

Lower Park Avenue Design Study

Park City
Municipal Corporation
June 1993



PARK CITY

1884

Public Affairs

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TRANSMITTAL LETTER

Park City has always been interested in the health and vitality of its neighborhoods. Given the City's unique heritage, this is especially true of its older historic neighborhoods like Lower Park Avenue which is one of the oldest and most historic areas in the City having been settled as Snyder's Addition before the City was formally incorporated in 1884.

Over the ensuing decades Lower Park has undergone substantial change and yet many pockets of original historic fabric remain. Several wonderful community focal points dot the area including the Miners Hospital, the Park City Library and Education Center, and City Park. But development pressures are evident on all sides. The ski resort, the Snowcreek area, the Town Lift project and numerous infill projects are presenting the City with planning and design challenges.

Neighborhood residents have expressed concerns that the neighborhood is being adversely impacted by the growth and development and that steps should be taken to ensure the future preservation and liveability of Lower Park Avenue.

In the spirit of exploring design and liveability options the City contracted with Claflin Associates to prepare a study and make recommendations. The charge was to consult with residents, elected officials, City staff, Boards and Commissions and other interested parties and present findings as ideas and suggestions to help chart future discussions and directions.

As staff liaison on this project, I am happy to present the Lower Park Avenue Design Study for your consideration.

Myles C. Rademan
Director of Public Affairs



**LOWER PARK AVENUE
URBAN DESIGN STUDY**

June 1993

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INTRODUCTION

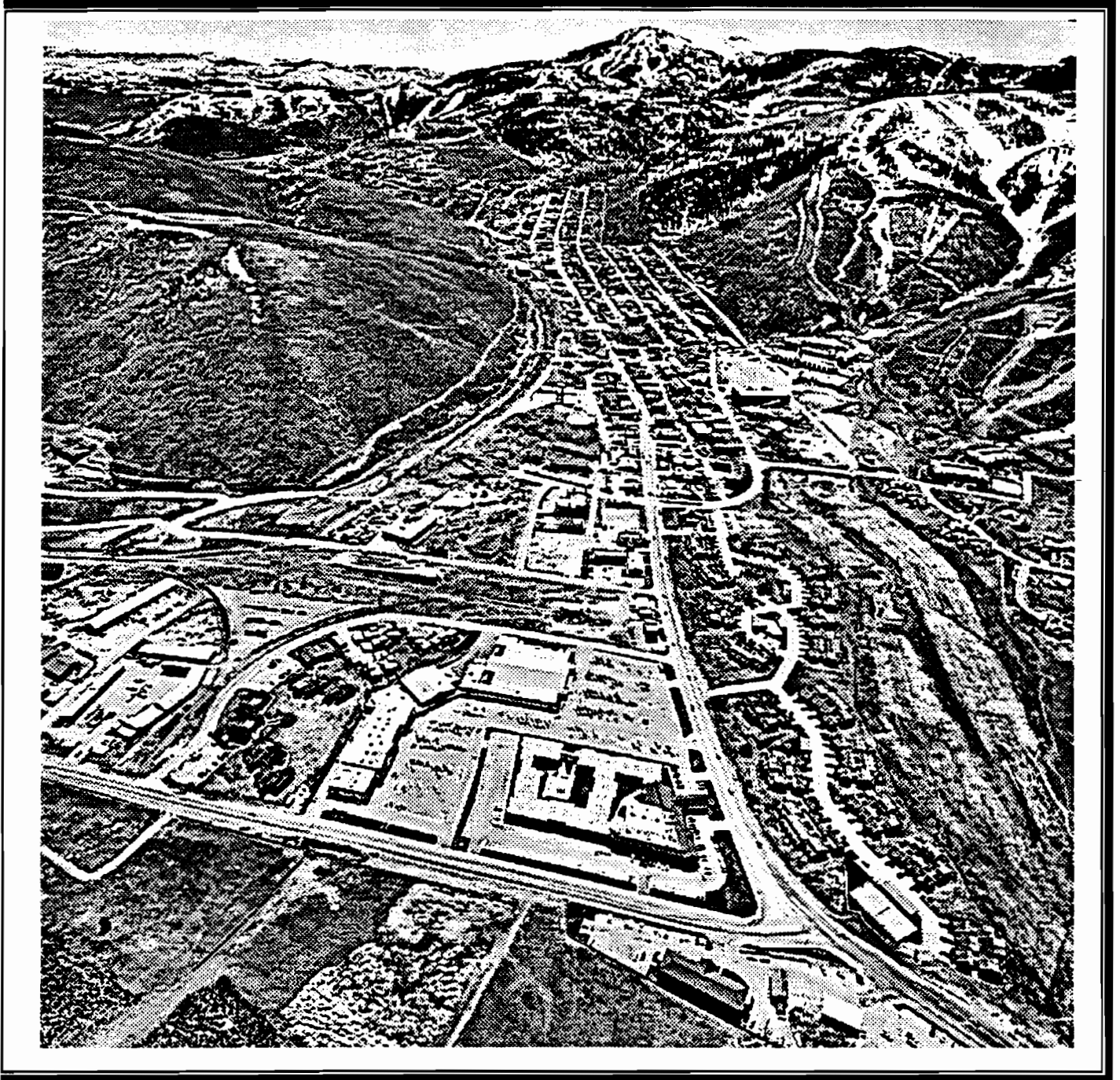
The Lower Park Avenue Urban Design Study area is contained within the area described as the Lower Park Avenue Redevelopment District. The urban design study encompasses the area roughly from Heber Avenue on the south to the Snow Creek parcel on the north, and including consideration of the area from the Resort Center to the west and City Park to the east and the neighborhoods in between. This study deals primarily with those issues relating to Park Avenue and its environs including connections to major nearby activity generators and neighborhoods. The area being considered is along what is commonly referred to as Lower Park Avenue. This area is part of the oldest residential neighborhood in Park City. It includes a large portion of the historic old Town, once known as Snyders Addition Subdivision which was actually platted prior to Park City's incorporation in 1884. Many of the same policies, considerations and programs so successfully employed in the "Historic Main Street," area can be relied upon to help revitalize, rehabilitate and regenerate this important part of Park City.

Park City has a long, well-known tradition of planning that came about as development pressures in the 1970's and 80's increased. Much of that which was destroyed in other cities around the country in the name of progress was preserved or rather overlooked in Park City allowing the town to escape this fate. With the advent of resort development it was recognized by some that Park City was not only becoming a world class resort but also still had the community fabric and sense of place that made it a 'real town' and increased its attractiveness to the visitor. It is this combination and unique blending of recreational amenities, sense of community, and preserved historic fabric that makes Park City the successful destination it is today.

Park City has indeed earned a niche for itself as a world class destination resort to the excitement of some and the embitterment of others. However, along with being a world class resort comes high expectations from the visiting public. People visiting Park City expect to see an historic mining town not Vail, Aspen or 'suburban anywhere' but they also don't want to deal with the inconvenience of slush and traffic. They want convenient parking and access. They like the 'rough edges'

and 'imperfections' of the city but also expect that their experience will be one of convenient amenities and ease. In other words tourists want to 'rough it in luxury!' They like the sense of being in a 'real community' but want all the modern conveniences carefully blended in. This is one of the difficult tasks facing design professionals, city planners, staff, elected officials and administrators.

The balance of elements that make park City what it is today is a delicate one. There are as many opinions about what these elements are as there are people to ask. The task that is before all those who embark in Planning and Design in Park City is how to provide the amenities expected by the visiting public without impairing or destroying the elements that make Park City what it is today. Too many changes or the wrong ones could upset the mix and seriously impair the resource making Park City less appealing to visitors by trying to make it more appealing. These are the questions that need to be addressed before embarking on long range improvements to a City that seems to be working fairly well as is.



Aerial View of Lower Park Avenue Study Area

Purpose

This report and accompanying designs are the result of numerous interviews with Park City Planning Commission and City Council members as well as many meetings with members of the City Planning Staff and private residents of the area. In the past, numerous task forces, round tables and planning meetings have been held to discuss the future of Park Avenue and solicit community input. Meetings have been held in which the public was invited to participate in the formulation of the goals and objectives for the future of Park Avenue and this Urban Design Plan.

The purpose of this plan is to provide a framework for future more detailed analysis and planning along Park Avenue and assist city planners and officials in their decision making with regard to future development. The recommendations are a response to the input received from citizens and planning staff.

It should be recognized that Lower Park Avenue is the center place of Park City occupying a spot through which traffic to most community facilities must pass and through which those facility destinations can and should be interconnected.

Amendments to the City's Comprehensive Plan stress the importance of protecting the characteristics that make Park City unique and desirable. It states:

"The long term viability of the community depends on its success as a year round tourist destination and as a desirable place to live and work. Park City must maintain its identity to preserve and enhance its appeal."

Scope

The primary intent and scope of this report is to:

1. Identify future options for the project area by defining existing conditions, and desires expressed by Town staff members, and local residents.

2. Examine linkages between this area and surrounding community activity generators and amenities.
3. Identify traffic and infrastructure needs.
4. Address design, architectural, landscape, and neighborhood coherence issues.

All specific recommendations contained herein will require further study prior to any plans for implementation. The scope of this study does not include preparation of specific studies or documentation to justify negative impacts on conclusions. It discusses existing conditions as perceived or documentation by area residents, City staff and visitors. It makes no attempt to establish justification for revitalization or rehabilitation other than to examine the perceptions, desires and interests of area residents and to offer suggestions of what might be done to direct and accommodate future development along Park Avenue.

Goals

The goals of this report were developed during the study process through the various meeting with City officials, staff and residents along with on site observations. Most existing land use patterns are not expected to change dramatically. Established policies and programs were originally designed to eliminate or minimize land use conflicts. However, some decisions made in the past must be reconsidered as the direction for Park Avenue is better defined by community desires and economic forces.

The following emerged as the Design Study Goals for Lower Park Avenue:

1. Determine whether the neighborhood is part of the local community or part of the tourist community or both and attempt to minimize conflicts and stop the perceived erosion of the existing residential character.
2. Recognize the transitional nature of the neighborhoods along Park Avenue and develop common unifying themes through

design, planning and zoning.

3. Encourage traffic calming on Park Avenue through design and engineering and by encouraging alternate routes to Main Street.
4. Recognize the needs of current commercial interests, residents, tourists and the wider Park City community.
5. Re-evaluate zoning and spot zones, discourage tourist commercial while enhancing neighborhood commercial uses.
6. Develop designs for the street and crossing areas that better accommodate pedestrian use and minimizes conflicts with autos.
7. Provide pedestrian amenities such as benches, lighting, signage, landscaping, making the street more pedestrian

friendly and convenient to use.

8. Restore or enhance the perceived residential neighborhood character and sense of place.
9. Provide upgraded basic utility services such as roads, sidewalks, curb and gutter, drainage, storm sewer, etc.



Historic Garage Circa 1928

EXISTING CONDITIONS

In looking at existing conditions within the study area and adjacent neighborhoods it is apparent that Park Avenue is not a single neighborhood, but a collection of sub-areas with multiple zoning. In all, the project area has a wide variety of land uses and zoning designations. (See exhibit). The zoning designations at present include:

GC (General Commercial),
HCB (Historic Commercial Business),
HRC (Historic Recreation Commercial),
RC (Recreation Commercial),
RDM (Residential Development - Medium Density),
RM (Residential Medium Density),
RD (Residential Development),
HR-1 (Historic Residential),
E (Estate),
FPZ (Frontage Protection Zone)
ROS (Recreation Open Space) and numerous overlays of
special areas.

In addition, Park Avenue currently has a wide variety of land uses within the above mentioned zones including: neighborhood single family residential, multi-family residential, transient residential, large scale resort commercial, general commercial, municipal facilities, and historic single family homes. The sub-areas can be defined as:

1. Historic Park Avenue:

Park Avenue, from Heber Avenue north to 12th Street is presently included in the Historic District. Historic portions of this area should be protected from inappropriate development. At the same time, new projects such as the Town Lift Project, while beneficial to the economy and tourist community will have a significant impact on the character of Park Avenue and the use of the street. Any zoning incentives that further negatively impact historic residential character of the area should be eliminated. Historic District grants should continue to be targeted and available for this area to assist in preservation and renovating of affordable housing options and historic fabric which currently exists.

Park Avenue itself is zoned predominantly HRC with spots of HCB and several blocks of HR-1. The area is currently dominated by a combination of housing, both historic and recent, commercial uses and vacant land. With the advent of

the Town Lift project, appropriate future land uses along this corridor are uncertain.

2. **Lower Park Avenue:**

Park Avenue, from 12th Street north to Deer Valley Drive and Empire Avenue, is currently zoned RM, RC (Park City Resort), GC, and RDM around Kearns Blvd. The area has already been developed partially with transient tourist accommodations and some retail and tourist commercial uses. A considerable number of smaller historic single family homes still remain. The area is zoned for transition and is currently transitional in nature. A lack of design standards and controls have allowed high density development that lacks any sensitivity to the various sites, roadway, or neighborhood character. The area from Deer Valley Drive and Empire Avenue south along Park Avenue has been the traditional entry into Park City and the access to Historic Main Street. It is at this intersection that visitors and users make decisions as to how to access the Resort Center, Deer Valley, and Main Street.

3. **'Lower' Lower Park Avenue:**

This area is located between Deer Valley Drive and Empire Avenue on the south and Kearns Boulevard and the Snow Creek Parcel on the north. The zoning is predominantly GC and RD with condominiums on the west side of Park Avenue and commercial uses on the east. Proposals currently being considered for the Snowcreek parcel include a pedestrian connection to Park Avenue and the development of the property to act as a 'terminus' for activity along Park Avenue, especially 'Lower' Lower Park Avenue.

As previously stated, Park Avenue is currently serving as the primary access or major artery leading to historic Main Street. This is to a certain extent shared with Deer Valley Drive which also accesses Main

Street. Traffic often exceeds the speed limit creating pedestrian hazards or the public perception of hazards as well as significant noise impacts for the existing residential neighborhood.

North-south circulation is fairly well defined due to the linear nature of the street. East-west pedestrian circulation across Park Avenue connecting neighborhoods and community facilities is either not well delineated or non-existent. Park Avenue is currently somewhat of a barrier to convenient cross town pedestrian movement between neighborhoods on the west and important neighborhood amenities and community facilities on the east.

The street is not pedestrian friendly. In many places, walkways are substandard and narrow with little or no buffer from fast moving traffic. There are currently no pedestrian amenities along the street or clearly defined pedestrian connections to adjacent amenities and community facilities. Connection to existing activity generators are lacking. Pedestrian routes connecting the Resort Center, City Library, City Park, the Carl Winters School and Park, The Town Lift and Main Street are not well defined nor do they link together in a way that accommodates the pedestrian.

The following negative conditions exist along Park Avenue:

1. Incompatible land uses along the street.
2. Not a single homogenous neighborhood but a collection of sub-areas with multiple zoning and land uses creating a bit of a hodgepodge.
3. Park Avenue is a major traffic artery with occasional fast moving loud traffic dividing east neighborhoods from west and resulting in pedestrian hazards and negative noise impacts to existing homes.
4. Park Avenue is not pedestrian friendly. Walks are too narrow in some locations. No buffer or separation exists along the road for pedestrians and adjacent homes. There are no

pedestrian amenities such as benches, landscaping, and lighting.

5. East-west connections and pathways across Park Avenue to surrounding uses are not clearly defined or are non-existent.
6. No coherence of zoning, land uses, design standards, or architectural styles. Zoning, land uses, design standards and architectural styles have evolved over a long period of time and in some cases without the benefit of the current design guidelines and zoning regulations.
7. Road, curb, and sidewalks are in need of repair and/or improvement in many places. Drainage is a problem.
8. The neighborhood is changing and will continue to change due to market forces. In the absence of certain planning and design standards and guidelines commercial pressure will rapidly alter the area.

On the positive side:

1. Park Avenue has the feel of a local neighborhood community. Park Avenue and its adjoining neighborhoods are really the Heart of Park City.
2. Existing high density housing supports the resort and local economy with a needed bed base. Many of these units are being converted to permanent housing which is changing the transient nature of these neighborhoods.
3. Almost all of Park City's cultural, entertainment, municipal, and recreational facilities can be linked and accessed via Park Avenue; ie, the Resort Center, City Park, Park City Library and Education Center and adjoining open space, Miners Memorial Hospital, the Town Lift Project, and Historic Main Street.
4. Park Avenue provides an excellent corridor for

linking community facilities via municipal transit.

5. Some existing commercial uses fall into the category of neighborhood commercial and have been expressed as desirable by neighborhood residents.
6. Old trees and original landscape character still exists.
7. Many older historic homes and structures have been preserved and protected or restored.
8. Some vacant parcels exist over which the City can exercise design controls and standards for future development.
9. The residents care and are involved in decision making affecting the future of their neighborhoods.

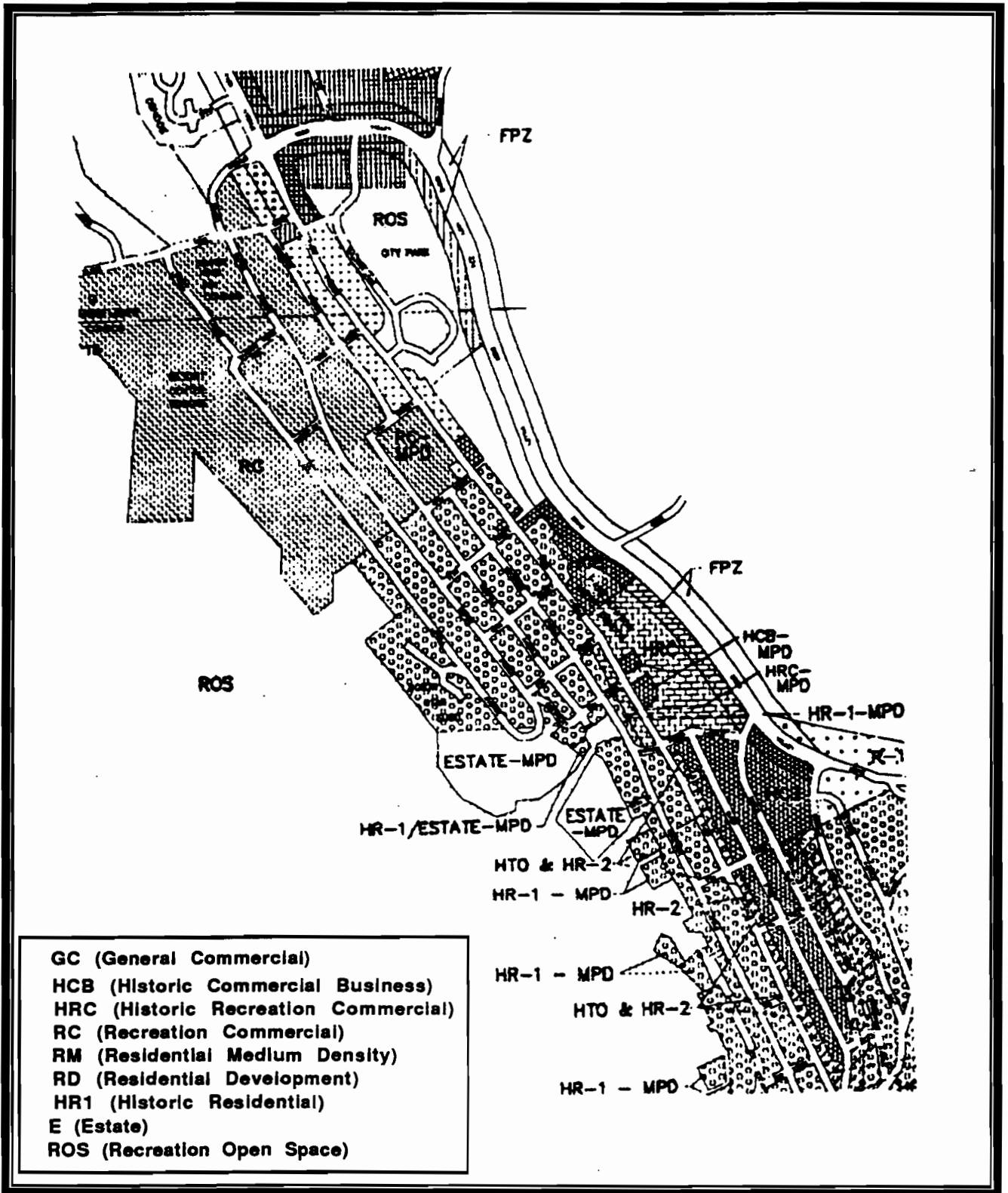
LAND USE AND ZONING

Although "land use" refers to the predominant manner in which land is utilized, the relationship between the uses or the compatibility of uses should also be considered. In Park City, the commercial uses on Main Street and Park Avenue cannot be totally isolated from the surrounding neighborhoods--especially given the existing zoning along Park Avenue, the development of the Town Lift Project and other recent large developments. Park City needs to introduce a new "community shaping" element to its zoning and land-use regulations along Park Avenue to better control the outcome of future development. This element of the report delineates specific overall goals for land use and zoning along Park Avenue.

The following are some key land use issues and objectives facing Park Avenue:

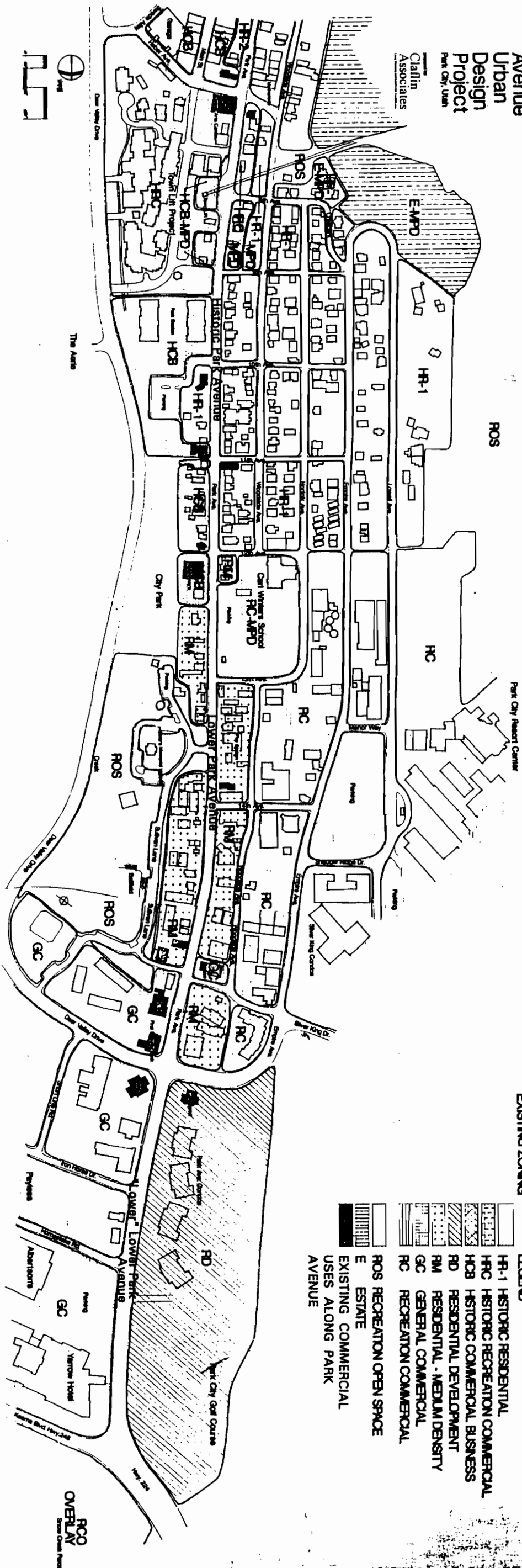
1. Determine the character or characters and direction of long term development along Park Avenue including details of development--architecture, streetscape, etc.

ZONING MAP - LOWER PARK AVENUE STUDY AREA




Lower Park Avenue Urban Design Project
Park City, Utah

Clallin Associates



EXISTING ZONING

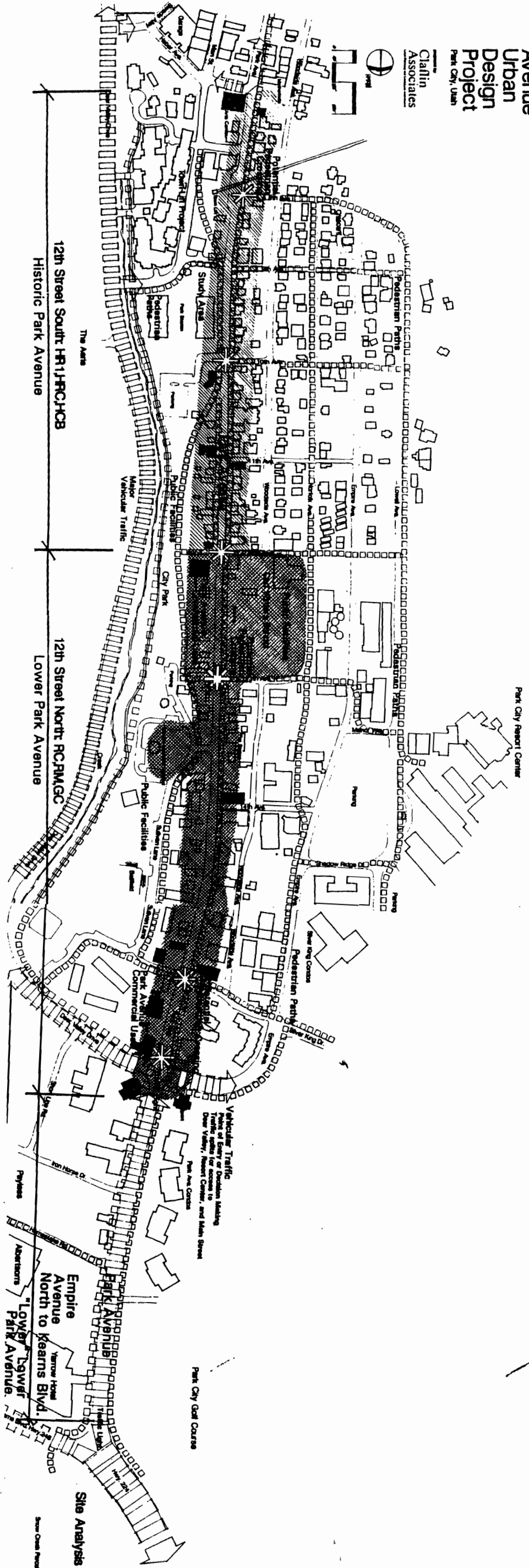
LEGEND

-  HR-1 HISTORIC RESIDENTIAL
-  HR-1 HISTORIC RECREATION COMMERCIAL
-  HR-1 HISTORIC RECREATION COMMERCIAL
-  HCB HISTORIC COMMERCIAL BUSINESS
-  RD RESIDENTIAL DEVELOPMENT
-  RM RESIDENTIAL - MEDIUM DENSITY
-  GC GENERAL COMMERCIAL
-  RC RECREATION COMMERCIAL
-  ROS RECREATION OPEN SPACE
-  E ESTATE
-  EXISTING COMMERCIAL
-  USES ALONG PARK AVENUE

RCO OVERLAY

**Lower
Park
Avenue
Urban
Design
Project**
Park City, Utah

Claffin
Associates



2. Examine the need for the City to develop a clearer land use and zoning policy delineating the future of Park Avenue and better defining existing zones.
3. Examine existing spot commercial zones as to their appropriateness along Park Avenue once direction for neighborhood development is established. Consider the ramifications of continued tourist commercial uses on existing neighborhood commercial uses and residences. Consider discouraging tourist commercial uses while enhancing neighborhood commercial.

Recommendations

1. Retrieve Park Avenue as an essential element of the local community which does not conflict with tourist use and movement. †
2. Develop zoning and land use policies specially tailored to expressed community desires along Park Avenue including:
 - making existing commercial uses non-conforming.
Allow non-impulse neighborhood commercial uses.
 - analyze the possibility of eliminating, changing, or modifying the RC, HCB, and GC zones in areas along Historic Park Avenue and Lower Park Avenue.
 - minimize conflicts between neighboring, differing uses.
 - protecting and enhancing the character of the residential neighborhoods.
 - creating more clearly defined residential based mixed zoning.
3. Recognize Park Avenue at Empire Avenue as the entry to the old residential portion of Park City (the Park Avenue neighborhoods) and not as the main access route to Main Street.
4. Develop incentives for developers and land owners to provide open space areas which could be landscaped or utilized for buffering along the street and buffering along the street.

5. Reconsider building heights allowed along Park Avenue, especially at the street.

(Park Avenue Site Analysis - See Foldout)

NEIGHBORHOOD CHARACTER AND IMAGE

The Town of Park City needs a 'gateway' or 'entry' to the community. This 'entry' to the community does not necessarily have to be the fastest and most convenient way to access the downtown tourist center. A gateway is an entrance to a city and provides residents and visitors with another noticeable element that creates a sense of place and aids in better perception of the community. A gateway can be an experience or a place. One could reasonably agree that the gateway or sequence of entry experiences leading to Park City begins at the junction of I-80 and Highway 224. As a visitor gets closer to Park City the streetscape and scale of development should evolve and give clues that the driver is approaching the community center.

The intersection at Park Avenue and Deer Valley Drive is a logical place for a gateway to the historic area of Park City to take place. The driver is at a major intersection making decisions about destinations and directions. Although access to Historic Main Street (which is the culmination of this experience) can still be obtained by using Park Avenue, it will be by moving slower through an important residential portion of Park City. This intersection could be signed to indicate that the quickest most convenient way to access Main Street is by traveling on Deer Valley Drive to Heber Avenue around the Park Avenue neighborhoods.

A residential neighborhood should look and feel like a residential neighborhood with landscaping, urban design elements, utilities, and improvements that enhance the environment for the residents and visitors. The Park Avenue residential neighborhoods should encourage and have land uses that reinforce their residential character. In the case of conflicting uses which are currently prevalent along Park Avenue, design elements

should be used to provide a sensitive transition between conflicting or differing uses. Provisions must be made for the necessary services and amenities for the residential population. If special requirements relating to pedestrian movement and needs for commercial access and services such as snow removal, drainage, and garbage pickup, are identified appropriate facility design should be implemented. Currently the street is not designed to accommodate pedestrians and residents. In many places, walks are substandard and narrow with little or no buffer from fast moving and potentially dangerous traffic. There are no pedestrian amenities along the street and what community facilities are adjacent to Park Avenue are either not clearly visible or accessible to pedestrians from the street. In some instances curbs are so close to homes that snow from streets is thrown onto the porches in the winter during plowing.

The following are key issues affecting the neighborhoods along Park Avenue:

1. The need to retrieve Park Avenue as a mixed use residential neighborhood and important part of the community fabric and not just a corridor to Main Street.
2. The enhancement and creation of a sense of place and unique character along Park Avenue. A more pedestrian friendly and accessible streetscape should be created to encourage and accommodate pedestrian use.
3. Additional randomly planted trees and improved landscaping should be encouraged to emphasize improve the residential and informal character of the street and restore a sense of place and community.
4. Control architectural design and future development along the street.

Recommendations

1. Restore or establish a sense of place, community, and neighborhood through:

--the development of a pedestrian friendly traffic calming feature along Park Avenue that encourages traffic to take Deer Valley Drive to access Main Street. Just south of the intersection of Deer Valley Drive and Empire Avenue utilizing a central island in the roadway or bump-outs narrowing the street with the addition of landscaping and some kind of entry element that indicates this point as the entry to the central and historic residential section of Park City. Install special paving at the crosswalk at this intersection to reinforce the pedestrian character of the neighborhood and discourage through traffic.

--reduce street widths and speeds (a controversial suggestion); add street furniture and other pedestrian amenities.

--Revise signage to direct tourist traffic off of Park Avenue and onto Deer Valley Drive to access Main Street.

--addition of other unified, non-obtrusive signage along the street indicating the location of community facilities, pedestrian paths and parks.

--study the addition of a stop sign at 12th Avenue or somewhere along Park Avenue to slow and control traffic up the street.

--create an active campaign to landscape properties.

--keep vacant lots free of litter and weeds.

--maintain existing landscaping.

2. Encourage additional landscaping at the entry to the project area and along Park Avenue.
3. Expand design guidelines to specifically guide development along Park Avenue and encourage residential scale buildings.
4. Provide incentives for the restoration of historic structures.
5. Provide for improved pedestrian movement and connections by creating crossings at various places along Park Avenue to connect east-west neighborhoods and provide safe access across Park Avenue. Install special paving and pedestrian scale

lighting to identify these crossings.

6. Insure that commercial uses allowed on Park Avenue are consistent and supportive of the neighborhood character and that future development requests that might disturb neighborhood stability are examined critically.

--provide landscape buffers between commercial and residential areas and signage that is unobtrusive and pedestrian oriented.

OPEN SPACE, RECREATION, AND PUBLIC FACILITIES

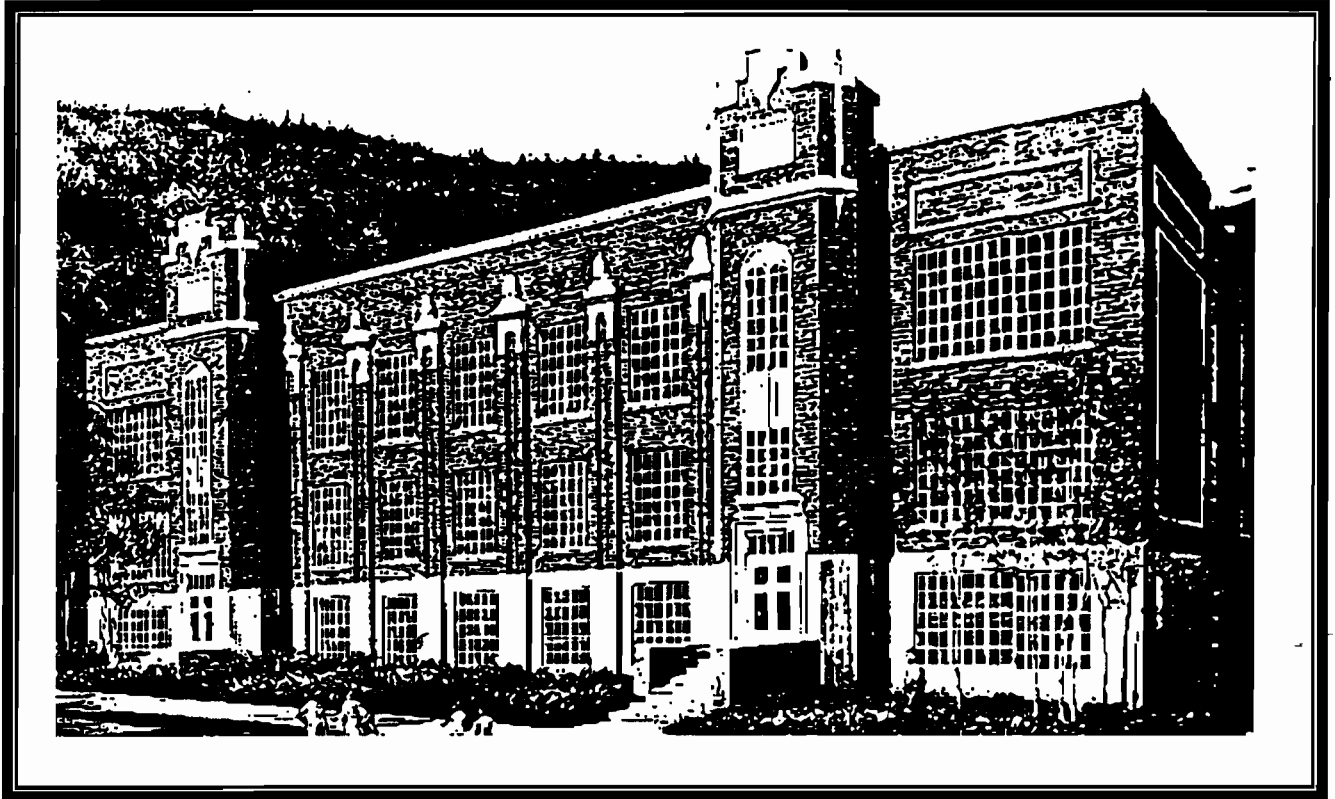
Although recreation demand is high, the high cost of land in Park City and its potential for intense use along Park Avenue makes it difficult to find suitable land parcels large enough for multiple use recreation. Therefore, a high priority should be placed on maximizing use of the existing City park and the open space at the Park City Library and Education Center. Connections should be to these and other public and private facilities in the neighborhoods adjoining Park Avenue and elsewhere in the community to create an urban open space system. The development of this system will be the fabric to create that knits together and buffers the different areas and uses along Park Avenue. Attention should be paid to including the possible recreation opportunities that might emerge from open space developed in conjunction with the Town Lift Project. Designs for safety and multiple use should be considered as important elements.

The following are considered key open space and recreation issues and objectives:

1. All new major development along Park Avenue should consider open space and recreation elements in their design.
2. All open space and pedestrian connections should be coordinated into an open space system.

Recommendations

1. The City should consider acquiring property or utilizing vacant land for pocket parks. Street-side pocket parks, bump-outs, pedestrian linkages, and other open space developments should be utilized to identify residential neighborhoods and to discourage Park Avenue as the fastest way to Main, but not impede access to all uses and activities along the street.
2. The addition of trees and landscaped areas in setbacks and yards are, along with existing trees, essential elements for defining the residential character of the street and should be encouraged, enhanced, or protected.
3. The City should expand the existing design guidelines for Park Avenue to include a section that addresses the landscaping needs and requirements. Planting should enhance individual properties rather than create a boulevard effect which would be out of character with the street.
4. Consideration should be given to on street recreational and commuter bike paths, jogging, and walking along Park Avenue as well as other provisions for pedestrian access and recreational activities. Making pedestrian, bicycle, and bus travel easier and more effective could help reduce the amount of automobiles on Park Avenue.
5. The use and design for the Park City Library and Education Center open space should be defined and designed to accommodate community needs even if that need dictates that it is left generally undeveloped.
6. Explore the possibility of using areas adjacent to the Town Lift Project as part of a Park Avenue recreation and open space system during summer months.
7. Complete improvements to the south end of City Park especially parking and access and crossings on Park Avenue.



**Park City Library and Education Center
(formerly the Carl Winters School)**

TRANSPORTATION AND TRAFFIC

Park Avenue, beginning at the intersection of Deer Valley Drive and Empire Avenue and heading south, is currently recognized as the traditional entry into Old Town. Park Avenue, from this point up to Heber Avenue, is long and fairly straight and serves as a major artery for locals and tourists to get to "Historic Main Street." Locals quite often find it convenient to speed up Park Avenue. The posted speed of 30 mph. is often exceeded, and with the roadway being so straight and open, faster speeds are tolerated. Tourists, who also occasionally speed, frequently drive slower observing the historic residences along the street, sometimes even stopping in the street for photographs. The faster moving traffic creates noise impacts as well as a potential threat to pedestrian safety

and has a significant impact on the character and image of the neighborhood. On the other hand, according to City engineers, the traffic volumes and speed limits on Park Avenue are appropriate considering the arterial role filled by the street, the amount of traffic using it and the commercial uses existing along it. It is also unlikely that historically and practically, Park Avenue ever functioned as a residential street. Most of the traffic is moving through the neighborhood towards Main Street and to other commercial destinations along Park Avenue rather than local residential traffic.

Critical Issues

1. Calming traffic on Park Avenue.
2. Maintaining access to commercial uses on Park Avenue.
3. Encourage and provide amenities to accommodate greater and more convenient use of the public transportation system.

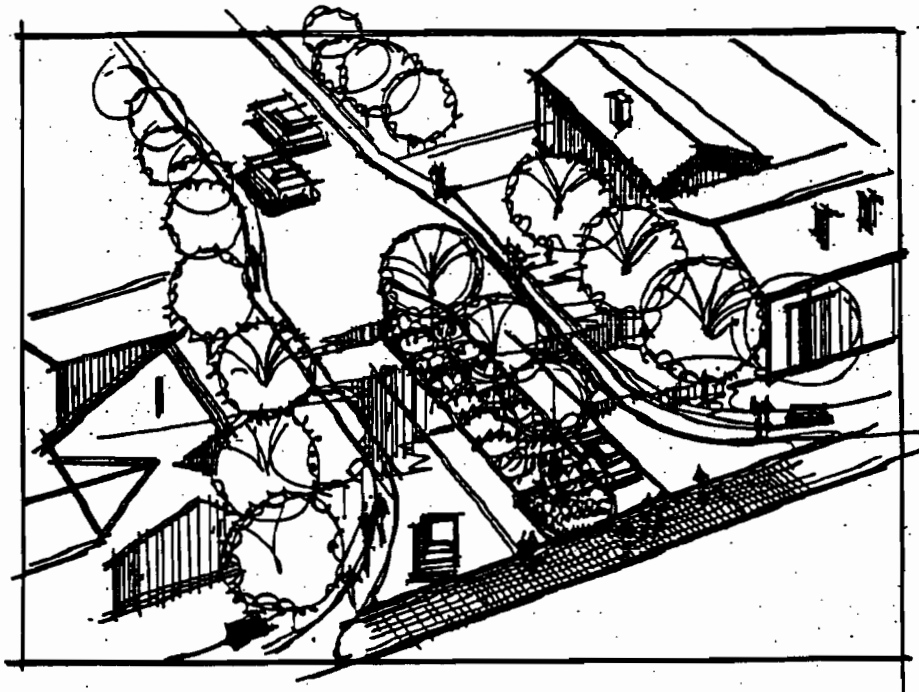
Recommendations

1. Reduce lane widths along Park Avenue by adding bump-outs or other street calming features at key east-west pedestrian access points to slow traffic and encourage and better accommodate pedestrian use. Add necessary signage or lights to caution traffic as to the pedestrian activity and nature of the street.
2. Decide whether additional parking or improved pedestrian access is the priority along Park Avenue and modify parking along Park Avenue in certain areas accordingly, in order to provide proper sidewalk widths or add buffers to residential uses along the street.
3. Create sense of entry to 'Old Town' or entry feature that reduces the visual and/or physical scale of the road, slows traffic, etc., and encourages Main Street-bound traffic to use Deer Valley Drive as an alternate route.

Conceptual Sketch of Possible Entryway Treatment

Located on Park Avenue near its intersection with Empire Avenue leading to the Park City Ski Resort and Deer Valley Drive leading to Old Town and Deer Valley.

By either constructing an island or by 'bulbing out' the sidewalks to narrow Park Avenue, a powerful signal would be given that motorists are entering a more residential area. This would have the effect of 'calming' traffic in the neighborhood without completely restricting it.



Technical and engineering details concerning safety, snow removal and bus circulation would have to be addressed in any final plan.

4. Maintain access to all uses along Park Avenue and up to Main Street but calm that traffic by design.
5. Add benches and some shelters to accommodate bus users at all bus stops along Park Avenue.

PEDESTRIAN CIRCULATION

As development occurs and demand for use at the Park City Library and Education Center, City Park, and the Town Lift Project increases, pedestrian movement for these activity generators will also increase. Over time a more pedestrian orientation will encourage people to walk or use public transportation on Park Avenue possible much the same as people use buses up and down Main Street. This will help minimize traffic congestion and parking demand. If pedestrian access along Park Avenue and from east to west is accommodated and pedestrian movement is an easier, more pleasant experience, people could be encouraged to park at the Resort Center and take a shuttle or walk to activities. These connections are important especially as they relate to public uses and existing large scale development.

Attracting pedestrians back to the street is an art. Streets need animation and detail. Appropriate street widths are the subject of debate. Yet, to serve the pedestrian's safety, adequate space needs to be provided. Park City should also consider narrower lanes for Park Avenue in the future. Such constriction created by narrower lanes and bump-outs at pedestrian crossings into the street is not meant to eliminate traffic or overly restrict it, but to tame it by discouraging unnecessary trips, and reducing numbers of vehicles and their speeds. In addition, space for widened sidewalks, additional landscaping and pedestrian amenities can be created.

In discussions with public works, it was agreed that bump outs could be designed in a manner that would not create significant problems for snow removal. Possibly these 'bump outs' could ramp to the street and essentially be used only in the summer when delineated by removable bollards or some other device. While this proposal might not be practical, it should at least be considered when preparing actual designs.

Pedestrian Issues Facing Park Avenue

1. Pedestrian access along Park Avenue is sub-standard in many locations. Walks are too narrow and too close to traffic. Unsafe crossings are required because of the lack of facilities.
2. At times Park Avenue becomes a barrier to pedestrian movement in an east-west direction due to traffic and is not convenient for residents or visitors to access community facilities. This is especially true of people with strollers, packages, and ambulatory disabilities that are not able to quickly negotiate the street.
3. Pedestrian circulation and bike routes need to be clearly defined and indicated by directional signage.
4. Fast moving traffic discourages comfortable pedestrian use.
5. Pedestrian destinations and routes should be clearly signed and indicated. Pedestrian travel to community facilities along Park Avenue.

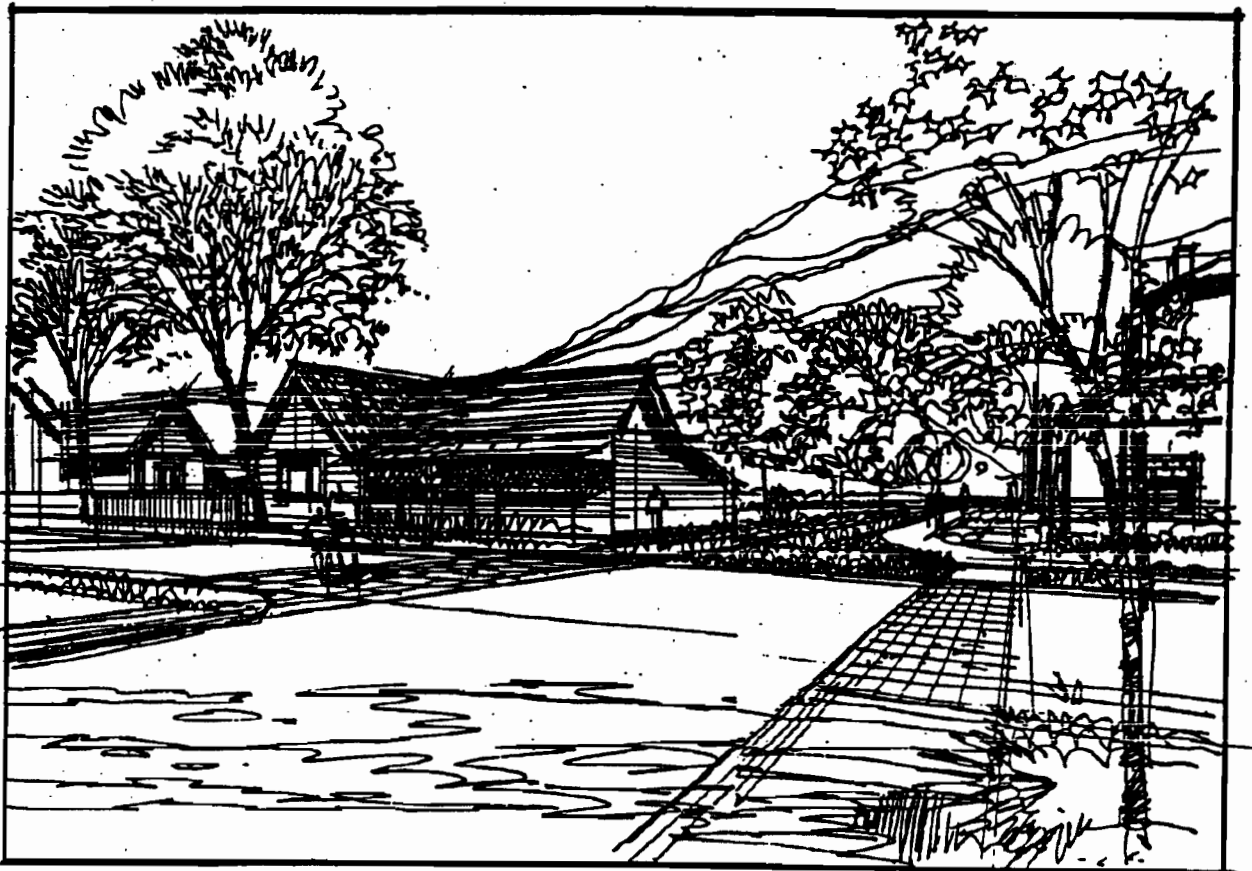
Specific recommendations to improve the pedestrian environment include:

1. Provide bump-outs at intersections or some other traffic calming design element or key points along Park Avenue that provides space for pedestrian amenities such as benches, pedestrian scale lighting at crossings, and landscaping. Consider providing pedestrian amenities at the following locations:
 - Park Avenue and Empire Avenue
 - Park Avenue and 13th Street
 - Park Avenue and 12th Street
 - Park Avenue and 10th Street
2. Provide special paving at these intersections to reinforce the

Conceptual Sketch of Crossing Treatment on Park Avenue

Several of these special crossing treatments are recommended to give a better sense of east-west connections through the Lower Park Avenue Neighborhood. They should connect City Park, the Park City Library and Education Center and the Town Lift Project.

The sidewalks can be 'bulbed out' in these locations to create a more pedestrian friendly feeling, and landscaping and special brick or pavement work can help delineate the crossings. In addition to aiding pedestrian circulation, such treatments will help 'calm' traffic on Park Avenue and add the the visual appeal of the streetscape.



residential scale and to delineate pedestrian areas and walkways and to discourage speeding traffic.

3. Provide a coordinated signing system clearly delineating pedestrian routes and destinations.
4. Provide additional landscaping where possible to enhance the pedestrian experience.
5. Improve the condition of existing sidewalks. Add sidewalks of appropriate width where possible.
6. Obtain necessary easements for access to City Park from the Park City Library and Education Center and adjacent open space.

INFRASTRUCTURE

A quality environment such as is envisioned for Lower Park Avenue should be supported with essential public facilities such as water, sewer, storm drainage, sidewalks, adequate roads, curbs, and other features. These facilities should be appropriately designed to assist in establishing the character and predominant uses of the neighborhood.

Improvement of basic services is at the top of the priority list for the residents of the Lower Park Avenue neighborhoods. All other concerns are secondary to the upgrading and completion of these basic improvements. This was clearly represented in all interviews and public input meetings.

Much of the infrastructure in the area is antiquated, non-existent, or incomplete, a symptom of demanding modern living requirements and standards from an old hillside mining town.

The City is making progress in upgrading utilities and services and has recently undertaken the responsibility of assessing all utilities in the area and preparing plans and schedules for upgrading.

Problems from spring run-off due to poor drainage is a continuing problem in this part of town. Certainly, sidewalks in many areas are substandard and in need of repair. The adequacy of the streets and lack of curb and gutter has also been questioned by local residents.

Some of the issues facing Park Avenue with regard to infrastructure are:

1. Adequacy of existing facilities.
2. Costs and schedule for upgrades and improvements.
3. Developing a long-range program for ongoing improvements.

Recommendations

1. Improve and expand public facilities with an expanded City-wide capital improvements program. Seek additional citizen input in establishing priorities.
2. Assess the condition and needs of existing utilities and formulate a plan and schedule for major capital improvement projects and how to fund them.

IMPLEMENTATION STRATEGY

The successful implementation of recommendations in this study depends on the collective efforts neighborhood groups, City officials, and private developers. Through a combined effort, a plan and implementation policy can be realized for Lower Park Avenue.

In many of the discussions in the past, there has been lack of consensus and uncertainty about the future of Park Avenue. It has been found during the course of this project, however, almost unanimity in public opinion with regard to Park Avenue and its need to remain as much a local residential neighborhood in character as possible in the future. This has nothing to do with any desire by local residents to recreate or return to any perceived historical character but rather is based on perceptions of neighborhood character prevalent today.

Even those with commercial interests in the project area, while not wanting to be negatively impacted by potential property value altering zoning decisions, recognized the importance of this area to the local community.

In many discussions there appears to be a conflict between economic pressures and the apparent desired future direction for this neighborhood. This report is suggesting that existing zoning has created a somewhat false market condition in some instances leading to an erosion of the residential character of the area. It is suggested that Park City needs to look realistically at the whole of Park Avenue and develop a strategy that responds to political, community and market conditions.

The Park Avenue area is essentially an "urban neighborhood" to the extent that an urban type of neighborhood can exist in an historic mining community. It is a place where people live and work. It's an environment where residents can play, dine, shop nearby and feel safe and secure. Furthermore, this area in Park City is a place where residents probably have better access to a diversity of social, cultural, recreational, and economic facilities than anywhere else in town. This is an "urban neighborhood" where economic, social and cultural components in the system perpetuate it.

The following are specific strategic objectives proposed to focus and prioritize items for implementation:

1. a. The City should look at zoning classifications along Park Avenue and remove or modify those zones that are inappropriate and out of context with the desired residential character of the neighborhood. It should look at implementing better defined mixed use zones that include residential uses and/or neighborhood commercial uses as the primary uses tailored specifically for Park Avenue and its sub areas.
- b. The City should examine the possibility of a Park Avenue Overlay Zone that delineates appropriate uses in the neighborhoods. It is essential that Park City examine many

of its planning ordinances and zoning classifications, especially the conflicting commercial zones along Park Avenue. The adoption of a new "residential-host mixed use zone" to emphasize the residential nature of Park Avenue should be considered.

- c. New ordinances should place a major emphasis on building design, heights and establishing and maintaining the character of Lower Park Avenue. A subset of design guidelines dealing specifically with Park Avenue should be developed that addresses neighborhood character and identity elements.
 - d. Continue to attempt to gain a greater consensus with the residents about the direction and nature of future development along Park Avenue.
2. Analyze and develop an implementation strategy for upgrading and improving basic infrastructure services within Park Avenue and adjacent neighborhoods, including sidewalks, streets, curb and gutter, storm drainage, sewer and water. This is high on the list of priorities of area residents.
 3.
 - a. Examine land and/or easement acquisitions for trails connecting the Park City Library and Education Center to City Park and other community destinations for possible pocket parks.
 - b. Develop trail connections and appropriate directional signage to connect community facilities and parking along Park Avenue with the existing trail system in the community.
 - c. Complete the improvements to the south end of City Park especially parking facilities and complete the improvements to the open space adjacent to the Park City Library and Education Center.

4.
 - a. Implement design elements to calm traffic along Park Avenue.
 - b. Signage at Empire Avenue and Park Avenue directing traffic onto Deer Valley Drive as the primary route accessing Historic Main Street.
 - c. Develop an entry statement or appropriate feature at the corner of Park Avenue and Deer Valley Drive to create a sense of place, and calm traffic on Park Avenue.
5.
 - a. Evaluate and make a determination as to what degree pedestrian improvements, and street furniture for Park Avenue are desired by community residents and thereby justify the expenditure of community funds to implement.
 - b. Determine the extent to which changes and improvements will be made to parking, street widths and sidewalks and how those proposed improvements might be dovetailed with or initiate other proposed development along Park Avenue.