

# Planning Commission Staff Report

## File # 1G24

Public Hearing to Receive Comment Regarding a Proposed Station Area Master Plan in the General Vicinity of the Mid-Valley Express BRT 1300 West Station, Atherton West Station, and Riverboat Road Station.



## Department of Community Development

Date:	April 18, 2024
Meeting Date:	April 23, 2024
Agenda Item:	Public hearing regarding the proposed Taylorsville Expressway Station Area Master Plan.
Applicant:	City of Taylorsville; KGRW and Associates LLC
Applicant Agent:	Mark McGrath, Robert Weaver, Robert Northfield
Address:	General Vicinity of Atherton Drive and 4700 South
Author:	Mark McGrath, AICP
Applicable Ordinance:	13.06 General Plan
Applicable Statute:	UCA 10-9a-403.1
Agenda Item #:	2

### Attachments:

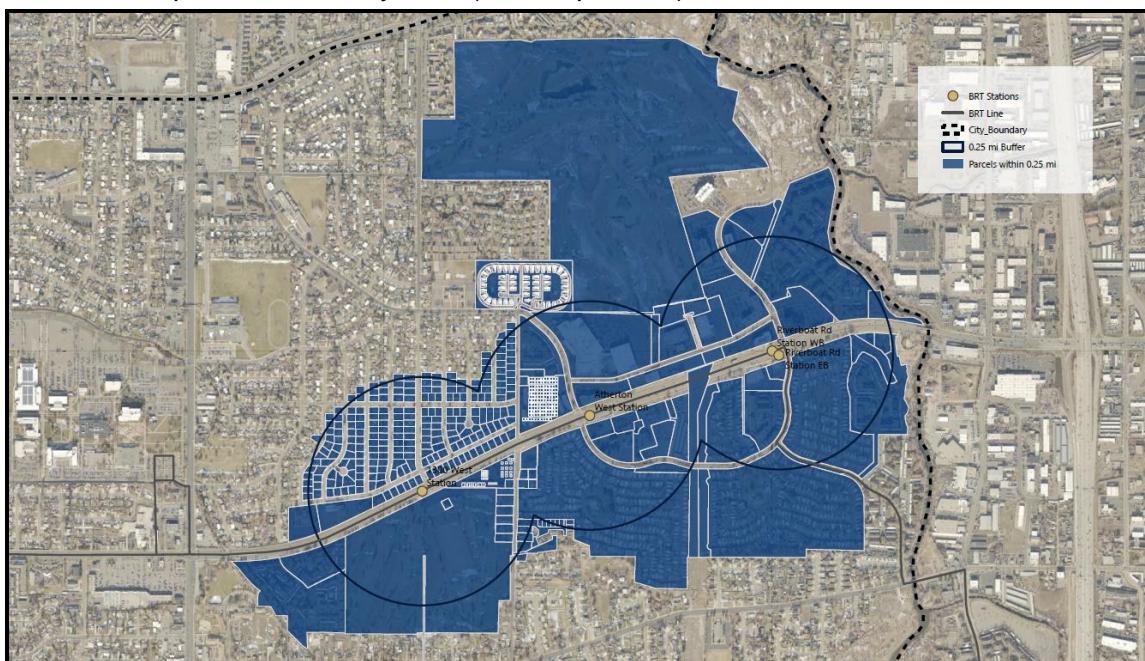
Exhibit A: Adopted State Statute UCA 10-9a-403.1

Exhibit B: Station Area Master Plan Presentation Package

## **Summary:**

During the 2022 state legislative session, the Utah State Legislature adopted HB462 that required all local governments in the state with transit stations on a “fixed guideway” to adopt *station area plans* (SAP) for areas adjacent to transit corridors. HB 462 stipulates that the plans shall specifically address housing, housing affordability, environmental practices, access to opportunity, and transportation choices/connectivity. Three stations in Taylorsville on the new *Mid-Valley Express Bus Rapid Transit* project meet the definition of fixed guideway and are therefore required to have master plans completed consistent with the provisions of the state code.

**Study Area.** The three stations that meet the fixed guideway standard in state code are each located on 4700, including the 1300 West Station (1300 West - Fore Lakes Golf Course); West Atherton Station (approximately 1100 West); and Riverboat Road Station (approximately 825 West). The code requires that the study vicinity for each station area plan is all parcels within  $\frac{1}{4}$  mile of the station platform. The three required areas in Taylorsville are adjacent and overlap each other and, therefore, have been combined into one comprehensive study area (see map below).



**Combined three-station study area.**

**Plan Objectives:** The station area plans must incorporate the following primary objectives to meet the requirements of HB462:

1. Increase the availability and affordability of housing.
2. Promote sustainable environmental practices (water conservation, air quality, etc.).
3. Enhance access to opportunity (access to jobs, shopping, education, etc.).
4. Increase transportation choices and connectivity.

In addition to the required state objectives, the city has identified additional goals for the study area, including creating a high-quality transit and pedestrian oriented neighborhood of lasting value that addresses:

- a. Land use and mixed use development
- b. Architectural height, massing, orientation, and appropriate building setbacks
- c. Utilities and infrastructure
- d. Street cross section standards that address pedestrian and bicycle safety, aesthetics, and the appropriate relationship between buildings and streetscapes.
- e. Active transportation and open space
- f. Placemaking

### **Analysis:**

HB462 was part of a larger effort by the legislature to address housing shortages and housing affordability in the state. Although the proposed SAP is comprehensive in nature, the primary objective of the state is for cities to provide more housing, particularly affordable housing, and enhance land use and mass transit connections. The proposed plan addresses these goals by proposing to increase residential densities throughout the study area with the highest densities adjacent to the three transit stations. Proposed densities decrease as you move farther from the stations with the lowest proposed intensity (medium density) near existing single family residential neighborhoods. It is estimated that full implementation of the plan will result in a net increase of approximately 4,000 dwelling units to the study area.

Active transportation (bike and pedestrian) is emphasized in the plan to provide safe and comfortable connectivity improvements throughout the study area and to the transit stations. A primary feature of the plan is a large linear parkway that runs east to west throughout the study area south of 4700 South that will connect most residential areas directly to the Jordan River Parkway and the regional trails network. Numerous other open spaces are featured in the plan including neighborhood parks and larger open spaces that attempt to preserve existing trees and other open space features.

The Sorenson Research Park is preserved as an employment center with only minimal changes recommended, including additional retail/restaurant development adjacent to 4700 South and possible townhome development adjacent to the Meadowbrook golf course.

Other areas within the study area are also recommended to have minimal to no changes including newer multifamily developments such as Bridgeside Landing and, Fairstone at Riverview; existing single family neighborhoods primarily in the northwest quadrant of the study area; and the Meadowbrook Golf Course.

Anticipated implementation of the plan is expected to be very long term and fully dependent on the will of private property owners within the area. Although changes in the area could happen soon after adoption of the plan, it is expected that many land use conversions will happen 20+ years into the future. Additionally, many existing residents face possible displacement as land use changes occur. Implementation strategies within the plan must emphasize particular attention to relocation and minimizing impacts on existing residents being displaced.

**Certification of Plans:** Based on the provisions of HB462, the SAPs will be reviewed and certified by the WFRC (local Metropolitan Planning Organization) and UTA (public transit district) to ensure compliance with the provisions of the statute.

**Implementation:** A primary requirement of the state statute is that the SAPs include an implementation component that describes actions needed over the next five years to implement the plan. Although this portion of the plan won't be fully developed until the master plan is formalized, the implementation section must address the following areas:

1. Strategies to modify land use regulations to facilitate the plan
2. Necessary infrastructure improvements
3. Modification of deeds and other relevant legal documents
4. Funding strategies
5. Design standards for redevelopment
6. Environmental remediation

**Completion of Plan:** HB462 stipulates that the SAP must be completed and certified prior to the beginning of operations of the new BRT system. Currently the BRT construction is estimated to be completed by fall 2026.

## **Public Comment**

As of press time the city had received only one inquiry regarding the public notice. The inquiry was from an out-of-state commercial property owner who indicated general support of the proposed plan.

## **Findings**

1. This application was initiated by the City of Taylorsville based on new requirements of the State of Utah.
2. The study area contains three fixed guideway bus rapid transit stations, including:
  - a. 1300 West Station
  - b. West Atherton Station
  - c. Riverboat Road Station
3. The current General Plan designation for the study area is a combination of medium density residential, high density residential, professional office, business park, parks and open space, community commercial, and low density residential.
4. It is estimated that full implementation of the plan will result in a net increase of over 4,000 dwellings units.
5. Some locations within the study area, such as most existing single-family neighborhoods and improved public open spaces will not be impacted by the plan.
6. Proper notice of this public hearing before the Taylorsville Planning Commission was accomplished:
  - a. by being published on the State Public Notice website,
  - b. by being published on the Taylorsville, Utah website, and
  - c. through direct mailing to all property owners within 300' of the subject property.
7. This proposed plan is in the public interest by facilitating a means to provide additional housing to help address the regional housing shortage.
8. The proposed plan is consistent with the objectives stated in state code.
9. Final adoption of the plan will be by the Taylorsville City Council after a formal recommendation by the Taylorsville Planning Commission.

10. Upon approval of the City Council, the plan must be certified by the applicable metropolitan planning organization (Wasatch Front Regional Council) in consultation with the applicable public transit district (Utah Transit Authority) to ensure compatibility of the plan to the adopted state code.
11. Operation of the Mid-Valley Express BRT will be permitted upon adoption by the City and certification by the metropolitan planning organization and public transit district.

#### **Discussion Points:**

- How this “style” of development complements mass transit
- Plan implementation
- Relocation of potentially displaced residents
- Residential density
- Anticipated number of new residential dwelling units
- Mix of residential dwelling unit types (apartments, townhouses, rentals, owner occupied, etc.)
- Regional housing shortage and the need for workforce housing
- Strategies to integrate affordable housing into the neighborhood
- Parking and strategies to create structured parking
- Anticipated water use
- Anticipated timeline for redevelopment
- Economic Development tools to implement the plan
- Buffering and integrating with adjacent existing neighborhoods
- Commercial and mixed uses
- Impact on Sorenson Research Park
- Building architecture scale and massing
- Architecture and how building orientation impacts walkability
- Preservation of open space and existing trees
- Internal walkability and active transportation
- Connections to the Jordan River Parkway
- Use of the power corridor
- Civic and community uses within the neighborhood (schools, churches, etc.)

#### **Staff Recommendation:**

Based on the complexity and scale of the proposed general plan amendment, staff recommends that the Planning Commission receive public comment and provide input to the consultant team regarding the draft proposed plan and continue the item for a future date at which time a formal recommendation to the City Council will be made.

**Recommended Motion:** *I move that we continue this item to a future date to allow the consultant team to address our comments and further develop the required implementation section of the plan.*

## **Exhibit A: Adopted Statute:**

### **10-9a-403.1 Station area plan requirements -- Contents -- Review and certification by applicable metropolitan planning organization.**

(1) As used in this section:

- (a) "Applicable metropolitan planning organization" means the metropolitan planning organization that has jurisdiction over the area in which a fixed guideway public transit station is located.
- (b) "Applicable public transit district" means the public transit district, as defined in Section 17B-2a-802, of which a fixed guideway public transit station is included.
- (c) "Existing fixed guideway public transit station" means a fixed guideway public transit station for which construction begins before June 1, 2022.
- (d) "Fixed guideway" means the same as that term is defined in Section 59-12-102.
- (e) "Metropolitan planning organization" means an organization established under 23 U.S.C. Sec. 134.
- (f) "New fixed guideway public transit station" means a fixed guideway public transit station for which construction begins on or after June 1, 2022.
- (g) "Qualifying land use application" means a land use application:
  - (i) that involves land located within a station area for an existing public transit station that provides rail services;
  - (ii) that involves land located within a station area for which the municipality has not yet satisfied the requirements of Subsection (2)(a);
  - (iii) that proposes the development of an area greater than five contiguous acres;
  - (iv) that would require the municipality to amend the municipality's general plan or change a zoning designation for the land use application to be approved;
  - (v) that would require a higher density than the density currently allowed by the municipality;
  - (vi) that proposes the construction of new residential units, at least 10% of which are dedicated to moderate income housing; and
  - (vii) for which the land use applicant requests the municipality to initiate the process of satisfying the requirements of Subsection (2)(a) for the station area in which the development is proposed, subject to Subsection (3)(d).
- (h)
  - (i) "Station area" means:
    - (A) for a fixed guideway public transit station that provides rail services, the area within a one-half mile radius of the center of the fixed guideway public transit station platform; or
    - (B) for a fixed guideway public transit station that provides bus services only, the area within a one-fourth mile radius of the center of the fixed guideway public transit station platform.
  - (ii) "Station area" includes any parcel bisected by the radius limitation described in Subsection (1)(h)(i)(A) or (B).
- (i) "Station area plan" means a plan that:
  - (i) establishes a vision, and the actions needed to implement that vision, for the development of land within a station area; and
  - (ii) is developed and adopted in accordance with this section.

(2)

- (a) Subject to the requirements of this section, a municipality that has a fixed guideway public transit station located within the municipality's boundaries shall, for the station area:
  - (i) develop and adopt a station area plan; and
  - (ii) adopt any appropriate land use regulations to implement the station area plan.
- (b) The requirements of Subsection (2)(a) shall be considered satisfied if:
  - (i)
    - (A) the municipality has already taken actions to satisfy the requirements of Subsection (2) (a) for a station area, including actions that involve public and stakeholder engagement processes, market assessments, the creation of a station area vision, planning and implementation activities, capital programs, the adoption of land use regulations, or other similar actions; and
    - (B) the municipality adopts a resolution demonstrating the requirements of Subsection (2)(a) have been satisfied; or
  - (ii)

- (A) the municipality has determined that conditions exist that make satisfying a portion or all of the requirements of Subsection (2)(a) for a station area impracticable, including conditions that relate to existing development, entitlements, land ownership, land uses that make opportunities for new development and long-term redevelopment infeasible, environmental limitations, market readiness, development impediment conditions, or other similar conditions; and
- (B) the municipality adopts a resolution describing the conditions that exist to make satisfying the requirements of Subsection (2)(a) impracticable.
- (c) To the extent that previous actions by a municipality do not satisfy the requirements of Subsection (2)(a) for a station area, the municipality shall take the actions necessary to satisfy those requirements.

(3)

- (a) A municipality that has a new fixed guideway public transit station located within the municipality's boundaries shall satisfy the requirements of Subsection (2)(a) for the station area surrounding the new fixed guideway public transit station before the new fixed guideway public transit station begins transit services.
- (b) Except as provided in Subsections (3)(c) and (d), a municipality that has an existing fixed guideway public transit station located within the municipality's boundaries shall satisfy the requirements of Subsection (2)(a) for the station area surrounding the existing fixed guideway public transit station on or before December 31, 2025.
- (c) If a municipality has more than four existing fixed guideway public transit stations located within the municipality's boundaries, the municipality shall:
  - (i) on or before December 31, 2025, satisfy the requirements of Subsection (2)(a) for four or more station areas located within the municipality; and
  - (ii) on or before December 31 of each year thereafter, satisfy the requirements of Subsection (2)(a) for no less than two station areas located within the municipality until the municipality has satisfied the requirements of Subsection (2)(a) for each station area located within the municipality.
- (d)
  - (i) Subject to Subsection (3)(d)(ii):
    - (A) if a municipality receives a complete qualifying land use application on or before July 1, 2022, the municipality shall satisfy the requirements of Subsection (2)(a) for the station area in which the development is proposed on or before July 1, 2023; and
    - (B) if a municipality receives a complete qualifying land use application after July 1, 2022, the municipality shall satisfy the requirements of Subsection (2)(a) for the station area in which the development is proposed within a 12-month period beginning on the first day of the month immediately following the month in which the qualifying land use application is submitted to the municipality.
  - (ii)
    - (A) A municipality is not required to satisfy the requirements of Subsection (2)(a) for more than two station areas under Subsection (3)(d)(i) within any 12-month period.
    - (B) If a municipality receives more than two complete qualifying land use applications on or before July 1, 2022, the municipality shall select two station areas for which the municipality will satisfy the requirements of Subsection (2)(a) in accordance with Subsection (3)(d)(i)(A).
  - (iii) A municipality shall process on a first priority basis a land use application, including an application for a building permit, if:
    - (A) the land use application is for a residential use within a station area for which the municipality has not satisfied the requirements of Subsection (2)(a); and
    - (B) the municipality would be required to change a zoning designation for the land use application to be approved.
- (e) Notwithstanding Subsections (3)(a) through (d), the time period for satisfying the requirements of Subsection (2)(a) for a station area may be extended once for a period of 12 months if:
  - (i) the municipality demonstrates to the applicable metropolitan planning organization that conditions exist that make satisfying the requirements of Subsection (2)(a) within the required time period infeasible, despite the municipality's good faith efforts; and

- (ii) the applicable metropolitan planning organization certifies to the municipality in writing that the municipality satisfied the demonstration in Subsection (3)(e)(i).

(4)

- (a) Except as provided in Subsection (4)(b), if a station area is included within the boundaries of more than one municipality, each municipality with jurisdiction over the station area shall satisfy the requirements of Subsection (2)(a) for the portion of the station area over which the municipality has jurisdiction.
- (b) Two or more municipalities with jurisdiction over a station area may coordinate to develop a shared station area plan for the entire station area.

(5) A municipality that has more than one fixed guideway public transit station located within the municipality may, through an integrated process, develop station area plans for multiple station areas if the station areas are within close proximity of each other.

(6)

- (a) A municipality that is required to develop and adopt a station area plan under this section may request technical assistance from the applicable metropolitan planning organization.
- (b) An applicable metropolitan planning organization that receives funds from the Governor's Office of Economic Opportunity under Section 63N-3-113 shall, when utilizing the funds, give priority consideration to requests for technical assistance for station area plans required under Subsection (3)(d).

(7)

- (a) A station area plan shall promote the following objectives within the station area:
  - (i) increasing the availability and affordability of housing, including moderate income housing;
  - (ii) promoting sustainable environmental conditions;
  - (iii) enhancing access to opportunities; and
  - (iv) increasing transportation choices and connections.
- (b)
  - (i) To promote the objective described in Subsection (7)(a)(i), a municipality may consider implementing the following actions:
    - (A) aligning the station area plan with the moderate income housing element of the municipality's general plan;
    - (B) providing for densities necessary to facilitate the development of moderate income housing;
    - (C) providing for affordable costs of living in connection with housing, transportation, and parking; or
    - (D) any other similar action that promotes the objective described in Subsection (7)(a)(i).
  - (ii) To promote the objective described in Subsection (7)(a)(ii), a municipality may consider implementing the following actions:
    - (A) conserving water resources through efficient land use;
    - (B) improving air quality by reducing fuel consumption and motor vehicle trips;
    - (C) establishing parks, open spaces, and recreational opportunities; or
    - (D) any other similar action that promotes the objective described in Subsection (7)(a)(ii).
  - (iii) To promote the objective described in Subsection (7)(a)(iii), a municipality may consider the following actions:
    - (A) maintaining and improving the connections between housing, transit, employment, education, recreation, and commerce;
    - (B) encouraging mixed-use development;
    - (C) enabling employment and educational opportunities within the station area;
    - (D) encouraging and promoting enhanced broadband connectivity; or
    - (E) any other similar action that promotes the objective described in Subsection (7)(a)(iii).
  - (iv) To promote the objective described in Subsection (7)(a)(iv), a municipality may consider the following:
    - (A) supporting investment in infrastructure for all modes of transportation;
    - (B) increasing utilization of public transit;

- (C) encouraging safe streets through the designation of pedestrian walkways and bicycle lanes;
- (D) encouraging manageable and reliable traffic conditions;
- (E) aligning the station area plan with the regional transportation plan of the applicable metropolitan planning organization; or
- (F) any other similar action that promotes the objective described in Subsection (7)(a)(iv).

(8) A station area plan shall include the following components:

- (a) a station area vision that:
  - (i) is consistent with Subsection (7); and (ii) describes the following:
    - (A) opportunities for the development of land within the station area under existing conditions;
    - (B) constraints on the development of land within the station area under existing conditions;
    - (C) the municipality's objectives for the transportation system within the station area and the future transportation system that meets those objectives;
    - (D) the municipality's objectives for land uses within the station area and the future land uses that meet those objectives;
    - (E) the municipality's objectives for public and open spaces within the station area and the future public and open spaces that meet those objectives; and
    - (F) the municipality's objectives for the development of land within the station area and the future development standards that meet those objectives;
- (b) a map that depicts:
  - (i) the area within the municipality that is subject to the station area plan, provided that the station area plan may apply to areas outside of the station area; and
  - (ii) the area where each action is needed to implement the station area plan;
- (c) an implementation plan that identifies and describes each action needed within the next five years to implement the station area plan, and the party responsible for taking each action, including any actions to:
  - (i) modify land use regulations;
  - (ii) make infrastructure improvements;
  - (iii) modify deeds or other relevant legal documents;
  - (iv) secure funding or develop funding strategies;
  - (v) establish design standards for development within the station area; or
  - (vi) provide environmental remediation;
- (d) a statement that explains how the station area plan promotes the objectives described in Subsection (7)(a); and
- (e) as an alternative or supplement to the requirements of Subsection (7) or (8), and for purposes of Subsection (2)(b)(ii), a statement that describes any conditions that would make the following impracticable:
  - (i) promoting the objectives described in Subsection (7)(a); or
  - (ii) satisfying the requirements of Subsection (8).

(9) A municipality shall develop a station area plan with the involvement of all relevant stakeholders that have an interest in the station area through public outreach and community engagement, including:

- (a) other impacted communities;
- (b) the applicable public transit district;
- (c) the applicable metropolitan planning organization;
- (d) the Department of Transportation;
- (e) owners of property within the station area; and
- (f) the municipality's residents and business owners.

(10)

- (a) A municipality that is required to develop and adopt a station area plan for a station area under this section shall submit to the applicable metropolitan planning organization and the applicable public transit district documentation evidencing that the municipality has satisfied the requirement of Subsection (2)(a)(i) for the station area, including:
  - (i) a station area plan; or
  - (ii) a resolution adopted under Subsection (2)(b)(i) or (ii).

- (b) The applicable metropolitan planning organization, in consultation with the applicable public transit district, shall:
  - (i) review the documentation submitted under Subsection (10)(a) to determine the municipality's compliance with this section; and
  - (ii) provide written certification to the municipality if the applicable metropolitan planning organization determines that the municipality has satisfied the requirement of Subsection (2) (a)(i) for the station area.
- (c) The municipality shall include the certification described in Subsection (10)(b)(ii) in the municipality's report to the Department of Workforce Services under Section 10-9a-408.

Enacted by Chapter 406, 2022 General Session