

Planning Commission Staff Report



Subject: General Plan
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Type of Item: Work Session

Below is the layout for the new General Plan. The elements within the new General Plan will be focused around the specific core values identified during the community visioning. The Core Values are those values identified by the community that must be preserved to maintain the Park City experience. The Core Values include: Small Town, Natural Setting, Sense of Community, and Historic Character.

This work session will focus on the core value of *Small Town*, including draft goals, objectives, and strategies for *small town*. (Exhibit A) The full version of the General Plan will include write-ups on trends, demographics, and explanation of strategies. Staff will have an interactive presentation to present to the Planning Commission during the September 26th work session. Staff asks that commissioners highlight areas of concern within the draft of *Small Town*. It should be noted housing is included within *Sense of Community* rather than *Small Town*, although it influences both core values.

Layout of the New General Plan

1. Park City Visioning Outcome
2. Park City Demographics
3. **Small Town**
 - a. **Land Use**
 - b. **Regional Land Use Planning**
 - c. **Transportation**
4. Natural Setting
 - a. Open Space
 - b. Resource Conservation
 - c. Climate adaptation
5. Sense of Community
 - a. Housing
 - b. Parks and Recreation
 - c. Special Events
 - d. Economy
 - e. Community Facility
6. Historic Character
 - a. Historic Preservation
7. The PC Neighborhoods
 - a. 1 – 9
 - b. Implementation Strategies
8. Indicators

Small Town

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 associated with a population statistic or specific area 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 established in 1889, the City has continued to grow by expanding outward and annexing surrounding areas into the City. To protect Park City for future generations to experience as we so fortunately do today, a balanced growth strategy must be implemented. Cities have the ability to preserve the experience of place by directing and shaping the future growth within the City’s boundary and responsibly within existing neighborhoods.

The first step to direct and shape future growth within the City is to identify the areas within town 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 the areas that should be conserved. To simply believe that all the areas which should be protected could be purchased as open space is extremely expensive and unrealistic.

A community must then identify the type of development that would be compatible within the existing neighborhood, ranging from an accessory dwelling on a large single family lot to a multi-family residential building in a mixed use area. By implementing a context-sensitive, local Transfer of Development Rights (TDR) system, the *Small Town* charm is preserved while creating more diverse options for locals, the workforce, and visitors. Of course, continuing to create funding for open space acquisition also helps to preserve land and decrease development pressures.

In the 2012 Balanced Growth Strategy Outline, Charles Buki (the consultant tasked with preparing the report) recommended implementing a regional strategy to shape and channel growth to outcomes mutually desirable to the neighboring communities. The growth pressures for Park City do not end at the City line, as demand has placed enormous pressure on Summit and Wasatch Counties, threatening the *Small Town* experience of the Wasatch Back. Planning regionally begins with a shared vision and then the creation of implementation strategies.

Land use and transportation influence one another and have a dramatic impact on the core value *Small Town*. Smart growth decisions that create housing opportunities near commercial centers, support public transportation, alleviate pressure on undeveloped land, and result in less pressures to widen existing roads... all preserve the *Small Town* experience. As land use and transportation decisions are made, the decision makers must consider how they influence the other and the resulting impacts on the *Small Town* feel.

Goal 1. Park City will grow inward, strengthening existing neighborhoods while protecting undeveloped land.

In dealing with the pressures placed on Park City to grow and develop, our community is faced with two choices. The first choice is to shun higher densities in town, instead encouraging growth to occur outward, into the undeveloped lands surrounding the City. Our second option is to encourage higher densities in town, so that we can preserve open space and the natural setting in and around Park City.

It is worth noting, under existing development agreements, MPDs and development rights allowed by current zoning, Park City is set to grow by at least 1,965 residential unit equivalents (UEs) and 736 commercial UEs, saying no to more growth is not possible.

The second choice seems like the best option for the City, as it allows us to protect the core values of *Small Town* and *Natural Setting*. Growing inward will relieve pressures to place developments in open space, while strengthening our existing neighborhoods. Prioritizing infill development, and allowing for a greater diversity of residential, commercial and even industrial/high tech development, will create a much more vibrant, sustainable community.

Objectives:

- Create complete residential neighborhoods, with access to a variety of daily needs in close proximity to housing.
- Conserve contiguous wildlife corridors and habitat areas.
- Decrease pressures to build on native, undeveloped land.
- Increasing amount of protected open space.
- Preserve agriculture.
- Preserve view corridors.
- Preserve steep slopes and environmentally sensitive lands.

Strategies:

- Amend the Land Management Code to allow for a diversity of housing types that are compatible within existing neighborhoods.
- Allow a range of commercial uses within town, including industrial uses in appropriate areas, to provide necessary services within town.
- Require a range of housing density within new subdivisions.
- Revise minimum lot size within existing zones to allow smaller, more compact development and redevelopment.
- Implement conservation subdivision design principles in existing subdivision requirements. Subdivision design should conserve natural resources and minimize waste.
- Prior to any large scale development, an Area Plan should be prepared by the City to designate future growth within greenfield, infill, and redevelopment areas, based on the 2009 Community Vision and the General Plan.
- Identify and prioritize parcels for open space acquisition to create a network of open space within and surrounding Park City.
- Update the Transfer of Development Rights (TDR) system every two years to reflect market rate valuations of included properties with incentivized multipliers.
- Annex additional land to control growth surrounding Park City.
- Adopt Floor Area Ratios (FAR) within all zones to create maximum home sizes; allow residents to purchase additional square footage from a TDR bank.
- Require developer to pay their proportionate share for their increased burden on existing service levels and infrastructure expansions outside of current service areas; Update capital facilities plan and LMC dedication requirements regularly to be consistent with the state impact fee legislation.

Goal 2. Park City will collaborate with Summit County, Wasatch County, and Salt Lake County toward the preservation of place through regional land use planning.

Park City is part of the greater Wasatch Back region, spanning from Snyderville Basin to Eastern Summit County to Wasatch County and all the Small Towns in-between. The decisions that we collectively make have wide-reaching consequences throughout the region. In order to maintain the *Small Town* experience of the Wasatch Back, Park City must collaborate with the neighboring communities to attain a regional vision. In many instances, our communities' goals and interests will align. When they do not, we need to engage with each other and reach compromises that ensure the best possible outcomes for everyone. Our ability to preserve the unique setting of the Wasatch Back region rests on the ability of all of our communities to work together. Park City must become a leader in the regional planning effort, respecting the different values of neighboring communities while working to protect those values we all share.

Objective:

- Preserve the *Small Town* experience of the Wasatch Back.
- Create a shared regional vision for future growth.
- Adopt regional strategies for land use.

Strategy:

- Collaborate with Summit County and Wasatch County to create a shared vision for future growth within the Wasatch Back.
- Collaborate with Summit County and Wasatch County to create regional strategies for land use, transportation planning, and conservation which support the shared regional vision and prevent unchecked urban development.
- 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.
- Collaborate with Summit County and Wasatch County toward the creation of a regional Transfer of Development Rights (TDR) program.
- Support regional nodal development to alleviate pressures on the natural setting while strengthening existing neighborhoods.
- Continue to work with regional neighbors to keep informed on adopted plans and long range planning efforts throughout the Wasatch Back.
- Increase interregional interactions among officials and government staff.
- Diversify review teams for City Projects to include representatives of the region.
- Continue collaboration of transportation planning with Summit County, Wasatch County and Salt Lake County.

Goal 3. Public transit, biking and walking will be a larger percentage of residents' and visitors' utilized mode of transportation.

Park City's multimodal transportation system includes roads, paths, and trails that provide access to where visitors stay, shop, and recreate, as well as, to where 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 Park City and the surrounding areas continue to evolve, the transportation system must be able to accommodate future traffic and provide the means to move people and goods throughout Park City and the region.

While the single-occupancy-vehicle is the most prevalent form of transportation in and around Park City, it is also the least efficient. This mode of transportation has many negative consequences, including traffic congestion, air pollution and is a significant contribution to climate change. Land use and transportation decisions should be made with the understanding of how a decision will impact the common goal toward a less impactful form of transportation while protecting the *Small Town* aesthetic of narrow, winding roads.

Objective:

- Decrease dependency on single-occupancy-vehicle.
- Increase public transportation ridership.
- Improve cyclist and pedestrian opportunities and safety.
- Capture seasonal/visitor ridership.
- Maintain *Small Town* character of streets.

Strategy:

- Improve connectivity to decrease vehicle miles traveled and increase direct pedestrian/bicycle routes to neighborhood amenities, as identified in individual neighborhood plans.

- Require development patterns that increase the potential for transit ridership. Require developers to document how a development proposal is encouraging public transportation over the single-occupancy-vehicle.
- Prioritize walkability improvement in identified "hot spots" (areas with existing trip demands located close to one another) in the walkability index.
- Design transportation infrastructure to allow for future upgrades to mass transportation systems, including light rail, bus rapid transit, and gondolas.
- Increase regional mass transit ridership through shared use of transit centers with private transportation carriers.
- Revise parking requirements to incentivize multi-modal transportation, high efficiency vehicles, and shared parking areas. Require secure bicycle parking options.
- Locate Park-and-Rides in areas that will increase public transit ridership and carpooling.
- Improve the access to, efficiency and comfort of public transportation within City neighborhoods.
- Implement the "complete streets" strategy of T&TMP.
- Avoid widening of existing streets and highways.
- 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.
- Implement neighborhood traffic calming measures.
- Create a multi-modal access guide, which includes maps, schedules, contact numbers, and other information noting how to reach a particular destination by public transit.
- Create a minimum requirement consistent with Utah impact fee statutes for connectivity and linkage within the City road and trail networks.
- Create safe bike/pedestrian pathways between all the public commons within the City limits.