

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

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

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

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

General District Description

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

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

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

District Issues

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

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

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

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

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

2.0 District Objectives

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

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

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

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

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

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

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

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

3.0 Amendments and Revisions to General Plan Elements

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

3.1 GENERAL PLAN ELEMENT I. INTRODUCTION

No changes required

3.2 GENERAL PLAN ELEMENT II. PARK CITY DIRECTION

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

3.3 GENERAL PLAN ELEMENT III. COMMUNITY CHARACTER

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

3.4 GENERAL PLAN ELEMENT IV. OPEN SPACE

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

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

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

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

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

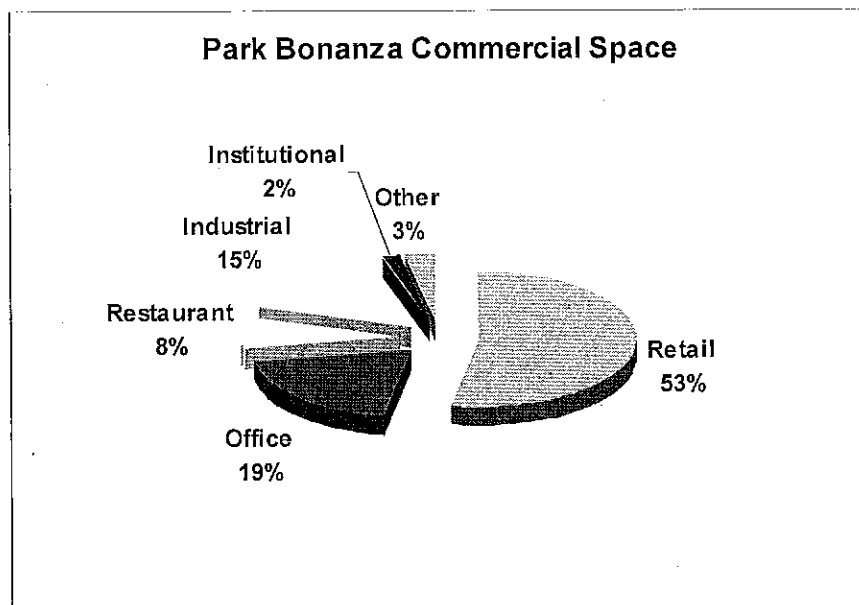
3.5 GENERAL PLAN ELEMENT V. LAND USE

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

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

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

Base upon the most available, recent data, a 2007 private sector study of commercial inventories¹ reports approximately 469,000 square feet of retail, office, restaurant, industrial, and institutional space within the Park Bonanza District – west of Bonanza Drive. This square footage does not include the area of the Park City Public Works Building or Park City Mountain Resort Munchkin site. The portion of the Park Bonanza District east of Bonanza Drive adds an additional approximately 106,000 square feet for a total of approximately 575,000 square feet of these uses. A breakdown of the commercial land use categories in the district is shown in the chart following.



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

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

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

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

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

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

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

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

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

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

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

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

3.6 GENERAL PLAN ELEMENT VI. GROWTH MANAGEMENT

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

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

3.7 GENERAL PLAN ELEMENT VII TRANSPORTATION

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

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

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

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

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

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

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

3.8 GENERAL PLAN ELEMENT VIII ENVIRONMENTAL

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

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

3.9 GENERAL PLAN ELEMENT IX HOUSING

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

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