



City Council Staff Report

Subject: Clark Ranch Feasibility Study Results
Author: Browne Sebright, Housing Program Manager
Department: Housing
Date: November 2, 2023
Type of Item: Work Session

Recommendation

Receive a presentation from Stereotomic, the Clark Ranch Feasibility Study consultant, review findings, and consider recommendations on future uses for the Clark Ranch property, including affordable housing.

Summary

The Clark Ranch land use feasibility study (“Study”) authorized by the City Council on February 16, 2023 ([Staff Report](#), [Meeting Minutes](#)) is nearing completion. The Study evaluates future uses of the Clark Ranch property, including affordable housing or City services. The Study includes site analysis, evaluation of potential site density, and draft design concepts. Site constraints such as slopes, access, utilities, and zoning limit the layout but provide options for various uses, unit types, densities, and site design.

In sum, the Study identified several factors that would dictate the type of development that could be accommodated, such as water pressure, sewer capacity, steep slopes, and site access. The Study found that an affordable housing development between 90 and 275 units is possible on 12 limited acres. This option allows the remaining balance of the property to be permanently protected as open space, as contemplated during the property acquisition process.

Background

Park City (“PCMC”) owns 344 acres of real property known as Clark Ranch (“Property”), located along both sides of US-40 in the Quinn’s Junction¹ area in proximity to Park City Heights, Utah Film Studios, Park City Hospital, and the National Ability Center. The City purchased the Property on December 17, 2014, from the Florence J. Gillmor Estate. The Property was annexed into Park City as part of the Southeast Quinn’s Junction Annexation in 2022.²

¹ [Park City General Plan](#), p. 257

² [Ordinance No. 2022-18](#)

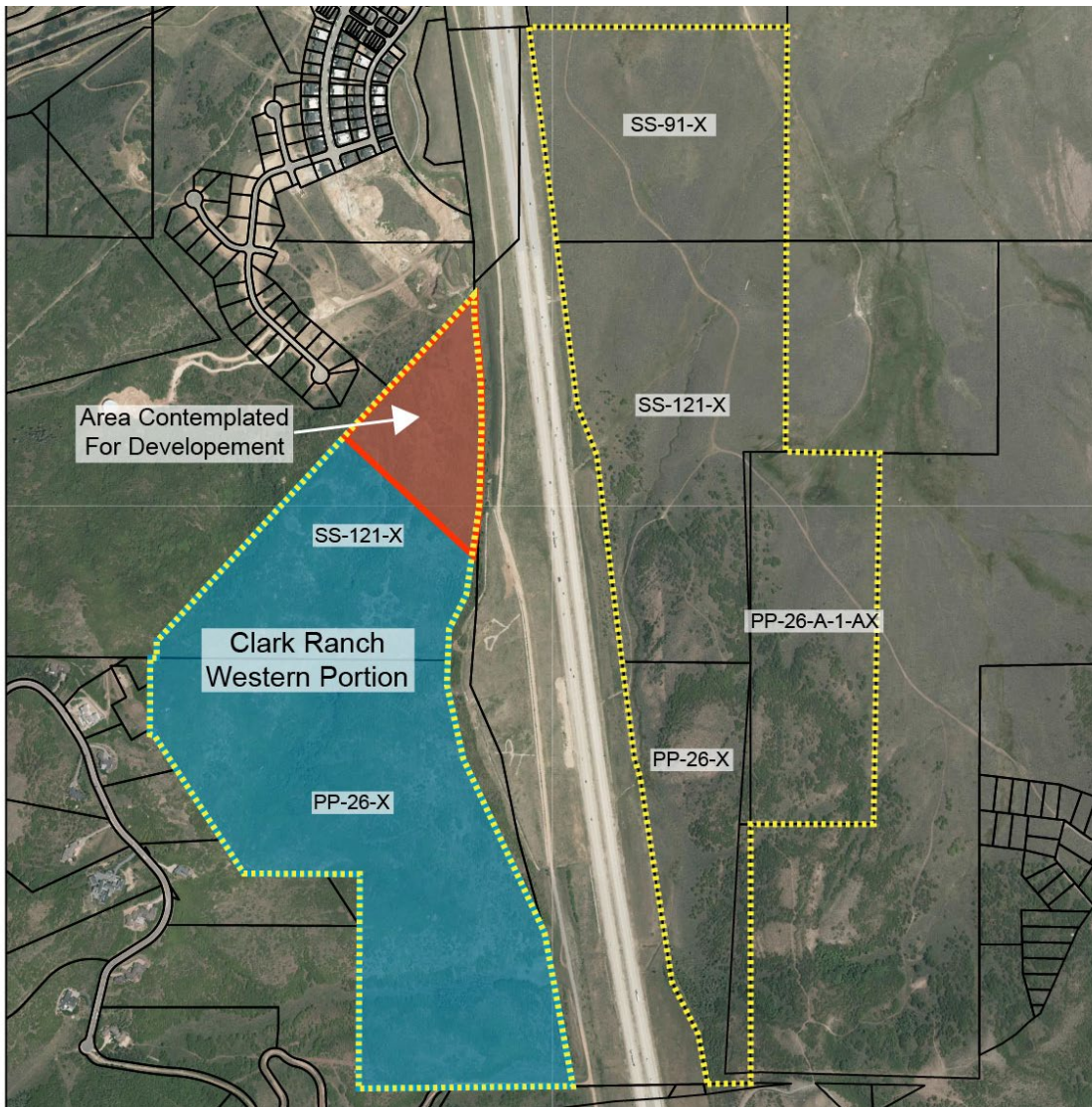


Figure 1. Map of Clark Ranch is outlined in yellow, with the western half highlighted in blue, and the northwest corner identified for potential development (“Steve’s Point”) highlighted in Red.

In 2016, the Park City Citizens Open Space Advisory Committee (“COSAC”) recommended to the City Council parameters and values of the proposed preservation of the Clark Ranch properties.³ The Committee unanimously recommended that up to 10 acres in the northwest corner of the parcel adjacent to Park City Heights be excluded from the proposed conservation easement to consider senior or affordable housing or essential services, such as a fire station.

In a 2020 City Council work session, a [land analysis](#) and a [site survey](#) depicting a 10.9-acre area for potential affordable housing were presented. Subsequently, the Property was annexed into Park City in 2022.

³ [Staff Report](#), p. 79

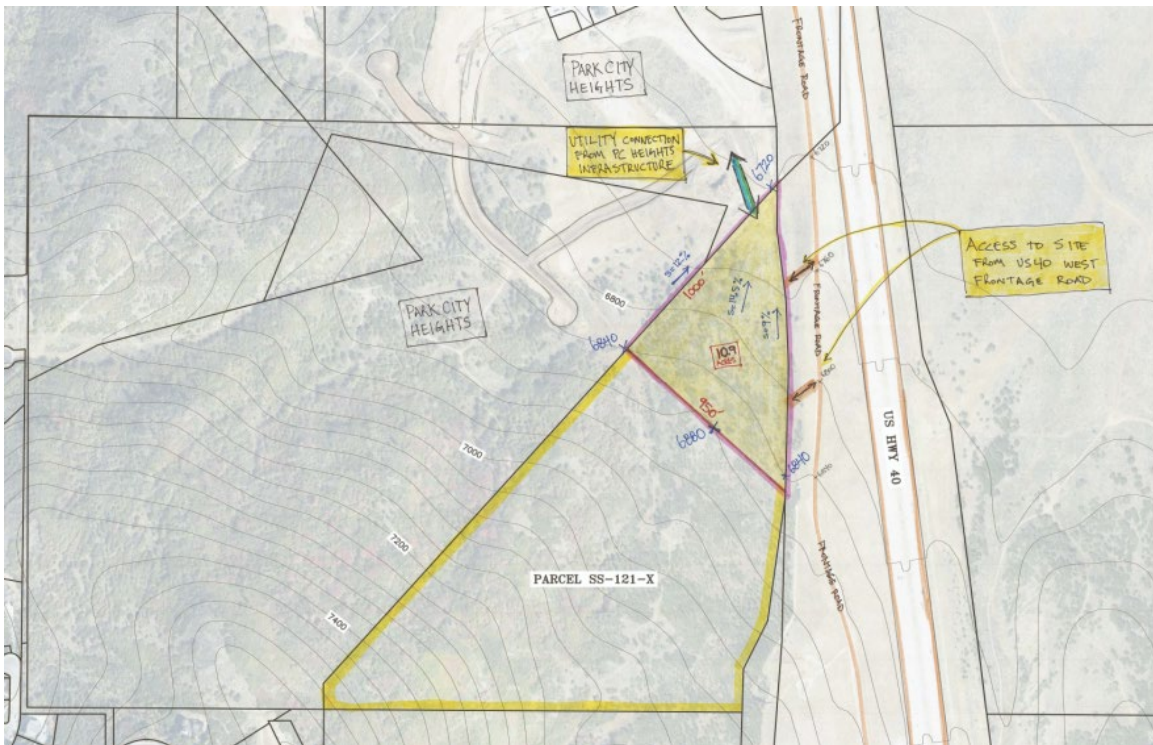


Figure 2. 2020 Site Survey depicting a 10.9-acre area of land for potential development, known as “Steve’s Point”.

Feasibility Study

On February 16, 2023 ([Staff Report](#), [Meeting Minutes](#)), the City Council authorized a contract with Stereotomic, PLLC, for land surveying and consultant services to perform a feasibility study, at a cost not to exceed \$88,450. The Study included three phases: site analysis, determination of appropriate site density, and development of concept options. As noted, site constraints include slopes, access, utilities, and zoning, each of which are addressed below.

The primary goals of the Study were to:

- Understand the developable feasibility, including the Sensitive Land Overlay, lot access, utilities, soils, historic structures, mining hazards, and environmental conditions;
- Evaluate appropriate density in accordance with the General Plan and consider potential Community Transition or Residential Development zoning districts or other recommended zoning for affordable housing development with possible residential support commercial uses;
 - Analyze the application of the Land Management Code to the land;
 - Evaluate the feasibility of an Affordable Master Planned Development or Master Planned Development; and
- Present the concept plans and analysis to the City Council for review.

Site Analysis

Survey work was completed for the Property's western half (approximately 125 acres). As recommended by COSAC in 2016, our primary focus was concentrated in the northernmost 10-15 acres of the site depicted on the map. The site survey did not find any encumbrances, such as known contaminated soils or historic sites, that would

impede development. But the slope in this area ranges from 17%-25%. Slopes between 15%-30% are considered Steep Slopes in the Sensitive Lands Overlay, which require 75% of the area to remain as Open Space.

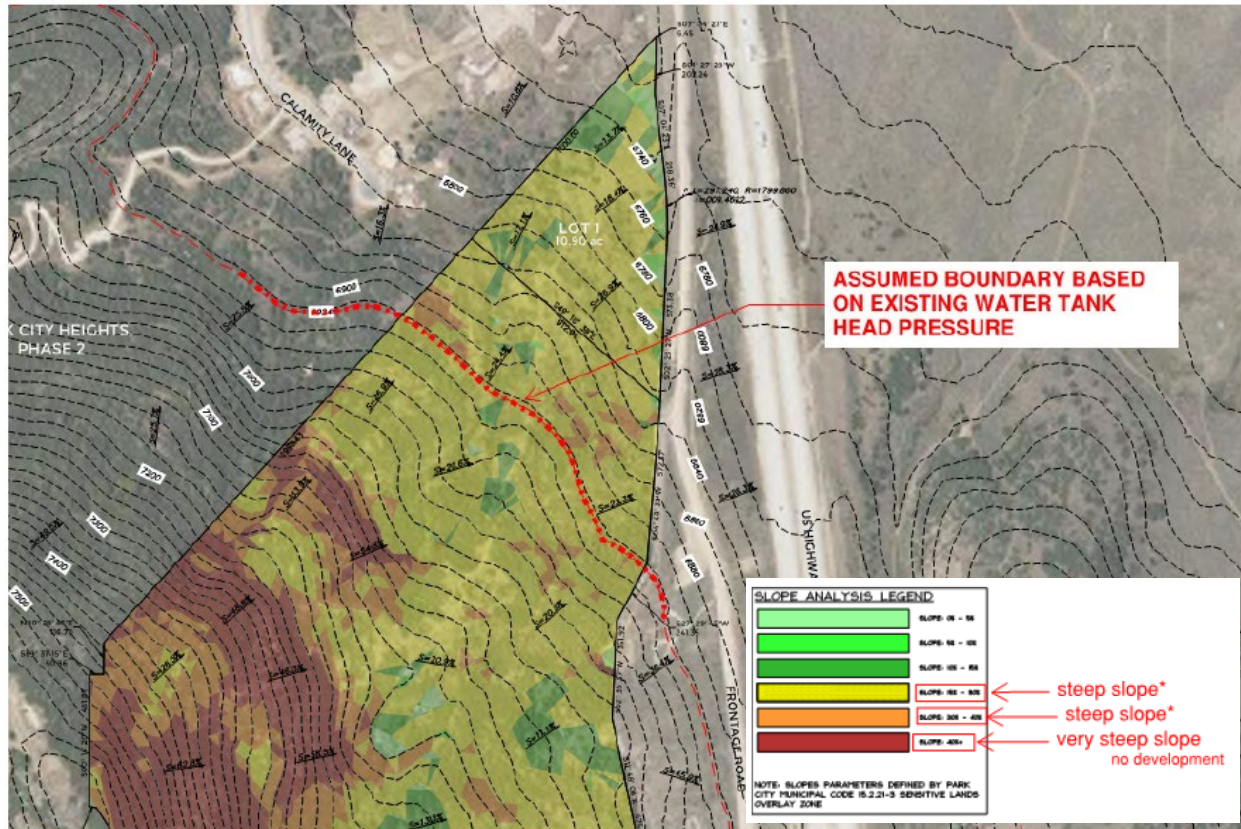


Figure 3. Slope map and assumed boundary of existing water tank head pressure.

Water pressure and sewer capacity also constrain development. The existing Park City Heights water tank can potentially serve additional development on Clark Ranch, but development would be limited to an elevation of 6,917' to maintain adequate water pressure. There is sewage capacity to support additional residential development. Due to the size of the system in certain areas, new development would likely be capped at approximately 229 “units” (where each unit is equivalent to a 3-bedroom unit) based on standard usage.

However, observed water usage in units in analogous developments in Park City is lower than the standard, and Snyderville Basin Water Reclamation District (SBWRD) may be able to accept a reduction in demand to assess sewer capacity at the time of development. The total carrying capacity of the existing site infrastructure is estimated to be upwards of 275 residential units.

Road Access

The site can be accessed from two points: a primary access point from the Hwy 40 frontage road, which would require improvements and a secondary access point to the existing Park City Heights neighborhood. Park City has been in communication with the developers of Park City Heights to preserve access to Clark Ranch via a stub road that will be platted in the final phase of PC Heights.

The Study identified two potential road layouts to maximize access within the site. Both options can be built in phases, with a lower road segment built in phase 1, and an upper road built in phase 2. Both options consist of a primary road connecting PC Heights and the Frontage Road via a series of large switchbacks.



Figure 4. Road access, Option 1.



Figure 5. Road access, Option 2.

Careful consideration should be applied to the road layout identified in phase 2 of the options. In both options, extending the upper road to the Frontage Road would require significant cuts into the hillside, increasing visual impact.

Sterotomic also evaluated the total trips generated by a potential Clark Ranch residential development, including 1,338 daily trips, 116 AM peak hour trips, and 113 PM peak hour trips if built to the capacity mentioned above. We also estimated the projected peak hour two-way volumes on Richardson Flat Road, determining the Level of Service a "B" or better, indicating that Richardson Flat Road has capacity to receive additional trips from a Clark Ranch residential development.

The study also determined that the Frontage Road must be improved to provide a secondary access point. At minimum, we recommend the road is improved to a 36' paved section with two 12-foot lanes, along with shoulders, curb, and gutter. The cost to improve the Frontage Road is estimated at \$1,241,000.

The Study also evaluated internal utility and road infrastructure costs, estimating Phase 1 at \$3,852,875 (not including the Frontrage Road). Including the Frontrage Road, Phase 1 infrastructure cost is projected at \$5,094,162. We estimate internal utility and road infrastructure costs for Phase 2 an additional \$4,759,718. Including the Frontage Road and Phase 1 infrastructure, the estimated cost of all utilities and roads at full buildout is \$9,853,880.

Pedestrian and pedestrian access may be challenging due to the site's topography, just over half a mile from an existing #6/silver transit stop. See Exhibit B, attached, for a map of the pedestrian and bicycle connections.

Density Scenarios

The Study identified three density scenarios that illustrate what a future housing development on the site would constitute. These scenarios are intended to provide a point of reference for evaluating the pros and cons of different development parameters and are not intended to represent final design concepts or exact development recommendations. In each option, density is clustered to the corner of the site, and more than 80% of the site is preserved as open space. The northernmost corner of the site is preserved as a public park that doubles as a stormwater retention basin.

| | Units | Total SF | Calculated Occupancy* | Parking Spaces | Open Space |
|-------------------------|-------|----------|-----------------------|----------------|------------|
| Density Option 1 | 90 | 115,000 | 198 | 115 | 89.6% |
| Density Option 2 | 150 | 143,700 | 332 | 163 | 89.6% |
| Density Option 3 | 230 | 202,000 | 498 | 265 | 89.6% |

Figure 6. Table summarizing the three density options.

*Calculated Occupancy is based on based on Mountainlands Community housing occupancy survey for Western Summit county.

Density Option 1: Townhomes

This layout contains 90 townhome units scattered on the lower site. The number of units is well below the site's carrying capacity but maintains a similar development pattern to the neighboring community. Parking spaces are located within or immediately adjacent to each townhome. This option has a lower overall construction budget but makes the least efficient use of existing culinary and wastewater capacities.

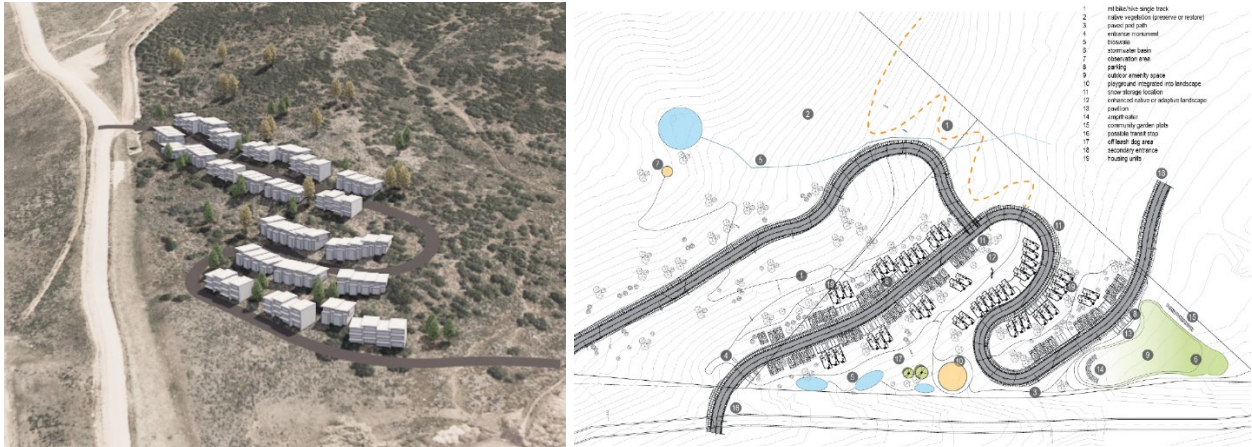


Figure 7. Rendering and site plan for Density Option 1: Townhomes.

Density Option 2: Stacked Flats and Townhomes

This layout contains 150 units in a mix of townhomes and stacked flat multi-family apartments. This plan envisions 3 multi-family buildings that are no taller than 3 stories, with the remaining balance of units as townhomes. The multi-family stacked flat buildings would be clustered at the northern end of the site, placing the closest to the existing bus stop on Richardson Flat Road and to the access point for the Rail Trail.

The number of units is still below the site's carrying capacity but strikes a balance between a larger number of affordable units and maintaining the existing scale of the neighborhood. Parking spaces for the stacked flats are subterranean, below the buildings, and within or immediately adjacent to each townhome.

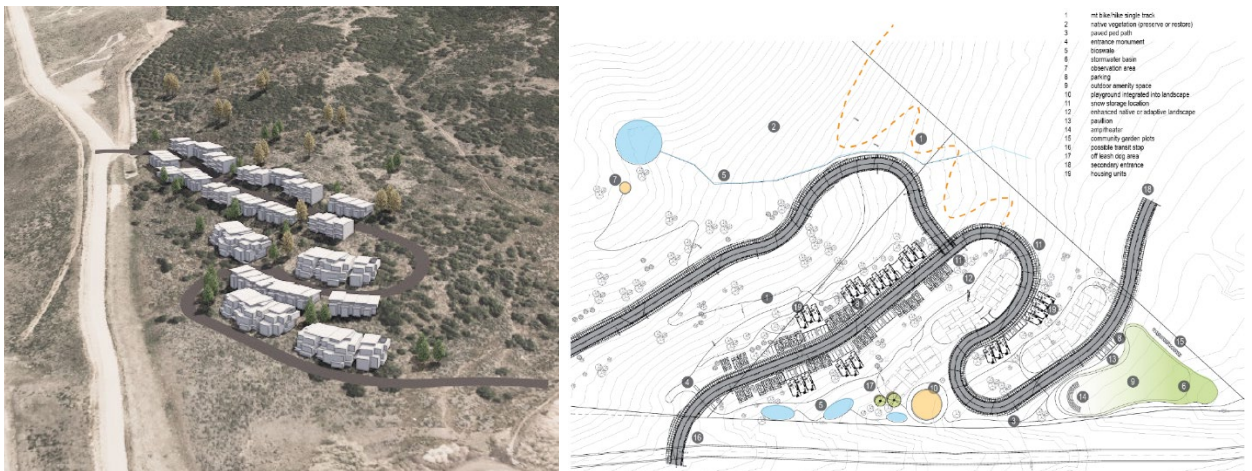


Figure 8. Rendering and site plan for Density Option 2: Stacked Flats and Townhomes.

Density Option 3: Small-Scale Multi-Family

This layout contains 230 units spread over seven multi-family buildings. These buildings are envisioned to follow the contours of the landscape so that they spread and step up with the topography to minimize the visual impact of the development. Each building would be limited to approximately 2 stories above ground. This design delivers the largest number of affordable units and has the additional benefit of being more energy efficient by centralizing massing and allowing for shared heating/cooling systems with a

ground source heat exchange system. Parking would be located within and under each building.

The number of units is comfortably below the assumed carrying capacity of the site. While small-scale multi-family buildings are different than neighboring homes, the limited height and contours following the existing topography may help to reduce the visual prominence of the development.

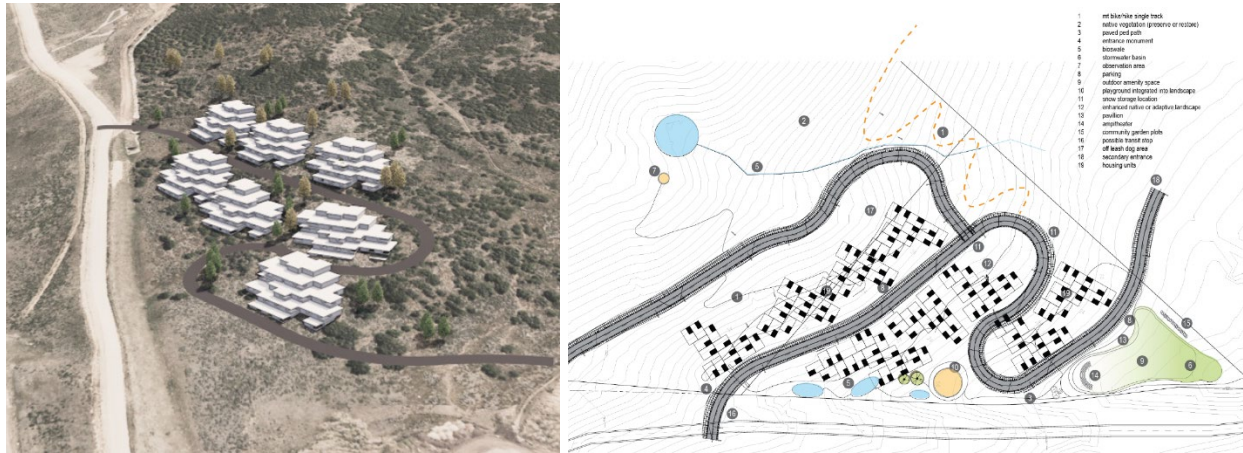


Figure 9. Rendering and site plan for Density Option 3: Small-Scale Multi-Family.

Study Findings

All three density options have a calculated occupancy less than the total of Park City Heights at buildout and below the calculated carrying capacity of existing utility infrastructure. Additionally, because the units are generally envisioned to be smaller than the large single-family homes of PC Heights, the overall square footage of development would be significantly less than the adjacent neighborhood.

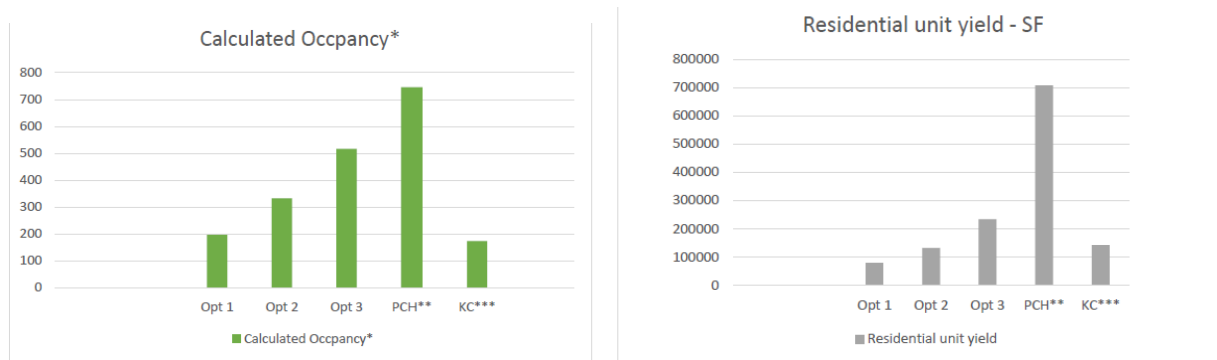


Figure 10. Charts of calculated occupancy and residential unit yield (square footage), comparing the three Clark Ranch density options to Park City Heights and Kings Crown.

As is generally true in residential development, the Study found that there is economic efficiency in developing denser housing, which reduces the development cost per unit. In Figures 11 and 12, the study shows how increasing the number of units reduces the per-unit cost of building the homes and spreads out the cost of site infrastructure across a larger number of residences.

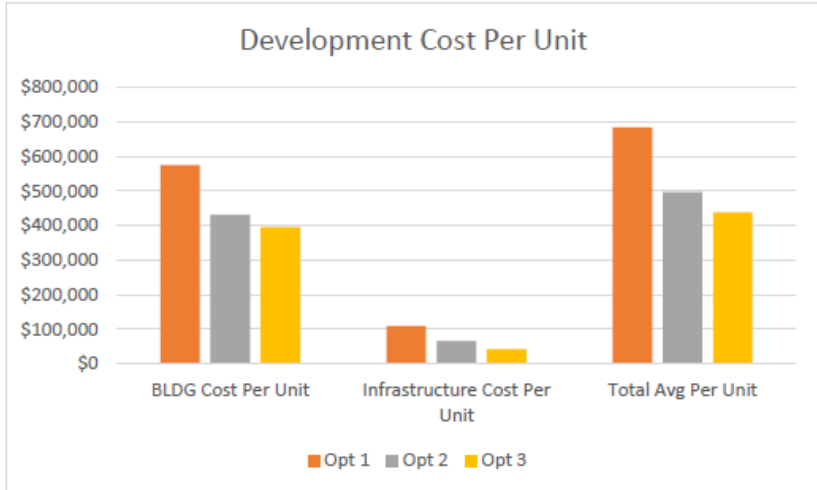


Table 68.2 - Project Development Cost Analysis - Factoring in Building (vertical) Costs as well as Infrastructure (horizontal) costs divided between the total number of units per option. (Stereotomic)

Figure 11. Development Cost Per Unit.

These efficiencies of scale also factor into the projected subsidy required to make the units affordable. The Study found that the least dense option (density option 1: townhomes) would require a subsidy for all target affordability ranges from 30% to 100% of AMI. Conversely, the densest option (density option 3: small-scale multi-family), would require a subsidy for the most deeply affordable target range (30%-50% of AMI). Still, it could break even or even be profitable for units in the range of 50%-100% of AMI.

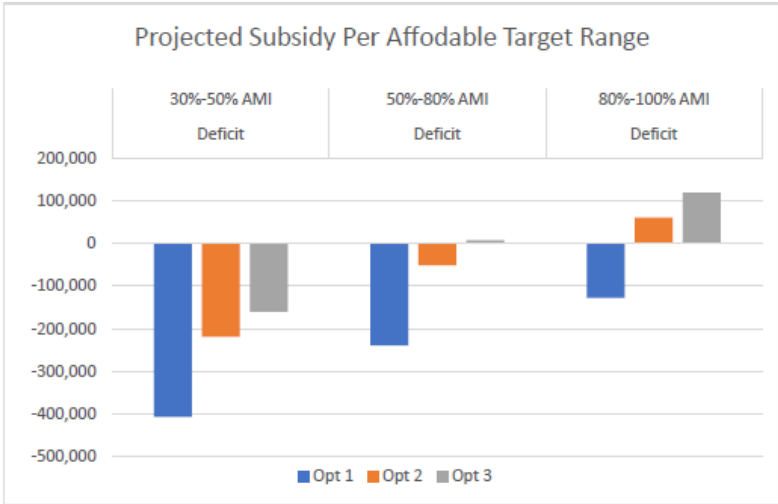


Table 68.3 - Project Development Cost Analysis - Negative numbers denote a financial shortage which would be needed to subsidize the project(Stereotomic)

Figure 12. Projected Subsidy Per Affordable Target Range.

The projected subsidy per affordable target range depicted in Figure 12 represents a 100% affordable housing project. The “subsidy” described is on a per-unit cost basis and can be made up through a variety of tools including some portion of market-rate units, tax credit financing, public-private partnerships, or direct City subsidy.

Department Review

While the eastern half Clark Ranch was not included in the scope of the current Study, in 2016, we found that there is potential demand to reserve space for future City uses on the other side of U.S. Route 40 that may warrant further study.

When the City initiated the purchase of Clark Ranch in 2014, it was understood that there was a growing need for additional space for Public Works and other City services. A [staff report](#) (beginning on p. 181) from October 9, 2014, notes 10 to 40 acres on the east side of the property that would 'float' and be reserved for Public Works, Water, Transit, and the Fire District ("Clark Ranch Alternative Site").

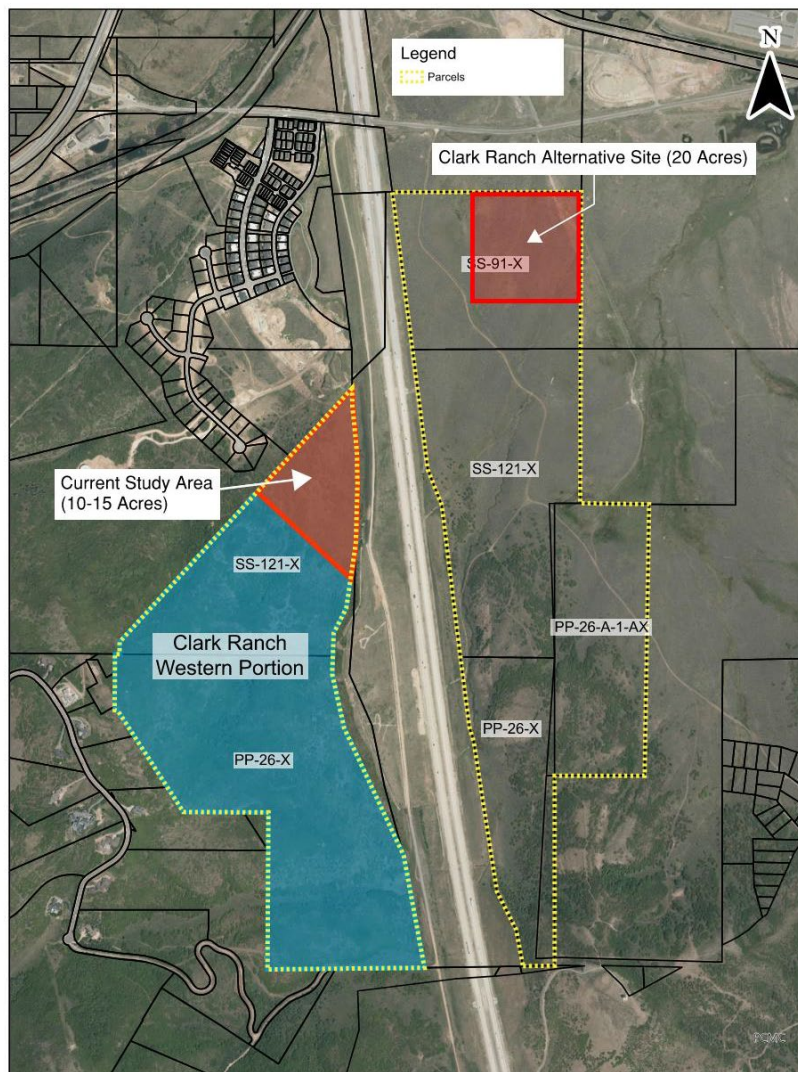


Figure 13. Map illustrating the location of a future Public Works Facility ("Clark Ranch Alternative Site") as depicted in a 2016 exhibit.

The Public Works Department has since identified some 10-20 acres of the eastern property as a potential location for a new public utilities facility. The location and uses of this facility were considered over several meetings in 2016-2017:

- November 10, 2016 – Review the Site Concept Design for the New Public Utilities Facility ([Staff Report](#), p. 16).
- February 2, 2017 – Discuss Public Utilities and Streets Facility - Employee Housing Alternatives ([Staff Report](#), p. 16).
- April 27, 2017 – Discuss Proposed Public Utilities and Streets Facility Project Programmatic Goals and Project Alternatives Relating to Net-Zero Energy Goals, the Incorporation of Transit Housing, and the Project Location and Phasing Plan ([Staff Report](#), p. 10).
- May 11, 2017 – Discuss Proposed Public Utilities and Streets Facility Programmatic Goals and Project Alternatives Relating to Net-Zero Energy Goals, the Incorporation of Transit Housing, the Project Location and Phasing Plan ([Staff Report](#), p. 158).
- December 7, 2017 – Discuss Public Works/ Public Utilities Space Needs and Planning ([Staff Report](#), p. 83).

On October 4, 2023, Public Works, Water, Budget, Trails and Open Space, Police, and the Park City Fire District met to review the Study results and provide comments on their departmental needs. The consensus was that they did not prefer the 12 acres on the western half of Clark Ranch as a future public services facility location. This was due to the site's geography, shape, and indirect access to Richardson Flats Road. However, they reaffirmed their interest in the eastern half of Clark Ranch for a future public services facility.

Recommendation

Staff recommend that Council consider the density scenarios outlined in the Study and assess how to prioritize Clark Ranch for future affordable housing development opportunities. The Study found that affordable housing is feasible on the site and that housing could be accommodated at various densities. Site access may be difficult, but the Study found feasible options for improving site access and providing mobility options for future residents.

Careful attention should be given to the existing residential neighborhoods in the Park City Heights area and the need for affordable, attainable, and workforce housing opportunities within Park City limits.

Based on the feasibility study findings, the Housing team recommends that the Council consider Clark Ranch as an opportunity for a public-private partnership to develop affordable housing. The next steps would include directing staff to prepare a draft Request for Proposals (RFP) and to return to Council with the draft for your review.

Exhibits

Exhibit A: Clark Ranch Feasibility Study

Exhibit B (Attached): Map of Pedestrian and Bicycle Connections

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