

HEBER CITY CORPORATION
75 North Main Street
Heber City, Utah
Planning Commission Meeting
Thursday, February 27, 2014

6:00 p.m. - Special Meeting

TIME AND ORDER OF ITEMS ARE APPROXIMATE AND MAY BE CHANGED AS TIME PERMITS

Public notice is hereby given that a special meeting of the Heber City Planning Commission will be in the Heber City Office Building, 75 North Main, South door, in the Council Chambers upstairs.

Pledge of Allegiance: By Invitation

Item 1 T.S.C. requests Commercial Development Approval - Final for a building located at 1200 South 380 East in the Heber Gateway Plaza

PUBLIC HEARINGS:

Item 2 Proposed amendment to the Zoning Map to rezone the rear portion of Block 55, located at 301 South Main Street, from R-3 Residential to C-2 Commercial and remove the Infill Overlay Zone from said Block 55.

Item 3 Proposed amendment to Section 103 “Building Setbacks” of the C-2 and C-4 Commercial Design Criteria, altering the required street setback requirements for civic buildings including government and non-profit buildings.

Item 4 Proposed amendment to the Heber City Municipal Code, Section 18.72.030 G. “Government Building Parking Requirements”, altering the required off-street parking requirements for government buildings.

Item 5 Proposed amendment to Section 306 Building Height of the C-2 & C-4 Commercial Design Criteria requiring Civic Buildings to be at least 2 stories in height.

Administrative Items:

Those interested in the above items are encouraged to attend. Order of items may vary if needed. In compliance with the Americans with Disabilities Act, those needing special accommodations during this meeting or who are non-English speaking should contact Karen Tozier or the Heber City Planning and Zoning Department (435-654-4830) at least eight hours prior to the meeting.

Posted on February 20, 2014 in the Wasatch County Community Development Building, Wasatch County Library, Heber City Hall, the Heber City Website at www.ci.heber.ut.us and on the Utah Public Notice Website at <http://pmn.utah.gov>. Notice provided to the Wasatch Wave on February 20, 2014.
Karen Tozier, Planning Commission Secretary

Heber City Planning Commission
Meeting date: February 27, 2014
Report by: Anthony L. Kohler

Re: Zoning Map, Design Criteria, and Parking Amendments

SUMMARY

The City is in the process of designing a new Public Safety Building at the old Central School at 301 South Main Street. There are some requirements on the Zoning Map and Zoning Ordinance the city is asking to be amended. February 20, 2014 has been set as a public hearing to consider amending 4 city policies: (1) Zoning Map Amendment; (2) Amend Setback Requirements for Civic Buildings; (3) Amend Parking Requirements for Civic Buildings; and (4) Amend Building Height for Civic Buildings

1. ZONING MAP AMENDMENT

Proposed amendment to the Zoning Map to rezone the rear portion of Block 55, located at 301 South Main Street, from R-3 Residential to C-2 Commercial and remove the Infill Overlay Zone from said Block 55.

2. SETBACK AMENDMENT

Proposed amendment to Section 103 “Building Setbacks” of the C-2 and C-4 Commercial Design Criteria, altering the required street setback requirements for civic buildings including government and non-profit buildings.

3. OFF-STREET PARKING AMENDMENT

Proposed amendment to the Heber City Municipal Code, Section 18.72.030 G. “Government Building Parking Requirements”, altering the required off-street parking requirements for government buildings.

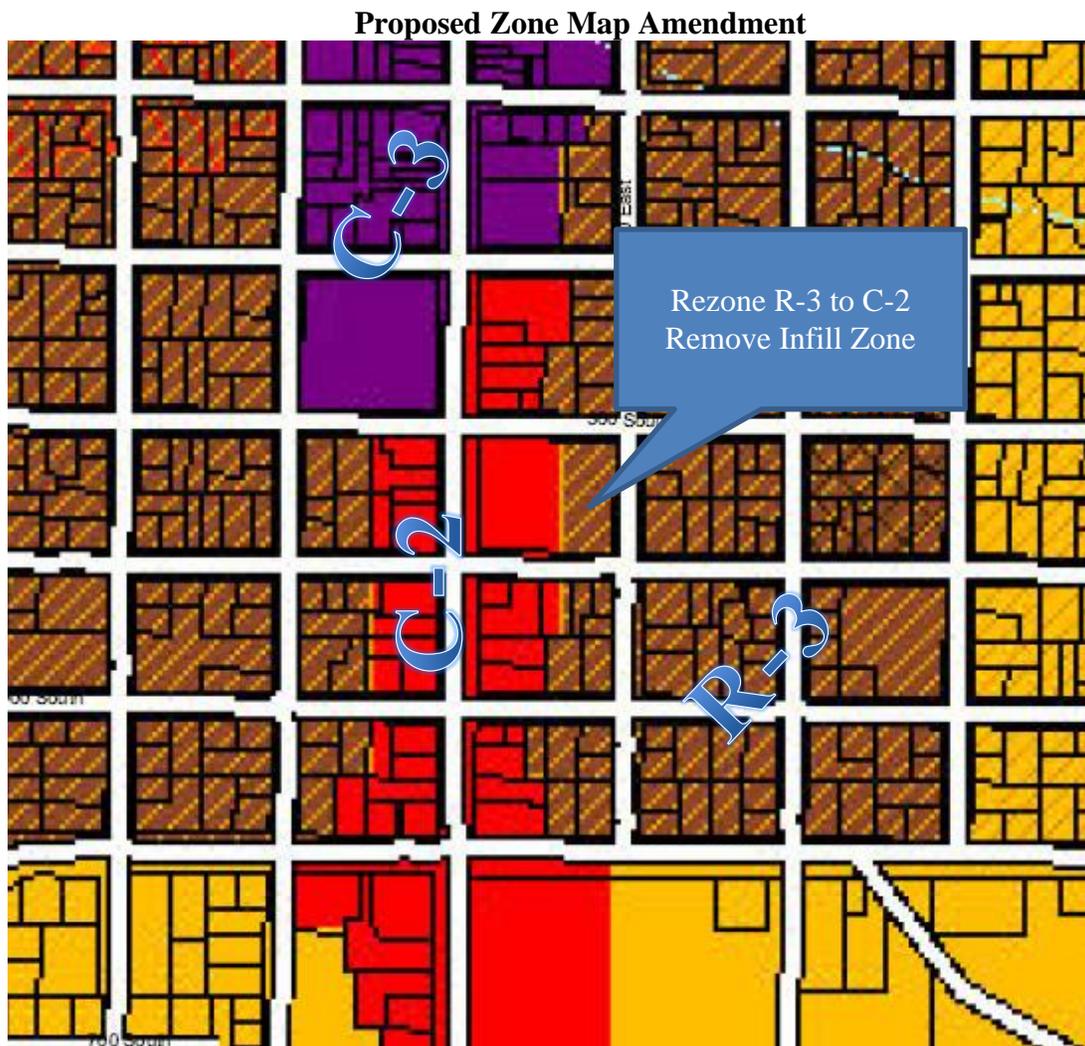
4. BUILDING HEIGHT AMENDMENT

Proposed amendment to Section 306 Building Height of the C-2 & C-4 Commercial Design Criteria requiring Civic Buildings to be at least 2 stories in height.

ZONING MAP AMENDMENT

Discussion

The city block is currently zoned as C-2 Commercial along Main Street, with R-3 Residential zoning along 100 East. The Future Land Use Element of the General Plan identifies the entire block as an Institutional Use. The request is to amend the Zoning Map to designate the entire block as the C-2 Commercial Zone and remove the Infill Zone from the rear of the property.



Recommended Motion

Motion to recommend approval of the proposed Zoning Map Amendment to designate all of Block 55 as the C-2 Commercial Zone and remove the Infill Overlay Zone from said Block 55, consistent with the designation of the block as an Institutional Use on the Land Use Element of the General Plan.

SETBACK AMENDMENT

Discussion

Section 103 of the C-2 & C-4 Design Criteria requires a minimum 20 foot setback and maximum 40 foot street setback. The design criteria is trying to establish a street presence for commercial buildings, but typically civic buildings such as churches, government buildings, and non-profit buildings should be setback more to give distinction to their street presence and provide for a large gathering location along the street. The proposed amendment to Section 103 of the design criteria is shown below in underline and strikeout changes.

Proposed Amendment to Section 103 – Building Setback

Twenty foot (20') setback minimum from street property line to building face and forty foot (40') setback maximum from street property line to building face, with the exception of Civic Buildings, including government and non-profit buildings, which should have a setback over 40 feet from the primary street property line to accommodate common space. *(See illustration detail C2B-1 & C2B-2)*

Recommended Motion

Motion to recommend approval of the proposed amendment to Section 103 “Building Setbacks”, of the C-2 and C-4 Design Criteria.

PARKING AMENDMENT

Discussion

The intended size of the Public Safety Building is about 22,000 square feet. The Municipal Code requires 5 parking stalls per 1,000 square feet plus 1 space for each employee, which translates into 151 off-street parking stalls, necessitating a parking lot of over an acre in size. This amount greatly exceeds the need for parking on the site. In the downtown C-3 Commercial Zone, buildings can utilize a parking ratio of 3 spaces per 1,000 square feet, which is about the parking ratio of City-County Square. The proposed parking amendment utilizes the 3 spaces per 1,000 square foot ratio as shown below in underline and strike-out.

Parking Comparison at 3 Spaces per 1,000 Square Feet

	Area (sf)	Employees	Off-Street Parking Stalls
City-County Square	31,800	51	97
Public Safety Building	22,000	41	66

Section 18.72.030 Parking Space Requirements-Designated

G. ~~Government buildings shall have one parking space per each employee plus one space for each two hundred square feet of floor area in the building;~~ Government buildings shall provide at least 3 parking stalls per 1,000 square feet of floor area;

Recommended Motion

Motion to approve the proposed amendment to Section 18.72.030 G. “Government Building Parking Requirements”, altering the required off-street parking requirements for government buildings.

BUILDING HEIGHT

Discussion

In discussing the potential design of the proposed Public Safety Building, the question has come up as to whether it should be a 1 story building or a 2 story building. As shown in Figure 1 and Figure 2, a 2 story building more efficiently utilizes space, providing more room for a future building and more room for open space around the building. Many of the historically and architecturally significant buildings in Heber City are 2 stories.

Proposed Amendment to Section 306 –Building Height

All buildings shall maintain the average perceived scale of two story buildings at the sidewalk. Average façade heights of new buildings should fall within the established architectural proportions of height to width ratio. This average height can vary by way of architectural styles but should maintain an average ratio as noted above. Building height shall not exceed 45 (forty-five) feet, measured from finished grade to the highest point of the building.

Clock towers, cupolas, entry areas and other special architectural features that visually break up the building form may, upon approval from the Heber City Planning Commission, exceed the specified building height.

Civic Buildings, including government and non-profit buildings, shall be at least 2 stories in height to match the style of turn of the century Civic Buildings in Heber City, such as the Wasatch County School District Offices, Heber Bank Block, Hatch Building, Fire Station and the Tabernacle. 2 story buildings more efficiently utilize space and allow for more common area around the buildings than a 1 story building.

Recommended Motion

Motion to recommend approval of the proposed amendment to Section 306 Building Height of the C-2 & C-4 Design Criteria.

Figure 1: 1 Story Site



Figure 2: 2 Story Site



Figure 3: Wasatch County School District Office



Figure 4: Heber Bank Block



Figure 5: Hatch Building



Figure 6: Tabernacle



Figure 7: Fire Station



Re: One Story versus Multi-Story Buildings

Heber City is in the process of designing a 1 story building consisting of 24,000 square feet for the Police Department and Justice Court. The 1 story building and its accompanying parking will utilize more than 50 percent of the 3 acre block, leaving room for a future building that will not be sized similarly to the proposed 24,000 square feet public safety building. Since the future building pad would also need to accommodate more parking, the future building envelope would be limited to approximately 15,000 square feet in size. With two, 2 story buildings on the block, the block can accommodate significantly more square footage. *The city should consider constructing the building as a multi-story building because a multi-story building more efficiently utilizes land than its single story counterpart, and should weigh non-financial issues in this decision, such as lost opportunity costs for future building expansion and parking lot expansion and the symbolism of a Justice Court Building.*

Many of the public safety buildings that have been constructed in recent years around the state have been 1 story buildings. 1 story buildings are easier, faster, and cheaper to build and design than multi-story buildings because elevators and stairs are not needed. Single story buildings also permit all uses to be on the same floor, thereby maximizing the ability of staff to interact and coordinate. A multi-story building can be frustrating to an organization's operation when shared spaces such as a copy room, break room, workout room, storage area, or meeting room is located on a floor different than offices, but these are but just a few of the many sacrifices made in building design and construction.

Multi-story buildings leave more remaining common area on a site than 1 story buildings because the floor space is stacked on top of each other. This remaining outdoor common area can then be utilized for outdoor events such as carnivals, bike races, police dog training, etc. In the long term, this common area can be utilized for parking lot expansion or for expansions to the Justice Court, Police Department, City Hall, other public uses, or even sold to the private sector. Utah's Pioneers understood this philosophy, and that is why many of the historically significant public buildings in Utah were constructed as 2 to 3 story buildings.

In 30 to 40 years, when the public safety building has reached its design life, much of Heber City will be built out, land values will be significantly higher than current values, and options for acquiring land in the downtown will be much more expensive. If the public safety block is not efficiently utilized, options for expanding that building or other city facilities will be more expensive and those options will be less desirable. These alternative options include (1) tearing down the building and replacing it with a multi-story building; (2) purchasing nearby property and tearing down private buildings; or (3) purchasing cheaper undeveloped land on the outskirts of the city, dispersing public facilities out of the downtown.

By constructing a multi-story building to begin with, the land use capacity is maximized, better ensuring that the public safety facility will be a permanent building rather than a temporary building. In this respect, a multi-story building is an efficient investment of public funds for a permanent building that will last the tests of time and be able to be reused and renovated over and over similar to the Tabernacle. Using the Tabernacle as City Hall would be greatly hampered if it were only a 1 story building, as it would only accommodate about 10 employees versus about 20 employees in the current 2 story building.

As cities expand and fill in their growth areas, they are forced to grow up rather than grow out. To be successful, Heber City's downtown will need to expand upward, as opportunities are decreasing for vacant infill lots. Heber City is lucky compared to, and unique to many communities along the Wasatch Front that never developed a distinct downtown area. Many of these communities, such as West Valley,

West Jordan, South Jordan, Sandy, Syracuse, and Taylorsville have taken efforts with redevelopment districts or special zoning districts to try to create a downtown environment that Heber City already has. Heber City should not take for granted one of its most prized physical assets: the downtown. In addition to providing a sense of pride for Heber City, the downtown can and should be part of Heber City's identity. The city should consider whether the proposed single-story public safety facility will add or detract to the desired image for the downtown as the compact, efficient, vibrant economic hub of Wasatch County.

Cities with downtowns are distinguished from sprawling communities in that they (1) have a place to call the city center; (2) have multi-story buildings; (3) have a mixture of uses; (4) have higher development densities in the city center; (5) are less automobile oriented; and (6) as a result of the previous 5 conditions, usually have less traffic congestion and pollution issues than their similarly populated sprawling sister cities. Construction of multi-story public buildings can help combat sprawl because less property is needed to accommodate those public facilities.

All buildings have symbolism. Civic buildings do communicate the values of the society erecting that civic building. Modern architecture usually conveys a message that a community values what is new and cool and what is efficient. Traditional architecture conveys the message of stability, order, and justice, as well as including architecturally ornate items that convey additional symbolism. If Heber City values the later, the design of the building should include more traditional elements than modern elements. With the construction of a single-story building, Heber City may be unintentionally conveying the symbolic message that justice, order, and stability are insignificant or that Heber City itself is insignificant. Around the nation and in Utah, Justice Court buildings have traditionally been constructed as 2 to 3 story buildings. This fact is not an accident, as this has been an intentional symbol of Justice as being a significant symbol for our free society.

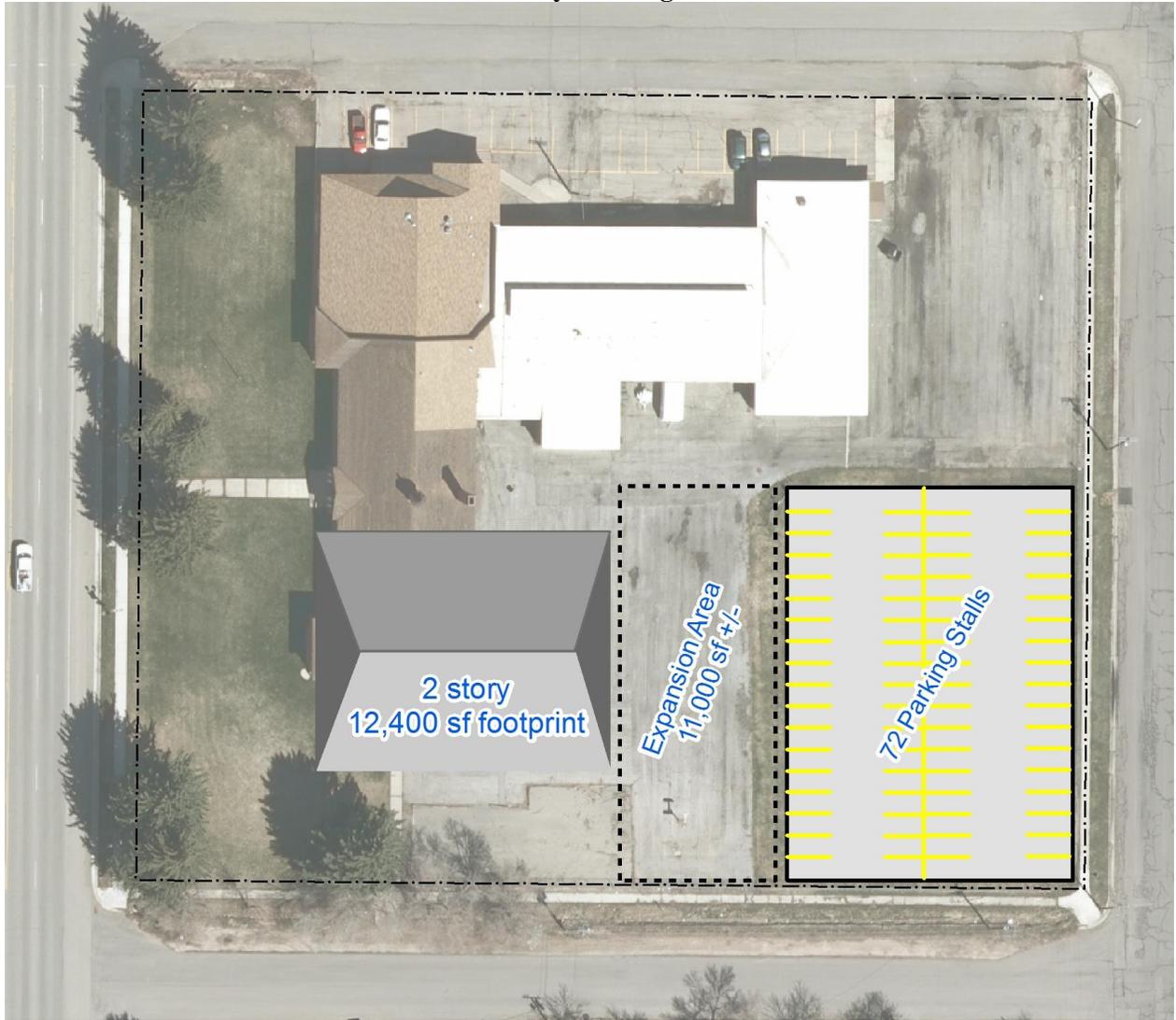
Heber City has put forth tremendous effort in establishing design criteria for how commercial buildings should look in the city, with an aim towards traditional, compact, pedestrian friendly design. Heber City will set an example, for better or for worse, with the construction of the public safety facility. Heber should recognize it is tearing down a historic building, and should take care to replace it with one of equivalent architectural symbolism. If the city is not successful in matching the architectural might of the Central School, historic preservation elements in the community may strengthen their attention to such matters, persuading Heber City into more drastic historic preservation efforts in the future. This type of reaction can be divisive to a community, dampen economic development efforts, and limit community development options.

One alternative to a full two story building the city might consider is placing only the Justice Court within a second story, and keeping all of the Police Department on the main story. This option would include approximately 17,000 square feet on the main story, and about 7,000 square feet on the second story. This option has the benefit of keeping similar uses on the same floor for maximizing employee interactions. Plus, if the building is designed to be wider than it is deep as shown in the last diagram, significant future expansion area can be maintained on the block to maximize options for the future.

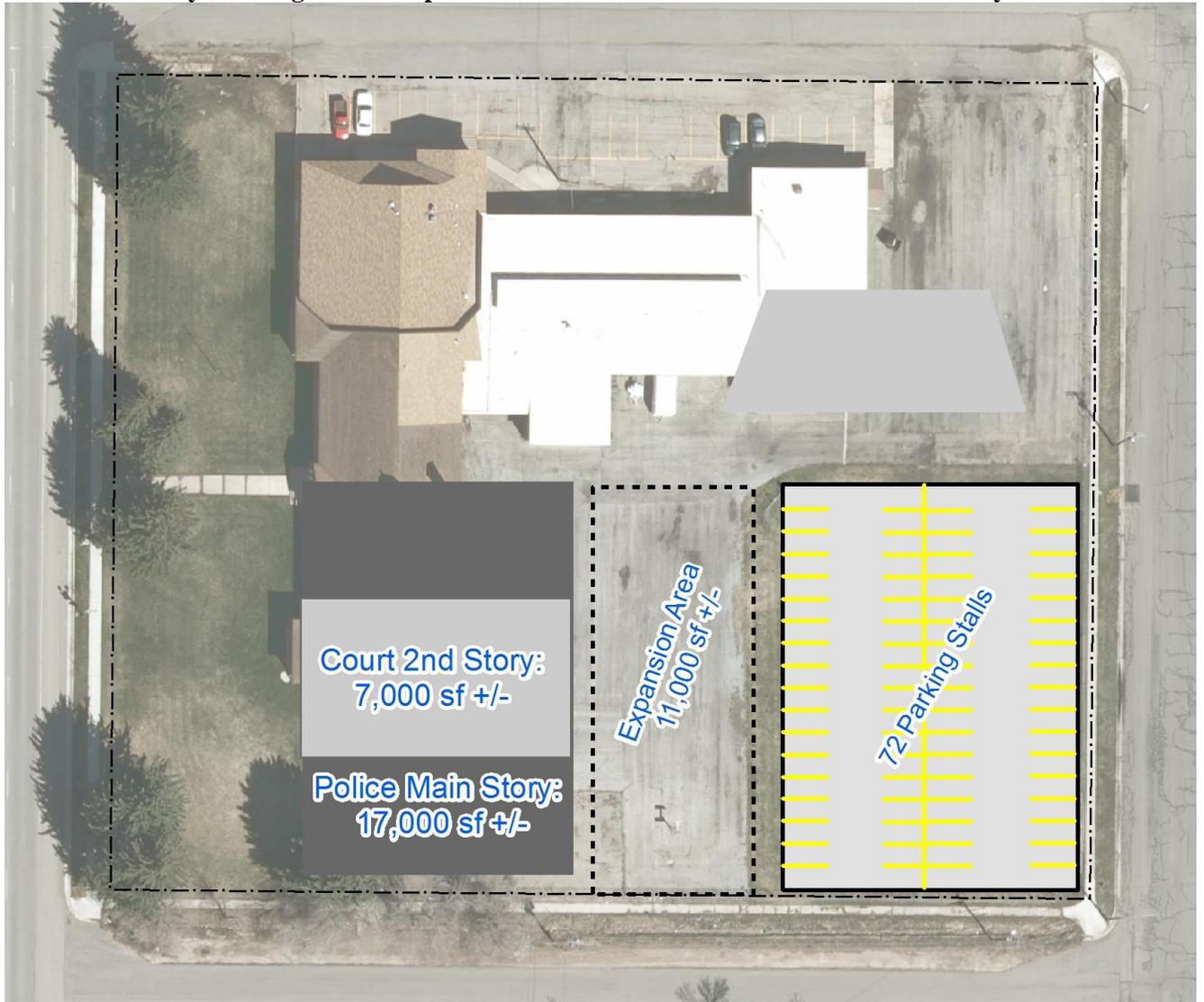
Single-Story Building Site



Two Story Building Site



2 Story Building: Police Department on main floor with Court on Second Story



Court 2nd Story:
7,000 sf +/-

Police Main Story:
17,000 sf +/-

Expansion Area
11,000 sf +/-

72 Parking Stalls