

# Park City General Plan



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# I. INTRODUCTION

Park City has long enjoyed the reputation of being a desirable place to live, in addition to being the home of two world class ski areas. In order to define our vision for the future, while protecting the community's character and preserving our desirable quality of life, in 1993 the City Council directed an update of the 1985 Comprehensive Plan.

In November of 1993, almost 300 residents participated in 34 “living room” meetings known as Community Vision. The findings of that effort can be summarized as concerns over:

- Population Expansion
- Loss of Community Identity
- Loss of Open Space
- Affordable Housing Needs
- Nuisances and Quality of Life Issues
- Adequate Public Facilities and Services
- Aesthetics, Design, Mass and Scale of Development

The findings of Community Vision were a starting point for the General Plan Revision process. A Citizens Advisory Committee was appointed by the City Council and acted as a sounding board for issue and policy identification. The Planning Commission and City Council held work sessions to review the findings of the Citizens Advisory Committee. Once policy documents were drafted, public information sessions and public hearings were held by the Planning Commission and City Council.

This General Plan is the policy document which will guide the future of Park City. Over time ordinances have been drafted to implement the policies. The elements of the General Plan are:

I.	Introduction	Adopted 3-20-97
II.	Park City Direction	"
III.	Community Character	"
IV.	Open Space	"
V.	Land Use	"
VI.	Growth Management	"
VII.	Transportation	Adopted 6-17-99
VIII.	Environmental	Adopted 3-23-00
IX.	Housing	Adopted 5-18-00
X.	Community Economy	Adopted 6-10-01
XI.	Parks and Recreation	Adopted 12-20-01
XII.	Historic Preservation	Adopted 5-23-02
XIII.	Park Bonanza District Supplement	Adopted 8-30-07

## II. PARK CITY DIRECTION

### Overview

Park City is well situated to continue to build on its natural features, historic qualities, and resort character to become a mountain community that serves as a model for quality living. Within the City boundaries, Park City's future includes the prospect of reasonable, well designed, high-quality development that is consistent with the small-town community character cherished by its citizens. Park City's future also includes the prospect of boundaries established by an open space buffer at the perimeter of the City.

The expansion of the City's geographic boundaries will be based on the desire to enhance open space, provide high quality public places (such as parks, trails, schools, libraries, and recreation facilities), and harmonize development with the natural and historic settings. Public places must be linked to residential neighborhoods, the resorts, and commercial areas by a year round trail system and landscaped roadways, so that the community's amenities are noticeable and convenient for visitors and residents.

One of the City's primary objectives is to establish the appearance of an open space buffer around its expanded boundaries, which essentially would encompass the natural and visual "basin" defining the community. The buffer will effectively establish Park City's ultimate size, allow it to remain a distinct geographic place, focus attention on the quality and role of its internal build out, and enhance its public facilities.

The need to balance carefully the demand for continued growth and the protection of the resources that make Park City successful remains at the heart of today's planning. However, the community's experience in guiding development over the last decade emphasizes the need to broaden the definition of "community character" to address new and emerging concerns.

The General Plan will not only guide future decisions, but emphasize that decisions affect three distinct, yet interrelated, areas. The *existing town*, new development areas *within the City*, and areas *adjacent to but beyond* present corporate limits are vital to Park City's future. Each of these areas has a different character, requiring community sensitivity to the opportunities and challenges it presents. Future decisions must consider these areas individually and collectively.

The policies outlined in this plan are intended to provide a vision of the future for Park City, including the systematic preservation of open space and small-town

character. As we consider a comprehensive approach to Park City's future, the goals, policies, and action plans in the General Plan will serve as a general guide. Future decisions should be consistent with them.

## **Existing Challenges**

Park City has capitalized on its history as a mining and resort community to achieve a very high quality of life for its residents. Careful planning and decision making have enabled Park City to thrive. The community's continued success, however, demands even more attention to the future.

### **Tourism**

- Tourism has expanded into traditional off-peak seasons, making Park City a year-round resort area.

### **Community Character**

- The historic downtown area, an attraction for visitors and residents, has been well maintained, but the scale of new development threatens to detract from the charm of Main Street.
- One third of the people working in Summit County live elsewhere. Significantly, as many Park City residents work outside Summit County as wage earners commute to Park City.
- Park City's full-time residents rely on a strong tourism and resort economy to help provide the tax base for community amenities and services. Thus, second homes and tourist-oriented lodging need to continue to be built while we add full-time residences to the community. Over 50 percent of all new housing will need to be for tourists and second homes to maintain a strong resort economy and a good quality of life for our residents.

### **Population Growth**

- With rapid population growth in the past two decades, both residents and visitors feel the pressures of development. The increasing population continues to put pressure on the community's services.
- The City's permanent residential population increased from 2,823 in 1980 to 4,468 in 1990. The estimated population in 1996 was about 7,000 residents, with a compound annual growth rate of 5.4 percent.
- The Utah State Governor's Office of Planning and Budget (GOPB) estimates

that Park City's permanent population could be as high as 20,700 by the year 2020. This projection assumes that Park City will contain about 40 percent of Summit County's population. Currently, the City's population is about 28 percent of the County's population. At a constant 28 percent over the next 25 years, the City's population would be about 14,200 by the year 2020.

- The population of Park City includes a significant number of tourists, visitors, and second homeowners who, depending on the time of year, can have a significant impact on the community's services and quality of life. The current average daily tourist population during the non-skiing season is about 3,000 people, and about 12,000 people during the peak of the ski season. Adding these visitors to our resident population, the actual number of people in the community during the summer, or "off season", averages about 8,000 to 10,000 per day, and can be as high as 20,000 on a day during the peak ski season or special events like the Art Festival. The local ski resorts are projecting that the tourist base during the winter months will remain constant or increase, due to added facilities and skiing opportunities.
- Even though our residents and visitors think of Park City as a small mountain resort community, the demands on transit, recreation, public safety, utilities, and other services are actually more like those of a city of 20,000 population.

### **A Common Vision and Sense of Direction for the Community**

- Park City residents want to know what their community will ultimately become, as development occurs and the City expands. They are concerned over how growth will be managed so as not to change the character of the town or deteriorate everyone's quality of life.

### **Water Supply**

- Unless the City develops new water sources or applies significant water conservation measures, the water supply could be a serious issue. In this decade, water demand could permanently exceed the water reserves necessary to sustain the community in drought years.

### **Schools and Education**

- Expanding school populations demand more facilities and teachers to maintain a top-rated education system. Over the last five years, enrollment in the Park City School District, which includes the entire Snyderville Basin, has increased to nearly 3,000 students.

## **Community Recreational Opportunities**

- Community recreation facilities are becoming more crowded. Participation in the Western Summit County Youth Sports Program has nearly doubled in the last five years.

## **Open Space**

- Park City controls development by location and appearance, and has acquired valuable community open space. However, since most of the remaining open space is privately owned, development is consuming these last remaining potential public open space areas.

## **Traffic and Transportation**

- Increased traffic due to construction, special events, and the growing permanent population is one of the most frequently mentioned impacts on our quality of life. Along with the inconvenience come a parking shortage, pedestrian/vehicular conflicts, and concerns for degrading the community's air quality. Before the problems become even more severe, transportation and parking issues must be addressed.

## **Goals**

The General Plan establishes goals designed to address foreseeable problems and express community aspirations. The key goals include:

### **Goal 1: Preserve the mountain resort and historic character of Park City**

- Future development should complement the existing historic and resort qualities of our mountain community.
- Park City should establish a maximum desirable size and population.
- Park City should establish an open space buffer surrounding the community to define the natural and visual "basin" of the community's location preserving sensitive lands and important vistas. The pattern, location, and appearance of development should not intrude on the visual quality of Park City or surrounding areas.
- New development, both commercial and residential, should be modest in scale and utilize historic and natural building materials. New structures should blend in with the landscape.

- The resort bed base should be preserved, enhanced, and expanded to provide adequate facilities for guests.

**Goal 2: Preserve environmental quality, open space, and outdoor recreational opportunities**

- Preserve an attractive, healthy environment with clean air and natural landscapes. To preserve the natural views of the mountains and meadows, new development should not be allowed on ridges, but rather focused between the middle and the base of hills and in other less visible areas. New development should retain the maximum possible amount of natural vegetation, to screen structures and preserve the natural quality of the landscape.
- Additional undeveloped land should be considered for acquisition as open space and maintained in its natural state.
- Trails and open areas should be configured to provide environmentally sound outdoor recreational opportunities and non-vehicular linkages to resorts, commercial areas, public facilities, residential neighborhoods, and the Snyderville Basin.
- The City should develop air quality, water quality, lighting, and recycling policies to maintain and improve environmental quality.

**Goal 3: Maintain the high quality of public services and facilities**

- The community should continue to provide excellence in public services and community facilities to meet the needs and desires of residents and visitors.
- Development should continue to pay its fair share of the costs of providing community facilities and services. Current Park City residents should not subsidize new development, inside or outside corporate boundaries.

**Goal 4: Work effectively with other governmental agencies to achieve the goals of the General Plan**

- Park City must actively participate in the decision-making processes of other jurisdictions, including service districts, Summit and Wasatch Counties, Wasatch Front communities, and the State of Utah. These processes impact the future of the community.
- Park City will strive to be a model community in the region, through coordination of decisions and advocacy for its policies.

### **Goal 5: Maintain the unique identity and character of an historic community**

- The community should focus on maintaining the integrity and health of the historic district. The downtown should maintain its historic character marked by pedestrian-friendly buildings of simple design, modest scale, modest height, and other similar features.

### **Goal 6: Manage the amount, rate, form and location of growth**

- Park City should manage new development to control the phasing, type, appearance, location, and quantity of community growth by adopting and enforcing growth management strategies.
- Park City should expand its boundaries when expansion helps retain community identity, enhance the open space buffer around the City, preserve gateways into the City, provide a variety of housing opportunities, and establish forms of development compatible with the existing quality of the City.
- The community's growth should be managed so that direct and indirect adverse impacts can be anticipated, identified, and mitigated to the extent possible.

### **Goal 7: Encourage a diversity of housing opportunities**

- The City should plan future land use to provide opportunities for a variety of housing types.
- The City should encourage and require private sector participation in providing a portion of housing for employees.

### **Goal 8: Involve the community in decision making**

- Park City should take full advantage of the diverse and intelligent input from an active constituency, and continue to seek input on decisions affecting Park City's future.

### **Goal 9: Plan for the 2002 Winter Olympics**

- The City should consider, address, and deal with the impacts of the Winter Olympics on land use and transportation planning.
- The community should recognize that the Olympics are a short-term event and that decisions must be based on the long-term health of Park City.

- The City will be pro-active in planning for the 2002 Olympics to assure that our citizens will have an opportunity, if they wish, to be active participants and that the community is well prepared to deal with the impacts of hosting this event.

**Goal 10: Develop an integrated transportation system to meet the needs of our visitors and residents**

- The traffic impact of new development is an important measure of the acceptability of proposed projects. The Transportation Element of the General Plan should allow only development with minimal adverse impacts on the transportation system or with acceptable mitigation measures that prevent degradation of the system.
- The City should not consider proposed transportation mitigation techniques that decrease existing environmental quality or the quality of life of residents and visitors.
- In addition to considering engineering and traffic movement criteria, the Transportation Element should contain standards for acceptable levels of service that take unique neighborhood characteristics and land use patterns into account.
- As the transit needs of the community are analyzed, consideration should be given to a wide range of transportation modes, including walking, biking, skiing and using various mass transit alternatives.
- Parking should be developed to serve the needs of businesses, resorts, and residents by integrating and coordinating public and private transit and parking needs. However, parking lots and structures should not dominate or overpower the character of the uses served, or detract from the historic and resort character of the community.

**Goal 11: Review and amend the General Plan annually**

- The Planning Commission shall review the General Plan annually to ensure that the policies and action plans reflect current community vision and direction. Because circumstances will inevitably dictate changes in the plan's direction, the City will follow the update process outlined in Utah statutes and Park City ordinances. At a minimum, the Planning Commission and City Council will provide notice and hold hearings to consider amendments. General Plan amendments requested by the public or interested parties will also be considered during the annual review.

- Residential and commercial building activity and population increases will be used, along with other benchmark factors such as annexations, school enrollments, availability of employee housing, and recreational needs, to determine how well the plan is directing the City's growth. The type, number, and location of residential and commercial building permits will be reviewed to determine whether development patterns are consistent with the projections in the plan. To determine growth trends, the City will also review annually the plans of adjacent jurisdictions, development patterns adjacent to Park City, and the type and number of requests for annexations and general plan amendments in the City and surrounding counties.

**Goal 12: Plan for realistic population growth consistent with the City's vision**

- Since population increases depend on many factors, such as the economy, interest rates, and housing preferences, it may be necessary to adjust the population projections from time to time to take these factors into account.
- The GOPB's population estimate assumes either an unlimited supply of building opportunities within the City's boundaries or annexation of necessary land to accommodate the projected rapid growth rate. A more realistic population estimate for the City can be based on:
  - The number of permanent residences likely to be built and occupied within the current corporate limits;
  - The number of permanent residences likely to be built and occupied in the City's future annexation area;
  - The number of second homes, condos, or other multi-unit residences likely to be converted to permanently-occupied dwellings; and
  - The average number of people likely to occupy these dwellings.
- The estimated future permanent population of Park City at build out of the existing approved homes and projected future homes in the annexation area is between 9,400 and 11,500 people. For General Plan purposes, a population of approximately 12,000 permanent residents is a more realistic estimate when considering the policies contained in the plan.

- The City's full-time permanent population estimate will be reviewed annually as part of the General Plan review process. The following formula shall be used and the variables modified as necessary to estimate the permanent population. The formula does not calculate guests or employees living outside the City:

$$AP = PY + 2.5 [0.6(sf) + 0.2(mf) + (cv)]$$

Where: AP = annual population estimate  
PY = previous year=s population  
sf = new single family units  
mf = new multi-family units  
cv = rental and second homes converted to full time dwellings  
2.5 = estimated persons per dwelling unit

### **III. COMMUNITY CHARACTER ELEMENT**

#### **Issue Statement**

Park City's small-town, historic, mountain resort atmosphere attracts tourists and new residents from all over the world. In numerous meetings and surveys, residents proclaim community character is fundamentally important. But the scale of new development, changing commute patterns, economic factors, and other factors threaten the community's character.

#### **Discussion**

While the features of a community's character are difficult to define with precision, comments from the staff, the public, and elected officials during the development of the town's Historic District Design Guidelines, Sensitive Lands Regulations, and recent General Plan Update help define the important components of Park City's distinctive character:

- Broad vistas across ridge lines, hillsides, and meadows give the town an open feeling, uninterrupted by obtrusive development. Trees and vegetation on the hillsides and mountain slopes maintain the town's link with nature. Open space that is visually connected and internally functional with other planned and existing open space areas will enhance the community's resort image.
- A vibrant, active, but intimate downtown that serves as an informal meeting place for its citizens and a destination for tourists. The downtown, with its historic character marked by buildings of simple design, modest scale, and modest height, is the community's "crown jewel."
- New commercial and residential development, modest in scale, and utilizing historic and natural building materials.
- A community that values and emphasizes recreational opportunities.
- A community with an ultimate population of approximately 12,000 permanent residents. The community should include a range of living and working opportunities and community amenities to assure a very desirable quality of life for residents and visitors.
- Neighborhoods with a mix of housing opportunities, including affordable and employee housing; neighborhoods with an emphasis on open space, transportation systems, and community facilities that meet community objectives and needs.

## **Intent**

This element seeks to sustain the character and image of the Park City community through specific policies, recommendations, and actions that will accomplish the primary goal of maintaining the community's development patterns and way of life. This element and its policies are integral components of the General Plan.

## **Policies**

### **Historic Core Policies**

The designated historic district, which is subject to special design and preservation regulations, best defines the historic core of the City. Citizens feel strongly that the core must continue to provide a range of services for residents, while also functioning as an attraction for tourists. The goal for the historic district is to maintain it as the center of the community, not just as a stage set for tourism. The following policies will help accomplish this goal:

- Keep City and other government offices and services in the downtown, to maintain the function of the historic core as a gathering place. Similarly, concentrate in the historic area certain commercial uses that attract and encourage interaction among local residents (e.g., bookstores, card shops, coffee shops, and post office).
- To maintain commercial viability, promote year-round demand by residents and workers for services, restaurants, entertainment, and similar uses in the core.
- Maintain the historic character of buildings.
- Support programs that make the downtown attractive to potential businesses.
- Promote the continuation and augmentation of a pedestrian-friendly environment in the downtown.
- Work to ensure the continued livability of residential areas around the historic commercial core.

### **Developing Area Policies**

The primary goal for the developing area is to maintain the distinctive character of a mountain resort community in developing areas outside the historic core. Steps should be taken to prevent the area from developing with traditional suburban

features that would be incompatible with the community's goals. The following policies will help accomplish this goal:

- Ensure that the character of new residential development reflects and is compatible with the mountain resort character of Park City.
- Design large-scale commercial buildings and development to reflect traditional Park City patterns, character, and site designs. Support the mountain character and charm of the City by making sure that new commercial development relates to the mining/historic architectural heritage of Park City.
- Encourage alternatives to the use of autos, and discourage driving where feasible.
- Maintain and expand open space by employing a variety of approaches, both regulatory and non-regulatory.
- Adopt a program to better define and protect the major entryways to the City.
- New arterial roads should connect to State Highways 224 and 248. This is to avoid disrupting existing and new neighborhoods.

### **Joint Planning Area Policies**

In the areas that may be subject to annexation in the future the main goal is to ensure, through joint planning and/or annexation, that the open, rural character of these lands is maintained. New annexations should be considered only when it can be determined that there will be no net decrease in the quality of life and public amenities. The following policies will help accomplish this goal:

- Protect a maximum amount of public and private open space.
- Institute low density development design standards to ensure that new development maintains a rural character in terms of building location, materials, fencing, landscaping, street widths, street layout, and similar features.
- Provide a range of housing opportunities in annexed areas. Eliminate regulatory impediments to providing a range of housing opportunities.
- Pursue those annexation petitions that hold the potential of producing significant amenities and benefits for the public in addition to open space (e.g., active parks, community centers).

- To prevent strip development along highways and arterials, concentrate new commercial development tightly around strategic intersections through the use of development regulations.
- Entertain a broad range of development patterns when reviewing annexation petitions, provided that the petitions are consistent with the open space and other development goals of the General Plan and other City policies.
- Require new streets and transportation systems that adequately serve annexed areas and do not adversely impact existing neighborhoods.

## **Actions**

### **Historic Core**

- Institute a City policy to maintain and concentrate City offices in downtown when land availability or the retrofitting of existing facilities allow.
- Encourage the Main Street Post Office to remain.
- Identify key retail uses (especially those that are not heavily dependent on quick automobile access) that attract residents from throughout the City and encourage interaction among residents. Amend the zoning ordinance to encourage such uses in the historic core.
- Prohibit auto-oriented features, such as drive-up windows, on commercial uses in the historic core.
- Concentrate such traditional, smaller downtown commercial uses as restaurants, bookstores, retail shops, and professional offices in the historic district. Allow larger-scale regional commercial uses and those that depend heavily on easy auto access to locate outside the core area.
- Augment existing design regulations with height and bulk limits that will help retain the character of the core area. Avoid overwhelming the core with buildings that are too large or tall for their sites, or in relation to adjacent structures.
- Consider context-based and other design standards related to the average size, scale, and bulk of other structures within a specified distance of a new building site.

- Review off-street parking requirements for new buildings, changes in use, and expansions to make sure the requirements are compatible with maintaining the historic character of downtown.
- Build on the successful historic renovation grant program. Offer rehabilitation design assistance and grants for renovation of strategically located non-historic buildings.
- Continue to promote such amenities as landscaping, street furniture, stairways to adjacent streets, and similar improvements to maintain the downtown's attractive atmosphere.
- Use street design techniques to encourage slower traffic speeds and a more intimate pedestrian-oriented scale.
- Promote walkways along Swede Alley and pedestrian connections to Main Street. Enhance the urban design of Swede Alley to keep it viable as a pedestrian access while allowing it to function as a service street for the commercial uses adjacent to it.
- Allow expansion of existing residential structures, if such expansion can be made compatible with the integrity of historic structures and the surrounding neighborhood. Similarly, allow the addition of garages to historic structures if the addition can be done in a compatible fashion.
- Limit the intensity of uses at transition locations, where residential and commercial uses meet. Limit the expansion of commercial uses further into residential neighborhoods.
- Encourage residential development that will provide affordable housing opportunities for residents, consistent with the community's housing, transportation, and historic preservation objectives.

### **Developing Area**

- Limit the size of new homes in relation to their lots using floor-to-lot area ratios or other methods so that they do not dominate their lots or impact neighboring homes in terms of views or access to sunlight.
- Promote the use of such building materials as wood siding, rock accents, earth tones, and metal roofs that have historic precedents in a mountain community context.

- Vary building setbacks from the street to avoid giving neighborhoods a suburban feeling.
- Minimize architectural styles and signage that are clearly not in keeping with the mountain resort character of the community.
- Require new commercial developments outside existing projects to prepare site and building plans that are site-based and in context. Examples include mining-related, ranching-related, and mountain/skiing-related structures.
- Minimize parking expanses between the street and the front facades of buildings. Require landscaped entries that connect with streets to provide easy, safe pedestrian access.
- Buffer commercial development from adjacent residential neighborhoods, but maintain pedestrian access by requiring linkages from the neighborhoods where feasible and appropriate.
- Control the intensity and direction of commercial lighting, so that it does not illuminate adjacent residential developments and reduces, to the maximum extent feasible, impacts on the night sky.
- Consider size limits (e.g., no building larger than 15,000 square feet) on commercial retail developments such as hardware, general merchandise, consumer electronics, and similar uses. Allow larger retail structures--such as supermarkets that serve primarily local residents--only in specified circumstances.
- In all new developments, require walks or year-round trails that connect with adjacent areas and encourage private pathways and trail systems to connect with public trail systems. Retrofit areas now lacking sidewalks.
- Limit the new construction of drive-up windows in commercial areas.
- Require adequate, well-engineered streets that minimize the impact on the environment by avoiding excessive grading and cutting of hillsides. To avoid unnecessary pedestrian/vehicular conflicts in the future, consider the functional aspects of neighborhoods as part of the transportation planning process.
- Analyze the unique natural habitat and open space potential of individual sites as development proposals are reviewed and as opportunities become available. Meet overall community objectives for visual, passive, and active functions in acquired open space sites.

- Review the effectiveness of the Sensitive Lands Ordinance from an open space perspective; recommend appropriate amendments.
- Identify desirable open space areas to meet community objectives. Establish mechanisms for acquisition including, but not limited to, bonding and outright purchase.
- Utilize dedication requirements and development exactions when appropriate to ensure that new development provides enough neighborhood, community, and regional open space to meet the needs of new residents.
- As funds become available, acquire critical unbuilt areas on visually prominent features, such as hillsides and ridges, where development approval has already been granted.
- Install signs at the major entries to announce that the visitor has entered Park City. Landscape highway medians and roadside areas in strategic locations as a prominent, tangible signal of Park City 's commitment to an attractive environment.
- On development near City entries, enact special controls regarding setbacks, landscaping, building mass, and character.

### **Joint Planning Area**

- In annexation agreements within the Joint Planning Area, secure significant, usable, and accessible open space.
- Develop incentives for achieving the maximum amount of open space, consistent with the priorities in the Open Space and Land Use Elements.
- Require development patterns that result in large, contiguous parcels of usable open space. Make open space internally functional and visually connected to other planned and existing open space areas.
- On the periphery of developments, explore the use of large single-family conservancy lots that would enhance the impression of open space while allowing some development.
- Acquire key parcels containing critical environmental areas, wildlife habitat, important vistas, or desired public access. Explore dedicated funding for open space acquisition.

- Require new development to build pathway and trail systems that connect to existing public trails and open space. Protect access to public lands adjacent to new development.
- Pursue more detailed intergovernmental working relationships and agreements with Summit and Wasatch Counties. Develop consensus, if possible, on appropriate development patterns in areas immediately adjacent to the City. Ensure the continued application of a phased development program.
- Offer additional density incentives for preserving usable open space and other community amenities that exceeds the minimum required by the Land Management Code and annexation policies.
- Require new street systems to be designed in a manner that avoids adversely disrupting existing neighborhoods.

## **IV. OPEN SPACE ELEMENT**

### **Issue Statement**

In 1980, approximately 90 percent of all the land within Park City 's municipal boundaries was undeveloped. By 1995, undeveloped land represented only 37 percent. Clearly, the visual impact of developed land and the construction of streets, new businesses, and homes have noticeably altered the sense of open space which Park City residents and visitors enjoy.

Loss of the open space character that creates such special appeal could have serious long-term implications for the City's economy and overall quality of life. The remaining open spaces in Park City are under various forms of ownership, and are spread widely throughout the area. The majority of "open space" that residents value as an essential amenity is actually private land outside the existing City boundaries.

### **Discussion**

The visual and environmental quality of Park City and its surrounding lands is critical to promoting the resort economy, adding to the quality of life, and advancing the vision of Park City as a unique mountain community. Surveys indicate a clear community desire to maintain all existing recreational open spaces, and support for additional acquisition of open space through dedication and purchase. Further, citizens support control of surrounding properties to protect and enhance Park City 's open space character.

In a visual preference survey of possible development patterns, the preferences of Park City residents were virtually identical to those of residents of the Snyderville Basin, who had taken the same survey:

- Residents would prefer fewer units and more usable open space. Any hillside development should take place along the bottom edge or "toe" of slopes, with generous amounts of open space within and around each project.
- Most prefer that meadow areas remain in their natural condition or are left in agricultural uses.
- In forested mountain settings, the form of preferred open space would allow residential development as long as no permanent, visible scarring of the hillsides occurred.

- In open mountain settings, housing hidden from ridges or the face of slopes is preferred.
- In all settings, large open space components ranked highly, as did the desire to protect and enhance wildlife habitat where possible.

Different categories of open space have different acreage requirements to provide a benefit. For example, 40 acres of active ball-field space would more than satisfy foreseeable needs for the community, while 40 acres of wildlife habitat would be fairly insignificant. In evaluating individual annexation proposals, it will be important to evaluate the relative community value of the various types of open space.

One component of open space is the current system of trails, which is valued as a primary and secondary means of travel. Other uses of the trail system include fitness and recreation. To reduce reliance on the automobile, any expansion of the open space trail system should provide year-round links among schools, other trails, the library, commercial areas, recreation areas, and the community center.

Natural features of the landscape present a spectacular view when entering Park City from the primary entry corridors. Thoughtful and diligent planning will be necessary to maintain the views along these entrances. The view corridors into the City need to be supported by green belts along thoroughfares, with open space that creates buffers between landscape and development.

## **Intent**

This element seeks to support a community preference for retaining the uniqueness of Park City and avoiding the planning and development pitfalls that can result in urban sprawl. It is also the intent to incorporate the visual preferences of residents into the policies and actions of this plan.

## **Policies**

- Carefully evaluate the open space components of annexation and development proposals to define the community needs and the value of dedicated open space. Consider these types of open space in annexations:

Natural Areas - (undisturbed hillsides, wetlands, and meadows);

Significant wildlife habitat - (areas where shelter, food and water is available to support a variety of wildlife species);

Highly visible ridge lines - (the tops of mountains and hills visible to pedestrians and motorists traveling in and around the community);

Undisturbed visual open space - (private or public open space left in its natural condition and serves primarily as a visual relief from the urban environment);

Natural geographic landmarks - (identifiable mountain peaks, valleys, meadows, ridges, rock outcroppings, and streams);

Entry corridors - (the roads, highways, and trails leading travelers into the community);

Trail connections and corridors - (routes directing hikers, bikers and skiers onto developed trails or through areas which eventually connect to trails);

Access to streams - (trails, paths, or roads leading to streams which are available for fishing, nature study, or other forms of recreation);

Ski runs - (areas where skiing is possible due to openness and slope of terrain);

Public golf courses - (golf courses which are either operated by a public entity, or golf courses available to the general public or both) ;

Public community recreation - (facilities available to the public such as playgrounds, parks, ball fields, and recreation centers, programmed recreation such as, but not limited to, baseball, lacrosse, soccer, basketball, and swimming);

Passive public recreation- (recreational activities that require a minimum of public facilities and/or supervision such as hiking, nature observation, fishing, biking, photography and similar pursuits);

Neighborhood public open space - (open space areas intended to serve a local neighborhood primarily but open to the public in general);

Private golf courses - (privately owned and operated golf courses open only for members and their guests);

Private trails - (trails through private property and not available to the public except by permission);

Private neighborhood parks - (parks within neighborhoods available for use only by those property owners owning and maintaining the parks);

Private open space - (open space areas that are privately owned and their use may be restricted by the Owner(s);

In general, private open spaces not available to the public are considered a lower priority when evaluating the community benefit of an annexation. Open space available for use by the public is preferred over all forms of restricted private open space.

- Observe the unique characteristics and open space priorities for each Planning Area outlined in the Land Use Element.
- For annexation of master-planned development, consider increasing the required amount of open space, and negotiate the type of open space to be provided, based on the priorities for the Planning Area. Current City codes require 60 percent open space as part of the master-planned development process.
- Require compact development in annexed areas, in order to concentrate housing and other structures and preserve the maximum amount of contiguous, usable open space.
- Provide incentives for open space preservation that are consistent with, and complement, the Land Use and Open Space Elements.
- Demand special attention to the entryway areas, including Highways 40, 224, and 248, with site planning parameters that create open space corridors.
- Direct development to the "toe" (bottom edge) of slopes in mountainous areas, rather than the face of slopes, meadows, or valley floors.
- Set aside open spaces that are sizeable and visually apparent; provide substantial connections to other open spaces.
- Require neighborhood links through trail systems. Target activity areas such as schools, commercial zones, and recreation areas for trail connections.
- Consider all environmentally sensitive regions (including meadows and grasslands as significant components) as valuable open space.

- Consider all riparian areas as priorities for protection, and ensure riparian conservation areas at least 50 feet in width on each side of streams and wetlands.
- Regulate the use of unnatural landscape materials or landscape alterations not indigenous to the area, e.g., large lawns in front of mountain homes, or water features in prominent sagebrush areas.
- Require that annexations contribute to the open space concepts and intent of the Land Use Element. Support plans within the Counties and annexation areas that provide advantageous open space and recreation components.
- Implement an acquisition program that will utilize open space impact fees, existing tax revenues, and potential new fee or tax revenues to create a dedicated open space acquisition fund. Such funds would be used to acquire critical open space properties not otherwise preserved through application of the Land Management Code or contributions to open space preservation. Acquisition could take the form of purchase of development rights, fee simple title, conservation easements, purchase options, or other methods of land use control.
- Establish a transfer of development rights (TDR) system to implement open space preservation goals.

## **Actions**

### **Short-Term Actions**

- Revise the Land Management Code to redefine and set priorities for types of open space consistent with this plan.
- Modify the Land Management Code and annexation policies to require that development areas under the Master Planned Development Ordinance set aside a significant portion of the overall acreage as permanent and contiguous open space, including, but not limited to trails, and passive and active recreation areas. Such open space would be in addition to land within the planning area considered unbuildable under the Sensitive Lands Regulations. Do not give open space credit for driveways, decks, or yards immediately adjacent to single-family structures. In the case of large residential lots exceeding ten acres in size, credit may be considered for privately owned open space in excess of five acres provided the land is restricted for open space uses. Open space calculations for commercial and multi-family uses shall be calculated as per the requirements in the Land Management Code.

- Require petitions for new annexations to include technical information suggesting methods and practices to preserve or enhance wildlife and wild lands and offset the impacts of proposed development as much as possible.
- Amend annexation policies to allow increased density as a negotiating tool or incentive to developers to advance the objectives or exceed the goals of the Land Use Element.
- Require site analysis for major new projects indicating soil type, soil and slope stability characteristics, groundwater conditions, and erosion control for proposed construction and improvements. Require the analysis to indicate erosion control both for the construction phase and for long-term storm water runoff quality.
- Implement a standard that defines "designated vantage points" in a non-encroachment policy for development on mountain ridge lines in newly annexed areas. Each project involving development on or around ridges would be reviewed with appropriate and prohibited building sites indicated.
- To secure orderly development and avoid scattered building that fragments open space, institute phased development requirements in annexation agreements. Amend the Land Management Code to require new developments to build pathways and trail systems that connect to existing and planned public trails and open space.
- Identify important in-town locations that present opportunities for natural open space, public art, or pocket parks. Pursue acquisition or control of these parcels.
- To protect the visual quality of entry corridors, designate as "frontage protection zones" those areas adjacent to roads and highways that enter the City. Amend the Land Management Code to provide a substantial landscape area for frontage protection zones in new annexations. Generate design guidelines for the entry corridors and City entry points.
- Make sure that an aggressive trails development program is implemented. Pursue programs to encourage alternative methods of transportation other than the automobile.

### **Mid-Term Actions**

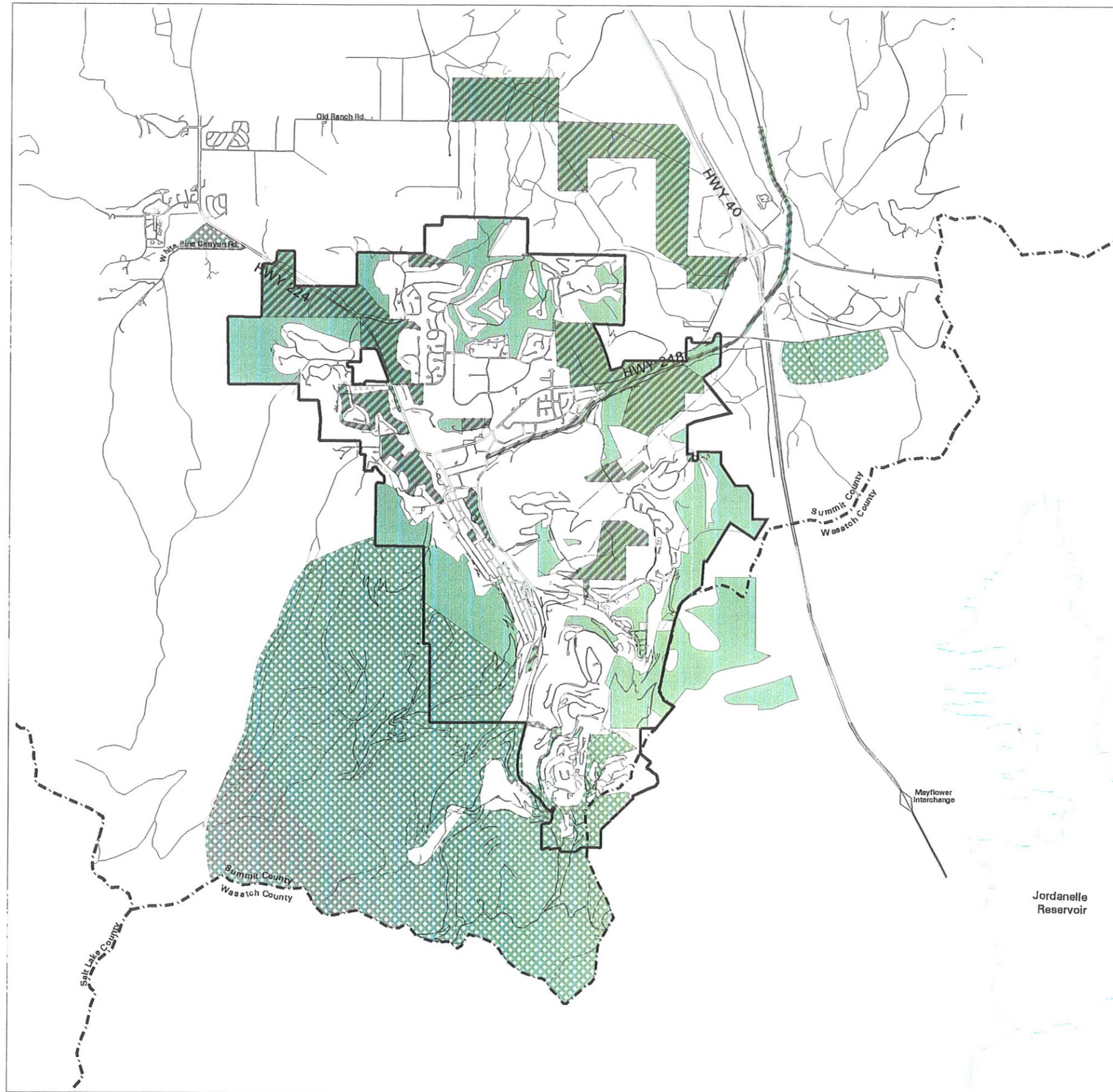
- Pursue state legislation for flexibility in local funding to acquire and protect open space, including a dedicated open space real estate transfer tax at the state level or as a local option. This approach would allow tax revenue from real estate sales to be earmarked for an open space reserve fund.

- Develop a "deeded development rights" system that implements the open space objectives of the Land Use Element.
- Periodically evaluate the feasibility and necessity of a bond issue for the specific purpose of acquiring key open space parcels.
- Pursue land acquisitions (including dedications, purchases, or long-term leases) of tracts suitable for active recreation.
- Work with and support Summit and Wasatch Counties to ensure that the recreation needs of County residents are being met.
- Review the effectiveness of the Sensitive Lands Regulations from an open space perspective and make appropriate amendments.

### **Long-Term Actions**

- Pursue key property acquisitions, purchase options, and open space easements to ensure that significant open spaces are maintained. Acquire critical undeveloped areas on visually prominent features, such as hillsides and ridge lines where development approval has already been granted.
- Develop a Park City open space reserve fund for open space acquisitions.

# Park City Open Space Plan



## Legend Open Space Types

-  Private Open Space
-  Public Open Space
-  Possible Open Space/Recreational

-  County Lines
-  Park City Boundary



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## V. LAND USE ELEMENT

### Issue Statement

Given current projections for build out, Park City will use most of the available developable land within its existing corporate boundaries in the next seven to ten years. The community needs to make a major decision: whether to expand the corporate limits to include additional development within our service area.

To remain competitive and to continue to offer the quality of life our residents' desire, it is vital that we maintain our identity as a resort community. If we are to achieve our community goals of preserving open space, enhancing the resort economy, and protecting our quality of life, it may be necessary to continue to expand into currently undeveloped land. Annexation may have the highest potential for achieving development patterns that meet our land use, open space, and quality of life objectives.

### Discussion

**Land.** Park City's present corporate boundaries include about 10 square miles. They have not expanded significantly in the last five years. Several areas, annexed earlier, are now under development. Although neighborhood planning within the *existing* corporate boundaries is important, that area is nearing build out and its land use patterns are established.

Over time, the City's inventory of approved parcels and projects will be used for single-family and multi-family development. Based on the anticipated build out of this inventory, Park City will use most of the available developable land within the existing corporate boundaries in the next seven to ten years.

**Population.** Population projections in the range developed by the Governor's Office of Planning and Budget (GOPB) would triple Park City's population over the next 20 to 25 years--to 20,700 people by the year 2020. If that increase were to occur, it would have a significant impact on our citizens' quality of life and our ability to provide acceptable levels of services.

The permanent population that would result from normal build out of approved development within the existing City limits, combined with our existing population, is estimated at about 10,000 residents. Additional population growth would have to occur as a result of annexations.

**Annexation.** Expansion of the corporate limits is accomplished through annexation, a process established by the Utah State Legislature and requiring mutual agreement between property owners (petitioners) and the City. Policies can be developed to control the type, amount, and timing of future development we desire from annexations. If relatively low densities, similar to current county zoning, are established as the base in annexation areas, reasonable and desirable development patterns could be negotiated, using density incentives. An analysis of the Planning Areas within the proposed annexation boundary indicates that they could develop in a way that complements Park City's existing neighborhoods, while adding about 2,000 full-time residents to the population. The resulting total population at build out under the General Plan (which would probably occur after the year 2010) would be about 12,000 residents, including the population generated by build out of the existing corporate limits, annexations, and in-migration. This would be a much more manageable population, given the community's goals and objectives for the future.

In some cases, there may be important public benefits of an annexation. In other situations, benefits may be minimal, or it may be determined that annexation cannot meet the legislative requirements established by state law. As annexations are considered, Park City will review petitions with agencies providing fire, water, sanitary sewer, and other services. County officials will also be contacted to review possible impacts that annexations may have on county services and revenues. Annexations should not only meet the City's development objectives but should also complement county development goals when feasible. As the expense of providing public services increases, the City must carefully consider the ongoing service costs of an expanded population. Such public benefits as open space, trail systems, recreation areas, well-planned neighborhoods with significant affordable housing, and projects that enhance and expand our resort economy are all reasons to consider annexations favorably.

Park City expects to entertain a wide range of development proposals when reviewing annexation petitions. This review will concentrate on preserving and enhancing desirable open space, important wildlife habitat, community facilities, visually important view corridors, and the resort character of the City in compliance with adopted development objectives. It is expected that property owners will be able to achieve reasonable development potential from their land, while meeting these community objectives. The City will offer incentives resulting in density and development bonuses for the dedication of open space, construction of affordable housing, construction in preferred receiver sites, enhancement of resort facilities, provision of community and recreational facilities, and other community amenities.

Nearly all of the land likely to be considered for annexation by Park City is currently zoned at very low densities (1 unit per 20 or 40 acres) by Summit and

Wasatch Counties. The City will consider these the base densities for future annexation petitions. That is, these low densities will establish the beginning points for negotiating additional bonus density based on the City's development objectives. The City's Annexation Policy will establish specific community objectives and density bonus credits and criteria. Each Planning Area identified in the Land Use Element has unique geographic and locational characteristics that must be considered when it is evaluated for future urban development.

**Planning Area.** An important aspect of the review and analysis of the Land Use and Open Space Elements was determining the realistic limits of Park City's planning area. Limits were determined, in part, based on view corridors, open space preservation, natural geographic features, and the ability to provide urban utilities and services in a cost effective manner.

Planning Area shown on the following illustration indicates property where joint planning with adjacent jurisdictions is critical. The City is interested in reviewing potential expansions of ski areas, support resort residential and commercial uses and low density residential development in these areas. Other proposed expansion areas to the north, east, and southeast are of concern because of anticipated urban or rural development that would potentially impact the City. Since these areas are highly visible and development could impact the overall quality of life of our citizens and visitors, it is important that the community have the ability to participate in its development, when and if it occurs.

The recent changes in the annexation legislation eliminated the requirement that a municipality must establish an annexation policy declaration and boundary map before considering annexations. This does not, however, eliminate the need for land use planning for those properties once shown as potential annexation areas. It is even more important now that the City, Summit and Wasatch Counties work together on a joint planning concept for the area surrounding the City's current corporate boundary. Current state legislation (Utah Interlocal Cooperation Act) allows governmental jurisdictions to enter into agreements for jointly planning land uses. Such agreements could be developed with Summit and Wasatch Counties which would establish procedures for jointly reviewing and considering the common impacts of proposed development.

## **Intent**

The Land Use Element concentrates on land within Park City's Planning Area where potential annexations may take place. To establish a framework for future annexation discussions, the Land Use Plan suggests general land use and open space patterns that will be compatible with Park City's vision for the future.

An important part of that future vision is a community that can continue to offer a wide range of opportunities for its residents, while having the resources to provide a very high quality of public facilities and services. The City can meet these goals more easily if it has a good sense of its potential future population and the extent of its geographic area as it develops future services, facilities, and utility systems.

As the City reviews future annexations, it will give priority to projects offering sensitive design solutions that protect and promote open space, while enhancing our resort image. Typical suburban subdivisions do neither, and detract from the image the City wishes to promote. It is critical that as new development occurs, sufficient tax base be generated from the value of structures and improved property to offset the costs of providing the necessary infrastructure and associated municipal services. Development impact fees help pay for a portion of the initial infrastructure costs but there is also an ongoing expense for continued maintenance of this infrastructure and other community services. It is desirable to have this ongoing cost offset by the property taxes and service charges once the annexed property is developed.

Because the urban development occurring on the City's fringe has such an important impact on our resort image and sense of community, it is vital that we are aware of, and involved in, the review of proposed surrounding development. Establishment of annexation policies and interlocal joint planning agreements are important techniques to ensure coordination between jurisdictions.

In general, the areas shown on the Future Land Use Plan will correspond to the Planning Area boundary. A series of annexation policy action plans are suggested in the Growth Management Element, which provides the framework for specific plan amendments.

## **Policies**

The primary focus of the Land Use Plan is the Planning Area surrounding Park City. Based on general location, natural topography, and proximity to manmade features, such as roads, the City has prepared plans for the following seven areas: Round Valley, Highway 40/248 East; Highway 40/248 Southwest; Flagstaff Mountain; Park City Resort/West Hill; White Pine Canyon; and Quarry Mountain. (The Land Use Plan also addresses five neighborhoods and areas within the existing boundaries of Park City.)

The following land use policies are common to most of the geographic areas within the potential annexation area. The descriptions and objectives for each of the individual Planning Areas appear after this list of common policies.

### **Environmental and Open Space Policies**

- Direct development to the "toe" of slopes, preserving the ridge tops, meadows, and visible hillsides. Open space foregrounds should be incorporated in development proposals to enhance the visual experience of open space.
- Preserve wetlands, drainage ways, and intermittent streams and incorporate them into developments as amenities, rather than as simply undevelopable land.
- Preserve as many large, cohesive, unbroken areas of land free of typical urban uses, including active recreational uses, as possible through design, dedication, and acquisition, as development occurs in the annexation area.
- Protect the views along the City's entry corridors by establishing design, setback, and landscape requirements.
- To decrease fire risk, develop criteria for decreasing wildfire potential by keeping development out of certain sensitive areas and carefully controlling development where wildfire occurs.

### **Recreation and Amenity Policies**

- Incorporate pedestrian trail linkages and open space to allow movement between and through neighborhoods. Trails should link to other recreational and community facilities and provide a viable alternative to vehicular transportation. Trail and pedestrian linkages should be consistent with the Park City Trails Master Plan and the Snyderville Basin Trails Master Plan.
- Provide neighborhood recreation to serve residents of each distinct neighborhood. When appropriate, develop regional recreational facilities with adequate vehicular and trail access.

### **Community Design Policies**

- Encourage comprehensive, efficient developments that consider the overall impact on surrounding properties. Phasing plans for such projects will be necessary to avoid the premature expansion of utilities and other public facilities.
- Encourage distinct neighborhoods surrounded by open space. Develop neighborhood-specific design guidelines to promote neighborhood cohesiveness.

- Approve development only when adequate public services and facilities are available, or will be available when needed to serve the project.
- Encourage affordable housing in close proximity to lodging, bus routes, resorts and such essential services as shopping, recreation, and medical services.
- Encourage a mix of housing styles within new developments with a preference for second homes and housing units that provide bed base for tourists.

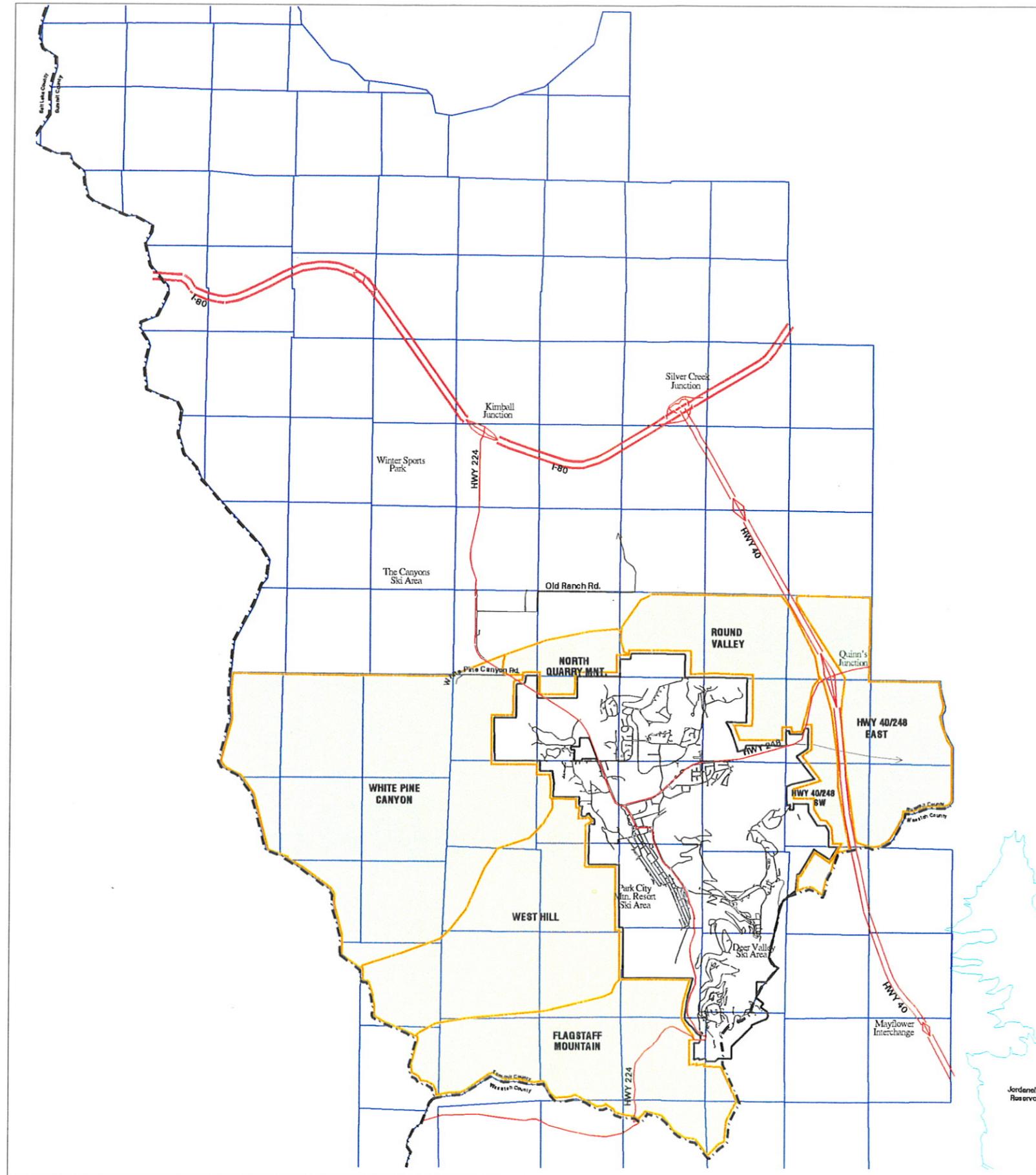
### **Transportation Policies**

- Require traffic routing and street design that minimizes grading, minimizes impacts on existing residents, and reduces dependency on the automobile.
- Require all season trail systems which serve individual neighborhoods and also provide connections to other existing and planned trails.

# Park City Planning Area

## Legend

-  Park City Planning Areas
-  Park City Boundary
-  County Lines
-  Base Map Boundary/Section Lines
-  I-80
-  Hwy 40
-  Hwy 224
-  Hwy 248



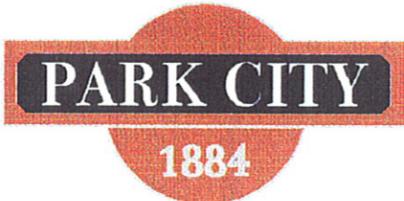
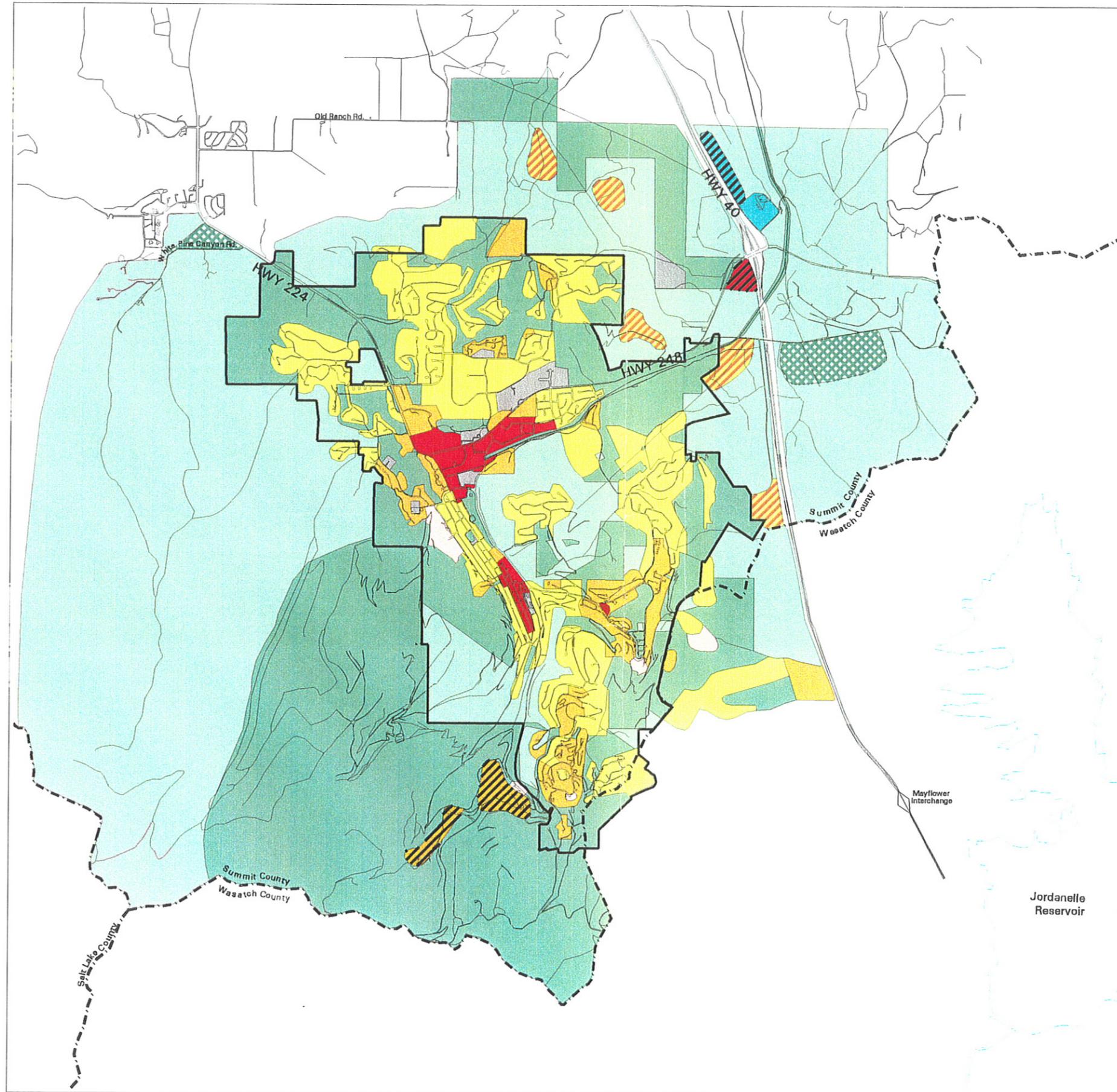
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Created for the Park City Comprehensive Plan  
by SmartMap Systems LLC  
January 14, 1998

# Park City Land Use Plan

## Legend Land Use Types

-  Undeveloped Open Land
-  Open Space
-  Possible Open Space
-  Low Density Residential
-  Possible Low Density Residential Receiving Zone
-  Medium Density Residential
-  Possible Medium Density Residential Receiving Zone
-  Commercial
-  Possible Commercial Receiving Zone
-  Industrial
-  Possible Industrial
-  Resort Commercial
-  Institutional
-  County Lines
-  Park City Boundary



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January 14, 1997

## **Round Valley**

This Planning Area consists of approximately 2,700 acres lying generally east of Park City's current City limits. The area extends from the Silver Summit freeway intersection on Highway 40, along the west side of Highway 40 to Highway 248, to the ridge line east of the Treasure Mountain Middle School, then north along a connecting series of ridges that loop back to the Silver Summit neighborhood.

### **Description**

Round Valley is actually two small valley areas (north and south bowls) separated by a ridge. The northern bowl is completely surrounded by ridges. It has a unique wetland and riparian area, with some intermittent feeder drainage ways, in the bottom of the valley. The predominant vegetation types are meadow and sage grasslands, while the upper ridges support mountain shrub and oak.

Access to the northern bowl of Round Valley is most readily gained via an old gravel quarry road that starts near the Silver Summit/Highway 40 interchange. A number of dirt trails have also been used by ranchers, sheep herders, and off-road bicyclists. The serenity of the northern Round Valley bowl is strengthened by the surrounding ridges and the unobstructed views to the south and west of Crescent Ridge, Bald Mountain, and Flagstaff Mountain.

The south bowl of Round Valley is also characterized by a predominance of sage grasslands and meadows, with mountain brush and scrub oak on the higher ridge areas. Access to the south Round Valley bowl is principally from the Highway 248 frontage road. Access from Highway 248 may be somewhat limited, because of a ribbon of wetlands that lies in the crescent of the Highway 248/Highway 40 intersection.

Approximately 1,260 acres in the Round Valley Planning Area would not be suitable for urban development (other than urban open space uses) because of wetlands, severe slopes, and ridge line protection. The City owns approximately 600 acres of open space on the predominant ridgelines surrounding Round Valley to the north and east. Nearly 1,440 acres, however, are suitable for some form of development.

### **Environmental and Open Space Objectives**

- Maintain an open space corridor from the ridge tops along Highway 40 to Highway 248. Using the ridge tops as a boundary, maintain the same open space corridor along the north side of Highway 248 to the Treasure Mountain Middle School.

- Ensure that development is located at the "toe" of slopes in alcove areas. Residential development in the meadow areas should be minimized, or not allowed, if other alternatives are available. Preserve all ridge tops and visible hillsides (separating the north and south bowls) as open space, with no roofs extending above the ridge line protection area.
- Preserve and enhance wetlands, meadows, intermittent streams, and drainage ways. The design of storm water systems should use an open system, with drainage features as amenities.
- Ensure adequate open space between new neighborhoods and the existing neighborhoods in Park Meadows. Make sure new developments are surrounded by open space and become distinct neighborhoods.
- Promote development to occur so that the desired open space buffer around Park City is established in this area.
- Methods of water reduction should be utilized for landscape irrigation.

### **Community Design Objectives**

- As the ridge tops around Round Valley meander and connect to one another, they form sub-valleys and alcoves. The use of these alcoves to cluster and screen development areas from one another, and from the Highway 248 corridor view, also provides an opportunity to preserve critical open space. Hiding this development meets the open space and view preservation objectives identified throughout the planning meetings.
- The plan contemplates attached and detached residential unit development, including some affordable housing development, which has been agreed upon through pre-annexation negotiations with property owners. Such affordable housing would either be clustered in appropriate areas or interspersed with other housing developments.
- No regional retail commercial development is anticipated. However, a commercial exception may be made for neighborhood commercial uses and for a clubhouse or activity center associated with golf.

### **Recreation and Amenity Objectives**

- The ridge tops provide the continuous linkage necessary to connect the trail systems, which are considered an integral part of the Park City open space system. Trails are used for hiking, biking, and cross country skiing. The Sensitive Lands Ordinance prohibits development on steep slopes, wetlands,

primary vegetation, and ridge tops. Aside from the few alcoves with development potential, the primary land uses would be open space and passive recreation.

- Large portions of meadow should stay open. They could be used for low-impact recreation or reserved for open space. Recreation uses requiring fencing and lighting are not considered appropriate for this area.
- Preserve large areas of mountain shrub vegetation and sage grasslands in their natural environment. Recreation uses, such as golf, active neighborhood parks, hiking, biking, and equestrian trails are all desirable and compatible uses in this area and should be incorporated into any development proposal. All trails should maximize the use of the natural landscape, materials, and vegetation in planning and design.
- This planning area provides an opportunity for golf course development. Any such development should not encroach on protected hillsides and ridge lines.

### **Transportation Objectives**

- Implement a street circulation system that provides a good north/south linkage through Round Valley to the existing roadway network. Make minimal connections, if any, through existing City neighborhoods. Any future roadway system in this area should be flexible, in order to complement the natural geographic and environmental features. Street design shall take into account neighborhood impacts and aesthetics as well as engineering standards.
- Provide efficient year-round trail circulation systems, if any, between neighborhoods to facilitate and encourage safe and efficient pedestrian travel.
- Keep residential development compact and efficient to facilitate public transportation.

## **Highway 40/248 East**

This Planning Area is approximately 1,560 acres in size. It contains most of the southeast quadrant of the intersection of Highways 40 and 248, as well as a portion of the northeast quadrant.

### **Description**

Clearly, the area east of the intersection of Highways 40 and 248 (Quinn's Junction) presents both an opportunity and a challenge to Park City. This location is recognized as being the second main entry to town, yet it is largely undeveloped. The east side of the intersection has wetland and topographic features that preclude much of its development. The southeast corner partially contains an old, capped mining spoil area. Because most of this area is relatively low in elevation and includes wetlands, its development potential for housing or commercial use is limited.

The north side of Highway 248, east of Highway 40, is already developed in the corner area of the intersection. This development may be considered quasi-industrial. It consists of a cement and gravel business and a large power substation.

Of the 1,560 acres in this planning area, about a third (550 acres) is not suitable for urban development due to slopes or wetlands. About 150 acres are located along Highway 40, adjacent to existing light industrial uses.

### **Environmental and Open Space Objectives**

- Maintain all wetlands, prohibit wetlands draining or filling, and encourage buffer areas between wetlands and developed uses. Strive to find uses that are complementary to adjoining wetlands.
- Large, undisturbed areas in the meadows and wetlands should remain as the dominant visual experience for travelers on Highway 40.
- Work with Summit County to ensure that any residential development to the east does not encroach on the visible hillsides.
- Ensure that any residential development occurs in distinct pods, surrounded by open space.
- Maintain and enhance an entry corridor along the highway frontages.

### **Community Design Objectives**

- Locate future residential development so that it won't be the dominant feature as viewed from Highway 40. Development should be located at the fringes of meadows, near the toe of moderately sloped areas. It should be concentrated, to minimize infrastructure extensions.
- Locate non-retail, manufacturing/assembly/warehouse uses on property along the Highway 40 frontage north of Highway 248. Develop performance standards for such uses to minimize their visual impact.
- Limit access drives onto Highway 248.

### **Recreation and Amenity Objectives**

- Consider location of a major sports complex and activity center in the southeast quadrant of the intersection.
- The southeast side of the intersection of Highways 40 and 248 may present an opportunity for a number of recreation uses. Given that many of the high-impact recreation uses (such as baseball, soccer, tennis, and other outdoor court sports) usually require fencing, lights, and other above-ground features, their compatibility with other neighboring uses would need to be considered.
- Ensure trail linkages to the south, toward the Jordanelle Reservoir, and loop trail systems back to the north to allow for good hiking, jogging, biking, and equestrian opportunities.
- Enhance recreation and trail opportunities created by the existing Rail-Trail.
- Consider potential recreational uses of the Richardson Flats area. Residential or commercial structures here are not recommended.

## **Highway 40 / 248 Southwest**

This Planning Area extends from Highway 248, south along the west side of Highway 40 for approximately one mile, then to the southwest along the Summit County/Wasatch County line. It encompasses approximately 1,000 acres. The Rail-Trail traverses this area, running parallel to Highway 248 to Quinn's Junction and beyond. A small stream and associated wetlands also run adjacent to the Rail-Trail in this area.

### **Description**

The land is in three tracts: one of about 70 highly visible acres near the intersection of Highways 40 and 248; a second of about 490 acres which extends to the south, west of Highway 40 to the Summit County/Wasatch County line; and, a third of about 440 acres, which includes the northern portion of the Deer Crest project in Wasatch County.

The 70-acre parcel is unique in character because of its highway access, visibility, relatively gentle topography, vegetation (agricultural use), relationship to other recreational attractions (specifically Jordanelle Reservoir), and relationship to the Silver Creek corridor. All of these features demand special focus.

The frontage area adjacent to Highway 40 is exposed visually to the highway and to its noise impacts. Further to the south, where Morning Star Estates provides a road extending down to the frontage, the land area is less susceptible to Highway 40 noise and visibility, due to the depressed highway grade.

The northern portion of the Deer Crest project, located in Wasatch County but adjacent to Park City's corporate boundary, has been approved by Wasatch County. It will have 20 single family homes, 105 lodge units, and 83 multi-family dwelling units. Park City is in the process of reviewing a possible annexation of this part of the project.

### **Environmental and Open Space Objectives**

- Use and enhance the Silver Creek wetlands as an amenity feature in the design of surrounding property development.
- Prohibit development of highly visible hillsides and ridge lines as viewed from Highways 40 and 248.
- Allow limited ski expansion only as approved for the Deer Crest development.

## **Community Design Objectives**

- There appears to be ample commercial land in Park City to accommodate current City needs. However, there may be an opportunity to create a special development concept at the southwest corner for some anticipated neighborhood or resort support commercial needs. This area should not be developed with commercial uses that substantially increase traffic on Highway 248.
- Establish guidelines for a mixed-use, clustered, commercial development on the southwest corner parcel. The design of future structures in this area should be in scale and character with the rural, mountain character of the area. This area, when developed, should enhance rather than detract from the aesthetic quality of the entry corridor. A standard highway strip commercial development would not be favorably considered.
- Parking should be at the back or sides of the buildings to avoid a foreground of asphalt for the visitor traveling along the entry corridor. Landscaping will be critical along the entry corridor to soften the view toward the commercial structures. Landscape materials native to the region should be used as the dominant material.
- Focus on gateway aspects of site design.
- Modify the existing Highway 248 entry corridor overlay zone as necessary to assure adequate setbacks for structures, parking standards, lighting regulations, design criteria, and landscaping. Enhance the visual experience for visitors and residents using this entrance to the City.
- Consider some small clusters of residential development or a few dispersed units, maintaining the quality of the entry corridor. The residential development should be in distinct pods, surrounded by open space.

## **Transportation Objectives**

- Complete a north-south collector road along the Highway 40 frontage. Work with the Utah Department of Transportation to design an intersection on Highway 248 that accommodates the vehicular and trail crossings desired by the City.
- Consider a location for a "Park and Ride" or other transportation transfer facility within close proximity of Highways 248 and 40.

- Improved vehicular access to this Planning Area could come from the intersection of the existing unpaved access road and Highway 248. This intersection of the existing unpaved access road and Highway 248. This intersection would align with a new road through the Round Valley parcel to the north of Highway 248. Grade separation for the trail connection should be considered when designing the Highway 248 widening and improvements. The road would then connect to the existing frontage road south of Silver Creek and terminate at Rising Star Lane. It would serve as the primary collector street for future development on the western side of Highway 40.
- Limit driveways and intersections on Highway 248.

## **Flagstaff Mountain**

The Flagstaff Mountain Planning Area lies immediately south of Park City's old town area, generally between the upper Deer Valley Ski Resort and the Park City Resort. It extends from the current City limits over the ridge top. It includes approximately 3,400 acres, of which 1,300 acres are located in the Guardsman Pass area in Wasatch County.

### **Description**

This Planning Area provides an opportunity to complete the open space buffer concept around the south end of Park City. The Guardsman Pass area is environmentally highly sensitive because of its location at the head of a watershed and its relationship to the adjacent Wasatch Mountain State Park, Midway, and the Brighton ski area.

The land areas contain both steep and gentle slopes with numerous valleys and ridges. This area could be characterized as alpine in vegetation and aspect. The predominant vegetation types are mixed conifer and aspen, with some heavily wooded areas.

### **Environmental and Open Space Objectives**

- Provide a variety of open space within this planning area. Some ski expansion may be appropriate. Provide large, cohesive, undisturbed areas as well.
- Preservation of an open space buffer around any development is vital to establish an open space edge to Park City.
- Protect and enhance wetland areas.
- Protect and enhance identified significant wildlife habitat.

### **Community Design Objectives**

- The Snyderville Basin General Plan has specified the Flagstaff planning area as "Mountain Remote" which would allow some limited development subject to topography, availability of infrastructure and other services. This property could, however, possibly sustain expanded lodging, service, and ski elements that would essentially tie together the Deer Valley and Park City ski areas. This concept would bolster growth and vitality in the local ski industry. It is critical, however, that land planning, infrastructure, and transportation issues be closely examined and resolved as they relate to the impacts of such a major expansion.

- Consider allowing for some additional resort-related, multi-family residential expansion in this area. Residential development should be a part of the community and should not be allowed to be gated.
- Single-family detached homes spread out across the mountain are not considered easily serviceable, easily protected from wildfires, or consistent with the preferred land development pattern identified through this planning process. Additionally, sprawling development spreads negative environmental and wildlife impacts over a larger area. Second homes or the condominium bed base that serves the ski industry and resort businesses have, in the past, been more acceptable than single-family primary residences, which have a tendency to create greater burdens on the schools and other municipal services.
- If development is approved in these and other high-elevation areas, special features will need to be incorporated into design guidelines. Examples might include the prohibition of fertilizers and irrigation/sprinkler systems to keep chemicals from groundwater recharge areas, special attention to road cut slopes due to their extremely slow revegetation rates, and stormwater runoff detention, especially in areas of shale and fine gravels.
- To minimize environmental and infrastructure impacts, cluster development uses.
- Create project limits to ensure that there will be development and service boundaries to any future developed uses.
- Provide development authorization only when service and infrastructure concurrence, such as water service, streets, fire protection, and public safety can be provided.
- Maintain Park City policy influence over this planning area, given its strong physical and visual connection to the City.
- This area is subject to wildland fires and it will be necessary to incorporate development design features that provide for wildland fire protection such as, but not limited to, vegetation control, exterior sprinkler systems, emergency evacuation routes, and fire resistant building materials.
- Require residential development patterns and densities that minimize vehicle travel.
- Require affordable employee housing components within the development or in close proximity to the lodging and resort-based facilities.

- Require phasing and construction mitigation plans that stage development, minimize construction traffic, and minimize impacts on existing neighborhoods and the road system.
- Minimize the number of delivery and construction worker vehicle trips by requiring parking areas, transfer sites, construction staging, and storage areas within the development.

### **Recreation and Amenity Objectives**

- Provide for a range of recreational opportunities. Consider the expansion of resort skiing; maintain areas for back country skiing.
- Maintain and enhance a year-round trail system serving hikers and bikers, and equestrian uses where appropriate.
- Discourage the development of snowmobile operations.

### **Transportation Objectives**

- Any residential expansion should occur in distinct development pods that can be easily served by mass transit, including private systems.
- Provide traffic routing and road designs that minimize grading and the impact on existing residents.
- Minimize improved connections to adjacent parcels, other than those connections absolutely necessary for emergency access and evacuation routes.

## **Park City Resort / West Hill**

This Planning Area lies generally along the existing western boundary of the City and includes the ski slopes of the Park City Resort. It is approximately one mile wide and contains about 3,000 acres.

### **Description**

The slopes on the west side of the City are cause for concern regarding development stability, revegetation, and the amount of slope cutting the terrain can sustain. There is development potential within the existing City limits surrounding the Park City Resort base. The Planning Area outside the City limits is currently used for recreational purposes, including skiing, biking, and hiking.

A density of one (1) dwelling unit per forty (40) acres would yield 75 dwelling units in this planning area.

### **Environmental and Open Space Objectives**

- Consider limited ski area expansion, avoiding wetlands and critical wildlife areas.

### **Community Design Objectives**

- There may be pods of developable area within this Planning Area. The majority of the development should occur within, or immediately adjacent to, the existing City limits, at the base of the ski area. If any additional residential development is to occur in this planning area, it should be clustered and not spread over the hillside.
- All structures near the Park City Resort should also be restricted to a specific contour elevation. Resort area building heights should be examined in the context of surrounding properties, views of the ski area from primary streets, and the need for bed-base expansion at the resort center.
- Review new development in the context of the historic guidelines that support the City's mining, resort, and ski history.
- Prevent development creep up the canyons and valleys along the west side.
- Limit new construction on the west side to residential uses, with resort/commercial expansion only at the base of the Park City Resort.

### **Recreation and Amenity Objectives**

- Encourage the development of more summer hiking, biking, and horse-riding trails. Secure connections to other trails in and around Park City.

### **Transportation Objectives**

- Allow additional residential and ski area development only if there is no net negative impact on existing City streets.
- As the number of vehicle trips increase due to permitted expansion of the bed base and other development in this area, corresponding improvements to the streets and other transportation related facilities must also be improved.

## White Pine Canyon

This Planning Area consists of approximately 6,000 acres along the south side of Red Pine Creek, from Highway 224 west to the county line and south to include the White Pine drainage area and Iron Mountain.

### **Description**

The White Pine Canyon Planning Area is extremely important aesthetically. The portions of this area adjacent to Highway 224 are considered among the highest quality corridor preservation sites in and around Park City.

Highway 224 provides the highest volume of traffic and the principal Salt Lake City-to-Park City route. This corridor provides the strongest imagery to the great majority of visitors, tourists, and residents. It also provides the first impression of Park City and reinforces that image for those who frequently travel Highway 224.

At the point near The Canyons Ski Resort entry road, the views reveal a rural setting. Small hayfields separated by tall cottonwoods, willows, and aspen approach the roadsides, and the aspen and conifer forests that were distant are now closer and apparent. Highway 224 takes a pronounced curve, and both Quarry Mountain on the east and Iron Mountain on the west provide a visual enclosure that strengthens the alpine feeling of the setting. This area, near the White Pine Canyon Road intersection, is where Park City has an opportunity to create a strong City entrance, representative of the desired character that has been consistently expressed during the planning of an open space buffer.

The majority of this Planning Area is away from the highway corridor. There are many areas within the White Pine drainage that could be considered suitable for very low density development, which would not be visible from Highway 224.

### **Environmental and Open Space Objectives**

- The east facing and north facing slopes of Iron Mountain visible from the Highway 224 corridor should be retained as undisturbed open space to enhance Park City's image as visitors approach the City. Ski runs should not be cut in this area.
- This area is subject to wildland fires. Therefore, any proposed development must provide for adequate fire protection and emergency evacuation routes. This issue may necessitate the location of development in the lower elevations.
- The West Side and White Pine Canyon areas are the likely recharge zones for much of Park City's and the Snyderville Basin's groundwater. While there is

work to be done to specifically identify the priority locations for recharge and the precise aquifer locations, the Utah Geological Survey's preliminary review points to these sites. Any major development within the White Pine Canyon area needs cautious review with respect to groundwater impacts. The same cautions that relate to higher-elevation developments with respect to irrigation, fertilizer application, road cuts, revegetation, and storm water retention also hold true for the White Pine Canyon area.

### **Community Design Objectives**

- There are areas located in the alcoves of White Pine Canyon that could sustain low density residential development and possibly some winter recreational uses in keeping with the function and scale of development suggested in the Snyderville Basin General Plan. Properties at higher elevations, and along the Highway 224 frontage, would be more appropriate as open space.
- Any development that may occur at the toe of Iron Mountain adjacent to the City's open space should be located so as to be screened by natural vegetation.
- Park City should consider annexation of the highly visible portions of this Planning Area if development is proposed that could adversely impact the open space image of the east and north slopes of Iron Mountain. There are obvious opportunities for clustering development into less visible areas and still allowing reasonable development in this Planning Area.
- New streets and access to structures through the open space view corridor visible from Highway 224 should be strictly controlled to minimize grading and vegetation removal that would detract from the view shed.

### **Recreation and Amenity Objectives**

- Provisions should be considered for trail access for the public through the Planning Area. Hiking, biking, and equestrian trail systems should be incorporated into a development plan. A plan could also consider some possible winter trail linkages to the ski resorts.

### **Transportation Objectives**

- Access to development in White Pine Canyon is contemplated via White Pine Canyon Road only. Approval of densities greater than those contemplated by the Plan must consider provisions to minimize the adverse impacts of construction traffic on existing residents.

## Quarry Mountain

This Planning Area is bounded on the north by the northern toe of Quarry Mountain and on the west by Highway 224, extending eastward to Round Valley. It contains approximately 500 acres.

### **Description**

North Quarry Mountain is the northern visual boundary of Park City. The north and west faces of Quarry Mountain are quite steep and should not be developed for urban uses. In addition, the north slope close to Highway 224 provides the farthest eastern extension of conifers before the vegetation changes to sage and mountain brush. Some limited residential development has already occurred along a ridge line and a few more homes could potentially be constructed in this neighborhood. Sites for possible development are located on two or three small bench areas on the northern slope and the southeastern slope of Quarry Mountain. The potentially developable lands total about 40 acres.

Given the strong interest in and concern for the entry corridor along Highway 224, roadside character is critical. The east side of the highway approaching Quarry Mountain and the property adjoining McLeod Creek are significant tracts within this planning parcel. They support a healthy woodland and marsh environment. All measures should be taken to ensure that any development in this area is sensitive to these interests.

The McLeod Creek riparian area is a natural extension of the prime creek-side habitat that runs along the City's entry corridor open space parcel. It is a vital portion of the ecosystem for Sandhill cranes, waterfowl, trout, moose, elk, mule deer, and such small mammals as raccoons, skunks, fox, potguts, beaver, and porcupines. The creek provides good trout fishing. Without adequate protection from livestock grazing, bank trampling, vegetation removal, and similar negative impacts, this area could experience erosion and overall degradation. Storm water runoff from road salt is a hazard, but it can be relieved by thick stands of aspen and alder along this portion of Highway 224.

The overall gross density of one (1) unit per forty (40) acres yields only about 12 dwellings for the entire 500 acres. This Planning Area already has eight homes on the 12 lots located in the Mountain Top neighborhood along the ridge line.

### **Open Space and Environmental Objectives**

- Preserve an open space band of heavy vegetative cover along the Highway 224 corridor and along the McLeod Creek wetland area.
- Preserve the Quarry Mountain slopes as open space.
- Maintain wetlands as required by the Sensitive Lands Ordinance. To maintain

water quality, restrict livestock access to the stream.

### **Community Design Objectives**

- Very low density residential use that maintains the unique physical characteristics previously discussed may be permissible in this vicinity. The frontage protection zone criteria as specified in the City's Highway Frontage Protection regulations and the riparian issues contained in the Sensitive Lands regulations should be strictly reviewed and enforced.
- Limit the number of driveway and road cuts to Highway 224.
- Avoid accepting piecemeal development proposals, but look for larger master-planned projects that can provide for clustering and large amounts of open space to preserve the agricultural character.
- Any development should emphasize clustering and open space. Development should also incorporate favorable features identified by the Park City visual preference survey including agricultural fields, large open spaces, tree barriers, and other visual amenities within and around residential projects.

### **Recreation and Amenity Objectives**

- There is strong interest in providing an east-west trail system north of Quarry Mountain that would eventually connect to the Round Valley area, further to Highway 40, and perhaps to the Rail-Trail. Any proposals for development in this area should accommodate such a system and provide an alternative, non-automotive means of circulation.
- Provide trail linkages to other networks in all directions.
- The creek should remain accessible to anglers. Features enhancing and preserving the wetland corridor and wildlife habitat are critical.
- Restrict vehicular access and parking in close proximity to the stream and trail system, in order to protect the passive recreational activities from noise and pollution.

## **PARK CITY NEIGHBORHOODS**

Although the primary emphasis of this Land Use Element has been on areas outside the current City limits, there are neighborhoods within Park City that should be evaluated. Modifications should be made to current zoning so that remaining development will be more consistent with community desires and expectations. Some of the recommended objectives are also mentioned in the Growth Management Element. The following specific objectives and recommendations apply to several neighborhoods in Park City:

### **Lower Park Avenue**

This area extends along Park Avenue north of Heber Avenue to the City limits. There are a number of uses along Park Avenue, including commercial, resort residential, single-family, and mixed-use tourist services. The character of Park Avenue is changing, especially with the buildout of the area surrounding the Town Lift. To guide future development, the zoning regulations should be modified to incorporate the following objectives:

- Require new development to be more compatible with the historic scale of the surrounding area.
- Maintain the tourist residential bed base along Park Avenue in the vicinity of the Park City Mountain Resort.
- Calm the traffic along Park Avenue and improve the pedestrian experience.
- Encourage the renovation and preservation of existing historic structures. Consider allowing adaptive reuse of historic structures near the Town Lift base by allowing limited commercial uses that do not generate significant traffic.
- Encourage permanent residences and affordable housing in the area.
- Provide adequate parking for new structures.
- Eliminate spot zones of commercial, but allow existing commercial uses to be retained or improved.

## **Historic District**

As both the commercial and residential portions of the historic district build out, issues with scale, snow shedding, parking, construction traffic and similar conflicts have become more common. Several changes to the Land Management Code and Design Guidelines have been made to address these conflicts, but more modifications are necessary. The Land Management Code and Design Guidelines should be evaluated and modified to achieve the following objectives:

- Building height and mass of new structures should be compatible with the historic structures. Consider further limiting building heights and floor area ratios.
- The Historic Design Guidelines, design standards and zoning regulations must be reviewed and modified to deal better with issues including, but not limited to snow shedding on adjacent structures, heights, mass, and contextual compatibility.
- All new development should provide adequate on-site parking. A comprehensive parking plan for the historic district needs to be developed and implemented.
- The Growth Management policies of regulating construction activity are very important in the historic district. Specific construction management plans for every construction site shall be required. They shall address the limits of disturbance and construction staging, timing, parking, and traffic.

## **Resort Base**

The area at the base of the Park City Mountain Resort is currently zoned Recreation Commercial. While the development associated with the ski area itself is (and will be) very dense, the RC area to the east has served as a transition zone to lower densities. The entire area is currently zoned Recreation Commercial. To better address future development in the area, the following objectives are recommended:

- Examine and make modifications to the Recreation Commercial zone to ensure that new structures to the east of Empire Avenue provide skier bed base, while allowing for a transition of scale to Park Avenue. Eliminate the option for commercial uses and emphasize that commercial uses occur at the ski resort base only.
- Specify density requirements for the RC zone that more closely match what can actually be built on the parcels.
- Refine design guidelines for the area to provide the necessary transition

between the historic area and the resort area.

### **Deer Valley**

As this area develops, it has become apparent that the zone's permitted density is resulting in more density and a larger scale than the neighborhood is comfortable with. Increased traffic will also become an issue in this area. To help address these concerns, the following objectives are recommended:

- Re-evaluate the zoning in the area and make changes necessary to decrease the density and scale of structures.
- Encourage designs that minimize the number of driveways accessing directly onto Deer Valley Drive.
- Generate neighborhood design guidelines to provide the transition between the historic district and Deer Valley.

### **Undeveloped, Zoned Land**

A few parcels of undeveloped land are zoned for some development. In these areas, development policies similar to the general policies outlined in this Element should apply. They include:

#### **Environment and Open Space**

- Direct development to the "toe" of slopes, preserving the ridge tops, meadows, and visible hillsides. Open space foregrounds should be incorporated in development proposals to enhance the visual experience of open space.
- Preserve wetlands, drainage ways, and intermittent streams and incorporate them into developments as amenities, rather than as simply undevelopable land.
- Preserve as many large, cohesive, unbroken areas of open space and undeveloped land as possible through design, dedication, and acquisition, as development occurs.
- Protect the views along the City's entry corridors by establishing design, setback, and landscape requirements.
- To decrease fire risk, develop criteria for decreasing wildfire potential by keeping development out of certain sensitive areas and carefully controlling

development where wildfire occurs.

### **Recreation and Amenities**

- Incorporate pedestrian trail linkages and open space to allow movement between and through neighborhoods. Trails should link to other recreational and community facilities and provide a viable alternative to vehicular transportation. Trail and pedestrian linkages should be consistent with the Park City Trails Master Plan and the Snyderville Basin Trails Master Plan.
- Provide neighborhood recreation to serve residents of each distinct neighborhood. When appropriate, develop regional recreational facilities with adequate vehicular and trail access.

### **Community Design**

- Encourage comprehensive, efficient developments that consider the overall impact on surrounding properties. Phasing plans for such projects will be necessary to avoid the premature expansion of utilities and other public facilities.
- Encourage distinct neighborhoods surrounded by open space. Develop neighborhood-specific design guidelines to promote neighborhood cohesiveness.
- Approve development only when adequate public services and facilities are available, or will be available when needed to serve the project.
- Encourage affordable housing in close proximity to lodging, bus routes, resorts and such essential services as shopping, recreation, and medical services.

### **Transportation**

- Require traffic routing and street design that minimizes grading, minimizes impacts on existing residents, and reduces dependency on the automobile.

## VI. GROWTH MANAGEMENT

### Issue Statement

During the course of updating the comprehensive plan and in numerous recent public meetings, Park City 's residents have clearly voiced their concerns, which the Growth Management Element must address. These issues were raised in community meetings, such as Community Vision, in public debate during the recent City Council election, and in citizen surveys.

The residents ' concerns involve (in no particular order):

- nuisances and quality-of-life concerns;
- population expansion;
- adequate public services and facilities;
- loss of community identity;
- aesthetics, design, and incompatible mass and scale;
- loss of open space and community diversity; and
- reasonable expectation of adjacent land uses.

### Discussion

To date, the Park City community has regulated where and how development should occur through site-specific building and design standards, including its innovative historic district and sensitive lands provisions. The City has required larger projects to have phasing plans and to demonstrate that adequate services and facilities are available. New development has paid impact fees for many years. These tools can all be used and improved upon as elements of the growth management program.

Park City has had the opportunity to study the successes and failures of other communities. In community meetings, public debates, and surveys, citizens have clearly expressed their concerns, listed above, and described as follows:

#### **Nuisances and quality-of-life concerns**

Residents want to be able to live and work in safe, peaceful, quiet neighborhoods. They are concerned about the impacts on their daily lives from construction noise, increased traffic on local streets, the decline in safety in their neighborhoods, limited availability of parking, and the deterioration of air quality.

### **Population Expansion Concerns**

Residents are concerned about the rate at which the resident populations of Park City and the Snyderville Basin are growing, and the total amount of growth that has occurred.

### **Adequate Public Services and Facilities Concerns**

Residents want to maintain the sufficiency of their schools, parks, and recreation programs. They are concerned about the potential overcrowding. They want to make sure that response times to fire, police, and medical emergencies are adequate. Residents want to be assured that the City has an adequate supply of water, that roads within the community have adequate capacity to handle the level of traffic, and that wastewater flows are properly treated. Finally, residents want to ensure that development is responsible for paying its fair share of the costs of maintaining existing levels of services and facilities, so that residents do not subsidize the costs of new development and that it does not decrease the current level or standard of services.

### **Loss of Community Identity Concerns**

Residents are concerned over the erosion of Park City's small mountain town character by urban and suburban development within the City limits and in the surrounding unincorporated area.

### **Aesthetics, Design, and Incompatible Mass and Scale Concerns**

Residents want the height, mass, and design of new homes to be compatible with adjacent existing homes. They want new commercial buildings to be in scale with older commercial buildings.

### **Loss of Open Space and Reasonable Expectation of Adjacent Land Use Concerns**

Residents do not want expansion of the urban area to cause them to lose the feeling of living in an open, mountain environment. In addition, they want to be informed of what uses they may reasonably expect in different zones, or when a parcel is governed by a special agreement that zoning may not reflect.

### **Community Diversity**

Residents desire a broad range of housing opportunities in the community.

## **Intent**

Park City is adopting a multi-dimensional growth management system. The system uses and builds on the many successful programs the City already has in place, and adds new tools designed to preserve the quality of life for its residents, maintain a quality resort environment, and protect the community ' s economic base. Because of the manner in which Park City has developed, and is continuing to develop, growth management strategies should apply in different ways to three distinct parts of the City: the historic core area; the newly developing area within the City limits; and the developing fringe around the City.

Park City acknowledges that growth can be expected to continue within its boundaries. The City wishes to control the way this change occurs and to monitor the rate at which it takes place. Park City also wants to influence development within a broadened annexation declaration area when such annexations achieve community purposes, including protection of open space, maintenance of Park City ' s small mountain town character, and enhancement of the resort.

With the rate and type of growth that is now occurring, it is necessary for the City to expand the range of growth management techniques it employs. Again, the City wishes to:

- Reduce the negative impacts of growth on daily life;
- Ensure that the level of services provided to existing residents is not reduced as new development occurs;
- Preserve desired open space along its entry corridors and on the surrounding hillsides and meadows; and
- Influence the urban pattern at its boundaries.

Park City will only permit growth when the level of services provided to existing residents is maintained, a broad range of housing opportunities is provided, the quality of the natural environment is preserved, and the nuisance impacts of new construction are minimized. Within the existing City limits, the scale and design of new development must be compatible with existing neighborhoods. For growth to occur on the fringe of the City, sufficient open space must be protected to maintain Park City as a physically distinct community.

## **Policies**

The multi-dimensional growth management system is composed of three strategies with important relationships to other elements of the comprehensive plan, particularly the Land Use, Open Space, and Community Character Elements and the forthcoming Affordable Housing Element. The three strategies are discussed separately in the following paragraphs:

### **Land Management Code Adjustment Policies**

The first strategy is to make Land Management Code adjustments to reduce growth incentives and minimize the impacts of growth. Many of the provisions of the Land Management Code were drafted when Park City was aggressively advocating economic development and growth. The regulations were largely successful, and resulted in record construction and growth. However, the zone district standards do not reflect the current desires of the community to grow at a slower rate, and they cause unnecessary construction impacts on residents and visitors.

Citizens are concerned that new construction occurring in the town is too large, too dense, out of scale, and incompatible with Park City. The City has recently enacted changes to its height limits in the Historic District, but these provisions should be re-examined to determine whether context-based height limits should be adopted. (A context-based limit is one that reflects the prevailing conditions in surrounding structures, rather than an area wide standard to which all buildings can grow.)

Re-evaluating the existing zoning and making adjustments so that resulting development more closely meets the community's vision and expectations will be a highly effective growth management approach. This approach, which includes the implementation of the Lower Park Avenue Plan and re-evaluation of the RDM and RC zoning categories, will be valuable throughout the City.

Many provisions of the Land Management Code warrant updating. They include the phasing requirements, construction mitigation and staging requirements, and adequate public facilities standards.

The Growth Management Element, therefore, includes this policy:

- The zoning and subdivision regulations should be evaluated and amended to more closely reflect community expectations that the impacts and intensity of growth and development in Park City will be reduced.

### **Refined Annexation Policies**

The second growth management strategy is to refine the City's annexation policies. Development that occurs at the City ' s fringe can have a dramatic impact on the City's entry image and its identity as a distinct, small mountain town. If Park City wishes to preserve desirable open space along the entry corridors and on the hillsides surrounding the community, it should refine its adopted annexation policy, so that the policy is consistent with the General Plan and integrated with the City's other growth management strategies.

Annexation is intended to achieve such benefits as preserving open spaces, creating buffers, creating desirable City gateways, and maintaining adequate public services and conditions that serve the best interests of the City while allowing development to occur. The City will continue to maintain the services and infrastructure servicing annexed areas in the same manner and quality as the rest of the community. Therefore, the Growth Management Element includes these policy statements:

- Annexation policies accurately delineating the area and conditions in which the City is interested in managing the type, timing, and extent of urban development will be established. Park City will work closely with Summit and Wasatch Counties to establish mutually beneficial goals and regulations with respect to these possible annexation areas. The annexation policies will emphasize the importance of joint land use planning in the areas adjacent to the City's boundaries in order to coordinate land use planning and the extension of public and private facilities and infrastructure with other jurisdictions and the Counties.
- The City's annexation policies are not necessarily a commitment to annex any property petitioning. It gives the City the ability to negotiate and decide whether annexation is in the best interest of the community. The intent is not to induce growth, but rather to have better control over growth, by establishing new or revised guidelines and criteria by which to evaluate proposed annexations.

### **Transfer of Development Rights Policies**

The third growth management strategy is transfer of development rights (TDR). TDR is one tool to attain open space goals where multiple owners exist, by directing development to sites preferred by the community. In a TDR program, a landowner ' s development rights are transferred from a less suitable area to another, more appropriate site. In essence, the development rights are severed from the land itself.

Through TDR, a community provides for the preservation of low-density land uses, open spaces, and other sensitive features in designated "sending" (non-development) areas. Development rights are transferred to other designated properties where development is more appropriate, called "receiving" areas. (TDR is distinguished from the shifting of permissible densities within the boundaries of a single-ownership parcel, known as "clustered development.")

A TDR system encourages low-density land uses by establishing an off-site market for the sale of unused development rights. Under this concept, a landowner in a "sending" area transfers development rights to another landowner or person who can develop in a "receiving" area. The land in the "sending" area is legally restricted from development after the transfer occurs. The "receiving" area landowner is then allowed to augment his development rights in excess of otherwise permissible limits. Incentives can be created by granting additional development rights to "sending" area landowners, as an inducement to participate in the program.

The Growth Management Element, therefore, includes this policy:

- Park City should establish, in conjunction with Wasatch and Summit Counties, a transfer of development rights (TDR) system to implement open space preservation goals.

## **Actions**

### **Land Management Code Amendment Actions**

- Review the City's zoning regulations as they relate to height, setbacks, and allowed area of structures in all districts within the historic core. Propose amendments to ensure compatibility of new structures with historic and existing buildings.
- Review and recommend adjustments to the zoning regulations to ensure compatibility of lot coverage, density, and scale as new construction occurs adjacent to, and within the vicinity of, existing buildings.
- Review and revise the Land Management Code's parking requirements to address the real demand created by proposed uses. Devise a system to monitor changes in use in a structure to make sure there is adequate parking throughout the life of a structure or project.

- Review and revise the LMC to accurately reflect realistic expectations of density and land uses that can actually be built within the various zoning districts. Give a property owner a realistic expectation of density and uses, rather than allowing intensity to be governed by parking and the building envelope.
- Review and revise the zoning and design standards along the entry corridors to eliminate the potential for strip commercial development.
- Establish standards and/or impact fees that ensure new development pays its own way and that result in a logical and efficient extension of public services. New development may not necessarily be permitted to move forward unless or until the minimum standards are met. Minimum standards should include:
  - Parks, recreation, and library services;
  - School capacity;
  - Fire and police protection;
  - Water rights, sources, and distribution;
  - Transportation capacity;
  - Storm drainage;
  - Environmental quality; and
  - Sewer capacity.
- Revise the phasing requirements to ensure the logical and compact extension of City services. Require trail and open space amenities concurrent with the first phase of a project.
- Require site- and project-specific construction staging and mitigation plans for all construction sites. Develop criteria for construction and mitigation of off-site impacts for single-family residential, multi-family residential, and commercial projects and projects in the historic district. The criteria shall include, but not be limited to:
  - Construction staging;
  - Limits of disturbance;
  - Parking of construction vehicles;
  - Maintenance of pedestrian ways and trails during construction;
  - Batch plants;
  - Stockpiling of materials; and
  - Recycling of construction waste.
- Require a security to be posted, if necessary, upon which fines can be levied for violations of the construction mitigation plan.
- Revise and expand the existing construction regulations to address hours, days, and seasons of construction, if necessary.

- Commit to enforce current regulations regarding hours of construction more strictly.
- Establish special standards to regulate construction activity in the months preceding and during the 2002 Winter Olympics.

### **Refined Annexation Actions**

- Revise the existing annexation boundary to reflect recent legislative changes.
- Modify and strengthen the Interlocal Joint Planning Agreement between Summit County and Park City. Work with Wasatch County to develop a similar agreement reflecting Park City 's annexation policies. Address development approval processes and annexation procedures, in order to achieve common objectives for land use planning and urban development.
- Revise the existing annexation policies to incorporate additional guidelines and density bonus criteria for owners who intend that development occur on their property after it is annexed. Such guidelines and criteria should be evaluated before annexation is considered. They should address at least the following items:
  - (1) Water rights and water service adequate to meet any anticipated water needs within the proposed annexation. Density bonuses may be considered for water rights or service exceeding the demand generated by the proposed development within the annexation.
  - (2) The establishment of a timing and phasing program for all annexations consistent with the Land Use Plan, or to achieve other City objectives.
  - (3) The establishment of classifications and priorities for various types of desired open space including, but not limited to, trails, meadows, wetlands, ski runs, golf courses, wildlife habitat, undisturbed hillsides, geographic landmarks, highly visible ridge lines, neighborhood and community parks, and active and passive recreational areas. There shall be a preference for public or private land that will be kept in open space in perpetuity. Density bonuses may be considered for open space dedications in excess of the established minimum amounts. However, it is not intended that yards less than five acres in size or driveways be calculated as required open space. Private open space on large lots greater than five acres or privately owned open space held in common ownership contiguous with other open space may be considered as part of an open space requirement if the land is restricted for open space use in perpetuity.

- (4) An increase in residential density and other development when desirable community facilities, affordable housing, and other amenities are proposed in excess of the minimum requirement. Density bonuses should be considered for proposals that enhance the City ' s entry corridors, locate development in desired receiving areas, and reduce the cost of municipal services.
  - (5) A requirement that rent- and price-controlled affordable, employee housing or alternatives to such housing, acceptable to the City, be provided as part of any residential or commercial development. The type, amount, and location of housing will be established at the time of annexation, based on the specific annexation proposal and the anticipated employee generation resulting from the project.
- Encourage and facilitate annexations that are primarily for open space, or where the landowner has limited development expectations. Exempt such annexations from those guidelines and criteria (cited above) that the City determines should not be applied. Consider annexing land beyond the annexation boundary to promote protection of open space and control over the design of recreational areas.
  - Depending on the location and the development proposal, consider requiring annexation petitions to present studies, acceptable to the City, assessing the impacts of the projects and proposed uses. Such impacts include, but are not limited to: (a) fiscal impacts, (b) environmental impacts, (c) traffic and transit impacts, (d) visual impacts, and (e) impacts on local neighborhood, community, and regional compatibility.

#### **Transfer of Development Rights Actions**

- Identify those Planning Areas and parcels that would be suitable for participation in a TDR system.
- Research and analyze the characteristics of density and potential program dynamics anticipated with the TDR system.
- Establish operating expectations related to staff and fiscal requirements for implementation of a TDR system.

## VII. TRANSPORTATION ELEMENT

### Issue Statement

Park City was originally founded prior to the invention of the automobile, and many streets are narrow and randomly aligned. The renaissance of Park City has occurred in the "auto age." As a result, community transportation patterns (including travel within the area as well as regional access to Park City) have developed around the instant mobility provided by the private automobile. In recent years, however, the negative effects of our reliance on the automobile have become apparent, in the form of traffic congestion, parking shortages, and traffic noise. The private automobile, coupled with the strong growth of the region, threatens to degrade the character of the community that is the basis of Park City's success. While the importance of the private vehicle must be addressed and accommodated as part of this plan, the auto's appropriate role must be clearly delineated to minimize its negative impacts. It is critical for our survival as a mountain resort community that we integrate several methods of transit, including arterial roadways, increased bus service, interconnected mixed use trails, park and ride, shuttle services, and sidewalks in our pedestrian-oriented areas.

### Discussion

In comparison with other American communities of similar size, Park City has a relatively well-rounded transportation system, including a strong local transit program and a substantial network of pedestrian and bicycle facilities. However, a large majority of travel in Park City B particularly among residents and employees B is still accomplished using a private vehicle. Of total travel during the peak winter season, approximately 90 percent consists of auto drivers and passengers, 8 percent consists of transit passengers, and 2 consists of pedestrians and bicyclists. Transit ridership is a substantially higher proportion of total travel among visitors than it is among residents. Within Park City, roughly 60 percent of travelers consist of "locals" - residents and employees - during the peak winter season, while visitors comprise the remaining 40 percent.

Specific problems relating to the use of the automobile consist of the following:

- Traffic congestion during morning and (particularly) evening peak travel periods during the ski season. Particular "hot spot" locations include the Deer Valley Drive/Park Avenue/Empire Drive intersection, the Deer Valley Drive/Swede Alley intersection, the Bonanza Drive/Kearns Boulevard intersection, and upper Main Street.
- Traffic congestion throughout the year in the Prospector Square area, generated

by high traffic volumes and the many driveway intersections.

- Limited parking availability in the Old Town area, particularly during winter evenings and during special events.
- Traffic volumes and vehicle speeds on residential streets which exceed the environmental capacity of quiet neighborhoods.
- High-volume arterial streets (particularly State Highway 224 and 248) that form substantial "barriers" to pedestrian and bicycle travel.

Transportation options in Park City are constrained by a variety of factors:

- Topography plays a critical role in shaping the Park City transportation network. In particular, the steep slopes bounding the Old Town area funnel travel paths (on both auto and transit modes) through a narrow passage between the more open areas to the north and east.
- The existing built environment limits options to expand the roadway system. In the Old Town area, the presence of existing buildings (particularly historic structures) limits the feasible options to expand parking. Developed residential areas on the fringe of the community also limit the ability to provide new access to Park City and Deer Valley.
- Park City's sometimes severe winter weather impacts the design of transportation facilities. Roadway slopes should be limited to avoid undue hazard from icy conditions. In addition, snow removal and snow storage are important design considerations.
- Financial factors must be carefully considered in ensuring that transportation programs are sustainable. Both capital and operation/maintenance costs must be met within available funding.
- The dramatic variation in transportation demands generated by visitors reduces the effectiveness of building transportation facilities to meet peak demands. Given the high cost of new roadways and parking improvements, it is not financially feasible to build facilities for use only on the highest activity days. Rather, transportation management techniques must be developed to provide access during peak periods.
- During peak seasons, many of the people using Park City's transportation system

consist of visitors that are unfamiliar with the roadway system, parking facilities or transit system. Clear signing and strong public information programs are therefore important in ensuring efficient mobility, but signing has its own negative visual impact.

## **Intent**

Because transportation is so vital to our mountain resort lifestyle as well as the health and safety of residents and visitors, it is Park City's intent that this Transportation Element be of equal importance with other elements of the Park City General Plan. Park City wants to provide a balanced, integrated transportation system for residents, visitors, and employees that reduces congestion and pollution. We want to identify the overall transportation system network including trails, bike paths, and pedestrian walkways which will meet the needs of the community in the future. We must recognize the pervasive importance of the automobile, so we need to establish the 25-year primary and secondary roadway system for the developed areas of Park City and for expansion areas but it is the intent of Park City that this roadway system be non-growth inducing . In doing so, we must:

- Seek to balance public and private transportation both within and outside the Park City area by increasing the number of available transportation choices. Investigate expanding transit to the rest of Summit and Wasatch Counties subject to appropriate funding being provided and suitable interlocal agreements with all affected agencies having been reached.
- Continue to support a vibrant downtown while endeavoring to reduce congestion by motor vehicles.
- Minimize the need to construct new parking spaces through the use of shared parking.
- Consider assuming jurisdictional control over State roads within the City limits.

Management of transportation facilities to maximize the capacity of the existing system, properly applied, can relieve traffic problems at both a lower impact to the community and a lower total impact on municipal coffers. Management strategies can include the following:

- Remote parking/transit shuttle programs for special events, and for day skier access associated with peak ski periods.

- The use of traffic control officers to effect ingress and egress at activity centers during particularly heavy traffic periods.
- Mobile Intelligent Traffic Signing (permanent changeable message board signs are regarded as inappropriate for Park City).
- Shared use of parking facilities.
- Parking meters and/or fees for parking in lots and garages.

Key to efficient management of the transportation system is the use of *communication* tools to help solve *transportation* problems. Communication should be improved through the use of low-wattage radio transmissions, describing means to avoid traffic congestion, and encouraging the use of transit services and remote parking lots; mobile intelligent traffic signing (variable message signs); Areader board@ displays providing real-time information regarding traffic congestion, provided in key activity centers such as ski base areas and public parking facilities; and information on parking and the alternative modes that is included in advertising and promotional information.

## **Policies**

### **Transit Policies**

- Transit funding shall be adequate to operate services year-round, while also ensuring adequate replacement of capital assets. High-frequency service will be provided between all commercial and activity centers. Service to residential areas will depend upon the demand for and the cost-effectiveness of such service.
- Investigate expanding transit into the Snyderville Basin, and to serve commuters, subject to appropriate funding being provided and suitable interlocal agreements with all affected agencies having been reached.
- The availability and convenience of transit service shall be improved, to attract a greater proportion of visitors and residents.
- A series of transit facilities should be considered. If constructed, these facilities together with the rest of the City's transit system shall be operated to maximize the convenience of transit, pedestrian, and bicycle transportation options. Transit routes shall avoid residential streets if equivalent collector-road routes are available.

- The primary modes of access to Main Street commercial businesses shall be via transit, bicycle, and on foot. Persons arriving in the area via auto shall be encouraged to carpool, to use public and private parking facilities in lower Main Street and surrounding areas, and to park at the Resort Center, and at individual lodging facilities.
- The mobility of the public shall be optimized when evaluating all modal options together (one mode isn't more important than another, but overall mobility is very important). Transportation programs should focus upon moving people, rather than moving vehicles.
- Increase the proportion of visitor travel on transit service.
- Increase the proportion of resident travel on transit service.

### **Roadway Policies**

- Paved roads shall be installed in new developed areas prior to building permit issuance. Roads shall conform to the Streets Master Plan even if this involves a higher standard than the development would otherwise necessitate. For example, the Silver Pointe Condos needed to install Rossie Hill Drive between two adjacent roads, not just along the project's front boundary.
- Neither roads nor trails will be closed for construction except for emergencies or safety reasons; detours must be reasonably convenient.
- All arterial roadways shall have Frontage Protection Zone protection and limitations on driveway access. Owners of property fronting on arterial roadways should be strongly encouraged to provide access from adjacent collector streets, or through shared use of driveways. To ensure long-term maintenance of adequate traffic conditions, it is crucial that arterial capacity not be degraded through unnecessary access points.
- The impact of traffic on residential streets should be minimized as much as possible through a combination of educational, enforcement and engineering strategies such as traffic calming devices.
- Improve substandard roads as appropriate for the neighborhood. As long as safety is not an issue, the width of roads and streets shall be minimized.

### **Bicycle/Pedestrian Policies**

- Park City is a bicycle and pedestrian-oriented mountain resort town, and because bikes and pedestrians are so vital to Park City's economy and sense of community, their needs shall be accommodated first in the event there is a vehicular/pedestrian conflict.
- Pedestrian and bicycle links between neighborhoods shall be provided concurrent with the first phase of any development. Trails shall conform to the trails master plan. Trails within and adjacent to Park City shall connect to trails which exist and/or are being planned within unincorporated Summit County.
- Portions of trails not presently connecting to other trails shall still be constructed, in anticipation of future trail construction in accordance with the trails master plan.
- In all residential areas, it is appropriate to construct sidewalk adjacent to the curb on one side of new streets. In all commercial and recreational areas, it is appropriate to construct sidewalks adjacent to the curb on both sides of new streets.
- Increase the proportion of total travel via non-motorized modes.

### **Land Use Policies**

- Zoning shall recognize the interrelationship of land uses and transportation modes. No transportation improvements should be made which would encourage inappropriate or premature growth.
- Cluster land use densities close to major transit stops - The potential for transit ridership drops off dramatically with distance from the nearest transit stop, particularly when this distance exceeds 1/4 mile. Land use plans shall therefore concentrate high intensity uses near existing transit stops or modify the transit routes so an efficient transit stop lies within 1/4 mile.
- The street network should be developed to allow efficient transit service B Through streets shall be provided in new developments that allow transit service within easy walking distance of all residences and good access to adjacent arterial streets. Street plans should be reviewed by transit staff.
- Convenient pedestrian and bicycle connections to transit stops - As all transit

passengers are also pedestrian (on one or both ends of their trip), safe and convenient pedestrian and bicycle facilities shall be provided to each transit stop.

- Site design that serves both auto and transit users - Rather than using parking lots to separate commercial uses from adjacent arterial streets (and transit stops), commercial developers shall be strongly encouraged to prepare site plans to cluster the commercial uses near major intersections. This encourages transit use by allowing a more convenient travel path from the bus stop, and also encourages increased walking between buildings.
- Mixed land uses - Zoning designations shall be reviewed to identify opportunities to provide neighborhood-serving commercial uses with convenient walking or bicycling distance from residential areas. This strategy reduces auto use while providing increased opportunities for transit and pedestrian activity.
- Drive-up windows are generally inappropriate outside of certain commercial areas and should be discouraged, or prohibited except in those areas.
- Development in commercial areas shall be pedestrian-friendly.
- A variety of landscaping and other compatible land uses shall be encouraged within road rights-of-way where feasible.

### **Parking Policies**

- Due to the high "peaking" characteristic of parking demands during winter and summer and the high cost of providing additional parking in the Old Town area, it is not financially feasible to provide a space for *all* vehicles during the very busiest periods. Rather, a system of high-frequency transit shuttles serving outlying parking areas shall be developed.
- Reduce the peak winter commercial demand for parking in the Old Town area.

### **Actions**

### **Roadway Improvements**

- The Transportation Element of the General Plan and the Streets Master Plan shall be reviewed annually and updated as necessary.

- Within other planning criteria, improve the safety and capacity of the State Highway 248/Bonanza Drive/Deer Valley Drive access route between Quinn's Junction and Old Town/Deer Valley/Resort Center. This corridor will become increasingly important to maintaining adequate traffic conditions as possible roundabouts, congestion, and new traffic signals reduce the ability of State Highway 224 to serve Park City. A very high level of design and aesthetic quality is appropriate.
- Increase the management of the roadway system through communication technologies. Establish "real-time" communication program for traffic congestion, including low-wattage radio and mobile intelligent traffic signing.
- Review the capacity constraints of Bonanza Drive and develop design solutions to improve the vehicular and pedestrian movement through this area.
- Effect the following intersection improvements:
  - Park Avenue/Deer Valley Drive: Construct 2<sup>nd</sup> Southbound Left Turn Lane if gains in efficiency outweigh adverse aesthetic impacts and the impact on pedestrian convenience.
  - Park Avenue/Kearns: Construct 2<sup>nd</sup> Southbound Left Turn Lane if gains in efficiency outweigh adverse aesthetic impacts and the impact on pedestrian convenience.
  - Deer Valley Drive/Marsac: Construct Modern Roundabout
  - Deer Valley Drive/Swede Alley: Channelize
- Modify roadways between Old Town and the Resort Center to provide a direct route for transit vehicles that avoids Park Avenue/Empire/Deer Valley Drive intersection.
- When development occurs in the region along U.S.40 east of Deer Valley, plan for road connections to U.S.40 and its frontage road, and prohibit road connections to Deer Valley.
- When development occurs in the Round Valley Area, plan for road connections to U.S. 40 and S.R. 248 and prohibit road connections to Park Meadows.
- Implement a City-wide traffic calming program, establishing standards for traffic calming techniques and graduated phasing of measures. Enforcement and sign-improvements should be considered for all residential streets with speeding problems. Proactive engineering strategies including traffic calming should be considered for residential streets carrying over 1,000 vehicles per

day, experiencing a speeding problem that cannot be resolved through other measures, or where a majority of residents indicate a desire for physical modification.

- Investigate signal pre-emption technology for emergency response vehicles.
- Continue our pro-active cooperation with the Utah Department of Transportation on the review of all projects affecting State Routes 224 and 248 and on any projects affecting that portion of U.S. 40 and its frontage roads in the vicinity of Park City. Consider taking jurisdictional control of State roads within the City limits.
- Slow the traffic on Marsac within the Old Town area by utilizing enforcement and calming techniques.
- Continue to implement road and street repairs and upgrades within Old Town while not widening Old Town streets, in general.
- Street systems should be intentionally designed to allow convenient pedestrian/bicycle access from nearby trails, public facilities, and commercial centers, as well as to allow convenient service by transit vehicles. Include appropriate control signs for trail/road intersections.
- Monitor traffic volumes and conditions and install traffic signals when warranted at the following intersections: Bonanza/Ironhorse, Park Avenue/Ironhorse, Highway 224/Snowcreek Drive.
- Modern roundabouts should be considered as an alternative to signalization, or to improve capacity of intersections.

### **Roadway Transit Improvements**

The following modifications to the Park City roadway system are recommended to improve transit operations, and pedestrian access to transit stops:

- Modify Park Avenue between Heber Avenue and Empire Drive to better serve as a pedestrian/bicycle corridor. Through the elimination of some on-street parking and selective narrowing of travel lanes, additional street space should be provided for pedestrian facilities, transit stops, and landscaping. The street design, however, should ensure that emergency vehicles are not unduly delayed.

- Sign right turn lanes at signalized intersections as "bus jump-queue" lanes where appropriate, in order to provide a travel time savings to transit passengers.
- Implement street modifications to provide a direct travel route between Old Town and the Park City Resort base area. This will improve the convenience of transit service, while improving the operation of the Deer Valley Drive/ Park Avenue/Empire Drive intersection by reducing the number of bus movements.
- Formalize bus routes inside Park City's developed areas and within annexation areas. Provide bus turnouts and appropriate intersection radii on these routes.

### **Parking Improvements**

- Develop and monitor parking programs in the Old Town area to encourage improved utilization of parking spaces.
- Meet the highest peaks in demand through shared use of existing parking, served by shuttles.
- Use Park City Mountain Resort and Deer Valley parking as overflow parking during peak winter evenings, served by high-frequency transit shuttle.
- Consider removing some parking on Main Street. Use this space to expand pedestrian areas, and to provide dedicated truck loading space.
- Remove some parking on Park Avenue to provide for expanded sidewalks, while maintaining adequate parking for area residents.
- Revise parking codes to encourage use of alternative transportation modes. In addition to the existing minimum parking requirements, maximum allowable parking limits should also be imposed to discourage excess parking that needlessly encourages auto use while reducing the urban design quality of new developments. Reductions in minimum parking requirements should also be allowed for shared use between nearby commercial and public uses, and for the provision of bicycle parking facilities.

### **Transit Improvements**

- Apply advanced technologies and flexible service concepts to maximize the convenience of transit services.

- Provide comfortable and convenient bus shelters and other amenities for transit passengers subject to funding being available.
- Maximize the role of the private sector in the provision of new transit services outside of Park City.
- Redesign fixed-route services to focus on major travel corridors, connecting commercial, recreational, residential and intermodal activity centers, including the following: Old Town, Prospector Square, Resort Center, Deer Valley Ski Area, the Park Avenue Corridor, Quinn's Junction, The Canyons, and Kimball Junction. Encourage or facilitate service on State Highway 224 outside of Park City if there is adequate operating subsidy from other public and/or private organizations along the service corridor.
- Consider Flex Route services to serve residential neighborhoods throughout Park City if financially feasible and operationally efficient. These routes will include scheduled service to bus stops, and will also serve individual homes on request. A fare shall be charged for deviation requests.
- Consider the creation of express transit routes which would avoid residential streets.
- Facilitate the provision of express commuter and skier service to downtown Salt Lake City, with UTA or through a competitive contracting arrangement with a private transportation firm if financially feasible.
- Facilitate the development of commuter services to Kamas, Coalville, and Heber City subject to appropriate interlocal agreements having been reached. These services should be implemented gradually, in such a manner that operating costs can be completely recouped from passenger fares.
- Consider a high-frequency service between Old Town and the Resort Center during peak seasons, to reduce traffic congestion and parking demands in Old Town.
- Provide convenient, attractive and enjoyable facilities compatible in design with surrounding uses that encourage use of non-auto travel modes, maximize the efficiency of transit services, and bolster the economy of the community.
  - *Old Town Transit Facility (approximately 2,500 interior square feet) with five bus bays maximum serving local fixed and flex routes, providing drop-off space for tour buses, providing shuttle services, providing bus information, and providing amenities for pedestrians and bicyclists. Facility shall be designed in scale and architecture in such a manner as to be compatible with adjacent historic buildings.*

- Consider an alternate transit facility, possible near 224 or 248 or elsewhere, if appropriate.

### **Pedestrian/Bicycle Improvements**

- Maximize the potential use of non-motorized travel modes through provision of convenient, safe, and attractive facilities connecting all important activity centers.
- Consider the expansion of pedestrian facilities on Main Street through elimination of parking in key locations and/or the installation of "bump-outs" in the sidewalks.
- Complete the stairs renovation program.
- Construct an attractive auto/bike/pedestrian crossing of Kearns Boulevard (State Highway 248), in the vicinity of Comstock Drive, to reduce any safety hazard and to eliminate the substantial effect of the highway as a barrier to non-motorized travel.
- Consider the construction of an attractive bicycle/pedestrian underpass of State Highway 224, located between Kearns Boulevard and Holiday Ranch Loop Road, in order to eliminate the highway as a barrier to non-motorized travel.
- Require the installation of bicycle racks at all public, commercial and recreational facilities.
- Develop pedestrian connections from activity centers to transit facilities.
- The Trails Master Plan shall be reviewed annually and updated as needed.

## VIII. ENVIRONMENTAL ELEMENT

### Issue Statement

A balance must be maintained between development, recreational activities and the natural environment for our community to continue enjoying a viable and healthy economy and a desirable quality of life. Since our natural environment is interdependent with the larger community surrounding Park City, it is also important to work with surrounding communities to ensure that local efforts are successful on a regional scale. Preserving and enhancing the existing natural environment and correcting the visual impacts from past mining activities is highly desirable to remain economically competitive with other ski resort communities. It is important to work cooperatively with State and Federal governmental agencies to resolve these issues. Environmental considerations must be part of community planning, recreational development, and the planning of large scale events.

This element focuses on policy statements and action plans to protect and enhance our environment, the aesthetics of our town and on our unique natural resources.

### Discussion

A mountain ski resort community like Park City has a unique relationship to the environment since the town's prosperity and well being are directly dependent upon clean air, clean water and protection of natural resources. People enjoy Park City because of its unique natural beauty, recreational opportunities and small town charm. Features that make our community unique are the broad vistas provided by the mountain landscape, the high altitude clear blue sky, the mild climate, the presence of wildlife, natural ponds, stream corridors and alpine wild flowers. Tourists desire and expect this type of environment when visiting a mountain ski town. Residents also are attracted to move and live here because of the environment, life style, and other features. It is important, therefore, that building and land development be accomplished to complement the aesthetic features of the existing landscape. Technologically current building techniques that are minimal in their impact must be used so we can co-exist with acceptable impacts on our environment as the community develops.

**Natural Resources.** The extremes of weather in Park City also make it necessary that new construction be planned with sound engineering practices which consider natural events such as avalanches, floods, heavy snowfall and spring water run-off, high water tables, steep slopes and intense sunlight.

Park City has limited forested areas as compared to many other ski resort communities and no state or federal forest lands within the community. The forests on private land are therefore extremely important and should be protected to the extent possible when considering new ski runs, ski resort support facilities and other development. In some cases, current best practice forest management techniques may be preferred over prohibition against tree cutting. Adequate study of viable alternatives should be required prior to approval of development that would remove significant stands of healthy forests.

The Utah Geologic and Mineral Survey completed a report entitled "Engineering Geology of Park City, Summit County, Utah" in June of 1984. The report provides general information for making planning decisions related to geologic conditions and hazards in Park City. The report discusses areas with the potential for natural problems such as flood plains and steep hillsides. It also addresses mine related hazards such as open shafts and adits, increased loading on slopes due to waste piles, contamination of soil and water by toxic elements in old mill tailings, and subsidence resulting from collapse of abandoned underground workings. Persons contemplating building should check the report itself.

The Park City Landscaping and Maintenance of Soil Cover Ordinance (Park City Municipal Code) regulates the handling, disposal, and capping of mine tailings in a large portion of the City. The ordinance is enforced by the Building Department pursuant to an agreement between Park City, the U.S. Environmental Protection Agency, and the Utah Department of Environmental Quality. These agencies, in cooperation with other special interest groups and the community, are also exploring opportunities for addressing water quality concerns in addition to the mine tailings issues. Anyone living in or building within the area regulated by the ordinance should be aware of the special requirements. Non-compliance with the ordinance could result in violations of State and Federal laws.

**Water Resources.** Despite an abundance of snowfall in some years, the natural landscape of Park City is an arid Great Basin high altitude climate that can be particularly dry during summer months. Water is limited, subject to the cycles of nature, and should be carefully allocated and utilized. Recent improvements in water-using technologies allow quality lifestyles while consuming less water. Water efficiency strategies are imperative as the region increases in population.

Landscaping and general water usage should be constantly examined to ensure that the most efficient practices are in place. Protection of the entire watershed of the Park City area is an important consideration in managing growth. Park City will continue to cooperate with local, state and federal officials to study the overall health of the City's watershed areas and to develop strategies that improve water quality where necessary. The quality, quantity and allocation of water should be considered in every new development in the City.

Regulations and procedures for managing storm water and natural run-off from new construction and grading projects should be kept current. When potential water degradation is identified from mining or other construction sites, measures should be taken to bring these sites into compliance with current codes.

In order to protect the quality of our streams and wetlands, it will be necessary to require a higher level of grading management, re-vegetation and site management than in the past. In situations where projects are located outside of the City's jurisdiction but within the watershed, inter-governmental and inter-agency cooperation will be critical to ensure adequate protection of our water quality.

**Air Quality.** Park City is located in a canyon at high altitude. Our local air quality has not been consistently measured or monitored, but from visibility perspective, seems to be generally clear. Clean mountain air is an important natural asset that contributes to Park City's appeal to visitors and residents.

Prevention management is the only practical way to deal with air pollution from automobiles, air-borne dust, wood burning stoves and many other sources. Regional strategies are also important for the long term success of any measures adopted to maintain and enhance air quality. Efforts to insure the long term quality of our air should focus on the reduction in personal vehicle use, reduction of sand and salt on roads, control of airborne dust from construction projects and encouragement of alternative heat sources that are efficient and produce lower levels of emissions.

**Energy.** Recent advances in technology provide the consumer with several efficient alternative energy resources. Significant savings, both economic and resource related, can be realized if these alternative sources are used. Municipal efforts that follow the State's Building Energy Efficiency Program should be developed as a benchmark for private industries and businesses.

Solar availability is an important resource in our natural environment and should be utilized in planning considerations. With an abundance of sunshine at our high altitude, solar energy is a viable natural resource that can be used as a supplement or alternative to fossil fuels. Conversely, in a cold climate such as ours the increase in shadows from development should be considered for their effect on loss of sunshine in public spaces and increase in energy costs for snow and ice removal.

**Material Resources.** Using our material resources much more efficiently to prevent resource depletion, waste, and pollution is a critical component of resource responsibility. Our landfills are limited and efforts to reduce waste and to encourage recycling should all be explored in order to preserve the region's natural resources.

**Aesthetics.** In planning for the future, it is important to acknowledge the characteristics which make our community unique and desirable. Park City must maintain its natural beauty in order to preserve and enhance its appeal to visitors and residents. Aesthetics--or visual quality--is vitally important to our economic success because of the resort nature of our economy. People come to Park City because it is attractive and different, offering a mix of urban amenities, small town environment and open spaces not typically found elsewhere. Because of this impact on the well-being of Park City, aesthetics is a necessary component when planning the community's future.

Aesthetics is being recognized more frequently as a valid consideration in community planning. In 1991, the Utah State Legislature approved an amendment to the State planning enabling legislation which acknowledges both aesthetics and historic preservation as legitimate bases for land use decisions. As a result, aesthetic standards for development can be used to protect and maintain the important aesthetic qualities of Park City such as open vistas, view corridors and open ridge lines.

For instance, the open ridge lines and hillsides, combined with the agricultural meadows along State Roads 248 and 224, introduce Park City as a distinct mountain community, basing its livelihood on the natural environment and recreation. These features provide a unique visual experience upon entering the City limits. One challenge lies in how to preserve these vistas while simultaneously allowing existing development rights. Visual mitigation of structures located in areas with a low vegetation canopy or mountain meadows also presents unique site planning challenges.

### **Intent**

The Environmental Element recommends methods to preserve, enhance, and protect the natural features and the aesthetic qualities they provide to residents and visitors alike. Such natural features are ridge lines, hillsides, meadows, lakes, stream corridors, flood plains, and areas with significant vegetation. Other important elements are preservation of air quality, water quality, solar access, and wildlife habitat. These are all features which make Park City appealing as a place to visit and live. Success in developing this balance will include efforts to develop:

1. Innovative, fair, and consistent land use regulations
2. Protection and restoration of the area's ecosystem
3. Ecological awareness and educational outreach
4. Environmental management

## **Policies**

The following policies are suggested to address natural resource and environmental issues facing Park City as the community continues grow and prosper.

### **Natural Resources**

- Protect the variety of ecosystems in the Park City area.
- Reduce dependence on activities that encroach upon or diminish natural resources.
- Delineate wildlife habitat and migration routes and develop protection and enhancements standards for a variety of wildlife types including but not limited to moose, deer, and elk.
- Balance vegetation protection and fire hazard. Address wildland fire potential in an aesthetic manner and/or limit or redirect development in critical areas.
- Respect and be aware of Park City's natural environmental constraints such as avalanches, steep slopes, sensitive vegetation and other factors when land is developed.
- Exercise caution when disturbing or developing on soils that may have the potential of containing contaminants from previous mining operations.
- Manage our limited forests with care to preserve and improve the overall health of the mountain vegetation.

### **Water Resources**

- Maintain and enhance the community's water quality.
- Protect stream corridors and wetlands which exist in, around and downstream of Park City. Improve, enhance and restore wetlands as opportunities arise.
- Identify aquifer recharge areas. Work towards protection and enhancement of these areas.
- Develop responsible water conservation standards and requirements.

- Require detention ponds or similar systems to allow contaminants and sediments to filter out prior to being released into the storm sewer system or streams. All run-off from buildings, paving and other impervious surfaces should be contained on site.
- Protect and improve water quality by controlling run-off during construction by using best available technology for minimizing contaminants and sediments that may be eventually released into streams and ponds.
- Require resort and other development projects, including residential, commercial, ski run grading and forest management to prepare and submit construction mitigation plans which provide for silt control, detention areas, and proper maintenance during and after construction.

### **Air Quality**

- Maintain and improve the air quality within and surrounding the community.
- Review the impact on air quality when reviewing and approving development projects.
- Protect the quality of the community's air by encouraging a reduction in the use of personal vehicle trips, controlling air borne dust from construction and road maintenance and a reduction in the use of wood burning fireplaces and stoves.
- Increase the awareness among adjacent governmental jurisdictions of the potential for air quality degradation and the adverse impacts on our economy and quality of life.

### **Energy**

- Reduce energy consumption and waste streams through the use of energy efficient technology and recycling efforts.
- Reduce dependence on fossil fuels, underground metals, and minerals through energy conservation and procurement practices.
- Encourage the use of new technologies in both solid and non-solid fuel burning devices that meets or exceeds national Federal standards for emissions.

## **Material Resources**

- Develop recycling programs that serve our residents and visitors to reduce the amount of material currently being deposited in land fills.
- Encourage project construction mitigation plans to address recycling construction material.
- Cooperate and take a leadership role in discussions with adjacent governmental jurisdictions to implement a regional approach to recycling.
- Work with local land owners, state and federal agencies to identify and mitigate environmental hazards relating to the City's past mining activity.

## **Aesthetics**

- Guide hillside development so that it is clustered at the base of the hills and stays off of ridge lines.
- Prevent or mitigate development on steep slopes by evaluating and refining the sensitive lands provisions and design guidelines
- Protect natural vegetation and require new vegetation to compliment the existing vegetative character of a site.
- Maintain entry corridor aesthetics including open vistas and natural stream corridors.
- Maintain large expanses of open space in its existing condition.
- Reclaim and re-vegetate closed mining sites and tailings stockpile areas as opportunities become available.
- Maintain and enhance trail and open space linkages.
- Maintain and refine lighting standards to preserve a visible night sky.
- Develop methods to ensure that ski area development (temporary and permanent) is sensitive to the environment by controlling erosion, water run-off, visual impacts, impacts to wildlife and the preservation of natural features.

## Actions

### Natural Resources

- Identify and engage community and regional organizations with interests in the region's ecology and environment. Create active and productive partnerships with these groups. Develop a community wide program that establishes environmental policies and techniques which should be applied city and county wide.
- Establish a working relationship with the local ski resorts in order to better understand the specialized needs of ski resort development. Encourage these entities to adopt an "environmental charter" with principles and practices which protect and enhance Park City's overall environment. Groups such as The Keystone Center in Colorado can be instrumental in helping develop relationships with the local community and the ski resorts.
- Develop a review procedure and interlocal agreement with Summit and Wasatch County governments regarding ski area development that abuts the city limits. The procedures should stipulate use of best available practices to preserve wildlife habitat, control avalanches, and conserve natural resources.
- Conduct an environmental assessment citywide to identify existing or potential problems and propose mitigation measures. Develop an action plan to address environmental deficiencies and risks.
- Amend the Sensitive Lands Ordinance to:
  - a) Modify the sensitive lands provisions of the Land Management Code to be consistent with Summit County Standards. Any modifications proposed shall strengthen the intent of the provisions, not diminish them.
  - b) Develop standards in areas of wildland fire potential to minimize both fire risk and environmental disturbance. If necessary prohibit development in critical areas. Keep development out of high hazard areas when possible.
- Require a wildlife analysis for any project areas that is in State or locally designated resource or wildlife habitat areas or that may create negative impacts on such designated areas. The analysis should be developed in conjunction with the City's 1999 Wildlife Migration and Habitat Mapping Study. Development should maintain critical wildlife habitat and provide wildlife corridors if applicable.

- Require stricter limits of disturbance criteria in densely vegetated areas that considers alternatives in order to preserve significant vegetation.

## **Water Resources**

- Amend the Sensitive Lands Ordinance to:
  - a) Strengthen language in the sensitive lands provisions of the Land Management Code to preserve and enhance water quality, stream corridors and wetlands.
  - b) Require developments in the Sensitive Lands Overlay Zone and all annexations to conduct aquifer recharge, water quality and water run-off studies and to prepare designs that protect and enhance those features.
- Work with federal and state agencies, as opportunities and funding are available, to further mitigate direct storm drain runoff into creeks and streams.
- Amend the Construction Mitigation Requirements to require erosion control plans and implementation program for construction projects.
- Amend the Land Management Code to require run-off control mitigation plans for all new projects.
- Develop criteria for use of best available practices to implement water conservation programs. Evaluate water fee policies and consider higher fees for heavy water users. Re-examine landscape requirements that encourage high water use.
- Work with Weber Basin Water Conservancy District, Summit County Health Department and the Division of Water Quality to establish policies and/or regulations and other methods, including the use of treated effluent, to reduce water wasting discharges and reduce the need for new water sources.
- Participate with state and federal agencies and local stakeholders to study the entire watershed of the Park City area to determine the overall health of the watershed. Develop strategies to improve the quality of the watershed where necessary. Water efficiency strategies should be developed that employ new technology along with innovative management practices to use less water.

- Modify and enforce construction standards to avoid storm water run-off. Minimize dust and mud on streets, establish re-vegetation policies, and minimize construction material on City streets.
- Discourage features that waste water resources in private and public developments.
- Develop standards and procedures for golf course development that encourages use of existing natural features, minimizes grading, water use, fertilizers, reduces phosphorus, and prohibits the uses of toxic chemicals.

### **Air Quality**

- Investigate the establishment of a regional, cooperative air quality monitoring program with Summit County and the State to provide baseline data on air quality.
- Develop policies that balance the City's desired high standard of winter road maintenance with the corresponding detrimental affect caused from salt and sand dust. Coordinate with the State to develop a highway management plan that reduces dependency on road salt by exploring EPA approved de-icers that minimize the destruction of vegetation, harm to wildlife and pollution of air and water sources.
- Amend the Land Management Code to require all newly permitted wood burning fireplaces and stoves to meet emissions standards set by the EPA. Limit wood burning fireplaces to public spaces such as lobbies, meeting rooms, etc. Require all newly permitted gas log fireplaces and gas appliances to conform to the Uniform Mechanical Code. Consider new technology devices, such as EPA certified stoves, pellet stoves, masonry heaters and fireplaces with after burners and heat recovery systems when establishing limitations on the number of wood burning or (solid fuel burning) fireplaces and stoves in single family homes and duplexes.
- Modify the sensitive lands provisions of the Land Management Code to further restrict road and utility cuts along slopes greater than 30% as criteria in determining the appropriateness of locating development.
- Modify the sensitive lands provisions of the Land Management Code to further refine visual resource management policies both inside and outside the City in order to preserve the visual quality of the area.

## **Energy**

- Create design guidelines that encourage the use of the best available alternative energy sources such as, solar access, passive solar and energy efficient building materials and forms.
- Comply with Federal and State Model Energy Code and encourage builders to participate in the Department of Energy's Energy Star Programs , or best available practices, that aim to reduce energy consumption in residential and commercial buildings.
- Promote the use of efficient building materials and energy efficient fixtures in all City and commercial buildings.

## **Material Resources**

- Develop criteria and standards for the implementation of recycling of construction material on or off site for construction projects.
- Study the impacts of limiting the maximum house sizes in new subdivisions in order to reduce excessive grading, vehicle trips, limit excessive material use and ongoing energy costs, and to minimize vegetation disturbance,
- Establish a recycling policy for City facilities, Main Street, public spaces and on City assisted projects by encouraging waste reduction and use of renewable energy sources. Municipal procurement procedures should also be established that use recycled materials and promotes the use of energy efficient resources.
- Coordinate city efforts with Recycle Utah and other environmental service providers. Provide information on the Good Wood Construction Waste Project to the community.
- Participate with Summit County on the County Services Agreement regarding trash services. Require the installation of trash compactors and recycling centers for all commercial and large residential developments. Support efforts to develop informational programs for residents and contractors that explains how and where to dispose of hazardous waste and oil.
- Develop interlocal and/or intergovernmental agreements regarding natural resource management and the management of federal or state lands within or near the City.

- Amend the Land Management Code to include the process and criteria for reviewing and approving any future mining activities within the community.

### **Aesthetics**

- Review and modify, if necessary, the sensitive lands provisions of the Land Management Code to:
  - a) identify additional significant visual resource points to protect the visual quality of the region.
  - b) specifically define setbacks, criteria and standards in the entry corridor
  - c) encourage clustered development in order to conserve visual or physical resources if the location warrants such conservation.
- Amend the Land Management Code to:
  - a) Require a re-vegetation program for all development projects when trees are removed to construct a structure or ski run.
  - b) Refine lighting standards so that a night sky with visible stars is maintained. Consider restrictions on exterior residential lighting.
  - c) Revise landscape requirements to require residential landscape plans that minimize water use and use native vegetation to the extent possible.
- Review and update the Park City/Snyderville Basin trails plan to reflect the patterns of new development and to identify critical links in the overall plan.

### **Resources:**

#### **Maps**

Sensitive Lands Map - Visual Vantage Points/Critical Hillsides  
 Prospector Soils Area  
 Water Sources  
 1999 Wildlife Migration and Habitat Study Maps

#### **Reports**

Engineering Geology of Park City, Summit County, Utah June 1984  
 Integrated Pest Management Study  
 1981 Storm Water Detention Study  
 Ski Industry Environmental Charter Initiative, a report by The Keystone Center,  
 11/19/99

## IX. HOUSING ELEMENT

### Issue Statement

“Park City is actively committed to fostering a diverse social and economic community in keeping with its unique heritage and equitable ideals. Toward this end and within its financial means, Park City will encourage, facilitate, and promote a wide range of inclusive housing choices for those who have demonstrated their commitment to the community by living and/or working in it. It is understood that the means necessary to achieve this goal must be equitably shared across jurisdictions and embraced by a wide variety of interested stakeholders.”

#### 1994 Affordable Housing Task Force Mission Statement

Rising costs of construction and providing a range of affordable housing have become important economic, social and political issues for Park City. Nationally, over the past three decades, housing prices have advanced with inflation, while the inflation-adjusted incomes of over half the population have stagnated or declined. Since 1995, in Utah, housing prices have increased significantly (Housing Update. Rosenthal, 1998). Wages in the State, however, have not paralleled that trend (Utah State Planning and Budget Office, 1998).

Park City and Summit County have not escaped the high cost of housing experienced throughout the State. The economic and cultural well being of our community is tied to our ability to provide a choice of housing opportunities for a variety of residents and employees. The ability to attract a quality work force for the resort industry is critical to the success of the City’s tourist economy. Essential employees, such as police, teachers, fire fighters, and snowplow operators, are also a vital part of the local economy. A balanced mix of housing offering rental and units for sale of varying size and price range provides options for our work force and a diverse cross section of residents. Collaborative efforts, private, non-profit and public, are crucial in establishing and maintaining this balance. The Utah State Legislature, in 1996 enacted legislation which recommends that municipalities throughout the state adopt a housing plan to address moderate income housing opportunities. This element, the previous reports produced by Park City’s Affordable Housing Task Force, and City Council Resolution 17-99 are consistent with that legislative mandate.

## Discussion

Demographic characteristics and trends are important to consider when determining housing needs. It is particularly critical to consider the segments of the community whose housing needs are not typically met by the private housing market. The City's Affordable Housing Task Force and annual housing studies have concluded that the rise of housing costs has outpaced the increase in wages in the service sector areas of the resort based economy. This has resulted in making housing unaffordable to many working residents of the City. The latest data documenting these demographic trends for Park City are contained in the Park City Housing Updates (1994-1998).

**Population Projections.** Park City's position as a resort town in close proximity to Salt Lake City lends itself to a unique population base. The Community Development Department estimates the City's permanent resident population at about 8,000 persons as of December 31, 1999. The 2000 census will provide more accurate data and a basis for future projections and modifications to the Housing Element. The permanent population increase over the past ten years adds additional pressure on the limited supply of affordable housing, as many of the new units developed are either high cost residences or resort oriented rental units.

**Population Characteristics.** According to the Rosenthal Housing Update in 1998, between 1992 and 1997, households at 30% of the median income were the fastest growing group among our local population. This group, earning 30% or less of the local median income is considered the target for affordable housing because many essential service workers fall into this category. In 1994, the City Council indicated that housing opportunities for essential service workers should be encouraged. The 2000 census data will update these figures and provide new information on the number of households in this category. In 1998, according to Rosenthal's study, the need for housing units shifted upwards and was greatest for those residents who earned 50% of the median income or less (\$30,000 annually). A deficit of 675 units was projected for this income group. This means that 675 households are paying more than 30% of their income for housing. The seasonal influx of approximately 1,200 part-time resort based workers also affects the housing market. The majority of these service workers fall into the category of those earning less than 30% of the median income (Rosenthal, 1998).

Income levels in Park City vary based on local wage scales, availability of qualified workers, unemployment rates, and the demand for service, professional and construction workers. In addition, our community has attracted small independent businesses and consulting firms that have limited demand for large numbers of employees. The typical incomes of second homeowners are higher than the local wage earners as well. This mix results in a population base that is heavily weighted

on both the high and low side of the income scale. Income and labor data from the Utah Job Service document, Annual Report of Labor Market Information, and other local sources such as the Chamber of Commerce supports this premise. The median income for Summit County, as reported by the Department of Housing and Urban Development, was \$64,200 in 1999 compared to \$53,840 in 1996.

**Populations with Special Needs.** Seniors and disabled residents represent a small portion of Park City's population but their needs are great (Rosenthal, 1998). Rising property values, deteriorating housing stock and a lack of social services are challenges for this segment of the City's population.

**Housing Capacity.** According to the Park City Housing Inventory, approximately 8,700 units exist in the city limits, 400 of which are rent or resale restricted. Current land use patterns would preclude any large development site for mixed income housing opportunities within the city limits. As additional land base is incorporated through annexations, opportunities will be available to add to the affordable housing stock. Small infill projects within existing developments, rehabilitation of older housing stock and partnerships with Summit and Wasatch County to include affordable housing in new projects present the immediate range of opportunities for adding moderate and low-income housing units.

**Assessment of Housing Needs.** Since 1995, at the direction of the Housing Advisory Task Force, the City has prepared an annual Housing Affordability update. The report encompasses the Park City and Snyderville Basin areas and establishes:

1. Current trends in Park City area rental and resale market.
2. Trends in the Salt Lake and Heber area housing markets.
3. An estimate of the current affordable housing deficit in Park City.
4. The current state of affordability for "Essential Public and Private Service Workers".
5. Housing needs for seasonal employees.
6. The emergence of potential new rental barriers.

These annual reports give a current profile of the status of the community's housing situation and can be used to guide the community and council on housing policy.

### **Intent**

The City has recognized the importance of providing and maintaining diverse housing opportunities for our residents. In 1978, the City formulated a Housing Authority and in 1989 the City adopted the first Housing element (Resolution 2-89).

In 1994, the Affordable Housing Task Force issued summary recommendations to the City Council including agreeing to define affordable housing as “housing that costs no more than 30% of the gross annual income of the household”. This parallels the Federal definition of affordable housing. The Task Force also identified the unique problems facing our community and focused on setting goals and policies for four target groups; essential service workers, long time residents, special needs populations and seasonal workers. They determined that local residents need opportunities, but not guarantees, to reside within the community in order to sustain the community in a balanced social and economic manner. The Task Force concluded that the solution to providing a mix of housing units resides in a multi faceted approach and that no one single solution exists.

### **Policies**

In 1995, the City Council adopted the first set of policies for housing which defined incentives for production and outlined a near term and a long-term action plan. Since 1995, over 200 units of affordable housing have been built by the private sector in cooperation with the City. In 1999, the Council reaffirmed the Task Force’s Mission Statement and updated the 1995 policies and programs. Park City is committed to ensuring an adequate supply of affordable housing opportunities, in partnership with the private sector that is dispersed throughout our community and in keeping with the design character of our neighborhoods. The City will also continually examine zoning policies to ensure that the creation of housing opportunities is permitted. The policies to help accomplish this are:

- Review and update the City’s Affordable Housing Resolution, Standards, and Guidelines as needed to accomplish the community’s housing objectives.
- Encourage the construction of affordable housing that is not disproportionately borne by any single sector of the community.
- Apportion the costs for providing affordable housing equitably based on impact generation, growth inducement and the underlying goal to provide a cross section of units in our community.
- Designate for-sale affordable housing units as a priority because of the overwhelming demand for these types of homes rather than rental properties.
- Ensure that new development does not adversely affect the supply of affordable housing in the City.
- Maintain the social, economic and political fabric of the community by requiring the construction of affordable housing when new projects are approved.

- Ensure that the affordable housing requirements for new development are satisfied in direct proportion to the original sale of lots or square footage within a specific project.
- Continue the commitment to allocate an annual budget for affordable housing related programs such as the employee housing allowance, the Housing Affordability Update Report, grants or loans, and the purchase of units as opportunities become available.
- Continue to work with private developers, local non-profit organizations and other interested parties to supply affordable housing.
- Apply for state, federal funds and other available sources in order to leverage the use of City and local non-profit funds.
- Support Summit and Wasatch Counties in adopting housing elements that include a broad cross section of participation and allows for affordable housing in traditional development projects.
- Review and amend the Land Management Code to eliminate zoning restraints in the provision of affordable housing.

### **Actions**

- Determine and implement the most cost effective method for administering an on-going affordable housing program including but not limited to utilizing non-profit organizations, creating a new department within the municipal organization, or contracting for such services.
- Consider re-activating the Housing Authority. Meet to review progress and direction of programs and policies. Review the advantage, if any, of returning the Housing Authority to an appointed board, instead of the City Council and consider including representatives of Summit and Wasatch Counties.
- Encourage Summit and Wasatch Counties to adopt housing elements in their General Plans and explore the possibility of interlocal agreements of mutual interest.
- Research and analyze the advantage of increasing the requirements to provide affordable housing in annexations.
- Involve the other entities suggested by the Task Force (counties, ski resorts, etc.)

in taking responsibility for affordable housing. Assist the resorts in creating seasonal rental opportunities by encouraging off-season partnerships with the University, Chamber/Bureau, and seasonal municipal employees.

- Review the Land Management Code to :
  - a) Research and recommend to the City Council affordable housing standards for Master Planned Developments, new large scale residential and commercial development, and Conditional Use permits issued for land uses generating significant numbers of employees.
  - b) Consider revisions Chapters 10 and 11 of the Land Management Code to allow the Planning Commission flexibility in reviewing affordable housing projects to consider reductions in open space and parking requirements for resort properties, projects in close proximity to an employment source or other such criteria as specified by the City Council.
  - c) Explore the creation of an affordable housing standard for all new subdivisions within the City. This standard could be an encouragement of accessory apartments, caretakers' units, deed restrictions, land donation or by producing a like product on site.
  - d) Research how to incorporate affordable housing into new developments that are not in subdivisions, annexations, master planned developments, or commercial projects. This alternative would more equitably share the costs of providing housing across the entire community.
  - e) Utilize governmental and agency programs that encourage and assist rehabilitation of existing multi-family units that maintain affordable market rates.
  - f) Explore replacement options for multi-family units that are currently affordable but are under threat of demolition and potential loss.
- Work with local non-profit organizations such as Mountainlands Community Housing Trust to:
  - a) Explore mechanisms for the financing the acquisition of land for affordable housing sites.
  - b) Consult, cooperate, or contract with non-profit organizations to provide

housing services and to enhance their capacity in achieving affordable housing goals.

c) Implement programs to assist seniors and the elderly in acquiring and maintaining appropriate and affordable housing within the community.

- Utilize the existing Park City Municipal budget to:
  - a) Acquire additional affordable units for municipal employees for rental, lease, to purchase, or acquisition as funds and opportunities allow.
  - b) Continue to provide municipal employees with mortgage down-payment assistance in the form of low interest equity loans. Promote this type of program to private employers as an example.
  - c) Develop capacity of non-profit and local low income housing consortiums. Help to create a one-stop housing resource center within the community with rental assistance, tenants' rights and housing market information.
  - d) Continue to offer permit fee waivers and grants for qualifying affordable housing projects.
  - e) Identify and acquire sites or dedicate City-owned sites for affordable housing projects in cooperation with private developers.
  - f) Purchase in fee, purchase an interest, or facilitate the purchase of older restricted affordable units as opportunities become available. Ensure that the units have deed restrictions, or other mechanisms, to maintain long-term affordability.
  - g) Expand the current \$5,000 per residential building permit unit subsidy to include City-wide rehabilitation projects.
- Work state and countywide to:
  - a) Research, pursue, and support new dedicated funding sources for housing at the legislative level such as the real estate transfer tax and the restaurant tax.
  - b) Encourage the legislature to dedicate permanent funds, not surplus, or discretionary one-time funding for affordable housing programs.
  - c) Educate and disseminate information to the public by conducting an

annual housing symposium and community education programs regarding housing and financial options to acquire housing.

d) Explore the possibility of an interlocal agreement of mutual interest with Summit and Wasatch Counties to further affordable housing in the region.

**Resources**

1. 1994 -1998 Park City Affordable Housing Updates
2. Park City Municipal Resolution 17-99 & Park City Housing Handbook
3. Section 10-9-307, as amended - Utah Code
4. Affordable Housing Task Force Summary Recommendations - 1994
5. An Examination of the Dynamics of Park City's Affordable Housing Situation - 1994
6. Park City Dwelling Unit Inventory

## X. COMMUNITY ECONOMY

### Issue Statement

Economic considerations play an integral role in the development of every community. Park City's challenge is to remain competitive in the changing recreational market, which provides the vast majority of the City's municipal revenue, while providing a quality living experience for residents. Park City's tourism economy began in the 1960's when the United Park City Mining Company, using federal economic development funds, built the first ski lifts on Treasure Mountain, the present Park City Mountain Resort. Tourism is undergoing significant changes due to demographics, technology, transportation and communication. Tourism is subject to variations based on the annual weather patterns and the economy at large.

- **Tourism is Park City's major industry providing over 2/3 of municipal general fund revenues.**
- **Our resort economy supports a high level of services and facilities that benefit both visitors and residents.**

Park City has many impressive community amenities for a town of such a small population. Many of the benefits enjoyed by residents are attributed to the revenues derived from the tourism industry. Community facilities such as the Library, Racquet Club and the Municipal Golf Course are all examples of the quality facilities that tourism revenue supports. Well maintained streets, enhanced police protection and increasing access to technology infrastructure are products of the resort economy.

- **Park City is the center of the County's Tourism economy, but the City's share of tourism revenue is not growing as fast as Summit County's.**

In order for the community to continue enjoying these benefits and amenities we must maintain a viable and healthy tourism economy. In order to achieve this goal, we must strike a balance between development pressures, recreational activities and the natural environment to ensure that we are maintaining the quality of life that continues to attract visitors and residents alike.

### Discussion

### **Park City's Economy**

A mountain ski resort community like Park City has a unique economic relationship to the surrounding area. The composition of Park City's local economy and the character of the revenues that support local government deviate markedly from traditional patterns found across Utah or in the rest of the country, including other resort towns.

Consequently, generalizations drawn from regional or national experience may not apply in Park City. For example, the assertion that residential development does not pay its own way may not be true in Park City, especially for high value second homes. Or, the presumption that greater diversity in our economic base would lead to greater economic efficiency may not be true if increased diversity intensifies demand for scarce labor and housing and competes with our primary economic resource, winter recreation. The following overview of Park City's economic base and its relationship to revenues for local government is offered as a backdrop for understanding.

### **Economic Base Theory.**

The heart of *economic base theory* is the proposition that the well being of a local economy ultimately depends on outside demand for its products. More precisely, whether an area grows or declines economically depends on how it performs as an exporter. Exports may be in the form of goods and services, including labor, that flow out of the region to buyers, or in the case of Park City, purchases inside the city by buyers whose money was made elsewhere. Export industries constitute the *economic base*, or *basic sector* of a local economy.

Other economic activities support the basic sector and its employees and their families. The supporting activities, such as trade, personal services, products for local markets, and production of inputs for the basic sector, together comprise the non-basic or service sector.

If demand for "exports" increases, the basic sector expands. This, in turn, generates an expansion in the supporting activities of the service sector. The ratio of basic to service activity is called the base ratio. If the base ratio is 1:2, every new dollar of export sales in the basic sector is assumed to lead to two new dollars of sales in the nonbasic sector. If the base ratio is 1:2, *the base multiplier* is 3. This means that when export sales increase by one dollar, it multiplies to a total of three dollars, including new money in both basic and service sectors. Thus, multiplying any change in the basic sector by the base multiplier yields an estimate of the total economic change.

Economic base theory is a better descriptive than analytical tool. Determining with precision what constitute the basic and service sectors is often difficult in practice. The following discussion about the source and flow of money in the Park City economy may yield a better understanding of our local economy.

Park City's depends on the following inter-related industries for the majority of its economic base:

- Recreation and Tourism,
- Construction, Development, Real Estate and Associated Services, and
- High Wealth Households and Second Homes.

### **Recreation and Tourism**

Tourism is the major industry in Park City with its skiing, lodging facilities and restaurants contributing significantly to the local economy. The City has approximately 100 restaurants, 191 shops, 16 private art galleries, one community arts center, and a community museum.

Tourism growth is strong in Summit County; according to the Utah Travel Council, travel and recreation-related employment has increased by roughly 6.4 percent a year since 1993 and transient room taxes (an indicator of overnight stays), have increased by an average 10.4 percent a year. The number of lodging nights is increasing, as well as attendance at major festivals and special events,<sup>1</sup> suggesting strong growth in visitation.

**Tourism plays a significant role in the economic base of Summit County, currently providing 5,700 jobs 40 percent of the 14,300 jobs countywide.<sup>2</sup>**

Tourism provides jobs for people in Park City with an annual payroll of approximately \$150 million. Tourism also indirectly supports several other industries, such as construction, insurance, building supplies, furniture and automotive.

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1. Lodging nights have increased at an average annual rate of 10.3 percent since 1995.

2. Utah Travel Council, Division of Travel Development, *1999 Economic and Travel Industry Profiles for Utah Counties*.

**Visitor spending totals roughly \$351 million in Summit County, 77% of these expenditures occur in Park City.**



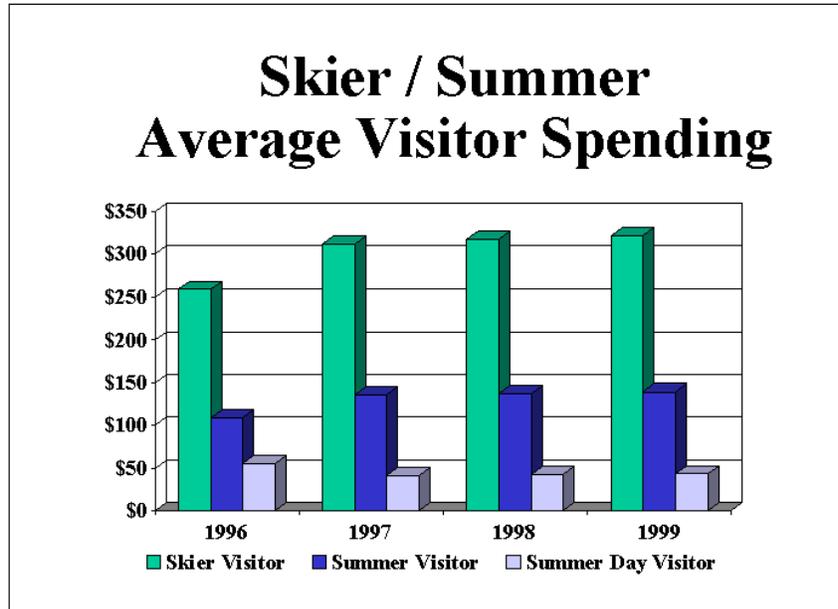
Local government revenues to the City, County and School district that are attributable to tourism exceeded \$43 million in 1999. The \$23.6 million received by the City is approximately two thirds of the total budget.

	Park City Municipal Corporation	Summit County	Park City School District
<b>Total</b>	<b>\$43</b>	<b>\$23,638,812</b>	<b>\$9,784,127</b>

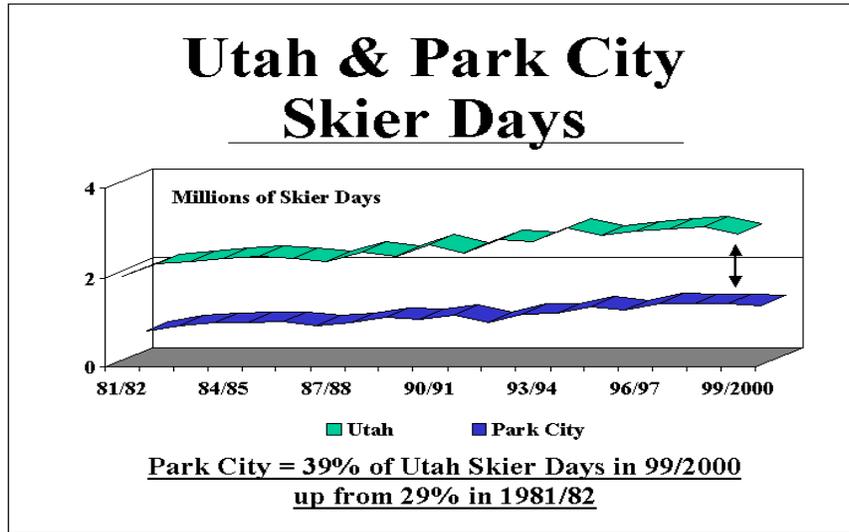
*Wikstrom Economic and Planning Consultants 2000*

Over the past five years, overnight visitors to Park city have remained relatively constant but the economic contribution which tourism makes in the Park City community has grown dramatically. Non-primary residences (“second homes”) in the county are currently valued at over \$2.8 billion.

Average skier visitor spending was \$322 per day and average summer visitor spending was \$139 per day in 1999.

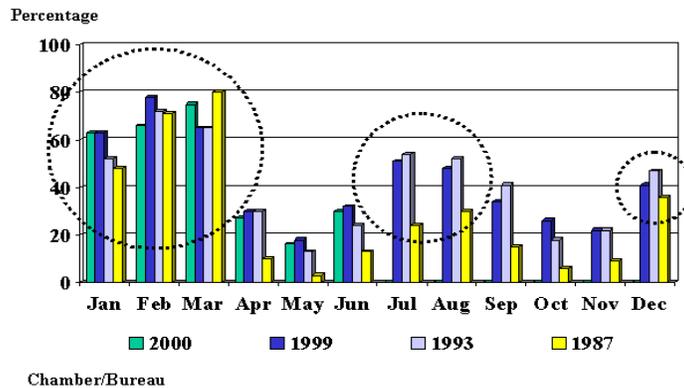


While skier days have leveled out, or as in the case of 1999, dropped, Park City's share of skiers, compared to the State as a whole, continues to rise, up 10% since 1981-82.



Highest lodging occupancy rates in park City are seen from January to March. High occupancy rates in July and August reflect the growing increase in summer recreation travel.

## Occupancy By Month



Special annual events also contribute greatly to Park City’s economy. Events such as the Sundance Film Festival draw approximately 13,500 out-of-state visitors and 7,300 in-state visitors. The GM Park City Art Festival drew approximately 80,000 visitors over two days in 2000. Revenues from these events (\$17.4 million from Sundance in 1999) add significantly to the revenues of the City particularly when the ski industry may be experiencing a decrease in skier days. Even as important as these events are to be local economy, they still represent a comparatively small percentage of the City’s revenues when compared to money derived from winter tourism.

*Park City Special Events*

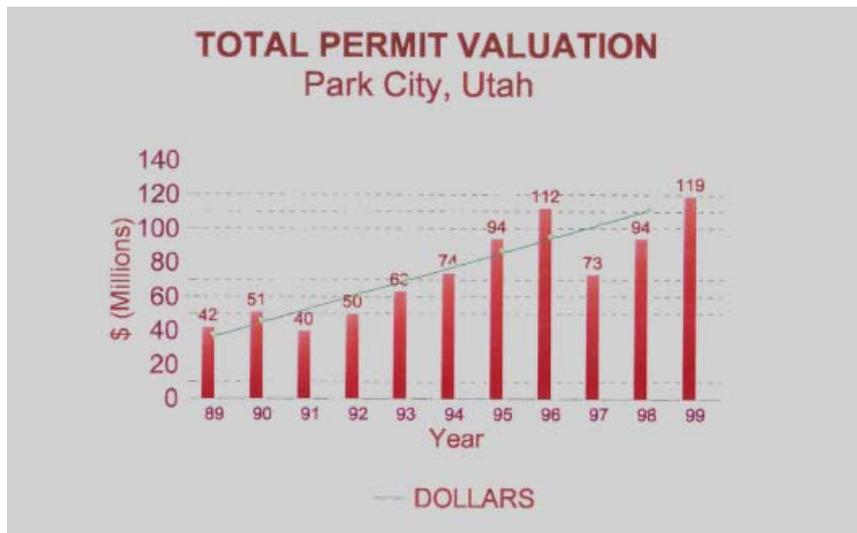
<b>Event</b>	<b>Est. Attendance</b>
NORBA Nationals	6,000 over three days
GM Art Festival	80,000 over two days
IAMA Folk & Bluegrass	3,500
Utah Symphony	19,200
Novell Showdown Senior PGA	60,000 over seven days
Fidelity Intl Jazz Festival	10,000
Concerts in the Park	900 weekly
Sundance Film Festival	13, 500 out of state 7,300 local

### **Construction, Development, Real Estate and Associated Services**

Closely connected to the tourist and ski industries in Park City is the real estate and construction industry. Construction and development contribute directly to municipal revenues.

**During the past ten years, permit value of construction within the City has gone from a low of \$51 million in 1990 to a high of \$119 million in 1999. The permit valuation in 2000 dropped to \$85 million.**

**There has been a 9% average annual increase in permit value of construction since 1990.**



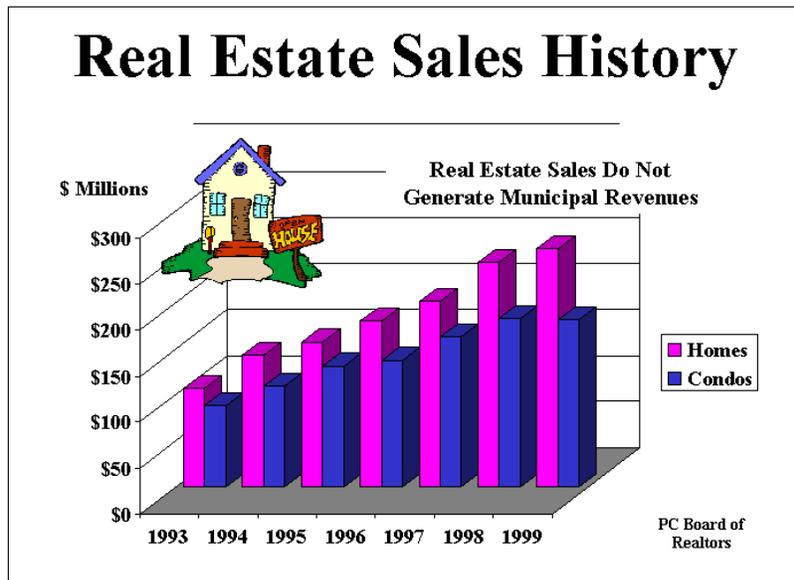
*Note: permit value of construction reflects approximately two-thirds of the actual value of property.*

*Source: park City Municipal Building Department 2001*

Although real estate and associated services do not contribute significantly to the City's municipal budget the industry and ancillary services such as finance and insurance agencies add to the overall employment and prosperity of our economy.

Over the past five years, approximately 50% of the building activity was in residential construction and 50% in commercial construction and remodels. The residential construction breaks down into approximately 85% for single family homes and 15% for multi-family. In 1999 there was a total volume of sales of over \$300 million in home sales. This is a 200 % increase since 1993.

Easy access to Salt Lake City and strong demand for recreational oriented housing has fueled construction for single family homes in Park City and Summit County. The median house price in Park City in 1999 was \$636,000 for a single family home and \$386,000 for a multi-family unit compared to \$270,000 and \$122,500 respectively in 1992.

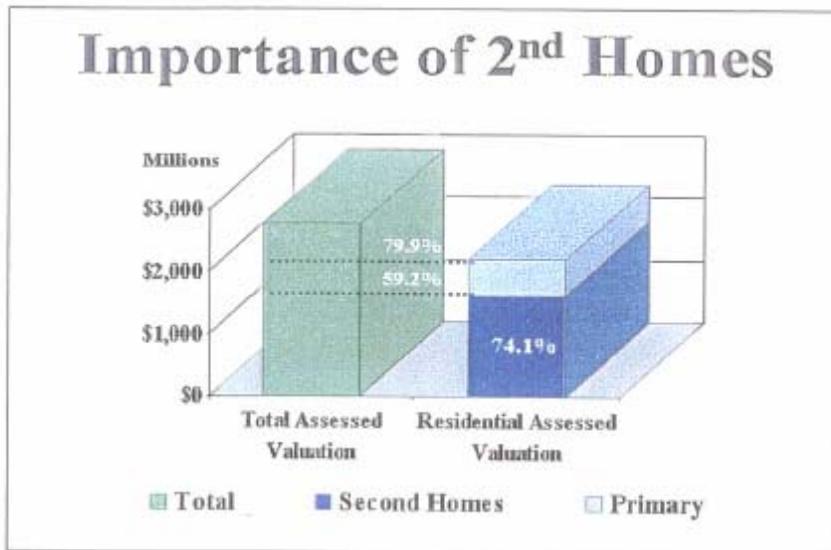


## High Wealth Second Home Households

**Second homes in Park City represent roughly 60 percent of the City's \$2,8 billion in taxable value.<sup>3</sup> Commercial properties represent roughly 9.4 percent of taxable value.**

Property tax revenue attributable to tourism is calculated based on these two components; second homes and commercial properties:

- 1) second homes are 60 percent of all property tax revenues collected; and
- 2) visitor-related commercial properties are 5.8 percent (62 percent times 9.4 percent) of revenues collected.



<sup>3</sup> Source of Park City taxable value is the 1999 CAFR High Wealth Second Home Households

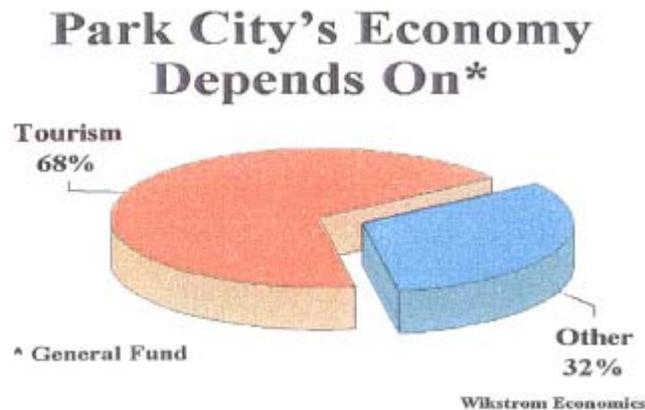
Commercial properties are also tourist-related. Calculations by Wikstrom Economic and Planning Consultants show 100 percent of lodging/resort and 65 percent of retail space as tourist-dependent for a rough estimate of \$165 million, or 62 percent of all commercial properties. Another important benefit of second homes in Park City is that the State taxes second homes at a higher rate than primary residences so the revenues collected are greater than those of primary single family homes.

High Value primary housing reflects the attractiveness of Park City to high income employers and the wealthy retired, most of whom earned their incomes outside of Park City.

### **The Municipal Budget**

**According to Park City’s Comprehensive Annual Financial report, Approximately 68% of Park City’s general fund operation budget is tied to Resort and Tourism industries**

Tourism accounts for roughly 68 percent of the total General Fund revenues of nearly \$15 million in the year 2000 – primarily through property taxes, sales taxes, resort taxes and fees from construction-related businesses.

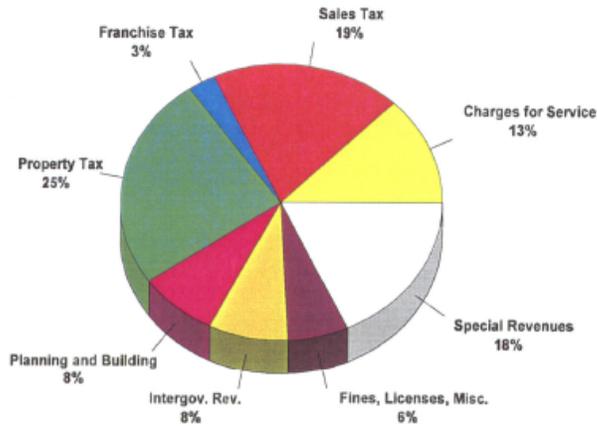


Revenue impacts are summarized by three major service providers in the area: Park City Municipal Corporation, Summit County and Park City School District. The tourism-related revenues that flow to the Park City School District are limited to property taxes. Park City and Summit County, however, receive revenues from a number of sources including sales-tax related taxes (local option sales tax, resort tax, restaurant tax, transient room tax, transit tax and franchise tax), property taxes, fees, fines and grants.

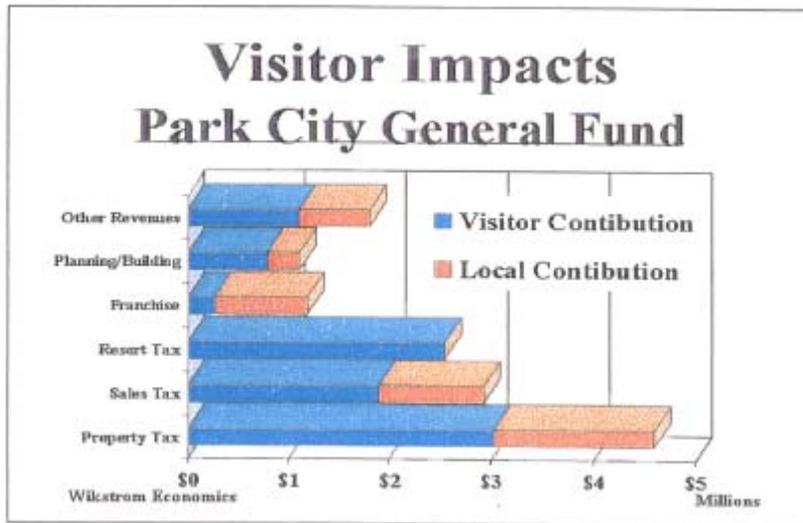
Sales Tax - Who Gets What	
For Every \$1 Spent in Park City, Sales Taxes are Paid to:	
<u>City</u>	<u>2¢</u>
State	5.25¢
<u>County Collects</u>	
Meals	1¢
Rooms	3¢

Property Tax - Who Gets What	
For Every \$1 of Property Tax Collected in Park City	
<u>City</u>	<u>24¢</u>
School District	46.7¢
County	14.2¢
Fire District	10¢
Weber Water	1.4¢
State Collect	3.7¢

*Park City Municipal Corporation  
Typical Annual Revenue*



The revenue for a typical year reveals that property tax and sales tax generate the largest amount of revenue to Park City. Wikstrom’s analysis directly attributes this revenue to our regional recreation tourism industry.



Approximately 40% of the revenues received directly from tourism is in turn put back into services that support the industry. The City spends these general fund dollars on infrastructure maintenance and improvements, public safety, water and sewer systems and other indirect services that allows the tourism industry to provide quality services.

While the City fully supports our current economic sources, it is important to look for opportunities to broaden and diversify our economic base provided new sources are compatible with and expand our tourist based economy.

The following policies and subsequent action plans have been developed to guide the community while considering activities and projects which will affect our tourist economy.

### **Intent**

Park City's economic base depends on skiing, tourism, arts, and recreation. Retail, lodges, services, professionals, and nonprofit organizations also support and are supported by the resort economy. Essential to long-term viability is the unique, varied, high quality, and welcoming experience Park City offers to both residents and a diverse visitor population.

Park City wants to provide excellence in mountain recreation for residents and visitors alike. Market preference surveys reveal that both groups prefer a lively, small scale downtown with diverse and unique shops and varied choices of accommodations, including small lodges and abundant recreational activities. To this end our goals include the following steps to support a world class resort community:

- Expanding the tourism base to meet new industry desires and needs,
- Catering to destination oriented recreation,
- Supporting quality in experience over quality,
- Caring for our sensitive alpine environment, which forms the aesthetic core of the recreational tourism business, by supporting comprehensive planning to protect the natural and man-made environment,
- Balancing community and tourism needs by developing attractions and programs that help to provide a desirable quality of life for our residents,
- Planning to promote a standard of excellence in the on-mountain experience for the 21<sup>st</sup> century by insuring sustainable growth, and the best in design,
- Building on our economy in such a way that compatible, ancillary economic sectors can also grow and prosper.

A vibrant economy requires positive working relationships between people and institutions, especially between the private and public sectors. Therefore, we must foster mutual respect, civility, and cooperation, and continually improve our capacity to work together for the common good and local support for the local economy. The economy as a whole benefits when local businesses strengthen their positions by maximizing benefit and profit locally. Park City should support local businesses in their efforts to grow and expand. Regionally and nationally owned businesses that maintain our community's character and reinvest in the community also should be supported to ensure the long term successes of our economic vigor.

The *Community Economic Elements* recommends methods to achieve these goals. Success in developing this balance will include policy efforts on:

- Recreation and Tourism
- Special Events
- Annexation
- Balanced economy to ensure overall fiscal stability
- 2002 Winter Olympics Legacy
- Vital Retail

## **Policies**

### **Recreation and Tourism Development Policies:**

- Recognize that the Park City area is home to three world class ski resorts which are the largest employers and taxpayers in the City and Summit County.
- Maintain and improve the resort ambience which includes adequate opportunities for recreation, shopping, dining and culture.
- Promote cooperation among the various major employers, business groups and the residents of Park City, including the resorts, lodging associations, restaurant owners and operators.
- Recognize potential conflicts between our resident population and economic growth resulting from the increase in tourism and mitigate these conflicts to the extent possible.
- Emphasize the community as an attraction for tourists while recognizing the tourist economy results in many of amenities desired by our residents.
- Encourage a variety of recreation opportunities with good seasonal variation.

- Promote activities during the non-peak winter season to increase variation.
- Historic and cultural tourism is an important component of the City's economy and should be enhanced as opportunities become available.

**Special Events Policies:**

- Recognize that special events are important to augment the City's economy, particularly during the shoulder seasons.
- Promote special events that are compatible with Park City's image as a resort community.
- Implement reasonable measures to minimize adverse impacts on the resident population from special events may be necessary in some situations.
- Enhance the festival and resort atmosphere with special events throughout all seasons.

**Annexation Policies:**

- In concert with adjacent counties, consider the regional impact when considering new areas of annexation.
- Consider the fiscal impacts of the proposed development and the overall costs to the City and the region.
- Ensure that community benefits derived from annexations are tangible and contribute to rather than dilute Park City's recreation and tourist atmosphere and economy.

**Balanced Economy Policies:**

- Remain competitive in the market by implementing changes, expansions and improvements to existing facilities.
- Support local ownership of businesses as well as externally-owned businesses that serve and enhance the tourism economy and provide employment opportunities to local resident.
- Examining ways to diversity the economy in order to broaden the long term economic health of the community without competing with established tourism based businesses.
- Support additional technology businesses that enhance our economy and are compatible with our community character.

- Regularly evaluate programs and services provided by the City to assure cost effective delivery to the public.

### **2002 Olympic Winter Games Legacy Policies:**

- Capitalize on the positive tourist attraction of the 2002 Winter Olympics during and after the event to promote Park City as an all season resort community.
- Work to ensure that the Winter Olympics are successful for visitors and residents.
- Provide opportunities for our citizens to participate in welcoming visitors and in celebrating the Olympics events in and near our community.
- Support efforts to minimize disruption to business during the year of the Winter Olympics.

### **Vital Retail Policies:**

- Preserve a diverse, independent retail base in the Historic Main Street core and in other retail areas of the City.
- Support Historic Downtown as a unique focal point for the community, a place where people want to shop, visit and live.
- Protect the unique historic character of Main Street as a cultural economic draw.
- Work with retailers at large to ensure that the overall health of the City's retail base is promoted and enhanced.
- Work with the adjacent counties to enhance the region's retail base collectively.
- Plan for lively informal plazas or gathering spots that draw residents and visitors to retail areas.
- Create a unique Main Street experience on Main Street.

## **Actions**

### **Recreation and Tourism Development Actions:**

- Expand resort venues and activities such as hiking trails, golf, ice skating, cross country skiing and back country experiences.
- Plan both winter and summer activities to enhance a year round recreation and tourism atmosphere.
- Continue to support the Chamber of Commerce's marketing efforts that promote Park City's recreational and tourist activities.
- Support and encourage the ski resorts to integrate their recreational facilities and programs in order to enhance the winter visitor's overall skiing experience.
- Continue to enhance the promotion of Park City as a community with unique historic and cultural characteristics unique to this region.

### **Special Events Actions:**

- Evaluate the appropriateness and cost-benefit effectiveness of the various existing and proposed festivals and special events.
- Develop a program of review for improving existing events and adding new ones.
- Schedule major special events in the community when the resort economy is not in peak ski season.
- Enhance the visitors overall experience by encouraging a variety of events and experiences throughout the year.
- Work regionally to attract events.
- Investigate opportunities that promote events that occur annually.
- Promote activities that encourage longer visitor stays within the community.

**Annexation Actions:**

- Improve dialogue and inter-local agreements with the adjacent counties in order to regionally share the benefits and impacts of annexed growth areas.
- Encourage projects that accentuate positive revenues to the City and that minimize the required cost of services.
- Develop a review mechanism in the City's annexation ordinance to ensure that community benefits add tangible value to the community and general public.

**Balanced Economy Actions:**

- Work with other jurisdictions and the Chamber of Commerce to develop a regional approach for protecting and improving the tourism economy.
- Study the City's programs and resources and find ways to expand revenue without detracting from quality of service.
- Develop ways to track changes in our economy and to monitor undue dependence on any one section of the economy.
- Establish long range planning goals in order to achieve diversification in the tourism economy.
- Identify service industries, such as health care, technology and other sectors of the emerging economy that may capitalize on existing recreational aspects of the economy but will broaden our revenue sources.

**2002 Olympic Winter Games Legacy Actions:**

- Work with Chamber of Commerce to assist affected business owners and to continue promotional marketing strategies.
- Capitalize on the Winter Olympic events by promoting Park City, developing or upgrading general infrastructure such as roads, transit and telecommunications, and establishing cultural legacies from the Olympics for the City and region.

### **Vital Retail Actions:**

- Work with the Historic Main Street Business Alliance to develop partnerships that ensure the long term economic health of the Old Town commercial core.
- Highlight, in conjunction with the Chamber of Commerce, the benefits of locating retail and office commerce to the Prospector and Ironhorse and Resort areas.
- Implement the Main Street and Swede Alley Task Force recommendations for street improvements that enhance the retail core.
- Encourage general retail, restaurant, business offices, and other tourist related businesses in the Historic Main Street core in order to maintain a strong tourism presence.
- Temporary or transient real estate project offices should be encouraged to locate in other areas of the City in order to Main Street to retain its primary functions. Real estate offices on Main Street should be encouraged to share space with retail outlets or community organizations.

### **Reference and Technical Documents:**

1. Economic Impacts of Tourist, Volume 1, Revenue Impacts. Wikstrom Economic & Planning Consultants, October 2000
2. Park City Profile. Park city Chamber Bureau, July 2000
3. Year End Summaries and Comparables. Park City Building Department, January 2000
4. Park City's Economy – Myths and Realities, PCMC, October, 2000

## **XI. PARKS AND RECREATION ELEMENT**

### **Issue Statement**

Parks and recreation planning in Park City presents unique challenges influenced by our location, our tourist dependent economy, our fragile environment and diverse residential population. As Park City moves towards an all season resort community and as our permanent population grows, diversity and availability of recreational activities will become an increasingly important asset.

### **Discussion**

The following issues are important for the planning of parks and recreation for our community:

- master planning,
- population trends,
- needs of youth and special interest groups and
- an understanding of current resources and revenue sources, locally and regionally.
- Regional cooperation and utilization of private and public resources

### **Master Planning**

Park City, like many Western mountain resort communities, has unique characteristics that present a challenge for the planning of recreation facilities. Park City has all the needs of a typical well-rounded community. These needs include a full complement of recreation facilities, including parks, athletic fields, and indoor facilities. The Parks, Recreation and Beautification Board (PRBB) is comprised of citizens appointed to the Board by the City Council. The Board meets monthly to review recreation plans and to set guiding principles for the City Council to consider prior to adoption of matters pertaining to parks and recreation.

In response to the changing recreation needs in the community, a Parks Master Plan was developed in 1999. The Plan provides a factual basis for future recreation policy decisions. The Plan was developed from a 1998 opinion survey of Park City residents. Over 6,800 surveys were mailed and approximately 1,000 were returned (16% response rate). The respondents were mostly homeowners (79% compared to 21% renters), and 81% were City full time residents (19% were City part-time and Summit County full- and part-time residents). The Plan also surveyed the existing facilities available to Park City residents and outlined future recreation facility needs.

The Plan's recommendations set the framework for policy and action plans outlined in this General Plan Element. The Parks Master Plan was adopted by the City

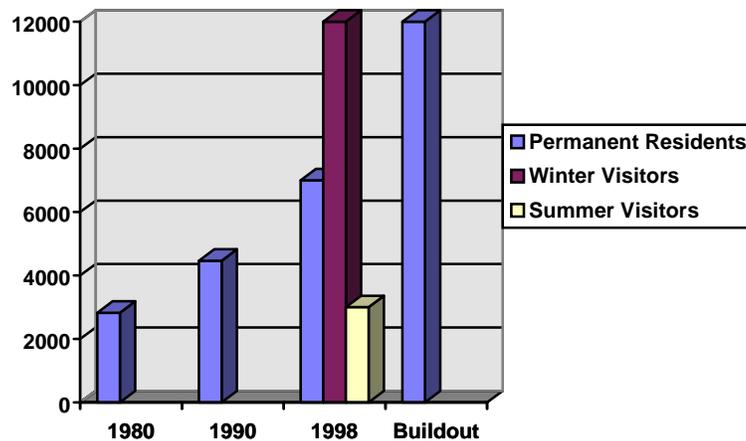
Council in 1999 and is included as a supporting technical reference to this General plan element.

## Population

The population of Park City includes a significant number of tourists, visitors and second-home owners. The actual population of the community averages about 7,000 to 10,000 per day during the summer and as high as 25,000 per day during peak ski season or special events. The tourist base of the population is projected to remain constant or grow slowly over the next two decades. Tourism has allowed the community to offer a level of public services more like those of a city with a population of 20,000 residents.

Figure 1 shows the growth in permanent resident population from 1980 to projected build out of the city.

Figure 1. Growth in Permanent Residents, Winston & Associates 1999



Recreation plans must address the needs of the permanent residents, including all income levels and family sizes, providing the physical and leisure outlets necessary for a healthy community. This includes a significant portion of the City's service workers B those that staff the kitchens, laundries, cleaning crews, etc. This population is essential to the functioning of any community, but especially so for a tourism economy that is service-oriented. While Park City charges for most of its recreation programs, the City currently has a scholarship program to make sure no youth are denied participation based on ability to pay. It is important that Park City make a concerted effort to offer its recreation programs to all the residents of the community, being particularly careful that income not be an obstacle to participation.

Visitors typically come to visit Park City's major resort destinations not local public recreation facilities, but these municipal facilities do play a role in tourism: concerts

and reunions/picnics in City Park, athletic events, the Racquet Club, and the City's trail system.

### **Youth and Special Interest Groups**

A facility for teens was the recreation desire most often expressed by the public, through casual conversations, public meetings and the public opinion surveys. Many of the survey comments were about activities for teens. A "Teen Center" was given strong support in the opinion survey, particularly in light of the fact that teens were not highly represented in the survey respondents.

Teen centers, as stand-alone facilities, have not been well utilized or successful over time, either in Park City or other communities. One of the key reasons is that "teen" is not a homogeneous group. Like the rest of the population, teens vary dramatically in interests, abilities, and needs. An effective "teen center" is less a specific facility and more a general attitude toward recreation variety, quantity and quality.

Good facilities and programs are a 'teen center', provide as many as possible."

*1998 Survey response*

One of Park City's key objectives is to provide a range of facilities and programs that appeal to the variety of needs and interests of teens. This includes the traditional recreation facilities (tennis, softball, basketball, etc.); facilities for newer recreation venues such as skate parks, climbing walls, roller hockey rinks; and more passive activities. These facilities need to be placed in locations that will be conducive to use by teens. Typically, this means congregated with other activities so that there is strong draw from the multitude of activities, and/or in a public setting. Seniors in Park City are also a special interest group that needs targeted programming and specialized activities.

### **State and Federal Resources**

Although limited, state and federal land within Park City provides important open space and recreational park opportunities. It is important that Park City actively participate in the management and planning of these areas. As these areas face increasing external pressure to develop, Park City's local land use planning should be adhered to.



**Figure 2: Park City and the Snyderville Basin are separated by Quarry Mountain**

### **Local and Regional Resources**

Growth and change has not been confined just to Park City. There has been a comparable explosive growth in the surrounding Snyderville Basin, in both primary and second homes. For many years, this growth outside Park City was given very little provision for recreation. This condition has changed with the formation of the Snyderville Basin Special Recreation District (SBSRD).

In 1995, the SBSRD created its own Recreation and Trails Master Plan identifying potential locations for proposed parks and trail corridors. Pursuant to that plan, the SBSRD has currently developed a sports field complex at the Ecker Hill Middle School, and a basin-wide community park at Trailside Park that consists of 3 playgrounds, 2 multi-purpose fields, basketball and volleyball courts and picnic pavilions. The SBSRD is also developing portions of the Millennium Trail that will eventually serve a significant portion of the Basin.

Even with the new District recreation facilities, it will take some time for the SBSRD to catch up to the recreation needs of all of the Basin residents. Residents living outside the City will continue to use and may even put even greater pressure on Park City's already-strained recreation facilities.

Park City and the SBSRD cooperate in a variety of recreation programs. Youth from Park City and the SBSRD participate jointly in the Western Summit County Youth Sports Program. The Youth Sports Program includes soccer, baseball, and basketball and is managed by Park City Leisure Services. The trend over the last 10 years

shows an overall growth of the Youth Sports Program, with increasing participation by County youth while Park City's participation appears to be declining.

Park City Municipal Corporation retained Wickstrom Economic & Planning Consultants, Inc., in 2001 to re-evaluate Park City's Recreation Fund, including the fund's financial structure and factors that influence the manner in which Park City will offer recreational services in the future. Park City is concerned not only with offering youth and adult programs to residents, but also a high level of recreational services to its visitors that allow it to compete with other world-class resorts as a year-round tourist destination. The report examined programs and trends in other resort cities, as well as cities in Utah, including funding structures for recreation programs and facilities, specific programs and policies, service and funding levels, and opportunities for privatization of various recreational services. Recommendations from the report include raising fees to cover costs and the investigation of shared revenue sources with other governmental agencies.

Appendix A inventories the City's recreation facilities, including the school facilities that are used in whole or in part. These facilities are generally felt to be inadequate to meet today's needs.

The following provides a brief description of services provided at each City recreation resource:

#### Golf

Park City's 18 hole golf course is located on lower Park Avenue, near the base of the Park City Mountain Resort and is reasonably central to the community. It is a picturesque, par 72 course with tree-lined fairways and numerous ponds and streams. The golf course does over 90,000 rounds (9-hole) per year. The attractiveness of the setting makes the Park City course a desired destination for golfers from the Salt Lake metropolitan area. Adjacent development will result in overall changes to the course that is anticipated to benefit the continued success of this municipal asset.

#### Racquet Club

The Racquet Club has played an important role in Park City recreation for many years. Even though the facilities are aging, they still have a significant useful life and represent value for the community.

Park City's primary public swimming facilities are outdoor pools located at the Park City Racquet Club on Little Kate Road. They consist of a 25-yard, six-lane competition pool, a 20-yard by 15-yard recreational pool, baby pool, and a Jacuzzi.

The City provides 11 tennis courts at the Racquet Club and two at City Park. A number of private clubs and condominiums also provide tennis courts. The public opinion survey responses, and staff assessments, indicate that the supply of tennis facilities appears to be satisfactory.

The Racquet Club provides one indoor gymnasium. Indoor recreation was cited as one of Park City's biggest deficiencies in the 1999 Winston and Associates study. All of the available facilities are used to a very high degree. The public opinion survey reflects only a modest demand for indoor recreation (other than ice and pool facilities). This could be the result of demand being stifled by the lack of facilities, forcing people to pursue other activities.

As one of the older City facilities, the club has suffered from over-use and is in need of significant repairs and upgrades for continued success in the twenty first century.

### City Park

City Park provides sports fields, tennis, volleyball and basketball courts, a childrens' playground, baseball field, Miners' Hospital Community Center and a skateboard park. City Park's strengths include: (a) its proximity to Old Town, (b) its visibility from Deer Valley Drive, (c) the presence of Silver Creek, (d) the presence of Miners' Hospital, and (e) the active play on the sports fields. On the other hand, its heavy use by residents from all over the valley, makes it auto-oriented and parking is often congested and its proximity to downtown creates a large demand for public events (fairs, sponsorship events, large group picnics, etc.) adding to congestion, restricting use by drop-in users, and reducing the ability of the natural systems to rejuvenate.

In a sense, City Park is being loved to death. If the park is to survive ever increasing use its role and function needs to meet the current needs of the community.

Pedestrian uses should be the focus of the park and transit should be coordinated to minimize the impacts of automobiles on the park. The Parks, Recreation and Beautification Board, and City Council continually re-evaluate the changing role of City Park and has prepared a specific Master Plan for its operation. This master plan should be reviewed annually in order to keep pace with the changing needs of the community.

### Ice Arena

For the last several years discussion has centered on the need for an ice arena in Summit County. Several residents utilize leagues in Salt Lake and have argued for the need for a more centralized regional facility. Currently the community has one small private outdoor seasonal rink operated by Park City Mountain Resort that is primarily utilized by tourists. In the Survey, the requests for an ice rink ranked high. Recent bond issues supporting ice facilities in the City and in the Snyderville Basin have passed, thereby creating opportunity for the joint cooperation of a facility in the

area. The City supports efforts toward creating a regional ice facility, with reasonable proximity to the resorts that serve both residents and visitors, and will continue to participate in discussions with the Snyderville Basin Special Recreation District toward this end.

#### McPolin Farm

The City purchased the historic McPolin Farm in 1990. The property consists of a barn, a restored farmhouse cottage, a renovated shed that has a small meeting facility with restrooms, open space and recreational trails. The area is considered an historic site and a citizens advisory group called the “Friends of the Farm” monitors development plans for the area. The trails are used for both winter and summer recreation. The farm is located on the City's main entry corridor and provides an important visual resource as well. In 1995, the City Council adopted an entryway corridor plan that addressed proposed uses for the farm, and surrounding open space areas. This plan continues to be the guiding document for the programming of the farm. As prescribed under the plan, the area will continue to be used for limited recreation uses, special events and as an important scenic visual entrance to the City.

#### Gilmore Parcel

Park City owns a parcel of land on the northeast quadrant of the City known as the Gilmore Tract. The land was purchased and is designated on the City's Land Use Plan map as primarily open space. A portion of the property, near the Highway 248/US40 interchange is designated for Institutional use and could be considered for both active and passive recreation facilities, including a sports field complex and/or a recreation center (gyms, ice arena, swimming facilities, etc..).

#### Sports Fields

Soccer has historically used fields at City Park (1), North 40 (2), Park City High School (1) and Treasure Mountain Middle School. The youth soccer program has grown from 250 participants in 1988 to over 1,200 participants in 2000. The participation is approximately equally divided between boys and girls. About 30% of the participants are City residents and 70% are County residents.

There are 400 youth and 900 adults (approximately 50 teams each) in the baseball program. The SBSRD joined with the Park City School District to develop 4 new sports fields at Ecker Middle School. Two of the fields are combination soccer/baseball fields. Development of new field facilities continues to be a priority of both the City and the County.

#### Trail Facilities

Trails are a significant asset to the Park City community. They provide recreation and transportation to residents, and offer a valued, memorable experience to guests. They contribute to the general quality of life in the community. Trails ranked second in importance in the public opinion poll. In other mountain resort communities,

surveys of guests usually rank the trail system (walk, jog, bike) as one of the most highly valued summer amenities.

The Park City Trails Master Plan has been developed to achieve the City's Trail Objectives and Policies (See References and Technical Documents). The primary objective of the Trails Master Plan is to create an enjoyable, safe, attractive and educational trails system. The trails system consists of three parts: 1) an internal, looped system within the City with connections to major community destinations, 2) connections to County trails and other regional trails outside of the City, and 3) the provision of adequate trailhead parking where feasible.

As the Park City area urbanizes and as infill is constructed there has been an increased demand for multi-use trails to: provide safe access for children to schools, provide recreational opportunities, and provide alternative transportation. The Park City trails system will help to mitigate growth and development by providing open space corridors, greenways, and supporting the City Council's policy concept of "no net loss of amenities".

The Snyderville Basin Special Recreation District (SBSRD) has developed an extensive plan for trail development throughout the District. Several of these trails connect to Park City: the rail trail to the east, Round Valley to the east and north, and mountain trails to the west. An effort should be made to coordinate Park City's trail priorities with any SBSRD trails to which they might connect and create an even greater network.

## **Intent**

Park City's parks and recreation system must strive to serve several populations; each with its own unique needs and desires.

## **Policies**

The following policies and subsequent action plans have been developed to guide the community while considering projects and programs which will enhance leisure activities and the quality of life for all the City's residents and guests.

### **Parks Policies**

- As opportunities are available, expand and maintain existing parks.
- To maintain current levels of recreation service to city residents.

- Develop a clear vision, with citizen input, for the long- term mission of City Park.
- Provide opportunities for review, input and mitigation measures to the Parks Master Plan by neighbors in proximity to park uses.
- Address the recreation needs of a population that is evolving into a more diverse community, while continuing to respond to the important role that seasonal guests will continue to play in the community.
- Work with surrounding communities, and the SBSRD to assure that responsibilities to provide recreation facilities are shared equitably and that duplication is minimized.
- State and Federal lands should be considered for local acquisition for park land and open space, prior to the sale, auction or trade to private development interests.

### **Trails Policies**

- Develop the Park City trail system to be a safe, multiple-use trail system that is functional, aesthetically pleasing, educational, and is sensitive to the natural habitat on which it is located.
- Coordinate trail priorities and planning with SBSRD and the Mountain Trails Foundation to maximize the potential for a broad system so that connecting linkages are developed concurrently.
- Use environmentally sensitive and "user-friendly" standards when developing trail systems.
- According to identified priorities, acquire and develop trail corridors in existing developed areas.
- Consider a variety of alternatives for the acquisition of trail corridors, including: purchase, donation, or condemnation of fee title, easements, leases or other possessory interests.
- Renew lease or otherwise acquire Gambel Oak Park from the Bureau of Land Management, U.S. Dept. of Interior.

## **Facilities Policies**

- Develop priorities, with input from the Parks, Recreation and Beautification Board, on an annual basis, for balanced fiscally responsible use of the City's facilities.
- Utilize the Entryway Corridor Master Plan to provide guidance for the use of the open space and facilities, such as the McPolin Farm, in the Highway 224 corridor.
- Work to develop a regional plan for the entry corridor to the City on Highway 248.
- Investigate the possibilities for targeted recreational services and programs for special interest groups such as youth and seniors.

## **ACTIONS**

### **Parks Actions:**

- Create an overall plan for the creation of new parks and recreational opportunities throughout the City. Partner with community groups and possibly create a Neighborhood Advisory Committee to facilitate and encourage appropriate utilization and appreciation of all park assets.
- Maintain a current Master Plan for City Park that utilizes the existing assets of the park and that also balances impacts on surrounding residential neighborhoods. Re-evaluate the plan and implementation components of the Master Plan on an annual basis.
- Locate and reserve land for parks and facilities that will be needed as the population increases.
- Identify funding sources for the continuation and expansion of programs and acquisition of land and/or improvements to facilities.
- Develop a plan to construct new neighborhood parks, as opportunities become available, to serve the existing and future demand for recreation throughout the community.

- Coordinate the development of park planning with the Transportation element and encourage uses that maximize non- auto dependent uses.

**Trails Actions:**

- Investigate the possibility of consolidating administration of trails development activities (planning, construction, maintenance) into a single department.
- Seek alternative funding sources and mechanisms for the development of trails, grants, special districts, transportation funds, joint funding with other jurisdictions or agencies, exactions, and various taxing mechanisms.
- Incorporate trail systems into new developments.
- For trails in visually or environmentally sensitive areas, special location and/or construction methods should be used to avoid or minimize environmental or visual impact to: wetlands, highly visible hillsides, areas with significant vegetation, highly erodable soils, unstable and/or steep slopes and ridgelines.
- Connect neighborhoods with important resident and visitor destinations. Important destinations in the community which should be considered include: Main Street, resorts, shopping, bus stops, schools, recreational rental facilities, the library, convention facilities, trails, historic sites, and city parks.
- Work with landowners in order to obtain public access to important existing and desired trail corridors. Assure adjacent landowners reasonable measures for privacy.
- Guarantee public access through the dedication of public trail easements. Wherever practical, trail easements should be separated from streets and roads.
- Ensure dedication of trails to the city or another governmental entity in order to bring a trail under the City's liability umbrella, the same as for streets and other public areas.
- Update the Trails Master Plan Map to reflect the needs, and opportunities, for new trails in the spring of 2002.
- Incorporate adequate trailhead access and signage for all users into the development of the trail system.

## **Facilities Actions:**

- Provide facilities and activities that will contribute to the enjoyment of the resort experience of the guest visitors.
- Commission a feasibility study for redevelopment of the Racquet Club, including interior and exterior spaces.
- Convene a panel comprised of City, SBSRD and Park City School District leaders to address District-wide community use of facilities and leisure recreation programs.
- Empower the Golf Advisory Committee to explore the future possibilities of public golf in the area in conjunction with the SBSRD.
- Create a multi-jurisdictional task force to explore the feasibility of an Ice Skating facility.
- Update and modify the Entryway Corridor Master Plan, in conjunction with the Friends of the Farm Advisory Committee, to reflect community attitudes and priorities relating to use of the McPolin farm structures within the framework of the open space goals of the original use policies.
- Coordinate a joint planning effort with Summit County to develop an Entry Corridor Master Plan for the Highway 248 corridor.
- Consider convening a regional citizens advisory group to assist in Open Space planning decisions.
- Investigate the need for a Seniors Advisory Group to assist the City in specific leisure services needs.

## **References and Technical Documents**

1. Park City Recreation Facilities Master Plan, Winston & Associates, adopted 1999
2. Park City Recreation Fund Analysis Wickstrom & Associates, February 2001
3. Park City Golf Review Wickstrom & Associates, January 2001
4. Park City Trails Master Plan Park City Municipal Corporation
5. Trail Objectives and Policies Park City Municipal Corporation
6. Master Plan for City Park, 2000 Park City Municipal Corporation
7. Entryway Corridor Master Plan, 1995 Park City Municipal Corporation

## **Appendices**

- A. Table - Recreation Resources

INVENTORY OF EXISTING FACILITIES	City Parks							School Facilities			Total Facilities	
	City Park	Prospector Park	Rotary Park	Library Park	Racquet Club	North 40	Osguthorpe	City Total	Park City H.S.	Treasure Mtn. M.S.		Ecker M.S.
<b>Parks (acres)</b>												
Neighborhood		1.8	6.0	2.0				9.8				9.8
Community	7.1				7.0			14.1				14.1
Total Active	7.1	1.8		2.0	7.0	7.7		25.6				25.6
Total Passive/O.S.			6.0				50.0	56.0				56.0
<b>Outdoor Facilities</b>												
Skateboard park	1							1				
Playgrounds	1	1						2				2
Basketball courts	1							1				1
Tennis courts	2				7			9				9
Volleyball courts - sand	4							4				4
Soccer/football fields	1					2		3	1	1		5
Softball fields	1							1	1	2		4
Baseball -- Little League								0	2	2		4
Baseball -- Youth, T-ball				2		2		4				4
Swimming - Leisure					1			1				1
Swimming - lap pool					1			1				1
Ice skating rinks								0				0
Pavilions	2		1					3				3
Gardens, nature areas	2			1	1			4				4
<b>Indoor Facilities</b>												
Gymnasiums					1			1	2	1	1	5
Swimming pools								0		1		1
Tennis courts					4			4				4
Weight training center					1			1	1			2
Climbing walls								0				0
Aerobics/dance					1			1				1

APPENDIX A

## **XII. HISTORIC PRESERVATION ELEMENT**

### **Issue Statement**

Park City attracts tourists and new residents from all over the world. In numerous public surveys, residents proclaim that the community's character is fundamentally due to the allure of the Park City Historic District. More than 200 historic residential and commercial buildings in the community are listed on or potentially eligible for inclusion to the National Register of Historic Places. This serves as tangible evidence of Park City's cultural, social, economic and architectural history as one of the three top metal mining communities in the state during the late nineteenth and early twentieth centuries.

Accordingly, Park City has a substantial and significant interest in protecting its historic resources, including regulating new construction within the Historic District. This element focuses on policy statements and an action plan to sustain and protect the architectural significance of Park City through historic preservation.

### **Discussion**

Although skiing may be the primary reason for visitors coming to town, it is because of the numerous historic buildings around town that contribute significantly to Park City's cultural "*sense of place*" which makes visitors want to stay. People enjoy Park City because of the blend between the historic commercial zone and the surrounding historic residential areas. Because of this, Park City retains its small town feel. Residents, old and young alike, are attracted to this community and live here because of the strong sense of neighborhood pride in being a historic mining town.

The importance of Park City 's historic buildings is not limited to merely aesthetics. These buildings also provide a heightened sense of relevance to our past as a community. Built primarily of wood-a handy, relatively inexpensive building material that was readily available compared to brick or stone-most of the historic dwellings were considered to be temporary, containing four rooms or less. Many of these original buildings still stand today as a physical testimony of the past.

Today, many owners of these quaint "temporary" houses (consisting of approx. 1000 square feet and less) seek to make them more accommodating by enlarging the houses to incorporate various contemporary comforts for family and friends. In doing so, numerous small historic houses have been remodeled beyond recognition of their earlier appearance. In other instances, historic buildings are left to deteriorate from neglect to make way for new construction. Hence, Park City's historic architecture is continuously threatened and the remaining physical vestige of the city 's mining heritage will be lost if these actions persist. Therefore, efforts must be taken by the City not to "preserve" the town as a

museum artifact, but to actively ensure the sensitive rehabilitation and continued use of Park City's significant buildings, structures and sites.

The factors affecting the Park City Historic District are varied and have both positive and negative ramifications. The primary factors are associated with the regular maintenance of existing historic properties and the successful infill of new construction within the sensitive area.

### **Preservation Incentives**

The offer of financial assistance to owners is an effective incentive to foster ongoing redevelopment and maintenance. The aesthetics-or visual quality-of Park City is vitally important to our economic success as a resort community. Because of the impact and role aesthetics play in Park City, it is necessary that the City define its role and responsibility in protecting and maintaining the historic aesthetic quality of Park City's Historic District.

In 1987, Park City began to offer matching grants to owners of historic properties to be used toward necessary repairs. Early matching grant awards equaled \$5,000 for residential buildings and \$10,000 for commercial buildings. Since then, the City has awarded more than one million dollars toward the rehabilitation and preservation of numerous historic buildings. The result of these matching funds is evident all over town. Entire city blocks which were once spotted with poorly maintained residential properties, now reflect historical integrity and aesthetic continuity. The funds used to establish this program come from two (2) separate Redevelopment Funds (RDA's). As of 2005, one of these funds (the Main Street RDA, which provides funding for properties south of 8<sup>th</sup> Street) will no longer be available. By the year 2020, the remaining Lower Park Avenue RDA (which provides funding for properties north of 8<sup>th</sup> Street) will no longer be available.

### **Rehabilitation and New Construction**

Since the 1980's, Park City has invested a significant amount of time and money into the Historic District, such as the rehabilitation of numerous historic buildings and the incorporation of many new buildings. Some of these projects were very successful examples of appropriate rehabilitation and compatible in-fill architecture. These accomplishments have in turn fostered the City's evolved theory and approach to issues involving building scale, massing, character and development on steep slopes.

### **Historic Preservation Ordinance**

Park City has supported the protection of its Historic District by creating the Historic District Commission (HDC), and by initiating specific design review policies and procedures. All property within the Historic District is regulated by the Land

Management Code. It is a goal of the City to implement strategies to promote and ensure public awareness of the pending legislative changes and general knowledge of historic preservation regulations and incentives.

### **Park City Historic District Design Guidelines**

Park City citizens feel strongly that the core of Old Town must continue to provide a blend of new and old buildings, while also functioning as an attraction for tourists. In 1983, the City Council adopted the Park City Historic District Design Guidelines. The purpose of the Guidelines is to identify specific design-related issues that may affect the District's overall integrity, as well as to define the criteria by which the City will evaluate both proposed changes and new construction. Noncompliance with the Guidelines will result in one's inability to obtain a building permit to make the proposed changes. It is a goal of the City to implement strategies to promote and ensure public awareness of the pending legislative changes and general knowledge of the Guidelines. The Guidelines are useful, but should be reviewed and updated on a regular basis.

### **Demolition-by-Neglect**

The term "demolition by neglect" refers to the gradual deterioration of a building when routine or general maintenance is not performed on a regular basis. The deterioration of any property (or element/feature thereof) has a detrimental effect upon the overall character of the Historic District, as well as the property values within the surrounding area. The City promotes the protection of historic buildings and sites from Demolition by Neglect by encouraging owners to maintain their properties by making routine repairs at an early stage in the deterioration process before serious defects occur. It is a goal of the City to implement strategies to promote public awareness of the characteristics of Demolition by Neglect and general knowledge of historic preservation.

### **Intent**

The Historic Preservation Element recommends methods to sustain, enhance and protect the historic buildings, structures, sites and aesthetic qualities of the Park City Historic District.

Accurately identifying the physical attributes and features that make Park City appealing as a place to visit and live is essential to maintaining a healthy and strong local economy as a resort town. Most important, the creation of incentive programs will encourage owners to maintain and rehabilitate their historic properties, while also stimulating a broad-based level of community participation. These actions will not only sustain local heritage, but significantly contribute to the area's fiscal health. Success in developing a

balance between economics and historic preservation should include the following efforts:

1. Foster a strong sense of community awareness of the importance of the Historic District;
2. Develop innovative, fair and consistent design review policy and guidelines;
3. Propagate sensible protection of the area's historic architecture;
4. Encourage sensitive rehabilitation and quality in local rehabilitation efforts;
5. Promote the incorporation of architecturally-compatible new construction within the Historic District; and
6. Develop and offer financial incentives to property owners towards the regular maintenance of their historic buildings.
7. Strengthen customer service relations to facilitate a streamline and convenience design review process.

## **Policies**

The following policies are suggested to address the preservation objectives of Park City as the community continues to grow and prosper.

### **Historic District Policies**

- Identify those buildings, structures and sites in Park City which are historically significant, historically contributing, and historically insignificant to the Historic District.
- Enact regulations to protect those buildings, structures and sites in the Park City which are historically significant and contributory to the original character of Park City.
- Support preservation efforts toward buildings, structures and sites in the Park City which are historically significant and contributory, including their rehabilitation and continued use.
- Encourage the continued use of those buildings, structures and sites in the Park City which are historically significant and contributory to the original character of Park City.
- Involve the real estate sector and general public in promoting preservation within the Historic District.

### **Preservation Incentives Policies**

- Research, identify and utilize existing financial incentives for historic preservation being offered to communities by federal, state and private institutions.
- Research, identify and utilize potential supplemental funding available in order to continue offering existing financial incentives for preservation such as the HDC matching grant program.

### **Land Management Code - Chapter 4, Historic Preservation Policies**

- Educate elected officials as well as the general public of legislative changes affecting the Historic District.
- Support and maintain a high standard of qualification and expertise in the field of preservation for Historic District Commissioners and staff persons involved in the design review process.
- Respect and be aware of Park City 's natural environmental constraints such as steep slopes, significant vegetation and other factors when land is developed.
- Integrate the goals and priorities of historic context into the broader planning process.

### **Park City Historic District Design Guidelines Policies**

- Educate elected officials as well as the general public of the purpose of the Guidelines and knowledge of the benefits to preservation.
- Seek to improve the outcome of design projects in Old Town by ensuring the support of the regulations outlined in the Guidelines.
- Enhance the quality of growth and new development in town.
- Provide a clear, simple and objective basis for the decisions of the Historic District Commission of design review.
- Encourage architects to create new buildings that will become landmarks for future historical designation.

- Ensure that the character of new construction that is architecturally-compatible to the existing historic character of Park City.
- Increase public awareness of design issues, concerns and options.
- Encourage sensitive development on steep slopes.
- Increase the awareness among adjacent governmental jurisdictions (e.g. Summit County, Wasatch County, etc.) of the preservation issues and projects having a potential adverse impact on Park City's historic character, economy, and quality of life.

### **Rehabilitation and New Construction Policies**

- Reduce loss of existing historic material and reduce construction waste in nearby landfills through the rehabilitation and repair of existing construction, encouraging recycling, etc.
- Encourage early consultation with Staff to foster strong communication throughout the planning and construction process.
- Support architectural compatibility with the historic character of the area and maintain visual quality.
- Recognize and preserve the architectural uniqueness of Old Town as a whole.
- Promote the use of new technologies within the fields of both new and rehabilitative construction that meets or exceeds national Federal standards for historic preservation.

### **Demolition-by-Neglect Policies**

- Educate elected officials as well as the general public of the characteristics of Demolition by Neglect.
- Work pro-actively with the Building Department to clarify required maintenance, economic hardship and demolition standards, and procedures.
- Develop incentive packages to discourage demolition based on claims of economic hardship.
- Mitigate valid economic hardship claims.

- Build partnerships with adjacent governmental jurisdictions (e.g. Summit County, Wasatch County, etc.) to implement a regional approach to demolition-by-neglect.

## **Actions**

### **Historic District Actions:**

Celebrate Old Town 's unique character, its evolution of architectural styles (diversity), its shared characteristics with others (i.e. height, scale, facade proportions, materials, etc.) that give it a historic "sense of place" and unity.

- Maintain support and financial assistance for the Park City Museum, and of other organizations or events that celebrate the heritage of Park City.
- Ensure a sufficient quantity and variety of parks and open space to foster a the scale and "neighborhood feel" throughout the Historic District.
- Support the incorporation of beautification improvements to public streets, utilities, and existing open space (such as pocket parks along public rights-of-way), including intersections and other areas within the Historic District.
- Educate elected officials as well as the general public of the importance of the Historic District, and the positive impacts of historic preservation.
- Encourage collaboration among individual neighborhoods within the District regarding historic preservation and provide meaningful opportunities for citizen input during the adoption of historic legislation.

### **Preservation Incentives Actions:**

- Identify sustainable funds or other resources to subsidize and replace the current matching grant program, as well as to foster other financial incentives.
- Develop and implement other financial incentives for preservation (e.g. low-interest loan programs, local tax credits, sales tax waivers, rebates for rehabilitation construction material, etc.).
- Continue providing general appropriations towards existing preservation incentive programs.

- Consider the formulation of bond issues in association with existing programs, or existing state ' s bonding authority to help underwrite the rehabilitation of historic buildings.
- Consider instituting other funding initiatives to help underwrite the rehabilitation of historic buildings (e.g. real estate tax for surrounding non-historic areas, mortgage registration fees when houses are bought and sold, etc.).
- Enter into cooperative agreements with state and federal agencies which own any property with historic buildings, structures and sites in Park City to manage and/or acquire such property consistent with the policies herein.
- Establish a committee or encourage an existing group (e.g. Historic District Commission, Historical Society, etc.) to publicly recognize entities and/or individuals for their outstanding work in the historic preservation process.

**Land Management Code - Chapter 4, Historic Preservation Actions:**

- Participate in the Internet by maintaining a current listing of preservation regulations, etc.
- Establish workshops and/or "open houses" to promote awareness and involve the public prior to taking action to adopting any changes in legislation.
- Amend the Land Management Code, as needed, to address the outstanding historic preservation issues raised in this element of the General Plan.
- Improve the Land Management Code and design review mechanisms for preservation planning to promote clarity in the design expectations of construction projects.
- Improve regulations which pertain to the procedure of design review affecting those buildings, structures and sites within the Historic District, including the processes for determining historical significance, economic hardship, demolition and demolition-by-neglect.
- Preserve the aesthetics of sensitive historic areas through zoning regulation, and the acquisition of historic lands/buildings, etc. as opportunities and finances become available.
- Maintain and refine lighting standards to preserve a visible night sky.

- Write regulations in a simple and clear manner.

**Park City Historic District Design Guidelines Actions:**

- Participate in the Internet by maintaining a current listing of Historic District Design Guidelines, staff reports for pending HDC meetings, zoning regulations, etc.
- Establish workshops and/or "open houses" to promote awareness and involve the public prior to taking action to adopt changes to the Historic District Design Guidelines.
- Rewrite the Historic District Design Guidelines to address current developmental issues within the Historic District.
- Present the Guidelines in a more comprehensive and user-friendly format. Ensure amendments to the Guidelines that avoid duplication or confusion.
- Communicate a good understanding of the purpose for the Historic District Design Guidelines in terms of type of architectural compatibility that is being sought regarding existing and new construction (e.g. traditional infill, contemporary, or replication) within the Historic District.
- Indicate which approaches to design are encouraged and discouraged by the community to preserve the historic integrity of the Historic District.
- Encourage future hillside development that it is clustered at the base of the hills and stays off ridge lines within the Historic District.
- Encourage alternatives to the use and reliance of automobiles, and discourage the use of hard-surfacing in highly-visible areas on properties within the Historic District.
- Guide development to create a smooth transition between commercial and residential areas within the Historic District.
- Preserve existing aesthetics (including open vistas and natural stream corridors) of the entry corridors leading into the Historic District.
- Protect existing significant natural vegetation and require new vegetation to compliment the existing vegetative character of sites within the Historic District.

- Maintain large expanses of open space within the Historic District in its existing condition.
- Maintain and enhance trails and open space linkages within the Historic District.
- Review and establish criteria for reviewing the use of new technology, and for handling sensitively utilities, infrastructure, etc. within the Historic District.

**Rehabilitation and New Construction Actions:**

- Maintain a staff that is capable of providing technical assistance to applicants during the planning and construction process in order to promote sensitive rehabilitation efforts within the Historic District.
- Mitigate impacts of development on steep slopes.
- Provide regular inspections and general project follow-up to ensure compliance with city regulations and project conditions of approval.
- Utilize and promote existing recycling programs that serve our residents and visitors to reduce the amount of material currently being deposited in land fills.

**Demolition-by-Neglect Actions:**

- Provide City funding for the enforcement of Uniform Building Code requirements that has not been available in the past, nor is currently available.
- Monitor and enforce demolition-by-neglect provisions.
- Work with owners to identify and mitigate neglect relating to the long-term maintenance of historic properties.
- Assess incorporation of demolition-by-neglect provisions into the existing LMC to help identify and catch potential demolition and hardship applicants before the building reaches an unsalvageable state or condition.
- Implement incentive packages to discourage demolition based on claims of economic hardship.
- Provide funding of a minimum maintenance program (as described in the Uniform Building Code and Uniform Housing Code) for mitigating demolition-by-neglect.

**Park Bonanza Planning District  
Park City General Plan - Supplement  
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## 1.0 Background

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The Park City General Plan is a policy document that forms the basis of the zoning and development regulations within the Park City limits and provides land use planning direction for those areas within the Park City Annexation Declaration area. The current General Plan has been under on-going updates on most of the elements of the plan since the 1997 General Plan was adopted.

The area encompassed by the designation of the Park Bonanza district has been cursorily considered in the General Plan within descriptions of other planning areas and in the separate Transportation element of the General Plan. Very little specific direction exists for the Park Bonanza District Planning Area.

*The purpose of this document is to provide more detailed policy direction for the protection and development of properties within the district consistent with the overall General Plan, Land Management Codes, and policies and direction of the Park City Council. The adoption of the Park Bonanza Planning District Supplement to the Park City General Plan adds the policy direction to the specific elements of the General Plan. Until the overall General Plan is edited or revised, this document will append to the General Plan.*

### **General District Description**

The Park Bonanza District is the oldest commercial district outside of the historic Main Street area. As a planning area, the boundaries of the district are Bonanza Drive to the East, Park Avenue to the west and Kearns Boulevard to the north and Deer Valley Drive to the south. The district includes those properties along both sides of Bonanza from Iron Horse Drive to Kearns.

The area is currently a broad mix of land uses from resort commissary and parking, to shops and restaurants, banking, public works buildings and the former lumber yard. Other uses include storage area, small art and consignment shops, banks and real estate offices. The one, in town, movie theater is within the area as well as one of the two main grocery stores. The area is currently zoned General Commercial (GC) and Light Industrial (LI).

The area includes housing along Kearns Boulevard and within the Rail Central project. Portions of the area are referred to the North of Main Area (NoMa) by a large percentage of the business and property owners in the area. NoMa functions as a joint marketing vehicle and forum for NoMa members to discuss business development.

### **District Issues**

Because the Park Bonanza District includes such a broad array of uses and provides services to the community at large, the District is an important part of the commercial life of Park City. The District is under pressure from competing

commercial projects outside of the city, exemplified by the closure of the lumber yard last year. Movie theaters and restaurants in themed mall atmospheres have developed near the junction of the interstate and the state highways that form the entry corridor to Park City.

Local restaurants and shopping continues to be an active part of the district, despite commercial competition from the junction areas. The cost of rental space in the district is less than the Main Street area, and parking is generally available.

The District is central to the daily flow of traffic to the resort areas and to the Main Street area. Four of the City's six stop lights are located on the District Boundaries. Many intersections and driveways affect the flow of traffic in the District and to the resort areas and Main Street.

Several of the buildings and developments have undergone redevelopment in the past 5 years, including the Rail Central Project, the theater complex, and the Centura Emporium project. These projects represent significant efforts by the private sector to provide community level services in this area.

## 2.0 District Objectives

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The overall objective for the Park Bonanza District is shown below:

**The District will primarily continue to serve the needs of the residents and visitors to Park City, consistent with changing consumer demands for services, restaurants, shopping and housing. Local businesses will be strongly encouraged. National brands will not be prominent in design or placement. The District is intended to act synergistically with Main Street, by providing a different lifestyle and commercial environment. Differences will be evident in architecture, urban design, and mix of commercial and residential uses in the District. The more detailed objectives for the area are found in the individual Plan Elements that follow.**

Development or re-development is not required by this General Plan amendment in this District. The intent of this plan is to establish the framework that accomplished the overall objectives of the City and guides land use decisions that affect private property proposals.

Because of the nature of the district as a combination of land uses, changes to the district are nearly inevitable. Changes can either occur by individual parcel, collections of properties or from outside forces, such as increased development elsewhere requiring roads to be widened in the district.

The goals and measures to achieve the overall planning objective for the district is to identify those elements that should be incorporated in development plans to guide change in a positive direction.

**For Park Bonanza District a positive direction is defined as increased pedestrianization, maintenance of the attractiveness of local and small business and restaurants, protection of existing housing areas, improved opportunities for a range of new housing, and coordinated direction for re-development proposals. Bicycle and vehicular circulation will be improved. Open spaces will provide for public areas, circulation, activities and community connectivness, with active, passive, natural and urban open areas. Mountain views will be maintained.**

Facilitation of the overall success for the District is achieved by coordination of land use and transportation plans, definition and incorporation of uses that

contribute to the overall success of the District. Facilitation includes consideration for modification of the current City zoning regulations, consistent with the intent of this section and the overall Park City General Plan. Facilitation also includes identifying the opportunities to contribute to the overall quality of life for all of Park City. Housing, shops and services that can be served by the existing transit system, parking areas that can serve the demands of the district plus provide supplemental parking for the resorts and Main Street are examples of the current range of opportunities presented within the district. Facilitation includes the possible identification of projects where City resources can be contributed to assist with overall benefits to the Park City community.

### **3.0 Amendments and Revisions to General Plan Elements**

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The Park City General Plan is comprised of elements related to the management of land uses, future development and growth management. The Park Bonanza District Planning Area Supplement is intended to be appended to the overall General Plan and modify the General Plan as outlined in the following sections.

#### **3.1 GENERAL PLAN ELEMENT I. INTRODUCTION**

No changes required

#### **3.2 GENERAL PLAN ELEMENT II. PARK CITY DIRECTION**

No changes required. The planning direction for the Park Bonanza District is consistent with the stated goals.

#### **3.3 GENERAL PLAN ELEMENT III. COMMUNITY CHARACTER**

- 3.3.1** The Park Bonanza District is included within the Developing Area Policies section of this Element. The current planning direction for the District is consistent with the current Developing Area Policies.

#### **3.4 GENERAL PLAN ELEMENT IV. OPEN SPACE**

Open space in this area is established through the provisions in the Land Management Code for the General Commercial (GC) and Light Industrial (LI) zones. Under basic zoning, the open space on a parcel is determined by the setbacks from the property line. Properties along Park Avenue, Kearns Boulevard and Deer Valley Drive are subject to the provisions of the Frontage Protection Zone, which requires additional Front Yard setbacks and a Conditional Use Permit approval for development within 100 feet of the Right of Way along these streets. Bonanza Drive is not currently subject to the Frontage Protection Zone requirements. In addition to the aesthetic importance of Open Space in this area, Open Space along roads provides a critical function for snow storage for snow storage and for adequate room for sidewalks, bus zones and walkways.

Additional Open Space is required for larger projects that are approved under the Master Development Plan (MPD) section of the Land Management Code rather than simply as an Allowed or Conditional Use within the zone.

- 3.4.1** Open Space requirements would remain as in the current code to maintain equity between all GC and LI zoned properties whether in the District or in other Planning Areas. Plazas, decks at or near ground surfaces, outdoor seating areas, outdoor displays of public art areas; areas for outdoor music and similar uses are appropriate for consideration as Open Space. These spaces must be open to the public for use. Areas of plazas, decks and outdoor seating areas that are part

of restaurant, bar or other similar uses are not considered to meet the Open Space requirements.

- 3.4.2** The Frontage Protection Zone (FPZ) requirements of a 30-foot setback from Park Avenue, Kearns Boulevard and Deer Valley Drive would be maintained. The FPZ setback of 30 feet should be maintained along both sides of Bonanza Drive to allow for improved sidewalks and snow storage areas. At grade plazas and decks are appropriate within the 30-foot setback as long as snow storage and walkways meet the intent of the other element of the Planning Area. Decks may be up to one foot above grade within the setback area, but grading, and / or berms, may not be used to increase the height of the deck above the elevation of the existing roadway and adjacent properties.
- 3.4.3** Parking that is completely below grade, except for Open Space plaza spaces on the exposed level, not exceeding existing grade level, could be considered between the 30 foot setback area and the zone required setback and can be considered to be appropriate within the Planning Area in an MPD and without entrances and exits on Park Avenue, Kearns or Deer Valley Drive.
- 3.4.4** Within MPD's setbacks between buildings can be reduced to the minimum Fire Code requirements and Open Space combined in the most appropriate area. Snow storage must be considered in determining the appropriate amount and location of setbacks and Open Space.
- 3.4.5** For redevelopment of housing areas, Open Space requirements should not be less than the existing project. Required Open Space could be located within an MPD in the most appropriate location to support all the intentions of the Planning Area.

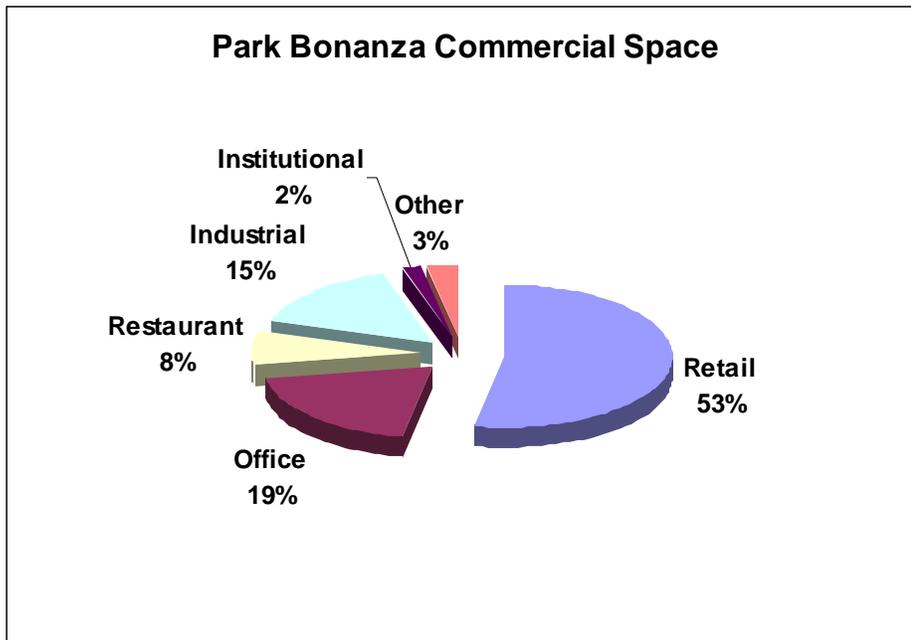
### **3.5 GENERAL PLAN ELEMENT V. LAND USE**

The mix of commercial uses, tenants, retailers and restaurants is critical to meeting the goals and objectives for the district. The mix of uses may change over the course of a project and over the course of time as development proceeds. For this reason, the mix of potential uses and tenants within a proposed project is to be reviewed on a project by project basis by the Planning Commission. The criteria for review is established by the goals and objective of this planning area, combined with the overall General Plan, and policies and goals of the City Council.

- 3.5.1** The objective is to create an atmosphere different from traditional shopping centers, with a mix of local and other shops attractive to residents and visitors to Park City.

The current array of land uses within the GC and LI zoning districts continue to be appropriate uses within the Park Bonanza District. Projects will be encouraged to comply with sustainable design practices noted in Section 3.8.1 and 3.8.2 of the General Plan.

Base upon the most available, recent data, a 2007 private sector study of commercial inventories<sup>1</sup> reports approximately 469,000 square feet of retail, office, restaurant, industrial, and institutional space within the Park Bonanza District – west of Bonanza Drive. This square footage does not include the area of the Park City Public Works Building or Park City Mountain Resort Munchkin site. The portion of the Park Bonanza District east of Bonanza Drive adds an additional approximately 106,000 square feet for a total of approximately 575,000 square feet of these uses. A breakdown of the commercial land use categories in the district is shown in the chart following.



The Park Bonanza District commercial square footage includes large retail tenants:

Albertson’s	57,800 square feet
Sports Authority (Gart’s)	25,000 square feet
Rite Aid	35,218 square feet

By comparison, Jan’s Mountain Outfitters is approximately 12,500 square feet. Commercial buildings with several individual tenants such as the Emporium

<sup>1</sup> James Barth (2007) *Commercial Inventory for Park City and the Snyderville Basin*. Commerce CRG

(19,000 total square feet) and Park City Plaza (18,192 total square feet) produce a raw average of approximately 2,000 square feet per tenant.

- 3.5.2** Future retail and commercial buildings and uses should be generally consistent with the current buildings and tenant size mixes. Big-box retail uses should be discouraged due to potential traffic impacts and the negative effect on other elements of this plan, including open space and walkability.

The district currently has a mix of larger and smaller examples of “big” boxes” (previously noted examples are the Rite aid – 35,218 square feet and Albertsons (57,800 square feet). In the context of this General Plan Supplement, big box retail uses as single tenant spaces over approximately 15,000 square feet are to be reviewed with all of the guidelines in this Supplement for impacts primarily within the Park Bonanza District and adjacent transportation systems. Larger big box project with retail and commercial single users (approximately 15,000 square feet to approximately 25,000 square feet) should be reviewed carefully within the guidelines of the Supplement and overall General Plan for impacts on the overall town. Big box commercial and retail uses between approximately 25,000 square feet and approximately 50,000 square feet (except as replacement for existing buildings) should be considered for impacts on the entire town, but with awareness and consideration of possible more regional impacts on transportation, housing and open space. Proposed projects over 50,000 / 60,000 square feet, will be less likely to meet the guidelines of this section to be “consistent with current buildings and tenant size mix” and would be strongly discouraged. Mixes of uses, and tenant sizes within commercial projects is encouraged. Projects will need to demonstrate compliance with the objectives of this Element and other Elements of the General Plan. The mix will be determined at the MPD stage.

- 3.5.3** Future retail and commercial buildings and uses should be generally consistent with the current buildings and tenant size mixes. Big-box retail uses should be discouraged due to potential traffic impacts and the negative effect on other elements of this plan, including open space and walkability.

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guidelines of the Supplement and overall General Plan for impacts on the overall town. Big box commercial and retail uses between approximately 25,000 square feet and approximately 50,000 square feet (except as replacement for existing buildings) should be considered for impacts on the entire town, but with awareness and consideration of possible more regional impacts on transportation, housing and open space. Proposed projects over 50,000 / 60,000 square feet, will be less likely to meet the guidelines of this section to be “consistent with current buildings and tenant size mix” and would be strongly discouraged. Mixes of uses, and tenant sizes within commercial projects is encouraged. Projects will need to demonstrate compliance with the objectives of this Element and other Elements of the General Plan. The mix will be determined at the MPD stage.

- 3.5.4** The combining of existing smaller tenant spaces to into big box spaces in existing projects or after project completion is further discouraged and will be subject to additional reviews by the Planning Commission under the terms of the General Plan and Land Management Code and especially for impacts due to potentially higher parking demands, changes to employee housing requirements and traffic and transportation impacts.
- 3.5.5** Existing and proposed housing areas should be protected from intrusions of commercial development, through increased commercial setbacks, significant landscaping and routing of traffic and deliveries away from these areas. Reviews of development and redevelopment proposals shall minimize shadow incursions into residential areas. Lighting should also not intrude into residential areas.
- 3.5.6** The design of proposed projects should carefully consider the location, geometry and access of loading and unloading areas. Loading and unloading of delivery vehicles should not restrict travel lane or pedestrian routes.
- 3.5.7** Some variation of building heights is allowed under the Master Development Plan (MPD) provisions of the Land Management Code. The Land Management Code does not specify the heights of buildings that could be conceptually approved under an MPD. Buildings at or below height allowed by the General Commercial and Light Industrial zones (currently up to 35 feet) are most consistent with building heights throughout Park City, with the exception of Main Street and some resort areas adjacent to mountainsides. Small increases in height from the zone height (less than 5 feet) can be considered if the height increase is not applied over the entire building and other considerations of this plan and the Land Management Code are applied. Large increases in building height (over 5 feet) can be considered in compliance with General Plan, if the height increases result in

additional open space areas, protection of sun exposures and minimization of shade on public open space and walkway areas.

- 3.5.8** Additional height is generally more appropriate on the easterly, internal, areas of the planning district. Large height increases are not appropriate along the perimeter of the district, especially along the northern perimeter and adjacent to residential areas. Height increases must result in variations of height within a project and within the Planning District.
- 3.5.9** Potential height increased should consider the protection of mountain views, when viewed from Kearns Boulevard, Bonanza Drive and Homestake Drive. The goal of the view protection is to minimize any reduction of the current views from these roads. This goal is further achieved by locating any height increases within the more central areas of the Planning District and minimizing height along the perimeter.
- 3.5.10** The amount of parking in the district, as required under the existing Land Management Code, appears to be appropriate – that is, there are only a few situations where too much parking (Payless Drugs and Park City Plaza) is found, and some areas where parking and circulation is less than adequate (Iron Horse Drive, Rail Central). Within the Park Bonanza District, it is appropriate to consider “off-site” parking, within the Park Bonanza District if it results in an improved project form and improved walkability. Parking can also be combined in properly located parking garage(s). Combinations of parking from various uses should not result in a reduction of the Land Management Code required parking unless it can be definitely shown that a fewer number of parking spaces is appropriate.
- 3.5.11** The potential for rezoning the existing residential areas from General Commercial to one of the Land Management Code Residential zones would provide additional control over the preservation of housing uses, but could limit potential re-development opportunities for the properties in the future. Property owners and Homeowner associations should take the lead regarding rezoning proposals. The Planning Commission would weigh acceptance of the rezone proposals and City Council using the direction of the Park Bonanza District plan, the overall General Plan and City policies.
- 3.5.12** A range of housing is appropriate within the district. Housing would be reviewed under the Housing element of the General Plan. The objectives are to accommodate some of the employee housing demand generated by local employers, provide for housing opportunities to populate the district with primary residents (as opposed to visitors), and to provide housing opportunities, such as apartments over commercial areas, that are not found in other areas of the city. Housing should be considered in the context of other elements of the General Plan,

including the effects on transportation and Open Space. Market rate housing should not cause the degradation of other elements of the General Plan.

- 3.5.13** Resort type housing units such as time-share and interval ownership products are acceptable but also should not be a dominant element in a project or cause negative effects on transportation, open space or primary resident housing (i.e., changing a condominium project with primary residents as tenants and owners to an interval ownership project. Hotel type uses are consistent with the goals and objectives of the General Plan and should be encouraged, subject to the other elements of the General Plan.

### **3.6 GENERAL PLAN ELEMENT VI. GROWTH MANAGEMENT**

The Growth Management Element describes the planned capacity of Park City for developments and provides planning direction for the potential annexation areas as well as neighborhoods within the City limits. The Park Bonanza District plays a key role in the long-term growth management strategy. First, redevelopment of the district will allow for current and future needs of Park City residents and tourists to be served within the current developed areas, moving some of the potential demand from undeveloped areas, such as Quinn's Junction. Second, by facilitating re-development the City can allow for some additional uses in the area without significant increases in traffic demands. Third, by encouraging a range of housing opportunities in the district, a reduction in demand for this use outside the City is possible. This focus of housing in the City limits reduces the need to extend City Services, such as transit, to outlying areas in order to minimize traffic demands.

- 3.6.1** It should be recognized that the district cannot be the target of all required employee housing projects that will come forward in the future. However, encouraging employee, affordable and attainable housing in this area allows for a population located patronizing the local shops of the area. Other housing types and prices are needed to encourage the young professional, local empty-nesters and artists to the area. Such housing, shops, and development mixes are flexible experiments. Projects should be allowed to proceed if they can show compliance with all the district objectives and criteria.
- 3.6.2** Certain areas of the Planning District are underutilized in terms of types of use and the size of the uses within each parcel. Examples include the former Anderson Lumber site, and the Munchkin parking and commissary site for Park City Mountain Resort. Other areas are overused from their original intent due to lack of parking, inadequate circulation and land uses that are no longer adequately sized for the use. Examples of this situation occur along Woodside Road and Munchkin Road.
- 3.6.3** It is the intent of this plan for the Park Bonanza District that redevelopment embraces change and a reorganization and distribution of land use to meet the other goals of the plan. Maximizing the development potential of each parcel, without direct consideration on the effect on transportation, adjacent land uses and the overall intent to exchange the viability of the entire City is not the intent of this plan.
- 3.6.4** Growth of some land uses in this district can be very important in limiting sprawl of outlying areas by encouraging infill in the Park Bonanza District. Each proposal to develop in the district must be evaluated against all the elements in the Plan including this portion of the Growth Management Element.

### **3.7 GENERAL PLAN ELEMENT VII TRANSPORTATION**

The Park Bonanza District forms the hub of the major transportation corridors within Park City. It is the only Planning Area surrounded by existing transit routes on all sides. It is also on of the few areas with major frontage on the two main routes in and out of town – Highway U-224 (Park Avenue) and Highway U-248 (Kearns Boulevard). With this situation, a careful balance of change, growth and design are required to meet the transportation requirements for the future and reduce the current set of conflicts in the area.

Conditional Use Permits, including Master Planned Developments require that traffic considerations be reviewed when considering approval of a project (Land Management Code 15-1-10 (E)). As an overall policy of the Park City General Plan, the City should continue to develop procedures and processes to evaluate the traffic and transportation impacts of a proposed project adjacent to the project location and on the overall City transportation framework.

The major traffic congestion area is Bonanza Drive. Bonanza functions as both a through route for to and from Deer Valley and Main Street and well as access to the land uses in the Park Bonanza District. The five driveways on the West side of Bonanza and three driveways on the east side of Bonanza cause much of the congestion. Changes in the area land use will change traffic patterns and timing. Re-development and intensification of uses has the high potential to create additional traffic. It is the intent of this element of the plan to accommodate change and some growth but not at the expense of increased traffic.

- 3.7.1** A transportation study, completed under the direction of the City, is required as soon as possible. The study should not be an attempt to only quantify future changes in traffic; rather, the focus of the study should be on feasible mechanisms to achieve the goals of all elements of the Park Bonanza District. Trip generation studies and estimates of Level of Service can be used as underpinnings of the transportation study.
- 3.7.2** Changes in land uses outside of the district will have more of an effect on this district than the changes inside the district. Traffic impacts from land use decisions at Quinn's Junction may force Bonanza Drive toward expansion to four lanes. Shifting land uses to Quinn's Junction, south or eastward will increase congestion on U248 in and out of town and could reduce the positive effect of redevelopment in the Park Bonanza district. For this reason, planning along Bonanza Drive should consider the undesirable effect of a forced widening of Bonanza due to eastward sprawl, but the acquisition of any potential right of way needs not promoted.
- 3.7.3** All Master Planned Development proposals, annexation requests, and "big box" retail proposals (as defined in section 3.5.2) shall include a transportation and traffic impact study and a transportation mitigation plan that adequately addresses the objectives of the other overall Park City General Plan, the Park Bonanza Amendments to the General Plan, with the intent that a proposed project not adversely impacts the City's road and pedestrian network.
- 3.7.4** The location of the district, central to resort and Main Street transportation flows, creates a potential opportunity to locate an inter-modal transportation center and parking area closer to activity areas in the town, rather than more remote locations being considered at Quinn's or Kimball Junctions. With frontage on both U 248 and Bonanza Drive, direct transit access is possible to the resorts and Main Street. Any facility of this type should be the result of detailed transportation information and study of capture rates and reductions of vehicles or vehicle miles traveled. An inter-modal facility accessed from Park Avenue or Deer Valley Drive is discouraged due to current

traffic and turning movements. An intermodal facility in this district allows for shared parking uses, possible remote parking support for the resorts and Main Street. For this reason, City participation may be necessary to consider project potential, users, costs and impacts Careful coordination is necessary between street design, transit and intersections and signalization.

- 3.7.5** Through traffic from Deer Valley Drive to Park Avenue and Deer Valley Drive to Kearns should be discouraged, to prevent disruption of potential neighborhood walking circulation patterns.
- 3.7.6** Every effort should be made to reduce intersections with the roads surrounding the project area. Minor roads and driveways should be combined and directed to acceptable intersection locations. Individual drives and parking accesses should be discouraged and considered for elimination during re-development planning. The desired objective is to smooth the traffic flow along Bonanza and reducing the need for expansion of Bonanza due to developments within the Park Bonanza District.
- 3.7.7** Development within Park Bonanza should be planned so as not to cause Bonanza Drive to be widened. Traffic signals along Bonanza are strongly discouraged.
- 3.7.8** It is possible that that an additional signal may be warranted in the future between Park Avenue and Bonanza on Kearns Boulevard. This signal must be electronically coordinated and synchronized with the existing signal system. To the degree possible, north exiting traffic from Park Bonanza should be routed through this intersection.
- 3.7.9** Roundabouts have been considered over the past 10 years as a solution to intersection difficulties along Bonanza Drive. Redevelopment planning can allow for the roundabouts to be considered seriously. The roundabouts have the potential to reduce intersection conflicts and eliminate the need for additional signalization and driving /turn lanes. They will have the result of slowing circulation on Bonanza Drive. The use of roundabouts should not promote the widening of Bonanza except at the round-about. Adequate geometry is essential to accomplishing successful roundabouts in the planning area and will require close cooperation with adjacent property owners and the City.
- 3.7.10** School bus and transit routes along Kearns Boulevard and Bonanza Drive affect traffic flow due to the lack of turnouts and loading areas. Bus turnouts and protected loading areas should be coordinated with the school district and Park City Transit and incorporated into land plans along these roads.

- 3.7.11** Inadequate space for bicycles exists along Bonanza Drive. Adequate space should be provided or a separate bicycle route planned on internal connector streets in the District.
- 3.7.12** Pedestrian circulation and walkability within the District are key elements to accomplish the overall goals for the district. Sidewalks are required along the entire perimeter of the district. Sign plans, walking routes, snow removal and parking must take in to consideration and illustrate how pedestrian and bicycles are promoted and accommodated in designs.
- 3.7.13** Bonanza Drive presents a significant obstacle to the termination of the Rail Trail and the connection of the Rail Trail to the remainder of the Park City trail system. The City and adjacent property owners need to cooperate to resolve this conflict. Tunnels under Kearns should be considered if roadway and utility conflicts could be resolved.
- 3.7.14** The potential for aerial lift transportation between parking areas and the resorts has been presented as part of private party land use planning in the district. This type of transportation system, or a similar surface guideway system can be considered for future implementation. Considerations of building clearances and alignment will require careful coordination between landowners and the City.

### **3.8 GENERAL PLAN ELEMENT VIII ENVIRONMENTAL**

Redevelopment of the District as planned has the potential to reduce land use sprawl, reduce the potential for remote junction commercial development and over-extension of transit services to remote locations.

- 3.8.1** Sustainable designs for projects sites and buildings are strongly encouraged. Use of formal rating systems (such as LEED™) is not required but can be used to substantiate a sustainable project design.
- 3.8.2** The City Council should consider providing incentives such as building permit fee reductions or priority reviews during the building permit review process for projects that use a documented sustainable design process.

### **3.9 GENERAL PLAN ELEMENT IX HOUSING**

The redevelopment of the Park Bonanza District presents some positive opportunities to meet housing demand in an in-fill process and reduce (however slight) the demand to develop outlying properties. This is especially true for meeting employee housing demands and the desire for resort-urban lifestyles for young professionals and empty-nesters.

- 3.9.1** Care must be taken to balance the housing types, prices and locations of these types of housing to avoid prejudicing an area with a certain type of housing. Proposals should also reference section 3.5.11 of this Park Bonanza General Plan Supplement.
- 3.9.2** Additional housing in the area should not be encouraged to the extent that the other elements in the General Plan are negatively affected, particularly the Transportation Element.