



**PARK CITY COUNCIL SPECIAL MEETING
SUMMIT COUNTY, UTAH,
January 13, 2015**

PUBLIC NOTICE IS HEREBY GIVEN that the City Council of Park City, Utah will hold a Special Meeting at the Marsac Municipal Building, City Council Chambers, 445 Marsac Avenue, Park City, Utah for the purposes and at the times as described below on Tuesday, January 13, 2015.

**City Council is meeting at City Hall to begin the Walking Tour
of Bonanza Park Neighborhood.**

**3:30pm Public Transportation to Bonanza Park Neighborhood, 1616 Shortline Drive
(Transit Housing)**

4:30pm Public Transportation back to City Hall, 445 Marsac Avenue

4:55pm Break

5:00pm Special Meeting

I. ROLL CALL

II. COMMUNICATIONS AND DISCLOSURES FROM COUNCIL AND STAFF

III. NEW BUSINESS

1. Bonanza Park Area Plan Policy & Draft Form-Based Code as an Implementation Tool
 - a) Public Hearing

VII. ADJOURNMENT

A majority of City Council members may meet socially after the meeting. If so, the location will be announced by the Mayor. City business will not be conducted. Pursuant to the Americans with Disabilities Act, individuals needing special accommodations during the meeting should notify the City Recorder at 435-615-5007 at least 24 hours prior to the meeting. Wireless internet service is available in the Marsac Building on Wednesdays and Thursdays from 4 p.m. to 9 p.m. Posted: 01/07/2015 See: www.parkcity.org

City Council Staff Report



Subject: Bonanza Park Area Plan Policy &
Draft Form-Based Code as an
Implementation Tool

Author: Christy Alexander, Planner II
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Date: January 13, 2015

Type of Item: Legislative - LMC Amendments

The best-laid plans often go awry, as poet Robert Burns told us a couple of centuries ago. We can develop all the brilliant strategies and goals we want, but without effective implementation, they likely won't amount to much.

Background

The purpose of this meeting is for Staff to convey the public outreach efforts that have occurred over the past eight weeks regarding the Bonanza Park Area Plan (the vision & policies) and the draft form-based code (FBC) as an implementation tool for the area plan, relay public input that was received, and to note some of the takeaways from the discussions. In addition, staff would like to address some of the major policy concerns that will need to be decided by the Council at a future meeting. Staff will also unveil the 3D digital model of the Bonanza Park area that has recently been completed. The model will portray versions of what currently exists within Bonanza Park, what the area could look like under the existing Land Management Code (LMC) zoning at build-out maximums and MPD maximums, and what the area could look like under the proposed FBC at build-out maximums. Staff is not seeking policy direction from the City Council at this meeting; however, several policy concerns will be discussed to assist staff in their review of the Bonanza Park planning efforts and FBC.

General Overview of Bonanza Park and Form-Based Code Formal Meetings

- April 14, 2010 – Planning Department presents planning strategies, FBC, and design concept for Bonanza Park to the Planning Commission
- April 22, 2010 – Planning Department presents planning strategies, FBC, and design concept for Bonanza Park to the City Council
- June 17, 2010 – Planning Department presents Bonanza Park long range planning informational session to a joint City Council/Planning Commission meeting
- January 25, 2011 – Planning Department presents a white paper, *From Visioning to Planning to Implementation – A Case Study of Bonanza Park*, to the City Council at the Visioning Retreat
- May 25, 2011 – Mark Fischer's MPD publicly presented at The Yard
- July, August, September 2011 – Planning Department presents Bonanza Park long range planning presentations at a series of four City Council Work Sessions
- December 31, 2011 – Planning Department completes the Bonanza Park – An Evolution of Plan area plan

- January 12, 2012 – Planning Department requests direction regarding Bonanza Park Area Plan and implementation at a joint City Council/Planning Commission meeting
- April 1, 2012 – PCMC signs contract with Gateway Planning to create a FBC for the Bonanza Park neighborhood
- Spring, Summer 2012 – Various Stakeholder meetings for Bonanza Park District held
- Fall 2012, Winter 2012, Spring 2013 – Various City Council meetings held to discuss Substation Relocation
- October 24, 2012 – Planning Department presents first draft of FBC to a joint City Council/Planning Commission meeting
- May 8, 2013 – Planning Departments holds work session with Planning Commission to discuss Bonanza Park Area Plan and FBC
- May 16, 2013 – Planning Department reviews Bonanza Park Area Plan and requests direction on draft FBC at a joint City Council/Planning Commission Work Session
- May 22, 2013 – Planning Department presents draft FBC at a Planning Commission meeting
- June 12, 2013 – Planning Department seeks policy direction on draft FBC at a joint City Council/Planning Commission work session - PCMC recommends putting the FBC work on hold to focus efforts on completing the General Plan
- March 6, 2014 – Adoption of the General Plan by the City Council with the Bonanza Park neighborhood plan and FBC recommendation incorporated
- May 13, 2014 – Planning Department reintroduces the draft FBC to a joint City Council/Planning Commission meeting
- June 12, 2014 – Bonanza Park Public Work Session with City Council on Bonanza Park Infrastructure
- August 6, 2014 – Planning Department presents draft FBC for discussion to Planning Commission in Special Meeting
- September 16, 2014 – Planning Department presents draft FBC for discussion to Planning Commission
- October 8, 2014 – Planning Department presents draft FBC for discussion to Planning Commission
- October/November 2014 – City Council recommends increased public outreach to property owners and public

Why Bonanza Park Matters...to the Future of Park City

On January 25, 2011, Planning staff presented a white paper entitled *From Visioning to Planning to Implementation – A Case Study of Bonanza Park*. This paper recommended that the 2009 Community Vision Core Values should be used as the foundation for the proposed General Plan and Bonanza Park Area Plan. The Planning Commission and City Council fully supported this approach and, ultimately, the Vision's Core Values were fully utilized as the base for both documents.

Visioning – check that box! 2009 Vision Park City completed and incorporated into Bonanza Park planning.

The Park City General Plan, adopted on March 6, 2014 included a neighborhood approach to address specific planning issues relative to individual neighborhoods. The “plan” for Bonanza Park is built upon the Core Values from community visioning and recommends: a mixed-use

neighborhood in which locals live and work, a neighborhood which maintains its authenticity, a district that serves as the local employment hub, sustainable redevelopment practices, improved connectivity, a central hub for public transportation, improved entryways for the city, and a commitment to maintain the current character of the district. Very early on in the planning process, the Planning staff was most concerned about the possible gentrification of the neighborhood in light of the fact that the entire city of Park City had essentially gentrified over the past two decades (e.g. significant increase in household incomes and transition to majority second home owners). Anecdotally, many Parkites have lamented the fact that over the past 20 years, an average income family cannot afford to live in Park City. This is gentrification on a citywide level. The Planning Commission and City Council were both supportive of a “plan” for Bonanza Park that stressed maintaining a place for locals. Recognizing the fact that development and redevelopment pressures within Park City have been significant over the past two decades, and that change and/or growth is inevitable in Bonanza Park, Planning staff created a plan that incorporated tools that would create a local’s neighborhood while also encouraging a better connected and walkable community. The plan incorporates additional affordable housing (beyond current development requirements) via a density bonus, requirements for ground-floor commercial, reduced nightly rental allowances in neighborhood, improved pedestrian amenities, and road/network infrastructure funding opportunities.

Planning – check that box! *The Bonanza Park Area Plan was completed on December 31, 2011 and incorporated into the 2014 Park City General Plan (adopted March 6, 2014).*

Upon completion of the City’s General Plan in March 2014, Planning staff reinitiated work with Gateway Planning on the proposed FBC for Bonanza Park. The FBC is the implementation tool for the Bonanza Park Area Plan in terms of achieving desired land uses, building fabric, design standards, block configuration, and connectivity. This code also incorporates an incentivized program to encourage additional affordable/attainable housing if a developer intends to add a partial fourth or fifth story. This provision within the proposed code stemmed from a series of City Council meetings that took place in the summer of 2011 regarding redevelopment planning. The consultant, Charles Buki, walked City Council members and city staff through a number of growth scenarios for Park City and how these growth pressures could best be addressed – everything from “do nothing” to the utilization of a strong set of planning tools to shape this future growth. Ultimately, the City Council and Planning Commission recommended a proactive approach to planning for this neighborhood with the intent to protect the uses and residential mix that currently exists. There was recognition that the aesthetic character of the neighborhood could be improved but the local businesses and demographic mix were to be preserved to the greatest extent possible. The proposed FBC is the tool that will implement the plan – it is a zoning tool that focuses on the design and functionality of the built environment first and foremost while allowing a mix of land uses.

Implementation – box not yet checked! *In process and discussion and direction needed.*

Staff has prepared the following background information including data collection and analysis to assist in the discussion of how best to implement the Bonanza Park Area Plan and work with

the stakeholders to realize an implementation tool that addresses all concerns of the residents, the property owners, and the future generations of Park City.

Public Outreach Efforts throughout November and December 2014

After the Planning Commission meeting held on October 8, 2014, when the Bonanza Park Area Plan and draft FBC were last formally discussed in a public meeting, staff set out on an extensive public outreach and listening campaign over the course of eight weeks. This public outreach campaign was undertaken after several residents had given public input addressing the lack of public outreach methods over the past year with the reintroduction of the Bonanza Park Area Plan. Staff was happy to supplement the many various open houses and stake holder meetings that have been held since 2010, including the two public open houses held earlier in 2014. Staff utilized the newspaper, radio, print mail, and email to spread word for the public input opportunities. Staff also took flyers to every resident and business by going door to door within the entire district invited everyone to their respective neighborhood meetings, mailed flyers to every property owner in the district and emailed and called those property owners that have provided their information to staff.

Staff reached out to the local trade organizations, community groups, and property owners within the district and held one-on-one meetings with interested stakeholders who had previously expressed concerns and raised questions. Staff followed up with emails to try to answer any questions or concerns that have been presented. Staff presented three times to the Board of Realtors, once to the Chamber of Commerce as well as the staff of the Mountainlands Housing and Habitat for Humanity. Staff received excellent feedback including their concerns, questions, and suggestions. Staff met individually, or in small groups, with a number of property owners and interested parties to discuss the opportunities and challenges of the proposed form-based code.

Staff also held 5 separate neighborhood meetings for each distinct character zone (micro-neighborhood) within the Bonanza Park district, namely the Iron Horse, Resort Gateway, Mixed-Use Center, Hillside Residential, and Bonanza Park Residential zones at the Blind Dog Restaurant. Approximately 10 – 30 different people attended each meeting. At these meetings, a presentation was given that was also uploaded to the Bonanza Park webpage on parkcity.org (see Exhibit A) which presented the background to the creation of the Bonanza Park Area Plan and Council's goals as well as the means to implement these goals and how FBC could be the most effective tool to achieve the vision. Staff held lengthy and informative discussion sessions after each neighborhood meeting presentation which helped us to better understand the major concerns, questions, and suggestions of the property owners and interested parties.

A citywide Open House was then held November 25th at the Blind Dog Restaurant. Approximately 75 people were in attendance which was a great turn out for a holiday week. Many new residents, property owners, involved citizens and visitors that had not been out to previous meetings were in attendance and we received a greater mix of positive and negative feedback, concerns and suggestions. This venue also allowed for a greater and more diverse demographic representation of the community to share their input with us.

Q: Can I get financing for a new project with FBC in place or refinance my existing non-complying structure?	A: Meetings with representatives from Wells Fargo, US Bank, Chase, Zions and Key Bank indicate that FBC should not adversely impact application of existing loan standards in the district. Financing for
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	mixed-use developments is common throughout the country – specifically in downtown areas. The same challenges apply to mixed-use (FBC) zoning as they do to the current General Commercial (GC) zoning – banks typically finance a mixed-use project for up to 20% commercial development with the remainder of the project allocated to residential development. Variations to this percent are possible but must meet specific banking criteria.
Q: What will be the City's investment?	A: These policy issues have to be reviewed and decided by the City Council in detail. This is not specifically part of typical FBCs but rather a policy concern for this area. The current City Council in June 2014 potentially agreed to contribute funding towards FBC infrastructure in the amount of approximately \$8-\$12 million over the next 20 – 30 years. Council will need to make a decision on a final commitment. Other concerns have been whether the Council will formally agree to provide parks/civic/open spaces, a transit center, structured parking, and where the recycling center will move to.
Q: Do I have to do underground parking?	A: No, similar to our current LMC code, you can satisfy your parking requirements with surface parking or you may choose to do underground parking. Surface parking under FBC shall be located to the side or rear of the building instead of in front of the building.
Q: What are the proposed building heights?	A: The current zoning (General Commercial) allows 3 stories (up to 35' for a flat roof structure and 40' for a pitched roof structure). The proposed heights under FBC allow 3 stories and include an incentivized, step-backed 4th story (75% of building footprint) and an additional 5th story (25% of footprint) ONLY for projects where additional affordable housing or open space/view sheds are proposed. This is a policy issue that has to be reviewed and decided by Council in detail. The additional 4th and 5th floor could easily be taken out of the FBC.
Q: Can I repair or maintain or even enlarge my existing building with FBC?	A: Yes, you can repair and maintain your existing buildings with FBC. The same language as found in the current LMC applies. Regarding increasing non-complying structures, staff is recommending that property owners be permitted to increase their non-complying structures as long as they don't increase the degree of non-compliance. For instance, each addition or enlargement shall conform to the regulations under FBC, i.e. additions to the front of the building shall conform to the proposed building form, site development, and building design standards. Staff is recommending additions to the

	rear and side of the building, and vertical additions shall meet the rear and side set-backs under FBC.
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MOST COMMON POLICY CONCERNS:

Concern:	Effect of Policy Decision:	How to solve?
Increasing allowed building heights	Loss of views of mountains, shadow encroachments, too much density for small town.	The proposed FBC somewhat replicates the City's historic development patterns (e.g. Main Street). Views in many areas of the community are framed by rights-of-way corridors. Height is always a concern and staff has similar concerns regarding heights but also recognizes the "give/get" regarding additional affordable housing. Ultimately, Council needs to make this decision
Keep it a locals district, Keep Park City Park City	Worried about allowing too many nightly rentals and not enough affordable housing for mix of economic demographic.	Staff has recommended a reduction of nightly rentals in this district. The real estate development community has opposed this. Council needs to make that decision.
Moving the Recycling Center	Worried that it will be sent out of town.	Council needs to make that decision.
Bonanza Park Boundary	Why leave out Snow Creek? Why include eastside of Bonanza Drive/Prospector area and Hillside area?	Council needs to make that decision. These areas could be removed; they were not included in the initial draft of the Bonanza Park plan but added after public interest.
Economic Feasibility	Will it be empty like Newpark? Too expensive for developers?	Studies indicate that Park City can handle the economic growth on an incremental basis. Whether existing or FBC zoning; zoning contains no requirements for the

		timing of construction.
Affordable Housing	Worried there won't be a mix of income levels.	Council needs to make the decision to incentivize additional affordable housing or not. The proposed plan includes <i>additional</i> affordable housing beyond current requirements.
Affordable Commercial	Can we ensure affordable rents for small businesses?	Staff encourages opportunities to incentivize "affordable commercial" space – this could be incorporated into a density bonus similar to the affordable housing option or the City could enter into public-private partnerships with developers to buy down rents for local businesses
Transit	Will there be a transit center/corridor?	Council needs to make that decision. This is something that will be part of the City's transit planning efforts.
Parking	Will there be enough? Doing underground parking is thought to be too expensive. Will the City invest in a public structure?	Council needs to make the decision regarding building a public parking structure. Underground parking will cost the same under FBC or the existing LMC zone. Developers are not required to do underground parking. Parking minimums will still be required under FBC.
Keeping the existing LMC	What happens if we do nothing?	Growth is inevitable; regardless of zoning. The existing GC zone does not include planning concepts or best practices – only parameters for building envelopes. "Do nothing" scenario will likely see the neighborhood move toward the resort

		development opportunities.
Environmental Impact	Underground parking seems too expensive with existing Soils Ordinance. Will City Council provide grants to alleviate the expense?	Council needs to make that decision. FBC does not change the requirements of the Soil Ordinance.
What are we trying to solve with FBC?	What do we want that can't be done under the existing code or through MPD process?	FBC will provide a predictable neighborhood character as development occurs. It will require pedestrian-friendly improvements, better connectivity, aesthetically pleasing structures and a streamlined process for developers. Increased affordable housing and opportunities for local businesses can be incentivized - FBC is a tool to implement those goals.
Parks	Where will they be located, will City invest in more?	The plan includes concepts for a community park; the cost of land for such is something that the City would need to acquire. Council will need to make that decision.
Infrastructure	Who will finance critical infrastructure, will the City invest in that?	The Council has potentially agreed to contribute funding towards FBC infrastructure in the amount of approximately \$8-\$12 million over the next 20 – 30 years. Council will need to make a decision on a final commitment.
Residents' concerns over City subsidizing developers	If the City builds a parking structure or provides grants for soils ordinance then that is subsidizing developers where the City doesn't do it elsewhere.	Staff understands the importance of balance when considering subsidies, etc. Generally, incentives to keep the neighborhood local have been

		considered in the plan. Council will need to make the final decisions as the plans/concepts advance.
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MOST COMMON FBC CONCERNS:

Concern:	Effect of FBC:	How to solve?
Buildings brought closer to the street	Snow storage concerns, canyon effect?	FBC will provide a more pedestrian-friendly environment like that of Main Street and with larger sidewalks, landscaping that will have vistas like that of Main Street. Council will need to decide if snow storage will be similar to Main Street. Wider sidewalks will provide room for some snow.
Adding more roads	Worried about traffic congestion, current concerns with bad intersections, will property owners be forced to put in roads? Why are roads going right through properties/existing buildings? –	FBC will add connectivity to the district alleviate congestion on the existing roads. Roads will only go in if property owners want to redevelop and start a new project. They can keep their property as is in perpetuity if so desired. Roads on the regulating plan are meant to be flexible and Staff can shift those around so that they don't show going through existing buildings. The vision was that if those properties were demolished and redevelop then the roads could go in on vacant land with plans of buildings shifting to the grid over 50 years.
Non-complying structures	See FAQs	
Financing	See FAQs	

MOST COMMON POLICY SUGGESTIONS:

More parks/plazas/open space/view corridors for public benefit
Keep Recycling Center within the City and allow for expansion capability
Middle income housing stock
Multi-generational housing
Revamp current housing policy
Increase economic diversity
Bikeshare program
Paint or bury power poles
Skin (hide) the RMP Substation
Place for Millennials and older demographic to age in place
Plan for a train/streetcar
Plan for snow storage
City's investments: Infrastructure, transit, affordable housing, parking
Add frontage protection zone along Bonanza Dr.
Vision of future-plan for it, grow responsibly, don't just let it happen
Grants to alleviate expense of soils ordinance

MOST COMMON FBC SUGGESTIONS:

More walkable and multi-modal
Human-scale density
Better connectivity
Visually appealing community
Fewer cars
Limit high-end housing by limiting square feet
Make it a place locals want to visit/live/work/recreate
Allow existing business to add-on to existing structures

There have been numerous residents who have reached out that have a positive opinion of the proposed FBC and City Council's vision concerning Bonanza Park and there have been many that are opposed to the FBC concept. In response to the residents who signed the **"Petition against development outcomes of the proposed FBC"** which was presented to the Planning Commission, staff has taken efforts to address those concerns as stated below. The following is the list of concerns noted on the Petition; they are addressed in the order presented with Staff's response following each concern:

- 1) Against: Any building heights in excess of 3-stories or any additional density or square footage beyond what is currently allowed under the existing zoning.

Staff: Building heights are a policy issue, not an FBC issue, concerning additional affordable housing opportunities associated with a density bonus. This will need to be addressed by the City Council. The 3D model may help staff and the City Council to best address this issue. Staff has always had concerns regarding the scale/mass of the neighborhood but ultimately believed that some additional stepped back height was a good "give" to "get" affordable housing. This could easily be taken out of the proposed FBC to limit the stories to three or four instead of five.

- 2) Against: Placement of buildings any closer than 30 feet from the edge of the Bonanza Drive right-of-way.

Staff: Staff concurs that it may be more appropriate to place frontage protection zone (FPZ) setback regulations along Bonanza Drive as well and create a build-to line of 30' off the property frontage. This could easily be amended into the FBC.

- 3) Against: Inclusion of any property on the east side of Bonanza Drive in the FBC boundary.

Staff: This could easily be amended; however staff would like to ensure that the development patterns on either side of Bonanza Drive complement each other. Historically, zoning lines have, at times, been located along a right-of-way only to result in different development patterns on either side of the street. With that said, the east side of Bonanza Drive, including a part of Prospector Square and Fireside/Hillside residential units, could easily be removed from the FBC boundary. Planning staff has committed to working with the Prospector Square HOA in the next year as they continue their planning efforts as several of them would like to be included.

- 4) Against: Any FBC provisions which cause existing buildings to become "Non-Complying Structures."

Staff: Several of the existing buildings are currently Existing Non-Complying (ENC) Structures under the existing LMC. The same language applies for existing non-complying structure under the proposed FBC as it does under the existing LMC.

- 5) Against: Any FBC provisions which cause existing businesses to become "Non-Conforming Uses."

Staff: There are no existing uses that will become Non-Conforming Uses under the proposed FBC. Currently nightly rentals are an allowed use yet none are existing within the district. The issue of limiting or taking nightly rentals as an allowed use out of the district is a policy discussion that staff would like to address with the City Council.

- 6) Against: Any FBC provisions which do not allow an existing business or building to be reconstructed or redeveloped in a similar fashion to the existing building or which prohibit any organic, incremental expansion or adaptive reuse of an existing property, provided such reconstructed, redeveloped or expanded property complies with the current Land Management Code.

Staff: Currently, except for an Existing Non-Conforming Structure involuntarily destroyed by fire or other calamity as specified in LMC 15-9-6C, the LMC does not allow existing businesses or buildings to be reconstructed or redeveloped if they do not meet the current requirements of the code in place for that zoning district. The same would be proposed under the FBC. All existing buildings built with a valid building permit in accordance with the LMC at the time of construction may be maintained in perpetuity as is or enlarged along the side or rear as long as they meet the required setbacks. If a property owner desires to add on to the building, they will need to meet the building design standards under the proposed FBC as well as meet the proposed build-to lines for additions to the front of the buildings.

- 7) Against: Any FBC road alignment that passes through an existing residential or commercial property other than the extension of Munchkin Road from Woodbine Way to Homestake Road and another new road immediately east of the existing RiteAid building between Iron Horse Drive and Homestake Road.

Staff: The roads proposed are meant to be flexible to shift depending on the development patterns in the future. Also, no roads are mandatory pursuant to the proposed FBC, but should a property owner choose to redevelop and choose to build the road aligned with their property, the City Council has agreed to fund the infrastructure (understanding that the build out of the area will likely occur organically over the next 10-30 years). Staff recommends a grid pattern with a “complete streets” system within this district to accommodate the need for increased multi-modal connectivity and associated economic development opportunities.

- 8) Against: Any excavation or transport of soils containing mining tailings, unless a soils mitigation and remediation plan is adopted that insures safe air and water contamination levels during and after construction.

Staff: The current soils ordinance addresses these very issues and the proposed FBC does not amend current requirements.

Massing Model Walk-Thru

The Planning Commission and Council asked that Staff create a massing model or 3D version of Bonanza Park as it might appear at build-out if the draft FBC were to be adopted. Staff received bids from a few firms and had a local consultant, Sid Ostergaard; work on three models over the past two months. The models show what currently exists today, as well as what could be the potential build-out maximums under the FBC as well as what is allowed now under the existing General Commercial (GC) zoning heights and allowable heights with MPDs. By comparing the models side by side, the Council, Planning Commission, staff, and the public will then be able to better understand the density and height standards. Staff will walk through the models with the Council at this special City Council meeting. Staff hopes to alleviate and answer some of the most frequently posed concerns and questions during the model fly through. The model should help the Council better in making their decision whether this is the direction they want to go.

Next Steps

The City Council will meet again to discuss the results of the recent public outreach efforts and modeling of the Bonanza Park Area Plan (the vision and policies) and the draft FBC as an implementation tool for the area plan at February 26th City Council meeting. Staff anticipates a joint City Council/Planning Commission meeting to discuss and clarify existing policy direction and three options for moving forward, e.g. do nothing and let the area develop with no plan, proceed with developing the FBC, or a hybrid option. Staff is prepared to come back to the Council in February for policy discussions. Based on the policy issues, staff will come back with a full analysis of each of the options.

The following bulleted items address those issues as well as policy questions that staff will need to bring back in February. Staff appreciates the challenges that this type of land use planning

brings to the City Council and Planning Commission. Our planning efforts in Old Town, the Design Guidelines, were challenging as well. All of our Land Management Code (LMC) code changes relative to Steep Slope development were controversial. Staff recognizes that any planning efforts we conduct as a City will never be very popular for the individual but we plan for the community as a whole. In fairness to the property owners in Bonanza Park, staff needs clarity regarding the following policy items:

- Discussion of additional affordable housing as major Council goal and the tool of incentivizing density to implement that goal (and address the issue of height). This can easily be taken out of or included in the proposed FBC.
- Discussion of transportation planning and congestion reduction on a local level as major Council goal and the tool of FBC to alleviate congestion.
- Discussion of City's investments within the district, e.g. Parks, Open Space, Recycling Center, Transit Hub, Transportation Infrastructure, Parking Structure, Affordable Housing, Snow Storage, Grants to alleviate Environmental Impacts, etc.
- Discussion of benefits of the implementation tool, FBC, such as 1) stream-lined process for developers, 2) more buildable area for developers, 3) better outcome of design for the community, 4) responsible growth for the City, 5) connectivity benefits and pedestrian-oriented for public benefit, 6) addressing the missing middle-income demographic and providing an opportunity to live/work/recreate within local neighborhood, and 7) implementation of the City's critical goals.
- Discussion of revising the current Housing Policy to meet base requirements within a FBC zone where MPDs would no longer exist.

Staff would like to know if there is any additional information not found in this report that the City Council would like staff to review/prepare before the next meeting in February? Are there any other questions that you would like answered?

Exhibits

- Exhibit A - PowerPoint Presentation from November 2014 trade association and neighborhood meetings
- Exhibit B - Photos from neighborhood meetings and open house
- Exhibit C - Other comment sheets from open house in written form and emails sent to Board of Realtors and Chamber of Commerce

* Please refer to the Bonanza Park Web Page (<http://www.parkcity.org/index.aspx?page=773>) for the complete draft Bonanza Park Area Plan, 2010-2014 Bonanza Park related meeting minutes, the draft FBC, and other materials

From Visioning to Planning to Implementation

A Case Study of Bonanza Park

The City's Vision

- Based upon the Vision Park City (2009) document and public input, the residents of Park City have clearly stated a desire to plan for growth in a balanced manner; one that equally examines each of the following levers when looking at future development:
 - Social Impacts
 - Quality of Life Impacts
 - Environmental Impacts
 - Economic Impacts

Environmental Impact

How will the proposed activity demonstrate responsible environmental stewardship?

- Compact infrastructure
- Parking
- Transit hub
- Soil district compliance
- Decrease CO2 footprint
- Mixed use
- Walkability
- New building = new energy efficiency

Quality of Life Impact

How will the proposed activity contribute to, "keeping Park City, Park City"?

- Compact development
- Senior housing
- Walkability
- Variety of housing
- Opportunity for interesting architectural needs
- Opportunity to address local community needs
- Impact Community public gathering plan



Social Equity Impact

How will the proposed activity foster community and economic diversity?

- Mixed use/mixed income
- Affordable housing / senior housing/ different types of housing
- Incubator retail
- Additional housing

Economic Impact

How will the proposed activity offset its impacts on the community, contribute to a sustainable economy, and increase our ability to provide public services?

- Mixed use
- Commercial development
- Business incubator
- Increase tax benefits w/ infill of more development
- Employment opportunities
- Convention center



Bonanza Park District Conceptual Design



**WHAT DO THE RESIDENTS OF
BONANZA PARK SAY?**

...Would Support the Following Uses:

- Residential Solar Panels
- Community Gardens
- Mixed Use (Commercial and Residential)
- Neighborhood Café/Restaurant
- Neighborhood Events
- Neighborhood Bar

* informal poll of residents at neighborhood meetings

- Would NOT Support the Following Uses:
- Big Box Retail

* informal poll of residents at neighborhood meetings

- What makes your neighborhood UNIQUE?
- Full Time Residents, Locals, Family...
- Mixed Use
- Sea of Asphalt
- Access (roads and rail trail)
- Soils District

* informal poll of residents at neighborhood meetings

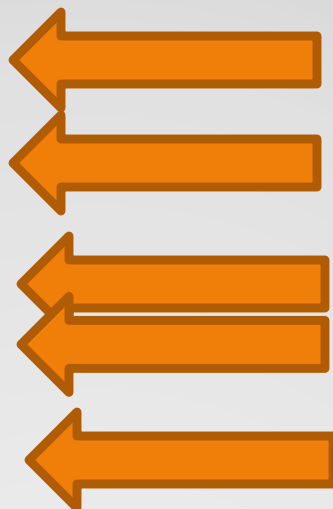
100% of residents have outdoor recreation within walking distance.

Preferred public recreation:

- Paved Trails
- Ski Resorts
- Unpaved Trails
- Sidewalks
- Playgrounds
- Road Cycling
- Racquet Club

* informal poll of residents at neighborhood meetings

Park City and Beyond	
Neighborhood 3	
Solar Farm	1
Wind Farm	1
Agriculture	0
Livestock	0
Community Garden	6
Community Compost	4
Commercial Franchises	4
Locally Owned Commercial	22
Big Box Commercial	0
Affordable Housing	17
Institute for Higher Education	8
Convention Meeting Space	17
Mixed Use Development	26
Dedicated Car-Share Parking	7
Future Employment Hub	10
Additional: Trader Joes	1



CREATING A PLAN

Joint Planning Commission and City Council Meetings



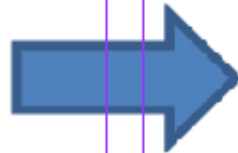
Current Character

Underutilized

Rundown

Uniform

Uninviting



Future Character

Vibrant

Affordable

Multi-Generational

Contemporary

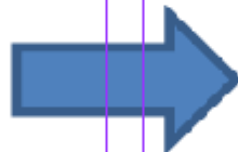
Current Function

Mixed Use

Small Business

Everyday Needs

Commercial



Future Function

Mixed Use

Local Emphasis

Small Business

Everyday Needs

ENCOURAGE

1. Locally-owned Commercial
2. Affordable Housing
3. Small Business Incubator
4. Apartments
5. Medium Sized Commercial
6. Multi-Use Facility/Expo
7. Parks
8. Campus

DISCOURAGE

1. Museum
2. Single-Family Homes
3. Big Box
4. Nightly Rental

NOWHERE

1. Big Box
2. National Franchise
3. Multi-Use Facility/Expo

WHILE THIS IS WHAT YOU WANT

Some issues need resolution

3. While there's an emerging consensus on what you want and don't want, there's also some resistance, even fear to embracing redevelopment

- For some, redevelopment is scary (urban and possibly bigger than you want)
- For others, you really don't want things to change
 - Doing nothing for some of the community feels safe
- Actually, doing nothing is the least safe thing you can do
 - In the absence of being explicitly no growth, which has its own risks and rewards,
 - You are likely to grow haphazardly and malignantly
 - (the stuff you say you hate)
 - You are likely to miss the chance to get interesting new combinations of things
 - (the stuff you say you want)

Underutilized
Rundown
Uninviting

Vibrant
Affordable
Multigenerational
Contemporary

Mixed Use
Local Emphasis
Everyday Needs
Small Biz

Done

11:41 AM
10/1/2014

3% Strategy

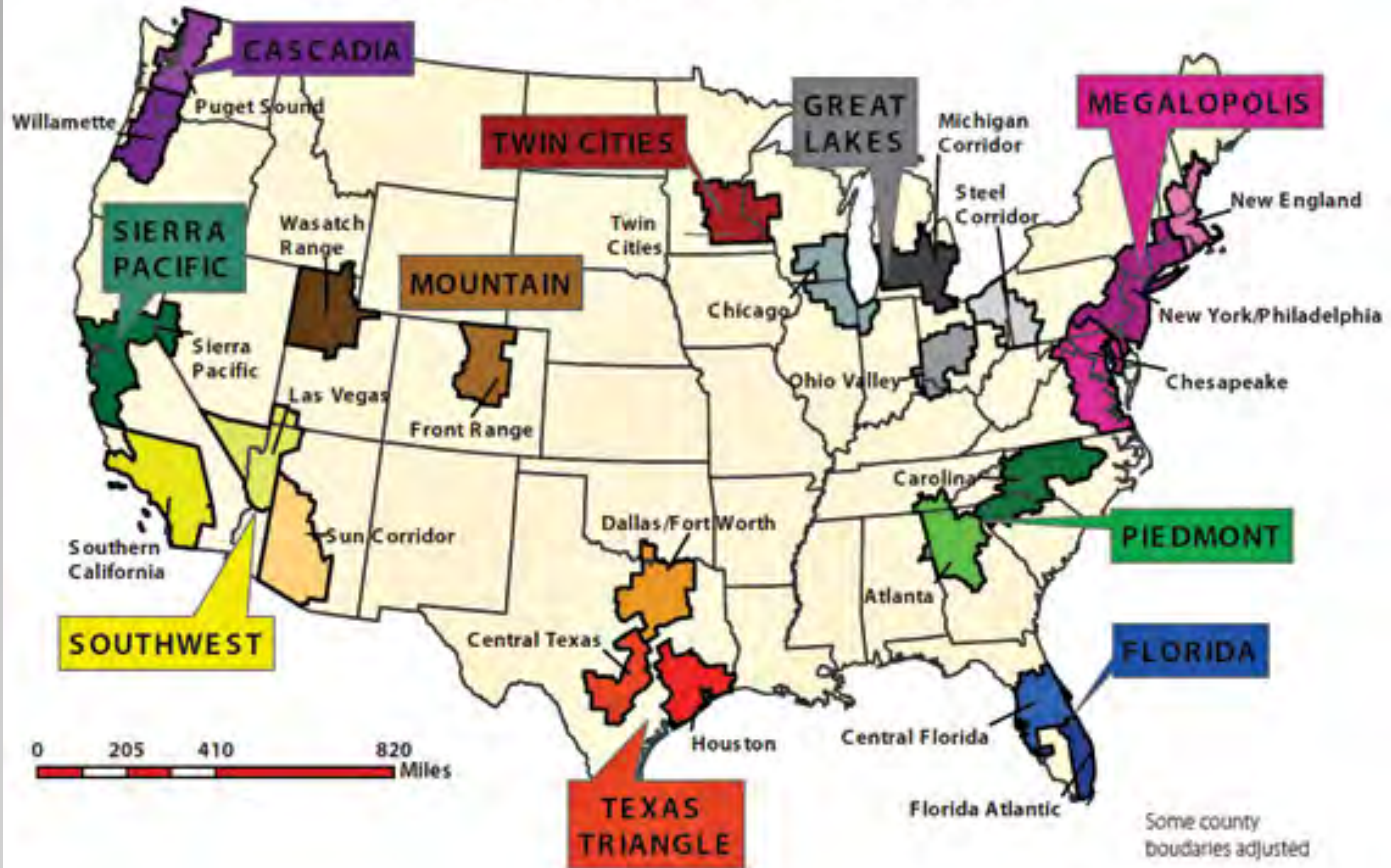
In 2009 Envision Utah, a nonprofit regional partnership, prepared the 3% Strategy. According to Envision Utah *“The 3% Strategy approach responds to market trends and creates significant regional benefits, while leaving existing residential neighborhoods largely unchanged.”* The approach focuses on accommodating 33% of future development on 3% of the available land.

While Park City, and more specifically the Bonanza Park district, may not be facing the same challenges that the Wasatch Front might be facing, there are several components within the prepared strategy that can be utilized in the master planning and redevelopment of the Bonanza Park district. The five (5) principles for achieving the 3% Strategy are the following:

1. Focus growth in economic centers and along major transportation corridors.
2. Create significant areas of mixed-use development throughout the region.
3. Target growth around transit stations.
4. Encourage infill and redevelopment to revitalize declining neighborhoods.
5. Preserve rural, recreational and environmentally sensitive areas.

- Why Employ the 3% Strategy?
 - Wasatch Choice 2040, the Utah state planning organization predicts that Utah's population will double by 2040 – an additional 2.5 million people will be living in our state
 - The “mountain” area megalopolis (Salt Lake City and Denver) will be the fastest growing region over the next 25 years and beyond

Megapolitan America/48 States



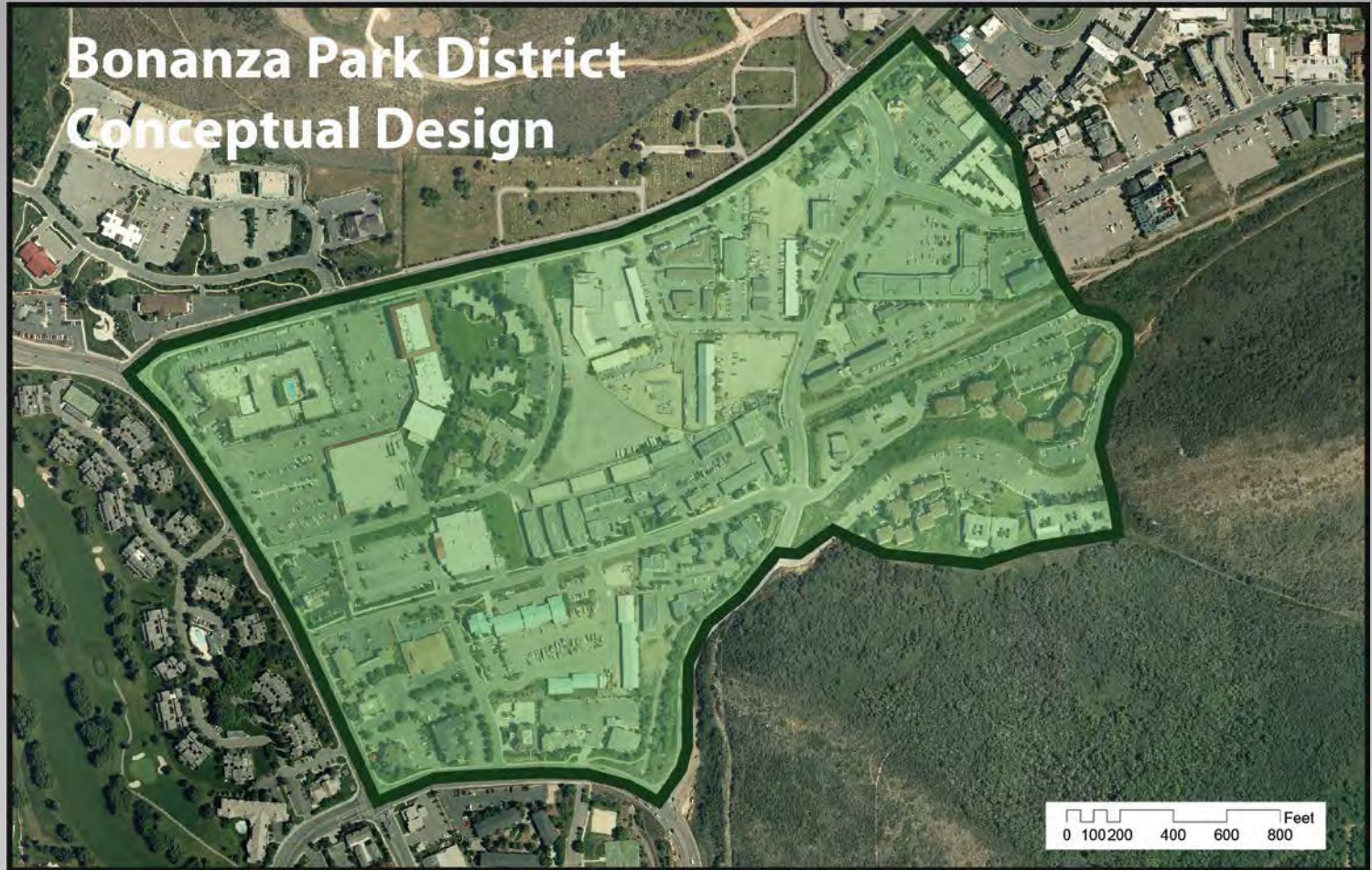
WHAT DOES OUR PLAN SAY?

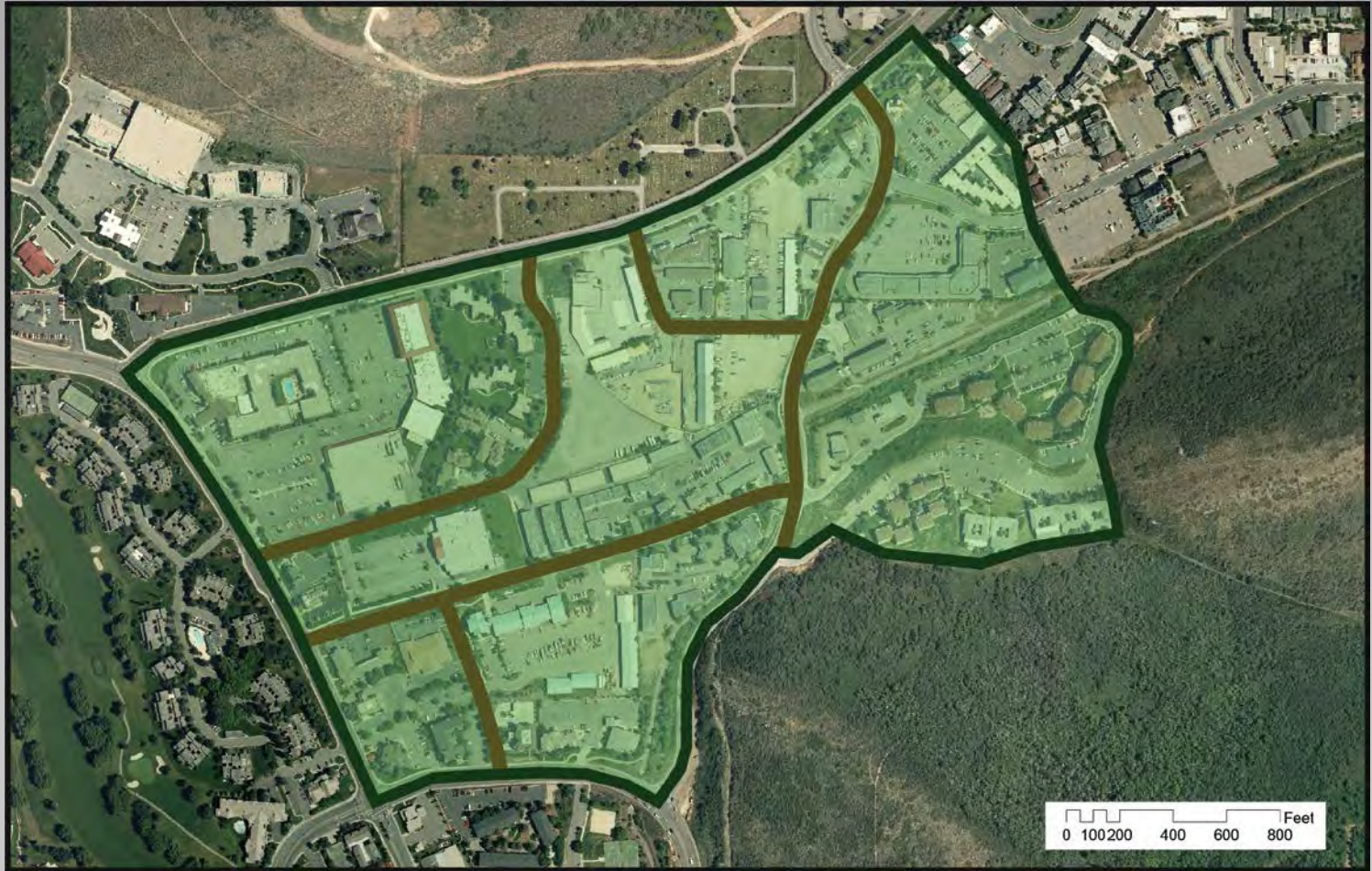
Guiding Principles for the BoPa Area Plan

1. Take a collaborative partnership approach to redevelopment between the City, property owners, local residents, and business owners within the district.
2. Promote inward migration into the redevelopment area rather than outward migration and sprawl.
3. Protect view corridors and connection to the mountains.
4. Improved internal circulation and connectivity to the surrounding mobility systems.
5. Redevelop utilizing future oriented, environmentally conscious development practices.
6. Foster economic growth in the local resident population and existing businesses.
7. Maintain Bonanza Park as an area for locals to live and work.
8. Address the social needs of the diverse population that is intended to make up the future of this District - enhance personal growth - people make place.
9. Encourage a lively district through careful consideration to the public realm throughout the district.
10. Reconnect to the history of this locale as well as continuing to build upon "local" history.

WHAT DOES THAT LOOK LIKE?

Bonanza Park District Conceptual Design



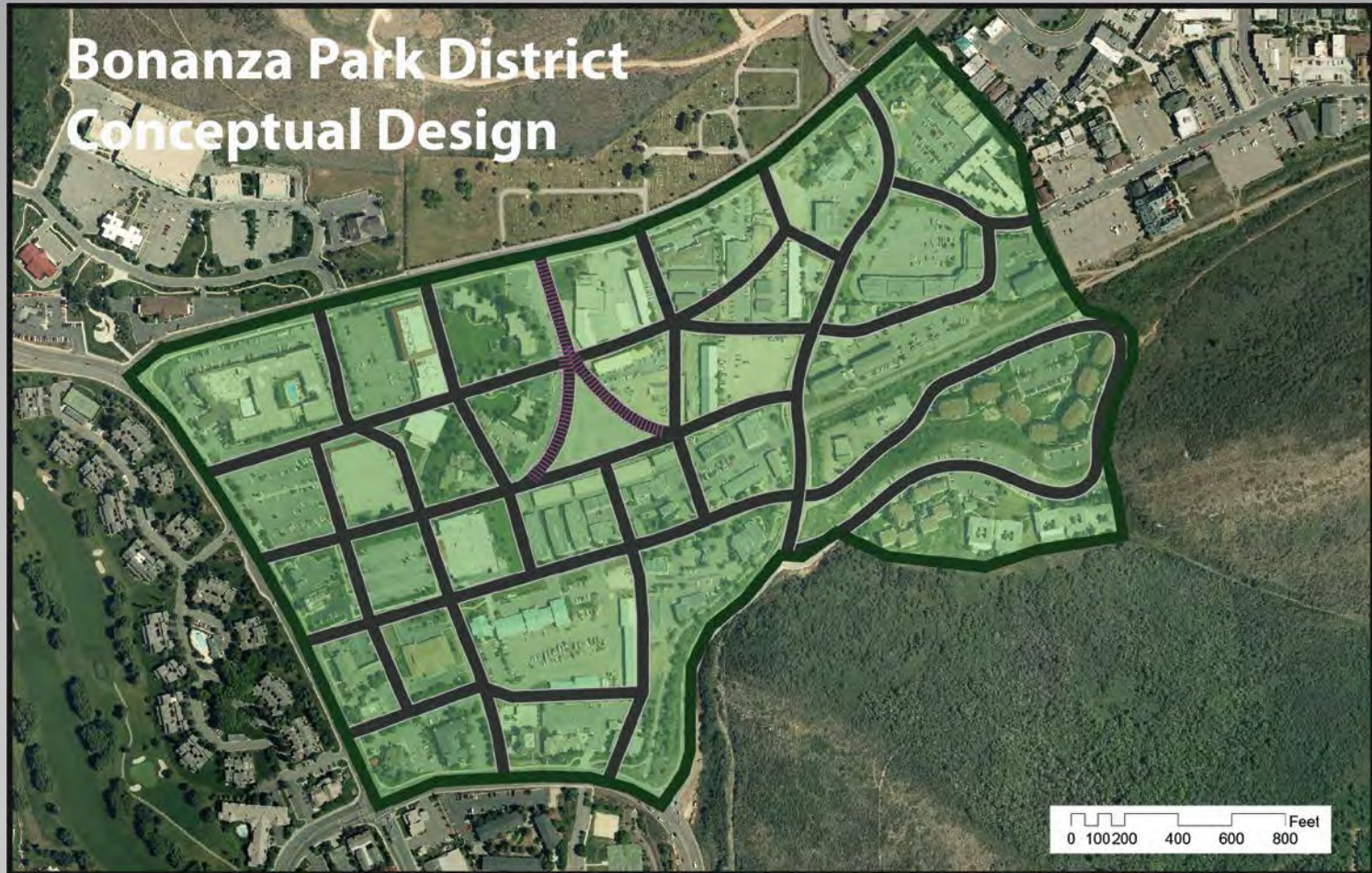




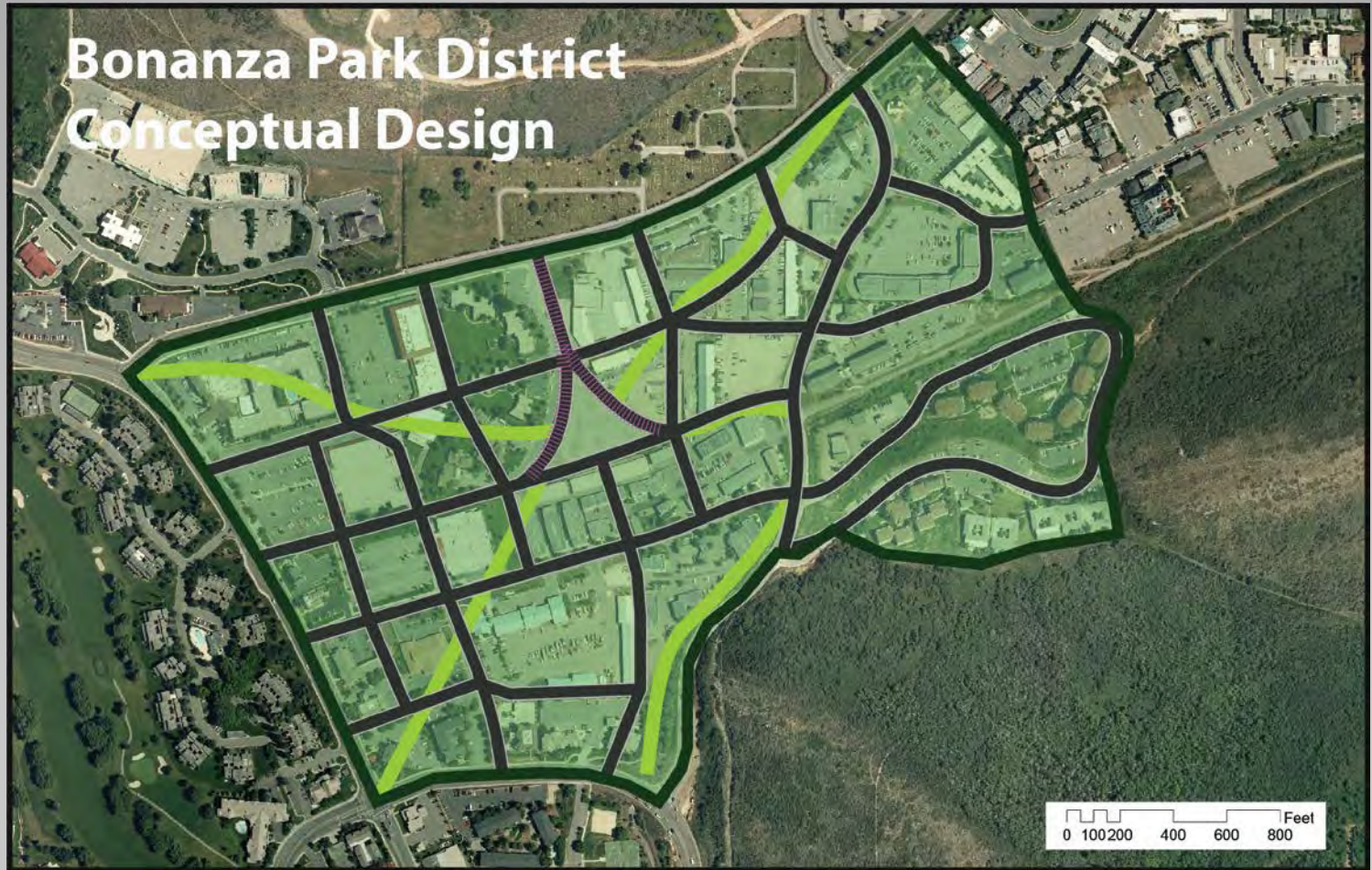
Sample Images from Main Street / Old Town – Building Fabric



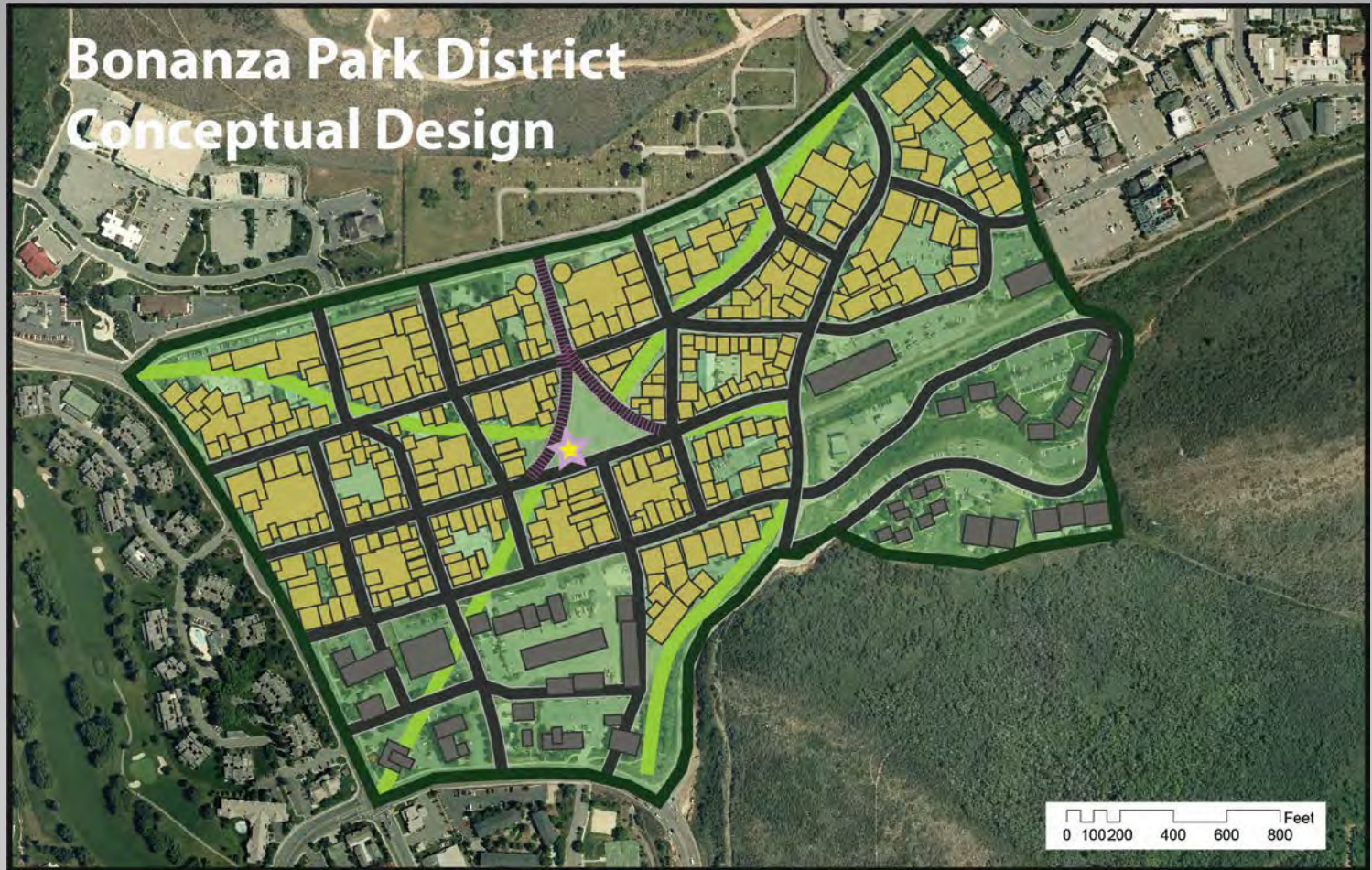
Bonanza Park District Conceptual Design



Bonanza Park District Conceptual Design



Bonanza Park District Conceptual Design



THE TOOL TO IMPLEMENT THE PLAN – FORM-BASED CODE (FBC)

Form-Based Codes (FBCs) are:

- a regulatory approach that communities use to control the form, size, and siting of proposed buildings.
- Form-based codes emphasize the appearance and quality of the built environment.
- They support smart growth principles such as mixed-use, compact development, increased density, and distinctive community character. They codify development patterns typical of neighborhoods built before World War II.

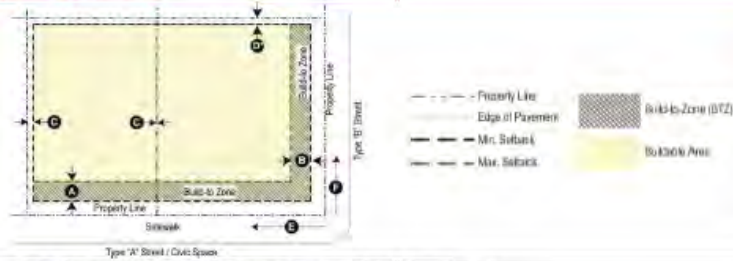


Main Street Park City is an example of what Form-Based Code will result in – Main Street's building fabric is typical of early 20th Century design...before we had use-based zoning

- FBC looks at the “form” before looking at the “use”
- Current (conventional) codes look at the use rather than the form

Mixed Use Center Character Zone

(b) Building Placement



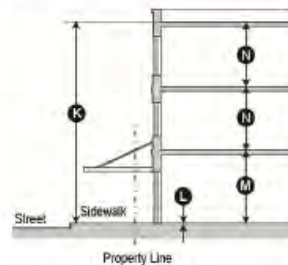
(i) Build-to Zones (BTZs) and Setbacks (Distance from property line to edge of the zone)

Park Ave./SR 224 (See Special Frontage Requirements)	30' (min.) - 40' (max.)	
Kearns Blvd./SR 248 (See Special Frontage Requirements)	50' (min.) - 75' (max.)	
Type "A" Street / Civic Space (Except Sonoma Drive)	5' (min.) - 10' (max.)	A
Sonoma Drive	15' (min.) - 45' (max.)	A
Type "B" Street	5' (min.) - 15' (max.)	B
Side setback	0' (min.); no max.	C
Rear setback/Alley setback	5' min. setback	D
(ii) Minimum Building Frontage Required		
Building Frontage required along Type "A" Street/Civic Space BTZ	90% (min.)	E
Building Frontage required along Type "B", Park Ave., and Kearns Blvd. BTZs	70% (min.)	F
Building Frontage required along Alley	None Required	

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(c) Building Height



(i) Principal Building Standards

Building maximum	3 stories and 40'	K
First floor to floor height	12' (min.) for all commercial/mixed use buildings at any building with any required Commercial or Commercial Ready Frontage designation 10' (min.) for all other buildings	M
Ground floor finish level	12 inches max. above sidewalk (for ground floors of commercial/mixed use buildings or any building with required Commercial or Commercial Ready Frontage designation) 18" (min.) above sidewalk for residential buildings (see Note 7)	L
Upper floor(s) height	9' min.	N

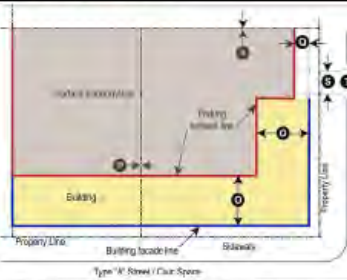
(ii) Accessory Building Standards

Accessory buildings shall meet the standards for Principal Building standards in the Mixed Use Center Zone.

Mixed Use Center Character Zone

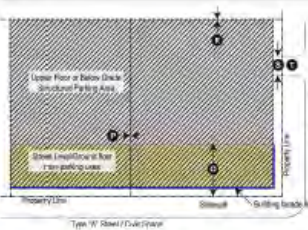
(d) Parking & Service Access

(i) Surface Parking Setbacks



Park Ave./Kaoma Blvd.	• Shall be located 5' (min.) behind the property line (Street screen req'd; see Section 10.0)	
Type "A" Street Setback	• Shall be located behind the principal building	O
Type "B" Street Setback	• Shall be located either behind the principal building or a min. of 3' behind the building facade line along that street only	O Q
Alley Setback	• Shall be located 5' (min.) behind the property line	R
Side and Rear setbacks	• 0'	P

(ii) Structured Parking or Below Grade Parking Setbacks



Park Ave./Kaoma Blvd.	• Shall be located 5' (min.) behind the property line	
Type "A" Street Setback	• Shall be located behind the principal building along that street frontage or • Ground floor setbacks min. of 30' from the property line • Upper floors may be built up to the building facade line	O
Type "B" Street/Alley setback	• May be built up to the building facade line; or if no building is located along the street frontage, the structured parking shall meet the minimum setbacks standards along that frontage	R
Side and rear setback	• 0' min.	P

(iii) Partially Below Grade Parking

Ground floors may be built up to the building facade line along all Type "B" Frontages.

(iv) Below Grade Parking: May be built up to the building facade line along Park Ave., Kaoma Blvd., Deer Valley Dr., Type "B" Streets and Alleys only.

(v) Driveways and Service Access

Section 5.1 shall apply

S T

(e) Special Requirements

(i) Required Commercial Frontage:

- Ground floors of all buildings with Required Commercial Frontage designation on the Regulating Plan shall not be occupied by parking, residential, office, or institutional uses up to a minimum depth of 50' from the front building facade line.

(ii) ~~Required-Recommended~~ Commercial Ready Frontage: Ground floors of all buildings with ~~Required-Recommended~~ Commercial Ready Frontage designation on the Regulating Plan shall ~~not~~ be built to Commercial Ready Standards.

(f) Lot and Block Standards

(i) Lot Standards: No minimum or maximum lot size

(ii) Block Standards: Shall meet the block standards as established in the Regulating Plan or a maximum of 600' of block face length, whichever is smaller.

Mixed Use Center Character Zone

5.2 Mixed Use Center

(a) Illustrations and Intent

The Mixed Use Center zone is intended to accommodate a variety of higher intensity uses related to entertainment, resort services, employment offices, education, neighborhood serving commercial, and urban residential. The goal of the zone is to create an area that sustains itself both on and off peak tourist times and establishes itself as a true center of Bonanza Park. Development may include both larger scale projects that redevelop complete blocks and small scale, lot-by-lot, incremental redevelopment. Buildings in this Zone shall be characterized by development that represents the next generation Park City, which takes cues from Park City's past with appropriate scale, but begins a new paradigm of designing with contemporary, eco-conscious materials, solar orientation, and environmental best practices. In addition to improving the building design, development standards such as setbacks and building frontage standards within this zone focus on softening the highway frontage by requiring landscape and buffers along those frontages. Along Bonanza Drive, slightly deeper setbacks are intended to preserve view corridors along the street.



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Images illustrating the character of development desired within the Mixed Use Center Character Zone

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INFILL DEVELOPMENT SAMPLES



Existing conditions



Mixed-use buildings on one block



Public street improvements: street trees, street lamps, decorative traffic signals, bulbouts



Additional mixed-use development, remodeling of existing buildings

ONE MORE

TOD = Downtown Development



TOD = Downtown Development



- The FAQs of FBC

Q: Do I have to do underground parking?

A: No, similar to our current LMC code, you can satisfy your parking requirements with surface parking or underground parking. Surface parking shall be located to the side or rear of the building.

- The FAQs of FBC

Q: Can I repair or maintain or even enlarge my building with FBC?

A: Yes, you can repair and maintain your buildings with FBC. The same language as the current LMC applies. Regarding increasing non-complying structures, staff is recommending that property owners be permitted to increase their non-complying structures as long as they don't increase the degree of non-compliance.

- The FAQs of FBC

Q: Can I get financing with FBC in place?

A: Yes, financing for mixed use developments is common throughout the country – specifically in downtown areas. The same challenges apply to mixed use (FBC) zoning as they do to the current General Commercial (GC) zoning – banks typically finance a project for up to 20% commercial development. Variations to this percent are possible but must meet specific banking criteria.

- The FAQs of FBC

Q: What are the proposed building heights?

A: The current zoning (GC – General Commercial) allows 3 stories (up to 35' for a flat roof structure and 40' for a pitched roof structure). The *proposed* heights for Bonanza Park include an additional 4th story (75% of building footprint) and an additional 5th story (25% of footprint) for AFFORDABLE HOUSING or OPEN SPACE/VIEW SHEDS. This policy issue has to be reviewed by the Planning Commission and City Council in detail.

Note: There was discussion regarding adding Transfer of Development Rights (TDRs) to allow for 100% infill of the 4th and 5th stories, but this has not been recommended by City staff at this point.

NEXT STEPS

Over the next couple of months:

- Public outreach to property owners, residents, community groups, etc. Explain the vision for BOPA and listen to community input.
- Take this information back to the Planning Commission and City Council for discussion
- Creation of a 3D model of the BOPA Neighborhood to better understand the proposed development patterns

QUESTIONS?

EXHIBIT B



















BONANZA PARK

11/25/14

SUGGESTIONS / IDEAS: (please add to list)

- more walkable
- plan for train
- ★ more parks/open space
- skin substation
- place for millenials
- economic diversity
- aging in place
- want less cars (How?) -
- vision of future
- limit high-end housing by limiting square feet
- paint power poles - Bury Power Poles
- middle income housing stock
- visually appealing community
- view corridors only for public benefit
- more practical shops - how AFFORDABLE?
- limit chain stores - NONE
- put additional height around substation and Kearns
- revamp housing policy
- make it a place people want to come
- frontage protection zone on Bonanza
- parks on top of parking structures → ^{green space} on top of all buildings
- I envision moving to BoPa from Jersey when I am an empty-nester - want walkability, 2 bedrooms, mixed use right outside my door (grocery, restaurant, retail, culture, green space)
- old 6 story buildings!

implement a bike "rental" program w/ kiosks in BoPa, Old Town, etc.
AND/OR shuttle/trolley service that transports people around/within BoPa and to resort(s) and Old Town

BONANZA PARK

11/25/14

BIGGEST CONCERNS: (please add to list)

- snow storage
- nightly rentals : affordable housing
- traffic congestion - can we "fix" the bad intersections?
- want less roads
- where to move recycling center?
- shadow encroachments
- why leave out Snow Creek?
- take out eastside of Bonanza Dr. - Disagree
- water impact fees high
- economic feasibility
- what happens if we do nothing?
- will I be able to afford to live here?
- affordable for small local businesses?
- transit
- ★ loss of views
- not enough parking
- soils ordinance / environmental impact - more debris
- how does it benefit Hillside?
- FIRST RIGHT OF REFUSAL FOR EXISTING BIZ - AT WHAT INCREASE IN COSTS?
- Affordable Housing - Do Not Sacrifice housing for 30-60% AMI TO
GIVE DENSITY TO 60-150% AMI
- Height of buildings
- WHAT ARE TRYING TO SOLVE THAT CAN'T BE DONE UNDER CURRENT CODE? MPD?
- what about all the empty places around the city?

EXHIBIT C



Toby Tolpinrud

Name:

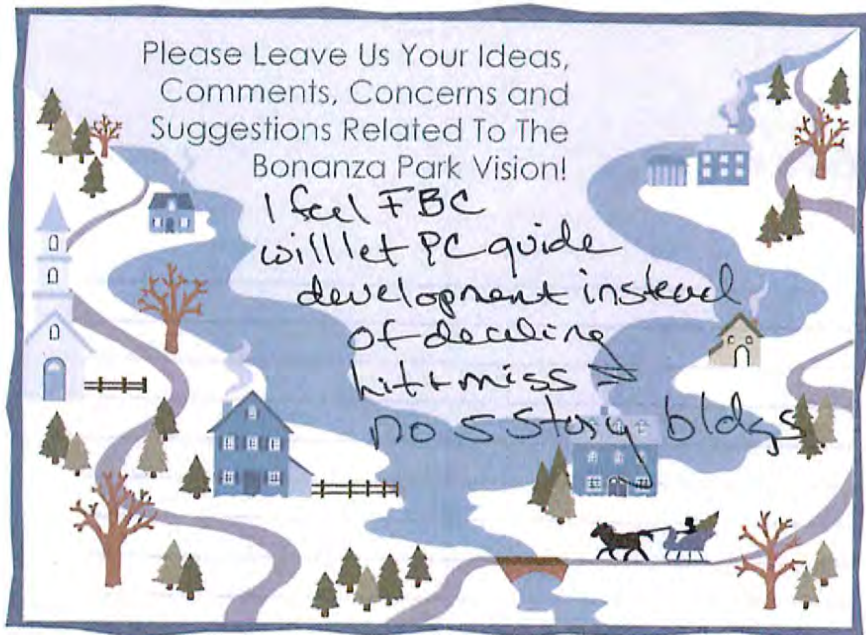
Email:

ttolpinrud@gmail.com

While FBC has some merits
I am not sold. I love being
a mountain town and am not
sure I want to be an urban
town like Sugar House. Change
is hard but not sure I am up
for this change.

Thank You!

Thank you for all of your
hard work!



Recycle Center needs a home in town



Are we destroying what
made Park City a wonderful
place to live. - Higher
taxes, traffic, lack of
parking and views. After
living here 44 years. I am
very concerned. Please
consider this project carefully -
or don't consider it at all would
be best

Thank You!



Name: Jana Cole Email: janascoll@a
gmail

- Many people were expecting a presentation this evening.
- Many people do not know what form base plan means.
- Many of the residents tonight had not attended other meetings.

Height & parking are of concern.



Faster Internet

Bike path around the park | walking path around park

Electric car recharge station

Permanent location for farmer's market

Tiny homes/apartments/business stores / < 600 sq. ft.

Library outreach

Community garden

Fountain

Affordable business office for
new biz.

Dog Park

Easy paths to other trails

Cobblestone walkways

Carless space

Flowers everywhere

Human scale

Statues

Thank You!

Thank you for your efforts!!



The concepts all sound wonderful
what I didn't see were places
to hang out outside - where kids
could play, little more nature to walk
or sit or meet friends.

Places where you could plant something
flowers or community garden
have BBQ's

No gathering places ~~at all~~

Imperative to keep the vision Thank You!

Christy Alexander

From: Christy Alexander
Sent: Monday, November 03, 2014 2:41 PM
To: 'anne@parkcityrealtors.com'
Subject: Follow Up to Last Wednesday's Meeting on Bonanza Park

Hi Anne,

Thank you again for arranging a second opportunity to present to the Board of Realtors last Wednesday! Please extend our thanks to the group for taking the time to share their perspectives with us about the Bonanza Park vision. Over the next several weeks we are actively engaging with the community to listen to concerns and answer questions. The input we receive during these outreach and listening sessions will be provided to the City Council and Planning Commission for consideration during a joint meeting anticipated in early December. From the meeting I took away the following suggestions/questions/concerns that we heard:

- **Suggestions:**
 - Boundaries: The City should consider including Snowcreek/Snowpark in the redevelopment area plan.
 - Soils and Parking: Since underground parking will be expensive due to soils ordinance and potentially contaminated soils, the City should consider incentivizing or provide grants that alleviate this additional expense.
 - Open Space: Perhaps add in a river or Poison Creek walk.
 - Walkability and Mobility: Ensure new district is very walkable and rigorously supports various modes of travel (bike/ped/transit/etc.).
 - Terminology: Consider changing the verbiage from "FBC" to "Mixed-Use"
 - Locals District: Clarify how district can be controlled to facilitate local use and not a tourist destination that elevates traffic/congestion
- **Questions:**
 - Existing Zoning Allowances: What can be built today, under existing zoning, compared with the new zoning (i.e., if we "do nothing")?
 - MPD Process: How is the current process broken/insufficient?
 - Infrastructure: Who will finance critical infrastructure (roads, utilities, pathways, etc.)?
 - Property Owners: How many property owners are in the district?
 - Conforming/Non-Conforming Properties: Will you be able to add-on to or renovate the existing buildings if they become non-conforming structures?
 - Financing: Names/banks who agree with ability to finance this type of mixed-use development?
- **Concerns:**
 - Obstructing Views: carefully mitigate mountain views potentially lost from increasing heights.
 - Competing Developments: Newpark is still not occupied after 10 years, will this do better?
 - Traffic/Congestion: Will this increase traffic from outside the City by creating a draw for visitors?
 - Existing Housing: How long will Homestake Condos remain as is & perhaps someone will have to have a bigger plan to replace them?

We hope we were able to shed some light on a few of these concerns during this meeting. The questions posed are so important to identify the information gaps and needs for the community in order to fully evaluate the Bonanza Park vision. We are developing a Frequently Asked Questions information piece. We'll send you a link as soon as it is live. I do have one favor to ask – would it be possible to get the names/emails of the Realtors who attended the two meetings?

We would like to pass that along to Council when we provide them with a catalog of community input. Please shoot me an email or phone call if you have other concerns come up in the meantime!

Thanks again!

Christy

Christy J. Alexander, AICP | Planner II
Park City | Planning Department
445 Marsac Ave | PO Box 1480
Park City, UT 84060-1480
Office 435.615.5068 | Fax 435.658.8953



Christy Alexander

From: Christy Alexander
Sent: Thursday, December 11, 2014 3:13 PM
To: Emma Prysunka (emma@visitparkcity.com)
Subject: Follow up to Nov. 25th Chamber of Commerce Mtg

Hi Emma,

Thank you again for arranging an opportunity to present to the Chamber of Commerce on the 25th! Please extend our thanks to the group for taking the time to share their perspectives with us about the Bonanza Park vision. Over the next few weeks we will be continually engaging with the community to listen to concerns and answer questions. The input we receive during these outreach and listening sessions will be provided to the City Council and Planning Commission for consideration during a joint meeting anticipated in early January. From the meeting I took away the following suggestions/questions/concerns that we heard:

- **Suggestions:**
 - Increasing businesses/economic base: Incubator space, like to keep a mix of local and other businesses
- **Questions:**
 - Examples of other FBCs: Cities that are using this type of form-based code(FBC)?
 - Parking: Does on-street parking satisfy parking requirements?
 - City's Investment: Is City going to subsidize with a CDA? Existing Residential: What is existing? Proposed Residential: How many residential units would there be, 300→1000? Or stay the same?
 - Multigenerational Housing: How do you do it, does it just happen?
 - Vail Property: Is Powder's lot on Munchkin owned by Vail now?
 - Substation: What about improving it?
- **Concerns:**
 - Property Owners: Mark Fischer feels it's too utopian/too expensive to do/socialism
 - City's Investment: Property owners need to know how the City will help. \$8-\$12 M won't be enough for infrastructure
 - Residents: If City helps it is subsidizing developers
 - Soils: City isn't helping with removal
 - Recycle Center: Needs expansion capability
 - Parking: District needs a "China Bridge" structured parking

We hope we were able to shed some light on a few of these concerns during this meeting. The questions posed are so important to identify the information gaps and needs for the community in order to fully evaluate the Bonanza Park vision. We are developing a Frequently Asked Questions information piece. We'll send you a link as soon as it is live. I do have one favor to ask – would it be possible to get the names/emails of the members who attended the meeting? We would like to pass that along to Council when we provide them with a catalog of community input. Please shoot me an email or phone call if you have other concerns come up in the meantime!

Thanks again!

Christy

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