SMALL TOWN

GOALS
During the 2009 Community Visioning process, residents identified Small Town as one of the four core values of Park City that must be preserved to protect the Park City experience. Residents described Small Town using words such as: “quaint, charming, old mining town, historic, beautiful, lovely, does not sprawl, not overbuilt, not much traffic, lifestyle, less driving, does not change much, historic identity, traditional, has a sense of place, character, and rich history”. It is important to note that the term Small Town is not solely associated with a population statistic or a specific amount of land. To Parkites, “Small Town” reflects an experience of place through the natural and built environment.

When asked, “What would make you leave Park City?” the most common answer by residents was “Too much change or growth” followed by “Loss of natural beauty/environmental decline,” also associated with growth. During the community interviews, Parkites stated what they hoped Park City would be like in 20 years, again echoing the desire to remain a Small Town, more specifically “stay the same, Small Town feel, sense of community, uniqueness” followed by “less development, smarter growth, green and open.”

Since Park City was incorporated in 1884, the City has experienced cycles of growth and decline. First with the mining boom and its subsequent
contraction. Its transition to skiing and tourism beginning in the 1960s established a second growth cycle in Park City. The original city boundaries, comprised of Bonanza Park, Old Town, and Lower Deer Valley, were extended through annexations to accommodate a growing permanent population, as well as an increasing tourism base. The second growth cycle had a different impact on land use due to the influence of the car.

To secure Park City for future generations the experience we have today, an approach to balanced growth must be implemented. Park City is a small town within a larger growing region. It is also essential that our planning be cognizant of our neighboring communities as each community has influences beyond jurisdictional borders.

The first step to direct and shape the future growth within the City is to identify those areas in town, if any, that should not grow or should not be developed. Next, it is essential to “re-look” inward at the existing neighborhoods and identify areas in which some additional development could be realized in order to protect those areas that should be conserved.

The government and residents of Park City have done a tremendous job of protecting lands through open space acquisitions; however to simply believe that all the areas which should be protected could be purchased as open space would be extremely expensive and unrealistic due to exponential cost burden placed on property owners. Of course, Park City should continue to create funding for open space acquisition at a rate acceptable to residents to preserve land from development.

The next essential step is that Park City identify the type of development...
that would be compatible within the existing neighborhoods, ranging from an accessory dwelling on a large single family lot, to a multi-family residential building in a mixed use area, to affordable housing, or nightly rental options. A key tool to achieving this is implementing a context-sensitive, local Transfer of Development Rights (TDR) system, whereby development potential from areas we wish to preserve is transferred to areas identified as appropriate for additional development. This TDR system can help sustain Park City’s Small Town charm while creating more diverse options for locals, the workforce, and visitors.

In 2012, Park City funded a study to identify balanced growth strategies to protect Park City’s four core values. The 2012 Park City Balanced Growth Strategy Outline recommended strengthening the existing TDR ordinance through introducing multipliers to create market driven development credits. The findings emphasize that growth pressures for Park City do not end at the City boundary, as demand has placed enormous pressure on Summit and Wasatch Counties, threatening the core values of Park City and the experience of the Wasatch Back. This region must implement a regional strategy to shape and channel growth to outcomes mutually desirable to the neighboring communities. Planning with a regional focus begins with a shared vision, followed by the creation of regional land use and transportation strategies.

The following goals focus on land use and transportation. Land use and transportation planning are key tools to direct and shape future growth, thus preserving the experience of place. Directing growth and redevelopment that creates housing opportunities near commercial centers supports public transportation, alleviates development pressure on undeveloped land, and results in less pressure to widen existing roads...all preserve the Small Town experience. As land use and transportation decisions are made, the decision makers must consider how land used influences transportation and vice versa; and the resulting impacts on the core value of Small Town.
GOAL

1 Park City will protect undeveloped lands, discourage sprawl, and direct growth inward to strengthen existing neighborhoods.

Our community is faced with the decision of how the City should grow in the face of development pressures. Simply saying NO to development and redevelopment is not an option in light of existing development agreements, Master Planned Developments (MPD), redevelopment areas, and development rights allowed by current zoning. The current estimate is that at least 3,444 residential unit equivalents (UEs) and 2,357 commercial UEs remain unbuilt within Park City limits. These numbers indicate that Park City is only 73% built out for residential development and 43% built out for commercial development. Simply stated, there is a significant amount of growth that is yet unrealized within the City.

Park City understands the development pressures that are placed not only on the City but the entire region as well. As Park City goes, so goes the region. At the present, the pace of development continues to increase significantly within the City and that increase is also being felt in the surrounding area within the County.

While Park City could choose to look inward and ignore the rapid pace of development within the County, we should collaborate with our regional partners (Summit and Wasatch counties) to develop a regional plan for the next 20 years: a plan that envisions interjurisdictional TDRs in appropriate areas for density increases, a plan that addresses our growing regional transportation problem and dependency on the automobile, a plan that defines the gives/gets of density transfers whether from the City to the County or vice versa.

The undeveloped land representative of the community’s core values includes the expansive vistas, open space, sensitive lands, and wildlife corridors which are irreplaceable. For our guests and residents alike, it is the areas that

The protected open space of Round Valley defines the Park Meadows neighborhood boundary while providing recreation opportunities for Parkites as well as habitat for wildlife.
Objectives

1A Direct complimentary land use and development into existing neighborhoods that have available infrastructure and resource capacity.

1B Each neighborhood should have a well-defined edge, such as open space or a naturally landscaped buffer zone, permanently protected from development, with the exception of the transition areas where two adjacent neighborhoods merge along an established transportation path.

1C Primary residential neighborhoods should encourage opportunities to enhance livability with access to daily needs, including: a mini market, a neighborhood park, trails, community gardens, walkability, bus access, home business, minor office space, and other uses that are programmed to meet the needs of residents within the neighborhood and complement the existing context of the built environment.

1D Increase neighborhood opportunities for local food production within and around City limits. Sustainable agriculture practices should be considered within appropriate areas.

Directing growth patterns away from large areas of undeveloped land and toward existing compact, mixed-use centers along priority transit corridors; this focus will help prevent sprawl, protect the City’s quality of life through decreased vehicle miles traveled (VMT), improve air quality, and increase utilization of public transportation.
SMALL TOWN

have not been built upon, the natural setting, that best define Park City.

This recommended approach protects two of Park City’s core values: Small Town and Natural Setting. The Transfer of Development Rights (TDR) ordinance adopted in 2011 allows development rights to be transferred from an area that is best left undeveloped, or to protect historic resources, to an area appropriate for development. This planning tool can help Park City “grow inward” and relieve pressures on undeveloped lands. The City may expand the annexation boundary to acquire more of the undeveloped lands along Interstate 40 and up into Guardsman Pass to protect these lands as open space for future generations. New opportunities in and around the City center and Resort Centers must be explored to receive the densities from the boundary areas. Taking a fresh look at diversifying land uses within established neighborhoods can create new opportunities for receiving density as well as adding interest and opportunities within the neighborhood experience.

A Regional Approach to TDRs

Park City, as part of the City Visioning process in 2009, noted the importance of gives/gets in the TDR process. The Planning Commission has strongly indicated that TDRs should only be granted when there is a tangible “get” realized: affordable housing, defined reduction in density from an area that should be protected from development, or as a strategy to manage/shape the development of an area where additional density may be beneficial (e.g. Bonanza Park and Lower Park redevelopment areas).

A critical element to a TDR program is the areas to which increased growth will be directed is normally amended to allow for increased density and subsequently more units to be built. To take advantage of building additional units within allocated TDR sections, it is essential to concurrently plan and create Transit-Oriented Developments (TODs) and mass transit (alternative modes). Through TDRs, clustering more dense housing and mixed-uses inevitably helps build a community hub that can feasibly support a more robust mass transit system...one that benefits the entire community.

This graphic, from King County WA, illustrates the premise of the TDR concept - a “sending” zone transfers density to a “receiving” zone in exchange for money.
Regional planning deals with the efficient placement of land use activities, infrastructure, and settlement growth across a larger area of land than an individual city or town.
Community Planning Strategies

1.1 Amend the Land Management Code to allow TDR credits to be utilized within defined receiving zones for additional density that compliments the existing built environment. Increased density should only be achieved through the purchase of TDR credits and for affordable housing. This requires the adoption of new context sensitive criteria within the LMC. The use of these TDRs is limited to the City’s TDR program.

1.2 Identify transition areas where two adjacent neighborhoods meet and one neighborhood has a higher density. Transition zones should be considered to receive TDR credits within the less dense neighborhood along the connection into the more dense neighborhood. Specific review criteria shall be created for increased density in a transition zone to ensure an appropriate medium between the two existing neighborhoods.

1.3 Continue to provide necessary commercial and light industrial services within the City limits by allowing a range of commercial uses within town, including light industrial uses in appropriate areas.

1.4 Prioritize a range of lot sizes and housing density within new subdivisions in primary residential neighborhoods.

1.5 Revise minimum lot size within primary residential neighborhoods to create opportunities for smaller, more compact development and redevelopment. Create specific context sensitive requirements within the LMC, such as minimum road frontages and minimum lot width.

1.6 Implement conservation subdivision design principles in LMC subdivision requirements. Subdivision design should conserve the natural setting and natural resources, take advantage of passive solar, and minimize waste.

1.7 Direct new development to the “toe” of the slopes, preserving the ridges, meadows, and visible hillsides. Open space foregrounds should be incorporated in development proposals to enhance the visual experience of open space.

1.8 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.

CLUSTERING CAN PRESERVE OPEN SPACE
City Implementation Strategies

1.9 Require developer to pay their proportionate share for the increased burden on existing service levels and infrastructure expansions outside of current service areas. Update the capital facilities plan and LMC dedication requirements regularly to be consistent with the state impact fee legislation.

1.10 Redevelopment areas shall be defined by the City. Once the redevelopment area is established, an Area Plan should be prepared by the City to outline principles which guide a design within the redevelopment area to reflect the Community Vision and the General Plan.

1.11 Identify and prioritize parcels for open space acquisition and include as TDR sending zones.

1.12 The Transfer of Development Rights (TDR) system shall reflect market rate valuations.

1.13 Annex additional land to shape growth reflective of the City’s goals for land use surrounding Park City.

View from St. Albans Clock Tower, UK. The Town and Country Planning Act of 1947 designated green-belt land around towns and villages and has prevented urban sprawl, protect the countryside and historic towns, and promote urban regeneration.

View of St. Albans, UK illustrating how development continues to evolve within the urban center, promoting urban reinvestment while protecting local agriculture and open space.
This map illustrates Park City’s current land use pattern. The existing pattern maintains a significant amount of commercial land at the southeast corner of SR 224 (Park Avenue) and SR 248 (Kearns Boulevard). This land is primarily encompassed within the Bonanza Park and Prospector neighborhoods.
This map illustrates Park City’s proposed land use pattern. The proposed land use incorporates mixed use opportunities within the Bonanza Park and Prospector neighborhoods.
Park City, the Best Town for the Planet
Annexation Expansion Area

Modifications to the expansion area require full analysis of the annexations within the state and local code. This map represents the need to discuss expansion possibilities with our regional partners and the Park City Planning Commission and City Council. This map is a draft to be utilized for discussions toward adoption of an expansion area that is consistent with the City and Counties’ regional planning goals as well as the mandates of the State Code. Additional lands may be considered for annexation after further consultation with adjacent jurisdictions; this map is not intended to exclude such lands.

Area for future discussions with our regional partners in Wasatch County.

Area for future discussions with our regional partners in Summit County.
Annexation Expansion Area (AEA) Outlined

It is worth noting that the Annexation Expansion Area (AEA) that is included within this General Plan is the recommended area for the City to consider formally adopting as part of the Annexation Policy Plan in Chapter 8 of the LMC, pursuant to state code procedure. This process involves public noticing, public input, Planning Commission review and recommendation to the City Council and, ultimately, adoption by the City Council. The areas outlined in yellow crosshatch on the map on the prior page are explained in detail below regarding why these areas might be considered for annexation by the City:

- The proposed AEA boundary to the northeast of the current City boundary will allow the City to bring much of our acquired and protected open space within Round Valley into the City limits. In addition, the proposed expansion of the AEA east of US40 will allow the City to jointly plan this area in conjunction with the County recognizing that the General Plan recommends this area to primarily be preserved as open space with the consideration of wildlife corridors. Preserving this area along the corridor preserves one of the gateways to the City while also recommending any future development be directed to the existing development nodes of Silver Creek/Summit to the north (where the land is currently zoned by the County as Community Commercial – CC) and the east side of US40 at Quinn’s Junction to the south where the County has the land zoned by the County as Service Commercial (SC). In addition, the land located further to the east – to the Snyderville Basin jurisdictional boundary and south to the Wasatch County line is included also as an opportunity to protect and plan this gateway into the City.

- The proposed AEA boundary to the southeast of the current City boundary will allow the City to ensure that the south gateway to the City will be preserved, specifically in light of the anticipated development that will result as part of the Jordanelle Basin entitlements. Again, the General Plan recommends protecting the corridor from sprawl and concentrating any future development into nodes – in this case, in the Jordanelle Regional Special Planning Area and not allowing corridor creep toward the north.

- The proposed AEA boundary to the west of the current City boundary will allow the City to clean up the existing AEA boundary by following existing property lines. In addition, the proposed AEA expansion to the northwest of the City along SR224 will allow the City to actively plan within the area to protect the
gateway to the City (just before you get to the McPolin Barn). There may be opportunities in this area to look at clustering and/or the creation of a TDR sending zone to protect some of these entitled lands.

Land to the south of the City may be explored for possible inclusion within the AEA subject to collaborative efforts with Wasatch County. Opportunities may exist in this area to mutually plan, consider creating TDR “sending” zones for entitled lands, and/or look at open space and wildlife connections.
GOAL

Park City will emphasize and preserve our sense of place while collaborating with the Wasatch Back and Salt Lake City regions through regional land use and transportation planning.

Objectives

2A  A regional land-use planning structure should be integrated within a larger transportation network built around transit.

2B  Regions should be bounded by and provide a continuous system of greenbelt/wildlife corridors to be determined by natural conditions.

2C  Regional institutions and services (e.g. government, stadiums, museums, etc.) should be located within existing development nodes.

2D  Materials and methods of construction should be specific to the region, exhibiting a continuity of history and culture and compatibility with the local character and community identity.
Future development within the Wasatch Back is expected to almost double over the next 50 years. The largest areas of growth will be around the Jordanelle ( +/- 15,000 units), Silver Creek ( +/- 1,300 units), Canyons ( +/- 5,000,000 SF to build-out) and Bonanza Park ( +/- 4,750,000 SF to build-out) within the City. An opportunity and responsibility exist to direct growth patterns away from areas between the development nodes through regional development agreements and other mechanisms, creating livable neighborhoods within the development nodes and protecting the rural experience of the Wasatch Back within the spans of undeveloped lands in between.
2.1 Collaborate with Summit County and Wasatch County to create a shared vision for the future of the Wasatch Back.

2.2 Collaborate with Summit County, Wasatch County, and Salt Lake County to create regional strategies for land use, transportation planning, and conservation which support the shared regional vision.

2.3 Collect and share data for the systems that have influences beyond municipal borders, including: ecosystems, waterways, wildlife corridors, air quality, shared view corridors, open space, scenic roadways, and transportation. Incorporate findings into regional planning strategies.

2.4 Identify regional nodal development and regional strategies with Summit County and Wasatch County to alleviate pressures on the natural setting and decreasing vehicle miles traveled.

2.5 Pro-actively plan ahead with Summit County and Wasatch County toward a regional land use and transportation plan including key right-of-way, utility, and transportation corridors.

The Governor's Office of Planning and Budget projects population growth in the Wasatch Back will almost double in the next 50 years from 69,610 in 2010 to 118,601 in 2060."
City Implementation Strategies

2.6 Research the pros and cons to understand and evaluate the impacts of a regional Transfer of Development Rights (TDR) program in the Wasatch Back. If feasible under state code, consider adoption of state legislation; otherwise identify necessary legislative steps to establish a regional TDR program. Identify future capacity to receive density within the county and City limits to limit sprawl, concentrate densities, and protect open space.

2.7 Proactively engage with regional neighbors to keep informed on adopted plans and long range planning efforts throughout the Wasatch Back. Identify City projects that would benefit from diversified review teams including regional representatives.

2.8 Increase interregional interactions between regional officials and regional government staff.

2.9 Continue collaboration of transportation planning efforts with Summit County, Wasatch County, Salt Lake County, state, and federal agencies.

2.10 Explore opportunities to expand the City’s TDR program. PCMR/LoPa, Bonanza Park, Snow Creek and Lower Deer Valley (Snow Park) may be suitable locations to receive density from “sending zones.” Additional receiving zones should be considered subject to thorough planning analysis.

The discussion regarding Transfer of Development Rights (TDRs) as a mechanism to accommodate the region’s growth while preserving our open space and recreation areas is challenging - no one wants growth. Understanding that it is inevitable allows us to implement the TDR tool to locate growth in nodes. Park City believes that for TDRs to work properly, they must remove growth from those areas that should be preserved and/or serve to further the City’s affordable housing goals. Summit County has represented a similar sentiment - TDRs must demonstrate a “community” benefit. The map above illustrates possible TDR Receiving Zones in Park City. The City and County should work collectively with the State Legislature to allow for interjurisdictional TDRs.
Park City will encourage alternative modes of transportation on a regional and local scale to maintain our small town character.

Park City's multi-modal transportation system includes diverse routes and means to where our guests stay, shop, and recreate and our residents live, work, and spend their leisure time. The system plays an integral role in shaping the overall structure, form, and function of the City. As the Wasatch Back areas continue to evolve, the transportation system must be able to move people and goods throughout Park City and the region efficiently and effectively.

While the single-occupancy vehicle is the most prevalent form of transportation in and around Park City, it is the least efficient in terms of carbon output per passenger. This mode of transportation has many negative consequences, including traffic congestion, air pollution, and the significant influence on climate change. Land use and transportation decisions should be made with the understanding of how a decision will impact the common goal of a more sustainable form of transportation while protecting the Small Town aesthetic.

A major focus of transportation decisions is the end user. There are competing end-user interests in Park City between visitors and local residents. In order to effectuate a paradigm shift in preference of public transportation over the single-occupancy vehicle, the public transportation system must function to attract both the visitor and the local alike.
Objectives

3A Streets, pedestrian paths and bike paths should contribute to a system of fully connected and interesting routes to all destinations. Their design should encourage pedestrian and bicycle use by being small and spatially defined by buildings, trees, signs, and lighting; and by discouraging high-speed traffic.

3B Prioritize efficient public transportation over widening of roads to maintain the Small Town experience of narrow roads, modest traffic, and Complete Streets.

3C Public transportation routes should be designed to increase efficiency of passenger trips and capture increased ridership of visitors and locals.

PARK CITY MUST CONTINUALLY LOOK AT OPPORTUNITIES FOR ALTERNATIVE MODES OF TRANSPORTATION

The concept plan on the following pages illustrates and details alternative mode concepts in addition to these vehicle-based upgrades.
Community Planning Strategies

3.1 Require development and redevelopment to increase the potential for multi-modal transportation options including: public transit, biking, and walking. Require developers to document how a development proposal is encouraging walking, biking, and public transportation over the single-occupancy vehicle.

3.2 Revise parking requirements to incentivize multi-modal transportation, high efficiency vehicles, and shared parking areas. Require secure bicycle parking options.

3.3 Create a requirement within new development and redevelopment for connectivity and linkage within the City road and trail networks. This requirement must be consistent with Utah impact fee statutes factoring in adjustments to capitol facilities plan and funding mechanisms.

3.4 Create safe bike/pedestrian pathways between all public spaces within the City limits.

3.5 Identify needed connectivity of roads, sidewalks, and trail systems to decrease vehicle miles traveled and increase direct pedestrian/bicycle routes to neighborhood amenities, as identified in individual neighborhood plans.

3.6 Continue to work with the Mountain Accord to explore opportunities for light rail or other alternative modes of transportation to connect Park City to Salt Lake City; specifically important is the direct connection to the SLC International Airport to provide visitors easy access to Park City.
City Implementation Strategies

3.7 Prioritize walkability improvement in identified “hot spots” (areas with existing trip demands located close to one another) in the walkability index.

3.8 Design redevelopment and transportation infrastructure to allow for future upgrades to mass transportation systems, including light rail, bus rapid transit, and gondolas.

3.9 Increase regional mass transit ridership through shared use of transit centers with private transportation carriers, as appropriate.

3.10 Locate Park-and-Rides, transfer stations, and transit centers in areas that will increase public transit ridership and carpooling decreasing the amount of single passenger automobiles commuting to and from Park City.

3.11 Improve the access to, efficiency, and experience of public transit. Experience includes shelter from the elements and feeling safe while waiting, free access to internet while traveling, real time schedules/timetables, and comfortable seating. Explore the opportunity to use smaller buses (or shuttles) during off-season and/or for narrow ROW routes or routes with reduced, but constant, demand.

3.12 Implement the Complete Streets strategy of the Traffic & Transportation Master Plan and walkability study. Update and improve the parking enforcement policies in Old Town specifically, and other areas.

3.13 Seek alternatives to widening of existing streets and highways.

3.14 Adopt travel demand management (TDM) programs to encourage commuter trip reduction programs, including: prioritized employment hub routes, commuter incentives, and recognition of local businesses that incentivized employee use of alternative modes of transportation.

3.15 Implement neighborhood traffic calming measures.

3.16 Create a bilingual multi-modal access guide, which includes maps, schedules, contact numbers, and other information noting how to reach a particular destination by public transit.

3.17 Incentivize use of public transportation from the airport to connect with the Park City public transportation system.

3.18 Conduct research on approved projects within Park City that received a reduction in parking. Reassess parking policy on decreased parking based on the findings of the research.

3.19 Look at opportunities to create increased bus/shuttle services for visitors arriving at the SLC Airport to visit Park City. Explore opportunities to partner with the SLC Airport, Park City Chamber of Commerce and bus/shuttle companies to create a Park City lounge for visitors to utilize as a waiting area for this service.
Walking and Biking Infrastructure

Legend
- Bike Lanes or Shoulders
- Old Town Stairs
- Sidewalks and Pathways
- Trailheads

Park City has committed significant resources into walking and cycling infrastructure over the last two decades. This map illustrates the City’s biking lanes in yellow; sidewalks and pathways in blue, new stairs in Old Town are noted in red, and red stars indicate trailheads.

The City will continue to expand upon these existing pieces of infrastructure and create improved pedestrian/bike connectivity. The 2007 Walkability Plan recommends continued expansion of this system. This Plan also led to a $15 million bond for these improvements; indicative of the community’s commitment to the ongoing improvements to this infrastructure.
Alternative modes of transportation will allow Park City to become more sustainable in terms of resource expenditures while maintaining the convenient movement of tourists throughout the community - an essential element to ensure our success as a community that hosts more than 600,000 visitors a year. Both visitors and residents alike have noted in recent surveys that increased traffic would be the #1 reason that people would stop visiting or move away from Park City.

This map shows a truly connected transportation system that represents a possible solution to vehicular traffic as we look 20 years into the future. The vision illustrated here includes a streetcar (red line) from Kimball Junction to Bonanza Park, and ultimately the Main Street transit center. Phase II of such plan might include a connection out to the City’s park-n-ride facility to address significant increases in traffic that will result from the build-out of the Jordanelle development area. The Plan includes possible gondola connections (blue line) from Bonanza Park to PCMR and/or Main Street to Deer Valley resort. Finally, the proposed Interconnect is illustrated in green and simply represents a conceptual connection to Salt Lake City via rail in the future.