



**PLANNING COMMISSION
STAFF REPORT**

Agenda Item 2
August 10, 2021

August 6, 2021

TO: Planning Commission Members

FROM: Josh Yost

RE: **Traditional Neighborhood Development Zone**

Petitioner: Springville Community Development

Summary of Issues

Is the proposed amendment in accordance with the General Plan of the City?

Do changed or changing conditions make the proposed amendment necessary to the promotion of the purposes of the Development Code of Springville, Utah?

Background

Springville City has been collaborating with David Simpson for over a year and a half to create a plan and code to enable the development of a traditional neighborhood project called Westfields Central, on 20 vacant acres adjacent to Meadow Brook Elementary School at 700 S and 950 West. This proposed Traditional Neighborhood Development Zone code establishes a framework for the creation of individual new neighborhood plans for areas where traditional neighborhood development is desired, such as the proposed Westfields Central New Neighborhood Plan.

Analysis

The proposed code provided a simple method for adopting specific new neighborhood plans that differ from the general city zoning code. The code requires the creation of a neighborhood plan for the area to which the zone is applied. This neighborhood plan is adopted through the legislative process by the City Council upon recommendation from the Planning Commission. The code provides flexibility to design the best plan for a specific site or area without the constraints of the standard zoning code, but retains legislative authority to approve each plan on an individual basis. From the code,

“Upon adoption of a new neighborhood plan by the City Council, the parcel shall become a special planning area and shall be marked as such on the zoning map. Within the special planning area, this Code shall govern all development and shall supersede any other conflicting provisions of the Springville Municipal Code.”

The zone may only be applied to properties of at least 10 acres in size. The new neighborhood plan proposed for each zone area include the following elements as listed in the code.

- (a) Transect zone descriptions;
- (b) A regulating plan consisting of one or more maps showing and regulating at least the following, in compliance with the standards described in this Article:
 - (i) Transect zones,
 - (ii) Civic zones,
 - (iii) Thoroughfare network,
 - (iv) Special Requirements, if any, and
 - (v) Calculation of permitted density.
- (c) Standards for each lot type, including at least:
 - (i) Type description,
 - (ii) Lot dimension,
 - (iii) Dimensional standards keyed to graphic diagram,
 - (iv) Height, and
 - (v) Form-based graphic diagram.
- (d) A table of permitted lot types within each Transect Zone
- (e) One set of preliminary site plans for each Transect Zone.

(2) New neighborhood plans may include the following:

- (a) Thoroughfare standards,
- (b) Civic space standards,
- (c) Storm water management standards,
- (d) Architectural standards, or
- (e) Landscape standards.

The code itself establishes no development entitlements. Subsection 11-5-803 (3) of the proposed code states that

No development entitlement exists under the TND Overlay Zone until the adoption of a new neighborhood plan that meets the requirements of this Article 8. The new neighborhood plan shall include those regulations for the development that supplement Springville City's land use regulations for the special planning area. All of Springville City's land use regulations that are not revised the by the new neighborhood plan shall remain in effect for the special planning area.

The proposed amendment advances the purposes of the General Plan and the Westfields Plan to provide diverse housing types within high quality, well connected neighborhoods.

The changing conditions of the housing market, the shrinking amount of developable land, and evolution of planning practice make the proposed amendment necessary, especially in order to accommodate creative implementation of best planning practices in individual developments.

Staff Recommendation

Staff finds that the proposed amendment advances the purposes of the General Plan and is a justifiable addition to the Springville City Code.

Recommended Motion

Move to recommend adoption of the Traditional Neighborhood Development Zone.

Attachments:

Proposed Traditional Neighborhood Development Zone

Title 11, Chapter 5, Article 8

Traditional Neighborhood Development (TND) Zone

Article 8 - Traditional Neighborhood Development (TND) Overlay Zone

11-5-801 Purpose and Intent.

The purpose of this zone is to accommodate the development of traditional neighborhoods through the adoption of form-based code regulating plans, lot types and other associated regulations.

11-5-802 Definitions.

In addition to those definitions found in Section 11-3-402, the following words shall have the definitions in this Article 8

“Active Transportation Plan” means the current Springville Active Transportation Plan as adopted and amended by the City Council from time to time.

“Lot Type” means a specific set of requirements establishing the parameters of development for each lot.

“Civic Building Zone” means a site dedicated for buildings generally operated by government entities or not-for-profit organizations with a dedicated use for culture, education, religion, government, transit and municipal parking, or for a use approved by the City Council.

“Civic Space” or “Civic Zone” means either a civic building zone or a civic space zone.

“Civic Space Zone” means a public site permanently dedicated to open space for use by the general public.

“Development Area” means the total area of each traditional neighborhood development zone.

“New Neighborhood Plan” means the sum of regulations adopted to implement each Traditional Neighborhood Zone area.

“Neighborhood Unit” means a regulatory category defining the physical form, Density, and extent of a settlement.

“Net Site Area” means cumulative of all areas of the new neighborhood plan that are not part of the T1 and T2 zones and exclusive of thoroughfares and land assigned to civic zones.

“Public Frontage” means that space along a thoroughfare or civic space that includes sidewalks, curbs, planters, bicycle facilities and street trees. The public frontage contributes to the character of the transect zone.

“Special Planning Area” means an area of land to which the TND zone has been applied and for which a new neighborhood plan has been adopted.

“Thoroughfare” means a way for use by vehicular and pedestrian traffic and to provide access to Lots and Open Spaces, consisting of Vehicular Lanes and the Public Frontage.

“Transect Zone” or “T-Zone” means one of several sub-zones within an area regulated by the Traditional Neighborhood Development. Transect Zones are administratively similar to the land use zones in conventional codes, except that in addition to the usual building use, Density, height, and Setback requirements, other elements of the intended habitat are integrated, including those of the private Lot and building and Public Frontage.

“Vehicle Lane Dimensions” means. the standards for vehicular lane width as shown in Vehicular Lane Dimensions in each Thoroughfare standard.

11-5-803 TND Overlay Zone Application.

- (1) **Development Agreement.** When a property is zoned with the TND Overlay Zone, the TND Overlay Zone shall not change the underlying zone and become effective until the property owner and City have entered into a development agreement that outlines how the requirements of the TND Overlay Zone apply within the special planning area. The development agreement must include, without limitation, the following:
 - (a) An adopted new neighborhood plan;
 - (b) A term that does not exceed five years or the minimum number of years allowed by the Utah Municipal Land Use, Development and Management Act, whichever number is lower;
 - (c) An agreement by the developer to abide by all design standards, as required by Section 10-9a-534 of the Utah Code and any other Utah Code Sections;
- (2) **Minimum area of Zone.** The TND Overlay Zone shall be applied to development areas of no less than 10 acres.
- (3) **New Neighborhood Plan.** No development entitlement exists under the TND Overlay Zone until the adoption of a new neighborhood plan that meets the requirements of this Article 8. The new neighborhood plan shall include those regulations for the development that supplement Springville City’s land use regulations for the special planning area. All of Springville City’s land use regulations that are not revised the by the new neighborhood plan shall remain in effect for the special planning area.

11-5-804 New Neighborhood Plans.

- (1) **Preparation and adoption of new neighborhood plans.**

- (a) A new neighborhood plan may be prepared by the planning department, property owner, and/or consultant. New neighborhood plans may contain more than one T-Zone and/or shall contain more than one Lot Type.
- (b) A new neighborhood plan must be adopted through legislative action of the City Council upon recommendation from the Planning Commission. The City Council maintains all of its legislative rights and authorities in considering a new neighborhood plan and is not required to adopt a new neighborhood plan.
- (c) Upon adoption of a new neighborhood plan by the City Council, the parcel shall become a special planning area and shall be marked as such on the zoning map. Within the special planning area, this Code shall govern all development and shall supersede any other conflicting provisions of the Springville Municipal Code.

(2) New neighborhood plans shall include the following:

- (a) Transect zone descriptions;
- (b) A regulating plan consisting of one or more maps showing and regulating at least the following, in compliance with the standards described in this Article:
 - (i) Transect zones,
 - (ii) Civic zones,
 - (iii) Thoroughfare network,
 - (iv) Special Requirements, if any, and
 - (v) Calculation of permitted density.
- (c) Standards for each lot type, including at least:
 - (i) Type description,
 - (ii) Lot dimension,
 - (iii) Dimensional standards keyed to graphic diagram,
 - (iv) Height, and
 - (v) Form-based graphic diagram.
- (d) A table of permitted lot types within each Transect Zone
- (e) One set of preliminary site plans for each Transect Zone.

(3) New neighborhood plans may include the following:

- (a) Thoroughfare standards,
- (b) Civic space standards,
- (c) Storm water management standards,
- (d) Architectural standards, or
- (e) Landscape standards.

Section 11-5-805 Requirements for New Neighborhood Plan Elements

(1) Transect Zones.

- (a) Transect zones shall be assigned and mapped on each new neighborhood plan.
- (b) A transect zone may include any of the elements indicated for its T-zone number throughout this Code, in accordance with the transect zone descriptions.

(4) Civic Space.

- (a) Civic space dedicated for public use shall be required for each neighborhood unit and designated on the new neighborhood plan as a civic space zone and/or civic building zone.
- (b) The City has to approve all civic space as part of the neighborhood plan.

(5) Thoroughfare Standards.

- (a) If no specific thoroughfare standards are adopted with the new neighborhood plan, the existing City land use regulations for thoroughfare standards shall apply.
- (b) If specific thoroughfare standards are adopted, they shall adhere to the following standards and shall superseded the otherwise adopted City standards.

(i) General:

- (A) Thoroughfares are intended for use by vehicular and pedestrian traffic and to provide access to lots and open spaces.
- (B) Thoroughfares shall generally consist of vehicular lanes and public frontages.
- (C) Thoroughfares shall be designed in context with the urban form and desired design speed of the transect zones through which they pass.
- (D) Frontages of thoroughfares that pass from one transect zone to another shall be adjusted accordingly or, alternatively, the transect zone may follow the alignment of the thoroughfare to the depth of one Lot, retaining a single public frontage throughout its trajectory.
- (E) Within the most rural zones (typically named the T1 and T2 zones within a neighborhood development plan) pedestrian comfort shall be a secondary consideration of the thoroughfare. Design conflict between vehicular and pedestrian generally shall be decided in favor of the vehicle.
- (F) Within the more urban transect zones (typically named T3 through T6 zones) pedestrian comfort shall be a primary consideration of the thoroughfare. Design conflict between vehicular and pedestrian movement generally shall be decided in favor of the pedestrian.
- (G) The thoroughfare network shall be designed to define blocks. A block shall not exceed 300'x600'. The perimeter shall be

measured as the length of the right-of-way line at the perimeter of the block.

(H) All thoroughfares shall terminate at other thoroughfares, forming a network. Internal thoroughfares shall connect wherever possible to those on adjacent sites.

(I) Each lot shall front on a vehicular thoroughfare or a path or trail in a civic space zone. In the event that a lot fronts on a path or trail, the new neighborhood plan must demonstrate how the lots will be easily accessed by both lot owners and people visiting the lot. Front doors of homes need to have available public parking within 150 feet of the door, and lots need to be easily accessed by owners by either a public street or private alley.

(J) Standards for paths and bicycle trails shall conform to the Active Transportation Plan.

(ii) Vehicular Lanes.

(A) Thoroughfares may include vehicular lanes in a variety of widths for parked and for moving vehicles, including bicycles. The standards for vehicular lanes shall be as shown in vehicular lane dimensions.

(B) A bicycle network consisting of bicycle trails, bicycle routes and bicycle lanes should be provided throughout the special planning area as defined in the Active Transportation Plan. The community bicycle network shall be connected to existing or proposed regional networks as defined in the Active Transportation Plan.

(iii) Public Frontages

(A) The introduced landscape shall consist primarily of native species requiring minimal irrigation, fertilization and maintenance and tolerant of soil compaction.

(B) The public frontage shall include trees planted in a regularly-spaced alee pattern of single or alternated species with shade canopies of a height that, at maturity, clears at least 10 feet.

(C) At retail public frontages, the spacing of the trees may be irregular, to avoid visually obscuring the shopfronts.

(c) **Density Calculations.**

(i) The net site area shall be allocated to the various transect zones as defined by the new neighborhood plan.

(ii) Density shall be expressed in terms of housing units per acre as specified for the area of each transect zone. For purposes of density calculation, the transect zones do not include the thoroughfares or land assigned to civic zones.

- (iii) The City is not required to approve and adopt a new neighborhood plan that allows for higher densities than the underlying zone within the TND Overlay Zone.
- (d) **Special Requirements.** A new neighborhood plan may designate any of the following special requirements:
 - (i) Designations for mandatory and/or recommended retail frontage requiring or advising that a building provide a shopfront at sidewalk level along the entire length of its private frontage. The shopfront shall be no less than 70% glazed in clear glass and shaded by an awning overlapping the sidewalk. The first floor shall be confined to retail use for the first 40'.
 - (ii) Designations for mandatory and/or recommended gallery frontage, requiring or advising that a building provide a permanent cover over the sidewalk, either cantilevered or supported by columns. The gallery frontage designation may be combined with a retail frontage designation.
 - (iii) Designations for mandatory and/or recommended arcade frontage, requiring or advising that a building overlap the sidewalk such that the first-floor facade is a colonnade. The arcade frontage designation may be combined with a retail frontage designation.
 - (iv) A designation for coordinated frontage, requiring that the public frontage and private frontage be coordinated as a single, coherent landscape and paving design.
 - (v) Designations for mandatory and/or recommended terminated vista locations, requiring or advising that the building be provided with architectural articulation of a type and character that responds visually to the location.
 - (vi) A designation for cross block passages, requiring that a minimum 8-foot-wide pedestrian access be reserved between buildings.