

## City Council Staff Report

**Subject:** COSAC Recommendation- Clark Ranch Terms of Proposed Preservation Easement

**Author:** Heinrich Deters

**Department:** Sustainability

**Date:** March 3, 2015





**Type of Item:** Advisory Recommendation- Property

### Summary Recommendations:

Council should review and discuss the Citizens Open Space Advisory Committee's (COSAC) recommendation associated with the parameters and values of the proposed preservation easement on the Clark Ranch properties. No Council direction is requested at this time.

### Executive Summary:

The Citizens Open Space Advisory Committee will make their recommendations for the proposed preservation easement on the 340 acre Clark Ranch properties, located along the east and west sides of the Highway 40 corridor, south of Quinn's Junction within unincorporated Summit County.

	<b>World Class Multi-Seasonal Resort Destination</b> (Economic Impact)	<b>Preserving &amp; Enhancing the Natural Environment</b> (Environmental Impact)	<b>An Inclusive Community of Diverse Economic &amp; Cultural Opportunities</b> (Social Equity Impact)	<b>Responsive, Cutting-Edge &amp; Effective Government</b>
Which Desired Outcomes might the Recommended Action Impact?	<ul style="list-style-type: none"> <li>+ Accessible and world-class recreational facilities, parks and programs</li> <li>+ Multi-seasonal destination for recreational opportunities</li> <li>+ Safe community that is walkable and bike-able</li> </ul>	<ul style="list-style-type: none"> <li>+ Abundant preserved and publicly-accessible open space</li> <li>+ Managed natural resources balancing ecosystem needs</li> <li>- Economically and environmentally feasible soil disposal</li> </ul>	<ul style="list-style-type: none"> <li>~ Entire population utilizes community amenities</li> <li>+ Community gathering spaces and places</li> </ul>	<ul style="list-style-type: none"> <li>+ Engaged and informed citizenry</li> </ul>
Assessment of Overall Impact on Council Priority (Quality of Life Impact)	Very Positive 	Very Positive 	Neutral 	Very Positive 
<b>Comments:</b>				

### Acronyms in this Report:

COSAC- Citizens Open Space Advisory Committee  
UOL- Utah Open Lands  
EPA- Environmental Protection Agency

## **Background:**

On December 17, 2014 Park City Municipal Corporation finalized the purchase of approximately 340 acres of property from the Florence J. Gillmor Estate, which is commonly referred to as the Clark Ranch. The property is located along the east and west sides of the Highway 40 corridor, south of Quinn's Junction **within unincorporated Summit County**. In January of 2015, Park City Municipal Corporation advertised a request for proposals for qualified firms to establish and steward a possible preservation easement on all or some of the Clark Ranch properties. Utah Open Lands were selected to provide the easement services associated with the project.

Over the past several months, COSAC has met numerous times and discussed possible terms associated with the proposed preservation easement. Specifically, the Committee spent significant time discussing the SS-91 parcel, which is located adjacent to the Richardson's Flat Soils Repository and how a portion of that parcel (approximated 20 acres) might be removed from the proposed easement and provide for other City needs including recreational fields and/or a transportation element 'slip ramp'/access to the Park and Ride lot.

## **Analysis:**

### *COSAC's Role as an Advisory Committee*

COSAC's role is to provide timely recommendations to City Council on the acquisition of open space. Additionally, in 2013, Council asked COSAC to provide input on proposed preservation easements on City owned open space. Late in 2015, COSAC and UOL were nearing completion of their work on a recommendation regarding a preservation easement for Clark Ranch. Staff and the City Manager originally suggested that it may be more effective to bring COSAC's recommendation with the rest of staff's analysis regarding potential municipal uses on Clark Ranch that Ann Ober was heading up with Water, Recreation, Environmental, Affordable Housing, and other staff members. The timing recommendation was based upon consistency with efforts to provide the Council with all relevant information at the time of decision; and to maximize the strength of the citizen board's recommendation at the time of the City Council's actual decision. However, COSAC requested an opportunity to present their recommendation as soon as possible to the Council because: 1) COSAC membership who worked so hard on the issue was changing; 2) there was concern that there was a potential for dilution of their message/recognition of hard work if delayed; and 3) COSAC felt strongly about their responsibility to provide the Council an independent recommendation based upon their technical work and it was up to Council to separately weigh that recommendation with whatever else staff put forth.

### *Why is this important?*

**Future uses associated with the Clark Ranch properties will largely be dictated, in perpetuity, by the terms associated with the proposed preservation easement.**

### *Next Steps*

In recognition of the importance of this Council decision, Council should be given sufficient time to consider this important COSAC recommendation along with a future staff recommendation on municipal needs. Staff is not requesting a decision at this time. Staff respects the important role of COSAC and, in fairness to COSAC, wants to allow COSAC their own work session to present their recommendations for this project.

Additionally, staff believes it is best at this time to continue its work with the Environmental Protection Agency prior to a final Council decision on the Clark Ranch property.

Accordingly, staff will present an analysis of municipal needs – that could include a request to reserve a small percentage of the Clark Ranch property for municipal uses at a future work session. The entire COSAC recommendation and the minutes of this March 3, 2016 City Council discussion will be included in the report for the future work session.

#### *Preservation Easement ‘values’ and ‘permitted/prohibited uses’*

As noted above, preservation easements, first and foremost, preserve conservation ‘values’ associated with property. These ‘values’, are identified by COSAC within the evaluation matrix noted below as Aesthetic, Recreation, Critical Conservation and Community Character. These ‘values’ provide the ‘intent’ of the preservation efforts and are the single most important tool in evaluating the purpose of the easement. Additionally, they are the first ‘filter’, if you will when determining if a use is consistent within the easement area, if the use is not specifically identified within the easement language.

Permitted and Prohibited uses outlined within an easement, provide ‘application of the intent’ and serves as the next ‘filter’, when evaluating a specified use within the easement boundaries. While this list of ‘uses’ can provide great clarity when evaluating proposals, it is difficult to include and/or foresee all possible uses into the list that may be considered in perpetuity. Thus, easement holders often refer to the values or ‘intent’ of the easement.

The COSAC evaluation matrix, which is provided in the recommendation letter, was used to evaluate the Clark Ranch properties. This tool helps guide the discussion from the values ‘intent’ of the easement, through to definitions associated with permitted and prohibited uses.

#### *Utah Open Lands Resource Inventory*

Environmental analysis of the Clark Ranch property has been gathered by Utah Open Lands over the previous year. This report identifies vegetation, wildlife, wetland information, as well as, existing/historical uses on the property. Additionally, UOL has incorporated COSAC’s recommendations into the analysis. Moving forward, staff and UOL will utilize this document in drafting the final language of the easement, in addition to, maintaining a technical analysis of baseline information moving forward.

#### *COSAC’s Clark Ranch Easement Recommendation*

**COSAC has provided a one page ‘position paper’ (Attachment I) outlining their recommended goals associated with the proposed easement.**

On August 25<sup>th</sup> COSAC voted to recommend to City Council the following ‘values’ and physical parameters to the proposed easement. (Exhibit E- Meeting minutes)

1. Aesthetics (primary) and Recreation (secondary) values for the entire area. (Including all of parcel SS-91)
2. Exclude 10 acres as shown on west side for City uses, specifically discussed were senior or affordable housing, and/or essential services such as a fire station.

Additionally, COSAC provided some recommendations on specific 'permitted/prohibited uses'.

1. No transportation element, such as slip ramp, accessing through property from Highway
2. Restriction of structures inconsistent with aesthetic and recreational values as further defined under passive recreation (place definition)
3. The Committee discussed e-bikes and their application to the properties and
4. The Committee discussed using grazing as a management tool under permitted uses but not to identify agriculture as a conservation value.

**Department Review:**

This report has been reviewed by the Sustainability, Recreation, Water, Transportation, Planning, Legal and Executive Departments. All comments have been included.

**Funding Source:**

No funding is required for this item.

**Consequences of not taking the recommended action:**

This would delay drafting and adoption of the proposed easement.

**Alternatives:**

Staff is not seeking direction as part of this discussion

**Recommendation:**

Council should review and discuss the Citizens Open Space Advisory Committee's (COSAC) recommendation associated with the parameters and values of the proposed preservation easement on the Clark Ranch properties. No Council direction is requested at this time.

*Attachment I- COSAC Recommendation Letter*

*Exhibit A- Parcel Map*

*Exhibit B- Regional Map*

*Exhibit C- Clark Ranch and Surrounding Properties*

*Exhibit D- Growth Map*

*Exhibit E- COSAC Meeting Minutes August 25<sup>th</sup>, 2015*

## Attachment I- COSAC Presentation Position Document

### Clark Ranch Acquisition Memo to Mayor Thomas and the Park City Council

From COSAC

February 23, 2016

#### Purpose:

COSAC makes recommendations to the City Council with the focus on the acquisition, use and management of open space. We have 4 criteria with which to focus our discussion and use a litmus for decision making that was approved by the City Council.

#### COSAC Criteria:

#### Council Goals

1. World Class Multi-Seasonal Resort Destination
2. Preserving & Enhancing Natural Environment
3. An Inclusive Community of Economic & Cultural Opportunities, Responsive
4. Cutting Edge and Effective Government

	Categories (Purpose)	Recreational	Aesthetics	Critical Conservation	Community Character
Tier I	<i>Will the open space purchase advance and/or protect stated goals in the Park City General Plan and specifically add/or enhance one or more of the following four primary purposes?</i>				
Tier II	<p><b>Values and Priorities (Intent/Unweighted)</b></p> <p><i>The following sections are intended to narrow the prioritization of allowed uses and preserved values which may further enable COSAC to identify funding sources and the appropriate protection tool.</i></p>	<ul style="list-style-type: none"> <li>Improves trail connectivity and new trail development.</li> <li>Acquisition needed for public access;</li> <li>Passive recreation higher priority (Passive/Non-motorized activities on established trails; related trail infrastructure, parking);</li> <li>Active recreation (includes improved fields, parks, facilities, group camping, restrooms);</li> <li>multiple public uses permitted</li> </ul>	<ul style="list-style-type: none"> <li>Protect resort and open view sheds;</li> <li>Greater Park City Area entry corridor;</li> <li>preserves open space buffers against new development encroachment</li> <li>Prevention of new residential or commercial construction- land may or may not have specific additional conservation values</li> </ul>	<ul style="list-style-type: none"> <li>Protection of the natural habitat of fish, wildlife or plants;</li> <li>Enhances stream corridor or watershed;</li> <li>Protects wetlands;</li> <li>Existing natural characteristics and conservation values essentially preserved as is and primary over other uses</li> </ul>	<ul style="list-style-type: none"> <li>The preservation of open space in conjunction with agriculture, farmland and forestland, or the preservation of historically important land or a historic structure. Appropriate support related infrastructure.</li> <li>Preservation is for the scenic enjoyment of the general public, which will yield a significant public benefit; may include mines, mine structures or repositories provided open character of land is maintained and environmental issues mitigated; secondary uses partitioned</li> </ul>

1. You asked us to give you a recommendation on the future of the Clark Ranch acquisition, with specific consideration to parcel # SS-91 on the east side of the property. This is the property with the most competing interests before you. You asked us: Should the City include parcel SS-91 in a conservation easement? What values do all the parcels provide if they are placed under a conservation easement?
2. We took our task to heart and formulated a unanimous recommendation after a thorough 5-month vetting process that included vigorous debate, site visits, detailed analysis by staff and Utah Open Lands and long meetings that prevented us from enjoying the open space!

3. We reached our decision in October of 2015 and wanted you, the Council and deciding body, to have the recommendation as you discuss the future of the property and balance all the competing interests and demands that the parcel faces. In addition, many members have reached their term limits and wanted to present this to you as they depart the Commission.

This quick summary is followed by a detailed report on the property and its values as developed by Utah Open Lands, the minutes of COSAC meetings on this issue, the supporting Park City General Plan and Park City Council goals that relate to this topic.

**Property:**

There are several parcels in the acquisition and for brevity we analyzed the parcels as East and West side. (Exhibit A- Parcel Map)

**Unanimous COSAC Recommendation:**

Place both the East and West side parcels under conservation easements with these detailed parameters:

**West Side:**

1. Protect the Visual/aesthetic value which promotes and contributes to the entry corridor value of the property.
2. Allow for Passive Recreation elements and Conservation Zones around springs and unique vegetation.
3. Do not prioritize agricultural for conservation but rather allow as a management tool.
4. Potential development parameters if necessary: Up to 10 acres, located in the northwest corner of the parcel adjacent to Park City Heights, to be excluded from this easement for other City uses TBD by Council. Fondly called "Steve's Point".
5. Trails and E-Bikes: No final vote taken but asked to be addressed in management plan and easement document. There was general agreement that a paved trail and e-bikes could be supported if they were limited to the area close to the highway 40 frontage road on the west side.

**East Side:**

1. Protect the Visual/aesthetic value which promotes and contributes to the entry corridor value of the property.
2. Allow for Passive Recreation and Conservation Zones around springs and unique vegetation.
3. Do not prioritize agricultural for conservation but rather allow as a management tool.
4. No slip ramp through parcel SS-91 (Vote by committee).
5. Recreational Amenities/Passive Recreation: No final vote was taken but the item was asked to be addressed in the management plan and easement documents. There is a definition for passive recreation uses in the COSAC matrix, which provide guidelines for this discussion.

**Our Findings:**

1. There is real quantifiable growth that is coming to our community in the City and County. Park Record Map July 25, 2015 (Exhibit C) and Park City community discussion led by Councilmember Henney.
2. All of these parcels east and west provide a critical open space buffer that in 10 years on this corridor may be the one parcel (in its collective state) left open on from Kimball Junction to the Jordanelle.

3. The General Plan discusses the importance of the entry corridors along 224 and 248. While 224 has been protected with Swaner, the White Barn and Quarry Mountain, the 248 corridor is under serious development pressure. Already three of the four corners of 248/40 have significant development and more is coming. The Clark Ranch and Richardson Flats seem to be our last hope to protect the view shed.
4. The City has included in its recently adopted General Plan, Natural Settings as a priority and has a goal #4 to “Open Space- Conserve a connected healthy network of open space for continued access to and respect for the natural setting”.
5. There is recorded value to the parcel from a visual standpoint and as a continuum in wildlife habitat (migratory and local). (See detailed Utah Open Lands documentation)
6. All the parcels have a key role to play in the wildlife corridor and habitat and its preservation may help to ensure more in the area.
7. All parcels have a high degree of visual vulnerability with the east side ranking higher in that critical aesthetic criteria.
8. This property creates defined open space on our entry corridor adjacent to planned developments.
9. There is the potential for development on the periphery of the parcel in Summit County on private land making this piece as an open space buffer and corridor more important to preserve.
10. The Talisker land and adjacent properties may also provide an opportunity to continue the visual, recreational and migration corridor especially if the City takes the lead to protect their property.
11. The City has as one of its top 2016 Council priorities to “Preserve and Enhance the natural Environment”.
12. The voters of the City approved funding for the direct goal of preserving open space in our community.
13. It is possible that in 5-10 years the site may need to provide access to a parking lot on the “to be” reclaimed super fund site.
14. SS-91 has value in the collective to passive recreational uses. There are many potential trail connections that could be realized on the parcels as a whole satisfying our community’s goal of recreation.
15. There may be real pressure to utilize the parcels for emergency access for Wasatch County development on our easements or access roads.
16. There is a natural spring on the site and the property has agricultural leasing uses that are still in operation for tax purposes.

### **Our Conclusions:**

1. COSAC wants to send a clear message that this land is critical to preserve and manage for the future.
2. The parcel meets the COSAC criteria in every category and in the City’s goals and General Plan policies.
3. SS-91 is an integral piece of the Clark land acquisition and needs to be in a conservation easement.
4. We feel strongly that we need to create and preserve “buffers” instead of expanding our footprint. Think “White Barn – McPolin acquisition”. This piece, to us, represents a last chance on this entry corridor.

5. There was clear consensus from the group that existing easements should be limited in scope to their existing intention and that no additional access easements or agreement to provide for additional development for adjacent parcels should be granted.
6. The City should not have an “out” to develop building on SS-91 for competing needs. There are infill parcels and other solutions and after careful analysis we believe “Steve’s Point” is the area most suitable for development if the City has to. We don’t make land anymore and this is a key parcel to ensure some of the criteria that the City has pledged to work towards. Parcel SS-91 and the other parcels on the East and West sides needs to stay open and part of the collective under a conservation easement.
7. The City should seriously consider pursuing the Talisker superfund property and adjacent properties for both recreational and open space needs. Clark Ranch if preserved can anchor the entry corridor and can provide for a potential visual and recreational opportunities on adjacent properties.

That’s our story and were sticking to it!

Thank you for taking our input and Good Luck!

---

Exhibits and Links:

- Link to all Minutes of COSAC Meetings – June 2015 to January 2016
  - <http://www.parkcity.org/government/boards-commissions/cosac-committee>
- Link to Draft -Utah Open Land Conservation Resource Inventory
  - <http://52.26.130.11/Home/ShowDocument?id=21255>
- Link to General Plan, Natural Settings Goal #4 page 50
  - <http://www.parkcity.org/home/showdocument?id=12386>



Exhibit A- Parcel Map

# Clark Ranch Properties



# Exhibit B- Regional Map



 Clark Ranch Boundary

Boundaries approximate.

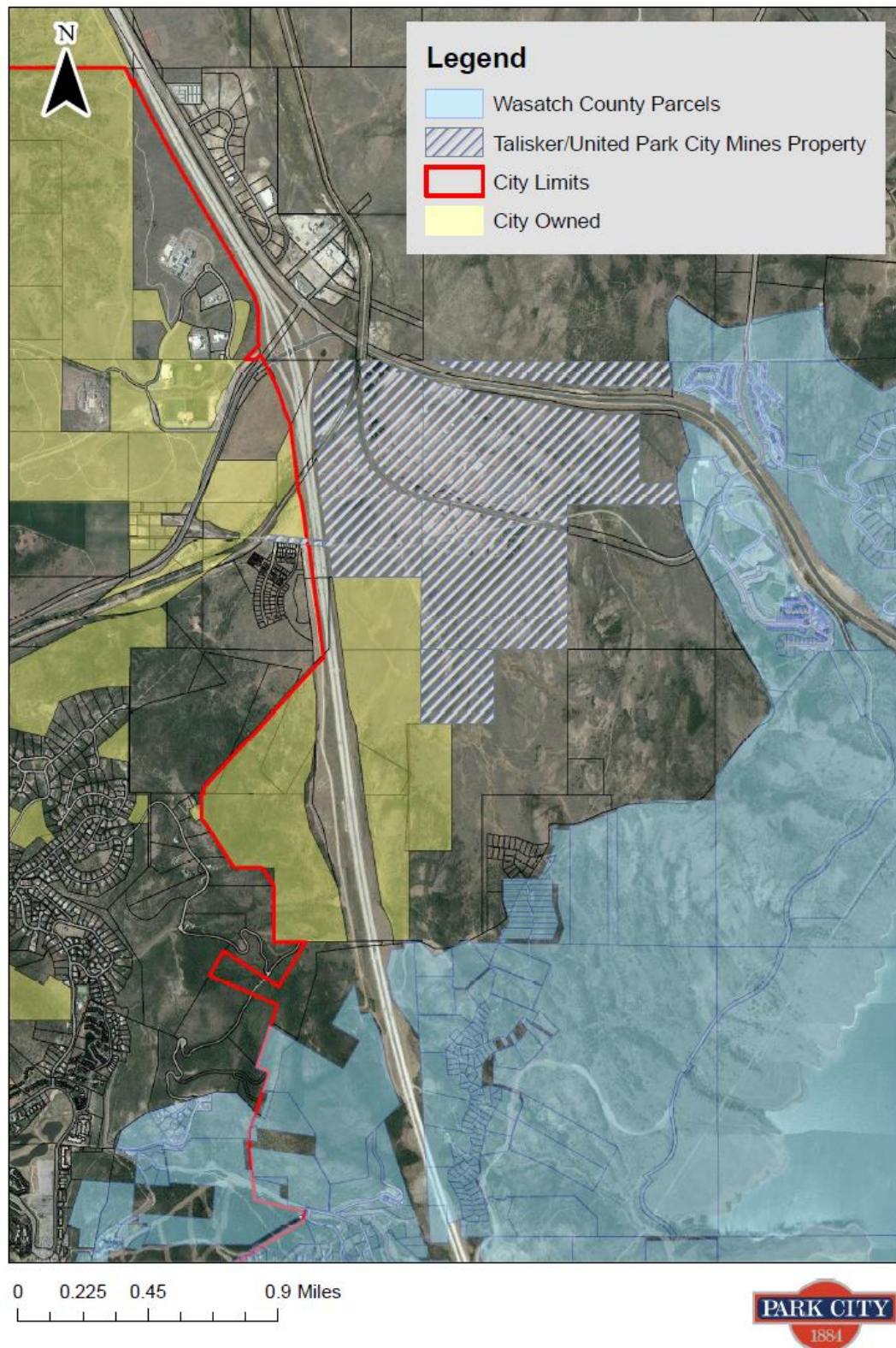
0 0.5 1 2 Kilometers



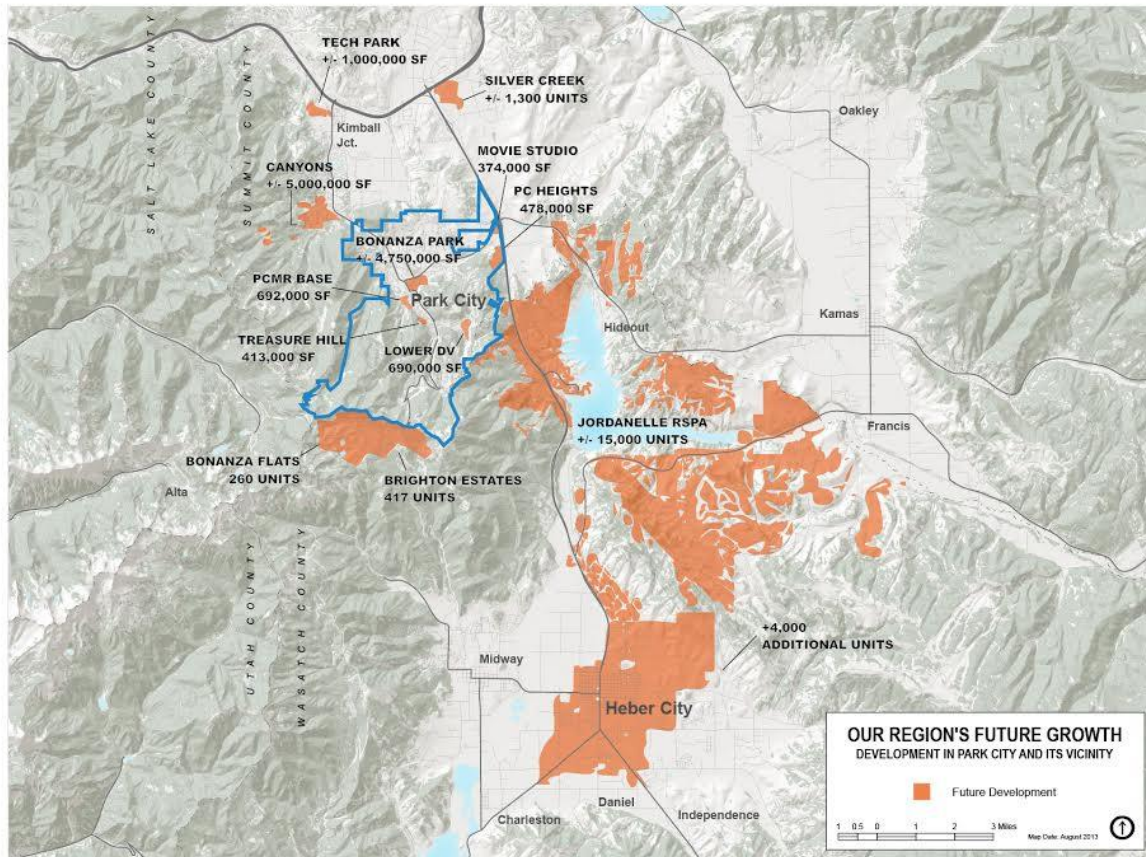


Exhibit C- Clark Ranch and Surrounding Properties

## Clark Ranch and Surrounding Properties



## Exhibit D- Growth Map



**Exhibit E- August 25th COSAC Minutes Adopted.**

**Citizens' Open Space Advisory Committee (COSAC IV)  
Council Chambers, 445 Marsac Avenue, Park City, Utah  
August 25, 2015**

**I. Meeting Called to Order at 8:36 am, by Judy Hanley, Chair**

**II. Roll Call: Members in Attendance**

- Heinrich Deters
- Tom Daly
- Elizabeth Quinn Fregulia
- Wendy Fisher
- Bronson Calder
- Tyler Dustman
- Jim Doilney
- Bill Cunningham
- Meg Ryan
- Cara Goodman
- Suzanne Sheridan
- Judy Hanley
- Cheryl Fox
- Steve Joyce
- Carolyn Frakenburg
- *Council Member Andy Beerman joined the meeting late.*

**III. Adoption of Minutes for August 11, 2015**

- a. Ms. Fisher asked that the following changes be made to the minutes:
  - i. First paragraph: She is not proposing a different conservation easement for SS91 but suggesting that the committee might look at two different easements for east and west, and whether to leave in a portion of SS91.
  - ii. Page 3: "Ms. Fisher implied that they could put parameters on easements." Ms. Fisher wanted to clarify that part of the purposes of conservation easements is that they are removed from local lobbying/politics.
- b. Mr. Joyce moved to accept minutes as amended.
  - i. Mr. Doilney seconded.
  - ii. Minutes were approved as amended.

**IV. Staff & Board Communications and Disclosures**

- a. Council Member Beerman is currently speaking on the radio and will be join the meeting shortly.
- b. City Tour is coming up. Mr. Deters asked if anyone from the committee was going, but nobody from COSAC will be attending (with the exception of Council Member Beerman, who was not present when the question was posed).
- c. Summit Lands and Utah Open Lands fund-raisers
  - i. Summit Lands: Ms. Fox reported that Summit Lands held their fund-raiser at Blue Sky Ranch. They had thought they would hold the event every other year, but they had so much fun that the board decided they would do so every year. It was a lot of fun and also effective. Mr. Doilney commented that he thought it was fantastic and loved the energy. The food, venue, and auction items were all great, especially the squirt guns! The partners (venue, wine, liquor) were also all great. Stay tuned for next September.
  - ii. Utah Open Lands: Ms. Fisher reported that this is the organization's 25<sup>th</sup> year of operation, so this year they will honor the founding board members, all of whom are Parkites. UOL was the first land trust in the state. They will have a brief overview of a confidential project and other upcoming initiatives, and then will



launch into the 25-year celebration. The event will be September 17<sup>th</sup> in the Scholarship room at the University of Utah, which overlooks the heritage preserve.

- d. Mr. Deters reported that on Sunday he presented to the Morningstar HOA, which is the subdivision that abuts Clark Ranch. He said he had a good discussion with the group, but is disappointed that no one from that entity is present at this meeting for public input. He said the HOA members are very willing to help—either financially or in other ways. The HOA represents a 12-lot subdivision, approximately eight of which are secondary homes.
- e. Mr. Deters provided an update specific to Clark Ranch: the movie studio's *Blood & Oil* project is filming now. He said he received a request to access the G-Bar venture parcel. After preliminarily working through the process, the production crew determined they will most likely not be accessing the venue. But this incident begs the larger question of access to this and other parcels/venues. Mr. Deters said he is examining this issue with Mr. Daly, specifically how to address such issues in an easement. He added that UPCM rejected the filming request, but said we should prepare for subsequent access requests.

**V. Public Input: There was none.**

**VI. Old Business: Clark Ranch Easement Values (Entire Values)**

Ms. Hanley then asked Mr. Deters to introduce Ms. Fisher's presentation. Mr. Deters used Gambel Oak as a good example in terms of the process of developing recommendations to present to Council. He reminded everyone that we are presenting value documents.

Mr. Deters said, up to this point, he has heard most about aesthetics and recreation. Agricultural is also important: this does not necessarily need to be a value, but it could help frame the discussion. Ms. Ryan asked Mr. Deters to help keep the group on task since there are so many facets to consider.

Ms. Fisher began by asking the group to focus on defining the conservation values, for example restricting grazing on the west side. She reminded the group of the discussion led by her staff that highlights the various conservation areas. There is an aspen forest, mountain shrub, gambel oak, wet meadow, and sage brush steppe (view shed), which provides habitat for sage grouse, (although we have not seen sage grouse). There are rushes and sedges where seep-like areas come through. There are some critical conservation areas—particularly the springs—that may need restoration work, but we would need to fence them off from cattle. We would therefore need to figure out how to water the cattle. Ms. Sheridan clarified that we do have grazing, at least for the next two years.

**Greenbelt / Tax Implications Discussion**

Mr. Deters said that the property has been filed as greenbelt, which is very significant, in that it means several hundred thousands of dollars in taxes. Ms. Fox asked whether the easement precludes this. Mr. Daly said that if you keep leases going for five years, you will not be assessed a greenbelt or rollback tax. If we maintain agricultural use for five years, once you change the use, you will not receive rollback taxes. The lease did go to council, which was part of the purchase. Mr. Deters said Council will most likely want to avoid rollback taxes. Ms. Fisher reminded group that we can use grazing as a land-management tool. For example, grazing helps keep invasive species at bay. It would be possible to insert specific language such as "right but not obligation." The city will not have to continue to include grazing. If we do not want to put it into the conservation easement, then we can use it as a management tool to further our values on other parts of the property. It is hard to say that we will need to require heritage in agricultural value in perpetuity: it's hard to keep agriculture on the land as an absolute.

Mr. Joyce asked if we need to allow this on both sides, and Mr. Deters responded that the lease identifies both sides.

Mr. Doilney asked for clarification about our tax obligation: why are we subject to taxes after the purchase? Mr. Daly explained that rollback taxes discourage people from developing agricultural land. There is no tax consequence looking forward, but we do need to look back. A change in use triggers the

tax. The rollback tax is by statute/code: we pay tax as if the use changed back then. This is five years from the date of purchase. If you remove the agricultural use within less than five years, the rollbacks are triggered. Mr. Daly said that he would develop a graphic with a timeline to explain the rollback process, in terms of if and when it would be triggered.

Ms. Ryan stated, as she has in previous meetings, that the uses should be primarily conservation, secondarily recreation, and thirdly the conservation easement with preservation of oaks and springs. Finally, character is important but not necessarily the grazing/agricultural characteristics as much as for the visual characteristics. To this end, grazing should be considered a management tool rather than a conservation value. We have five years to deal with this issue anyway. This would then beg the question of how passive recreation fits in, as well as the height of structures and the proposed slip ramp.

Mr. Joyce moved that we adopt priorities as described by Ms. Ryan to drive the constitution of the easement. He outlined them as such:

- Aesthetics
- Passive Recreation
- Conservation Zones around springs and unique vegetation
- Do not prioritize agricultural for conservation but rather for a management tool.

Mr. Doilney seconded the motion.

Mr. Cunningham asked if passive recreation is compatible with grazing. Mr. Deters responded that it is not compatible through the same zones, but yes, if we fenced off grazing. Mr. Doilney asked if this would preclude us from installing an elk underpass. Mr. Deters responded no, and Mr. Fisher said this would be part of the details.

Ms. Fisher said we could further discuss the slip ramp, but in prioritizing values, we are limiting uses that will impair scenic value, recreation value, and critical conservation areas. If council contemplates the slip ramp, we should probably not site it in a seep, for example. In addition to the slip ramp, we should also talk about the west side.

Vote on Mr. Joyce's motion:

- The group responded aye,
- with the exception of Ms. Goodman, who opposed the recreation element.
- Ms. Fisher abstained.
- The motion passed.

### **West Side**

The discussion then turned to the west side. Ms. Fisher explained those areas on the map. Single-track recreation use is already taking place, which is heightened by the aesthetic views. There are also areas for critical conservation, including mountain mahogany, as well as aspen and gambel oak groves. The bench area is unique in terms of habitat. The ridge top area also has high value for habitat and critical conservation. This is why we would want two separate conservation easements. Ms. Fisher showed a rendering of a firehouse as a possible structure. We would also need to include access to any buildings. What is not shown is the Park City Heights development, which may or may not be obscured. There are not a lot of changes in topography because of the low sagebrush in other areas, so structures stand out. In the proposed rendering, the eye is less drawn to it the because of the mountains in the background.

Mr. Beerman reminded the group that Council has been asked to consider structures, so he wanted to ask the group if they were to build something, whether they would prefer it on the east or the west side. The firehouse is just an example. Mr. Deters asked about the acreage, and Mr. Beerman said it would be approximately three-to-ten acres. Mr. Joyce pointed that the land comes down to a point, and if you chopped three acres off from that point, it almost fits with the Park City Heights development. He suggested putting any buildings in this triangle. Access would come through PC Heights, as opposed to

creating a new road. Ms. Sheridan said that trailheads are always important because trail parking is always maxed out. Mr. Deters seconded this because parking at trails is at a premium. He said he wants to push parking to an area in Park City Heights, and that he generally likes flexibility.

Mr. Doilney proposed the following motion: "In the event that additional property is needed by city, it should be carved off the property at the point." COSAC-recommended language should include the designation of "Steve Point" to be the focus of any city uses that would be subtracted from the conservation easement. City Council would maintain the decision-making process, up to 10 acres. In the event that council chooses to retain property other than uses stated in the easement, we recommend that this not exceed 10 acres and be located at Steve Point. Mr. Calder asked to clarify vertical uses. Mr. Deters responded that this would fall under zoning.

- Aesthetics
  - Passive Recreation
  - Conservation Zones around springs and unique vegetation
  - Do not prioritize agricultural for conservation but rather for a management tool.
  - Exclude no more than 10 acres in the northwest corner of the parcel, adjacent to PC Heights from easement, for City uses TBD by Council.
- 
- Mr. Doilney's motion was seconded by Ms. Ryan.
  - Ms. Hanley called a vote.
  - The motion was approved unanimously, except for
  - Ms. Fisher, who abstained.

#### **Transportation (Slip Ramp) Discussion**

Ms. Ryan mentioned the next discussion area and referenced Mr. Wilking (who was not present), saying that he felt uncomfortable about binding council to future decisions. She mentioned the letter from Ms. Foster that appeared in the July municipal newsletter, reading aloud the passage describing possible future transportation infrastructure. Mr. Joyce said that this will not impact our discussion. Ms. Ryan asked about the slip ramp impacting this. Mr. Joyce said that the study should answer the question of whether people coming into town will tolerate going around—rather than straight from 40 to the park and ride. If you make it this quick, would it be more highly utilized? Mr. Deters said that the group has already set a template for addressing an issue like this with previous values that have been defined, so we can we put in transportation infrastructure such as a slip ramp that is in concert with the values in a way that will satisfy council. He asked how we want to define slip ramp and road. Mr. Beerman said this could be a reality sooner rather than later (next three years). He explained that this is not completely within in our purview, but we could give Council a recommendation. Ms. Fox asked if something is sewn up because of an easement, will they just go past this property to the next stop? We could make an additional right-hand lane that loops around and goes around the protected property. An easement does not prohibit this; it just makes them go around. Mr. Doilney said the speed is not impinged that much and we should not chew up open space.

- Ms. Ryan proposed a motion that—based on our defined values—the slip ramp not be accessed through this property.
- The group voted aye unanimously, with the exception of
- Ms. Fisher, who abstained.

Mr. Daly asked if this is based on the assumption that you can't come off the ramp. Ms. Fox said this is council's decision to make. Mr. Doilney said we can impose a restriction on the slip ramp location. Mr. Beerman said his one concern is that this is where the restored wetlands are, so this is probably not possible. Mr. Joyce said there are a lot of highway rules. His concern is about speed coming from the highway: you need to start a slip ramp far in advance. Mr. Deters cautioned that group that we are not engineers. If the impetus for the vote is here, we should pursue. Council may well postpone this decision



until they receive transportation data. The city's transportation group will need to develop a solution. We cannot answer this question today. Mr. Doilney said that engineers always like the direct approach, but that they can always achieve their goals based on given constraints.

### **Discussion of Table**

Discussion then turned to the table, which is based on the last discussion that was had. Stated restrictions: no impervious surfaces except paved trails for e-bikes on west trail. Mr. Deters said that he put this exception in because—in working with Wasatch County—he wanted to develop non-car alternatives for ingress/egress to terminate at the Mayflower property (this is part of a bigger plan for a Wasatch County trail network). Mr. Deters said this would stay as close as possible to the boundary, winding its way up to the county line. It would be exactly like Silver Quinn. Ms. Fisher asked for the distinction: alternative transportation route paved on both east and west or just west?

Ms. Sheridan proposed an exception for the east side for e-bikes on the west side because it is so crucial to get people out of their cars. Ms. Goodman asked if it could not just follow the road there. Mr. Deters said this is not our jurisdiction, but he said he would try to do this. Mr. Doilney agreed with Ms. Sheridan but suggested that we define it narrowly. Mr. Deters said that we would word it so that it is in concert with the values as stated. Solutions could be re-vegetation or moving the trail to develop the best possible solution.

Ms. Fisher said whether this is in the easement or the management plan, we could coordinate with UDOT. In addition, it may be good to stay on the UDOT right-of-way simply because of the grade issue.

Ms. Fox asked the group whether the committee would prefer that it stay on the UDOT right of way. Ms. Hanley said she is in favor of the alternative trail but not the e-bikes. Ms. Ryan asked if we are looking at the trail as a whole or just this one. Also, the grazing management plan will dictate other choices to be made. Mr. Deters said that the Stone Ridge easement can help dictate this process. Ms. Fisher said that she thinks they have enough direction to create a blueprint: they can then come back to the group to make sure they have captured the values and uses appropriately to protect the property in the best and most effective ways.

Mr. Beerman said that setting things in stone are important, but something like e-bikes is a new frontier. He asked Ms. Fisher if she has the flexibility to recognize future development and changing definitions. Ms. Fisher said yes: it always comes back to the conservation values and what you are trying to protect. So, through this process, you look at what will create more pressure on the habitats and wildlife. E-bikes would create noise issues, so you can specify where they are and are not appropriate. The City also was very smart to look at the management plan because this helps manage the intent of the conservation easement and manage it within those parameters. This achieves the flexibility but contains potential future loopholes.

Ms. Sheridan mentioned the Deer Valley easement as a cautionary tale: mountain biking has changed the use dramatically. Ms. Fox said she wishes the easements—which were written in 2001—were written differently. Mountain biking has changed from single-track to wider roads. This shift has completely changed the complexion of the place. We always need to come back to the intent.

### **Discussion of Amenities, including Restrooms & Parking**

Ms. Ryan asked about restrooms and parking. If "Steve's Meadow" includes a trailhead, will this be sufficient, or should we go back to SS91? Also, with regard to the Talisker property: the county is entertaining development. This holistic extension is very important. Mr. Dustman said BOSAC has not spent a lot of time talking about this area because it has been focused on the bond, so they are playing catch-up on the area. Mr. Beerman said that he and Pat Putt, Chris Robinson, and Mr. Dustman will talk about collaborating on this. Ms. Sheridan said that county council is also talking about open space broadly.

Ms. Fisher said that restrooms are being looked at in this parcel, but her staff will do a visual analysis and consider this within the decision of carving out 10 acres. Mr. Deters asked for clarification: if we put

a trailhead on SS91—should we do so with or without restrooms? Ms. Ryan referred everyone to the passive recreation definition. Ms. Fisher also mentioned equestrian use. Ms. Hanley said the barn visualization was helpful. Mr. Joyce said that there is a difference between a two-story barn that is more prominently placed than a restroom that is tucked away and hidden by a dirt mound and painted subtly. Ms. Fisher said they will consider this in their recommendations. Reserving future use may happen in the future. Ms. Ryan suggested a composting toilet.

#### **Sommer Parcel**

Mr. Deters gave an update on this parcel. The sale has been approved. He said they will try to close on the 4<sup>th</sup> rather than the 25<sup>th</sup>. They will identify funding. The current plan is to do some affordable housing and some open space. There is no access on this property. This is a one-time purchase. Mr. Deters said he would also like to tie up the Hogle parcel.

#### **VII. Adjourn**

Mr. Cunningham made a motion to adjourn.  
The motion was seconded by Mr. Dustman.  
Meeting adjourned at 9:59 am.

*The meeting for which these minutes were prepared was noticed by posting at least 24 hours in advance. Minutes were recorded and prepared by Elizabeth Quinn Fregulia, Community Affairs Associate for Park City Municipal Corporation*