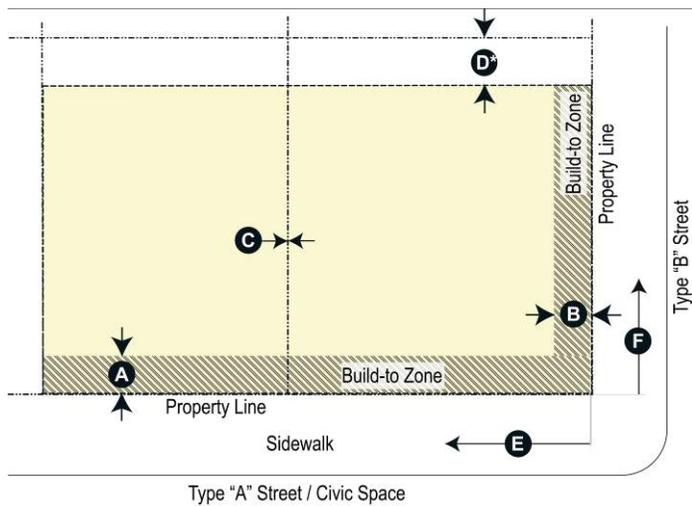
Type "A" Street / Civic Space	50% of the depth of the sidewalk or 10' (whichever is less)
Type "B" Street	50% of the depth of the sidewalk or 10' (whichever is less)
Alley	Encroachments allowed over any required setbacks No encroachments permitted over the property line or Alley R-O-W
Rear and side	Encroachments allowed over any required setbacks No encroachments permitted over the property line

Canopies, awnings, galleries, and balconies may encroach over the BTZ and setback areas per standards established in this character district as long as the vertical clearance is a minimum of 8' from the finished sidewalk elevation. In no case shall an encroachment be located over an on-street parking or travel lane.

**Resort Gateway Character Zone**

**5.2 Resort Gateway**

**(a) Building Placement**



**(i) Build-to Zone (BTZ)  
(Distance from property line to edge of the zone)**

Park Ave. and Deer Valley Dr/SR 224	30' (min.) – 40' (max.)	
Kearns Blvd./SR 248	50' (min.) – 75' (max.)	
Type "A" Street / Civic Space	0' (min.) - 10' (max.) (see Note 6)	<b>A</b>
Type "B" Street	0' (min.) – 10' (max.) (see Note 6)	<b>B</b>
Alley	NA (see below for min. setback)	

**(ii) Setbacks**

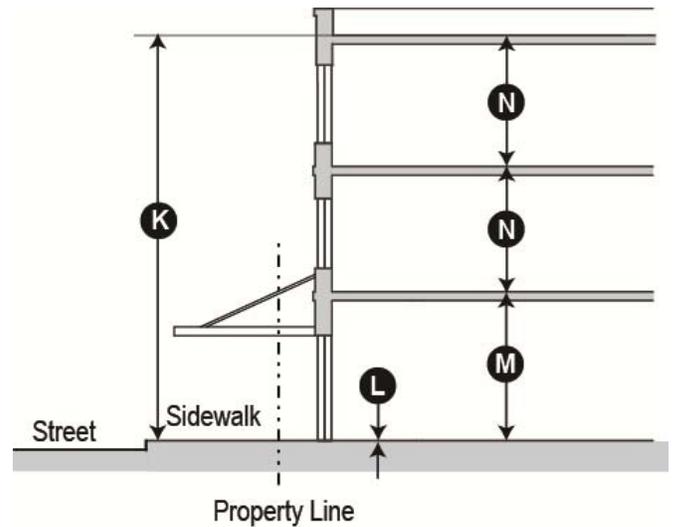
Alley	5' min.	<b>C</b>
Side	0' min.; (see Note 1)	<b>D</b>
Rear	5' min. (see Note 1)	<b>D*</b>

**(iii) Building Frontage**

Building Frontage required along Type "A" Street/Civic Space BTZ	80% (min.) (see Note 2)	<b>E</b>
Building Frontage required along Type "B", Park Ave, Deer Valley Dr. and Kearns Blvd. BTZs	50% (min.) (See Note 2)	<b>F</b>
Building Frontage required along Alley	None Required	

(iv) Building frontage requirements for lots with frontage along two or more Type "A" Streets may be modified based on a minor modification to reduce the frontage requirement along one Type "A" Street frontage. In such cases, the standard for one of the Type "A" Streets may be replaced by the required Type "B" Street standard.

**(b) Building Height**



**(iii) Principal Building Standards**

Building maximum	3 stories and 35' (see Notes 4, 5, and 8) (Additional building height may be permitted per Section 6 of this Code)	<b>K</b>
First floor to floor height	15' (min.) for all commercial/mixed use buildings or any building with Commercial Ready Frontage designation 10' (min.) for all other buildings and frontages (see Note 3)	<b>M</b>
Ground floor finish level	12 inches max. above sidewalk (for ground floors of commercial/mixed use buildings or any building with Commercial Ready Frontage designation) 18" (min.) above sidewalk for residential buildings (see Note 7)	<b>L</b>
Upper floor(s) height	10' min.	<b>N</b>

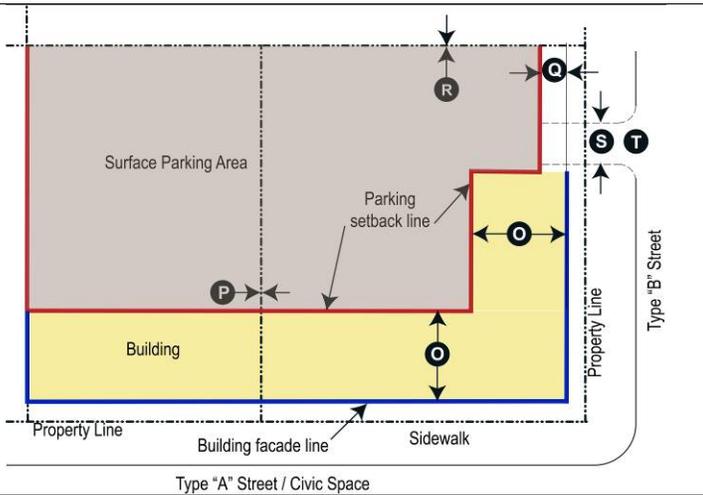
**(iv) Accessory Building Standards**

Accessory buildings shall meet the standards for Principal Building standards in the Resort Gateway Zone.

**Resort Gateway Character Zone**

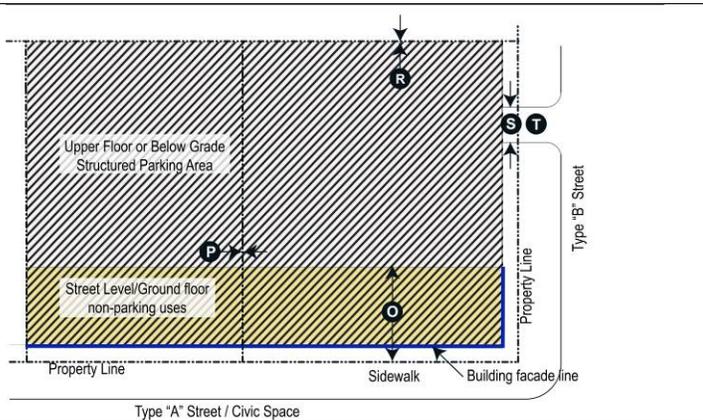
**(c) Parking & Service Access**

**(i) Surface Parking Setbacks**



Type "A" Street / Civic Space	
Park Ave., Kearns Blvd, and Deer Valley Dr	Shall be located 5' (min.) behind the property line (Street Screen req'd; see Section 9.0)
Type "A" Street Setback	Shall be located behind the principal building <b>O</b>
Type "B" Street Setback	Shall be located either behind the principal building or a min. of 3' behind the building façade line along that street only <b>O Q</b>
Alley Setback	Shall be located 5' (min.) behind the property line
Side and Rear setbacks	0' (see Note 1) <b>P R</b>

**(ii) Structured Parking or Below Grade Parking Setbacks**



Type "A" Street / Civic Space	
Park Ave., Kearns Blvd, and Deer Valley Dr	Shall be located 5' (min.) behind the property line
Type "A" Street Setback	Min. of 30' from the property line <b>O</b>
Type "B" Street /Alley setback	May be built up to the building façade line along each street
Side and rear setback	0' min. (see Note 1) <b>P R</b>

**Partially Below Grade Parking**

May be built up to the building façade line along Park Ave., Kearns Blvd., Deer Valley Dr., Type "B" Streets and Alleys only.

**(iii) Required Off-Street Parking Spaces**

- Parking Ratios for Non-residential uses and ground floor Commercial Ready area shall be a minimum of 4 spaces per 1,000 sq.ft.
- Parking Ratios for Residential uses shall be a minimum of 2 spaces per dwelling unit.
- Bicycle Parking: Bicycle parking shall be provided at a minimum of 10% of all required automobile spaces.
- Location of Bicycle Parking: For retail and commercial ready buildings, min. 75% of all required bicycle parking shall be located along Type "A" Streets and within 50 feet of a primary building entrance.
- Required off-street parking spaces may be reduced per Section 6.
- All standards for off-street parking with the exception of Parking Ratios for all uses shall meet the standards in Chapter 3 of the LMC.

**(iv) Driveways and Service Access**

Parking driveway width	24' max. (at the throat)	<b>S</b>
Driveways and off-street loading and unloading may be located with access from or frontage along a Type "A" Street only if the property has no access to either a Type "B" or Alley or shared/joint access easement to an adjoining property with access to a Type "B" Street or Alley.		<b>T</b>
Shared driveways, mutual access easements or cross access easements shall be required to adjoining properties when driveway and service access is off a Type "A" Street.		
Service and loading/unloading areas shall be screened per Section 9.0.		

**(d) Encroachments**

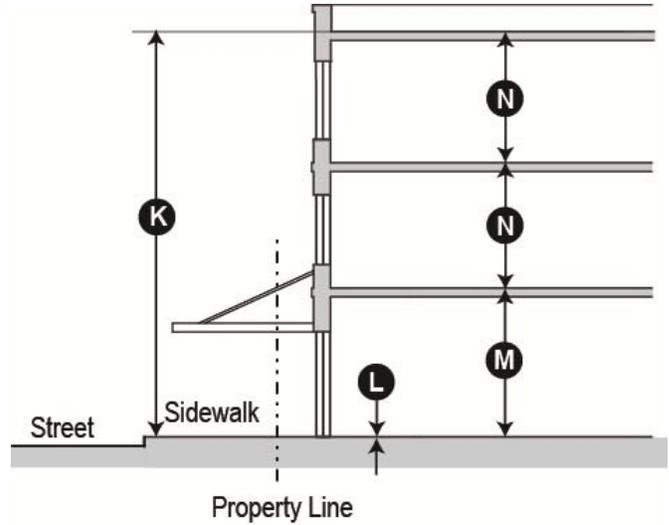
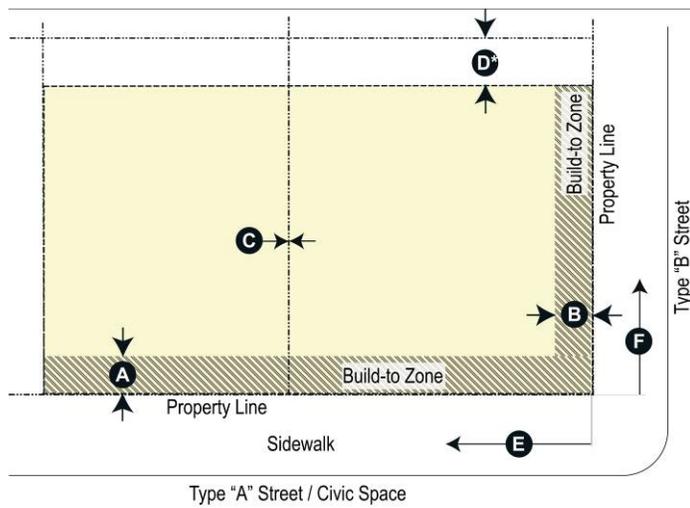
Type "A" Street / Civic Space	50% of the depth of the sidewalk or 10' (whichever is less)
Type "B" Street	50% of the depth of the sidewalk or 10' (whichever is less)
Alley	Encroachments allowed over any required setbacks No encroachments permitted over the property line or Alley R-O-W
Rear and side	Encroachments allowed over any required setbacks No encroachments permitted over the property line
Canopies, awnings, galleries, and balconies may encroach over the BTZ and setback areas per standards established in this character district as long as the vertical clearance is a minimum of 8' from the finished sidewalk elevation. In no case shall an encroachment be located over an on-street parking or travel lane.	

**Neighborhood Shopping Character Zone**

**5.3 Neighborhood Shopping**

**(b) Building Height**

**(a) Building Placement**



**Legend**



**(i) Build-to Zone (BTZ)**

**(Distance from property line to edge of the zone)**

Type "A" Street / Civic Space	0' (min.) - 10' (max.) (see Note 6)	<b>A</b>
Type "B" Street	0' (min.) - 10' (max.) (see Note 6)	<b>B</b>
Alley	NA (see below for min. setback)	

**(i) Setbacks**

Alley	5' min.	<b>C</b>
Side	0' min.; (see Note 1)	<b>D</b>
Rear	5' min. (see Note 1)	<b>D*</b>

**(ii) Building Frontage**

Building Frontage required along Type "A" Street/Civic Space BTZ	80% (min.) (see Note 2)	<b>E</b>
Building Frontage required along Type "B", Park Ave, Deer Valley Dr. and Kearns Blvd. BTZs	50% (min.) (see Note 2)	<b>F</b>
Building Frontage required along Alley	None Required	

(iii) Building frontage requirements for lots with frontage along two or more Type "A" Streets may be modified based on a minor modification to reduce the frontage requirement along one Type "A" Street frontage. In such cases, the standard for one of the Type "A" Streets may be replaced by the required Type "B" Street standard.

**(i) Principal Building Standards**

Building maximum	3 stories and 35' (see Notes 4, 5, and 8) (Additional building height may be permitted per Section 6 of this Code)	<b>K</b>
First floor to floor height	15' (min.) for all commercial/mixed use buildings or any building with Commercial Ready Frontage designation 10' (min.) for all other buildings and frontages (see Note 3)	<b>M</b>
Ground floor finish level	12 inches max. above sidewalk (for ground floors of commercial/mixed use buildings or any building with Commercial Ready Frontage designation) 18" (min.) above sidewalk for residential buildings (see Note 7)	<b>L</b>
Upper floor(s) height	10' min.	<b>N</b>

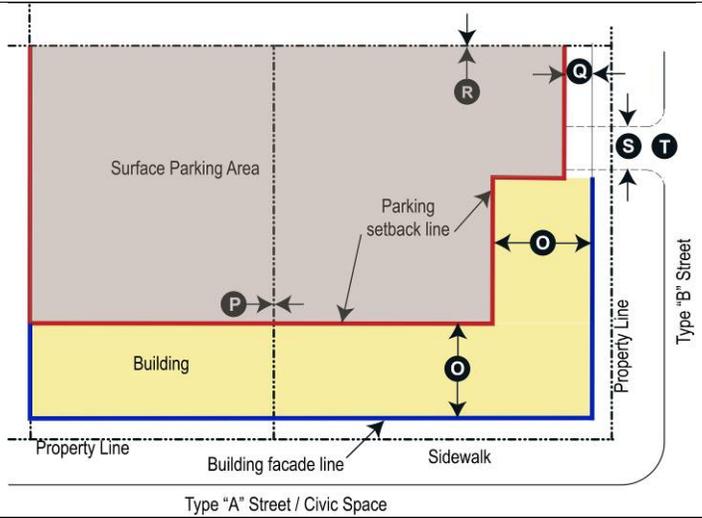
**(ii) Accessory Building Standards**

Accessory buildings shall meet the standards for Principal Building standards in the Neighborhood Shopping Character Zone.

**Neighborhood Shopping Character Zone**

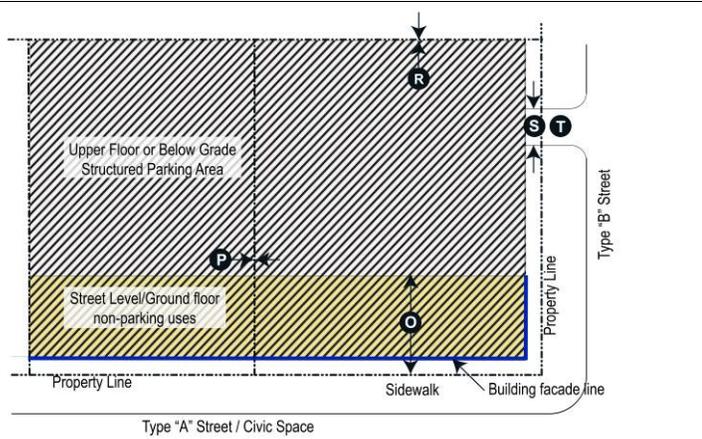
**(c) Parking & Service Access**

**(i) Surface Parking Setbacks**



Type "A" Street Setback	Shall be located behind the principal building	<b>O</b>
Type "B" Street Setback	Shall be located either behind the principal building or a min. of 3' behind the building façade line along that street only	<b>O Q</b>
Alley Setback	Shall be located 5' (min.) behind the property line	
Side and Rear setbacks	0' (see Note 1)	<b>P R</b>

**(ii) Structured Parking or Below Grade Parking Setbacks**



Type "A" Street Setback	Min. of 30' from the property line	<b>O</b>
Type "B" Street /Alley setback	May be built up to the building façade line along each street	
Side and rear setback	0' min. (see Note 1)	<b>P R</b>

**Partially Below Grade Parking**

May be built up to the building façade line along Type "B" and Alleys only.

**(iii) Required Off-Street Parking Spaces**

- Parking Ratios for Non-residential uses and ground floor Commercial Ready area shall be a minimum of 4 spaces per 1,000 sq.ft.
- Parking Ratios for Residential uses shall be a minimum of 2 spaces per dwelling unit.
- Bicycle Parking: Bicycle parking shall be provided at a minimum of 10% of all required automobile spaces.
- Location of Bicycle Parking: For retail and commercial ready buildings, min. 75% of all required bicycle parking shall be located along Type "A" Streets and within 50 feet of a primary building entrance.
- Required off-street parking spaces may be reduced per Section 6.
- All standards for off-street parking with the exception of Parking Ratios for all uses shall meet the standards in Chapter 3 of the LMC.

**(iv) Driveways and Service Access**

Parking driveway width	24' max. (at the throat)	<b>S</b>
Driveways and off-street loading and unloading may be located with access from or frontage along a Type "A" Street only if the property has no access to either a Type "B" or Alley or shared/joint access easement to an adjoining property with access to a Type "B" Street or Alley.		<b>T</b>
Shared driveways, mutual access easements or cross access easements shall be required to adjoining properties when driveway and service access is off a Type "A" Street.		
Service and loading/unloading areas shall be screened per Section 9.		

**(d) Encroachments**

Type "A" Street / Civic Space	50% of the depth of the sidewalk or 10' (whichever is less)
Type "B" Street	50% of the depth of the sidewalk or 10' (whichever is less)
Alley	Encroachments allowed over any required setbacks No encroachments permitted over the property line or Alley R-O-W
Rear and side	Encroachments allowed over any required setbacks No encroachments permitted over the property line

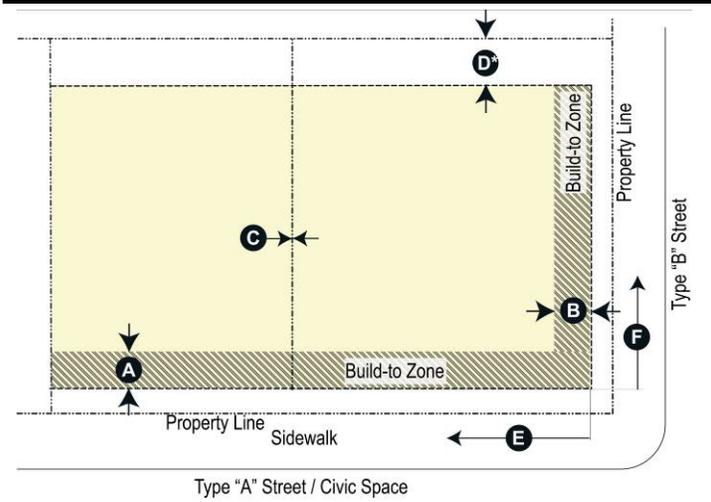
Canopies, awnings, galleries, and balconies may encroach over the BTZ and setback areas per standards established in this character district as long as the vertical clearance is a minimum of 8' from the finished sidewalk elevation. In no case shall an encroachment be located over an on-street parking or travel lane.

**Iron Horse Industrial Arts Character Zone**

**5.4 Iron Horse Industrial Arts**

**(b) Building Height**

**(a) Building Placement**



**Legend**



**(i) Build-to Zone (BTZ)  
(Distance from property line to edge of the zone)**

Type "A" Street / Civic Space	5' (min.) - 30' (max.) (see Note 6)	<b>A</b>
Type "B" Street	5' (min.) - 30' (max.) (see Note 6)	<b>B</b>
Alley	NA (see below for min. setback)	

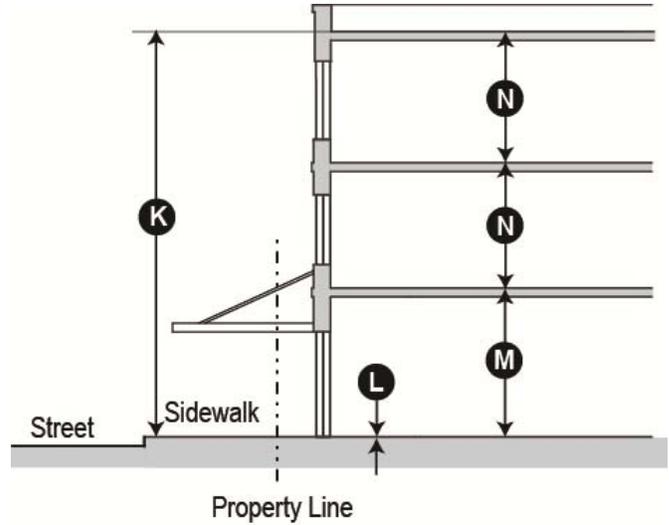
**(i) Setbacks**

Alley	5' min.	<b>C</b>
Side	0' min.; (see Note 1)	<b>D</b>
Rear	5' min. (see Note 1)	<b>D*</b>

**(ii) Building Frontage**

Building Frontage required along Type "A" Street/Civic Space BTZ	60% (min.) (see Note 2)	<b>E</b>
Building Frontage required along Type "B" Street	25% (min.) (see Note 2)	<b>F</b>
Building Frontage required along Alley	None Required	

(iii) Building frontage requirements for lots with frontage along two or more Type "A" Streets may be modified based on a minor modification to reduce the frontage requirement along one Type "A" Street frontage. In such cases, the standard for one of the Type "A" Streets may be replaced by the required Type "B" Street standard.



**(ci) Principal Building Standards**

Building maximum	3 stories and 35' (see Notes 4, 5, and 8) (Additional building height may be permitted per Section 6 of this Code)	<b>K</b>
First floor to floor height	15' (min.) for all commercial/mixed use buildings or any building with Commercial Ready Frontage designation 10' (min.) for all other buildings and frontages (see Note 3)	<b>M</b>
Ground floor finish level	12 inches max. above sidewalk (for ground floors of commercial/mixed use buildings or any building with Commercial Ready Frontage designation) 18" (min.) above sidewalk for residential buildings (see Note 7)	<b>L</b>
Upper floor(s) height	10' min.	<b>N</b>

**(cii) Accessory Building Standards**

Accessory buildings shall meet the standards for Principal Building standards in the Iron Horse Industrial Arts Character Zone.

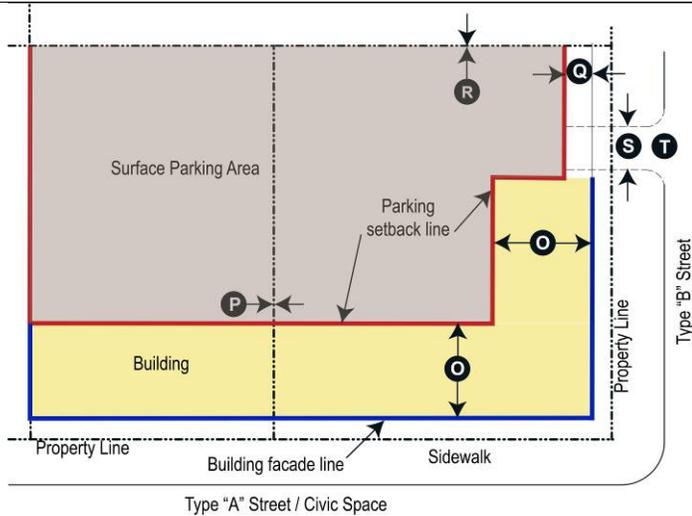
**(c) Commercial Frontage Requirements**

- (i) Ground floors of all buildings with Required Commercial Frontage designation on the Regulating Plan shall not be occupied by residential, office, or institutional uses up to a minimum depth of 50' from the front building façade line.

**Iron Horse Industrial Arts Character Zone**

**(d) Parking & Service Access**

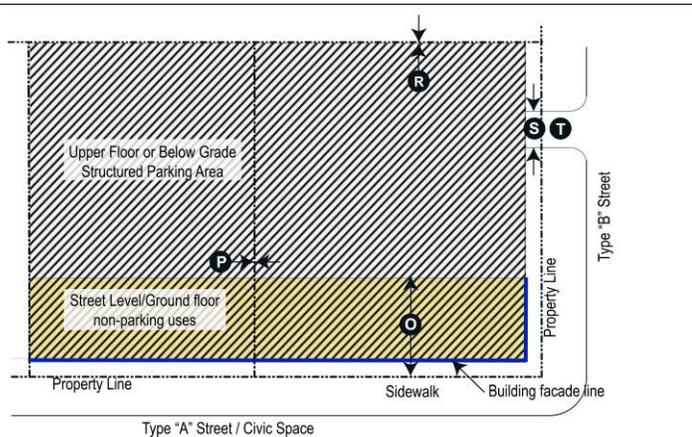
**(i) Surface Parking Setbacks**



Type "A" Street Setback	Shall be located behind the principal building	<b>O</b>
Type "B" Street Setback	Shall be located either behind the principal building <u>or</u> a min. of 3' behind the building façade line along that street <u>or</u> 5' behind the property line along that street (Street screen req'd; see Section 9.0)	<b>O Q</b>
Alley Setback	Shall be located 5' (min.) behind the property line	

Side and Rear setbacks	0' (see Note 1)	<b>P R</b>
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**(ii) Structured Parking or Below Grade Parking Setbacks**



Type "A" Street Setback	Min. of 30' from the property line	<b>O</b>
Type "B" Street/Alley setback	May be built up to the building façade line along each street	
Side and rear setback	0' min. (see Note 1)	<b>P R</b>

**Partially Below Grade Parking**

May be built up to the building façade line along Type "B" Street and Alleys only.

**(iii) Required Off-Street Parking Spaces**

- Parking Ratios for Non-residential uses and ground floor Commercial Ready area shall be a minimum of 4 spaces per 1,000 sq.ft.
- Parking Ratios for Residential uses shall be a minimum of 2 spaces per dwelling unit.
- Bicycle Parking: Bicycle parking shall be provided at a minimum of 10% of all required automobile spaces.
- Location of Bicycle Parking: For retail and commercial ready buildings, min. 75% of all required bicycle parking shall be located along Type "A" Streets and within 50 feet of a primary building entrance.
- Required off-street parking spaces may be reduced per Section 6.
- All standards for off-street parking with the exception of Parking Ratios for all uses shall meet the standards in Chapter 3 of the LMC.

**(iv) Driveways and Service Access**

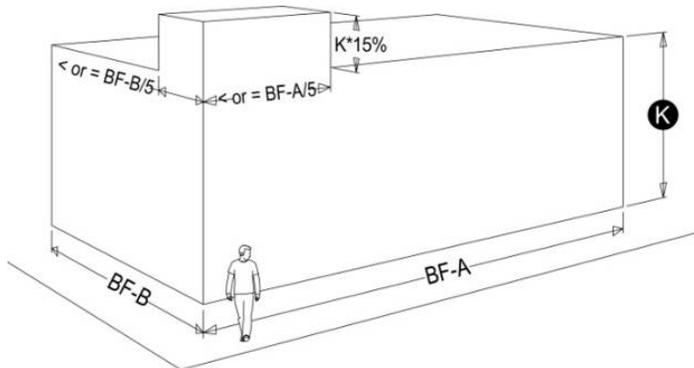
Parking driveway width	24' max. (at the throat)	<b>S</b>
Driveways and off-street loading and unloading may be located with access from or frontage along a Type "A" Street only if the property has no access to either a Type "B" or Alley or shared/joint access easement to an adjoining property with access to a Type "B" Street or Alley.		<b>T</b>
Shared driveways, mutual access easements or cross access easements shall be required to adjoining properties when driveway and service access is off a Type "A" Street.		
Service and loading/unloading areas shall be screened per Section 9.0.		

**(e) Encroachments**

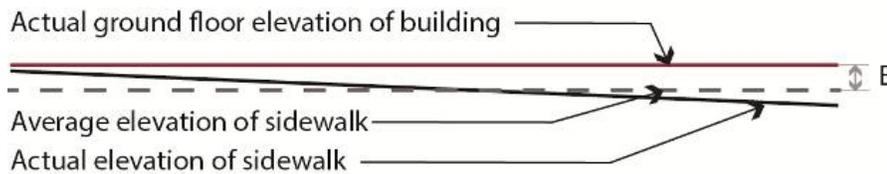
Type "A" Street / Civic Space	50% of the depth of the sidewalk or 10' (whichever is less)
Type "B" Street	50% of the depth of the sidewalk or 10' (whichever is less)
Alley	Encroachments allowed over any required setbacks No encroachments permitted over the property line or Alley R-O-W
Rear and side	Encroachments allowed over any required setbacks No encroachments permitted over the property line
Canopies, awnings, galleries, and balconies may encroach over the BTZ and setback areas per standards established in this character district as long as the vertical clearance is a minimum of 8' from the finished sidewalk elevation. In no case shall an encroachment be located over an on-street parking or travel lane.	

**5.5 Notes on all Character Zones**

1. Side and rear setbacks shall be based on minimum fire separation required between buildings, if applicable.
2. Corner building street facades along Type “A” and “B” Streets shall be built to the BTZ for a minimum of 20’ from the corner along each street or the width of the corner lot, whichever is less. Nothing in this requirement shall prevent from incorporation of curved, chamfered corners of buildings or recessed entries.
3. First floor heights shall not apply to parking structures.
4. Attics and mezzanines less than 7’ (avg.) height shall not be counted as a story but shall count towards building height limit.
5. Corner buildings may exceed the maximum building height by 15% for 20% of the building’s frontage along each corresponding street façade.



6. Setbacks and build-to lines on recessed entries and arcade buildings shall be measured from the front of façade with the recessed entry or arcade.
7. Note on measuring finished elevation of ground floors: On blocks where grade of the sidewalk changes along the street frontage, the finished ground floor building elevation shall be measured against the average elevation of the sidewalk along that block.



E = Ground floor elevation measurement

8. Building Height Measurement and Exceptions: Building height for sloping roofs shall be measured from the bottom of the eaves to the finished grade of the sidewalk in front of the building. The following height exceptions apply for all roof types:
  - i Antennas, chimneys, flues, vents, and similar Structures may extend up to five feet (5’) above the highest point of the Building to comply with the International Building Code (IBC).
  - ii Church spires, bell towers, and like architectural features, subject to LMC Chapter 15-5 Architectural guidelines and the Building Design Standards in this Code, may extend (50%)

above the zone height, but may not contain Habitable Space above the Zone Height. Such exception requires approval by the Planning Director.

- iii An Elevator Penthouse may extend up to eight feet (8') above the Zone Height
- iv Ski lift and tramway towers may extend above the zone height subject to a visual analysis and approval by the Planning Commission.

## 5.6 Building Design Standards

The Building Design Standards for Bonanza Park form-based code zoning district shall establish a coherent urban character and encourage authentic, enduring, and attractive development. Development plans or site plans shall be reviewed by the Planning Director or designee for compliance with the standards below.

The following key design principles establish essential goals for the redevelopment within Bonanza Park to be consistent with the vision for a vibrant urban neighborhood with a range of commercial, civic, educational and residential uses serving the residents and visitors alike.

- i. New and redeveloped buildings and sites shall utilize building and site elements and details to achieve a pedestrian-oriented public realm with sidewalks, street trees, and glazing;
  - ii. Design compatibility is not meant to be achieved through uniformity, but through the use of variations in building elements to achieve individual building identity and authenticity;
  - iii. Strengthen and celebrate Park City's unique architectural traditions, and specifically Bonanza Park's eclectic character;
  - iv. Building facades shall include appropriate architectural details and ornament to create variety and interest;
  - v. Open space(s) shall be incorporated to provide usable public areas integral to the urban environment and connection to the natural setting; and
  - vi. Increase the quality, adaptability, and sustainability in Park City's building stock.
- a. General to all Character Zones
    - (1) Building Orientation
      - i. Buildings shall be oriented towards Type "A" Streets, where the lot has frontage along Type "A" Streets or along Civic/Open Spaces. All other buildings may be oriented towards Type "B" Streets.
      - ii. Primary entrance to buildings shall be located on the street along which the building is oriented. At intersections, corner buildings may have their primary entrances oriented at an angle to the intersection.
      - iii. All primary entrances shall be oriented to the public sidewalk for ease of pedestrian access. Secondary and service entrances may be located from internal parking areas or alleys.

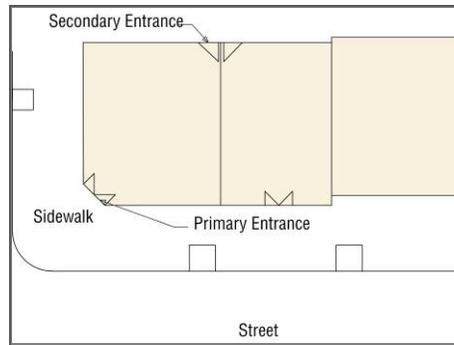


Figure showing required building orientation and location of primary entrances

(2) Design of Parking Structures

- i. All frontages of parking structures located on Type "A" Streets shall not have parking uses on the ground floor to a minimum depth of 50 feet along any Type "A" Street frontage. If the frontage is along a designated Required Commercial Frontage, then the Commercial Frontage requirement shall supersede.
- ii. The amount of Type "A" Street frontage devoted to a parking structure shall be minimized by placing the shortest dimension(s) of the parking structure along the Type "A" Street edge(s).
- iii. Parking structure facades on all Type "A" Streets shall be designed with both vertical (façade shifts of 20 feet to 30 feet) and horizontal (aligning with horizontal elements along the block) articulation.
- iv. Where above ground structured parking is located at the perimeter of a building with frontage along a Type "A" Street, it shall be screened in such a way that cars on all parking levels are completely hidden from view from all adjacent public streets. Parking garage ramps shall not be visible from any Type "A" Streets. Ramps shall not be located along the perimeter of the parking structure. Architectural screens shall be used to articulate the façade, hide parked vehicles, and shield lighting. In addition, the ground floor façade treatment (building materials, windows, and architectural detailing) shall be continued to at least the second floor of a parking structure along all Type "A" Streets.
- v. When parking structures are located at street intersections, corner architectural elements shall be incorporated such as corner entrance, signage and glazing.
- vi. Parking structures and adjacent sidewalks shall be designed so pedestrians and bicyclists are clearly visible to entering and exiting automobiles.

(3) Loading and Unloading

- i. All off-street loading, unloading, and trash pick-up areas shall be located along alleys or Type "B" Streets only unless permitted in the specific building form and development standards in Section 6 of this code. If a site has no access to an Alley, or Type "B" Street, off-street loading, unloading, and trash pick-up areas may be permitted along a Type "A" Street.
- ii. All off-street loading, unloading, or trash pick-up areas shall be screened using a Street Screen that is at least as tall as the trash containers and/or service equipment it is screening at the BTZ. The Street Screen shall be made up of (i) the same material as the principal building or (ii) a living screen or (iii) a combination of the two.

## (4) Façade Composition

- i. Buildings shall provide facade articulation per standards in Title 15, Chapter 5, Section 8 of the LMC.
- ii. This façade articulation may be expressed by changing materials, or color, or by using design elements such as fenestration, columns and pilasters, or by varying the setback of portions of the façade.
- iii. Primary Entrance Design: Primary building entrances along Type “A” and/or Type “B” Streets shall consist of at least two of following design elements so that the main entrance is architecturally prominent and clearly visible from that street:
  - i. Architectural details such as arches, friezes, awnings, canopies, arcades, tile work, murals, or moldings
  - ii. Integral planters or wing walls that incorporate landscape or seating elements
  - iii. Enhanced exterior light fixtures such as wall sconces, light coves with concealed light sources, ground-mounted accent lights, or decorative pedestal lights.
  - iv. Prominent three-dimensional, vertical features such as belfries, chimneys, clock towers, domes, spires, steeples, towers, or turrets.
  - v. A repeating pattern of pilasters projecting from the façade wall by a minimum of eight inches or architectural or decorative columns.
- iv. Spacing of Entrances: There shall be a minimum of one building entrance for every 50 feet of building frontage along all Required Commercial Frontages.
- v. Storefront Design:
  - (a) Storefronts on facades that span multiple tenants within the same building shall use architecturally compatible materials, colors, details, awnings, signage, and lighting fixtures. However, architectural diversity is encouraged for different buildings on the same block.
  - (b) Buildings shall generally maintain the alignment of horizontal elements along the block.
  - (c) Corner emphasizing architectural features, pedimented gabled parapets, cornices, awnings, blade signs, arcades, colonnades and balconies may be used along commercial storefronts to add pedestrian interest.

## (5) Windows and Doors

- i. Windows and doors on street (except alleys) fronting facades shall be designed to be proportional and appropriate to the specific architectural style of the building. First floor windows shall have a Visible Transmittance (VT) of 0.6 or higher.
- ii. All ground floor front facades of buildings along Type “A” Streets or Civic/Open Space shall have windows with a Visible Transmittance (VT) of 0.6 or higher covering no less than 40% of the ground floor façade area. Each upper floor of the same building facades facing a Type “A” Street or Civic/Open Space shall contain windows with a Visible Transmittance (VT) of 0.6 or higher covering no less than 25% of the façade area. All other street facing facades (except alleys) shall have windows with a Visible Transmittance (VT) of 0.6 or higher covering at least 15% of the façade area for all floors.

## (6) Building Materials

- a. Commercial or Mixed Use Building Materials
  - i. Building materials shall meet the standards in \_\_\_ of the LMC.

- ii. EIFS shall be limited to moldings and architectural detailing on building frontages along any Type “A” and “B” Streets. On alley facades, it shall only be used on upper floors (above 10’ in height).
- (7) Building Massing and Scale:
- i. Single tenant buildings between 15,000 and 25,000 sq.ft. in ground floor area shall be built in such a manner as to include a liner building with commercial frontage along all the building’s Type “A” frontages.
  - ii. Single tenant buildings over 25,000 sq.ft. in ground floor area may only be permitted with a CUP approved by the Planning Commission.

**6.0 Incentive Standards**

6.1 Purpose and Intent: The purpose of this section is to implement the Incentivized Plan recommendations of the Bonanza Park Plan in a streamlined and predictable manner in conjunction with the city’s affordable housing and Transfer of Development Rights policies.

6.2 Applicability: Any development that exceeds the maximum 3 story and 35’ building height standard in Bonanza Park shall meet the standards in this Section.

6.3 Incentives Matrix

<b>Tier 1</b>	<b>General Standards:</b> <ul style="list-style-type: none"> <li>Applicants may provide more than one of the listed development outcomes under Tier 1 and obtain the cumulative building square footage up to the maximum established for Tier 1.</li> <li>Tier 1 maximum development (cumulative for all development outcomes): Building height shall not exceed 5 floors or 60 feet. On the 4<sup>th</sup> floor, the building area shall be limited to 75% of the ground floor building area and on the 5<sup>th</sup> floor, the building area shall be limited to 25% of the ground floor building area unless otherwise specified below.</li> <li>Applicants providing more than one listed development outcomes under Tier 1 are also eligible to reduce their total required off-street parking by a maximum of 25%.</li> </ul>	
	<b>Development Outcomes</b>	<b>Standards or Criteria</b>
	1. Dedication/Reservation of R-O-W for a Primary Street	<ul style="list-style-type: none"> <li>Additional building square footage shall equal the total square feet provided in R-O-W dedication or reservation but no greater than the maximum permitted for Tier 1.</li> <li>R-O-W dedication/reservation shall meet the standards of this Code.</li> </ul>
	2. Dedication of Required or Recommended Open/Civic Space (includes community gardens and rooftop greenhouses) 3. Dedication/Reservation of R-O-W for a Secondary Street	<ul style="list-style-type: none"> <li>Additional building square footage shall equal the total square feet provided in Open/Civic Space (public or private) but no greater than the maximum permitted for Tier 1 with the exception of Rooftop Greenhouses which may be allowed on the 4<sup>th</sup> and 5<sup>th</sup> floor and do not count toward the building area limits.</li> <li>Additional building square footage shall equal to ½ of the total square feet provided in R-O-W dedication or reservation but no greater than the maximum permitted for Tier 1.</li> <li>R-O-W dedication/reservation shall meet the standards of this Code</li> </ul>
<b>Tier 2</b>	<b>General Standards:</b> <ul style="list-style-type: none"> <li>To be eligible for Tier 2 Incentives; applicants have to meet Tier 1 Development Outcomes 1 and 2 if applicable within the applicants property</li> <li>Tier 2 maximum development (cumulative for all development outcomes): Building height shall not exceed 5 floors. On the 4<sup>th</sup> floor, the building area shall be limited to 75% of the ground floor building area and on the 5<sup>th</sup> floor, the building area shall be limited to 25% of the ground floor building area unless otherwise specified below.</li> <li>Applicants are also eligible to reduce their total required off-street parking by a maximum of 50%</li> </ul>	
	<b>Development Outcomes</b>	<b>Standards or Criteria</b>
	1. Deed Restricted Uses (Per list in Section 6.5 below)	<ul style="list-style-type: none"> <li>Additional building square footage shall equal the total square feet provided in deed restricted space (cumulative of all types of deed restricted uses) but no greater than the maximum permitted under Tier 2.</li> </ul>

	2. Affordable housing units and attainable housing per standards in Table 6.2 below	<ul style="list-style-type: none"> <li>• Within this option, the applicant may utilize either the City's adopted Housing Resolution OR the Bonanza Park Affordable/Attainable Housing Option.</li> <li>• The Standards of the Bonanza Park Affordable/Attainable Housing Option outlined in Table 6.4 below shall apply</li> <li>• Additional building square footage shall be equal to the total square feet provided in affordable/attainable housing units; but no greater than the maximum permitted for Tier 2.</li> </ul>
	3. Assisted Living and/or Rental Apartments	<ul style="list-style-type: none"> <li>• Additional building square footage shall equal the total square feet provided in Assisted Living and Rental Apartment but no greater than the maximum permitted for Tier 2. The Assisted Living and/or Rental Apartment use shall be deed restricted.</li> </ul>
Tier 3	General Standards:	
	<ul style="list-style-type: none"> <li>• To be eligible for Tier 2 Incentives; applicants have to meet Tier 1 Development Outcomes 1 and 2 if applicable within the applicants property.</li> <li>• Applicants may provide more than one of the listed development outcomes under Tier 3 in addition to Tier 1 and Tier 2 and obtain the cumulative building square footage up to the maximums established for all three tiers.</li> <li>• Tier 3 maximum development (cumulative for all development outcomes): Building height shall not exceed 5 floors (100% of the ground floor building footprint on the 4<sup>th</sup> and 5<sup>th</sup> floors).</li> <li>• Applicants providing any Tier 3 development outcome is also eligible to reduce their total required off-street parking by a maximum of 50%</li> </ul>	
	Development Outcomes	Standards or Criteria
	1. Receiving any transfer of development right credits	<ul style="list-style-type: none"> <li>• Additional building square footage shall be equal to the total square feet provided by TDR; but no greater than the maximum permitted for Tier 3.</li> </ul>
2. Zero Carbon Building	<ul style="list-style-type: none"> <li>• Total building square footage shall be no greater than the maximum permitted for Tier 3.</li> </ul>	

#### 6.4 Affordable and Attainable Housing Options

This section provides for an alternative option to the 2007 Affordable Housing Resolution by addressing local housing needs and increasing the range of required housing. The Bonanza Park Attainable Housing Option gives developers the option to create a mix of affordable and attainable housing as outlined below. This option requires that the developer build the affordable/attainable mix at 25% of the overall floor area of the building.

Table 6.4 Bonanza Park Affordable/Attainable Housing Options				
Requirement: Minimum 25% of Floor Area				
Tier	Target Workforce Wage	Maximum Workforce Wage	Distribution of Units within Project (min.)	Targeted Income Range in 2011
1	100%	125%	10%	\$53,378 - \$66,722
2	125%	150%	20%	\$66,722 - \$80,067
3	150%	175%	40%	\$80,067 - \$93,411
4	175%	225%	15%	\$93,341 - \$120,100
5	225%	328%	15%	\$120,100- \$175,080

6.5 List of Deed Restricted Uses Permitted: The following is a list of uses that are intended to be incentivized within Bonanza Park. These uses shall be deed restricted to run with the land for a minimum of 25 years. However, uses may be changed between different deed restricted uses permitted in this list, as amended.

Table 6.5 List of Deed Restricted Uses Permitted

<b>Deed Restricted Uses</b>	<b>Definition</b>
Accredited Educational Facility	Shall be any building, structure, improvement, or site, to be used for or in connection with the conduct or operation of an educational institution, including but not limited to, classrooms and other instructional facilities, laboratories, research facilities, libraries, study facilities, administrative and office facilities, museums, gymnasiums, campus walks, drives and site improvements, dormitories and other suitable living quarters or accommodations, dining halls and other food service and preparation facilities, student services or activity facilities, physical education, athletic and recreational facilities, theatres, auditoriums, assembly and exhibition halls, greenhouses, agricultural buildings and facilities, parking, storage and maintenance facilities, infirmary, hospital, medical, and health facilities, continuing education facilities, communications, fire prevention, and fire fighting facilities, and any one, or any combination of the foregoing, whether or not comprising part of one building, structure, or facility. Such an educational institution should be accredited by the respective state or federal agency that is responsible for rating such institutions.
Business Incubator Space	Shall be any space that is dedicated to programs designed to support the successful development of entrepreneurial companies or start up businesses through an array of business support resources and services, developed and orchestrated by incubator management and offered both in the incubator and through its network of contacts. It shall also include shared common space including technology such as copiers, computers, meeting rooms, etc.
Child Care Facility	(City definition)
Community Cultural Center	Shall be a meeting place used by members of the community for civic, social, cultural, and/or recreational purposes. Such a center may be programmed to accommodate the needs of specific groups such as senior citizens, moms and tots, and ethnic groups, etc.
Innovation Center	Shall be designated area or building that introduces new businesses or areas of technology to their respective local markets. These areas often become centers oriented around design, media, and creative firms.
Live/Work Space	Shall be a space within a building that includes residential area and work area. The two may be accessible through the same unit or separated but within the same building with separate entrances. The living space must also be connected to the work space through a deed restriction.
Local Non-Profit Space	Shall be a space that houses the operations or office of any local non-profit entity. It may include a religiously affiliated non-profit entity.
Think Tank	Shall be an institute, corporation, or entity organized for interdisciplinary research (as in technology, social, economic, or other areas)
Visiting Artist/Creative Studio	Shall be a space with in a building that includes an artist studio or gallery in connection to a residential area. The two may be accessible through the same unit or separate but within the same building with separate entrances. The living space must also be connected to the work space through a deed restriction.

6.6 In addition to the three (3) Tier options for development incentives, applicants may propose other development outcomes in return for alternative benefits which complement the Community Vision and General Plan. However, such requests may only be approved by the City Council after a recommendation by the Planning Commission.

## 7.0 Street Design Standards

7.1 Street Classification and Connectivity Standards: In order to service both multiple modes of transportation and appropriate development context, streets within the District are classified under three major categories in the BoPa-FBC.

- (a) Street Cross Section: The Street Cross Sections establish standards for right-of-way of the street itself. This includes information on automobile, bicycle, pedestrian, and parking accommodation. It typically addresses the space allocation within the public right-of-way and its emphasis towards one or more modes of transportation.
- (b) Street Type: The Street Type designation establishes the appropriate development context along each street. For the purposes of this FBC, Street Type is classified into the following two categories:
  - i Type “A” Streets – Type “A” Streets are intended to provide the most pedestrian friendly and contiguous development context. Buildings along Type “A” Streets shall be held to the highest standard of pedestrian-oriented design and few, if any, gaps shall be permitted in the ‘Street Wall’. These streets are the main retail, restaurant, entertainment streets or are important neighborhood connectors as identified in the Regulating Plan.
  - ii Type “B” Streets – Type “B” Streets are also intended to be pedestrian friendly with a mostly contiguous development context. However, in some locations, where access to an Alley is not available, Type “B” Streets may need to accommodate driveways, parking, service/utility functions, and loading and unloading. In such cases, Type “B” Streets may balance pedestrian orientation with automobile accommodation. Typically, they shall establish a hybrid development context that has a more pedestrian friendly development context at street intersections and accommodates auto-related functions and surface parking in the middle of the block. Surface parking shall be screened from the roadway with a street wall or living fence. Type “B” Streets are designated in the Regulating Plan.
  - iii Street Connectivity Requirements: In addition to Street Cross Section and Street Type, Streets are also classified by whether they are Primary or Secondary streets to implement the redevelopment vision and are designated as such on the Regulating Plan.
    - a. Primary Streets – these are mainly existing, improved or new streets that are essential to implement the network envisioned in the vision for BoPa. If an incentive is used or the owner chooses to dedicate Right of Way, right-of-way for Primary Streets shall be reserved or dedicated per  of the LMC at the time of development or redevelopment
    - b. Secondary Streets – these are additional new streets that are important, but have the flexibility to implement the network envisioned in the vision for BoPa. Secondary Streets only indicate the likely locations for new streets and blocks. Secondary Streets may be substituted by pedestrian passages, alleys, or cross-access easements based on the specific redevelopment context.

7.2 Street Cross Section Standards: This section shall establish standards for all elements of the public right-of way including travel lane, on-street parking, bicycle accommodation, streetscape/parkway standards, and sidewalk standards. Landscaping and streetscaping within and adjacent to the public R-O-W shall be per standards in Section 9. Table 7.1 shall establish the cross sections for each street type. The cross sections in Section 7.3 may be adjusted to fit existing contexts with the approval of the City Engineer. In addition, the proposed cross sections may be adjusted to meet the needs of the Fire Code as adopted by the City.

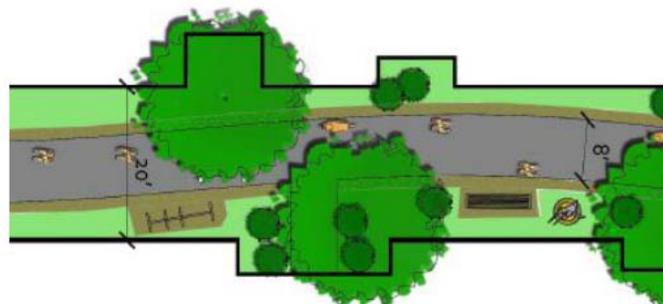
- (a) Applicability:
  - i. The following cross sections shall apply to new and substantially reconstructed streets within the BoPa-FBC Zoning District only.
  - ii. The following cross sections shall also apply when properties are developed or redeveloped under the BoPa-FBC or when existing streets are reconstructed.

**Table 7.1**

Treatment of ROW	
TRAILS	20' Wide ROW includes
	8' paved Trail
	1.5' stone-dust
	10.5' Landscaping w/Trees, Public Artwork, Interactive displays & Resting Spots
INTERIOR BLOCKS	52' Wide ROW includes
	2-10' Travel lanes
	2 – 8' Parallel on-street parking
	2 – 8' Sidewalks
INTERIOR BLOCK WITH CYCLE TRACK	51' Wide ROW includes:
	2-10' Travel lanes
	1 – 8' Parallel on-street parking
	2 – 6' Sidewalks
	1 - 3' Buffer
INTERSECTION	1 - 8' two lane bike track
	Curb extensions Textured Crosswalks
THE SPUR	Street Dining & Vendor Sales encouraged
	1-12' Sidewalk along building façade
	2 – 10' Travel Lanes
	1 – 8' Parallel on-street parking

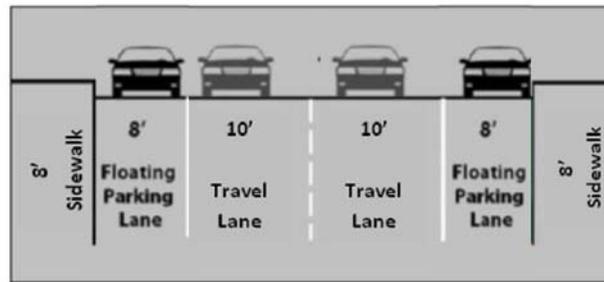
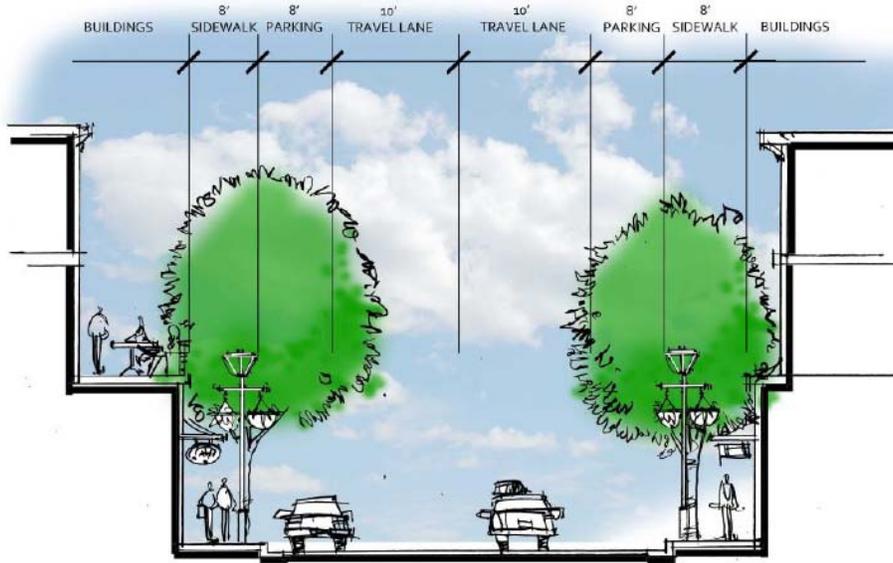
**7.3 Street Cross Sections**

Trails: 20' ROW



INTERIOR BLOCK NO CYCLE TRACK

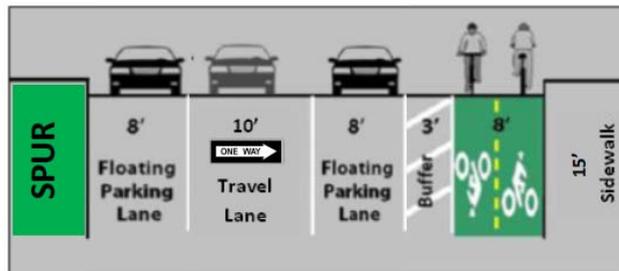
52' ROW



INTERIOR BLOCK WITH CYCLE TRACK

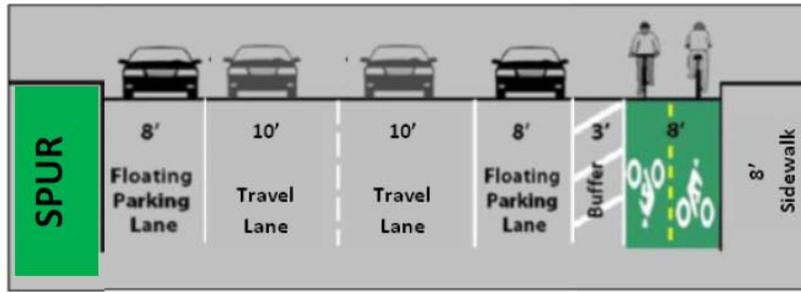
Along rounded edge of spur – One Way Travel Lane

52' ROW



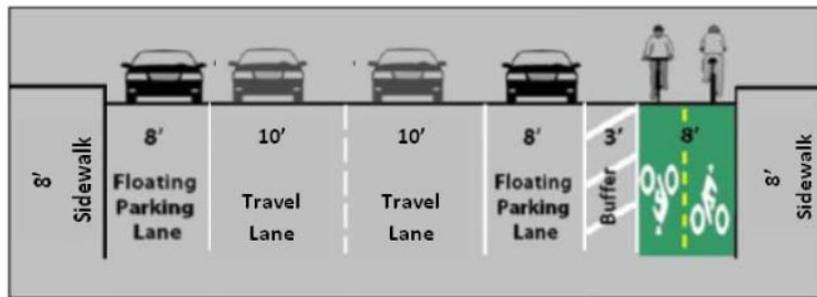
Along straight edge of spur

55' ROW



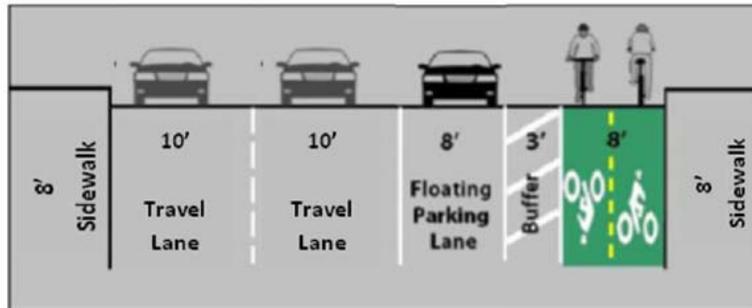
Roads with Cycle Track and Two sides of floating parking lane.

63' ROW



Cycle track with Single side of floating parking lane

55' ROW



## 8.0 Open Space and Civic Space Standards

- 8.1 Open Space and Civic Space Approach: The redevelopment vision for Bonanza Park recognizes the importance of providing a network of open spaces that provide a multitude of passive and active recreational opportunities. These opportunities are to be accommodated in a variety of spaces ranging from larger scaled facilities to small pocket parks located at key nodes within BoPa. The open space network will be serviced by an interconnected network of trails and paths for pedestrians and bicyclists alike, providing open space amenities for future residents of both Bonanza Park and adjoining neighborhoods. This approach to Open and Civic Space recognizes that in an urban, infill context, unique standards need to be established to provide for quality open and civic spaces that serve both recreational and placemaking goals of the redevelopment vision.
- 8.2 Required and Recommended Open/Civic Space Designations: This section establishes standards for Open Space and Civic Space within the BoPa-FBC Zoning District. Open Space and Civic Space includes Private Common Open Space, Pedestrian Amenities, Public Open Space and Trail Standards. The Regulating Plan designates several areas for required and recommended Open and Civic Spaces within BoPa. The detailed Open Space and Civic Space Standards for each type are included in this Section. These standards include general character, typical size, frontage requirements, and typical uses.
- (a) Required Civic/Open Spaces are any or all areas shown on the Regulating Plan with specific locations of future Open and Civic Spaces. The only Required Civic/Open Space shown on the Regulating Plan is the Spur Park. This space has been identified on the Regulating Plan due to its significant location within the context of the overall redevelopment of Bonanza Park.
  - (b) Recommended Civic/Open Spaces are those areas shown on the Regulating Plan as desirable locations for future Open and Civic Spaces (including environmentally sensitive areas, parks, plazas, greens, and squares). These spaces have been identified on the Regulating Plan in order to communicate the vision for redevelopment within BoPa.
- 8.3 Open Space and Civic Space Classification: For the purposes of this Code, all urban open space shall fall into one of the following 3 general classes:
- (a) Public Open Space: Open air or unenclosed to semi-unenclosed areas intended for public access and use and are located within the defined urban core of the city. These areas range in size and development and serve to compliment and connect surrounding land uses and code requirements.
  - (b) Private Common Open Space: A privately owned outdoor or unenclosed area, located on the ground or on a terrace, deck, porch, or roof, designed and accessible for outdoor gathering, recreation, and landscaping and intended for use by the residents, employees, and/or visitors to the development.
  - (c) Private Personal Open Space: A privately owned outdoor or unenclosed area, located on the ground or on a balcony, deck, porch, or terrace and intended solely for use by the individual residents of a condominium or multi-family dwelling unit.
- 8.4 Minimum Private Common Open Space Requirements: Given the infill nature of development within the context of Bonanza Park, all residential development within the BoPa-FBC Zoning District shall meet the private common open space standards established in this Section. Table 8.1 establishes the private common open space requirement based on the proposed intensity of residential development. Residential projects with less than 20 dwelling units are not required to provide private common space. When designating Private Common Open Space per the requirements in this Section, priority shall be given to any Required or Recommended Open/Civic Space locations that impact the subject property.

Table 8.1 Private Common Open Space Requirements

<b>Housing Density (dwelling units per acre)</b>	<b>Private Common Open Space Standard Proposed (area of private common space per dwelling unit)</b>
8 – 19 DU / acre	Provide minimum of 160 sf per dwelling unit
20 – 29 DU / acre	Provide minimum of 120 sf per dwelling unit
30 – 39 DU / acre	Provide minimum of 80 sf per dwelling unit
40 and above DU / acre	Provide minimum of 60 sf per dwelling unit

8.5 Minimum Private Personal Open Space Requirements: Given the infill nature of development within the context of Bonanza Park, all residential development within the BoPa-FBC Zoning District shall also meet the private personal open space standards established in this Section. Table 8.2 establishes the private personal open space requirement based on the proposed intensity and type of residential development.

Table 8.2 Private Personal Open Space Requirements

<b>Housing Density (dwellings per acre)</b>	<b>Private Personal Open Space Standard Proposed</b>
Less than 8 DU / acre	No Requirement
8 - 19 DU / acre	Ground floor units: If applicable, all dwelling units shall have a minimum of 100 sf of private personal open space including one of the following: Porch, Stoop, Patio, or Deck  Upper floor units: all dwelling units shall have a minimum of 50 sf of private personal open space including one of the following: balcony or roof terrace
20 – 29 DU/acre	Ground floor units: If applicable, all dwelling units shall have one of the following: Porch, Stoop, Patio, or Deck  Upper floor units: All dwelling units shall have a Balcony
30-39 DU / acre	Ground floor and podium level dwelling units: If applicable, all units shall include one of the following: Porch, Stoop, Patio, or Deck  Upper floor dwelling units: 75% of all upper dwelling units shall have a Balcony.
40 and above DU / acre	Ground floor and podium level dwelling units: If applicable, all exterior facing units shall include one of the following: Porch, Stoop Garden, Patio, or Deck Upper floor dwelling units: 50% of upper units with Balcony.

8.6 Open/Civic Space Types: In order to meet the requirements for Private Common and Private Personal and other public space within this Code, the following section shall be used to provide the palette of open space types permitted within Bonanza Park.

(a) **Spur Park Standards**



The Spur Park is a critical component of the vision for a redeveloped Bonanza Park. It is based on the Park City’s history as a mining community with Bonanza Park being the primary rail transfer station sending goods into and out of the bustling mining town. The Y-shaped Spur Park based on the remnants of the switching yard located in Bonanza Park provides a unique way to reconnect to the history of the locale.

The Spur Park as envisioned in the Bonanza Park Plan becomes the central anchor for a walkable, urban neighborhood. The park is similar to a Square or a Green in that it is a public urban open space available for civic purposes, commercial activity, unstructured recreation and other passive uses. All buildings adjacent to the Spur Park shall front onto it and activate this space. The Spur Park shall primarily be naturally landscaped with many shaded places to sit. Open lawn areas shall encourage civic gathering. Appropriate paths, civic elements, fountains or open shelters may be included and shall be formally placed within the green. A civic element or small structure such as an open shelter, pergola, stage, or fountain may be provided within the Spur Park.

The area under the Spur Park may be developed as a public parking garage. Future multi-modal connectivity with the rest of town and the ski resorts will be critical to making Bonanza Park an important transit node within the community.

**Typical Characteristics**

**General Character**

- Open space
- Spatially defined by street and building frontages and landscaping
- Lawns, trees and shrubs naturally disposed
- Open shelters and paths formally disposed

**Location and Size**

- 0.25 – 3 acres
- Minimum width – 25'
- Minimum pervious cover – 80%
- Minimum perimeter frontage on public right of way – 60%

**Typical Uses**

- Unstructured and passive recreation
- Casual seating
- Commercial and civic uses
- No organized sports

(b) **Pocket Park Standards**

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Pocket Parks are small scale public urban open spaces intended to provide recreational opportunities where (publicly accessible/park) space is limited. Typically, pocket parks should be placed within new areas of high (population) density such as envisioned within the Mixed Use Center.

Pocket parks are to be incorporated into areas of high population density. They offer recreational opportunities in locations where publicly accessible green space is limited or in areas not served by any other park. Pocket parks may be developed as dog parks also.

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**Typical Characteristics**

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**General Character**

Small urban open space responding to specific user groups and space available. Range of character can be for intense use or aesthetic enjoyment. Low maintenance is essential.

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**Location and Size**

Upto 1.99 acres  
Within walking distance of either a few blocks or up to a 1/4 mile

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**Typical Uses**

Development varies per user group

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(c) **Green Standards**



A Green is a public urban open space available for civic purposes, commercial activity, unstructured recreation and other passive uses. Greens shall primarily be naturally landscaped with many shaded places to sit. Open lawn areas shall encourage civic gathering. Appropriate paths, civic elements, fountains or open shelters may be included and shall be formally placed within the green.

A Green shall be adjacent to a public right of way and be spatially defined by buildings which shall front onto and activate this space.

**Typical Characteristics**

**General Character**

- Open space
- Spatially defined by street and building frontages and landscaping
- Lawns, trees and shrubs naturally disposed
- Open shelters and paths formally disposed

**Location and Size**

- 0.25 – 3 acres
- Minimum width – 25'
- Minimum pervious cover – 80%
- Minimum perimeter frontage on public right of way – 60%

**Typical Uses**

- Unstructured and passive recreation
- Casual seating
- Commercial and civic uses
- No organized sports

(d) **Square Standards**



A square is a public urban open space available for civic purposes, commercial activity, unstructured recreation and other passive uses. The square should have a more urban, formal character and be defined by the surrounding building frontages and adjacent tree-lined streets. All buildings adjacent to the square shall front onto the square. Adjacent streets shall be lined with appropriately scaled trees that help to define the square.

The landscape shall consist of lawns, trees, and shrubs planted in formal patterns and furnished with paths and benches. Shaded areas for seating should be provided. A civic element or small structure such as an open shelter, pergola, or fountain may be provided within the square.

**Typical Characteristics**

**General Character**

- Formal open space
- Spatially defined by buildings and tree-lined streets.
- Open shelters, paths, lawns, and trees formally arranged
- Walkways and plantings at all edges
- Abundant seating opportunities

**Location and Size**

- 0.25 – 3 acres
- Minimum width – 25'
- Minimum pervious cover – 60%
- Minimum perimeter frontage on public right of way – 60%
- Located at important intersections

**Typical Uses**

- Unstructured and passive recreation – no organized sports.
- Formal gathering
- Commercial and civic uses

(e) **Multi-Use Trail Standards**



(Include image of UP rail-trail here)



A multi-use trail is a linear public urban open space that accommodates two or more users on the same, undivided trail. Trail users could include pedestrians, bicyclists, skaters, etc. A trail frequently provides an important place for active recreation and creates a connection to regional paths and biking trails.

Trails within greenways or neighborhood parks shall be naturally disposed with low impact paving materials so there is minimal impact to the existing creek bed and landscape.

The multi-use trail along the center of BoPa extending from the existing rail-trail along the Union Pacific Rail R-O-W will help activate connections between the open spaces within the district and to adjoining neighborhoods.

**Typical Characteristics**

**General Character**

- Multi-use trail in Neighborhood Park:
- Naturally disposed landscape
- Low impact paving
- Trees lining trail for shade
- Appropriately lit for safety
- Formally disposed pedestrian furniture, landscaping and lighting
- Paved trail with frequent gathering spaces and regular landscaping.

**Standards**

Min. Width                      8 feet (pavement)

**Typical Uses**

- Active and passive recreation
- Casual seating

(f) **Plaza Standards**



A plaza is a public urban open space that offers abundant opportunities for civic gathering. Plazas add to the vibrancy of streets within the more urban zones and create formal open spaces available for civic purposes and commercial activity. Building frontages shall define these spaces.

The landscape should have a balance of hardscape and planting. Various types of seating should be provided from planter seat walls, to steps, to benches, to tables, and chairs. Trees should be provided for shade. They should be formally arranged and of appropriate scale. Plazas typically should be located at the intersection of important streets. A minimum of one public street frontage shall be required for plazas.

**Typical Characteristics**

**General Character**

- Formal open space
- A balance of hardscape and planting
- Trees important for shade
- Spatially defined by building frontages

**Location and Size**

- 0.25 – 3 acres
- Minimum width – 25'
- Minimum pervious cover – 40%
- Minimum perimeter frontage on public right of way – 25%
- Located at important intersections

**Typical Uses**

- Commercial and civic uses
- Formal and casual seating
- Tables and chairs for outdoor dining
- Retail and food kiosks

(g) **Pocket Plaza Standards**



A pocket plaza is a small scale public urban open space that serves as an impromptu gathering place for civic, social, and commercial purposes. The pocket plaza is designed as a well-defined area of refuge separate from the public sidewalk.

These areas contain a lesser amount of pervious surface than other open space types. Seating areas are required and special features such as public art installations are encouraged.

They should be formally arranged and of appropriate scale. Pocket Plazas typically should be located at angled street intersections or in an area next to the streetscape.

**Typical Characteristics**

**General Character**

Formal open space for gathering

Defined seating areas

Refuge from the public sidewalk

Spatially defined by the street and building configuration

**Location and Size**

Min. 300 s.f. / Max. 900 s.f.

Minimum width – 10'

Minimum pervious cover – 20%

Minimum perimeter frontage on public right of way – 30%

Located at angled street intersections and within building supplemental zones

**Typical Uses**

Civic and commercial uses

Formal and casual seating

(h) **Pedestrian Passage (Paseo) Standards**



Pedestrian passages or paseos are linear public urban open spaces that connect one street to another at through-block locations. Pedestrian passages create intimate linkages through buildings at designated locations. These wide pathways provide direct pedestrian access to residential or other commercial addresses and create unique spaces for frontages to engage and enter off of. Pedestrian passages allow for social and commercial activity to spill into the public realm.

Pedestrian passages should consist of a hardscape pathway with pervious pavers activated by frequent entries and exterior stairways. The edges may simply be landscaped with minimal planting and potted plants. Sunlight is important to the interiors of blocks.

**Typical Characteristics**

**General Character**

- Hardscape pathway with pervious pavers
- Defined by building frontages
- Frequent side entries and frontages
- Shade important
- Minimal planting and potted plants
- Maintain the character of surrounding buildings

**Standards**

Min. Width	12 feet
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**Typical Uses**

- Pedestrian connection and access
- Casual seating

(i) **Forecourt Standards**



Forecourt is a small scale private common open space surrounded on at least two sides by buildings. A forecourt is typically a building entry providing a transition space from the sidewalk to the building. The character serves as a visual announcement of the building to visitors with additional amenities such as signage, water features, seating, planting, etc.

Forecourts should be laid out proportionate to building height with a 1:4 (min.) ratio. In order to offset the impact of taller buildings, the detail of the forecourt level should seek to bring down the relative scale of the space with shade elements, trees, etc.

The hardscape may primarily accommodate circulation such as a porte-cochere. Seating and shade may be important for visitors. Trees and plantings are critical to create a minimum of 30% pervious cover and offset the effect of the urban heat island.

**Typical Characteristics**

**General Character**

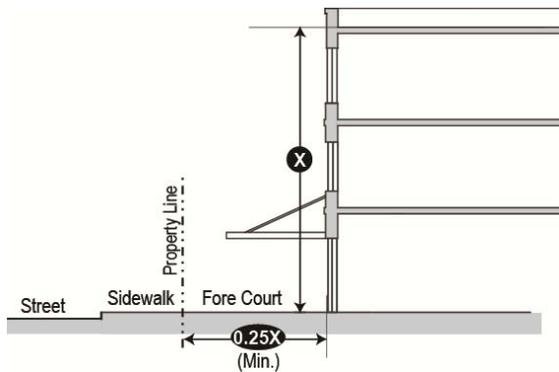
- Small scale private common open space
- Defined by buildings on at least 2 sides with connection to public sidewalk
- Size of court should be proportionate to building height
- Hardscape should accommodate entry circulation
- Trees and plants are critical
- Enhance the character of surrounding buildings

**Standards**

Min. Width	25'
Minimum Size	Depth: Based on building height ratio; Width: min. of 50% of the building's frontage along that street
Minimum pervious cover – 30%	

**Typical Uses**

- Building Entry Circulation
- Visual building announcement



(i) **Courtyard Standards**



Courtyards are small scale private common open spaces surrounded on at least three sides by buildings with a pedestrian connection to a public sidewalk. Courtyards maintain the character and style of the surrounding buildings.

Courtyards should be laid out proportionate to building height between 1:1 and 2:1 ratio. In order to offset the impact of taller buildings, the detail of the courtyard level should seek to bring down the relative scale of the space with shade elements, trees, etc. Transition areas should be set up between the building face and the center of the court.

The hardscape should accommodate circulation, gathering, seating, and shade. Trees and plantings are critical to create a minimum of 30% pervious cover and offset the effect of the urban heat island.

**Typical Characteristics**

**General Character**

Small scale private common open space  
Defined by buildings on at least 3 sides with connection to public sidewalk

Size of court should be proportionate to building height

Hardscape should accommodate circulation, gathering, and seating.

Trees and plants are critical

Maintain the character of surrounding buildings

**Standards**

Min. Width 25'

Minimum Size 650 s.f.

Minimum pervious cover – 30%

**Typical Uses**

Gathering

Casual seating

**(k) Roof Terrace Standards**



A Roof Terrace is a private common open space serving as a gathering space for tenants and residents that might not be at grade.

Up to 50% of the required private common open space may be located on a roof if at least 50 % of the roof terrace is designed as a Vegetated or Green Roof. A Vegetated or Green roof is defined as an assembly or system over occupied space that supports an area of planted beds, built up on a waterproofed surface.

Private common open space on a roof must be screened from the view of the adjacent property. The hardscape should accommodate circulation, gathering, seating, and shade.

**Typical Characteristics**

**General Character**

Small scale private common open space on roof top

Screened from view of adjacent property

Vegetated portion critical

Hardscape should accommodate gathering, seating, shade

Provides common open space that might not be available at grade

**Standards**

Min. Area 25% of the any roof top

Planted area – 50%

**Typical Uses**

Gathering for tenants and residents

Green Roof

(I) **Balcony Standards**



A Balcony is a private personal open space serving as access to light and air above the ground level. Metal or slab balconies may project out from the building face, be semi-recessed, or completely recessed. Balconies must be surrounded by guard rails or a building face. A balcony typically has French or sliding glass doors leading out onto it and can be entered from living room or bedroom.

Balconies may be wide enough to accommodate a small table and chairs or simply provide an area for standing and potted plants. Balconies provide an outdoor area for individual personalization.

**Typical Characteristics**

**General Character**

Small scale private personal open space on roof top

Protected by guardrails or building face

Provides opportunity for personalization of outdoor space

**Standards**

Min. Width 5' x 8'

Minimum Size 40 s.f.

**Typical Uses**

Private access to light and air

(m) **Patio/Deck Standards**



A Patio or Deck is a private personal open space on the ground level serving as a place for individual, family, and guest gathering. The patio or deck has a clear sense of separation from adjacent dwelling units and from the private common open space or from the streetscape.

A patio or deck has an area for outdoor dining and recreation and either plantings at grade (patio) or potted plants (deck). Patios or decks provide private outdoor areas for individual personalization.

**Typical Characteristics**

**General Character**

Small scale private personal open space at ground level

Separated from adjacent units and from the private common open space or from the streetscape

Provides opportunity for personalization of outdoor space

**Standards**

Min. Width	12'
Minimum Size	150 s.f.

**Typical Uses**

Private outdoor dining and living

**(n) Stoop Garden Standard**



A Stoop Garden is a private personal open space which provides a direct pedestrian connection from the entry door to the dwelling to the public streetscape. The elements of a Stoop Garden include the building stoop, the built area directly outside of the dwelling unit. A Stoop Garden serves as an important transition from a multifamily structure which is set close to the street and sidewalk. The Stoop Garden uses a gradual elevation in planting, railings, planters, and other landscape elements to provide a sense of human scale for pedestrians. These elements also provide residents a sense of defensible space and privacy for dwelling units with very little distance from passing pedestrians.

A stoop typically has a grade separation from the adjacent sidewalk or roadway pavement. Low walls, railings, and shrubs help to create an open, yet defined sense of semi-private space. Walls, fences and other elements should be limited in height to no more than 4 feet above the building elevation.

**Typical Characteristics**

Small scale entry transition from public streetscape to private residences within short setback area.

Semi-private landscape between entry stoop and sidewalk are designed as gradually elevated planting

Grade separation of not less than 12"; typically elevated, but can be recessed

Railings, planters, and low walls help to define semi-private zone between private stoop area and the public streetscape

**Standards**

Min. Width: the length of the unit frontage

Min. Depth: 5 ft planting / 5 ft stoop

**Typical Uses**

Street level entry and outdoor living

## 9.0 Landscape and Streetscape Standards

### 9.1 Street Trees and Streetscape:

- i Street trees shall be required on all Bonanza Part streets (except on alleys).
- ii Street trees shall be planted approximately 3 feet behind the curb line.
- iii Spacing shall be an average of 40 feet on center (measured per block face) along all streets.
- iv The minimum caliper size for each tree shall be 3 in. and shall be a minimum of 12 feet in height at planting. Each tree shall be planted in a planting area no less than 24 sq. feet.
- v Species shall be selected from the Planting List in \_\_\_ of the LMC.
- vi Maintenance of all landscape materials shall meet the requirements of \_\_\_ of the LMC.
- vii Area between the building facade and property line or edge of existing sidewalk along Type "A" Streets shall be such that the sidewalk width shall be a minimum of 6' with the remainder of the setback area paved flush with the public sidewalk. Sidewalk cafes, landscaping within tree-wells or planters may be incorporated within this area.

### 9.2 Street Screen Required: Any frontage along all Type "A" and Type "B" Streets not defined by a building or civic space at the front of the BTZ shall be defined by a 4-foot high Street Screen. Furthermore, along all streets (except alleys) service areas shall be defined by a Street Screen that is at least as high as the service equipment being screened. Required Street Screens shall be of one of the following:

- i. The same building material as the principal structure on the lot or
- ii. A living screen composed of shrubs planted to be opaque at maturity, or
- iii. A combination of the two.

Species shall be selected from the Planting List in \_\_\_ of the LMC. The required Street Screen shall be located at the minimum setback line along the corresponding frontage.

### 9.3 Street Lighting: Pedestrian scale lighting shall be required along all Type "A" and "B" streets in Bonanza Park. The following standards shall apply for pedestrian scale lighting

- i. They shall be no taller than 20 feet.
- ii. Street lights shall be placed at an average of 75 feet on center, approximately 3 feet behind the curb line.
- iii. The light standard selected shall be compatible with the design of the street and buildings. Street lights shall direct light downward or properly shielded to prevent glare and light pollution.
- iv. Lighting on private development (including parking lots) shall meet the standards of \_\_\_ of the LMC as amended.

### 9.4 Street Furniture:

- i. Trash receptacles shall be required along all Type "A" Streets. A minimum of one each per block face shall be required.
- ii. Street furniture and pedestrian amenities such as benches are recommended along all Type "A" Streets.
- iii. All street furniture shall be located in such a manner as to allow a clear sidewalk passageway of a minimum of 6 feet. Placement of street furniture and fixtures shall be coordinated with organization of sidewalks, landscaping, street trees, building entries, curb cuts, signage, and other street fixtures.
- iv. Materials selected for paving and street furniture shall be of durable quality and require minimal maintenance.

9.5 Parking Lot Landscaping: All surface parking shall meet the standards for parking lot landscaping in Section \_\_ of the LMC.

10.0 Sustainability Standards

**10.1 Applicability.** This section establishes sustainable development techniques to be utilized in Bonanza Park. The following matrix sets minimum requirements for new construction and their relation to the natural environment. The standards set in this section helps the developer or owner to use these techniques to manage stormwater effectively, reduce light pollution, improve the indoor environment, save energy and water, and decrease the life-cycle costs of the development.

Character Zone	Resort Gateway	Neighborhood Shopping	Mixed Use Core	Iron Horse Industrial Arts	Standard
<b>Sustainability Techniques</b>					
<b>Building Orientation and Design</b>					
Ventilation					<ul style="list-style-type: none"> <li>A minimum of ___% of the windows above street level on a building shall be operable. The operable windows should be distributed to maximize the direction of prevailing winds.</li> </ul>
Daylighting					<ul style="list-style-type: none"> <li>A minimum daylighting factor of ___% shall be provided in ___% of regularly occupied interior areas.</li> <li>There shall be a direct line of sight to glazing from 90% of all regularly occupied spaces.</li> </ul>
Surface Solar Reflectivity					<ul style="list-style-type: none"> <li>The Solar Reflectivity Index for flat roofs shall be a minimum of ___.</li> <li>The Solar Reflectivity Index for sloped roofs shall be a minimum of ___.</li> <li>The Solar Reflectivity Index for pavement shall be a minimum of ___.</li> </ul>
Shading					<ul style="list-style-type: none"> <li>A minimum of ___% South facing windows shall be shaded from the summer sun angle.</li> <li>Shading devices include, but are not limited to: awnings, porches, roof overhangs, exterior shades, light shelves, or deep windows.</li> <li>Deep skin screening is permitted upon review of the City Manager or designee.</li> </ul>
Energy Systems					<ul style="list-style-type: none"> <li>The use of wind turbines and solar photovoltaic/solar thermal energy systems is permitted.</li> </ul>
Building Orientation					<ul style="list-style-type: none"> <li></li> </ul>
<b>Public Darkness</b>					
Exterior Building Lighting					<ul style="list-style-type: none"> <li>Maximum Lighting Standards:                             <ul style="list-style-type: none"> <li>Full cutoff lighting,</li> <li>Some low wattage,</li> <li>Non-Full Cutoff Lighting, controlled by dimmers, time switch or motion</li> </ul> </li> <li>Required Shielding: Shielded luminaire or better</li> </ul>
<b>Stormwater Management</b>					
Runoff Retention Volume					<ul style="list-style-type: none"> <li>Runoff volume retention shall be a minimum of ___%.</li> <li>This percentage is the change in runoff volume between post-development impervious surface and pre-development land surface.</li> </ul>
<b>General Infiltration Methods</b>					
Hard Surface: Permeable Pavement					<ul style="list-style-type: none"> <li>Where paving is provided, a minimum of ___% shall be permeable paving that allows for water to infiltrate, even in frequently trafficked areas.</li> </ul>

Character Zone	Resort Gateway	Neighborhood Shopping	Mixed Use Core	Iron Horse Industrial Arts	Standard
<b>Sustainability Techniques</b>					
Hard Surface: Green Roof	○	○	○	○	<ul style="list-style-type: none"> <li>If a green roof is provided, at least 50% of a building's flat roof shall be designed as a green roof.</li> </ul>
Reuse of Rain Water: Reuse Irrigation	○	○	○	○	<ul style="list-style-type: none"> <li>Permitted only for retail, service, or restaurant uses</li> </ul>
Reuse of Rain Water: Reuse, Greywater	○	○	○	○	Shall meet other applicable city ordinances with the approval of the Public Works Director
Linear Infiltration: Vegetated Swale	N	N	N	N	
Linear Infiltration: Vegetated Stormwater Planters	○	○	○	○	
Area Infiltration: Rain Garden	○	○	○	○	
Area Infiltration: Retention Basin	N	N	N	N	
District Methods: Retention Areas	○	○	○	○	
District Methods: Underground Gravel Storage	○	○	○	○	

11.0 Definitions

In addition to Definitions in Chapter 15 of the LMC, the following terms shall have the corresponding interpretations.

**Arcade:** is a portion of the main façade of the building that is at or near the Street-Setback Line and a colonnade supports the upper floors of the building. Arcades are intended for buildings with ground floor commercial or retail uses and the arcade may be one or two stories.

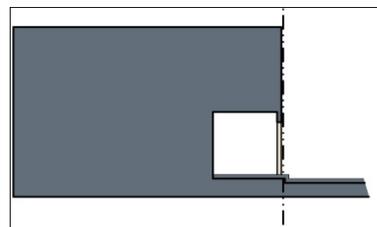


Image of an arcade

**Attics/Mezzanines:** the interior part of a building contained within a pitched roof structure or a partial story between two main stories of a building.

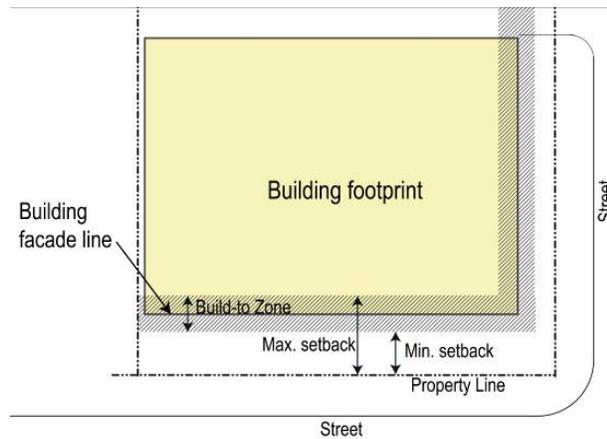
**Auto-Related Sales and Service Uses:** are establishments that provide retail sales and services related to automobiles including, but not limited to, cars, tires, batteries, gasoline, etc.

**Block Face Dimensions** means the linear dimension of a block along one of its street frontages.

**Block Perimeter** means the aggregate dimension of a block along all of its street frontages.

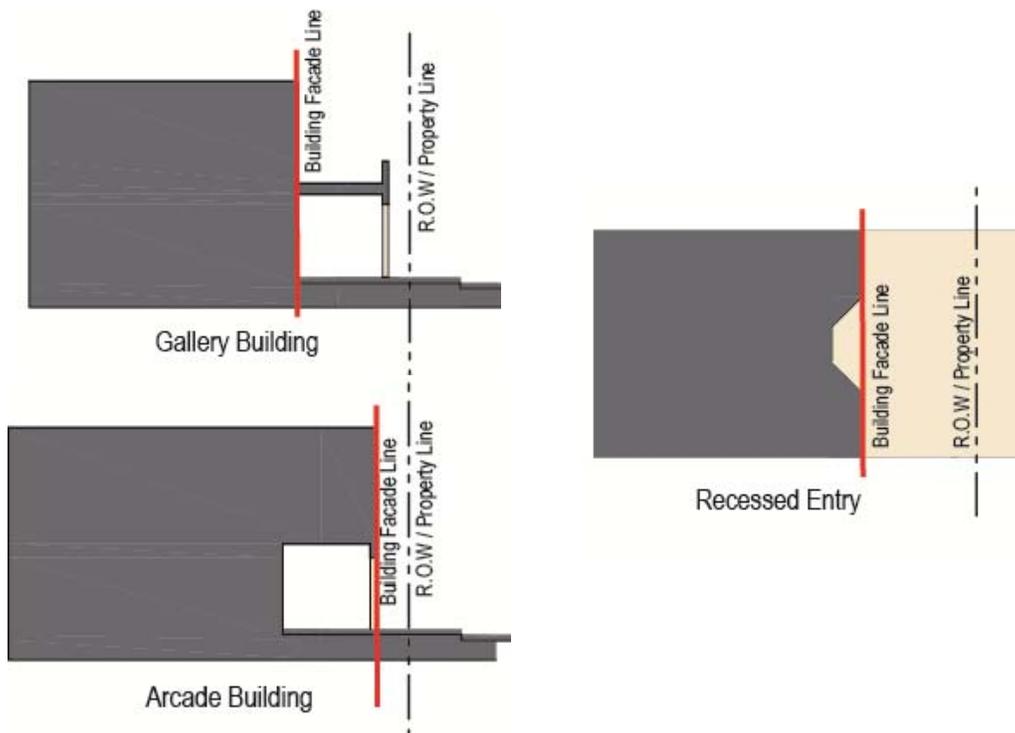
**Block** means the aggregate of lots, pedestrian passages and rear alleys, circumscribed on all sides by streets.

*Build-to Zone* means the area between the minimum and maximum setbacks within which the principal building's front façade (building façade line) is to be located.



*Illustration indicating the location of the build-to zone relative to the minimum and maximum setbacks and the building façade line*

*Building Façade Line* means the vertical plane along a lot where the building's front façade is actually located.



*Building Façade Line Illustrations*

*Building Form Standards:* the standards established for each Character Zone that specifies the height, bulk, orientation, and elements for all new construction and redevelopment.

*Building Frontage:* the percentage of the building's front façade that is required to be located at

the front Build-to Line or Zone as a proportion of the lot's width along that public street. Parks, plazas, squares, improved forecourts, and pedestrian breezeway frontages shall be considered as buildings for the calculation of building frontage.

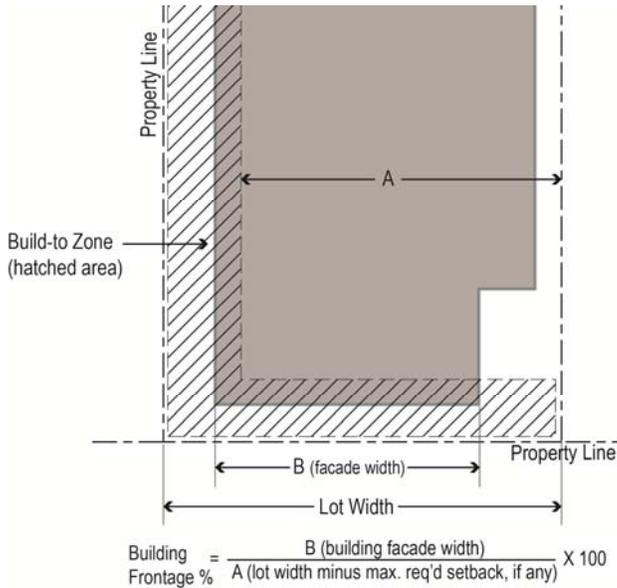


Image showing Building Frontage calculation

**Character Zone** means an area within the Bonanza Park Form-Based Code District that creates a distinct urban form different from other areas within the BoPa FBC District. Character Zones are identified in the Regulating Plan.

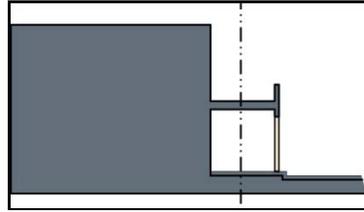
**Civic/Open Space:** a publicly accessible open space in the form of parks, courtyards, forecourts, plazas, greens, pocket parks, playgrounds, etc. They may be privately or publicly owned.

**Commercial or Mixed Use Building** means a building in which the ground floor of the building is built to commercial ready standards and any of the floors are occupied by non-residential or residential uses.

**Daylighting:** Daylighting in a building is the utilization of available sunlight by manipulating window placement, window fixtures, and room dimensions to maximize natural light in a space. Using daylighting minimizes the need for lamps and overhead lights and the energy required to power artificial lighting.

**Encroachment:** any structural or non-structural element such as a sign, awning, canopy, terrace, or balcony, that breaks the plane of a vertical or horizontal regulatory limit, extending into a Setback, into the Public R-O-W, or above a height limit.

*Gallery*: is an extension of the main façade of the building that is at or near the front property line and the gallery may overlap the public sidewalk.



*Image of a Gallery*

*Improvements*: Improvements include anything that increases the dollar value or the usefulness of the property as defined by the Appraisal District. Such improvements include extension of utility service lines, filling or draining low areas, building raised areas, creating roads, parking lots and other access as well as erecting buildings, outbuildings and other fixed, permanent structures.

*Institutional Uses*: are uses that are related to non-profit organizations dedicated to religious or social functions.

*Liner Building*: A building that conceals a parking structure, surface parking lot, a big box retail or other large floor plate building, and is of a minimum of 30' in depth designed for occupancy by retail, service, and/or office uses on the ground floor, and flexible uses on the upper floors.

*Live-Work Unit*: means a mixed use building type with a dwelling unit that is also used for work purposes, provided that the 'work' component is restricted to the uses of professional office, artist's workshop, studio, or other similar uses and is located on the street level and constructed as separate units under a condominium regime or as a single unit. The 'work' component is usually located on the ground floor which is built to Commercial Ready standards. The 'live' component may be located on the street level (behind the work component) or any other level of the building. Live-work unit is distinguished from a home occupation otherwise defined by this ordinance in that the work use is not required to be incidental to the dwelling unit, non-resident employees may be present on the premises and customers may be served on site.

*Living Fence*: shall be a Street Screen composed of landscaping in the form of vegetation.

*Minor Modification* means a requested deviation from BoPa FBC standards specified in the Minor Modifications provision of Section 4 Administration.

*New Development*: shall be all development that substantially modified or built after the adoption of this Code.

*Regulating Plan*: is a Zoning Map that shows the Character Zones, Street Types, Frontage Types, Civic Spaces, and other requirements applicable to the Bonanza Park Form-Based Code District subject to the standards in this Code.

*Retail Sales*: Retail establishments are the final step in the distribution of merchandise. They are organized to sell in small quantities to many customers. Establishments in stores operate as fixed point-of-sale locations, which are designed to attract walk-in customers. Retail establishments often have displays of merchandise and sell to the general public for personal or household consumption, though they may also serve businesses and institutions. Some establishments may further provide after-sales services, such as repair and installation. Included in, but not limited to

this category, are durable consumer goods sales and service, consumer goods, other grocery, food, specialty food, beverage, dairy, etc, and health and personal services.

*Residential Building* means a building type that is built to accommodate only residential uses on all floors of the building such as townhomes, apartment buildings, duplexes, etc.

*Service Uses:* This is a category for limited personal service establishments which offer a range of personal services that include (but not limited to) clothing alterations, shoe repair, dry cleaners, laundry, health and beauty spas, tanning and nail salons, hair care, etc.

*Street Screen:* a freestanding wall or living fence built along the frontage line or in line with the building façade along the street. It may mask a parking lot or a loading/service area from view or provide privacy to a side yard and/or strengthen the spatial definition of the public realm.



*Image of a combination masonry and living street screen*

*Commercial Frontage Designation* means space constructed at a minimum ground floor height as established in each character zone which shall NOT be residential, office, or institutional uses.

*Cottage Manufacturing uses* means small scale assembly and light manufacturing of commodities (incl. electronics) fully enclosed within the building without producing any noise, noxious odors, gas, or other pollutants. This category shall include workshops and studios for cottage industries such as pottery, glass-blowing, metal working, screen printing, weaving, etc.

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**Technical Memorandum  
Traffic Analysis for Bonanza Park Form Based Code  
Prepared by PB and InterPlan for Gateway Planning Group  
October 2012**

**Introduction**

This memorandum is provided as a supplement to the form based code language and material developed for Park City Municipal Corporation (PCMC). It is intended to explain and summarize the traffic analysis work done in concert with the form based code research and development of Gateway Planning. This traffic analysis memo incorporates the work of both InterPlan and Parsons Brinkerhoff to provide a transportation framework for the successful implementation of the Bonanza Park Form-Based Code Initiative.

**I. Trip Generation Analysis**

One of the overall goals of this traffic memorandum is to provide information related to changes in travel behavior and trip generation based on the use of form based code in the Bonanza Park development. InterPlan performed trip generation analysis based on land uses supplied by PCMC staff for existing conditions, build-out under the existing zoning, and build-out under form based code. Various assumptions were made by Park City staff in defining the build-out land uses that are not documented in this analysis. It is important to note that the total number of square feet under build-out conditions (under existing zoning without form based code) is approximately 5.2 million SF and under form based code is approximately 6 million SF.

**A. Trip Generation**

Table 1 shows trip generation, combined for all land uses, for existing, build out of existing zoning, and form based code. The number of trips (“Raw Vehicle Trips”) are calculated based on industry-standard ITE trip generation rates. It is important to remember that there are different numbers of total developed square feet as discussed above (5.2 million for build out, 6 million for form based code).

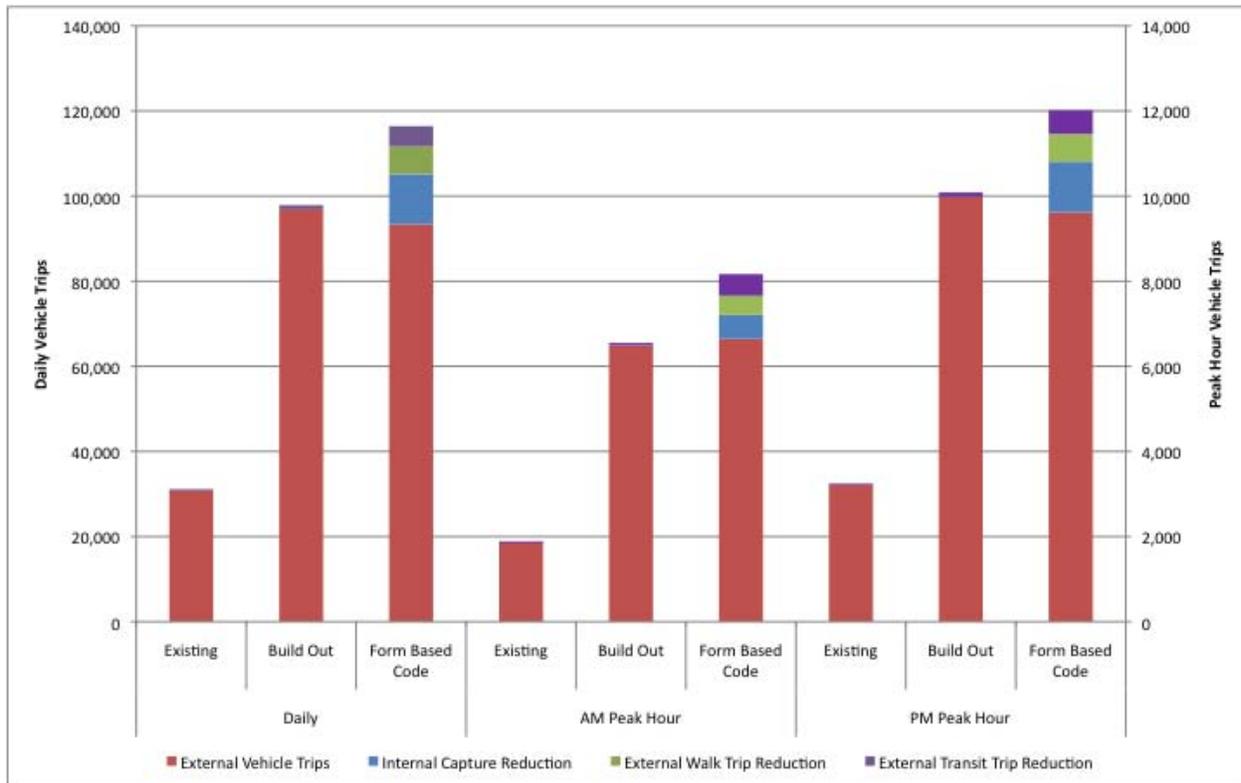
**B. Vehicle Trip Reductions**

These total vehicle trips are then reduced based on factors such as those that take transit to the area, those that bike or walk to the area, those that drive into the development but park once and do not make additional car trips within the development (internal capture). The reductions shown in Table 1 are all based on the Environmental Protection Agency’s Mixed-use Trip Generation Model which accounts for different types of development based on density of land uses and the number of road intersections, among others. Form based code typically allows for more density and more intersections, which in turn results in more vehicle trip reductions for active transportation, transit, etc.

**Table 1: Vehicle Trip Estimates**

	Daily			AM Peak Hour			PM Peak Hour		
	Existing	Build Out	Form Based	Existing	Build Out	Form Based	Existing	Build Out	Form Based
			Code			Code			Code
Raw Vehicle Trips	30,857	96,875	116,433	1,872	6,490	8,167	3,213	9,980	12,016
External Vehicle Trips	30,559	95,880	93,391	1,857	6,429	6,643	3,182	9,875	9,614
Internal Capture	0	0	11,761	0	0	566	0	0	1,196
External Walk/Bike	0	0	6,481	0	0	450	0	0	649
External Transit	298	995	4,800	15	61	508	31	105	557

Source: ITE Trip Generation Manual, 8th Edition. EPA MIXED USE TRIP GENERATION MODEL v 4.0  
 Actual trips may vary based on the specific land use mix of the area.



**C. Future Development Traffic Approval**

To the extent possible, the methodology used in this trip generation analysis lays the foundation for future traffic analyses generated by individual developments as part of a future development approval process. However, without specific details of the final land uses, it is impossible to quantify the overall traffic circulation demand for the development. Park City should consider requiring that traffic studies be required as future development is proposed even with this traffic analysis.

A corridor agreement with UDOT on SR-248 (Kearns Boulevard) indicates that a future traffic signal will be located at Homestake Road. This will be the primary access to the Bonanza Park area for traffic on Kearns Boulevard.

An ongoing corridor study for SR-224 (Park Ave) suggests that there will be a future signal at the Homestake Road intersection and that Lame Dog will be realigned to make this a full, four-legged intersection (see graphic on page 7).

## **2. Phasing**

The phasing of improvements, and more specifically, the order in which streets are built, will depend largely on individual properties and the timing of their development. City staff provided general information related to the possible sequencing of redevelopment over the next few years. It should be stressed that this information is speculation and relevant for only the next 10 years, approximately.

### **A. Possible Order of Development**

The City believes that redevelopment along Kearns Boulevard (SR-248) is likely to occur first, possibly starting with properties between Homestake Road and Bonanza Drive then occurring further to the west between Homestake Road and the Park Avenue intersection.

### **B. Key Transportation Routes**

The key part of the Bonanza Park's traffic network will be connections to the surrounding network which will provide primary access to the area. These include Kearns Boulevard, Park Avenue, and Bonanza Drive. To minimize traffic impacts on Park City's street system, connectivity through the development will be extremely important. Given speculation that redevelopment will likely occur first at locations along Kearns Boulevard, an east-west connection between Park Avenue and Bonanza Drive will be important in offering an alternative route within the development.

As redevelopment continues, providing additional connections that link perimeters both north/south and east/west will be important. The current configuration (illustrated below) is not conducive to moving traffic through the area under the current General Commercial build-out scenario. The existing lack of a street network concentrates ingress and egress at only a few locations generating traffic congestion and minimizing alternative travel routes.



It may be desirable for Park City to build the proposed street network (grid pattern) connections in advance of redevelopment, on a case by case basis, in order to achieve the transportation benefits of increased walk trips and reduced auto trips from the form based code as well as implement other policies (via the new code) such as shared use parking. A map of priority connections is shown here. This network is based on providing access to property likely to develop first (along Kearns Boulevard) and providing two (2) access points on each of the state routes and one to Deer Valley Drive to the south and Bonanza Drive to the east.



### **3. Transit Center**

The concept for the Bonanza Park redevelopment is one of multiple uses connected by a network of walkable streets and trails and of high use of multi-modal transportation, including bicycles and public transit. PCMC sees the Bonanza Park area offering transit service similar to that of the existing service at Park City Mountain Resort and/or the Main Street Transit Center where several routes serve the destination and trip transfers are easily accommodated. As development begins to redefine the Bonanza Park area, the opportunity to locate a transit center within the district should be explored. Even at 50 percent of estimated build-out of millions of square feet with form based code, there will be 2 to 3 million square feet of development – creating demand for increased public transit to be located within the district. Accordingly, conceptualizing now a properly designed and expandable transit center should be undertaken. It should be noted that this strategy implicates potential future investment needs associated with such a facility.

#### **A. Transit Market**

The Bonanza Park redevelopment offers a rich market for transit ridership, offering shopping, restaurant, and residential land uses. Providing transit connections to employment and

recreational bases such as PCMR and Deer Valley furthers the desire to minimize the number of vehicle trips typically associated with this kind of development.

### **B. Aerial Transit (Gondola) Service**

Discussion of a gondola or other aerial transit service connecting major trip generators in Park City such as PCMR, Deer Valley, and Downtown have been going on for several years. While the traffic analysis of this study did not specifically incorporate a gondola or similar types of aerial mass transit, there are several factors that should be considered in future PCMC deliberations on this issue.

There are many proponents of gondolas and other types of cable transit service and they are being used successfully as public transit facilities in other parts of the world, although examples in the United States are few. Breckenridge, Colorado built a gondola in 2007 called the BreckConnect that has been cited as reducing traffic volumes on specific roads in the town of Breckenridge. The base station for this facility is located adjacent to the town's main transit center as well as two large surface parking lots. The base facility, not including parking, encompasses just over 1 acre of land.

The Sandia Peak Tramway in Albuquerque, New Mexico was built in 1968 and provides access to both winter and summer recreation. The base area for this tram, including parking, is about 4.25 acres and also includes shared development with restaurants and shopping. As a comparison, the property owned by public works is approximately 5.25 acres, shown in yellow below.



With respect to a gondola connection to Bonanza Park, Park City's concern lies in becoming a parking lot for day skiers at PCMR and/or Deer Valley, depending on the configuration of the facility. Future analysis should examine whether this would be a cost-effective mode of transportation and an overall benefit to the city by easily transporting skiers and other visitors between major destinations such as PCMR and Bonanza Park without contributing to traffic congestion on Park City streets. Any analysis of an aerial transit facility in Bonanza Park should

consider strategies for capturing traffic before they reach the Bonanza Park area in addition to considering a distribution of vehicles to parking facilities at Deer Valley and PCMR or considering express bus service opportunities from Bonanza Park to the ski resorts

#### **4. Driveway, Access, and Traffic Signal Spacing**

As state highways, both SR-224 (Park Avenue) and SR-248 (Kearns Boulevard) are categorized by UDOT under a spectrum of access management categories. The details of each access management category vary depending on a variety of factors such as if the category of road is intended to provide higher speeds and greater mobility, or commercial access, residential access, etc. The segments of these highways that are adjacent to the Bonanza Park Development both fall under UDOT’s access management category 7 (C-R) – Community-Rural Importance. UDOT describes this category as appropriate for highways that accommodate moderate to low speeds, moderate traffic volume, and a balance between through traffic and direct access. “These facilities move both regional and local rural traffic but with emphasis on local movements such as those common on small city Main streets.”

##### **A. UDOT Access Spacing Standards**

Access spacing standards for Category 7 roads is:

- Minimum signal spacing      1320 feet
- Minimum street spacing      300 feet
- Minimum access spacing      150 feet

Currently, the only signals that do not meet minimum signal spacing standards are the signals at Park Ave/Empire Ave/Deer Valley Drive and at Deer Valley Drive/Bonanza Drive. The distance between these signals is approximately 970 feet. Streets that do not meet the minimum spacing are Shortline Road and Sullivan Road on Deer Valley Drive which are about 280 feet apart and Sullivan Road and Bonanza Drive which are spaced approximately 240 feet apart. There are several accesses on both Park Ave and Kearns Boulevard that do not meet minimum spacing requirements. The SR-224 (Park Ave) corridor study that is currently in progress recommends closing some driveways that will make others in the corridor compliant with the spacing standard. But those proposed closures would not affect the proposed new BoPa street network.

##### **B. SR-224 corridor study**

Intersections on the Bonanza Park property with SR-224 will be coordinated with the SR-224 corridor study. The recommended improvements from the SR-224 Corridor Study are shown below. The Bonanza Park Area Plan should be updated to reflect elimination of curb cuts as shown in the SR-224 corridor study. Otherwise, the proposed connections mirror each plan. The 8’ wide trail and the roundabout with under passes shown on the SR-224 corridor study should also be added to the Bonanza Park Area Plan.



### C. UDOT's Access Management Permitting Process

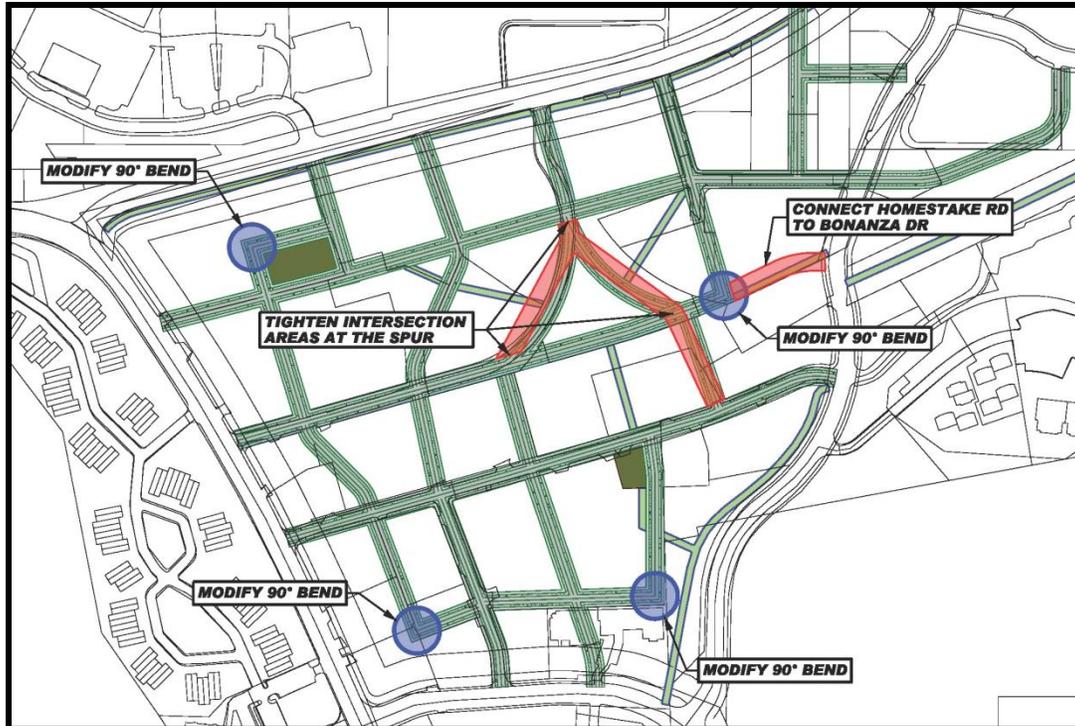
UDOT requires that new developments or modified land uses within existing developments acquire permits to access the state highway system. Both SR-224 and SR-248 are state highways. The Bonanza Park Plan recommending the form based code would require access to these routes via public streets, as noted in the land use and street plans. These public streets generally meet UDOT's access requirements. However, in the case of phased development, it is possible that the placement of public streets may not meet the access separation requirement from an adjacent driveway. Park City Municipal Corporation will work with UDOT to demonstrate that the plan will require phasing and that future phases will eliminate private driveways. Based on the preliminary street network identified by PCMC, there are three (3) locations on state highways that the minimum street spacing of 300 feet is not met. Those locations are shown on the map below. It is worth noting that one (1) of the three (3) locations currently exists as a right-of-way (Shortline Drive), and the other two (2) exist as driveways.



In the case where developments seek a private driveway on the state highway system, landowners must work directly with UDOT and follow Administrative Rule R930-6, *Accommodation of Utilities and the Control and Protection of State Highway Rights of Way*. Private driveways are generally inconsistent with the land use plan developed by Park City but may be granted through permission from UDOT provided the driveways can be shown to represent an improvement in traffic operations and/or safety. In the case of land development fronting Park Avenue (SR-224), access permits must follow UDOT's Access Management standards of Category 7, Community Rural. These standards require 1320 foot traffic signal spacing, 300 foot street spacing, and 150 minor access spacing as described above. On Kearns Boulevard (SR-248), UDOT's access categories are superseded by a corridor agreement between UDOT and Park City and Park City should be contacted directly. It is the goal of Park City to amend the Kearns Boulevard corridor agreement and to create a Park Avenue corridor agreement consistent with the Bonanza Park plan.

## **5. Street Layout Modifications**

The consultant team worked with Park City Staff to refine the street network defined in the January 2012 Draft Bonanza Park Neighborhood Plan. The network was modified to enhance connectivity for vehicles, bicyclists, and pedestrians while considering the constraints of existing infrastructure and parcel boundaries that will influence the phasing for future development and therefore influence the viability of retrofitting the transportation network. The following figure was provided by Park City Staff on August 27, 2012 and represents the internal street network evaluated as part of the traffic analysis for this project. The figure also illustrates some additional modifications recommended to enhance the system effectiveness of this network for vehicles, bicyclists, and pedestrians. These recommended modifications are described below.

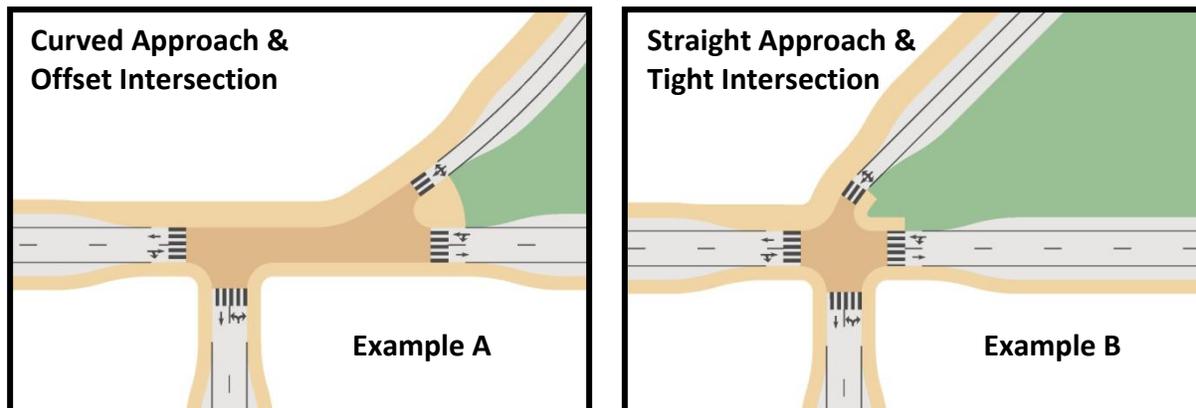


#### A. Tightly Intersection Areas at the Spur

The traffic operations recommended for the Spur would allow only one-way movements for the north-south (diagonal) streets of the Spur and two-way movements for the east-west street of the Spur (Homestake Road). The curved alignments for the diagonal streets were defined to follow the geometry of the previous railroad line and do not work well for urban intersections. This curved alignment is not good engineering practice because it creates skewed intersection angles that increase the intersection footprint and make it difficult for drivers to turn and see vehicles and pedestrians. The larger footprint may also increase the distances required for pedestrians to cross the intersection.

The Spur intersections and corresponding streets should be modified to tighten the intersection footprint. This can be achieved by straightening the diagonal streets and thereby reducing the skew at these intersections. The diagonal and opposing streets could also be modified (shifted) to minimize intersection offsets and thereby tighten corresponding intersection footprints. The street that connects Iron Horse Drive to the eastern diagonal street should be modified to intersect Homestake Road so that it aligns with the eastern diagonal street. The street that connects Iron Horse Drive to the west diagonal street is constrained by the existing storage units and expected phasing for the neighborhood. If shifting this western street is not viable, the western diagonal street should be shifted to align with its opposing street.

The figures below illustrate how one of the approaches could be modified to tighten the intersection footprint. Example A represents an intersection with the proposed curved and offset diagonal approach and Example B represents a modified and tighter intersection design.



### B. Modify 90-Degree Bends

The modified street network shown above includes multiple 90-degree angles that are typical for intersections but do not work well for street segments. There are many options to rectify these tight 90-degree angles including a modification of the street network to avoid these tight angles. However, considering the various constraints that led to the proposed street network, the preferred treatment would be to add street “legs” to form three- or four-leg intersections. These additional “legs” could be private alleys or access streets. If adding “legs” is not feasible, the radius of curvature for these 90-degree bends should be increased to accommodate speeds of at least 15 to 20 miles per hour.

### C. Connect Homestake Road to Bonanza Drive

Although connecting Homestake Road to Bonanza Drive would need to accommodate some grade differentials, existing contours indicate that such design would be feasible. This modification would enhance the connectivity of the system, however, if pursued, this connection must ensure that adequate intersection sight distance is provided at Bonanza Drive. Also, the proposed bicycle routes would need to be modified to eliminate the “double route” along Homestake Road to the east of the Spur (provide bike lane only along the south side of Homestake Road). For all locations, bike lanes should be kept away from gutter pans. To maximize street right-of-way, final design should consider using curbs without gutters to separate bike lanes from sidewalks.

## 6. Street Standard Cross-sections

With the Traffic & Transportation Master Plan adopted in 2009, Park City also revised the standard street cross-sections for city streets. Cross-sections that have been identified for the Bonanza Park area differ from the City’s adopted standards. The table below provides a comparison between Master Plan cross-sections (in black) and BoPa cross-sections (in green). Facility types are shown in order of right-of-way width.

	<b>Right-of-way Width</b>	<b>Amenities</b>	<b>Example</b>
Local, non-Old Town	32 feet	Sidewalk Flex space (parking, bike lane)	Evening Star Drive, Doc Holliday
Local, Old Town	27-28 feet	Flex space (parking, bike lane) Sidewalk OR wider pavement	Woodside, Norfolk
Minor Residential Collector	43 feet	Flex space (parking, bike lane) Sidewalk	Meadows Drive, Three Kings Drive, Sidewinder Drive
BoPa Interior Block with Cycle Track – rounded edges of spur	52 feet	One lane of travel, one way Parking, both sides Sidewalk, one 15' Two-way bicycle track, with 3' buffer	
BoPa Interior Blocks	52 feet	One travel lane each direction Parking, both sides Sidewalks	
BoPa Interior Block with Cycle Track – one side parking	55 feet	One lane of travel each direction Parking, one side Sidewalk, two 8' Two-way bicycle track, with 3' buffer	
BoPa Interior Block with Cycle Track – straight edge of spur	55 feet	One lane of travel each direction Parking, both sides Sidewalk, one 8' Two-way bicycle track, with 3' buffer	
Major Residential Collector	62 feet	Flex space (parking, bike lane) Bus pull outs Sidewalks	Lucky John Drive, Little Kate Road, Lower Park Avenue
BoPa Interior Block with Cycle Track	63 feet	One lane of travel each direction Parking, both sides Sidewalk, two 8' Two-way bicycle track, with 3' buffer	
Commercial Collector	67 feet	Sidewalks Flex space (parking, bike lanes)	Bonanza Drive, Main Street, Snow Creek Drive

		Bus pull outs	
Non-UDOT Arterial	89 feet	Center turn lanes Multi-use paths both sides Two travel lanes Shoulders Park strips	Future Marsac
UDOT Arterial	117 feet	Center turn lanes Multi-use paths both sides Four travel lanes Shoulders Park strips	Kearns Boulevard (SR-248) Park Avenue/Deer Valley Drive/Marsac (SR-224)

While the BoPa cross-sections do differ slightly from those adopted as part of the Master Transportation Plan, they do share the intent of MTP cross-sections in that they provide narrow street widths with street amenities that accommodate all travelers, whether on foot, bicycle, or bus.

### **7. Rough Street System Cost Estimate**

Using the typical sections and the GIS/CAD file for the proposed Bonanza Park Neighborhood network provided, the consultant team developed a spreadsheet to estimate the construction cost for the proposed street and trail networks and to estimate approximate cost per linear-foot estimates for each of the proposed typical sections. The resulting cost estimate is \$8.5 million including \$8.1 million for the street network and \$0.4 million for the trails system (not including right-of-way acquisition costs). The following table summarizes the cost for each of the typical sections. Costs are reported separately for existing and new streets. Existing streets are those with existing infrastructure and reflect lower costs anticipated to retrofit existing infrastructure. Additional cost estimate calculation and assumption details are provided in the “BoPa Rough Street Cost Estimate” spreadsheet prepared as part of the cost analysis for the proposed Bonanza Park Neighborhood street system.

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

<b>Interior Block with Cycle Track - Roads with Cycle Track and Two Sides of Floating Parking Lane</b>	63	\$ 310	\$ 540	10	11	8	8
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## **Summary of Results**

A central question of the traffic analysis of the Form Based Code is whether the transportation system network "works." In a typical traffic analysis prepared for UDOT, new development traffic is analyzed and the roadway system is proposed to be sized so that traffic flow is not impeded by the new development. In Bonanza Park, the roadway system is being planned concurrent with planning for re-development and establishing the form based code, which will permit this re-development. The ultimate success of the roadway system is based on its ability to complement Park City's goals for the development of a balanced transportation system that fosters active transportation and transit use and views the private automobile as one of many modes, but not the dominant mode of travel.

The success of the Park City transportation system cannot be defined solely by a static "level of service" or a predefined level of infrastructure. An active balance must exist between single occupancy vehicle use, mass transit, walking and bicycling. As shown in the Trip Generation section of this analysis, the use of form based code as a land development regulating tool will foster the land uses and types of development that will result in greater internal walk trips, more transit trips, and lower automobile trips as compared to the entitled land uses under a conventional zoning code. However, given the potential magnitude of 4 to 5 million square feet of development in Bonanza Park, it is difficult and perhaps not desirable to define a transportation system that works in the long term without an understanding of how it might work under economically constrained phases.

In addition to the form based code, Park City should recognize four types of incentives or controls that the City can influence to ensure that the transportation system continually strikes the proper balance. These incentives and controls have been defined in other parts of this analysis but are summarized in this section to clearly define what the City can do to ensure that the transportation system works. The following briefly describes each policy control/incentive that Park City must actively initiate to ensure the success of the transportation system.

### **1. Access Management on Boundary Roads to Bonanza Park**

In many ways, the goals of UDOT to promote unimpeded travel on Kearns Boulevard (SR-248) and Park Avenue (SR-224) differ from those of Park City to allow for some traffic congestion as a lever to promote transit and active transportation. However, limiting driveways for developments fronting these boundary roads will not only improve traffic flow, but it will foster the types of development that can be successful with walk and motor vehicle access from all sides as opposed to only motor vehicle access to and from the outside. This will require the countervailing joint efforts of property owners and the City to develop internal cross-access and

other means to complement external limitations of access. The access management section is described in section 4 of this analysis.

## **2. Internal Street Connectivity**

The street layout plan, as discussed in section 5, provides an internal skeleton of walkable streets that have also been designed to allow for safe and efficient traffic flow. Numerous studies have shown that the propensity to walk as a travel mode increases as the density of internal streets and intersections increases. The development plan for Bonanza Park has added internal streets to ensure that back access is promoted. This secondary access is vital to allowing for shared use parking and reducing the access burden on the boundary roadways. It may be desirable for Park City Municipal Corporation to construct internal streets in advance of development to ensure that shared use parking is achieved and walk access is promoted.

## **3. Parking Management**

Bonanza Park will never reach its development potential if parking for each land use is required on-site. The form based code begins to entitle land uses that can attract walk based travel by design. Walking from one use to the next will require that parking must be shared across multiple land uses so that residents and employees of the area park once and walk (or bike) to multiple trip destinations. Shared use parking must be promoted to initiate development that will result in a 24/7 pedestrian environment in Bonanza Park and in ensuring that Bonanza Park reaches its overall goal of becoming a mixed-use area where residents and employees share in a sense of community. There are multiple strategies that can be employed including shared parking, centralized parking and parking maximums rather than minimums.

## **4. Internal and External Transit Systems**

Section 3 begins to define the concept and the end goal for a mass transit system in Bonanza Park. This analysis is not meant to define a direction or priority of transit expansion to and from (and within) Bonanza Park but is meant to offer transit as a potential policy incentive that Park City can offer to affect the balance of transportation.

Together, these four policy levers should be implemented by Park City to achieve a successful transportation system in concert with the overall form based code in order for the internal street/pedestrian/future transit network to accommodate the level of density proposed under the form-based code initiative

## City Council & Planning Commission Joint Meeting Staff Report



**Author:** Thomas Eddington, Planning Director  
Katie Cattan, Senior Planner  
**Subject:** Bonanza Park Area Plan  
**Date:** January 12, 2012  
**Type of Item:** Legislative – Discussion

### SUMMARY RECOMMENDATIONS

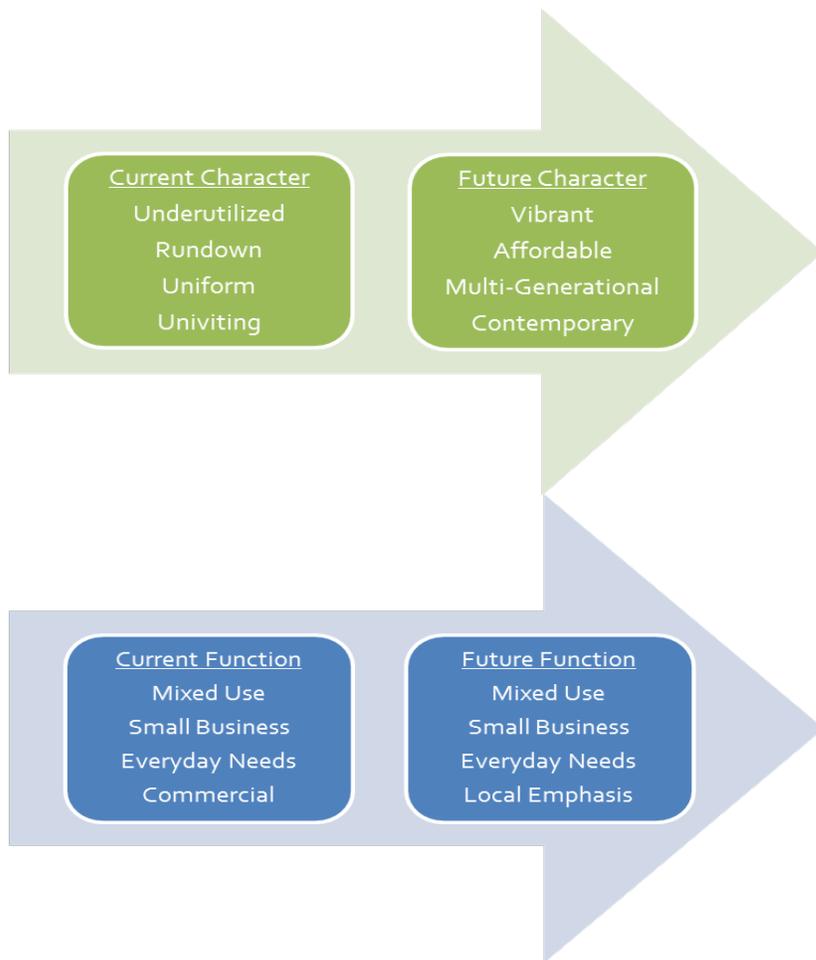
Staff is requesting City Council and Planning Commission direction regarding the Bonanza Park Area Plan, future implementation, and the General Plan. Staff would like feedback on the Bonanza Park Area Plan and direction on whether or not Staff should move forward and begin to implement the Area Plan. Areas of concern should be identified during the meeting for staff to further research and revise the Area Plan.

### BACKGROUND

The Planning Commission and City Council met during a Joint Work Session meeting on September 29, 2011 (Exhibit A – Minutes from the meeting). A summary of outcomes includes:

1. Council and Planning Commission agreed that Park City needs a Bonanza Park Area Plan that:
  - Incorporates The Rocky Mountain Power sub-station needs;
  - Focuses efforts to create a vibrant, affordable, mixed-used, locally serving area within Bonanza Park;
  - Balances height, density, and financial incentives as tools to effect development.
2. Both Council and Commission agreed to give additional height in BoPa to obtain:
  - Open space, a smaller building footprint, view corridor protection, affordable housing, and a resulting area built within a set of Design Guidelines.
3. Both Council and Commission agreed to give additional density in BoPa to obtain;
  - Protection of historic structures, increased connectivity, and realization of housing affordability.
4. A draft BoPa plan incorporating the agreed “gives and gets” will be delivered to the Joint Council-Commission by 12-31-11.

The City Council and Planning Commission met in a series of joint meetings in late 2011 to address a number of planning and development issues. Bonanza Park was specifically discussed in detail and the following illustrates the results of a survey the City Council and Planning Commission completed:



### Encourage

1. Locally-owned Commercial
2. Affordable Housing
3. Small Business Incubator
4. Apartments
5. Medium Sized Commercial
6. Multi-use facility/Expo
7. Parks
8. Campus

### Discourage

1. Museum
2. Single-Family Homes
3. Big Box
4. Nightly Rental

### No where

1. Big Box

2. National Franchise
3. Multi-Use Facility/Expo

The draft Plan was completed and distributed on December 30<sup>th</sup> and distributed to the Planning Commission and City Council. The Area Plan is available on line at [www.parkcity.org](http://www.parkcity.org)  
⇒Government ⇒Document Central ⇒Planning.

### **BONANZA PARK AREA PLAN**

The Bonanza Park Area Plan is a blue-print for future development within Bonanza Park. It creates ten (10) Planning Principles which implement a balanced approach to achieve the environmental, social, and economic goals of the City. The ten (10) Principles lay the foundation for the design of a new grid system, building pads, setbacks, height and a design framework found within the “Base Plan.” It also gives developers the option to attain greater density, beyond the Base Plan via the “Incentivized Plan” in return for community benefits. The Incentivized Plan creates options for additional height and decreased setbacks in exchange for community benefits, such as attainable housing, business incubator space, a community center, etc.

*Staff would like feedback on the Bonanza Park Area Plan and direction on whether or not Staff should move forward and begin to implement the Area Plan. Areas of concern should be identified during the meeting for staff to further research and revise the Area Plan.*

### **Next Steps**

#### Bonanza Park Area Plan Implementation

If the Planning Commission and City Council are in support of the general direction of the Bonanza Park Area Plan, the Plan should be adopted as a supplement to the General Plan. Once the Area Plan is adopted, staff may move forward with implementation. There are several steps to implementation, including:

1. Land Management Code (LMC) Amendments
  - a. Master Planned Development (MPD) amendments for Bonanza Park Overlay District
  - b. Creation of Form Based Code (including design guidelines) for Bonanza Park Overlay District.
2. Zoning Map Amendments
  - a. Create a Bonanza Park Overlay Zone

Staff estimates that the LMC and zoning map amendments and will take between 3 to 6 months to complete, depending on the amount of revisions during the review process. Depending on the desired timelines for future deliverables, the Planning Department may recommend hiring an outside firm to complete a Form Based Code with Design Guidelines.

*Would the PC/CC support hiring an outside firm for the creation of a Form-Based Code (including Design Guidelines) for the Bonanza Park district?*

#### General Plan

Prior to the September 29th Joint Meeting, the Planning Department had committed to rewriting the General Plan by April 15th, 2012. At the meeting the Planning Department agreed to finish a draft of the Bonanza Park Plan by December 30th, 2011, pushing the General Plan back three (3) months (July 15<sup>th</sup>, 2011

Staff estimates that the General Plan will be complete by July 31<sup>st</sup>, however given the implementation documents necessary for the Bonanza Park Area Plan, if we are going to move forward with implementation now, staff may need until October 31<sup>st</sup> to complete the rewrite of the General Plan. Staff learned through the Bonanza Park Area Planning process – there is a significant amount of time involved in the final preparation of the document; formatting, graphics, organization, colors, etc.

*Staff would like direction on deadlines:*

*Would the PC/CC support extending the General Plan deadline to October 31st, 2012, in order to begin immediate implementation of the Bonanza Park Area Plan?*

#### Transportation Study.

The Bonanza Park area is surrounded on three (3) sides by State Roads (SR-248 to the north, SR-224 to the south and west). All access to these roads (i.e., driveways or streets) fall under the jurisdiction of the Utah Department of Transportation (UDOT). Access to SR-248 is currently managed under a Corridor Preservation Agreement that UDOT, Summit County and the City executed in February of 2007 (Exhibit B).

Any modification to existing access or the development of new access to these State roads will require prior UDOT approval and renegotiation of existing corridor preservation agreements. Should Council determine to move forward with the grid street pattern Staff will need to begin working with UDOT to obtain the required access approvals. The grid street pattern as presented has yet to be subjected to a comprehensive transportation analysis. UDOT's access approval process (set forth in Administrative Rule R930-6) will require the completion of a traffic impact study and renegotiation of existing corridor preservation agreements.

Staff is currently working with UDOT on the development of a corridor plan for SR-224 (between Snow Creek Drive and Bonanza Drive) and recommends rolling the required transportation impact study into the work currently being done. This process would allow for solid integration of the BOPA grid street plan with pedestrian, bicycle and vehicular plans for adjacent SR-248 and SR-224.

The City's transportation Staff estimates that the required transportation engineering work will cost approximately \$50,000 and this work will require three months to complete. UDOT's access approval process will add to this timeline (the specifics regarding time required for approval are not clear at this time). Should Council provide direction to move forward with the BOPA street grid, Staff would return to Council at a later date with a request to contract for the required work and a clearly defined timeline for the traffic impact study and the UDOT approval process.

It is important for Council and the public to understand that the findings of the required transportation impact study and/or UDOT's approval process may require some modification of the grid street pattern as presented.

*Staff requests direction from the Planning Commission and City Council regarding 1) do both entities support the proposed grid, and 2) if so, would City Council like staff to broaden the scope of the existing study to for the proposed grid system to be studied within this Plan to make sure the grid and the corridor work together seamlessly.*

### Soils Repository

The Area Plan notes that the Bonanza Park district sits fully within the Soils Ordinances Boundary. Accordingly, any soil removed from this site for redevelopment must follow the state and federal standards for contaminated soils disposal. Currently, the City no longer has access to the Richardsons Flat repository. Therefore, Tooele is the closest option, yet more expensive (due to hauling distance). Council will be asked to make further decisions regarding soils management in the near future that impact the redevelopment of Bonanza Park.

### **Significant Impacts**

Adopting the Bonanza Park Area Plan supplement will put into place the guiding document for implementation. If the Planning Commission supports the Area Plan and the City Council adopts the Plan, Staff must begin revisions to the existing code to implement the plan. Clear direction to Staff regarding the questions noted in this report should be provided to staff.

### **Recommendation**

Staff is requesting City Council and Planning Commission direction on four items:

- (1) Do City Council and Planning Commission support the direction of the Bonanza Park Area Plan? If so;
  - a. Do City Council and Planning Commission support the hiring an outside consultant to create a Form Based Code for the area?
  - b. Do City Council and Planning Commission support extending the General Plan deadline to October 31<sup>st</sup>, 2012?
  - c. Would you like Staff to broaden the scope of the existing 224 Corridor Study to include the proposed grid system (SR224 Corridor Study)?

**Exhibit A** – Minutes from the Joint Meeting (29 September 2011)

**Exhibit B** – UDOT Corridor Preservation Agreement

**CITY COUNCIL/ PLANNING COMMISSION  
JOINT WORK SESSION  
SEPTEMBER 29, 2011**

**City Council Members:** Dana Williams, Cindy Matsumoto, Alex Butwinski, Dick Peek, Liza Simpson, Joe Kernan

**Planning Commission:** Charlie Wintzer, Brooke Hontz, Julia Pettit, Jack Thomas, Mick Savage, Adam Strachan, Nann Worel

**Ex Officio:** Mark Harrington, Francisco Astorga, Katie Cattan, Kayla Sintz, Matthew Evans, Michael Kovacs, Phyllis Robinson, Jonathan Weidenhamer, Tom Bakaly

Mayor Dana Williams opened the joint work session at 6:20 p.m.

Mayor Williams noted that this was the fourth joint work session. If the entire meeting was devoted to Bonanza Park, another work session would be scheduled for Lower Park Avenue RDA.

Charles Buki, a consultant from Alexandria, Virginia, remarked that the objective this evening was to focus exclusively on Bonanza Park to address the main issues. Mr. Buki spent the week meeting individually with each City Council Member and Planning Commissioner. As the facilitator for visioning, he was able to experience the issues that were ratified on paper through one-on-one conversations with each of them. Mr. Buki intended to summarize the main points, but because they were private conversations he would not violate confidentiality. He stated that across the Board there was unbelievable love and dedication for Park City, which validated and strengthened the conclusions from visioning.

Mr. Buki remarked that what he learned from the one-on-one conversations was how far they had come in three meetings. A use of vocabulary surfaced in these meetings that reflected the essence of re-development, the essence of the market, and the challenges. They were still meeting because they had not found all the answers, but they were very close. Mr. Buki believed there was a lot of consensus among the group and he wanted to build on that consensus. They have begun to move from what Bonanza Park is all about to how to get there. They were not there yet, but the conversations and migration was showing progress.

Mr. Buki shared a few of the categories from the one-on-one conversations. One that he heard loud and clear was to emphasize the importance of process, logic, decisiveness and fairness. Mr. Buki stated that everyone was saying the same thing; however, certain things rose to the top. For some, it was the importance of remaining great and not resting at all. Another top priority was the importance of beauty and delight. For others, they recognized the importance of giving things such as height, density and money, but the result should be to get something of importance. Therefore, it is not a matter of trade for its own sake.

Mr. Buki reviewed a series of slides. He wanted to make sure they were in agreement on key pieces before moving forward in Session Four. He recalled from Session One that there was agreement that 1) development must be guided by the City's core values; 2) that redevelopment is essential for economic liability; 3) the portfolio approach.

The group concurred with the three pieces Mr. Buki outlined.

Mr. Buki remarked that TZO's were discussed in Session Two and the group agreed that, 1) partnership is necessary to stay ahead of the market; 2) individual neighborhoods have specific identifies; 3) redevelopment prioritization on a regular basis is necessary.

The Group concurred with the key points outlined.

Mr. Buki noted that the Third Session was a conversation on trade-offs and the beginning of the discussion on Bonanza Park. He concluded from the third session that there was a gap between what is allowed and what they want, particularly in Bonanza Park. Through a survey they identified all the things that could be done, what they did not like, the current function, where they want to be, and the fact that there is a gap.

Commissioner Savage asked Mr. Buki to expand on what they might want to do in Bonanza Park that is not currently permitted. Council Member Simpson believed it was more an issue of what is permitted might not be their highest desire. Commissioner Savage asked if more was permitted than what they would want to do. He was trying to reconcile the meaning of Mr. Buki's statement. Council Member Kernan believed that currently there were barriers to what they could do and what they are likely to do. He did not believe the infrastructure was in place to create what they want. There were several obstacles that needed to be cleared.

Mayor Williams believed that many in the group were shocked when they realized what would be allowed because much of it is not appropriate. The question was what that means in terms of moving forward. Commissioner Savage asked if they were in a position of having to expand what is allowed in Bonanza Park in order to get what they want. He thought that they were starting under the premise that there was already a definition.

Mr. Buki stated that his statements were more literal. While there were disagreements on the survey, there was a lot of agreement against big box retail. Big box retail could occur in Bonanza Park. Therefore, if they do not want it, they need to go back to the framework pieces from Sessions One and Two, which is how to prevent that from happening. Mr. Buki remarked that some communities accept it as allowed and other communities will attempt to go back and revisit the Codes that have a large enough gap for something to get through.

Commissioner Savage understood that there were more options for what could be allowed than what they would like. Planner Cattan used open space as an example. Currently, open space is within setbacks on large lots. However, they could create better utilized open space for community gathering spots. Council Member Simpson thought open space was a great example. The issue is not that it is permitted, but it may not be in the form they want. City Attorney, Mark Harrington, stated that is it not limited to the regulatory pyridine and it could go either way. There is an additional element in terms of the City partnership whether it be through RDA, infrastructure, or whether trade in a project would increase development opportunity for additional open space. Mr. Harrington stated that it might go beyond what you could get with a regulatory application.

Mr. Buki noted that from the survey it was very important to achieve a sense of community. From the conversations there was a strong sentiment that it is not there now. What is allowed now is

more of the same. Mr. Buki pointed out that if they do not want more of the same, they would have to make changes.

Mr. Buki stated that desirable results hinge on trading off gives and gets. Mr. Buki asked the group for examples of gives. Commissioner Hontz answered height. Commissioner Thomas pointed out that giving height would result in getting significant open space. Mr. Buki commented on their discussions regarding districting in earlier sessions and the fact that trade-offs, gives and gets, and how you deal with it in one district should not dictate how you deal with it in another district. There needs to be connectivity because of the portfolio approach, but they do have local distinction.

Mr. Buki remarked that the survey identified specific desired results in Bonanza Park, Lower Park and Old Town and what to encourage and what to discourage. He stated that two other pieces that came out of the previous meetings were 1) there will never be perfect information; 2) development will not wait.

Mr. Buki noted that at the last meeting the group discussed the survey results. They collected the core values from the entire community, and the group had an opportunity to rank them for Bonanza Park. The core values were sense of community and small town feel, and they wanted that to drive the decision making. When they ranked the levers, economy and equity were the most important. They would want to see economic gains and gains in equity. Mr. Buki stated that based on the survey, they perceive the current character and function as being under-utilized, run down, small business, and mixed use. The stated goal was to make it vibrant, affordable, mixed-use and local. Mr. Buki remarked that the survey asked what they would be willing to give in order to get, what they want to encourage and discourage, and what tools they could use to achieve it. Mr. Buki stated that in the third session they went through very specifically what the survey gave as handrails. The top priority was to encourage locally owned commercial. They also wanted affordable housing, small business incubator, apartments, and medium size commercial. He noted that multi-use facility was on the list; but it in another area of the survey it was also ranked as being nowhere in the City. Mr. Buki stated that parks and campus rose to the top as something that should be encouraged. He stated that the planning implication is whether they can achieve these things now and whether they would happen on their own. If not, the question is what they could do.

Mr. Buki stated that the group was clear on what to discourage. They did not want single-family homes, a museum, big box retail, or nightly rentals. In individual conversations, he perceived that they did not want a suburban subdivision and a strip mall. Nowhere in Park City would they want big boxes, national franchises and a multi-use facility.

Mr. Buki noted that height and density were two primary tools for Bonanza Park. They also have financing tools. Mr. Buki clarified that the group was willing to consider height if they could be assured of getting something within a design framework, such as open space, a smaller building footprint, something green, local, protected view corridors, and affordable housing. Mr. Buki remarked that the group was not unwilling to use density as a tool to get what they want as long as it protects historic structures city-wide. As it relates to Bonanza Park, they would want connectivity, affordability, green, and within a design parameter.

Mr. Buki emphasized that their decisions would only get harder going forward because that is the nature of an advanced urban place. It gets harder primarily due to competing goals and more people. More of their values are in competition with each other. The choices are harder and you cannot have it all. The political implication is that not everyone will be happy. Council Member Simpson disagreed that it was a political implication. She believed it was a community implication. Mr. Buki estimated that no less than 40% of the community would be unhappy. He was unsure how many would voice their opinion, but they would be angry. Mr. Buki stated that the nature of 25 years of success has put them in a position of pitting gets against gets and gives against gives, and not everybody wins on every decision.

Mayor Williams pointed out that this was fundamentally different than how they have looked at things for the last 30 years. They are not being reactive because they have a landowner who is very open-minded to the parameters being set. Mayor Williams stated that they were trying to create the vision rather than just mandate the LMC. Unlike the past, they are trying to set up criteria. The challenge is the lack of experience in looking at this type of development. Mr. Buki stated that the group as a whole must find common language and common ground.

Mr. Buki outlined three issues he believed needed to be addressed this evening. The first issue was that the current General Plan and LMC are not the best tools to articulate what should occur in Bonanza Park to achieve a built environment consistent with what they want. The current tools leave large gaps between what is allowed and what they want. In his view, the net of those current tools create a "gotcha" environment for property owners and developers.

Mr. Buki remarked that there were several ways to think about the "gotcha" environment. One is that the status quo perpetuates an "it depends" posture. They recognize the gives and gets, but they still lack clarity and definition. It makes the resulting environment inherently regulatory instead of partnership oriented. Mr. Buki stated that in his personal opinion, it puts them at risk of getting what they do not want both locally and city-wide.

The second is to get a built environment consistent with the core values, which would require a Bonanza Park Plan that is not found in the LMC or the General Plan. The Bonanza Park Plan should include specificity in height, density and financing. The plan should also include a tool for addressing the power station. Mr. Buki stated that an additional advantage is that they would be prototyping a tool that could be used in other areas.

Mr. Buki perceived that there was emerging consensus on what they do or do not want, but there was also resistance. For some, redevelopment is scary and there is a tendency to regulate development to keep it from happening. Others do not want things to change and doing nothing feels safe. Mr. Buki remarked that in reality, doing nothing may be the least safe thing to do because the community is likely to grow haphazardly if they play it safe. Most importantly, they would miss the opportunity to get what they want and possibly end up with everything they did not want.

City Attorney Harrington advised the Planning Commissioners and Council Members to make necessary disclosures before continuing with the discussion. Commissioner Wintzer disclosed that

he owns property in the Bonanza Park area. Council Member Matsumoto disclosed that she rents property in the Bonanza Park area. Commissioner Worel disclosed that she is with the People's Health Clinic and Mark Fischer sits on their Board. Council Member Simpson disclosed that she sits on the Board of the People's Health Clinic and she rents a storage unit in Bonanza Park. Council Member Kernan disclosed that he uses the recycling center with his recycling business and he rents space in Bonanza Park.

Mr. Buki asked the group for their comments on the best way to address development in Bonanza Park. Council Member Kernan would like to eliminate or reduce visible parking lots with either street parking or having parking lots behind or under buildings.

Commissioner Wintzer asked Mr. Buki to re-review the core values to make sure there was agreement on the core values. Mr. Buki stated that when they talked about Bonanza Park at a previous last meeting they used the terms from visioning 2008 and 2009. The group prioritized sense of community and small town feel as top priorities. When they were finished with planning and there was full build-out, they would be able to feel confident that together they shaped development that provided a sense of community and small town feel.

Council Member Simpson remarked that Park City is an interesting town with very dense urban areas. In her opinion, sense of community and small town are almost one in the same. She does not define small town as a small rural town. In Park City you get a sense of community because you walk places and you see continually see familiar faces. It has nothing to do with the number of stories in a building or the architecture. Council Member Simpson believed sense of community and small town was defined by the feel that is generated by the built environment.

Council Member Butwinski stated that for him personally, it goes back to the presentation about form based code and where that would lead. He thought a sense of community was built by having neighborhoods within blocks where it would work as multi-use in the sense of retail/commercial/residential, with a goal of creating an environment where the retail can be successful because the residential is a part of the development and community in the neighborhood. Council Member Butwinski would encourage development to be contiguous and to be built at a pace that could be absorbed by the free market system, and dovetailing that into the overall development scenario.

Council Member Matsumoto agreed with comments by Council Members Simpson and Butwinski regarding small town, and added that development should also appear real and not fake. She believed there needed to be another way to make it feel real aside from commercial and residential.

Commissioner Peek stated that neighborhood is important, but it should also be welcoming to non-residents of the neighborhood. It should create a comfortable feeling for those just passing through.

Mayor Williams commented on the City Tour to Estes Park in Colorado, which he believed had a definite small town feel. Mayor Williams pointed out that the predominant feature of Estes Park was

the Old Stanley Hotel and one of the largest power grid stations in the middle of town which dominates the whole landscape of the City. Everything else was timeless. The rest of the town was mostly motel lodging and drive-ins. Mayor Williams stated that Estes Park had a small town feel, but it was definitely not what they would want for Park City. He was wary of small town feel because it is different depending on where it is. Mayor Williams believed the vision of small town feel for Park City should be focused on what they consider to be the small town feel of Park City.

Council Member Butwinski suggested that for vocabulary purposes they could use “neighborhood feel” rather than “small town feel”.

Commissioner Thomas thought they needed to add meaning to “sense of community” by determining what it is that creates sense of community. He believed it was gathering places, intersections for pedestrians, or a small market with related open space. If they want to build upon a sense of community, it is important to have a place where people could meet and interact.

Commissioner Savage asked if the vision was for a place where people live or where people go. Commissioner Thomas replied that it would be both. Commissioner Savage stated that Main Street is a place where people go. He wanted to know if Bonanza Park would be made vibrant because of the people who live there or the people who go there. Commissioner Peek replied that it could be vibrant because of the shared experience.

Mr. Buki remarked that sense of community could be created in various ways, however, a gathering space is critical and the capacity for people to gather is essential. Council Member Kernan thought the ability to provide ways for people to interact was also important. Council Member Simpson pointed out that gathering spaces do not always have to be large.

Commissioner Thomas stated that in looking at the map, you realize that Bonanza Park is the heart of the community in terms of circulation for pedestrian and vehicle traffic that comes to Park City. He believed this was an opportunity to create networks of connectivity for pedestrian pathways and creating places and passageways. People currently shop at Redstone and other places outside of the community. This was an opportunity to create the heart of their enterprise within their own community. Commissioner Thomas stated that it was bound to succeed if they would create a land use pattern that knits the rest of the community together.

Mr. Buki summarized that gathering space and connectivity were two building blocks to be considered.

Mayor Williams felt another issue related to the children who were raised in Park City and want to come back when they finish college, but there are no job opportunities. He noted that Fort Collins created an innovative center for incubating business. He believed Park City was a great area for facilitating new ideas for businesses. Council Member Simpson remarked that it would be a get. If they want to see it built in the District, they would have to give something to get it.

Commissioner Thomas believed that height and density were the given tools if they want to achieve more open space within the District. He remarked that the difficulty was that they were talking

about qualities they want in the community, but they needed a plan. Commissioner Thomas stated that eight years ago he suggested that the City hire someone to develop a master plan for this part of the community.

Commissioner Savage asked if it was possible to get a software model that talks about the economic impacts of making specific changes and the gives and gets. Mr. Buki replied that those types of models do exist. There are tools that would help them understand shade, sunlight, facades, and cost. Commissioner Savage felt they were at the point with Bonanza Park where there was agreement on the concepts, and it was time to find a way to begin substantiating that in the form of a model. With the right tools they could have a more progressive discussion. Council Member Kernan stated that in the model he would like to see better roads for connectivity to stay within the District.

Commissioner Wintzer struggled with the fact that in talking about sense of community and small town feel, they were actually talking about the sense of community and small town feel of a mountain ski resort. He wanted to know how they could create something that would not detract from what they love and depend on. Commissioner Wintzer noted that the City spent a lot of money to purchase open space to create a separation between Park City and Redstone. Mr. Buki stated that Council Member Matsumoto had expressed that same concern about being careful not to allow what they had walled off.

Council Member Simpson agreed that they needed a plan. She thought the objective this evening should be to define the goals for that plan and the tools needed to achieve those goals. Council Member Simpson did not believe they should be afraid to use height as a tool to get what they want, as long as it is done well. She noted that in discussions with Commissioner Thomas regarding view corridors and view sheds, Commissioner Thomas stated that some of his favorite views were between buildings. Council Member Simpson pointed out that everyone thinks of view sheds as being the mountain. However, Commissioner Thomas was integrating the built environment and she thought was valid.

Mayor Williams commented on the sculpture at Kearns and Bonanza and his shock at having his normal view blocked. It was not a question of good or bad, but it was different. Mayor Williams remarked that one of the gives is realizing that in order to get some of what they want, they will need to give up some of what they have.

Commissioner Thomas commented on the importance of documenting key view corridors when defining a plan. Mayor Williams thought they needed to define starting points. Typically, larger buildings were always at the base of mountains because the mountains dwarfed their size. Traditionally Park City has never gone higher than two or three stories. They are now beginning to look beyond those models. In his opinion, being willing to go over what traditionally exists is where they begin to gain a large number of gets.

Commissioner Savage asked what the Planning Staff needed from this group to come forward with a proposal for discussion. Mayor Williams thought they should first create a document that identifies the guidelines for development. Commissioner Savage stated that if they started with a

design, it would give this group something to critique that could turn into guidelines that could then be utilized.

Commissioner Thomas suggested that they approach this in the same way they would approach any design problem, which is to create a design program for the components they want to see in the community. They could then hire someone outside of this group to create a conceptual schematic diagram and begin to show options. Commissioner Thomas was concerned about trying to write a document to convey aesthetics. He thought they needed to start with an expert study of what works and where it should work. Commissioner Wintzer believed they could walk around Park City to see what worked and what didn't. He concurred with Commissioner Thomas about having someone do a conceptual design and something they could visualize.

Mr. Buki asked if there was consensus for a document to tell them what could be done. Council Member Kernan stated that the document would not have to be what they could do if they could control the whole area and build it. It could be broken apart into the characteristics they want. They do not need to know where the roads would be exactly, but they do need to know that there would be connectivity and find the right tools to get there.

Council Member Simpson stated that a Bonanza Park supplement was done in 2007, and she has heard from various people that they could accomplish what they want with the 2007 supplement. Council Member Simpson asked Director Eddington if he had a rebuttal to that way of thinking. She believed that the Planning Commission and City Council should prioritize what they want to see and what they are willing to give up, and then write a new plan if they determine that one is needed. Council Member Simpson respected everyone around the table, and she had heard dissenting opinions. She asked Director Eddington for his opinion on what was missing from the current Bonanza Park supplement that would achieve the flexibility of design and desire they were looking for.

Director Eddington stated that the existing Bonanza Park Supplement provides parameters and constraints; however it does not provide direction or a pro-active opportunity to shape that environment, or a visual sense of what was intended to go there. Taking out all the LMC aspects, Director Eddington did not believe the supplement provided a plan revision. It is more historic and code driven. Commissioner Wintzer concurred. His biggest argument when the 2007 Supplement was written was that they never started at the beginning to determine what they wanted and how to get there. Commissioner Wintzer asked Director Eddington what he would do different that could not be achieved with the current supplement. He noted that the plan is a guideline, but it is not binding.

Director Eddington replied that the existing plan allows a lot of things, but it is mostly things that could be done now by right of the general commercial zone. As an example, the supplement does not give direction relative to the street fabric within that area. It does not give focus to local business or other elements discussed relative to establishing, buying down and trading open space opportunities to create central open space.

Commissioner Savage wanted to know what the City's contribution would be as a partner to

encourage redevelopment in the long-term best interest of the City. Mr. Buki replied that if they do not want specific things, they should stop making it possible for those things to occur.

Commissioner Strachan thought the 2007 Bonanza Park supplement already encompassed everything they want. It is open-ended and says that height, zoning, setback and other items could be considered. It encourages open space and connectivity, and discourages big box and strip malls. Commissioner Strachan stated that if they intend to proscribe things that they do not want in the area and encourage other things, that should be addressed in the LMC.

Council Member Kernan asked how they turn into a form based code. Director Eddington replied that it is through an overlay zone. Director Eddington stated that before they get to the LMC, they have to exercise that vision and recommend the overlay zone if it is form based code.

Council Member Butwinski stated that as the liaison to the Planning Commission meetings, there is an ongoing conversation about specificity and lack of clarity in the General Plan. He noted that the purpose statement talks about community and all the components they have discussed as core values. It talks about what you can get, but it does not say what you have to give. Council Member Butwinski believed that was the disconnect in the current General Plan. Hearing the conversation at many Planning Commission meetings, the general consensus is that there needs to be more cohesiveness for what they want. Council Member Butwinski thought they should be more specific and identify exactly what they do or do not want, because that would help make the planning decisions.

Commissioner Strachan stated that in his opinion, the General Plan is not the document that provides specific direction to a developer. The General Plan gives the developer a general idea of what he might be able to do, but the developer looks to the LMC to know specifically what he can or cannot do. Commissioner Strachan reiterated that the gives and gets should be addressed in the Land Management Code because that is the document that allows them to enforce it.

Director Eddington remarked that they need to do the plan first and then incorporate that into the Land Management Code. Commissioner Strachan pointed out that they could amend the LMC based on the current General Plan. Commissioner Wintzer remarked that the current plan lacks pictures, drawings and vision. Aside from that, he agreed with Commissioner Strachan that the current plan was sufficient.

City Manager, Tom Bakaly, remarked that the dialogue was similar to what was discussed several years ago. At that time he asked whether they wanted a plan, or a "plan for the plan". They made a conscious decision to choose a "plan for the plan" and outline parameters. In response to Commissioner Savage's question as to what the Staff needed from the group to move forward, Mr. Bakaly clarified that the Staff was trying to implement their policy and vision, and they needed a document with specifics to do that. He did not believe the General Plan serves that purpose because the LMC is the regulatory tool. Mr. Bakaly stated that if the City is going to be a partner, there needs to be a commitment to a plan that has specificity and can move from this vision to reality in concert with a major landowner. When this group talks about the Land Management Code or the fact that the current General Plan is adequate, he was not hearing commitment and buy-in to

a plan. Mr. Bakaly stated that he needed that commitment before he could provide direction to the Staff. Hiring someone from the outside would not work because they have looked for that solution many times. Mr. Bakaly remarked that the primary issue was whether they willing to be a true partner with the developer and specifically develop a plan.

Commissioner Pettit stated that one issue the community struggles with relative to planning is that the General Plan should be a living, breathing document, and that has not been the case in the past. She thought they were too afraid to be specific and provide a plan because they want to be flexible. Commissioner Pettit believed they could be flexible if over time they re-visit the plan and adjust or make appropriate changes.

Mr. Buki summarized that the quality of a document should allow for some flexibility at some point. However, that flexibility cannot be so great that it becomes a regulatory component. Mr. Bakaly further added that it should not cross the "it depends" line. He believed they needed to get past "it depends" and actually commit if they want to be that partner. Committing means specificity and risk and expecting that a large number of the community will be unhappy. Another approach would be to create the best framework possible on which to evaluate proposals that come before them, which is a very different relationship.

Commissioner Strachan supported Mr. Bakaly, and asked which document should have that specificity. Mr. Bakaly thought it should be a separate plan for this particular area that has principles and components that could then be applied for the rest of the Bonanza Park District. Commissioner Wintzer stated that regardless of what they do, it is important to make sure that Bonanza Park is connected to the rest of the town. If they end up with separate documents, he wanted to know which document would provide that connection. He believed the easiest place in was the General Plan.

Mr. Buki stated that he and Commissioner Pettit had a similar discussion on that same issue. The need to make sure that what they pursue in Bonanza Park is not so isolated that they forget it shares customers and cars with Old Town. Bonanza Park's gain should not be Main Street's loss. The plan needs to specifically and intentionally address that issue. Therefore, if they authorize a document with those pieces, it needs to have explicit articulation.

Commissioner Pettit stated that her ongoing fear is not fully understanding what the impacts of creating a vibrant retail/commercial in Bonanza Park would have on Main Street. She hoped it would be complimentary and a different experience. Mr. Buki remarked that an important component was finding that complimentary from district to district.

Commissioner Savage clarified that this was the reason for his earlier question of whether this area is a place where people live or a place where people go. Being a place where people go increases the competition with Main Street. A place where people live is more self-contained. He believed this was an important consideration when they think about types of commercial space and uses to encourage.

Commissioner Peek thought the question was the type of commercial uses or the type of built

environment they wanted for that area. They need to decide if they want to just draw from the ski season or expand to something more diverse with more buildings.

Council Member Simpson reiterated her previous question of what was missing in the current Bonanza Park Supplemental. She noted that the City is obligated to consider a zone change anywhere. However, if they do not want to see specific things in that area it should not be mentioned in the document. Council Member Simpson believed the plan should intentional and clearly lay out priorities for the District, as well as what they would not want to see.

Commissioner Wintzer clarified that his comments regarding the current General Plan were not meant to imply that he did not think the document should be changed or updated. However, in terms of use, if something is allowed as a conditional use in the LMC, the General Plan would not be able to prohibit it. Council Member Simpson stated that the 2007 Bonanza Park Supplement lacks their intentions and goals for that neighborhood.

City Attorney Harrington stated that Utah law allows an option for the General Plan to either be mandatory or advisory. By ordinance, Park City chose to make their General Plan mandatory. Mr. Harrington remarked that the last consultant recognized the need for flexibility; and therefore, the mandatory document has flexible non-binding terms such as should, hopes, and wants. Flexibility was built in so the document would not have to dictate a result. Mr. Harrington stated that the General Plan cannot be amended without amending the Land Management Code. It is always a two-step process. They would never be able to codify what they want without laying out plans for what they want, which no one wants the government to do. If they want creativity and vision in development, the balance is predictability with the freedom to have the private sector dictate the result. Based on their comments, Mr. Harrington believed there was general agreement that the current plan does not provide those agreed upon benchmarks. For that reason, it must be a two-step process with more detail in the plan, followed by regulator adjustments in the LMC that gives the Planning Commission the tools to better say yes or no.

The group discussed gives and gets and how specific the trade-offs should be in the plan.

Mayor Williams recalled agreement in the first joint meeting that Park City has unique neighborhoods. He noted that the existing neighborhoods are easy to define because they are already built. Part of the General Plan would be defining the uniqueness of these neighborhoods. Mayor Williams believed they were trying to do the same thing for Bonanza Park, but the difference is that they have a clean slate which makes it harder to define. He commented on the line about "development won't wait. He suggested that they give the Staff a 60 day bye on the General Plan to allow them to focus on a supplement to achieve the gives and gets.

Mr. Bakaly was uncomfortable with the word "supplement", because it implies that it is a component of the General Plan, as opposed to a specific area of the plan. It caused him to ask the question of whether it was a specific plan for the area or a component of the General Plan. Mr. Bakaly stated that it would take less time if the Staff was given specific policy direction as to what the group wants. It would take longer if they want to remain general and be as flexible as possible. Mr. Bakaly believed that two months to develop a document would be a realistic time frame if they

obtained greater specificity on certain items.

Commissioner Wintzer wanted to know why there was a rush to produce this document. Mayor Williams replied that one reason was that applications were coming in. Mr. Bakaly believed the rush was the consensus that the area was under-utilized, rundown, lacked identity, boring, and uninviting.

Mr. Buki clarified that it was not a matter of “rush’ as in getting it done tomorrow. It was a rush in terms of having a purpose. The market will not wait and currently they were not capturing the income being spent outside of the City boundary. They can continue to drag their feet or they can push for a document that will put a face on Bonanza Park to begin competing and recapturing some of the revenue needed to achieve what they want.

Council Member Simpson remarked that regardless of what they title the document, it needs to include a map, a tool, a list of priorities and a list of things they do not want for that area. Commissioner Savage could support delaying the April 15<sup>th</sup> deadline for the General Plan with the understanding that they would receive a crisp, well-defined plan that the Planning Department could recommend moving forward on. He thought they should empower the Planning Staff to do their job.

Mayor Williams suggested that part of that was drilling down on the meaning of each parameter. He commented on the number of every day basic items that are not available in Park City, which leaves the residents no choice but to drive outside of the city limits to purchase them. If meeting those basic needs was something they wanted in Park City, he was unsure whether that would be a give or a get. Mayor Williams noted that in focusing on the tourist industry they have given up the things geared towards the local community. In his opinion, the April 15<sup>th</sup> deadline was not critical for the General Plan because it was more important to drill down on the individual parameters. Once the parameters are defined and established in a document, it would be easier to define the gives and gets as they move through the process with developers.

Mr. Buki summarized that there was a proposal on the table for a crisp and clean document that is policy driven and goal oriented, and describes what they want to see occur. The document can and will be prepared by Staff based on direction from this group. The document is a high priority that should be done sooner rather than later; and because it is a priority, the deadline for the General Plan re-write would be delayed.

Mr. Buki asked Commissioner Thomas to provide his ideas on the document from the standpoint of process and element. Commissioner Thomas believed they were looking for help from the Staff and should assign the Staff the responsibility of coming back with a specific plan for the Bonanza Park neighborhood by the end of the year. The plan should focus on gathering spaces, connectivity, authentic architecture, and the components and elements they all believe are necessary to turn Bonanza Park into a central place where people can shop and live. It should be done on the scale of a local town feel. Commissioner Thomas believed the Staff was capable of accomplishing that goal.

Mayor Williams added that the plan should have pictures. In addition, he felt there was enough

expertise in the room that going outside for help was not necessary. Mayor Williams suggested that they ask Commissioner Thomas to be their liaison and work with Staff. Commissioner Thomas was not opposed to working with the Staff on behalf of the Planning Commission and the City Council, but he felt it was important to rely on the professionalism of the Staff to generate the plan.

Commissioner Wintzer was still unclear as to what they would name the document. Director Eddington stated that it would be the Bonanza Park Plan or a Plan for Bonanza Park. The document would be incorporated into the full General Plan once the General Plan re-write is completed.

Commissioner Thomas pointed out that the plan needs to have a supported relationship with Main Street and with the resorts. It should also help resolve transportation issues and connectivity.

Mr. Buki asked if there was agreement for the General Plan re-write to take a back seat while they construct this document. Commissioner Wintzer added the caveat that part of the connectivity of this project to the rest of Park City would be worked on in the General Plan simultaneously. Commissioner Peek thought they should be able to use this experience as a template to create the rest of the General Plan.

Mayor Williams called for public input.

Mary Cook stated that in addition to a traffic analysis, she suggested that they think about the pedestrian traffic, bike traffic and skateboard traffic that comes up against that piece of land and stops. Ms. Cook offered two different ways to approach the problem. One was more visual and technical. They could build it first and then see what it suggests in terms of rules and regulations. The second approach was to come at it from technical knowledge about laws, regulations, what does and doesn't work and to write the plan. She suggested having two groups work from two different perspectives and then have them come back together at some point. Ms. Cook was certain there was a computer program on the market where they could build multiple perspectives of a land use project to see how they lay out.

Jon-Eric Greene commented on conversations regarding the economy and how to add to the economy as opposed to detracting from it. He believed a big elephant in the room was the office space at Kimball Junction. Park City has seen a lot of businesses, including his own, move out of Old Town due to the lack of functional office space. He agreed with Commissioner Thomas that this was their opportunity to create the center of the community from residential, and a large part of that is office space and jobs. As a community they need to talk about the types of jobs they want to attract in Park City and whether they compliment the resort/business and world resort lifestyle or take away from it. Mr. Greene remarked that they could talk about heights and what development should look like, but they also need to consider jobs and the economy in Park City, as well as the opportunities that the Bonanza Park area can contribute to the future of the economy.

Mayor Williams believed office space would come under mixed-use with an emphasis on local business. He reiterated his earlier comment about providing opportunities for college graduates

who want to return to Park City. Council Member Simpson stated that she met with the new Park City Young Professionals Group, who are young professionals who moved back to Park City and would like to start a business. She agreed that it was getting harder to find office space.

Commissioner Savage asked if the City had a development plan that speaks to those types of questions. He was told that the City did not have that type of plan. Commissioner Savage asked if that should be a separate issue or included as part of the General Plan. He was told that it could be addressed in the General Plan.

Kate Riggs thanked the group for their efforts. She commended their great discussions and how they came together on a recommendation to put long-term strategy ahead of Code. She believed that was for the betterment of the community. She agreed that there was great expertise on Staff and she commended their decision for using that resource. Ms. Riggs thought another great resource was Mr. Buki, the facilitator and consultant. She commented on words she heard such as connectivity, jobs, complimentary, economy, and economic development. She urged them to look at the community beyond the ski resorts because Park City is no longer just a ski resort community. The resorts have worked hard to become year-round resorts. Ms. Riggs stated that they need to look at economic development. She is one who would like the ability to buy basic items within the Park City limits. Park City should provide the services that are needed for a year-round community because that is what they are. They cannot diversify Old Town and Park City proper if they continue to look at themselves as a ski resort community. Through the Bonanza Park plan, Ms. Riggs hoped they would look to community resources within the resorts, the residential, and the realtors to provide data and the expertise needed to support the long-term plan.

Michael Barille encouraged them to allow avenues for the community to help with a number of tasks. Whether it is design examples or job growth and ideas, it is important for the community to be interactive in the planning process. Mr. Barille also encouraged them to trust the private section and use their experience to understand the issues.

Craig Elliott stated that Mark Fischer was out of town and asked him to comment this evening. Mr. Elliot disclosed that he works for Mark Fischer. Mr. Elliott believed that the decision to have a Bonanza Park plan was a good step and would make a big difference for what Mr. Fischer would like to accomplish. He stated that Mr. Fischer is one of Park City's philanthropic community members and they have an opportunity to move forward with him. Trust is an important word and something they have to work through. Mr. Elliott stated that he has the computer model software and available information they were talking about this evening. Mr. Fischer has suggested that he provide them with that information. Mr. Elliott pointed out that they do not need to hire someone outside of Park City because he was willing to give them the tools and the benefit of his expertise. Mr. Elliott believed there was an opportunity for a public/private partnership to evolve. He preferred that the document be a statement of great development and what they want versus everything they do not want. Mr. Elliott stated that he works with the Staff every day and he was confident in their ability to put together a great plan. He agreed with the request to have pictures and visuals in the document.

A member of the public suggested that they think about the movie Field of Dreams and the line, "if

you build it they will come”.

Mayor Williams thought it would be interesting to have a public meeting at some point on what eight words mean to people in town; everyday use, vibrant, etc. Getting the public involved would be an attempt to make a larger percentage of people accept the document.

Ruth Meintsma stated that she has been listening to the group talk about the manifestation of the Bonanza Park plan. She recalled that Director Eddington had said that the current plan had parameters but no direction. The General Plan has direction but it is not specific enough. Ms. Meintsma pointed out that in talking about what they need in this document, they were describing the Historic District Design Guidelines. Ms. Meintsma noted that the design guidelines are specifics, but always in the context of size, character, neighborhood and feel. She suggested that they use the same format for the Bonanza Park plan and call it the BPDG, Bonanza Park Design Guidelines. If they used the same format and followed the parameters of the HDDG, she believed the public would have a better understanding of what they were trying to accomplish and refer to that document first.

Mayor Williams remarked that Old Town is a defined area and they were able to create the guidelines for something that already exists. That is very different from something that has a clean slate and needs a mission statement.

Ms. Meintsma noted that the geography of Bonanza Park is flat, which is much different than Old Town. She thought they should keep that in mind when they talk about neighborhood feel, because being flat offers many opportunities.

Mary Wintzer stated that in talking about the vibrancy of Bonanza Park, she wanted them to keep in mind what the 20 small business owners on Iron Horse have created through the years. The business owners contribute their own creativity and that has created vibrancy on Iron Horse. Ms. Wintzer suggested that they use that as a model and keep economics in mind. They cannot encourage people to build grandiose complexes with high rents, because it is unrealistic for a small business owner to make it in that setting. Ms. Wintzer encouraged them to keep the authenticity that the business owners have created.

Director Eddington summarized that the Staff would endeavor on a plan that deals with Bonanza Park, and look at it from a new comprehensive, holistic approach. A number of issues are comprehensive city-wide in terms of connectivity, transportation, and economic impacts. Issues specific to Bonanza Park include gathering spaces, connectivity, transportation, utilizing graphics, relationship to Main Street and the resorts. The intent for this plan is to use graphics and narrative to provide direction based upon the goals exhibited from the survey and the last four meetings. Director Eddington stated that the idea is to build upon the visioning statement from 2008-2009, as well as the comments from the survey and the discussions, to create a forward thinking plan and vision for that area. The plan should define parameters and recommend whether it is form-based code, design guidelines, or LMC changes and present the document to the group. The Staff would utilize this group and the public for input to carry the plan forward. Director Eddington believed the document could be completed by the end of the year. He recommended that it be presented at a joint meeting in January.

Mr. Buki requested final comments from each of the participants.

Council Member Butwinski noted that Director Eddington never mentioned gives in his summary. He believed it was important to have gives. Director Eddington thought they would be able to identify the gives and gets as they move through the process. The gives and gets listed in their discussion would be addressed in the plan.

Commissioner Savage thought it would be helpful to create a spreadsheet that correlates the relationship between the gives with the gets. He did not have a good idea of the expected demand for affordable housing or to what degree this type of environment could be used to substantially accomplish those objectives. Commissioner Savage also suggested an economic model associated with how revenues flow back into the City taxes and other sources to look at it more holistically. Density, height, economic model and relationship to other major goals as it relates to the equity question.

Council Member Kernan thought they were making a commitment to work more like partners. He hoped the new Bonanza Park Development Design Guidelines would help bridge what was missing and help them partner easier to accomplish some of what they like, such as the form based code. Council Member Kernan also hoped they could find the tools to better connect all the roads and accomplish other goals, and to find the gives needed to connect that area. He was excited to have a new tool to implement a vision they all like instead of reacting to things they do not like; and one that encourages developers to work together for common goals.

Council Member Peek suggested a give for uses that do not cycle with the winter and summer based economy. Other important elements were welcoming, comfortable, generates a shared experience, gathering space, connectivity, regional architecture, shop/live, local town feel.

Council Member Matsumoto was unsure if the new plan was the appropriate place to address phasing. In an earlier meeting someone had mentioned that phasing achieves a more authentic look than designing it all at one time. Council Member Matsumoto remarked that the elephants in the room were a convention center in this area of town and the power poles, and she had definite opinions on both issues.

Mayor Williams noted that the Power Company was looking at several options. The City requested that the Power Company look at Mark Fischer's property across the street as the main option. The Power Company realized that it is one of the most viable options on the table. Mr. Buki advised Director Eddington to account for the implications of different scenarios for power locations.

Commissioner Worel asked if studies have been done on the health implications related to the proximity of the power station. Mayor Williams did not believe the Power Company had conducted a study, but they deny any health factors. Mr. Buki requested that they table the power station discussion until after Director Eddington and Commissioner Thomas flush out all the implications.

Commissioner Strachan was willing to give anything in order to get proper traffic mitigation on Highway 248. He stated that unless the new document is more specific than the current General Plan supplement, he would consider the whole process a loss.

Commissioner Pettit supported gives and gets with respect to height and density. However, she would need to know more definitively and quantitatively what the give and the gets are to understand the correlation. Commissioner Pettit stated that another piece of the equation was the flow out of town to Redstone and other places outside of the City limits. She believed this area should be developed in a way that appeals to young people so they will want to ride their bikes to the Bonanza Park District instead of riding the bus to Redstone. They should think about uses in that area that would be attractive to the young people in the community.

Commissioner Hontz favored the idea of a new plan and thought it should be sophisticated and very specific. She hoped the Staff would do a good job of controlling the Planning Commission and the City Council when they start asking for additional studies and information that do not pertain to what they are trying to accomplish with this plan. The Staff could take time to provide the information, but everyone needs to realize that the trade-off would be not meeting the deadline. Commissioner Hontz could not see them continually pushing back deadlines. She encouraged the Staff to be firm with both the Commissioners and the Council Members to keep the process on track.

Commissioner Worel struggled with how to take the current plan and supplement from having so many depends to being too regulatory. She liked the concept of the gives and gets because it is an intermediary. She appreciated the comment about having the document being more of a guideline than a regulatory plan.

Mayor Williams thought they should utilize Craig Elliott if they wanted a public/private partnership to move forward. Mr. Elliott has worked with the City on other projects and he already has the tools they might need. Mayor Williams stated that in 35 years he has never seen anyone who owns so much ground ask the City to help decide what to do with his property. He believed Mr. Fischer and Mr. Elliott should be at the table for some of the discussions in some manner. It is a unique opportunity for the City to have a developer willing to work with them and they should take advantage of it. The process for Lower Park Avenue will be different because there will be so many people and many different properties.

Mayor Williams liked that this group tried to define the terms for Bonanza Park. This is an important document and he believed they would be able to complete it by the end of the year. Mayor Williams believed the four joint meetings were an example of how the City has evolved to the point of being able to sit down together for meaningful discussions.

Council Member Simpson concurred with Mayor Williams and most of the other comments. However, what she heard from Director Eddington were the words "we hope, we think, we will try, we plan to" and that was not definitive enough for her. She would be very angry if they do not produce a document by the end of the year. If there are problems or the Staff needs extra resources along the way, she would want to hear about it early rather than later. Council Member Simpson was willing to support a complete three month moratorium on requests from the Planning

Commission or the City Council for information that is not directly related to a packet. Completing this plan is important and they need to adhere to the deadline. Council Member Simpson wanted to be sure they use the word "equity" because it applies to both the community and the developer. When they start talking about the power station it will be a very hard part of the conversation. If the City makes the trade-off, and as a group they decide that it benefits the community to move the power station out of Bonanza Park but possibly near dense residential housing, they will have a very tough equity conversation on their hands. She wanted everyone to be clear on that issue.

Mr. Buki stated that when they did visioning, nothing permeated every conversation as much as equity. The issue of equity deserves time for its own conversation, but that time was not this evening.

Council Member Butwinski stated that the new plan should give the developer a clear sense of what they are applying for and an expectation of whether or not it would be approved. He agreed with Commissioner Hontz and Council Member Simpson about not letting requests for additional information interfere with the end of the year deadline to complete the plan. However, he was not willing to support a moratorium as suggested by Council Member Simpson.

Commissioner Wintzer wanted it clearly understood that the desire to create a viable project does not necessarily mean giving something away. He asked Director Eddington to first find a way to describe what is needed for a nice project, and then identify the gives and gets. Commissioner felt this had been a great process.

Commissioner Thomas found it exciting to be playing offense rather than defense. He was confident that the Staff would meet the deadline and he was willing to support that with his time and effort. Commissioner Thomas was pleased to be able to weave some things back into the community that have dwindled away. He felt it was important to find a way to tell their story and to pay tribute to the mining heritage and the Olympic heritage. Commissioner Thomas stated that aesthetics do not happen from an analytical or engineering approach. It is achieved by making it a priority to make sure what they get a better visual environment. He concurred with all previous comments.

Mr. Bakaly believed this would be a team effort at the Staff level. He agreed with the comments to involve Craig Elliott in some manner. Mr. Bakaly suggested another joint meeting in a few weeks to talk about Park City Mountain Resort and Lower Park Avenue.

The Work Session adjourned at 9:10.

**PARK CITY COUNCIL AND PLANNING COMMISSION  
WORK SESSION NOTES  
JANUARY 12, 2012**

**Present:** Mayor Dana Williams; City Council members Andy Beerman; Alex Butwinski; Dick Peek; and Liza Simpson

Chairman Charlie Wintzer; Planning Commission members Mick Savage, Adam Strachan, Jack Thomas and Brooke Hontz

Tom Bakaly, City Manager; Mark Harrington, City Attorney; Thomas Eddington, Planning Manager; Katie Cattan, Planner; and Brooks Robinson, Transportation Planner

Mark Fischer, property owner and Michael Barelle, consultant

**Absent:** City Council member Cindy Matsumoto and Planning Commission members Julia Petit and Nann Worel

**Bonanza Park Plan.** Thomas Eddington stated that the process for Bonanza Park began September 29, 2011. Staff has accumulated a lot of information and incorporated many of the General Plan regional principles. He thanked several departments who played a huge role in contributing to the Plan and specifically acknowledged Planning Commissioner Jack Thomas' direction and insight. Mayor Williams commented on the amount of work needed to provide adequate information to make these types of decisions and the process was good. The development climate in Park City has changed over the past ten years and there are developers here willing to participate in a process which is not typical in other places. Working on this Plan has been a very positive experience including public input and he complimented everyone who worked on it.

Planning Commissioner Jack Thomas felt that the planning staff and the public were very objective. Staff kept the purpose, vision of the community and the interests of all of the players in mind. He stated that he has a newfound respect for their depth of knowledge, intellect and objectivity.

Thomas Eddington invited questions from the group. Alex Butwinski pointed out the goal of Bonanza Park not competing with Main Street but some of the elements in the draft may do that. He cited the brewery as an attraction to the Bonanza Park area. He asked if this is a place where people are or a place where people go to and in his mind, that has not been resolved. Thomas Eddington explained that staff worked with Design Workshop to focus on year-round economic generators and one of the ideas is a brewery/restaurant. A small brewery already operates in the Bonanza Park area and Design Workshop was basically capitalizing on that business. It was not considered as an entertainment or tourist attraction but rather as a restaurant to serve the residents in the area. He noted that there will be some cross-over of patrons.

Mr. Eddington suggested that one of the issues the group may want to discuss is nightly rentals. It is not a recommended use because the area is primarily residential and a nightly rental cap of 15% to 20% has been proposed. As a landlord in Bonanza Park, Charlie Wintzer stated that he wants to attract tenants that bring more people to the neighborhood. Mr. Butwinski distinguished tourists from locals. Mr. Wintzer stated that he is also trying to get tourists in the area. He doesn't want to compete with Main Street and pointed out that he has had tenants that have left and gone to Main Street while some Main Street businesses have relocated to Bonanza Park. He emphasized that he competes for tenants and that is his goal as a landlord.

Liza Simpson pointed out that there is always going to be cross-over but if the focus is not to turn Bonanza Park into an entertainment district the appropriate businesses will naturally develop. She is interested in discussing nightly rental use. Brooke Hontz stated that she shared Mr. Butwinski's concern and discussed it with planning staff. One of her suggestions was researching other towns where there are successful complementary commercial districts. Mr. Butwinski felt that a convention center in Bonanza will keep tourists off of Main Street. Mayor Williams explained that he thinks of this in terms of Main Street and Redstone or Newpark which people were very nervous about. He now realizes that no matter what gets built in Bonanza Park, it is not Main Street and never will be and he doesn't really worry about competition if Bonanza Park is built-out right. Andy Beerman interjected that Redstone or Newpark will never replace Main Street but the goal is not to dilute Main Street or the rest of the community with redundant business types.

Planning Commissioner Mick Savage believed dilution reflects the same number of people doing more things. He asked how demographics will change over time in Bonanza Park and absorption rates. The goal here is to have a differentiated product and to not create dilution as a consequence of some upward trend in population. Mr. Eddington explained that the housing goal is to be able to provide affordability and different tiers of affordability. Staff recommends up to 175% of area median income attracting younger professionals and he didn't feel this group would dilute the rest of the community. Katie Cattan stated that it is intended to maintain the current number of year-round rental units and to incentivize development of apartment-type buildings for rent. This is one of the few neighborhoods where the majority of residents rents year-round which is taken into consideration. Affordable housing criteria offers options of building off-site or on-site. Liza Simpson understood that discussion of census information includes all of Prospector which should be refined so it is clear and Ms. Cattan stated that there will be an index of terminology. Thomas Eddington interjected that Bonanza Park and Prospector are combined as a neighborhood in the General Plan.

Liza Simpson asked how staff determined the 15% to 20% nightly rental cap. Mr. Eddington explained that staff studied neighborhoods in other resort communities to determine when a neighborhood ceases to be a neighborhood *which was all over the*

*board.* If the percentage increases to 40% to 50%, the sense of neighborhood starts fading. The other data basically showed 15% to 25% is about as much a neighborhood could tolerate in terms of vacancies. Ms. Simpson pointed out that the census information created a perception that Park City has become a town of second home owners, but the percentage is the same as it was ten years ago. It has been her observation over the past 20 years that there is an ebb and flow. The number should be accurate in creating that kind of neighborhood but at the same time not interfering with people's flexibility since that seems to work. The Mayor pointed out that the census shows an average of 20 new residents a year for the last ten years which is not impactful but there has been a lot of second home product built. He likes the idea of capping nightly rentals to maintain a primary residential base. Mr. Wintzer believes it is a balancing act and the primary home market is not that strong. He pointed out that once nightly rentals are allowed, it is very difficult to change back. Ms. Simpson emphasized that nightly rentals and second homes are two different things. Mick Savage asked how the nightly rental use would be delegated and Mr. Eddington believed decisions would have to be made on a project by project basis because everyone should have the same opportunity. He felt that each owner would want to utilize the full 20% of the nightly rental use and units could be deed-restricted. Adam Strachan believed that nightly rentals will not be mixed and the developer will build the nightly rentals first unless the project is conditioned. Mr. Wintzer suggested that staff provide more data on the ratio and Ms. Simpson added that the process should be outlined.

Thomas Eddington emphasized that if primary housing is a focus, there is a price-point that isn't being satisfied in the community, and there is a demand. Mr. Savage believed there should be a model that promotes discussion about that assumption. Katie Cattan warned against restricting higher options of the housing ladder and data indicates that there is a gap. A model has not been run, but staff is aware of where the gaps are. Mr. Savage asked if the gaps imply a demand. Ms. Cattan stated that the data shows that the gap is being fulfilled in Snyderville Basin and in Heber City where affordable product exists. Adam Strachan felt that potential buyers would have to be interviewed somehow to get this information and Ms. Cattan pointed out that realtors have information on trends. Thomas Eddington referred to the Plan and data that showed that the strongest real estate market on December 22, 2011 was in the range of \$250,000 to \$500,000 and it is felt that this will be the strongest market for the next two years.

Adam Strachan believed that the Planning Commission will need a lot more flexibility for phasing based on sales rates to discourage empty units. Liza Simpson countered that developers don't want empty buildings either and want the ability to build and fill. Discussion ensued about unrealistic expectations of developers. Charlie Wintzer pointed out that building and land costs are equal so in order to incentivize affordable housing there has to be enough give on the market units to get affordable units. If the City is not flexible enough to make the project profitable, affordable housing will not be built. The cost of parking and land are elements that won't change. Mr. Strachan interjected that developers do not need to build affordable units first and sometimes it

might be inappropriate. However, the Planning Commission does not have that flexibility currently in the LMC. Mr. Wintzer agreed with the concept and suggested that a parking demand study be conducted and work on incentives to promote alternate transportation modes. Katie Cattan explained that the trend is to specify parking maximums rather than minimums and developers provide the study that supports their parking request. Mr. Eddington pointed out that the LMC provides that exceeding the parking requirement beyond 105% requires a variance. Mayor Williams noted that The Montage provided 75% of the amount of parking required in the LMC in an attempt to force the transportation issue. Part of the vision for Bonanza Park is the access to public transit; residents do not need to own a car to live there.

Andy Beerman referred to Mr. Strachan's comments on phasing and agreed it is important. The project may take 20 plus years and will evolve and amendments to the LMC may be needed. Mark Harrington explained that the current MPD chapter in the LMC provides flexibility on phasing.

Charlie Wintzer brought up potential issues relating to uncompleted projects and/or the grid system not being completely built out. Adam Strachan suggested making the developers pay for the infrastructure first. It was pointed out that the infrastructure may not be on their property. Thomas Eddington acknowledged that incentives are important to the Plan but penalties for not conforming to the Plan have not been addressed. If property owners reverted to building just what the zoning allows, the grid pattern and walkability concept could be jeopardized. An overlay zone still allows owners to utilize the GC Zone which can be managed with offering incentives or removing the GC Zoning. Mr. Wintzer pointed out the risks of creating a different market. Thomas Eddington felt that the grid system is not too different than Old Town. Jack Thomas interjected that the grid system is abundantly used in other communities and felt it will offer advantages. Mr. Wintzer emphasized the importance of following through with the grid system once it is introduced. Katie Cattan referred to a map displaying all of the properties in the area. Staff analyzed each property in the grid system to insure that incentives will be meaningful.

Liza Simpson referred to a request for direction on expanding the scope of the study of SR224. Thomas Eddington explained the issue of new connections to both SR224 and SR248. The Bonanza Park proposal removes private curb cuts and installs public roads; it is important to conform to agreements with UDOT. The expanded study will examine the grid system and how it functions with SR224 and SR248 and Mr. Eddington estimated a net reduction in curb cuts onto those roads. This needs to be presented to UDOT and staff is looking for policy direction whether the grid is the right proposal for the area. Mr. Wintzer felt that the grid will benefit traffic flow and believes UDOT will be in favor of this.

Andy Beerman asked if there is an opportunity to add light rail or an equivalent in the future by using existing roads or would there have to be additional rights-of-ways. Jack Thomas explained that the team started looking at this as a mechanism for dealing with

transportation and transit and providing connectivity to Main Street and the resorts. There are efficiencies that can be achieved. He added that Kent Cashel and Brooks Robinson felt it was an essential beginning. Thomas Eddington believed the City should have a clear position when approaching UDOT. Before committing to the grid system, Brooke Hontz felt more time needs to be spent on the proposal by prioritizing elements and confirming connections because it is so drivable. Ms. Simpson believed there are ways to mitigate bad traffic behavior if shortcuts become a safety issue.

Adam Strachan criticized the City for not approaching the Wintzers about the Bonanza Tunnel Project soon enough. This Plan shows roads over people's properties and owners should be notified about the proposal early in the process. Mr. Eddington stated that it is staff's intention to meet with owners once policy direction has been received. Mr. Strachan countered that policy direction may not be needed because a public document is on the table.

The Mayor asked if the group feels comfortable with hiring an outside consultant to help formulate a form-based code for the area. He asked if there is an estimate of cost and time to prepare the document. Thomas Eddington responded that the work will probably cost \$50,000 to \$100,000. It is work that can be done in-house but is technical and time-consuming and would take at least six months. He is uncertain if it is achievable if keeping the General Plan on schedule is important. The Code would implement the Plan. Mayor Williams discussed the importance of property owner Mark Fischer and other land owners buying into the Plan. Mark Fischer stated that he has met many times with staff and is pleased with the draft. In response to a question from Andy Beerman, it was pointed out that the form-based code document is intended for this district but could be used for the development of the resort parking lots and the TDR receiving zones.

Charlie Wintzer asked about the status of the Lower Park Avenue RDA Plan. The Mayor felt that its progress is dependent on the timing of the individual land owners. PCMR's push for the development of the parking lots is not as pressing as Mark Fischer's project but he believed they will probably happen concurrently. It was explained to Mr. Wintzer that General Plan work is not needed to extend the RDA and the extension of the Lower Park Avenue RDA is being pursued.

Ms. Simpson prioritized projects as Bonanza Park, General Plan and then tackling other neighborhoods. Mayor Williams stated that if there is support from the land owners then he is supportive of moving ahead with the Bonanza Park Plan. He felt pursuing a form-based code approach for the area is worthwhile and didn't feel it's the Council's job to market Bonanza Park. Mick Savage interrupted and felt it is the City's responsibility as far as partnership and collaboration with the developers to make it successful. Mayor Williams agreed that a partnership can help create the infrastructure and basic layout but the land owners have to creatively market the area. Mr. Savage expressed that having a consultant produce the form-based code creates a more comprehensive sales pitch to get the project going.

Mr. Butwinski suggested proceeding with a RFP so that cost and timing can be determined as well as the benefit. Ms. Simpson believed that if a consultant is not hired, the completion of the General Plan will be delayed. Mr. Wintzer suggested that review of the RFP submittals will determine if the cost is worthwhile. Thomas Eddington explained that staff will have to work closely with the consultant on the form-based code which should take three to six months. If the Bonanza Park Plan is adopted, the right LMC tools need to be in place so that the Plan can be implemented. The Mayor asked the relationship of a form-based code, hiring a consultant, and extending the deadline of the General Plan.

Tom Bakaly explained that a plan for Bonanza Park was anticipated to be a precursor to the General Plan but staff realized it will be difficult to deliver this product of work for the General Plan by the middle of July, especially if the Plan is simultaneously implemented. Lower Park Avenue is a different process as the RDA needs to be extended. If implementing the Bonanza Park Plan is a priority, the General Plan will need to be pushed back. Hiring a consultant may help keep the General Plan on track but the deadline may have to be renegotiated. Even if a consultant is hired, it will be tough to get the Plan done by July. Thomas Eddington commented that staff will need to work on amendments to MPDs in the LMC and other zoning issues to implement the Bonanza Park Plan. Mr. Bakaly believed that a lot of information can be obtained from a RFP process which can be used to gain a better sense of the trade-offs.

Planning Commission Chairman Charlie Wintzer disclosed that he is a land owner in the Bonanza Park area. He likes the direction of the Plan and quality of work and supports proceeding with a RFP. This could be a 50 year project and the City should have the flexibility to do what is needed. Jack Thomas spoke about the ramifications of moving too quickly. Liza Simpson felt that momentum on Bonanza Park needs to continue even if the General Plan is delayed. Mr. Bakaly reiterated that staff will return with the trade-offs. The Mayor spoke about the quality of work of the Plan and Mr. Bakaly added that some of the frustration expressed in the past has been lack of progress on the General Plan. The Mayor invited public input.

Mark Fischer, property owner, stated that he is very pleased with the progress of the Plan. He hoped that the group will accept the recommended timelines and keep Bonanza Park moving.

The Mayor understood consensus to bring the Plan to UDOT. Ms. Simpson felt it would be helpful for UDOT to review the grid and render recommendations. She felt the Plan area should be included in the corridor study. Brooks Robinson spoke about a walking tour of the corridor.

Michael Barelle, consultant, felt the Plan is balanced nicely. He pointed out that year-round rental was not addressed and probably should be. In terms of incentives, height and density allowances are effective and infrastructure is another bonus that the City

could provide. He pointed out that with regard to the Lower Park Avenue Plan, Park City Mountain Resort already has a MPD and the situation is very different.

With no further discussion, the work session adjourned.

Prepared by Janet M. Scott, City Recorder



## Land-use allocation in a typical suburban commercial district

Recent analysis in Virginia Beach's Hilltop shopping district showed that although conventional wisdom states the district is 94 percent built out, there in fact is a productive square footage drought in the area.



# Great Places Stuck in No Place at All

**It's time to fix the energy leak inherent in our conventional retail centers.**

By Joe Nickol, AICP

# WE

have all been there: the great local restaurant, bar, or shop that managed to land in what otherwise would be a lonesome, anonymous strip center that could be located in the Virginia Tidewater region just as easily as the Pacific Northwest or anywhere else in the country, for that matter. Against great odds, these destinations become points of reference lodged in our minds amidst the Rite Aids, Office Depots, and Walmarts that have littered and confused our built world.

What is amazing is not that these local haunts stick with us but that they do so despite their otherwise unmemorable setting. These notable businesses, often products of great local investment, are practically invisible to drivers bumbling along divided highways to their predetermined destination; these businesses survive largely through recommendations on Yelp, Urban Spoon, or traditional word of mouth.

One wonders if the recent proliferation of these great establishments can be traced to the Internet as the prerequisite enabler of great spots in anonymous locations where location and visibility are not necessarily as relevant as a collection of great reviews, an easy-to-use website, some competent search engine optimization, and maybe Google Map awareness.

## The economics of place

But does having a great establishment in the strip make the strip itself memorable? Not really. When we go to a fantastic restaurant that looks out to a strip-center parking lot hidden behind a uniform stucco wall, the act of coming to the restaurant is suddenly just another errand. Opening a front door that could have easily been the one used to enter the adjacent T.J. Maxx diminishes the essential uniqueness of this place. Indoor furnishings attached to the commercial bleakness of strip retail structures are reduced to three-dimensional extensions of the website that initially attracted you.

Our local small businesses are the bedrock of our local economy and the energy

behind what distinguishes towns or neighborhoods from one another. In fact, studies by Michigan State University and the Institute for Local Self-Reliance have shown that a locally owned shop keeps between 50 percent and 300 percent more revenue in the local economy than a national chain.

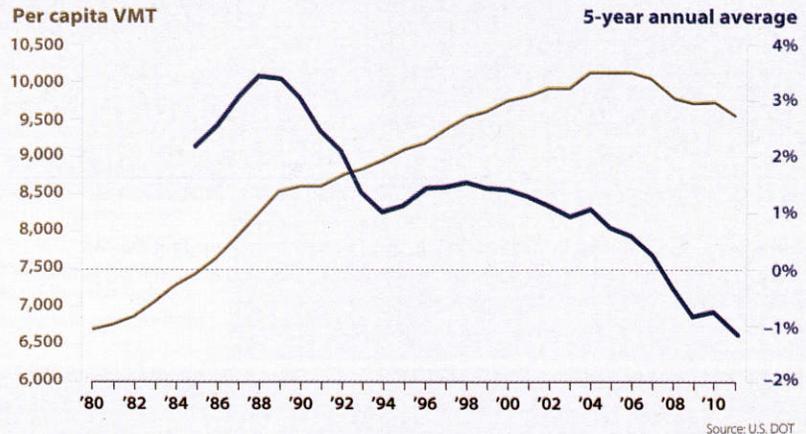
But energy alone is not enough. Our favorite places are equal parts energy (the uses) and setting (buildings, streets, and public space). Experiences are shaped not only by the destinations themselves but by the process of coming and going.

With new local businesses popping up in conventional centers, an economic engine exists that has not previously populated this type of development. Unfortunately,

## SHIFTING GEARS

### Emerging findings will reshape built environments

The U.S. Department of Transportation has found that young people are getting behind the wheel less often and waiting until a later age to do so. This has an enormous impact on the extent to which we should focus on accommodating and storing cars.



In order to maintain the quality of infrastructure and services cities need, we must produce development that generates more per acre, not per project.



#### ASHEVILLE, NORTH CAROLINA, WALMART

#### DOWNTOWN MIXED USE

Land Consumer (acres)	34.0	00.2
Total Property Taxes per Acre	\$6,500	\$634,000
Retail Taxes* per Acre to City	\$47,500	\$83,600
Residents per Acre	0.0	90.0
Jobs per Acre	5.9	73.7

\*Estimated from public reports of annual sales  
Source: Urban 3. Graphic by David Foster, www.davidfoster.com



Images courtesy of Urban Design Associates, www.urbandesignassociates.com

**Reimagining the retail strip in Virginia Beach, Virginia's Hilltop Shopping Center.**

Strip centers will incrementally densify to create much more vital and economically justifiable environments with a clear and usable public realm.

their vibrancy stops at the front door. They can't generate enough energy to vivify surrounding uses or activate the public spaces they address.

So we're seeing a great energy leak, in terms of both economics and livability.

**An experiment gone awry**

This spring marks the 60th anniversary of Victor Gruen's June 1952 *Progressive Architecture* treatise outlining the design criteria for the enclosed shopping mall. His vision had been inspired by the General Motors "Futurama" exhibition at the 1939 World's Fair in New York City, where land uses would exist in independent silos connected by sweeping highways and fast-moving per-

sonal vehicles. This shared GM and Gruen vision has largely been realized. With the benefit of time, we can now stand back and assess the outcomes of this experiment. In doing so, we find critical weaknesses of the postwar retail center.

- Traditional visibility is granted to large, conventional anchor tenants that are typically only open during normal business hours. So, after sundown, a mostly dark and ominous anchor diminishes the attractiveness of coming to a smaller local place next door.

- Minimum square footages in strip retail often outstrip what upstart businesses can or should take on. This means that either

the cost of the lease greatly impoverishes the owner or the large space pushes him to overspend on tenant fit-up. Overly large spaces feel empty even when, by most standards, the number of patrons would be sufficient. This negatively impacts repeat business.

- With minimal ability to personalize the front of the shop, the small business cannot contribute its personality to the public space and is reduced to the lowest common denominator of the strip aesthetic, which makes it anonymous. In our experience, tenants of these types of places are far less likely to form business associations as they have little ability to impact the quality of their outdoor public spaces.

- Without a spot on an active street containing a mix of uses, the local shop's vitality has no multiplier effect on the broader economy and the broader economy is unable to compound the success of the business. (Think of it this way: If I have to get back into my car after dinner, how likely am I to go for a nightcap or a cup of ice cream at the next center over?)

- A drive-to customer base negatively impacts the experience, safety, and market capture for any establishment. (A place perfectly suited for serving children, for instance, is only accessible if there is a willing parent.)

- Strip retail pays only a fraction of the taxes per acre that even a two-story mixed use pays. The property taxes earned from chain malls and strip centers aren't a good return on investment, often operating at a net loss to the city, according to the Michigan State University report, *Why Buy Local? An Assessment of the Economic Advantages of Shopping at Locally Owned Businesses*. This imbalance obliges the town to search for more and more development to increase revenues while on the constant downhill slope of ballooning service and infrastructure costs. In the words of Chuck Marohn, AICP, of the nonprofit group Strong Towns, it is a Ponzi scheme that cannot sustain itself.

The redevelopment of our suburban retail zones has direct implications for our depleted municipal budgets. In a world where slow growth is the new normal and we have out-built our ability to support the highways, flyovers, interchanges, and parking lots we have developed, we can no longer afford to socialize the costs of our conven-

tional suburban retail center model.

Recent analysis by consulting firm Urban 3 indicates that conventional modes of strip development fall far short of what we typically think of as “pay as you go.” The research shows that urban development pays for the infrastructure required to serve it in as little as three years, whereas suburban development can take as long as 50 years to pay off. When we build buildings to last only a fraction of that time (that’s a whole other issue), our municipalities get upside down in no time. In order to sustain critical municipal services, our development model must be reorganized.

At the same time, new generations of buyers not only are relying more heavily on Internet sales, but they are also becoming highly selective when choosing where to spend time and how they prefer to get there. For the first time since the advent of the automobile, driver’s license attainment is on the decline, according to the Public Interest Research Group. It is now much cooler to own the latest smartphone than to show up in the newest Chevy.

This trend is so troubling to auto companies like Chevrolet that they are now reaching out to MTV for guidance on how to reposition their product. Whether or not you believe MTV to be the crucible of cool, personal connectivity has clearly supplanted cruising as the preferred means of occupying the public realm.

**Moving ahead**

Whether you call it the Big-Boxalypse or suburban retrofitting, our postwar built environment is in a state of necessary recolonization.

Whereas our traditional urban fabric was built from evolved building patterns that readily accept new life and purpose, postwar development is rooted in an experimental deviation from our societal norms. As such, the rules for reoccupying postwar retail centers must adapt if we are to return to a more solvent and sustainable approach to neighborhood building.

We must now establish a public works and planning program that fosters the type of development that we want and need if we are to continue to afford the level of connectivity and infrastructure that have become nearly inviolable to our daily lives. Below is a framework and timeline that could get us there.



**Peninsula Town Center, Hampton, Virginia.**

Steiner Properties redeveloped an antiquated shopping center into a mixed use precinct that combines retail, office, and residential units around a coherent network of public spaces. The redevelopment retained key anchors of the former mall while repositioning the supporting tenants in ground-floor retail.



Photos courtesy of Peninsula Town Center, www.peninsulatowncenter.com

## STAGE ONE

*Unburdening the market and reworking city ordinances (now).*

We must align private and public goals to allow the city to work for local retail and for those retail engines to power the city. The regulatory framework should be adjusted to do the following:

- 1 Make the street as important as the uses that front on it. Highways and eight-lane arterials just don't cut it anymore.
- 2 Establish maximum setbacks from the street, not minimum. This maximizes exposure to customers and minimizes land waste.
- 3 Allow for and encourage mixing of uses to allow for a less cyclical patronage.
- 4 Be concerned more with the setting and building type than the uses that are inside.
- 5 Reform or circumvent housing and lending policies from the U.S. Department of Housing and Urban Development, Fannie Mae, and Freddie Mac to unlock investment potential for mixed use projects.
- 6 Tax parking instead of requiring it. Doing so will allow developers to make market-driven, not regulatory, parking decisions and eliminate the social costs of free parking.

## STAGE TWO

*Incremental densification (next 10 years).*

With many retail centers in various states of decline, a transition to memorable places of lasting value will take time. Leases come due at different times so the change will be incremental. This will necessarily be market and landlord driven. Therefore, in this stage we can:

- 1 Strategically retain. This approach does more than fill available space; it begins to program uses to multiply economic effects, reinforce the energy of a place, allow for shared programming, and encourage repeat visitors.
- 2 Densify strip centers. In some locales such as Virginia Beach, Virginia, as much as 50 to 70 percent of the land is tied up in streets and parking lots, with only 13.5 percent of the land used for leasable square

**Broadway Plaza in Walnut Creek, California,** leveraged its location as a first-ring development close to the main street to create an anchor destination as part of a broader downtown revitalization.

footage. Densifying means increasing the leasable square footage and also upping the number of uses in the same or less square footage to lessen the risks associated with having only a few large tenants.

- 3 Mix uses. Adding in office, institutional, and residential uses will increase the viability of the retail, reduce traffic, and hedge against having all our eggs in any one use basket.
- 4 Break down the development pads. Conventional retail centers, in particular those with anchor destinations, occupy large blocks with few points of entry—for cars, but also for buses, bikes, and feet. If users are constantly kicked back out onto congested arterial roads, connectivity is diminished, traffic is unnecessarily increased, and economic energy is impoverished.

## STAGE THREE

*Redevelopment of strip centers as resilient, memorable places (five to 15 years).*

As malls and strip centers near the end of their design life, they will be replaced with more efficient structures. New buildings will likely occupy less of the landscape but have a greater number of floors than their one-story predecessors. Redevelopment should be organized around a normal and interconnected pattern of streets and blocks.

Regions that were early adopters of enclosed malls are already at this stage. For instance, Peninsula Town Center in Hampton, Virginia, is in the process of redeveloping its former mall into a walkable, mixed use urban district. The strategy is to retain the anchors in the near term and situate the big boxes in an urban fabric.

Mizner Park in Boca Raton, Florida,

is one of the earliest examples of a suburban retrofit, with a mall repurposed into a great shopping experience along an active street. Similarly, Broadway Plaza in Walnut Creek, California, leveraged its location as a first-ring development close to the main street (that it once annihilated) to create an anchor destination as part of a broader revitalization effort downtown.

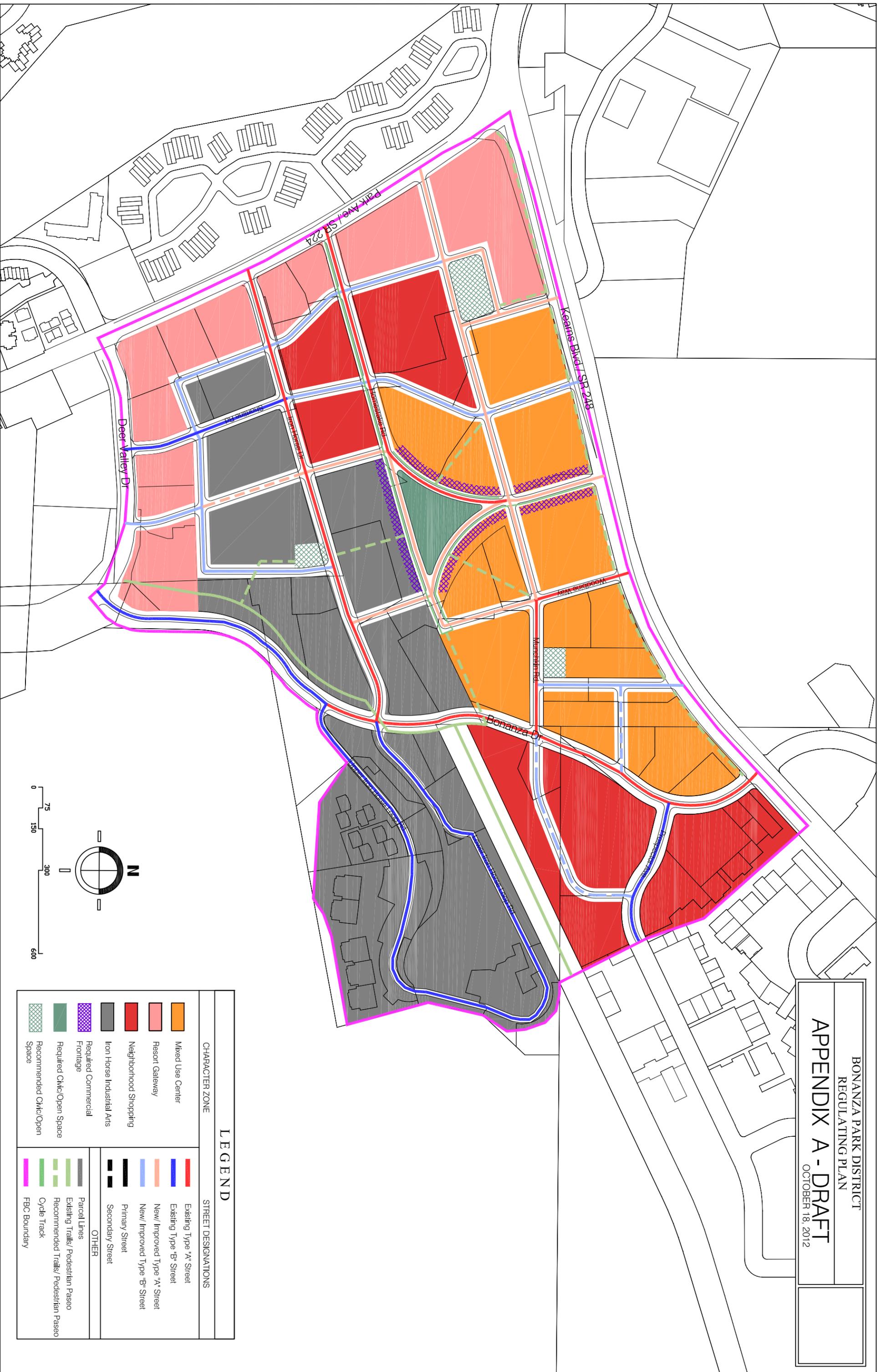
At a big scale, Virginia Beach, Virginia, is moving through the above steps in re-planning its entire suburban commercial corridor as a series of mixed use nodes built along a potential light-rail corridor. These Strategic Growth Areas are intended to accommodate significant portions of the city's future growth while greatly increasing the diversity of housing stock and services over what they currently offer.

These transformations take time, sometimes a decade or two. We may find that they accelerate, however, as we begin to fully understand the expense of maintaining large-footprint strip centers amid a rapidly changing market that is asking for more integrated and engaging places. Businesses are scrambling to meet this demand. Only when we match this transition with a physical and regulatory environment that supports this new energy will we fully be able to capitalize on this economic engine.

■ Joe Nickol is an urban design and real estate development advisor with Urban Design Associates, based in Pittsburgh. He focuses on the regeneration of urban centers and neighborhoods in North America and Europe. He is also a cofounder of [www.Street-Sense.org](http://www.Street-Sense.org) and can be followed at @sensiblestreets on Twitter.



Photo by Jim Cooper, Click1010 Photography



**LEGEND**

CHARACTER ZONE	STREET DESIGNATIONS
 Mixed Use Center	 Existing Type "A" Street
 Resort Gateway	 Existing Type "B" Street
 Neighborhood Shopping	 New/Improved Type "A" Street
 Iron Horse Industrial Arts	 New/Improved Type "B" Street
 Required Commercial Frontage	 Primary Street
 Required Civic/Open Space	 Secondary Street
 Recommended Civic/Open Space	<b>OTHER</b>
	 Parcel Lines
	 Existing Trails/ Pedestrian Paseo
	 Recommended Trails/ Pedestrian Paseo
	 Cycle Track
	 FBC Boundary

