



City Council Staff Report

Subject: Lower Park RDA
Author: Nate Rockwood
Department: Budget, Debt & Grants
Date: January 23, 2014
Type of Item: Informational

Summary Recommendations:

The intent of this report and presentation is to provide Council with a basic understanding of the Lower Park RDA in terms of funding and budget structure in order that Council may make well-informed decisions regarding current and future projects in the area.

If it is the intent of Council to fully understand and have a completed (to the extent possible) RDA Master Plan before approving project funding levels, it is the recommendation of the Budget Department that Council direct staff to delay the Library Renovation project until an adopted RDA Master Plan is completed. If however, Council determines that the Library Renovation project is the top priority of the RDA, Council should direct staff to continue with the project and adjust the RDA budget once the total cost of the project is presented. Adjustments will be made as part of the regular CIP budget process. No recommendation is required on this issue until cost assessments of the Library Renovation project are completed. Those are expected to be presented to City Council in mid to late February.

Background:

The Lower Park Avenue project area of the Park City Redevelopment Authority (LPA RDA) was created in 1990 for the purpose of financing community and economic development projects within the project boundaries via tax increment. The LPA RDA has collected over \$30 M in net tax increment since 1991, which has been reinvested in the area in order to help generate \$443M in assessed taxable value.

Over the years, a "haircut provision" has gradually come into effect resulting in 40% of the tax increment going to the originating taxing entity while 60% remains in the RDA. The haircut provision was included in state code in 1983 for the intent of stepping down the amount of increment generated by a RDA over the life of the RDA from 100% to 60% and returning a portion of the increment to the taxing entities. In 1997, the "haircut provision" was removed from state code and replaced with a more restrictive cap on the total increment dollar amount of an RDA. In addition to this haircut, the RDA makes a mitigation payment to the Park City School District pursuant to a mitigation agreement.

On September 18, 2012, the LPA RDA was extended through 2030 by vote of the Taxing Entity Committee (TEC). The TEC is comprised of eight representatives of the

taxing districts (two from each of the City, County, and School District, and one from the remaining taxing districts – in this case the Fire District – and one from the State Board of Education). A simple majority vote (five votes) was required to approve the extension.

As part of the extension process, City Council held a series of LPA RDA planning sessions, which ultimately resulted in a LPA RDA conceptual plan (Concept Master Plan, adopted by Council January 7, 2010) and included a list of proposed potential LPA RDA Projects for 2015-2030. This Concept Master Plan and project list was presented to the TEC as part of the extension process. The report originally included in the TEC packet does a good job summarizing the proposed extension plan and includes relevant studies and agreements (Attachment A – some technical elements such a draft resolutions and TEC meeting minutes have been removed from this attachment to reduce the length of the document). The Council also considered a more specific master plan for the neighborhood redevelopment portion of the original January 2010 Master Plan on January 27, 2011. The neighborhood plan included two density scenarios, land use and site planning options, pro-forma analysis.

The RDA does not have any impact on the amount of property tax that a property owner pays. It simply designates that any incremental property taxes collected in that area, over and above the property taxes generated at the start of the RDA, must be reinvested in that area. Neither the extension of the RDA, nor the original RDA agreement, stipulates specific projects that may or must be pursued by the RDA. The intent being that Council and the public will have an opportunity to consider and give input on specific projects as they arise. *However, one issue, which Council should consider with each new project, is how that project will affect the potential funding levels available for other projects in the Lower Park RDA.*

In order for Council to make funding decisions regarding projects in the RDA, it is important to have a basic understanding of tax increment financing, development opportunities in the RDA, and how the Lower Park RDA of 1990 differs from the Lower Park RDA Extension of 2015.

Analysis:

Tax Increment Financing in its simplest terms is the increase (or “increment”) in the property taxes generated within a project area, over and above property taxes generated in that same area prior to the establishment of the RDA project area.

Here are some pertinent LPA RDA facts:

- Lower Park RDA created in 1990
- Existing property taxes in the area (which would otherwise go to the City, County, Fire, etc.) are instead re-invested within the area for redevelopment
- The district has seen over \$430 M in new assessed value above the \$71 M base value in 1990.
- The RDA is in the last haircut of the agreement, meaning the RDA receives 60% of the total assessed value when calculating the increment.

- The RDA will continue to at the 60% haircut through 2030.
- The RDA mitigates a portion of the School district levy back to the school district.
- About \$33M of tax increment has been re-invested in the area since 1990 on projects like City Park, Library, Snow Creek, etc.
- RDA was set to expire in 2015 - Taxing entities met in September 2012 and agreed to extend the RDA through 2030 in order to continue investing in infrastructure and the long-term success of the Lower Park area.
- RDAs are required to allocate all available funding towards projects or RDA administrative costs. RDAs cannot carry a fund balance.
- The Lower Park RDA currently has approximately \$11 M. in budgeted increment (see attachment B – Lower Park RDA Budget Plan)

Many of the development opportunities have been discussed with Council and are included in the RDA Concept Master Plan, which was presented to the TEC (attachment A). It is important to understand the effects that different types of projects have on the ability of the RDA to generate additional tax increment. Increment is generated by new taxable value in the development area. New taxable value does not include taxable value attributed to property appreciation. The three most important factors which contribute to new taxable value and must be considered when evaluating a project are:

1. Direct taxable value of the project. This is the easiest factor to evaluate. For example, if a building is constructed in the LPA RDA that has an increased taxable value of \$1 M. the increment value of that building for the Lower Park RDA would be 60% of the new taxable value, \$600,000. This value is then taxed at the current property tax rate for all the taxing entities in the RDA (about 0.93% in Tax Year 2012). This would equate to about \$5,600 per year. Per the mitigation agreement, a portion of the school district's increment (0.24% Tax Rate) would be mitigated back to the school district resulting in a net gain for the RDA of approximately \$4,030. The property tax for the other 40% of the new property value is received by the taxing entities proportionally, including the City. It is important to note that City property is tax exempt and therefore does not generate any direct taxable value to the area or other taxing entities.

2. Timing of the proposed project. The RDA is set to expire in 2030. Once the RDA expires, the tax value of the RDA is returned to the tax rolls of the taxing entities and the RDA no longer receives any increment value. *What this means is the sooner new development takes place in the area, the more increment the development will generate for the RDA.* Traditionally a new RDA will issue bonds to fully or partially fund a project and the increment generated over the life of the RDA will be used to cover the debt

service payment of the bonds. The LPA RDA expiration in 2020 limits the amount of debt that can be issued against the increment.

3. The ability of a project to create new secondary tax value or growth in the area.

This factor is somewhat more speculative and varies greatly by the type of projects proposed and the development stage of the RDA. A project with high secondary growth potential means that because a building or project was constructed, the properties in the surrounding area were redeveloped as a result. In an area with little development or significant blight this secondary growth is more likely to occur. The timing of the secondary growth is also important to the RDA's ability to generate tax increment for the area.

Current RDA Budget

Based on these factors and the RDA Concept Master Plan presented to the TEC, budget staff has created a tentative RDA budget, which projects the potential tax growth and 15-year revenue for the area. Attached are several potential LPA RDA scenarios. It is not the intent of the Budget Department to recommend that Council maximize the potential development in the Lower Park RDA to generate additional tax increment. It is the intent that Council is provided an overview of the financial and community development tool that the RDA represents. It is the goal of city staff to provide information that will allow Council to continue to develop the Lower Park Ave. area in a way that best serves the community.

The Concept Master Plan includes a community and senior center. Over the past 15 months staff has been focused on the Library and land assemblage (see attachment C – LPA RDA Library Discussion Staff Report). We anticipate this spring/summer beginning the public engagement process to see what facilities and amenities we want to move forward with beyond the multi-generational housing. That process will begin with an assessment of the existing facilities in the RDA (Miners, Rec. Bldg., Fire Station, Senior Center). While the current budget includes \$2M for a senior and community center and a \$3M parking garage to park that facility, staff isn't convinced those projects will be prioritized after we understand the community and Council's priorities.

The following worksheet (see attachment B) shows the RDA budget in two ways, including only currently budgeted projects and including current and potential projects (as identified in the Concept Master Plan). As mentioned above, the Concept Master Plan has not yet been fully evaluated by Council, staff or the public. Therefore, many of the project budgets are quick estimates or placeholders and may not represent the true cost of the project once fully developed.

If it is the intent of Council to fully understand and have a completed (to the extent possible) RDA Master Plan before approving project funding levels, it is the recommendation of the Budget Department that Council direct staff to delay the Library Renovation project until the RDA Master Plan is completed. If however Council

determines that the Library Renovation project is the top priority of the RDA, Council should direct staff to continue with the project and adjust the RDA budget once the total cost of the project is presented. Adjustments will be made as part of the regular CIP budget process. No recommendation is required on this issue until cost assessments of the Library Renovation project are completed.

Lower Park RDA Budget (FY 2014 - FY 2031)										
	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023
Revenue										
Estimated Annual Revenue	1,250,000	1,250,000	1,250,000	1,769,268	1,789,344	1,809,419	1,819,419	1,829,419	1,839,419	1,849,419
RDA Revenue Bond (bonding schedule based on current budget)		6,000,000	9,000,000							
Sale of Assets (Multi-Gen. Housing)			2,500,000	3,000,000	2,500,000					
Available Beginning Balance	11,171,421	8,364,218	12,799,218	4,880,887	7,728,732	8,096,653	8,474,573	8,862,494	9,260,415	9,668,336
Potential Projects Estimate (as presented to TEC)										
Land Acquisitions										
Renewable Energy Projects										
PCMR Intersection Improvements			1,000,000							
Major Street Intersection Improvements			1,000,000		1,000,000					
Signal Improvements @ Deer Valley Drive	50,000									
Variable Message Board System Parking	250,000	250,000								
Parking Garage at SR. Center	3,000,000									
Historic home behind greenhouse		200,000								
Connection from PCMR to Main Street (Gondola/People Mover)						2,000,000				
Improvements in Bonanza Park (Streets & Utilities \$3 - 4 M.)				\$ 1,000,000	1,000,000				1,000,000	
Streetscape Improvements Park Ave.					3,000,000					
Public Art		50,000	50,000	50,000	50,000	50,000				
Potential Projects Sub Total	3,300,000	500,000	2,050,000	1,050,000	5,050,000	2,050,000	-	-	1,000,000	-
Currently Budgeted										
City Park Improvements	158,875	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000
Land Acquisitions (Knudson)	2,250,000									
Historical Incentive Grants		60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000
Library Renovation	5,600,000									
SR/Community Center		2,000,000								
Santy Improvements	130,000									
Affordable Housing Program	1,436,027									
Traffic Calming	39,845									
Crescent Tramway Trail	150,000									
Security Projects	11,590									
Historic Structure Abatement Fund	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000
Planning Contract	130,000	130,000								
Multi-Generational Housing	90,000	6,000,000	2,000,000							
City-Wide Signs	17,156									
PCMR Transit Center/Parking (non-binding LOI)			10,000,000							
Lower Park RDA General Budget	23,710									
Budgeted Projects Sub Total	10,057,203	8,315,000	12,185,000	185,000						
Total Expenses Budget & Potential Projects	13,357,203	8,815,000	14,235,000	1,235,000	5,235,000	2,235,000	185,000	185,000	1,185,000	185,000
Debt Service Payment			\$502,599	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499
Ending Fund Balance (Budgeted)	1,114,218	49,218	111,619	3,439,388	6,287,233	6,655,154	7,033,075	7,420,995	7,818,916	8,226,837
Ending Fund Balance (With Potential Projects)										
<small>*Does not include additional interest cost for debt</small>	(2,185,782)	(3,750,782)	(5,738,381)	(3,460,612)	(5,662,767)	(7,344,846)	(6,966,925)	(6,579,005)	(7,181,084)	(6,773,163)

Budget worksheet continues to FY 2031(see attachment B)

Ending Available Revenue (with Budgeted Project)	\$11,000,000
Ending Available Revenue (with Potential Projects)	\$-4,000,000

Department Review:

Economic Development, Legal Staffs and the City Manager.

Alternatives:

A. Approve:

1. If it is the intent of Council to fully understand and have a completed (to the extent possible) RDA Master Plan before approving project funding levels, it is the recommendation of the Budget Department that Council direct staff to delay the Library Renovation project until the RDA Master Plan is completed.
2. If Council determines that the Library Renovation project is the top priority of the RDA, Council may direct staff to continue with the project and adjust the RDA budget once the total cost of the project is presented to Council.

B. Deny: Council may direct staff to return with additional information such as project costs before making a recommendation. Staff will not adjust current project budgets or move forward with construction.

C. Modify: Council may direct staff to modify the recommendation or return with additional information.

D. Continue the Item:

This has the same effect as Alternative B.

E. Do Nothing:

This also has the same effect as Alternative B.

Significant Impacts:

	World Class Multi-Seasonal Resort Destination (Economic Impact)	Preserving & Enhancing the Natural Environment (Environmental Impact)	An Inclusive Community of Diverse Economic & Cultural Opportunities (Social Equity Impact)	Responsive, Cutting-Edge & Effective Government
Which Desired Outcomes might the Recommended Action Impact?	<ul style="list-style-type: none"> + Accessible and world-class recreational facilities, parks and programs + Balance between tourism and local quality of life + Safe community that is walkable and bike-able + Internationally recognized & respected brand (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome)	<ul style="list-style-type: none"> - Reduced municipal, business and community carbon footprints (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome)	<ul style="list-style-type: none"> + Preserved and celebrated history; protected National Historic District + Cluster development while preserving open space (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome)	<ul style="list-style-type: none"> - Fiscally and legally sound - Streamlined and flexible operating processes + Well-maintained assets and infrastructure (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome) (+/-) (Select Desired Outcome)
Assessment of Overall Impact on Council Priority (Quality of Life Impact)	Very Positive 	Negative 	Very Positive 	Neutral 
Comments:				

Funding Source:

The LPA RDA is the funding source for these projects. The LPA RDA is now generating approximately \$1.2 M annually. There is currently \$11 M in budgeted funds available in the LPA RDA for FY 2014. The RDA will accumulate an estimated additional \$1.2 M more through 2015, and with the extension now through 2030 as much as an additional \$30M or potentially more, depending on new growth and tax base through 2030, when the RDA is scheduled to expire. The budget identifies approximately \$11M in projects in the RDA in FY2014. These projects include \$5.6 M for the library rebuild, \$2.3 M for land acquisitions, \$1.5 M for affordable housing, and \$2 M for senior community center in addition to several smaller projects.

Once current budgeted funding for FY 14 is exhausted, there will be approximately \$30 M in anticipated funding over the next 15 years. Ultimately there will be competition for these dollars. Through a non-binding LOI, the RDA has already pledged as much as \$10M to contribute to a transit center and parking garage at the base of PCMR as the focal point of the RDA's master plan. There will be additional competition for dollars in the limited section Bonanza Park included in the RDA (generally the Iron Horse Drive area, but not the proposed relocation area for the substation), the base of PCMR and other ongoing parts of the master plan.

As detailed above, and in the attached budget scenarios, between recent land acquisition and budgeted projects for FY 14, the current \$11 M in RDA funds will be exhausted in FY 14. The ability of the RDA to generate additional tax increment financing is dependent on the taxable value of new growth in the district. The TEC approved the extension of the Lower Park RDA with a tentative list of redevelopment projects which might be pursued in the district. This project list did not include the library renovation. It was anticipated that the Library Renovation project would be completed with existing RDA funding and would not require new RDA extension funding. It is staff's recommendation that if the library renovation exceeds the available budget in the current RDA, that staff present a new prospective RDA funding plan to the TEC.

Summary Recommendations:

The intent of this report and presentation is to provide Council with a basic understanding of the Lower Park RDA in terms of funding and budget structure in order that Council may make well-informed decisions regarding current and future projects in the area.

If it is the intent of Council to fully understand and have a completed (to the extent possible) RDA Master Plan before approving project funding levels, it is the recommendation of the Budget Department that Council direct staff to delay the Library Renovation project until an adopted RDA Master Plan is completed. If however, Council determines that the Library Renovation project is the top priority of the RDA, Council should direct staff to continue with the project and adjust the RDA budget once the total cost of the project is presented. Adjustments will be made as part of the regular CIP budget process. No recommendation is required on this issue until cost assessments of the Library Renovation project are completed.

Attachments:

- A- TEC Packet – Including Conceptual LPA RDA Master Plan
- B. LPA RDA Budget Scenarios
- C. Library and RDA Facilities Staff Report

Taxing Entity Committee Staff Report

Subject: Proposed Extension of the Lower Park Avenue RDA
Author: Bret Howser and Jonathan Weidenhamer
Date: September 18, 2012
Type of Item: Legislative

Summary Recommendation: The Taxing Entity Committee of the Park City Redevelopment Agency should consider adopting the attached resolution to extend the period of time in which the RDA may collect tax increment through 2030.

Background:

The Lower Park Avenue project area of the Park City Redevelopment Authority (LPA RDA) was created in 1990 for the purpose of financing community and economic development projects within the project boundaries via tax increment. The LPA RDA has collected over \$23 M in net tax increment since 1991, which has been reinvested in the area in order to generate \$443M in new assessed value.

Over the years, a haircut provision has gradually come into effect resulting in 40% of the tax increment going to the originating taxing entity while 60% remains in the RDA. In addition to this haircut, the RDA makes a mitigation payment to the Park City School District pursuant to a settlement agreement.

The LPA RDA is set to expire after 2015. The RDA Board, which is comprised of the City Council members and Mayor, approved an updated master plan for the entire District (Exhibit B) on January 7, 2010 and further approved a specific neighborhood, housing and community plan in and around the former Park Avenue fire station and senior center on January 27, 2011 (Exhibit C).

On August 9, 2012, consistent with the updated RDA master plan, the Park City Council adopted a Letter of Intent (LOI) with Park City Mountain Resort (Exhibit D) outlining the parameters for the redevelopment of the parking lots at the resort base. In order to finance the project outlined in that LOI, along with various other projects that are set forth in this report, the RDA would need to be extended to allow for tax increment to be collected through 2030.

To this end, Park City has called a meeting of the TEC on September 18, 2012, to consider a resolution extending the term of the RDA. The TEC is comprised of eight representatives of the taxing districts (two from each of the City, County, and School District, and one from the remaining taxing districts – in this case the Fire District – and one from the State Board of Education). A simple majority vote (five votes) is required to approve the extension.

Analysis:

The purpose of the Lower Park Avenue RDA

RDA's are a financing tool used for the public purpose of community and economic redevelopment in areas that might otherwise suffer from localized economic stagnation and blight. At least 23 different RDA's have been successfully utilized throughout the state of Utah for this very purpose.

The Redevelopment Plan for the LPA RDA identified the approach employed beginning in 1990 to spur economic and community redevelopment in the Lower Park area. Many of the projects anticipated in this plan have been effectuated and the area has seen significant growth over the years. The district has seen over \$443 M in new assessed value above the \$71 M base value in 1990. In addition to this growth, investment in the RDA has helped encourage growth and increased valuation in adjacent and surrounding areas which is not measured.

Since the inception of the Lower Park Ave RDA, local tax entities have participated in the following projects, amongst others:

- Park City Library Improvements
- Golf Course Pro Shop & Improvements
- City Park Improvements
- Olympic Plaza/Tower
- Snow Creek Cottages
- Poison Creek Trail
- 10-13th Street Stairs
- Mawhinney Parking Lot
- Multiple other affordable housing assistance

Financial History of the Lower Park Avenue RDA

RDA's also serve the dual role as an investment tool for public entities. When taxing entities participate in an RDA, they essentially invest the tax increment for a period of time (initially 25 years) and at the end of that period they receive an enhanced property tax revenue stream. Furthermore, a portion of the tax increment immediately makes its way back to the taxing entities as haircut provisions are put in place.

Tax increment contributed by taxing entities to the RDA is not "lost". It comes back to the taxing entity in the form of an enhanced revenue stream. The table below shows each entity's past contribution to the LPA RDA and the revenue stream they can expect once the RDA expires. Each taxing entity will have the investment "paid back" to them (in nominal terms) by the resultant revenue stream in a very short timeframe.

Lower Park Ave. RDA Investment Summary - 1991 thru 2015							
<i>(2012-2015 projected)</i>							
	PCSD	Summit Co.	Park City	PCFD	WBWCD	Mosquito	Total
Baseline Property Taxes	\$10,123,074	\$2,831,664	\$4,209,556	\$1,696,045	\$324,937	\$29,495	\$19,214,772
Tax Increment to RDA	9,653,297	5,937,475	9,441,974	4,268,831	881,973	121,903	30,305,453
Increment to Tax Entity (Haircut)	9,806,809	2,473,994	4,125,464	1,906,635	403,352	64,042	18,780,296
Net Contribution to RDA	-153,512	3,463,481	5,316,511	2,362,196	478,621	57,861	11,525,158
Annual Revenue Stream Generated	2,060,060	494,515	874,814	387,412	90,368	17,153	3,924,322
Payback Years	0.0	7.0	6.1	6.1	5.3	3.4	

The Future of the Lower Park Ave RDA

While the success of the RDA since 1990, both in terms of effectuating economic and community redevelopment as well as enhancing property tax revenue streams for public entities is demonstrable and clear, Park City believes there yet remains work to be done.

Five joint meetings between the City Council and the Planning Commission have occurred from mid-July to December 2011. The purpose of these meetings has been to jointly work through a range of redevelopment challenges facing Park City, among them issues of priority, partnership, portfolio balancing (of the City's broad and diverse economic sustainability and community values). The following outcomes were agreed to by the City Council:

- Competition and market reality mean redevelopment is essential for a resort economy to remain viable and for its benefits (residential amenities) to continue without having to raise taxes;
- A portfolio approach to managing redevelopment is necessary, as some accrue on a citywide basis while others are more local;
- Partnership is necessary between Park City and the development community to stay sufficiently ahead of the market to obtain desired outcomes grounded in the community's stated core values;
- Because each neighborhood in Park City has its own specific qualities, each neighborhood merits its own redevelopment priorities; Park City needs a Bonanza Park plan that converts BoPa to a vibrant, affordable, mixed-used, locally serving District;
- Agreement to give additional density in BoPa to obtain protection of historic structures, increase connectivity, achieve housing affordability;
- The City will take a pro-active redevelopment posture in the LPA RDA and seek to forge partnerships with critical land owners;
- The "right" partner is PCMR in that they, as the largest land owner and economic generator, have the biggest ability to affect City and Community goals.

There are several unique opportunities on the near horizon for public-private partnerships in the Lower Park Ave area and at the resort base. The RDA is considering a variety of projects to improve housing, commercial, community amenities, transit and transportation, pedestrian access, and parking. In total, the City anticipates that in excess of \$500 million will be added to tax base over the next 15 years as a result of these projects. The project list below specifies some of the projects on the docket. Extension of the RDA will allow these projects to go forward, which will achieve regional goals, such as enhanced transportation and circulation, integrated county-wide transit, affordable housing, senior community enhancements, and public parking for special events.

- Identification of corridors and acquisition of easements and ROW for future mass transit lines (Trolley, Bus Rapid Transit, or Light Rail)
- Neighborhood/ Mixed-use redevelopment and physical connection between City Park and PCMR
- Redevelopment of Bonanza Park into a mixed use district - including potential parking lot or mass transit hub.
- Redevelopment of parking lots surrounding PCMR into mixed use with underground parking
- Renewable Energy Generation Opportunities: Including constructing PV, small-scale wind, geothermal and biomass projects around projects and improvements within the RDA
- Installation of public art throughout the Lower Park Ave district

The City projects that additional investment from 2016-2030 from taxing entities will further enhance property tax revenue streams, as demonstrated in the chart below.

Lower Park Ave. RDA Investment Projection - 2016 thru 2030							
	PCSD	Summit Co.	Park City	PCFD	WBWCD	Mosquito	Total
Baseline Property Taxes	\$3,711,251	\$890,881	\$1,576,000	\$697,932	\$162,801	\$30,902	\$7,069,767
Tax Increment to RDA	11,096,298	6,439,671	11,392,008	5,044,954	1,176,793	223,373	35,373,097
Increment to Tax Entity (Haircut)	17,884,344	4,293,114	7,594,672	3,363,303	784,529	148,915	34,068,877
Net Contribution to RDA	-6,788,047	2,146,557	3,797,336	1,681,651	392,264	74,458	1,304,220
Total Annual Rev Stream Generated	3,786,305	908,898	1,607,873	712,047	166,093	31,527	7,212,743
Annual Rev from 1st 25 Years	2,060,060	494,515	874,814	387,412	90,368	17,153	3,924,322
Annual Rev from Extension Years	1,726,246	414,383	733,058	324,635	75,725	14,374	3,288,421
Payback Years	0.0	6.2	5.7	5.7	5.2	4.2	

Proposed RDA Projects for 2015-2030

On January 7, 2010 Council held a work session with staff and consultants from Design Workshop and Jack Johnson Company. A broader implementation strategy and updated project list for the entire LPA RDA was developed. During the review of the plan Council unanimously supported seeking partnership opportunities to support the affordable housing and resort based economy goals (Exhibit B).

As Design Workshop began to populate the project list, it became apparent that similarly themed projects existed. Considering many of the projects are inter-related, and not mutually exclusive it became easier to group them by these themes. For example, creating more efficient mass transit and better walking routes may limit the required parking demand at the resort base – even though the projects to address these issues fall into different categories. The overriding themes identified were:

1. Parking Lot Redevelopment
2. Transit, Traffic, Circulation & Walkability
3. Community & Neighborhood Redevelopment and Improvement

Neighborhood projects

During the work session on January 7, 2010 additional direction was given to prepare an implementation strategy for City-owned property in the LPA RDA within the following framework and goals:

1. Maintain all existing green/open spaces
2. Maintain & don't overpower remaining historic fabric, scale, character and authenticity
3. Explore housing alternatives
4. Explore an east-west corridor
5. Explore community/senior center opportunities
6. All projects should have sustainability & green goals

PlanWorks Design completed an implementation strategy for City-owned property (Exhibit C). The Strategy was accepted by City Council on January 27, 2011. The Plan includes a list of project options and two alternate scenarios, one with smaller scaled concepts, and a second with more aggressive development alternatives. The work also includes high level financial models and a supporting narrative describing not only the planning effort, but some of the policy balance and levers officials will have to consider moving forward in their role of the LPA RDA. For example a portion of the narrative focuses on cost benefit versus return on investment related to using the LPA RDA as a means to financially subsidize specific community center or housing (senior and/or workforce) goals.

A phasing plan was proposed with the strategy document, with the initial phases focusing on land mainly owned by Park City (Fire Station, senior center). Outcomes are to include civic uses and an east-west connection of neighborhoods; and middle and latter phases contemplating partnership with and acquisition of private property to effectuate a blend of senior, market rate, affordable and perhaps seasonal housing goals.



Resort Base Parking Lot Redevelopment Project

Investing in the base of PCMR we believe will assist in providing a firm framework and structure for the continued evolution and strengthening of the resort economy on the

whole and specifically in enabling the community to remain competitive in the destination resort economy for the long term This approach takes into account the full balance of the community visioning levers.

The PCMR exhibits are attached as Exhibit E. There are various community and economic benefits that will be amplified through RDA participation, allowing for more community “gets” than the previous development scenario. Major limitations of the prior development model include:

- Extremely large building footprints with expansive underground parking which lends to massive changes in development landscape all at once;
- Largely outside investment/developer focused on financial return;
- Would not allow as easily incrementally financed and constructed projects which achieve more character and variety, likely allowing better ties to local developers who understand and value our sense of community, local businesses for food retail, entertainment, and tend to be more open to innovation with non-traditional ways of viewing financial return (i.e. Silver Star);
- Harder to achieve sense of place and unique experience when everything comes at once and public space are big and formal rather than integrated and more funky and organic (i.e. Mountain Village at Telluride vs. Town of Telluride).

The following is the updated plan that would remedy these limitations:



Recommendation: The Taxing Entity Committee of the Park City Redevelopment Agency should consider adopting the attached resolution to extend the period of time in which the RDA may collect tax increment through 2030.

Attachments:

A – LPA RDA Extension Resolution

B – LPA RDA Master Plan

C – LPA RDA Neighborhood Plan

D – LOI with PCMR

E – PCMR Base Area Redevelopment Exhibits

Attachment A - TEC Packet - Including Conceptual LPA RDA Master Plan

Legend

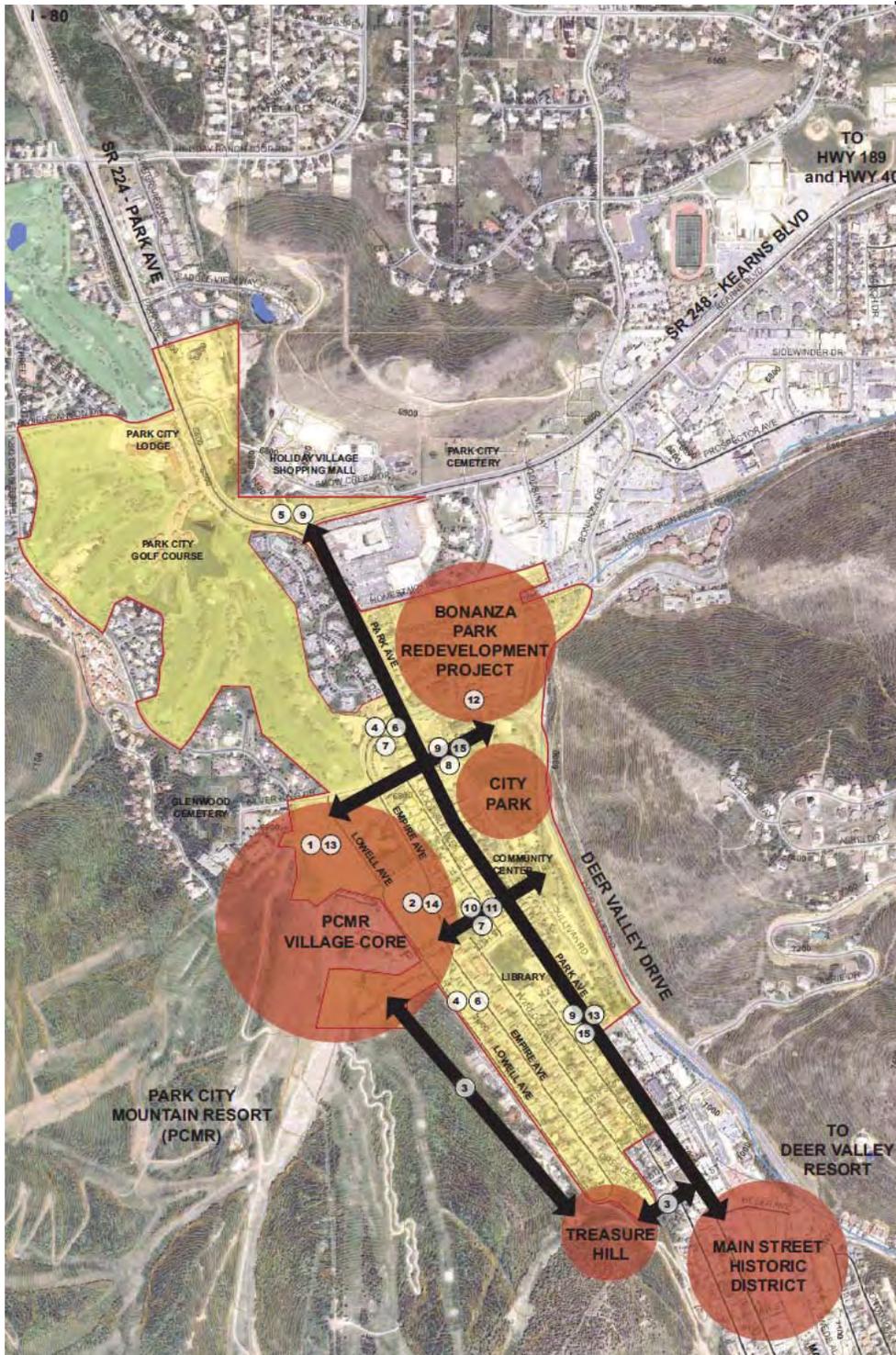
	Streets		Parcels
	City Limits		LowerParkRDA

0 750 1,500 Feet



Exhibit A

Design Workshop & Jack Johnson LPA RDA Master Planning Update – Lower Park Ave RDA boundary



Lower Park Avenue
Park City, Utah

POTENTIAL PROJECTS

December 31, 2009

LEGEND

- RDA Zone
- Major Nodes and Centers
- Proposed Connections
- Projects Recommended for Inclusion on Project List (Refer to Lower Park Avenue Project List - December 31, 2009)

Lower Park Avenue Preliminary Planning Concepts 10-31-09

Jack Johnson Company

Providing Vision

The Lower Park Avenue RDA plan provides a unique opportunity to provide a framework for a long term vision for this neighborhood that could provide signature public/private projects that embody broader community wide goals. The Lower Park Avenue Neighborhood is not currently utilized to its' best potential and includes a patchwork of public, private, residential, and resort projects that are only loosely associated and often create confusion for the visitor and encourage competing interests among local landowners and development interests. However, the presence of pocket of both privately held and municipal owned land that are ripe for redevelopment, the current economic climate that has private interests looking for creative partnerships and financing options, and the history of cooperation and planning coordination between municipal and resort management all point toward a future where the Lower Park Avenue Neighborhood could be another gem of the community. A community where there is a long history of successful redevelopment initiatives and the leadership to continue building upon past achievements with each new iteration bringing increased economic value, more continuity of approach, and improving long term sustainability of the broader community goals and vision.

More specifically, the Lower Park Avenue RDA and associated funds have the potential to spur innovative redevelopment of one of the primary hubs of Park City's resort recreational economy. To increase the potential for additional event based economic stimulus. To improve the function, logistics, and guest experience during existing community scale events, and to provide a series of transportation and connectivity improvements to allow better synergy between the economic engines and bed base that exist both within and, of equal importance, adjacent to the Lower Park Avenue Neighborhood on and around historic Main Street.

Key Neighborhood Components

1. City Park
2. Park City Mountain Resort Park Lot Re-development Sites
3. Library Center Complex
4. Historic Residential Lower Park Avenue Neighborhood – Upper / South Side
5. Newer Bed Base Portion of the Lower Park Avenue Neighborhood – Lower / North Side
6. Adjacency to Park Bonanza District, and Lower Main Street District

Transportation and Connectivity

The primary entry points into the neighborhood are through existing nodes at Park Ave and Deer Valley Drive at the Cole Sport / Jan's traffic light and the Bonanza / Deer Valley Drive light at the NE corner of City Park. These function of these nodes are critical to both resorts and to the ability to handle community scale events.

- Consider the use of appropriately scaled traffic circles, grade separated improvements for pedestrians or vehicles, and strategies to allow uninterrupted flow of Public Transit (transit only express lanes / free right turns) as potential strategies for improvement to the these nodes

Key existing transportation corridors include Deer Valley Drive, Park Avenue, and the Lowell / Empire Avenue Loop, all traveling North – South and each separated by significant differences in grade from the others. Few if any East – West connections exist to complete a traditionally efficient grid. Grade

separation, green spaces at City Park and the Library Center, and past redevelopments have all provided obstacles to creating these connections. This pattern places greater stress on the major entry nodes, limits the practicality of some potential locations for parking improvements, inhibits pedestrian movement, and is less intuitive for destination visitors to the community. Lower Woodside Avenue has the potential to provide a renewed North-South Pedestrian corridor connecting the Library Center to residential portions of the neighborhood without the vehicular conflicts inherent with the other North-South arteries.

- Look for every practical opportunity to provide East – West connectivity and re-establish a more traditional grid.
- Analyze ability of corridors created by City owned land or land owned in partnership with the City to create East – West connections.
- Consider utilization of stairs, outdoor escalators, or elevators at key locations to make pedestrian movement practical between the resort and City Park, trail corridors, and North – South arteries.
- Consider additional pedestrian improvements and reduction of travel lanes on Park Avenue as well as pedestrian improvements associated with redevelopment along the Lowell / Empire Avenue loop.
- Consider new modes of public transit and dedicated transit lanes or corridors throughout the study area and connecting to and through adjacent districts. Consider dedicated small bus service, trolley, or street car service on a Lower Park Avenue, Main Street, and Deer Valley Drive loop. Long term consideration should be given to preserving corridors and nodes for light rail service between the resort and key points outside the neighborhood.
- Consider encouragement / development of an alternative (non-rubber tire) transportation solution between major existing entitlements at the North and South ends of Lowell Avenue to reduce traffic impacts to residential portions of the neighborhood and maximize planning flexibility and location of density for future projects.
- Consider all potential transportation and connectivity improvements under the lens of their ability to provide functional and identifiable ties between bed base and revenue centers in the Lower Park Avenue Neighborhood and those adjacent to it. Attempt to gauge the increase in revenue potential these solutions could bring to Historic Main Street, Park Bonanza and elsewhere.
- Consider additional pedestrian improvements (side walks, benches) and beautification projects (planter boxes, identification of pocket park opportunities) along Lower Woodside to create a pedestrian boulevard separated from high traffic arteries, to add value to existing bed base, and to strengthen connections to the potential redevelopment projects and the Library Center.
- Consider signage and way finding improvements that help identify connections to and through the neighborhood and create a more seamless transition between the resort and the surrounding neighborhoods. Use these items strategically to direct vehicle and pedestrian traffic along preferred routes.

Parking

Very Few dedicated public parking facilities exist in the Lower Park Avenue Neighborhood. Those that do exist are in the form of small and segmented surface lots that are not designed for the volume or circulations needs that are frequently called upon to provide. Currently the solution during peak periods and events is often the use of privately owned surface parking at Park City Mountain Resort. Even with this opportunity available, overflow parking on the street in restricted areas, unpredictable pedestrian movements, and private vehicle/transit/pedestrian conflicts are common during major events such as the Sundance Film Festival, the Arts Festival, Fourth of July, sporting events and even peak Holiday / skiing visitation. Surface parking lots at the resort are already entitled for redevelopment of the resort base and the prohibitive costs of comprehensive replacement of this

parking in underground or structured formats has stymied past redevelopment efforts and the economic stimulus they are meant to provide. The Lower Park Avenue RDA Plan and future neighborhood plans should include a more comprehensive and coordinated long term approach for addressing these issues.

- Look for locations where structured parking could be efficiently designed and constructed over time on public land in locations that are well coordinated with public transit, pedestrian movements and accessibility to key event locations.
- Consider public investment in development of structured parking on private land in key locations.
- Consider reduced parking requirements for residential / lodging development in conjunction with public and private transportation solutions to allow private capital to be invested in mixed use parking and transportation services.
- As with Transit / Transportation projects, consider the potential of the project for increasing potential revenues both within and out side the RDA area and to provide for improved guest experience and revenue from repeat visits.
- Consider converting surface lots and driveways at the perimeter of City Park to a pedestrian boulevard if alternative parking and transportation solutions can be developed.

Redevelopment Projects

The single most significant redevelopment opportunity in the project area both in terms of municipal revenue potential and creating a new face for this area of the community exists on the parcels entitled in the Park City Resort Master Plan, circa 1996. However, significant opportunities for signature projects also existing on several critically located smaller parcels elsewhere in the neighborhood. Several of these parcels are either municipally owned or involve current public / private partnerships. Significant potential for redevelopment that furthers multiple goals of the RDA vision exist along two corridors along the East – West access. The first would connect Park City Mountain Resort / Lowell Avenue to Park Avenue and Old Miners Hospital in the vicinity of the decommissioned Park Ave Fire Station. The second would provide a more subtle connection between the resort, Park Ave and City Park along the axis of the Shadow Ridge Hotel and the City Park softball diamond when examined in plan view.

The Library Center and surrounding green space also provide opportunities for enhanced civic and event functions without compromising the community park and gathering space that currently exist. Lastly, the dedicated residential parcel at the North end of City Park when coupled with some of the aforementioned transportation solutions seems to provide opportunity for a public – private redevelopment project in the future.

- Examine how all projects selected will contribute to revenue potential, guest experience, resident quality of life, housing opportunities and community sustainability
- Consider building on existing efforts to create a signature mixed use project on the old Park Avenue Fire Station corridor that provides a neighborhood center, additional housing opportunities, a hub for neighborhood services, a pedestrian transportation connection, and a means for dealing with the grade separation that has traditionally segmented the neighborhood.
- Consider a project between Shadow Ridge Hotel and City Park that would include pedestrian circulation improvements and increased housing opportunities.
- Consider working with the existing ownership of the residential units at the North End of City Park to redevelopment the site with potential consideration of additional density, public funding or financing mechanisms, and more seamless integration with the Park.

Design Workshop Summary Memo

Design Workshop, Inc.
Landscape Architecture
Land Planning
Urban Design
Strategic Services

To: Park City City Council and City Staff
From: Becky Zimmermann / Britt Palmberg
Date: December 29, 2009
Project Name: Lower Park Avenue Redevelopment Authority
Project List

Based upon a site visit to Park City conducted in November 2009 and its experience in planning and development in similar ski resort-based communities nationwide, Design Workshop has worked with city staff to develop a matrix of recommended public sector investment projects in the Lower Park Avenue RDA area. Potential public investments include public/private redevelopment projects in select areas of the Lower Park Avenue area, infrastructure improvements including upgrades to streetscapes, parking, open spaces, trails, and related amenities, and public investments in facilities such as conference centers or other community gathering places. The Design Workshop team has identified projects for the Lower Park Avenue area based upon the findings and suggestions of earlier studies conducted in Park City, the suggestions of city staff and elected leaders, and an examination of public investments made by comparable destination resort communities throughout the country.

The matrix categorizes potential projects in terms of public versus public / private investments and outlines a general magnitude of public investment needed to complete each project. It categorizes the potential projects in terms of their potential timing (short term versus long term), and provides ratings for each project based upon the potential to increase the number of destination visitors, increase the overall competitiveness of Park City in the resort market, the potential to stimulate private investment, and the potential to improve the overall visitor experience. The project list evaluates the physical, political, and financial feasibility of each project and it provides an evaluation of the overall financial return and intangible return (in terms of benefits to the community's quality of life).

The completed project list groups potential investments into three general categories: 1) Parking Lot Redevelopment projects include a range of investments concerning the parking lots surrounding Park City Mountain Resort and surrounding areas; 2) Transit, Traffic, Circulation and Walkability projects are designed to improve the function of major intersections and the experience of drivers, pedestrians, and bicyclists in the Lower Park Avenue area; 3) Community and Neighborhood Redevelopment and Improvement projects concern redevelopment efforts and environmental and streetscape projects in various locations within the Lower Park Avenue Redevelopment Area. The completed list ranks the potential projects in each category by their overall composite score across the full range of criteria.

In addition, the Design Workshop team and City staff have outlined a series of five additional projects that are not included on the official project list but may warrant additional discussion and consideration by Council going forward.

The completed project list is intended to serve as a basis for ongoing discussion of how to proceed with redevelopment in the Lower Park Avenue neighborhood and other areas of Park City. Council will need to work with staff and the community in order to refine ideas for potential investment projects and carefully select ventures that will stimulate further redevelopment and provide good financial and non-financial returns to the City.

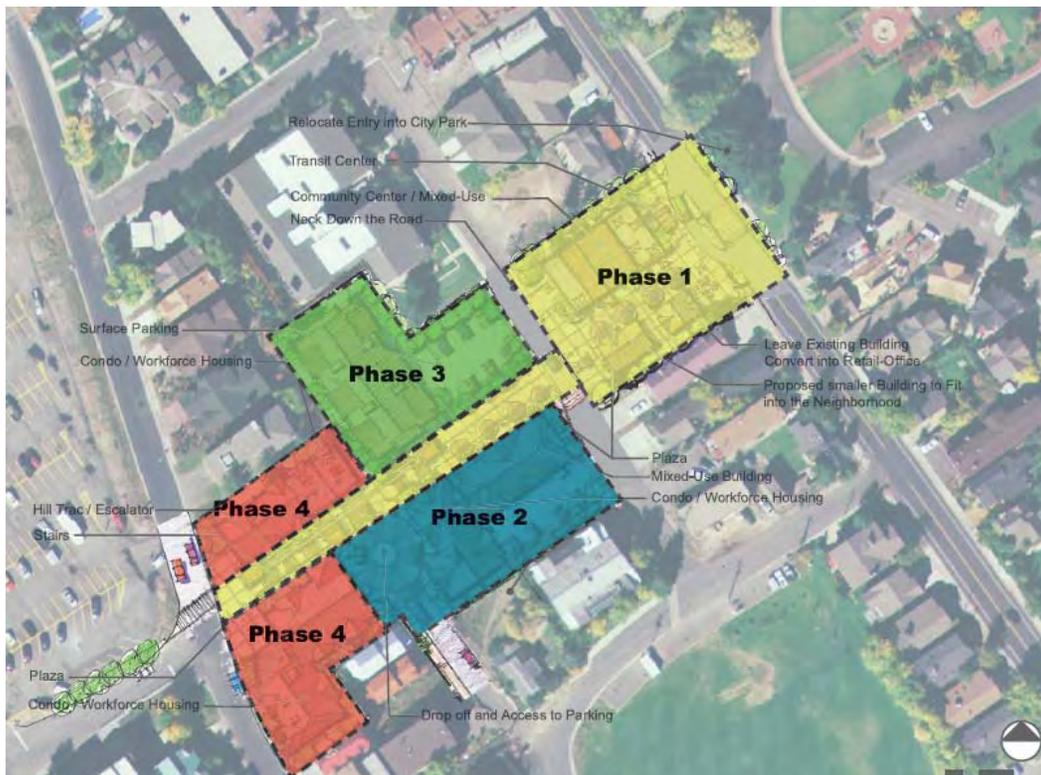
PROJECT NUMBER	PROJECT NAME	TOTAL (XX / 45)
PARKING LOT REDEVELOPMENT		
1	Redevelopment of parking lots surrounding PCMR into mix of residential / commercial uses - with underground parking	41
2	New Conference Center & Parking Structure around the base of PCMR	37
3	Physical connection from PCMR to Main Street via Treasure Hill (people mover, gondola, funicular, etc.)	30
TRANSIT, TRAFFIC, CIRCULATION & WALKABILITY		
4	Major Improvements to Empire / Lowell circulation & transit operations around PCMR (including improvements to roads, circulation and intersections, acquisition of ROW, and installation of a new transit hub)	40
5	Intersection improvements (to intersections of SR 224 & SR 248, Bonanza Drive & Deer Valley Drive, and Park Ave & Deer Valley Drive)	40
6	Minor Improvements to Empire / Lowell circulation around PCMR (including signage, striping, improvement of transit efficiency, minor capital improvements, and operational changes such as charging for parking)	36
7	Coordinated Signage Plan for (including smart messaging system) for the area within the RDA, designed to improve the load-in / load-out experience and streamline parking and circulation	35
8	Transit - Identification of corridors and acquisition of easements and ROW for future mass transit lines (Trolley, Bus Rapid Transit, or Light Rail)	28
9	Walkability - Expand bike/ped trail system to the remainder of the Lower Park Avenue district and connect to Bonanza Park (Spine System). Address bus stops and pedestrian crossings at SR 224	27
COMMUNITY & NEIGHBORHOOD REDEVELOPMENT AND IMPROVEMENT		
10	Neighborhood/ Mixed-use redevelopment between City Park and PCMR including housing opportunities (affordable, senior housing, seasonal)	37
11	Use of City-owned land to create physical connection and housing opportunities (affordable, senior housing, seasonal) in area stretching from City Park to PCMR	32
12	Redevelopment of Bonanza Park (Rite Aid and areas to the east) into a mixed-use district - including potential parking lot or mass transit hub.	31
13	Installation of public art throughout the Lower Park Avenue district	26
14	Renewable Energy Generation Opportunities: Including constructing PV, small-scale wind, geothermal and biomass projects around projects and improvements within the RDA	24
15	Streetscape improvements on Park Avenue (bulb outs, crosswalks, traffic calming devices, and enhancements to physical connections to Main Street and Bonanza Park).	22

- Consider public support, public financing or financial incentives, and reduced parking standards as tools for encouraging partnership on the potential redevelopment of the Park City Mountain Resort Base Area.
- Consider additional uses for the Library Center that enhance rather than detract from the civic and park characteristics the community currently enjoys at the site. A community garden or relocation of the Senior Center to this parcel are both examples of projects that could be entertained without compromising the existing attributes of the Library Center and green space. This parcel is also showcased during events such as the Sundance Film Festival. These events provide opportunities to use this parcel to demonstrate Park City's commitment to historic preservation, education, building community and sustainability.

City Owned Land Implementation Strategy

PlanWorks Design completed an implementation strategy for City-owned property. The Strategy was accepted by City Council on January 27, 2011. The Plan includes a list of project options and two alternate scenarios, one with smaller scaled concepts, and a second with more aggressive development alternatives. The work also includes high level financial models and a supporting narrative describing not only the planning effort, but some of the policy balance and levers officials will have to consider moving forward in their role of the LPA RDA. For example a portion of the narrative focuses on cost benefit versus return on investment related to using the LPA RDA as a means to financially subsidize specific community center or housing (senior and/or workforce) goals.

A phasing plan was proposed with the strategy document, with the initial phases focusing on land mainly owned by Park City (Fire Station, senior center). Outcomes are to include civic uses and an east-west connection of neighborhoods; and middle and latter phases contemplating partnership with and acquisition of private property to effectuate a blend of senior, market rate, affordable and perhaps seasonal housing goals.



Map of resort base & City-owned property

City Owned Land



Exhibit B Master Plan for City Property in RDA

Option 1 Site Plan



Option 2 Site Plan



Lower Park Avenue Implementation Plan for City Owned Property

General Principles:

- Create a framework for ongoing development or redevelopment of City owned and adjacent properties to occur in a cohesive and walkable pattern
- Create a plan that through design and suggested land uses; strengthens the physical and economic connection between the Resort and Historic Main Street without disrupting the circulation or enjoyment of existing uses in the surrounding neighborhood blocks
- Create public spaces and synergistic uses that could be a neighborhood scale amenity and focal point; not a burden
- Suggest a range of scale and scope of development that is compatible with the surrounding blocks in the Lower Park Avenue neighborhood
- Identify appropriate areas for senior activities, a diversity of housing opportunities, clear and functional pedestrian connections and let all other uses support these primary goals
- Incorporate innovative transit solutions where staff deems that this will be effective in providing a level of service that will strengthen the Resort to Main Street connection while decreasing individual vehicle trips (Lower Main Circulator bus, electric train / trolley, Hill Trac / people movers, all warrant discussion and investigation)
- Identify potential partners or opportunities to attract private sector investment in the implementation plan area where this supports policy objectives and has the potential to lower the cost burden associated with achieving those objectives
- Create a financial model to examine the “real world” implications of the land use patterns and policy objectives reflected in the Implementation Plan options provided

Phasing and Design Philosophy

Phase I

Phase I – is intended to give a physical example of the primary goals of the re-development plan: establishing the importance of Historic preservation, Civic use, preservation of the key east / west pedestrian corridor, and proving finished appearance and smooth interface with transit on Park Avenue.

Buildings A & B represent re-use of historic buildings in their current or reconstructed locations without changes to the buildings scale or design. Neighborhood scale commercial or residential uses are suggested for these buildings.

Building C represents a new structure on the site of the existing Park Avenue Fire Station Building owned by PCMC. The design for this structure should be welcoming and the scale and architecture consistent with traditional forms in the neighborhood but with an allowance for more contemporary materials and glazing to open the building to the pedestrian corridor. The uses suggested for this building include a new home for the Community Senior Center, class room / studio space for all age activities that could be programmed by the Senior Center, or a variety of other public or non-profit organizations integral to Park City and the Old Town community. Exhibit space could also be provided on the ground floor and residential uses could be appropriate on the second level of the building. The building is intended to be the Civic Hub for the re-development area and complimentary to other civic uses in the neighborhood such as the Library Center and accompanying open space. It should set the example for both the vibrancy and intensity of use that is appropriate in the Lower Park Avenue portion of the redevelopment area.

East / West Corridor – It is also recommended that PCMC acquire all or some portion of the main east / west pedestrian corridor that will provide the physical link between the Resort, Park Avenue, and Historic Main. This corridor should be acquired and protected with specified setbacks and design guidelines

specific to the redevelopment area regardless of whether any further pedestrian improvements or development of the site is initiated. It is recommended that Phase I include identification and assignment of funds to make pedestrian improvements that will address the grade change inherent in the site and make clear from the outset the functionality of the Resort to Park Avenue to Historic Main Street connection

Phase II

Phase II – The parcels in this phase would preserve the remaining circulation and access points necessary to establish the intended development pattern; on that steps with the grade and emphasizes the pedestrian while preserving efficient points of access for vehicles that will minimize the effects of traffic for residents both within the planned area and the surrounding neighborhood. The suggested access point off of 13th Street terminating in a courtyard turnaround would also preserve the ability to utilize underground parking solutions on multiple parcels in the plan should the final design and density warrant below grade parking. The vertical development in this phase would provide the first of several opportunities to provide for residential uses with market rate and employee / attainable housing options worthy of consideration.

Option 1, showing Buildings D & E represents a higher density option for stacked flat units utilizing underground parking that could provide more units and possibly more return to the City or end developer. The foot prints for these buildings would be slightly larger than those designed on the same parcel in Option 2 and more consistent with recent condominium development in the lower half of the neighborhood. Option 2, depicts a lower density option utilizing triplex buildings with foot prints more consistent with traditional historic residences elsewhere in the neighborhood.

Phases III and IV

This phase has been designed for flexibility both in size and overall density. The size will largely depend on the City's appetite for either acquiring additional land or partnering with neighboring land owners to create an incentive for privately held properties to develop according to the City's preferred design standards and use patterns. The primary use associated with vertical development in these phases will be residential with limited opportunities for neighborhood scale commercial services or a food and beverage establishment.

Option 1 again depicts a higher density scenario where stacked flats over primarily underground parking would be utilized to maximize the number of units available within the height and space restrictions. These additional units could either provide for more employee housing opportunities or be utilized for market rate condominiums to improve the return on the land and minimize the expenditure of RDA or other municipal funds. The additional land required for this option could be purchased or brought into plan and guidelines through partnering / development agreements with the private sector.

Option 2 demonstrates a lower density development pattern that is likely to occur if less land is acquired by the City, less infrastructure subsidized by the RDA and private development interests control more of the land in the Implementation Plan area.

Financial Modeling

A financial model of the Implementation Plan has been prepared to provide a snapshot of potential costs and revenues that could be associated with the plan under the various scenarios. Development hard and soft costs have been modeled including but not limited to the following: construction costs, permitting fees, green building and public arts line items, sales commissions, land acquisition costs, and design fees. The financial model also provides inputs for financing scenarios, land sales, unit sales, commercial lease revenues, and residential rents to be projected over a ten year period. Typical indicators utilized by private sector developers such as Investor Rate of Return (IRR) and Return on Investment (ROI) are also provided.

The financial model was prepared based upon current economic indicators, industry specific cost information, and with input from staff on the development assumptions to be modeled for initial discussion. It should be noted that the financial summary presented with the plan is neither a true private sector developer model nor a model that exactly reflects the municipal role as facilitator and potential distributor of the land assets. Instead the current model is a blend of the two approaches to facilitate policy discussion about what role the Council believes the City should play in re-development of this portion of the Lower Park Avenue RDA Area. Staff will be provided with the ability to change various inputs and assumptions in the model. Based on City Council input, the model can be updated with staff to more accurately reflect the intended policy direction and the associated costs and benefits associated with that direction.

There are a few essential policy considerations that dramatically influence the costs and revenues associated with the options that have been studied from a land use and planning perspective. Staff will be hoping to garner Council input and direction in the following areas:

Ratio of Employee / Affordable Housing to Market Rate Residential: The costs associated with development of Employee / Affordable Housing is only marginally different than for creating Market Rate housing. However the revenues generated by Employee / Affordable rents are significantly less than from Market Rate sales especially modeled over a ten year horizon. Staff will be looking for direction on how big an emphasis to place on the creation of Employee / Affordable Housing in redevelopment of this area. Employee / Affordable Housing can be created in a number of ways. It can be developed by the City and subsidized either with RDA funds, Affordable Housing funds, or a combination. Restricted Affordable units can also be required through development agreements with the private sector participants who choose to participate in the plan. However the private sector will likely be able to bear a smaller ratio of affordable to market rate units if they are to remain profitable and be enticed to contribute private sector investment in the implementation plan area. The policy direction on how much Employee / Affordable Housing to pursue and through which means will greatly influence the overall costs, revenues, and profitability predicted by the financial model for any of the development scenarios that have been studied. For purposes of the financial summary provided staff advised:

- 80% of all residential units in the plan are assumed to be restricted affordable rental units with rents affordable to those at 40% of the area median income (AMI).
- The remaining 20% of residential units were modeled as for sale units with pricing affordable to those earning 80%-120% of the area median income.
- 100% of the residential units in the plan are modeled to provide for some niche of employee or affordable housing. This creates a financial model with the lowest return on investment.

Disposal of property or other Public / Private Sector partnership scenarios: One of the single biggest chips held by the City that will influence the costs and revenues associated with the modeled redevelopment is the use of City owned land. The ability to utilize publically owned land to support policy goals, generate revenues or entice private sector development partners is a well established and important tool in creating the intended pattern of redevelopment in RDA areas. The City's choices with respect to disposal of real property include the following range of options or some combination thereof:

- Sell parcels of land to private or non-profit developers to generate revenues that will replenish funds spent on public projects within the RDA
- Gift parcels of land to incentivize or require certain land use or policy objectives
- Provide land at a discounted value to incentivize or require land use or policy objectives
- Make land available to receive density from elsewhere in furtherance of policy objectives or development goals

Each of these options creates a different level of legal exposure and investment of staff time which should be vetted with senior management. Staff will be looking for preliminary direction on Council's preferred objectives and level of comfort with each of the options available. Future iterations of the financial model can be programmed to reflect the cost reductions or revenues realized by the options pursued.

RDA funds invested in infrastructure improvements: RDA funds could also be utilized to improve utilities, construct transportation related infrastructure, or develop public spaces depicted by the Implementation Plan. These expenditures would be shown on the cost side of the ledger when viewed from the municipal perspective and as a cost savings from a private sector point of view. In either case the amount invested will influence the return on investment and the likelihood of attracting outside investment in the plan. Staff will be seeking direction on the general level of investment preferred and which projects should be prioritized for funding.

RDA funds granted versus loaned or leveraged: RDA funds could be applied to actual construction costs or to provide improved development sites as a pure expenditure drawing down reserves in the RDA. They could also be utilized as matching funds for grants that may be available for transportation or housing

related development and leveraged in this way to increase the overall investment in RDA area or to reduce the costs associated with those items for private sector development. Finally, RDA funds could be loaned directly or utilized to obtain low cost financing for selected projects reducing the overall cost associated with those improvements. Any of these scenarios could be specifically modeled in future iterations of the financial model and staff will be seeking direction on preferred vehicles for utilization of the funds available.

Summary:

The Implementation Plan and Phasing plan provide a template for two potential development patterns that could achieve a number of Park City Municipal policy objectives while achieving the primary objective of providing an additional identifiable and high functioning connection between the Resort on the hillside at the west end of the Lower Park Avenue neighborhood and another of the City's primary economic cogs the Historic Main Street Business District just a few blocks to the south and east. Providing the easiest means possible for residents and visitors to travel between these two focal points of the broader Park City Community will result in stronger economic returns for both the Resort and the Town, strengthen the ability to jointly market the amenities that are offered by each entity and further solidify the partnership between resort, city hall, and area businesses that is such a rare commodity among mountain resort towns.

The Implementation plan also seeks to create a smaller and more civic oriented focal point within the Lower Park Avenue neighborhood. This can be accomplished through the provision of a long term home for senior and educational activities, vibrant indoor / outdoor spaces that can host civic functions, and creating opportunities for a diversity of housing options.

Lastly, the final deliverables for the project will include the financial model that has been developed in conjunction with the Implementation Plan with the ability to update specific inputs and assumptions that will allow staff to make the financial summary a current reflection of ongoing discussion with and input from Council.

Letter of Intent between Park City Redevelopment Authority (“RDA”) and Park City Mountain Resort (PCMR)

This Letter of Intent is made and entered into this 9th day of August, 2012, by and between Greater Park City Company, a Utah corporation, dba, Park City Mountain Resort (PCMR) and Park City Redevelopment Authority (RDA) (jointly referred to herein as the Parties).

Purpose: This Letter of Intent shall clarify the understanding between the Parties with regard to the parking structure and transit center project conceptualized in Exhibit A (the Project), which is intended to be a joint project between the Parties and of a public as well as private benefit. This Letter is precursor to a definitive Agreement between the Parties stipulating the details of the Joint Project. The Letter outlines general guidelines under which the Parties will work together to arrive at an eventual Agreement.

Whereas, Park City Municipal Corporation and PCMR have an ongoing shared interest in hosting world class special events and mountain recreation based tourism;

Whereas, it is in the best interest of both Parties that these activities be welcomed in a manner that maximizes positive exposure for Park City as a world class destination, maximizes the capture of visitor expenditures within the greater Park City area, and minimizes the impacts to permanent residents;

Whereas, the ability to efficiently direct vehicle trips to logical nodes and to maximize transit ridership while minimizing impacts from congestion, traffic incidents, and reduced air quality is an integral part of operating a successful destination resort community;

Whereas, maintaining infrastructure, amenities, and a development pattern that is competitive in the regional, national, and international marketplace for destination visitors is important to both the economic health of the Parties and the quality of life that can be provided for Park City and Summit County residents;

Whereas, maintaining the health of our destination tourism based economy will result in long term revenue growth in the form of property tax, retail sales tax, TRT & RAP tax, and related spending that supports the overall Summit County business community;

Therefore, the Parties agree to explore the joint planning, financing, and development of a parking and transportation facility intended to further the public and private realization of the aforementioned goals and priorities.

1. Scope

- a. The Parties will work jointly to establish scope for each of the following aspects of the Project:
 - i. Parking –

1. Event Parking – Park City Municipal Corporation will have access or long term lease rights to the parking structure for up to 35 days of each year for purposes of event parking. The Final Agreement will outline the detailed plan. Scheduling, events, specific days and number of parking spots will be reviewed and agreed upon annually by both parties.
 - ii. Transit Hub Size & Location– The Parties intend to establish strategies to improve user friendliness, increase ridership, minimize waiting times and delays, explore smart messaging in conjunction with improved circulation patterns and stop / hub location(s), improve ability to serve events, achieve trip reductions and increase shared vehicle trips for recreation, tourism, event, and employee visits.
 - iii. Housing – The Parties agree that 20% of existing housing obligations required in the approved PCMR MPD (ie: 8 units) will be located at the resort base. The Parties intend to examine the best location and size for these units consistent with the current MPD and in light of efficiency issues, economic feasibility, and the needs of the intended occupants/residents/buyers. The Parties will also examine properties held by both Parties and whether these create opportunity for partnership between the Parties to jointly or separately develop and/or operate housing of the appropriate type at a preferred location.
2. Timing/Phasing of the Project
 - a. The parking structure, transit hub, circulation improvements, and smart messaging will be completed as part of the first phase, to the degree these can be completed within a single construction season.
 - b. The housing obligations to be located at the resort base (outlined above in section 1, iii) will be completed concurrent with the first completed phase of the parking / transit structure or prior to receiving a Certificate of Occupancy of the first project approved under the MPD that is not parking or infrastructure related, whichever occurs later.
3. Financial Participation
 - a. Both Parties will share a portion of the financial responsibility for the Project.
 - b. The RDA will evaluate possible terms of contributing 20%-25% of the estimated costs of the Project, with a projected cap of \$10 million, from proceeds of RDA Tax Increment Revenue Bonds. This contribution is to be made for the purpose of securing the overall viability of the Project and for securing public benefits, including but not limited to: housing, mitigating traffic and circulation impacts, neighborhood place making, improved integration with transit, and coordination/management authority for use during community events. A portion of these community benefits will occur concurrent with the first phase of the parking project.
 - i. The RDA contribution will occur proportionally with the phasing of the Project and will be triggered by the issuance of a building permit. At no point during the phasing of the Project will the cumulative RDA contribution to date exceed 25% of the total Project cost to date.

- c. All efforts will be made to secure Federal grant funding for the transit portion of the Project. Any federal funding secured for the project will reduce the Parties' respective contributions proportionately.
 - d. The Parties will explore alternative financing options (i.e.: RDA Increment Bonds, conduit bonds, mezzanine financing, etc.) allowable by state code to defray financing costs where possible. Any financing secured by or through the RDA which is to be repaid by PCMR or Project revenues will be in addition to the contribution identified in section 3(b) rather than in lieu of that contribution.
4. Project Management
 - a. The Parties will finalize a project management plan in full compliance with federal, state and local procurement requirements. The parties have a goal of giving as much of the project management activity as possible to PCMR.
5. Ownership, Operations & Maintenance
 - a. The Parties will agree to an ownership structure that will result in satisfactory operations, maintenance, and capital replacement to each of the Parties.
 - b. The Parties will jointly agree to a minimum quality of ongoing service and maintenance for the structure prior to construction.
 - c. In the event that the Project is partially funded by FTA grants, the Parties will consider an appropriate structure of ownership such that the value of the land can be used as a grant match. The Parties may explore condominiumizing the parcel, entering a long-term lease, etc., as potential alternatives.
 - i. If land value is used as a grant match, the land will be donated and not sold to the RDA for additional cash consideration above and beyond the RDA contribution specified in 3(b).
6. Operating Revenues
 - a. Operating revenues will be used to pay for operating and maintenance expenses directly related to the parking structure (not to include debt service).
 - b. Any remaining net revenue will be distributed 90% to PCMR and 10% to the RDA.
 - c. Policies for the collection of revenue will be set by PCMR after consultation with City Staff.
7. Extension of the RDA
 - a. In the event that the Lower Park Avenue is not extended by vote of the Taxing Entity Committee and the RDA Board prior to expiration, any obligations of the Parties shall automatically terminate and be of no further force and effect.
8. Non-binding
 - a. This letter is a statement of intent only, and is not a binding obligation of either of the Parties. Such obligations may only be contained in a binding Definitive Agreement executed by the Parties.

Acknowledgment:



Tom Bakaly *Diane Foster*
Authorized Representative
Park City Redevelopment Authority

Acknowledgment:



Jenni Smith
President and General Manager
Greater Park City Company,
A Utah corporation,
Dba Park City Mountain Resort

Acknowledgment:



John D. Cumming
Chairman and Chief Executive Officer
Powdr Corp.,
A Delaware corporation

Acknowledgment:



John D. Cumming
Chairman and Chief Executive Officer
Powdr Development Company,
A Utah corporation



Resort Base Area

PCMC / PCMR Potential Opportunities for Coordination in LPA RDA Area



Scale: NTS



PlanWorks DESIGN

Sept. 2011

Legend:

- PCMR Properties
- Mountainside Marriott
- RDA



PCMR RESORT BASE



Property Ownership





PCMR RESORT BASE



BSA and PCMR Overlay Plan





Filter Opportunity	Environment Responsible Environmental Stewardship	Community/Social Equity Community and Economic Diversity	Economic Sustainable Economy, public services, mitigate impacts	Quality of Life Keep Park City / Park City
PCMR / PCMC Multi-modal Transportation Facility	<ul style="list-style-type: none"> • Incentivize transit use • Less wandering traffic / idling • Encourage car pooling & alt. modes 	<ul style="list-style-type: none"> • Strengthen connection to Historic Main 	<ul style="list-style-type: none"> • Increased Viability of Community and Resort Destination Events • Redevelopment consistent with destination resort vision 	<ul style="list-style-type: none"> • Improved ability to minimize impacts of events
Improved Circulation Design	<ul style="list-style-type: none"> • Incentivize transit use • Less wandering traffic / idling 		<ul style="list-style-type: none"> • Increased Viability of Community and Resort Destination Events 	<ul style="list-style-type: none"> • Reduce congestions associated with Events and Peak days • Better community celebrations w/ fewer impacts
People movers / Walkways / Trams	<ul style="list-style-type: none"> • Reduce vehicle trips • Increase walking options 	<ul style="list-style-type: none"> • Establish clearly defined connections between Resort and Main St. business districts 	<ul style="list-style-type: none"> • Directly link PCMR and PCMC economic engines • Encourage guests to experience both 	<ul style="list-style-type: none"> • Improve walkability • Keep mountain feel and ethic for guests & residents • Showcase historic neighborhoods thru ped. Experience
PCMR / PCMC Coordinated Housing Strategy	<ul style="list-style-type: none"> • Make walkable to services & job for intended user • Reduce vehicle trips • Fewer cars 	<ul style="list-style-type: none"> • Add support of full & part time residents to Old Town economy • Plan for seniors, seasonal, camps, students and full time employees, as well as locals already employed 	<ul style="list-style-type: none"> • Less duplication of resources / subsidy • Increased viability of housing and operations 	<ul style="list-style-type: none"> • Allow each user group to be where they would prefer to live • Integrate fully w/ transit • Allow for unanticipated synergies
PCMC / PCMR Infrastructure & Policy Coordination (OTIS, Receiving Area, Marketing, Transportation)	<ul style="list-style-type: none"> • Minimize traffic impacts & congestion • Increase sustainability of resort driven economy • Minimize waste of resources • Right size facilities, infrastructure, design solutions 	<ul style="list-style-type: none"> • Cooperative messaging to promote innovative transportation solutions • Joint marketing initiatives to introduce guests to resort and town iconic experiences • Lift Tkt. + Transit sticker = discounted F&B or Retail purchase 	<ul style="list-style-type: none"> • Allow for maintenance of market share and rank as a resort destination while reducing impacts to locals • Economic growth consistent with core values and protective of guest & resident experience 	<ul style="list-style-type: none"> • Focus growth where it can be properly designed and serviced while minimizing neighborhood impacts • Preserve iconic spaces • Coordinate use of technology, signage, & PR to increase livability and raise guest exp.

Attachment B - LPA RDA Budget Scenarios

Lower Park RDA Budget (FY 2014 - FY 2031)																		
	FY 2014	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	FY 2026	FY 2027	FY 2028	FY 2029	FY 2030	FY 2031
Revenue																		
Estimated Annual Revenue	1,250,000	1,250,000	1,250,000	1,769,268	1,789,344	1,809,419	1,819,419	1,829,419	1,839,419	1,849,419	1,859,419	1,869,419	1,879,419	1,889,419	1,899,419	1,909,419	1,919,419	0
RDA Revenue Bond (bonding schedule based on current budget)		6,000,000	9,000,000															
Sale of Assets (Multi-Gen. Housing)			2,500,000	3,000,000	2,500,000													
Available Beginning Balance	11,171,421	8,364,218	12,799,218	4,880,887	7,728,732	8,096,653	8,474,573	8,862,494	9,260,415	9,668,336	10,086,256	10,568,677	11,061,098	11,563,518	12,075,939	12,598,360	13,130,780	11,743,782
Potential Projects Estimate (as presented to TEC)																		
Land Acquisitions																		
Renewable Energy Projects																		
PCMR Intersection Improvements			1,000,000															
Major Street Intersection Improvements			1,000,000		1,000,000													
Signal Improvements @ Deer Valley Drive	50,000																	
Variable Message Board System Parking	250,000	250,000																
Parking Garage at SR, Center	3,000,000																	
Historic home behind greenhouse		200,000																
Connection from PCMR to Main Street (Gondola/People Mover)						2,000,000												
Improvements in Bonanza Park (Streets & Utilities \$3 - 4 M.)				\$ 1,000,000	1,000,000				1,000,000									
Streetscape Improvements Park Ave.					3,000,000													
Public Art		50,000	50,000	50,000	50,000	50,000	50,000											
Potential Projects Sub Total	3,300,000	500,000	2,050,000	1,050,000	5,050,000	2,050,000	-	-	1,000,000	-	-	-	-	-	-	-	-	-
Currently Budgeted																		
City Park Improvements	158,875	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	105,000	50,500	50,500	50,500	50,500	50,500	50,500	50,500	50,500
Land Acquisitions (Knudson)	2,250,000																	
Historical Incentive Grants		60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000	60,000
Library Renovation	5,600,000																	
SR/Community Center		2,000,000																
Santy Improvements	130,000																	
Affordable Housing Program	1,436,027																	
Traffic Calming	39,845																	
Crescent Tramway Trail	150,000																	
Security Projects	11,590																	
Historic Structure Abatement Fund	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000	20,000
Planning Contract	130,000	130,000																
Multi-Generational Housing	90,000	6,000,000	2,000,000															
City-Wide Signs	17,156																	
PCMR Transit Center/Parking (non-binding LOI)			10,000,000															
Lower Park RDA General Budget	23,710																	
Budgeted Projects Sub Total	10,057,203	8,315,000	12,185,000	185,000	130,500													
Total Expenses Budget & Potential Projects	13,357,203	8,815,000	14,235,000	1,235,000	5,235,000	2,235,000	185,000	185,000	1,185,000	185,000	130,500							
Debt Service Payment			\$502,599	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499	\$1,256,499
Ending Fund Balance (Budgeted)	1,114,218	49,218	111,619	3,439,388	6,287,233	6,655,154	7,033,075	7,420,995	7,818,916	8,226,837	8,699,258	9,181,678	9,674,099	10,176,520	10,688,940	11,211,361	11,743,782	10,989,882
Ending Fund Balance (With Potential Projects)																		
*Does not include additional interest cost for debt	(2,185,782)	(3,750,782)	(5,738,381)	(3,460,612)	(5,662,767)	(7,344,846)	(6,966,925)	(6,579,005)	(7,181,084)	(6,773,163)	(6,300,742)	(5,818,322)	(5,325,901)	(4,823,480)	(4,311,060)	(3,788,639)	(3,256,218)	(4,010,118)



Redevelopment Agency Staff Report

Subject: Lower Park Avenue Redevelopment Authority Master Plan Implementation Strategy – Discussion on Use of Library and other City Owned Facilities and Property

Author: Jonathan Weidenhamer, Economic Development Manager

Department: Sustainability

Date: July 26, 2012

Type of Item: Informational

Summary Recommendations:

Staff recommends Council consider directing staff to:

1. Conduct discussions with affected stakeholders and gather input from the general public; and
2. Return with formal recommendations including next steps and a timeline for implementation.

Topic

Implementation of the Lower Park Avenue Redevelopment Authority (LPA RDA) master plan for City-Owned property through use of City Facilities, property and limited adjacent privately owned property within the LPA RDA.

Description

PlanWorks Design (Michael Barille) completed an implementation strategy for City-owned property in the LPA RDA. The Strategy was accepted by City Council on January 27, 2011. The Plan includes a list of project options and two alternate development scenarios, one with smaller scaled concepts, and a second with more aggressive development alternatives (Exhibit H).

The Plan also includes high level financial models and a supporting narrative describing not only the planning effort, but some of the policy balance and levers Council will have to consider moving forward in their role of the Redevelopment Authority. For example, a portion of the narrative focuses on cost benefit versus return on investment related to using the LPA RDA as a means to financially subsidize specific community center or housing (senior and/or workforce) goals.

A phasing plan was proposed with the strategy document, with the initial phases focusing on land mainly owned by Park City (fire station, senior center). Outcomes are to include civic uses (a possible non for profit community center) and an east-west connection of neighborhoods; and middle and later phases contemplating partnership with and acquisition of private property to effectuate a blend of senior, market rate, affordable and perhaps seasonal housing goals.

The City Council provided direction to pursue the smaller scaled alternative found in the PlanWorks Plan:



Exhibit H includes a summary of master planning for the LPA RDA, including: the broader plan for the entire district done by Design Workshop and the Jack Johnson Company; the PlanWorks Plan for City property; and summary of joint redevelopment discussions between the City Council and Planning Commission on this topic, and finally an excerpt from the Market Analysis done for the area.

Background:

The Carl Winters Building is in the LPA RDA. It was originally purchased and restored with RDA funding. The 2003 expansion of the Library was also funded through the RDA. Discussion of future library expansion and other changes or improvements to this facility have always been contemplated within the context of the available RDA budget.

On January 12, 2012, Library Staff brought a proposed expansion and renovation plan for the library to City Council for discussion. Council directed staff to consult with Sustainability Staff, who oversee other uses of the building, and return with a proposal that considers future plans for the entire Carl Winters Building rather than just the 1st and 2nd floor areas proposed for library expansion (minutes, Exhibit C).

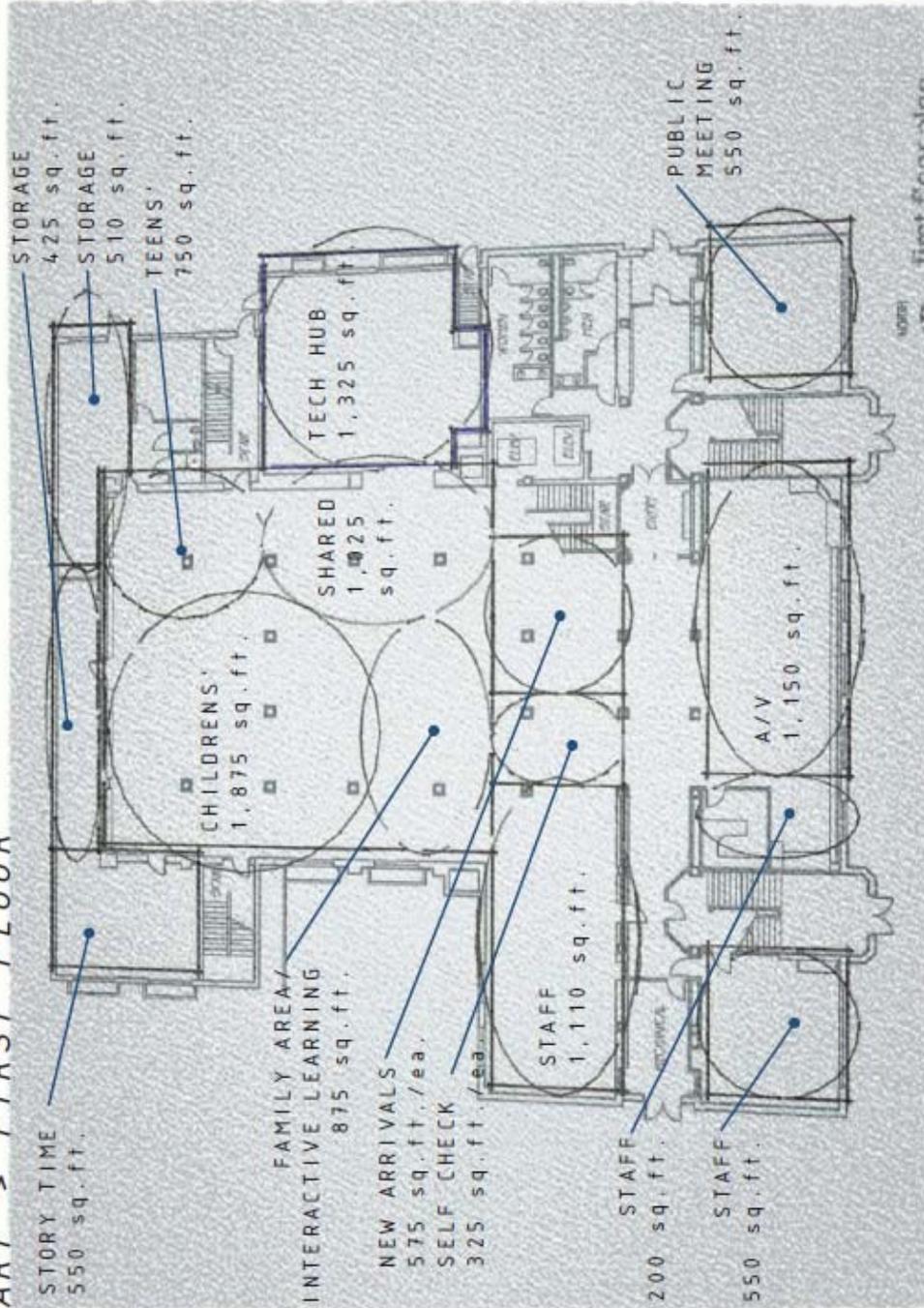
On April 19, 2012, during a work session City Council held a comprehensive policy discussion on the future direction of the library, including a discussion on Council's preference for future level of service. Based upon the April 19th meeting, the majority of Council seems supportive of reinvesting to keep the highest level of service, but are concerned about efficiency and not duplicating services or building or expanding new buildings until existing facilities are being programmed and used to their capacity. Furthermore, Council expressed a desire to put consideration of a library expansion in context with other goals and facility uses in the neighborhood. Ultimately Council agreed to have staff conduct a high level feasibility analysis that would include details on programming and concept floor plans (minutes, Exhibit D).

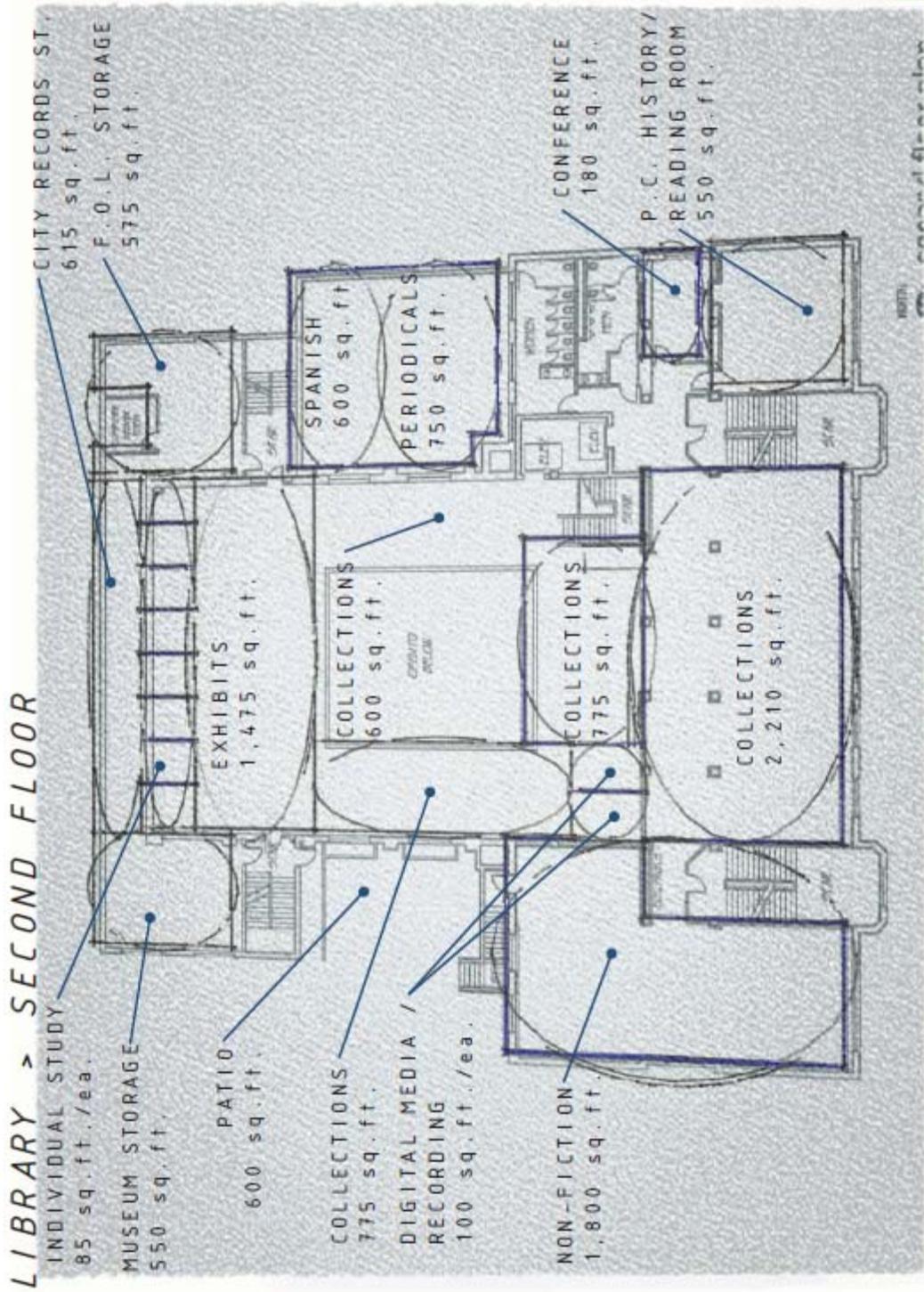
As the City moves into implementation stages of its Master Plan, Staff engaged Wally Cooper with CRSA Architects to create bubble diagrams as part of a needs assessment exercise for a possible Library expansion. The recent announcement from Soaring Wings Montessori that they will not be renewing their lease has opened up more space in the building than was previously anticipated. During our first meeting with CRSA, through discussions on potential uses of the 3rd Floor at Carl Winters, it became immediately apparent that a broader discussion of all the existing facilities in the LPA RDA would be necessary in order to make any recommendations for next steps related to any library expansion. The facilities and current tenants CRSA considered broadly and had to make some general assumptions in order to proceed. The following programming and floor plans were generated specific to a potential library expansion:

Current Library Programming			
First Floor		Second Floor	
Program	Sq. ft.	Program	Sq. ft.
A/V	418	Conference/study	1,451
Children	1,226	Exhibits	1,200
Friends sorting area	429	Friends storage	651
General library area	5,591	General library area	945
Lunch room	134	Museum storage	543
Park City room	313	PCMC storage	541
Public meeting room	531	Periodicals	710
Spanish	418		
Staff #1 (director)	178		
Staff #2 (circ)	535		
Staff #3 (librarians)	539		
Staff #4 (processing)	494		
Storage	264		
Storytime room	268		
Teens	418		
Subtotal	11,756	Subtotal	6,041
		total	17,797
Proposed Library Programming			
First Floor		Second Floor	
Program	Sq. ft.	Program	Sq. ft.
A/V	1,150	Collections #1	2,210
Childrens	2,750	Collections #2	775
New Arrivals	575	Collections #3	775
Public Meetings	550	Conference	180
Self Check	325	Digital/Media/Recording	300
Shared	1,025	Exhibit	1,475
Staff #1	550	Friends Storage	510
Staff #2	1,110	Museum Storage	550
Storage #1	425	Non-Fiction	1,800
Storage #2	510	PC History Reading Rm	550
Story Time	550	PCMC Storage	425
Tech Hub	1,325	Periodicals	750
Teens	750	Spanish Collection	600
Subtotal	11,595	Subtotal	10,900
		total	22,495
		4698 additionl sf	

Proposed Expansion – Floor Plans

LIBRARY - FIRST FLOOR





Site visit to Salt Lake County Facilities

During Council's discussion on the library expansion, they expressed interest in efficiently programming facilities and noted interest in other communities multiple programming of single facilities to ensure none are underutilized. A site tour was done to the following Salt Lake County facilities (pictures attached Exhibit F):

1. West Jordan – this 71,000 facility is brand new and houses: a 20,000 sf library; 20,000 sf of County library admin.; 1,000 sf of multi-purpose event space + 350 person amphitheater
2. Millcreek. – This is a 64,000 building that was adaptively reused into a 20,000 library, and delivers Senior and Parks and Recreation services in a neighborhood setting.

Some take homes included:

- Multiple users and interests can co-exist in the same facility, with careful planning to make that balance work;
- SL County has a property tax mill identified for library funding & they are superbly funded; but their programming or cross uses can be challenging or limiting based on the origination of the funding source;
- We should plan carefully and in detail the user spaces based on anticipated programming; or
- If specific user groups are not identified or desired, then plan for max flexibility with infrastructure and finishes (ie wireless, electricity, commercial kitchens, wall partitions, etc.).

Analysis:

1. Review CRSA's preliminary findings (Exhibit C)

The library is the highest rated community service provided by the City and is an essential element to Park City's small town character and sense of community. The library has a long history of being valued and invested in by the community and local leaders. In 2004 a 3,300 square foot expansion added space on the first floor to accommodate the explosive growth of Internet computer use, children's programs and the expanding materials collection. Libraries have become much more than just places to check out a book.

In order to preserve Park City's long tradition of offering top notch library service the facility and services must keep up with current trends and the changing needs of the community by:

- Adding space to optimize technology access
- Offering the latest innovations in library services
- Continuing to grow the materials collection
- Facilitating community gathering

At a recent site visit to discuss the possible layout of a library expansion including potential uses of the 3rd floor of the Carl Winters facility, Wally Cooper with CRSA began asking about the status of the other buildings in City Park including Miner's Hospital and the Recreation Building. Mr. Cooper suggested we should consider these buildings as part of the overall analysis as next steps are considered. While each building has a specific constituency that uses the building on a regular basis, overall the spaces appear to be under-programmed on a continual basis.

Some input from CRSA's preliminary work (Exhibit B) include:

- Assumptions that the fire station will be torn down so the property might be developed. And that the services provided in the Park City Senior Center will be relocated;
- Two potential scenarios for the Carl Winters Building:
 - One: Park City Library, Park City Co-op, PC Film Series, Senior Center, Sundance.
 - Two: Park City Library, Park City Co-op, PC Film Series, Public space, Sundance.
- Miner's Hospital is significantly underutilized. It would be a great place to relocate senior center programming, but would likely need addition of an elevator and other building upgrades, the cost of which are undetermined at this time;
- The Recreation building is significantly underutilized. It would be a great fit to relocate the PC Coop child care.

2. Elliott & City Housing as an immediate phase

Consistent with the preliminary Master Plan done by PlanWorks Design staff has been working with Craig Elliott to create a development approach addressing land owned by Craig Elliott at 1321 & 1323 Woodside Avenue. Mr. Elliott's preliminary proposals have contemplated use of adjacent property owned by Park City RDA, currently used for a senior center. Use of City-owned land would further the City's housing goals and staff is strongly supportive of further consideration of this proposal. One primary target of a housing project should be senior or multi-generational opportunities.

Creating aging in place housing opportunities is a priority for the community as stated in the 2009 visioning exercise, community surveys, and Council's housing policy. Preliminary thoughts would be to begin this project in spring of 2013. This would necessitate relocation of the services provided in the senior center. While the current master phasing plan identifies housing as part of the second phase, it is in the interest of the RDA to consider moving this project into an earlier phase in order to effectuate housing goals.

3. Comprehensive Needs Assessment & Further Community Engagement

CRSA's scope was conceptual in scope. Multiple community members have inquired about leasing the space to be vacated by Soaring wings, including non-profits, existing tenants, child care and artists. Staff's initial thoughts are to conduct a community engagement exercise to identify any gaps or fallacies in our thinking and to better understand specific programming of each of the user groups.

Staff believes we can begin to implement projects such as the library expansion and Elliott joint venture housing project concurrently with additional planning and identification of community priorities for facility use in the LPA RDA.

Department Review: This report has been reviewed by the Recreation-Library Team, Sustainability Department, Legal Department and the City Manager.

Significant Impacts:

The LPA RDA is now generating approximately \$1.2M annually. There is currently \$7.8 M available in the LPA RDA. The RDA expires Dec. 31, 2015. We anticipate collecting an additional \$7 million in tax increment funding through the life span of the RDA which expires at the end of December 2015. This funding would allow us to implement all phases of the master plan for City property. This does not contemplate any extension of the RDA, which we estimate could generate another \$15-20 M through a 15 year extension.

Some current user groups/tenants would be significantly affected including relocation or termination.

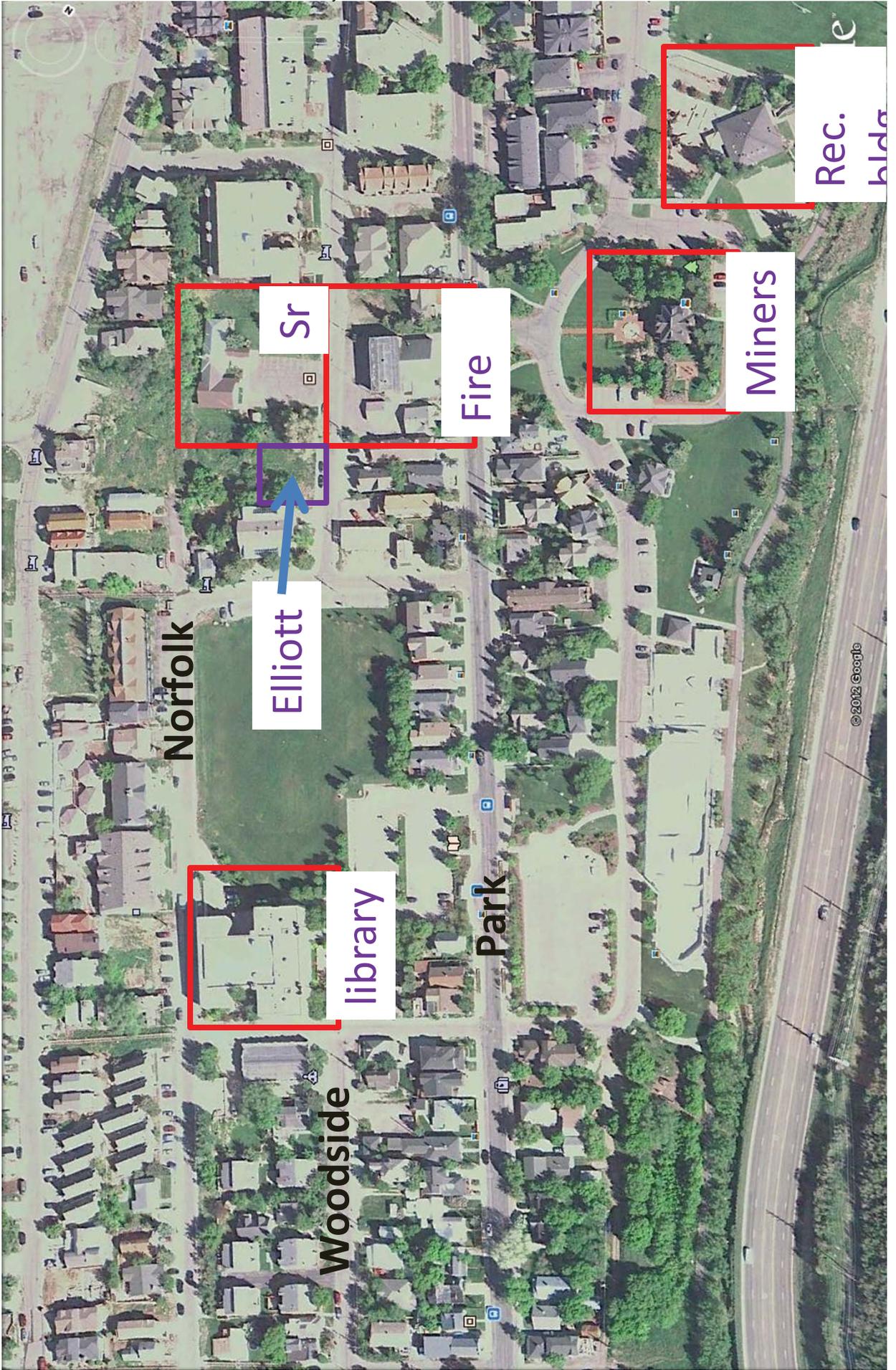
Recommendation:

Council should direct staff to return with formal recommendations on timing and next steps, based on additional information gathering and discussions with stakeholders. This may include a formal community engagement process.

Exhibits

- A LPA RDA Boundary Map
- B Vicinity Map
- C CRSA (Wally Cooper) Preliminary Findings & Potential Floor Plans
- D Library Level of Service Matrix
- E January 12, 2012 meeting minutes
- F April 19, 2012 meeting minutes
- G Salt Lake County Library & Community Facilities Site Tour Pictures
- H LPA RDA Master Planning & background (available at: <http://www.parkcity.org/Modules/ShowDocument.aspx?documentid=9653;>) includes:
 - Design Workshop & Jack Johnson Master Plan for RDA
 - PlanWorks Master plan for City property
 - Summary of the 8.25.12 Joint RDA meeting
 - 1.27.11 RDA meeting minutes
 - Executive Summary of Market Analysis (LPA excerpt)





Norfolk

Woodside

Park

library

Elliott

Sr

Fire

Miners

Rec.

© 2012 Google

EXHIBIT C

PARK CITY BUILDING AND SPACE UTILIZATION MASTER PLAN EXECUTIVE SUMMARY – SUBMITTED BY CRSA ARCHITECTS

It is the intent of this summary to outline possible changes to the uses of the Carl Winter School, the Miner's Hospital, the Recreation Building, the Senior Center and the Fire Station. The need to expand the Park City Library and the relocation of the Montessori School from the third floor of Carl Winters along with the desire to develop the land around the existing fire station led to an overall evaluation of the buildings in question. Not all of the buildings will be discussed in detail. It is assumed that the fire station will be torn down so the property might be developed. It is also assumed that the services provided in the Park City Senior Center will be relocated.

There are issues and opportunities associated with all of the buildings. Some are under utilized and some are in the way of potential development. The issues and possible solutions are the content of this study.

Carl Winters School

Current Use:

Carl Winters School was renovated in 1993. The building was designed for multiple uses. The primary use was and continues to be library. The Park City Library occupies the first and second floor of the old gymnasium. In 2006 the Library was remodeled to include the main hallway and the space across the main hallway to the east on the first floor. The added space became the Children's Area and the existing Children's area was repurposed.

The Co-op currently occupy the south end on the second floor off the main hallway. The rooms along the east side of the second floor are currently vacant and are schedule for public use.

The Montessori School occupies most of the third floor. The PC Film Series is located in Room 301. This entire level with the exception of Room 301 will be available when the Montessori School relocates.

Proposed Use:

There are two scenarios for consideration on this building.

Scenario One: Park City Library, Park City Co-op, PC Film Series, Senior Center, and Sundance.

Park City Library

The Park City Library will remain in its current location but would expand into space vacated by other organizations. The number of Library patrons visiting the library continues to grow. General Services, Spanish Collection, Children's Collection/Services, Adult Fiction and the AV Collection are expanding. Other collections such as Non-fiction and Reference are not growing as rapidly or shrinking. Access to electronic data affected reference material the hardest. Over time other collections may also be affected by electronic access to printed material. The digital media is causing a great deal of uncertainty. No clear direction has emerged. However, no one is predicting the complete demise of libraries or printed material in the near future. Instead the consensus seems to be that libraries will continue to evolve and adapt to the changes in patron usage. Therefore Park City Library needs to expand if it is to remain the highest rated community service for Park City citizens and continue to provide the same excellent levels of service.

With growing demand on the general collection, the increase in services provided along with increased visitation the Park City Library needs additional space. There is no room on the first floor to expand. The Children's Area is too small for the collection and the demand for seating being experienced. There is no room to spread out and be on the floor or in child size seating. Storytime is held in a small room at the southwest corner of the first floor that is part of a divided classroom.

The only potential for expansion is on the second floor. Expansion to the east is possible by removing the walls of the main hallway as was done on the first floor. This would make the entire second floor available. The library can also use additional rooms on the north end and south end of the second floor. Additional space for expansion might also exist to the north on the roof of the old boiler plant. A structural investigation would be required to confirm the possibility. The space could easily be enclosed since three walls and the floor structure already exist. Another possibility exists on the south side. Should the Co-op leave the Co-op playground would be available as an out door reading area. This would be a type of space that currently does not exist for patrons. In conjunction with the library personnel, a concept diagram has been completed showing the possibilities for expansion.

Senior Center

Using the third floor for the Park City Senior Center has been suggested. The space is large and essentially equal to the space currently occupied by the Senior Center without all of the amenities.

Several questions must be answered for the space to be successfully used. Can space be dedicated to the seniors? Can we create the same down home charm, comfort and ownership in Carl Winters? Will the current seniors be willing to use the third floor of the Carl Winters School whereas they are currently on the ground floor? Will accessibility both actual and perceived be an issue?

If those questions can be answered the Carl Winters School would accommodate the senior center with little difficulty. The entire third floor minus the space occupied by the relocated Co-op and the PC Film Series would be available. The exact configuration of the third floor would depend on needs of the seniors and their program.

Parking is already available although there are times when the parking lot is full.

Park City Co-op

The Park City Co-op would relocate from the second Level to the third level directly above their current location. The Co-op would have access to the playground via the stair from the southwest classroom.

PC Film Series

The PC Film Series would remain in their current location. At times they would share the facility with the senior center. For the most part their evening events should be compatible with senior activities.

Sundance:

Sundance Film Festival currently uses the third floor during January for the Sundance Film Festival. How much space they need and how that would impact use by the Senior Center and the PC Film Series has not been determined.

Scheduling would be critical since multiple entities would be using a limited amount of space. The seniors would be required to share their space for the PC Film Series and Sundance when those entities held their events. Obviously some inconvenience would be experienced for all entities.

Scenario Two: Park City Library, Park City Co-op, Public space, PC Film Series, Sundance.

This scenario does not have the same scheduling conflicts of the first scenario. The Library would take the entire second floor as noted in Scenario One. The third floor however would be devoted to general public use, PC Film Series and Sundance. The space could be designed with movable partitions to accommodate various size groups. A kitchen would be provided to support the variety of events anticipated. During most of the year the public could reserve all or part of the third floor for events large or small. In January Sundance Film Festival would occupy the third floor. On some weekends the PC Film Festival would use the space for pre and post activities associated with major events. The Co-op would occupy the third floor southwest classroom and part of the hallway in the same way that they currently occupy the second floor. The suggested uses do not compete with each other. However, some inconvenience will be experienced.

Miners Hospital

Current Use:

The Miners Hospital is underutilized. There are four floors in the building. The basement and the first floor are the only accessible floors. The biggest drawback in the utilization of the building is access to the upper floors through the floors below. Finding a way to make all floors available without going through adjacent floors is essential to the operation of the building for all but a single user scenario.

Access to all floors could be facilitated with the addition of an elevator at the northeast corner of the building. The elevator could be freestanding and enclosed with a stairway for egress. While the building functioned as a library, Park City building officials were willing to accommodate the use and manage public safety with only one means of egress from the upper floors.

Proposed Use:

Senior Center

Relocating the Park City Senior Center to the Miner's Hospital would give the seniors a new facility with a kitchen, a gathering area on the lower level and additional program space on adjacent levels. The first level could be the "living room" for the facility with over stuffed chairs, ottomans, sofas and coffee tables. The second level might be the gaming level for a variety of group activities. The attic would make a great poolroom. The look and feel of the building and the interior would be similar to that experienced at the current location. The setting is beautiful and the building is a landmark. The seniors would be moving from one landmark building to another. The one difference is the Miner's Hospital is part of Park City's history. The current building is not considered as "contributing" on the Park City Historic Sites Inventory.

Some remodeling might be appropriate. The addition of an exterior elevator and stair may be required depending on a review of the intended use.

Parking already exists and is reasonably close to the building. If more parking is required addition stalls can be added along the existing roadways. A new parking lot is not necessary.

Recreation Building:

Current Use:

The Recreation Building next to the Miners Hospital is currently occupied during the summer by the summer recreation program. During summer months this facility is vital to the structure and operation of the recreation program. The building is used at other times during the year by various organizations on a short-term basis. Sundance Film

Festival uses the building during the film festival and also uses the building for storage year around. In spite of those uses the building sits vacant for almost 3/4th of the year.

Proposed Use:

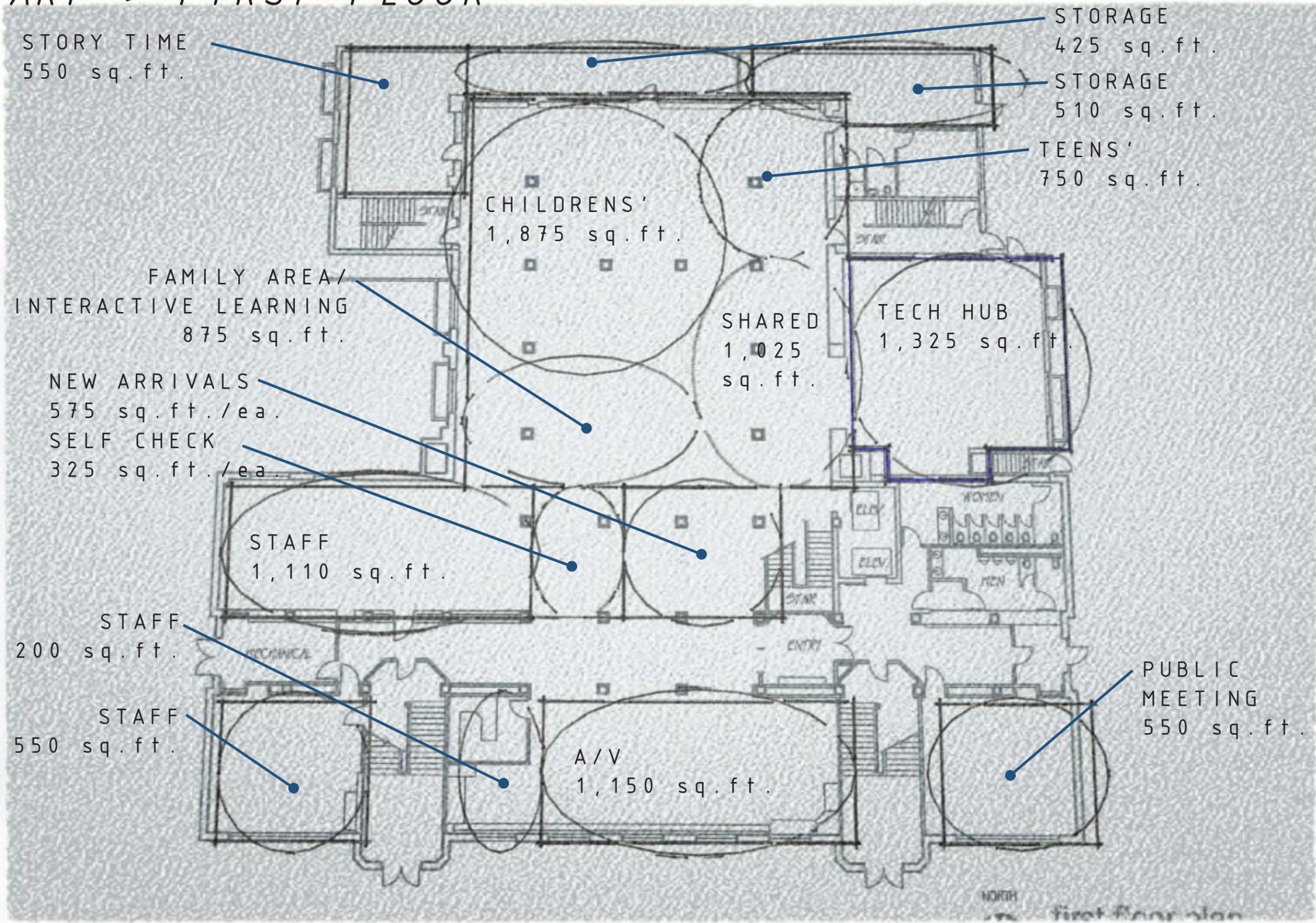
Park City Co-op

If the Park City Co-op were relocated from the Carl Winters School to the Recreation Building, the building and the associated playground would be used on a year around basis in conjunction with the existing PCMC Recreation summer camps. The PC Co-op runs limited summer programming for about 2 weeks of camps for approximately 15 children each week. The recreation building likely can house both the Co-op and the existing recreation program on the current site with limited conflicts.

The design of the building would suit the Co-op operation very well. The office area can serve as office/workroom for the Co-op staff. A small kitchen/wet area would be required. The current workroom was once a kitchen and could be easily remodeled to provide that need. There are two unisex restrooms that could cover the needs of the children and staff with minor modification. The two adjoining main rooms are nicely sized for classrooms. The location and the amenities already in place would give the Park City Co-op the perfect venue for this cherished program.

Sundance stores material for their film festival in the building. The storage would need to be relocated.

LIBRARY > FIRST FLOOR



LIBRARY > SECOND FLOOR

INDIVIDUAL STUDY
85 sq. ft./ea.

MUSEUM STORAGE
550 sq. ft.

PATIO
600 sq. ft.

COLLECTIONS
775 sq. ft.

DIGITAL MEDIA /
RECORDING
100 sq. ft./ea.

NON-FICTION
1,800 sq. ft.

EXHIBITS
1,475 sq. ft.

COLLECTIONS
600 sq. ft.

COLLECTIONS
775 sq. ft.

COLLECTIONS
2,210 sq. ft.

CITY RECORDS ST.
615 sq. ft.

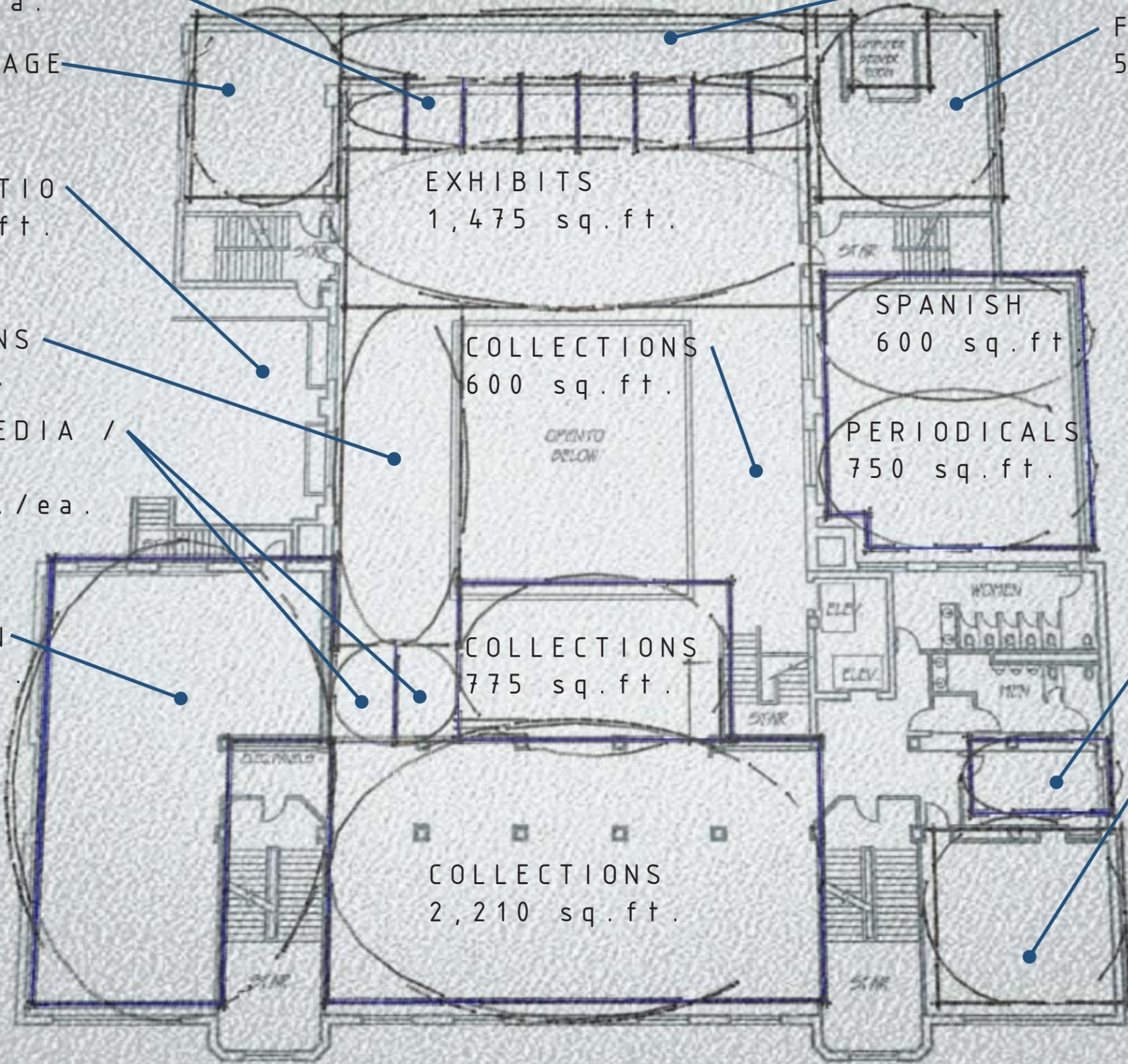
F.O.L. STORAGE
575 sq. ft.

SPANISH
600 sq. ft.

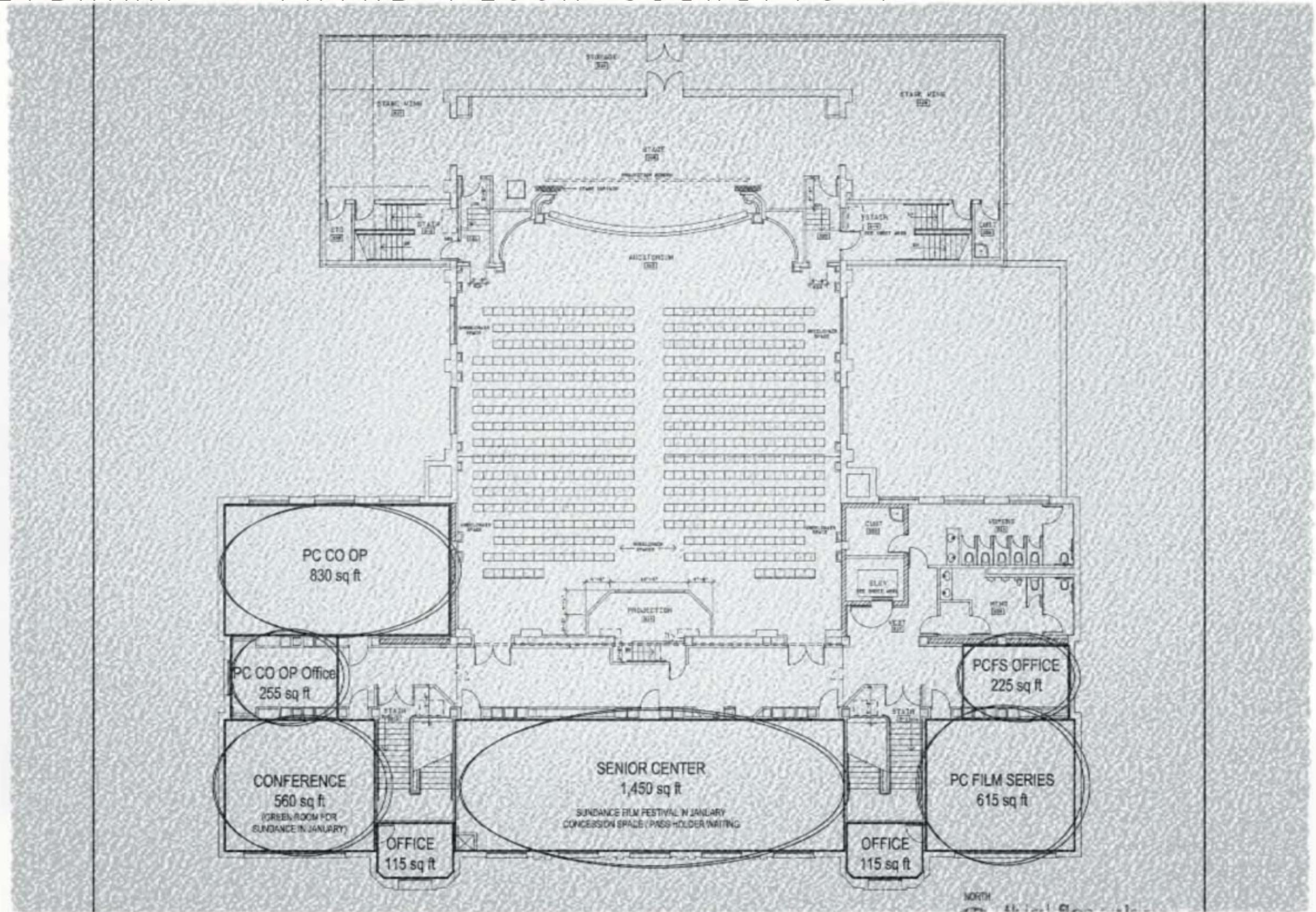
PERIODICALS
750 sq. ft.

CONFERENCE
180 sq. ft.

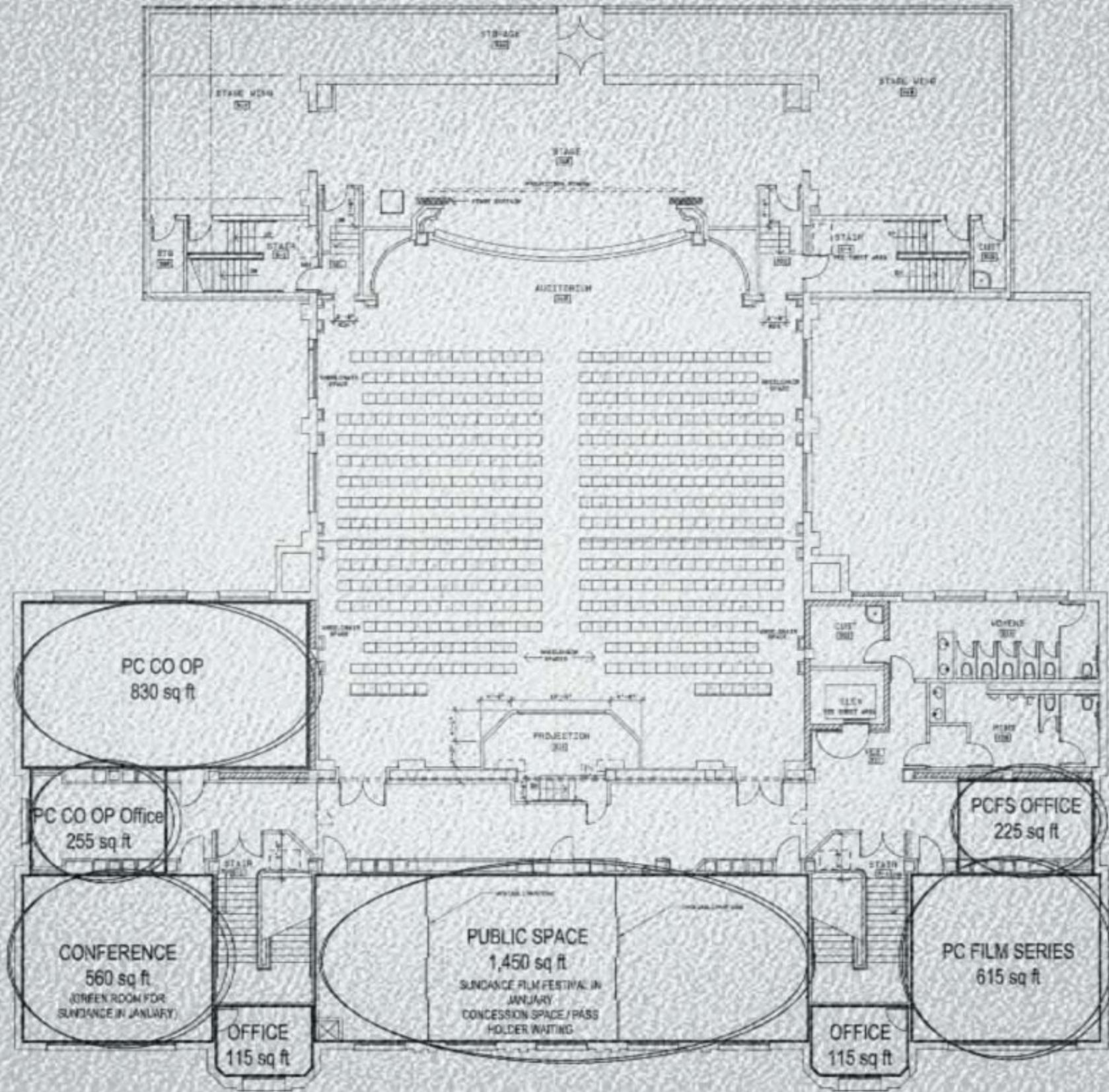
P.C. HISTORY/
READING ROOM
550 sq. ft.



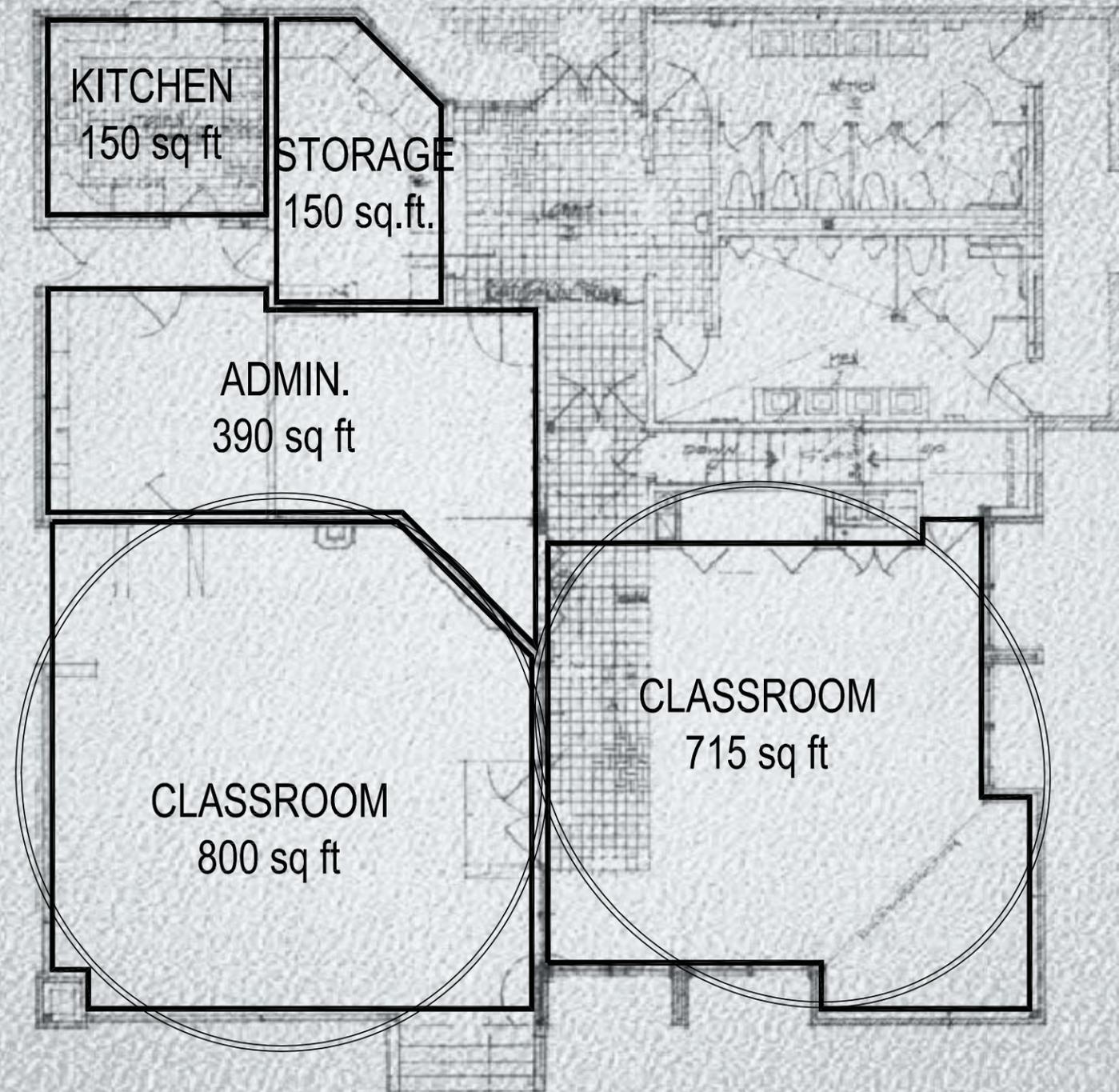
LIBRARY > THIRD FLOOR scenario 1



LIBRARY > THIRD FLOOR scenario 2

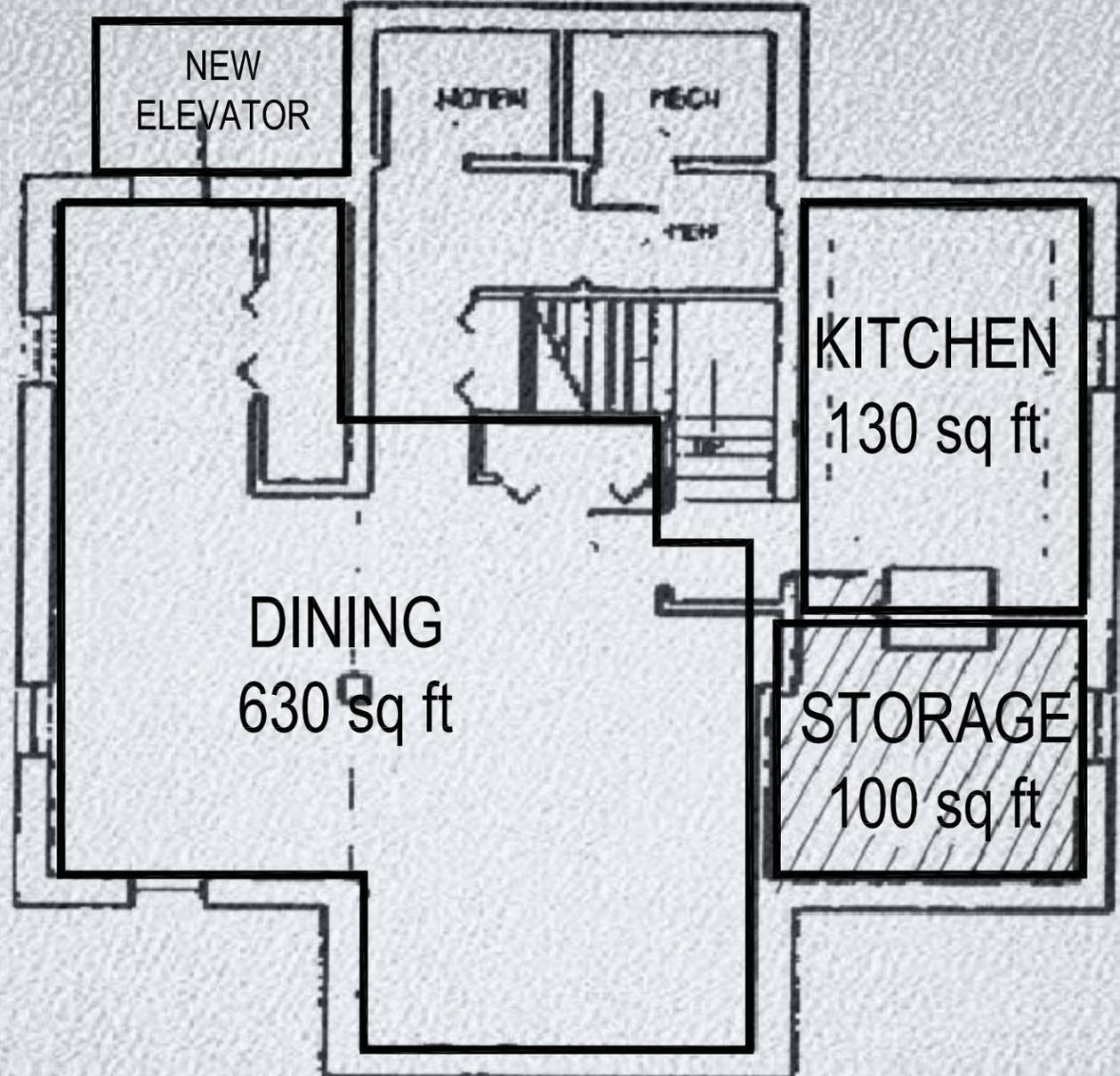


RECREATION BUILDING > MAIN FLOOR



MAIN FLOOR PLAN
SCALE 1/4" = 1'-0"

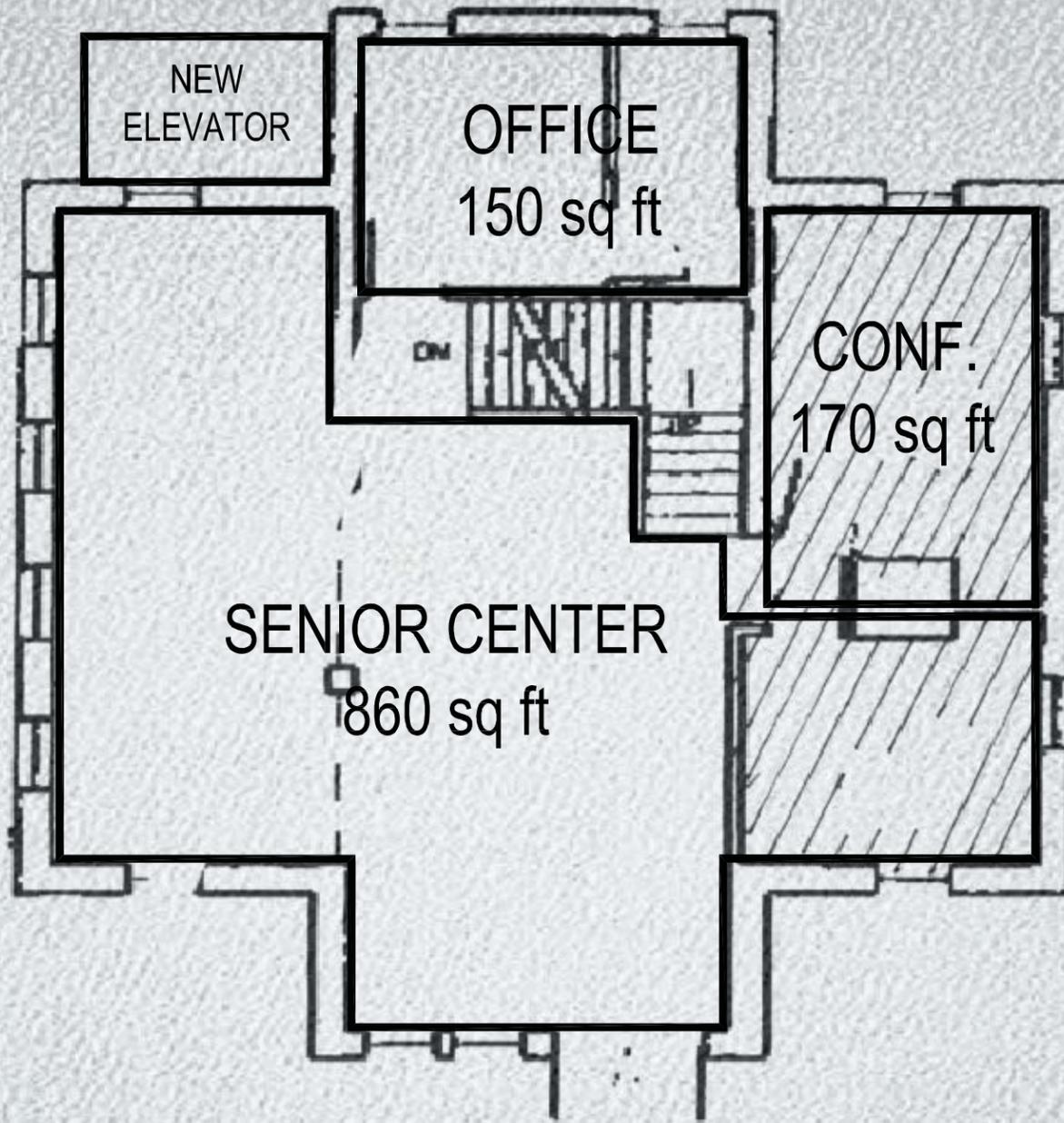
MINER'S HOSPITAL > BASEMENT



BASEMENT FLOOR
10.11.07

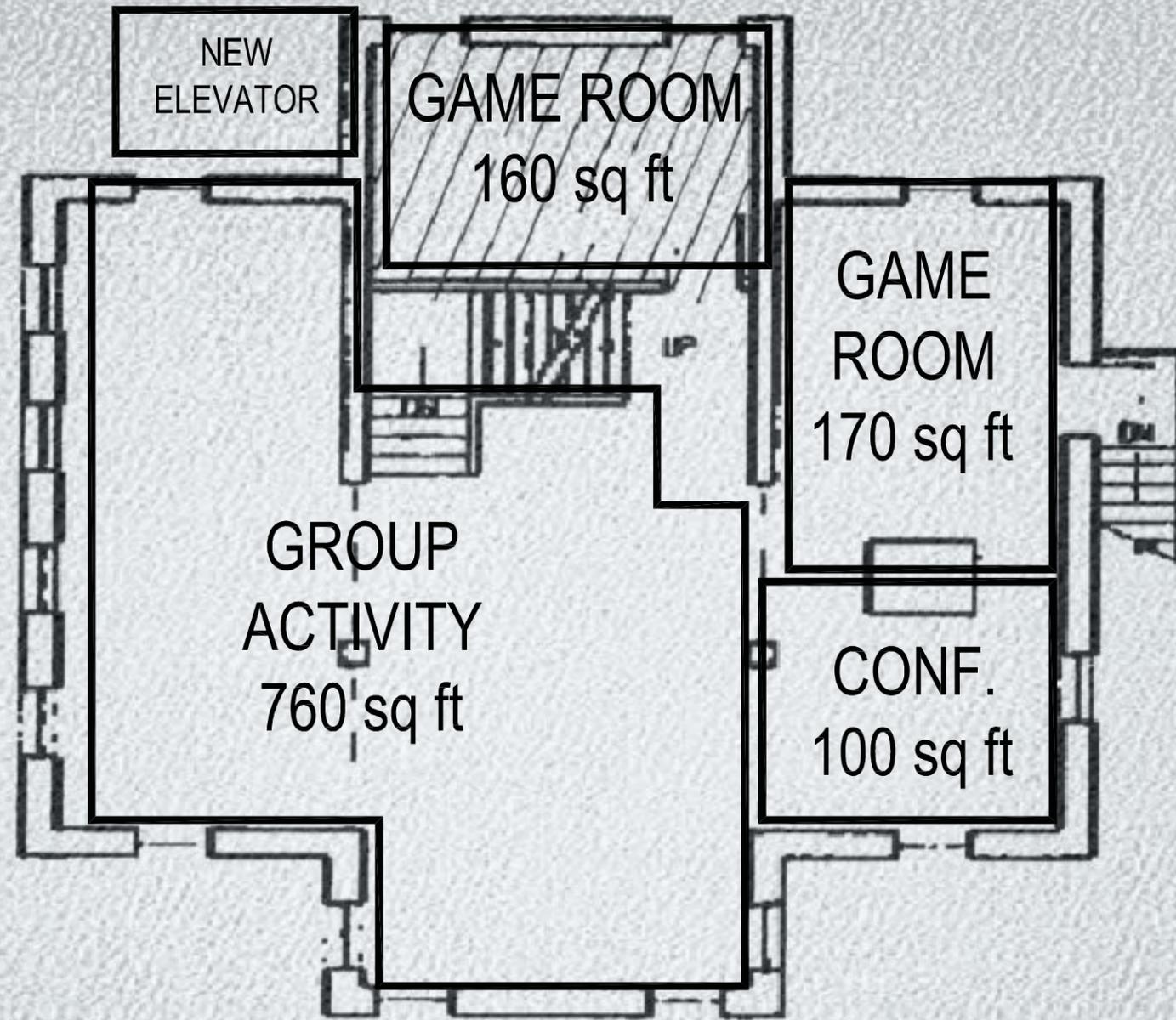
MINER'S HOSPITAL > FIRST FLOOR

Attachment C- Library and RDA Facilities Staff Report



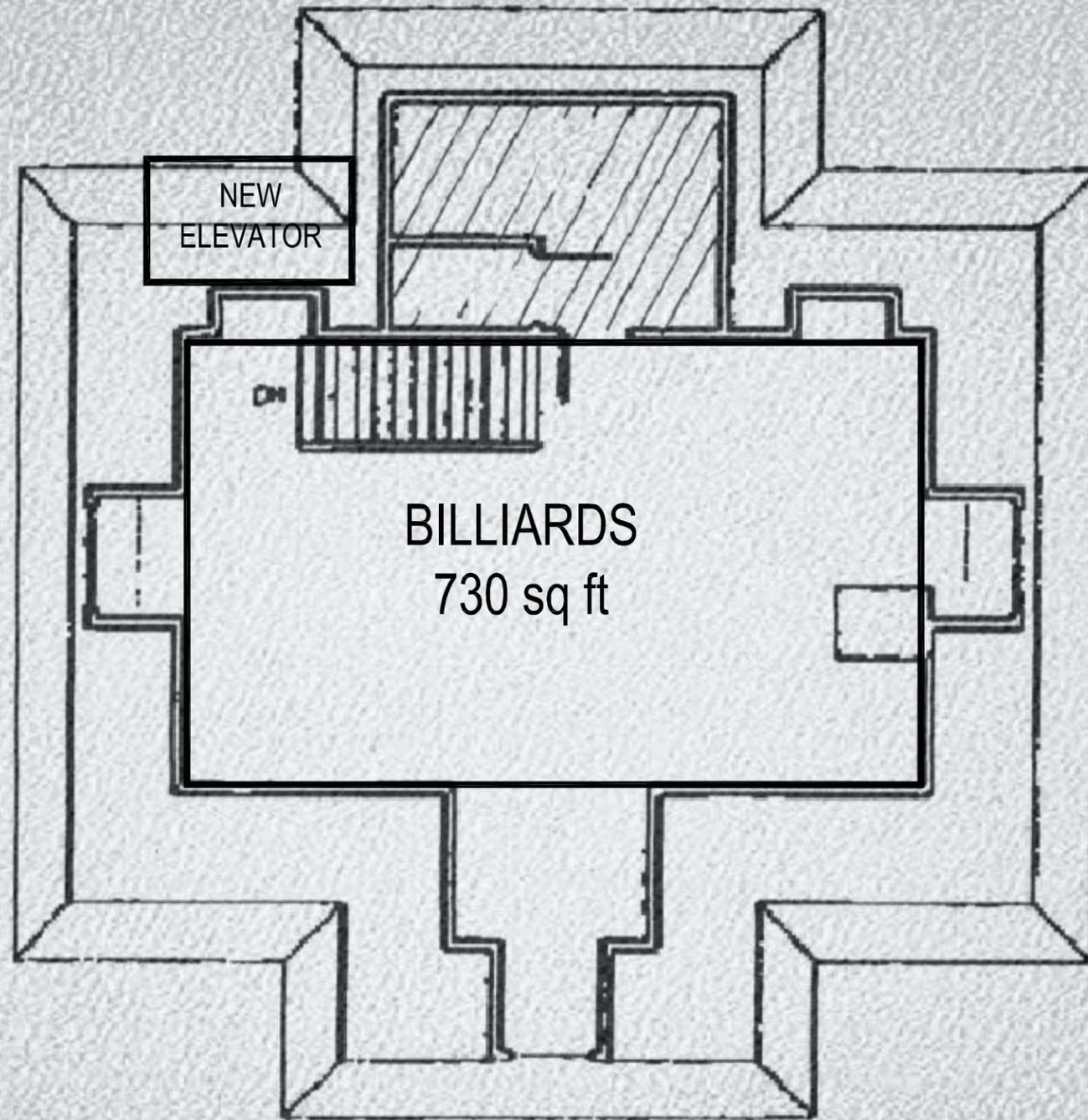
2A FIRST FLOOR
W.F.S.

MINER'S HOSPITAL > SECOND FLOOR



3A SECOND FLOOR
1/8" = 1'-0"

MINER'S HOSPITAL > THIRD FLOOR (ATTIC)



4A

ATTIC FLOOR

1/2" = 1'-0"

Library Service Level Matrix

	Deteriorating Library (Significantly Reduced Level)	Outdated Library (Projected Level with Business as Usual)	World Class Resort Town Library (Continued Enhanced Level)	World-Class Resort Library & Community Ctr. (Significantly Enhanced Level)
LEVEL OF SERVICE				
National Citizen Survey Rating	30%	75% by 2014	90%	98%
Desired Outcomes Connected, Knowledgeable & Engaged Citizens Vibrant Community Gathering Places & Spaces Vibrant Arts & Culture Offerings	Disinterested citizens Uninviting, dilapidated, infrequently used space No arts & culture offerings	A portion of the population is engaged Moderately growing level of use, potential decrease if services are not updated Limited arts and culture offerings	Many connected, knowledgeable & engaged citizens High level of utilization; more than a place to find a book; community spaces of differing sizes Rotating art displays; better spaces for various sizes of community, group meetings & events	Many more connected, knowledgeable & engaged citizens Large percentage of the community utilizes the space; space is utilized for many community happenings; community center of Lower Park Artist talks; partnership with Kimball & Arts Kids;
Level of Service Adult Services	None	Book group and occasional programs through partnerships	Small business development area; window seating & a fireplace to create more comfortable spaces; Park City History room with oral histories & interactive history features ; rotating educational & artistic exhibits	Multiple meeting room sizes; reception space outside of Santy; small business development resource area; Coffee bar; Window seating & a fireplace to create more comfortable spaces
Youth & Spanish	No focus on children; no Spanish offerings	Childrens and Spanish areas with limited collection & program space	Early literacy interactive area for children; enhanced Spanish collection & area; family area in children's section	Children's Reading Room; interactive displays; bi-lingual staff; Spanish center
Circulation	no additions to circulation	limited additions to circulation	Maintain current pace of circulation expansion	Expanded circulation
Technical Services	very limited outdated technology; no classes	limited technology; basic services; infrequent classes	Technology hub w/ computer & wifi area; flexible use classrooms; digital media center; Technology expansion at current pace; more frequent classes	Technology hub; digital media center; maintain pace with current technology; expanded class offering; frequent classes
IMPLEMENTATION				
Impacts/Tradeoffs				
Impacts to Current Building	Deterioration of Existing Building over Time	Maintain Existing Building As Is	Expansion to 2nd Floor/Secure Control of 3rd Floor or Move to New Location	Expansion to 2nd & 3rd Floor Immediately or Move to New Building
Building Maintenance	No building maintenance	New Roof	New Roof; New HVAC system	New Roof, New HVAC System; Geothermal & Solar (PV)
Tenants Programs	No Change	No Change	Some Tenants Move	Some Tenants Move
Capital	Elimination of Multiple Programs	Reduction of Some Programs	Some Expansion/Some Reduction	Expansion
Operating				
Forgone Revenue	Some tenants will eventually move out	none	\$85,000 per year	\$85,000 per year
Time Until Subsequent Renovation	N/A	N/A	10 years	15-20 years

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accelerator will make it successful and Park City will become the global web center for start-up training and certification. The digital media industry creates a small carbon footprint, is eco-friendly and Park City will be one of two training centers in the US. The Innovation Center will look at other products as well and local companies will be exposed to tools, processes and opportunities. The goal is for new companies to graduate on a regular basis into a business park.

Bret Howser explained that the City will solicit a more detailed written proposal on the Innovation Center which may be a good test case for the business recruitment and retention criteria discussed last week.

The Mayor asked if the Innovation Center is a branch of the BRC and Mr. Beutler explained that the Innovation Center is under the BRC. Integrating this program with the High School was discussed. Mr. Butwinski expressed his difficulty is tying the Innovation Center with the BRC. Mr. Beutler explained that the Innovation Center has not been started yet and is a concept that he has been working on but will be connected to the BRC. A shift in funding will occur to start producing a line of digital media companies versus providing general business help. He stated that he has been working on this for about four years and Alex Butwinski asked what the deliverable will be. Jon Beutler noted that he needs some more feedback on the Bonanza Park project. Jon Weidenhamer pointed out that \$20,000 is set aside for relocating businesses.

Andy Beerman stated that PCMR is interested in bringing in a Camp Woodward to the base area and that the resort's fastest growing segment is digital media. Mr. Beutler felt that as the Innovation Center develops, it will become a world-class innovation center.

3. Library Facility Needs Report. Linda Tillson introduced her staff. She noted that last year Council directed them to return with the expansion plan. A library expansion was done in 2004 which was projected to last seven to nine years and has been accurate. A community survey was conducted in 2008 and based on the findings, users continue to want hard copy materials. One of the features that could be added to an expanded facility would be an early literacy center.

Heather Reynolds discussed serving on a state library steering committee on a Utah Kids Ready to Read Program to get parents involved in preparing their children for kindergarten. This is an interactive program and a portion of it involves training parents. Ms. Tillson spoke about the kids' space installed in a Fort Collins library and the new branches in SLC have them.

Ms. Tillson explained how the current floor plan could be changed on the first floor. The front of the building was used for classrooms and now the rooms are vacant and being leased out from time to time. She suggested removing the walls from the mezzanine from the front end of the building. The floor height is a little bit higher than the mezzanine so there will have to be ramps and stairs to connect those spaces. In order to free up storage space, library staff could be relocated to the second floor and a

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computer classroom could be set up. People indicated that they would like quiet places to study or read and the natural light in front of the building makes a nice area for comfortable seating and this use. Stroller parking is another idea. She acknowledged the current leases in effect including Sundance which need to be considered.

Alex Butwinski felt that the popularity of eBooks will grow quickly so the space needed for the collection may change. Ms. Juric pointed out that libraries are in a difficult situation because publishers are limiting sales to libraries. Almost all major publishers in the US block access to eBooks for libraries and although eBook use will grow, libraries are going to be limited until things get worked out. Mr. Butwinski stated that it is hard to tell what will happen in ten years, but suggested that the City take back the Museum storage area. The proposed design and size of the study rooms were explained. Mr. Butwinski pointed out that in last year's minutes, Ms. Simpson asked to see a more comprehensive use of the building this year.

Andy Beerman understood that staff is looking for direction to proceed with a RFP so there is more information during the budget process. It was pointed out that the engineering work is priced at \$62,000. Mr. Beerman expressed that in future proposals he would like to see the numbers on foregone rental revenue. Ms. Tillson described the new location of the Roger Harlan Meeting Room. Rather than designating a lifetime for the expansion, Andy Beerman encouraged staff to think about multi-use and how the space can be converted in the future. Dick Peek felt there is a lot of flexibility in the structure and added that the Historical Society is getting close to finding a location for storage.

Jon Weidenhamer believed that the latest capital budget funded the RFP. The Mayor felt there will be many considerations during budget and wasn't sure this is the right time to proceed with a RFP. Tom Bakaly countered that Council will have more cost information. Liza Simpson believed there will be a need for more shelf space over the next five to seven years but is concerned about making the decision to move ahead, spending at least \$1 million on a space that hasn't been studied comprehensively. She would like the City to take the whole building over and look at what uses are appropriate with a \$2 million renovation, for example. The Lower Park Avenue RDA plan contemplates a community/senior center and there may be pieces of that plan that could fit in the Library. She would like the RFP to look at more than just a library expansion. If more shelf space is needed now, she suggested getting rid of the exhibit space and using it for shelf space in the meantime.

For the benefit of Andy Beerman, Tom Bakaly explained that a RFP will provide more cost information which can be used to prioritize projects. The Mayor felt that the leases should be settled first before moving ahead on a design. Liza Simpson expressed that she doesn't feel too badly about ending the leases but would really like to know the plans for the space and not in an incremental way.

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The Mayor pointed out that there are many families in the community that rely on the Montessori School and the Preschool. Tom Bakaly clarified that a strategic planning discussion could occur at Visioning or a work session after that. Dick Peek acknowledged that parts of the building are obsolete and discussing uses before an expansion of the Library makes sense. Tom Bakaly confirmed that right after Visioning or at Visioning, staff will present a strategic plan for the building including uses and design.

4. Proposed special event/MFL criteria for use of City trails. Heinrich Deters stated that staff would like to apply trail criteria and trail fees as part of the special event application process. The trail system is managed through the Trails Master Plan which serves as a good planning and implementation tool but doesn't really deal with programming. Special events on the public trail system go through the MFL process and it should be noted that because our trail system is public property, use of the trail for an event requires a MFL. Basically staff deals with applications as they come in and is asking that criteria be codified for processing purposes. Trail events have doubled in the last two years including 5Ks, snowshoeing, etc. and staff views the trail system as a facility that needs to be managed. The terrain can get beat up for a number of reasons and Mr. Deters spoke about the popularity of some trail systems because of their condition over others during certain seasons. There are many users of the trail system and when an event is programmed, staff wants to ensure a positive experience for everyone. A major goal is to protect public access to residents and visitors and not to over-program trails. He emphasized that the City has no intention of regulating small commercial business guides. The criteria will be applied to the main trail system, and not trails like McLeod Creek, Rail-Trail, Poison Creek, etc. because they also act as a commuter system. He explained that an event is described as an activity charging a fee, has a programmed course, and/or lasts more than an hour. Staff avoids scheduling trail events every weekend and the criteria and fees are applied the same by the Snyderville Basin Recreation District. Safety and permission notifications are housekeeping aspects and the event debrief is a good addition, especially if a special event causes damage or problems, and this step may even make events better.

Heinrich Deters stated that special event fees will be allocated toward trail maintenance and fee waivers should be seriously considered. The Mayor supported staff's direction. Alex Butwinski referred to the 90 day application requirement and the number of applications that don't meet the deadline and asked if it makes sense to eliminate or make the requirement more realistic. It seems silly to have a policy that we don't follow. In response to a question from Mr. Butwinski, Mr. Deters explained that event applicants must obtain permission from any property owners that may be impacted. He commented on the \$20 per hour proposed for clean-up which is consistent with what Mountain Trails Foundation is paid to do the work. Dick Peek felt it inappropriate that appeals are heard by the staffer licensing the event. Heinrich Deters clarified that an appeal would go to his boss, Jon Weidenhamer, which can be deferred to the City Council.

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Marc Landy explained that the 2030 Strategic Plan will include the community vision, values and indicators. The Plan will also feature the proposed Council priorities and within each priority are desired outcomes and key indicators. Desired outcomes will describe the success; key indicators measure progress and a scorecard can be implemented and shared with the public. The Biennial Plan/Scorecard follows the Strategic Plan which is directly tied to Council priorities. He believes a lot of work has already been done in this area and encouraged making sure the template works well with the 2030 Strategic Plan. The Departmental Business Plan is at the base level of the organization and the team will be working with different departments to implement a template document to make sure that everything lines up with Council priorities and the 2030 Strategic Plan. It is important that all employees understand their role in the success of Council priorities and the community vision. Mr. Landy expressed that the score card is an important component as well as having functional documents available to share with the public.

Liza Simpson asked how the team's suggestion will fit with the new templates presented during the Visioning Session. Bret Howser explained there will now be four priorities rather than eight and the biennial plans will be reformatted and tied into information in the long term Strategic Plan. With regard to the score card, he spoke about indexing various measures.

Todd Aerni addressed implementing the process. The team would like to return sometime in June or July, hold a community open house to gain public input and look for adoption of the Strategic Plan in that time frame. Managers will revise or develop business plans in the July-October timeframe and there will be some reconfiguration of the biennial plans. At the end of the year, the team will be back evaluating the current BFO framework. By July 2013, a strategic management cycle will have occurred and goals are scored and this would be done every two years. A mid-year score card review could occur during the Visioning Session. He recommended that Council review the 2030 Strategic Plan every four years because it is a working document and priorities may change. The team would like feedback from the Council on the draft and he thanked employees serving on the steering committee.

Liza Simpson expressed her appreciation of the work done. Nelsie Smith pointed out that the Executive Summary will be helpful in describing priority areas and successes. Mayor Williams stated that it is exciting to work with outside professionals on this project. He invited public input; there was none.

Marc Landy reiterated the sources of information used for the draft document and Todd Aerni emphasized that all of the work that staff has done has really helped establish a foundation for the team.

2. Library levels of service. Linda Tillson explained that an expansion plan was presented to Council in January and staff was directed to look at the whole building and return with recommendations. Formulating recommendations on a long term plan for

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the building without defining the future of the library didn't make much sense to her. She emphasized that the library rates high because of the level of the community's investment. Ms. Tillson introduced Librarian Jasmina Juric who has researched library innovations.

Jasmina Juric reiterated that the library is a highly rated service because the community has invested in it over a long period of time. In order to retain this status, the City needs to continue to invest in it, renovate and change to keep up with what libraries are doing. Libraries across the country are changing and those that are changing are thriving. The expectations of library patrons are shifting and people want a holistic facility that incorporates both digital and physical resources. Ms. Juric relayed that there is a real sense of urgency. The library is borderline in falling behind, needed changes will take some time, and waiting beyond two years will be detrimental to the library. She expressed that a commitment needs to be made now.

Library Board Chair Bobbi Pyron stated that the Board met and discussed levels of service and unanimously agreed that Park City should deliver the highest level of service. She relayed that we have always thought of libraries as providers of content and library users as consumers of content, but libraries and the demands of patrons are shifting. Patrons have changed from being content consumers to content creators or producers. Ms. Pyron relayed that she has worked for the Salt Lake County library system for the past 23 years and has experienced a real change in how new libraries are being designed and built. The SLC library system has switched to a community center model for new and renovated facilities. She explained that the historic Columbus Library was renovated to house a senior and recreation center and a variety of classes are offered to different groups of users. She discussed the spectacular new Millcreek Library Center. It is important to remember the partnerships in creating livable and environmental friendly cities and towns. Ms. Pyron again encouraged developing the library to its highest potential.

Board member Marlene Ligare discussed the integral role of the library in the community experience for residents, visitors and workers and she would hate to see the library stagnate. There is an opportunity with the building to add other uses and expand the library to the second level of the building.

Liza Simpson stated that the presentation was exactly what she was asking for in January. As a bookseller, she agreed with Bobbi Pyron's comments. Her initial concern was only focusing on the library and missing other opportunities, especially in consideration of the lower Park Avenue RDA and Senior Center. Partnerships are important and she doesn't want to duplicate services or programs. Ms. Simpson suggested the Business Resource Center as a possible tenant to consider.

Andy Beerman felt the discussion is a step in the right direction. He has enjoyed seeing the changes with the MARC which has a community gathering feel and would like to hear more about integrating the Senior Center and involving the community. A tour of

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Millcreek may be helpful. Ms. Pyron reported that a new West Jordan library will be opening in May. Ms. Simpson asked what library Council should tour. Ms. Pyron suggested Millcreek and the Columbus libraries. The Columbus Library is a historic building and renovated to house multiple partners.

Cindy Matsumoto felt this is the direction the City should go because of programming opportunities. Keeping uses like the pre-school may be viable. She would like to explore the community concept further and doesn't believe it is the role of the library to achieve this. There should be public outreach for input on the library, future goals, and a community center concept. Dick Peek agreed with Ms. Matsumoto about flushing out appropriate uses for the library/community center. Ms. Juric added that libraries have always been a great resource for small businesses. Ms. Matsumoto pointed out that Sundance and the Film Series are good partners but the City and the community have some work to do to find the best fit.

Alex Butwinski felt this is a great start but it didn't answer the question of what the building should be. There is not enough room for everything and the community needs to be involved. It is unconceivable to him that if nothing is done in two years, the level of service will degrade 20%. The City has been considered high level since 2003 with little investment. His questions have not been answered since we don't know how this building fits into how lower Park Avenue evolves. Is the library going to stay in that building?

Ms. Matsumoto relayed that she appreciates his comments but it is not the library's responsibility to decide these things and Mr. Butwinski agreed. She felt everyone is saying the same thing. Mr. Butwinski clarified that there needs to be a wider discussion on uses in the building. Council members Simpson and Matsumoto liked the idea of the library remaining at the same location. The Mayor expressed that the Council needs to weigh the level of service versus cost and recalled that Park City rated pretty high in terms of investment per library user. Ms. Tillson clarified that in the national survey, Park City rates high but among resort towns, the library falls mid to low. Dana Williams expressed that this is another proposal that will have to be prioritized with other capital projects.

Liza Simpson recalled that the renovation was introduced as a possible CIP request for \$800,000 for the expansion. She believed that all members are supportive of spending some money on the library and not having it fall far behind at some point. However, Council needs a lot more information about the end product. Cindy Matsumoto pointed out that the survey overwhelmingly supported the library remaining at its location, although new technology is typically easier to accommodate with new construction. Preserving Park City's character and having historic buildings that are alive and part of the community is very important to her. She prefers keeping the library location and explore bringing in other uses there; a new building would mean creating more parking. There are many good reasons to keep the library where it is now.

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The Mayor noted that the building means a lot to people in town aside from the library and other uses should be considered. In response to comments from the Mayor, the library staff indicated that the proposed expansion would only affect the classroom space on the second floor. Ms. Tillson explained that the plan for the third floor is to make it a large flexible meeting space for the community. She discussed the option of having the Business Resource Center operate on the third floor, offering more flexible hours than Zions Bank. Ms. Tillson stated that as far as direction, she is hearing the plan is not broad enough but it is not the library staff's job, and she asked Council members what kind of library they want.

Alex Butwinski responded that what the Council wants the library to be is driven by where it is located and what other uses are in the building. Ms. Tillson felt that other tenants can be accommodated and she proposed working with an architect to come with some plans to accomplish this as a way to move forward. The Mayor believed that all members want the best library and community center possible but there are competing priorities for financial resources.

Tom Bakaly explained that the budget will be delivered in May and this work session is intended to provide information leading up to the budget review. Capital financing will be presented in a study session. He understood that members want a high level of service for the library which could tie into the lower Park Avenue RDA. The public has strongly expressed that the library stay at its current location. Mr. Bakaly felt that a good next step would be to proceed with concept drawings so there is more information for Council regarding service levels.

In response to a question from Cindy Matsumoto about available RDA funds, Tom Bakaly explained that the lower Park Avenue RDA has funding for projects and some could be used for design work. The Mayor was not convinced that in order to maintain a world-class library facility that tenants have to move and invited public input.

Bruce King, Soaring Wings Montessori School, stated that they are building a 10,000 square foot school and will be vacating the building. He thanked Council for 20 years in the building. Duna Strachan added that the building needs some attention and it already acts as a community center to some degree.

Liza Simpson pointed out that tenancy for-profit and non-profit organizations needs to be discussed. Mayor Williams felt that the main consideration should be providing a needed community service. Mr. Bakaly recommended that concepts be developed. Andy Beerman felt members agree in theory but need specifics. He is not sure that a study needs to be commissioned; the uses just need to be identified.

Jasmina Juric explained that an architect is charged to examine the building. The library staff is responsible to plan for gained square footage and it is difficult to visualize the expansion project without renderings. The drawings could be limited to the second floor. Mr. Beerman understood identifying structural issues for layout reasons but felt

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members just need more specifics and not necessarily a consultant. Alex Butwinski agreed. Liza Simpson disagreed because a concept drawing of the building envelope and potential uses would be very helpful. Mr. Butwinski stated that he would like to know the square footage dedicated to different uses.

Tom Bakaly believed members are comfortable with moving ahead with concept work and the expansion project will be reviewed as part of the CIP Budget. Ms. Tillson stated that she is flattered that Mr. Beerman feels the library staff could bring forward more details, but it has reached its limit of expertise as librarians and it is time for an architect or designer to step in.

3. Empire Avenue reconstruction. Matt Cassel introduced representatives from Fehr & Peers and Stanley Consultants. He displayed slides of the street not included in the packet. He referred to the staff report addressing design goals to reflect no net parking loss, parallel parking on the street, and 20 feet of clear roadway in accordance with the Fire Code. The pavement will be narrowed to 19 feet at Sweetwater. The initial neighborhood concern was installing sidewalks, but the current issue has turned into the width of the road and he hopes Council is comfortable enough moving forward so construction can begin this summer. The Mayor thanked staff for spending time last night to walk the street with residents and Council members which was very helpful. He was shocked at how many people have developed into the City's right-of-way. Staff did a great job of dispelling some fears by proactively walking the neighborhood. Mr. Cassel agreed and pointed out the challenge of getting residents more engaged at an early stage rather than when the project is ready to be bid. Liza Simpson also thanked staff. The Mayor invited public input.

Kyra Parkhurst felt that the walking tour was helpful. The lower half of Empire is commercial while the upper half is residential. She is supportive of the plan for lower Empire. There are only five houses up from her house with off-street parking and have a space in front of the yard for off-street parking. If you took the existing 25 feet and added gutters, the street is still at the 20 foot Fire Code requirement and it provides a residential feel. She doesn't think that cars on the street will slow traffic and it creates a problem for sight lines when pulling out of driveways. The 30 residents on the upper half want to save money and keep it simple by just putting gutters in. They want it safer, slower and narrower.

In response to a comment from Alex Butwinski, Tom Bakaly explained that staff is looking for direction from members to proceed with bidding the project. Cindy Matsumoto acknowledged similar problems on Norfolk Avenue where residents on the street were split in opinions by location and Council tried to accommodate everyone as best it could. The staff did a great job reaching out to the community. She understands wanting to design the street uniformly but agreed that the street transitions to residential at about 10th Street. Ms. Matsumoto understood the roadway will be narrower but four feet will be added for the curb and gutter and parking. She understood that Ms.

Attachment C- Library and RDA Facilities Staff Report



