

**PARK CITY COUNCIL WORK SESSION NOTES
SUMMIT COUNTY, UTAH
JANUARY 7, 2010**

Present: Mayor Dana Williams; Council members, Alex Butwinski, Candace Erickson, Joe Kernan, Cindy Matsumoto, and Liza Simpson

Tom Bakaly, City Manager; Mark Harrington, City Attorney, Jon Weidenhamer, Economic Development Manager; Rhoda Stauffer, Housing Specialist; ReNae Rezac, Public Affairs Analyst; and Phyllis Robinson, Public Affairs Manager

Consultants Becky Zimmerman, Design Workshop and Michael Barille, Jack Johnson Company

1. Council questions/comments. Mayor Williams recognized Evan Russack's service on the Planning Commission from 2006 through 2009 and presented him with a certificate of appreciation. He spoke about Roger Harlan's unexpected death this week and highlighted his many contributions to the community as an elected official, specifically his recent commitment to sustainability and the environment. Council member Harlan was a very kind and considerate man and promoted programs and projects benefitting our youth. The Mayor commented on Mr. Harlan's commitment to the skate park project as an example. His passing is a great loss to the community.

2. Quarterly goal update. Mayor Williams guided the discussion. With regard to preservation of Park City's character, Liza Simpson reported that she and Ms. Erickson informally discussed whether Rossi Hill should have its own permit parking program like the west side of Old Town which may be a good topic for next week's Visioning Session. Candace Erickson acknowledged that neighborhood streets in Old Town can be very different and the application of a residential parking program may have to be modified for certain areas. The City Manager stated that this can be explored during Visioning. There were no changes to the goal matrix.

3. Lower Park Avenue RDA. Jon Weidenhamer introduced the City's consultants and explained that redevelopment agencies use tax increment financing to accomplish economic development and affordable housing projects. The Lower Park Avenue RDA was created in 1990 and it is estimated that it could generate approximately \$15 to \$20 million for improvements. Last January in Visioning, the Council discussed redevelopment and concluded that the resort economy would be its primary focus for the year.

He described the boundaries of the Lower Park Avenue RDA beginning with Hotel Park City to the north, 8th Street to the south, and SR224 and Park City Mountain Resort (PCMR) east to west. The area also includes major intersections in town at SR224 and SR248, Park Avenue and Deer Valley Drive, and the Bonanza and Deer Valley Drive intersection. Much of this area includes City property and it is felt that a high level plan should be identified. He suggested continuing an on-going dialog with PCMR because its parking lots will be developed at some point. He explained the careful selection of

consultants, Design Workshop and Jack Johnson Company, to identify land use strategies. Mr. Weidenhamer referred to the project list in the packet and asked for Council direction about exploring a partnership with land owners and whether members are supportive of using RDA financing to pursue projects. In a response to a question from Alex Butwinski, the City Manager explained that *mitigation* mentioned in the staff report is a payment to the School District, created through a lawsuit, to reimburse the District for lost tax increment because of the RDA. Mr. Butwinski brought up the real cost of building underground parking and Mr. Weidenhamer indicated that \$25,000 per stall is based on China Bridge Parking Structure figures. Consultant Michael Barille added that the price to construct underground parking can vary significantly.

Becky Zimmerman, Design Workshop, stated that she has worked in mountain resort communities for the past 25 years. Through a PowerPoint presentation, Ms. Zimmerman explained that tourism in mountain resort communities began some 30 years ago and started to replace historic economic bases, like timber harvesting or mining. Tourism based economies face challenges like the change in population, distribution of wealth, and increased traffic and circulation. The goal has been to focus on creating a sustainable resort economy that will work well now and for future generations. The recent recession has compelled communities to explore diverse economies. She described the evolution of skiing which has moved from recreation to an amenity because many visitors don't ski every day.

She stated that mountain resort communities are highly reliant on multiple seasons and not just the winter. In this current economy, the competition for visitors is *wicked* and resort communities must constantly rejuvenate and deliver a great experience four seasons of the year which takes vision, leadership and partnerships. Ms. Zimmerman pointed out that the focus should be to ensure economic, environmental and community sustainability. Resort communities in the future should meet the needs of changing demographics, offer authenticity, connect people to nature and each other, redevelop aging products and infrastructure, celebrate the quality of life, create a sustainable revenue stream, be simple, and deliver the promise.

Ms. Zimmerman explained that the criteria for evaluating projects in the Lower Park Avenue RDA includes increasing destination visitors, improving overall competitiveness, stimulating private investment, improving the visitor experience, providing long-term benefits, and being physically, politically, and financially feasible. Many projects have a tangible return. She recommended creating a new mixed-use node around Bonanza-Park, and strengthening the linkages between the nodes including downtown. It is important that the nodes stay distinct in character to minimize competition between them. Circulation solutions are the framework for connectivity. The proposed projects list in the packet relate to redevelopment, transportation, streetscape, walkability, and environment. The first opportunity is the redevelopment of the parking lot area at PCMR. The next area deals with transportation and she acknowledged that intersection improvements are expensive but help function and flow. Smaller projects include smart signs about load-in and load-out during peak times and way-finding signs. Alternate transportation is different in every community because of individual attributes of the

area. Connectivity for walkability is extremely important and there are opportunities to use City land for elements like affordable, seasonal and senior housing. Ms. Zimmerman displayed redevelopment projects from other cities and pointed out the number of renewable energy opportunities. Additional projects to consider include redevelopment of a portion of the municipal golf course and the creation of the Park and Ride at US40 and SR248. One of the first steps is to secure the funding for initial efforts and to formulate public/private partnerships. She discussed the South Lake Tahoe public/private redevelopment project and displayed before and after photos which resulted in access to the mountain within walking distance of 5,000 beds. The redevelopment of the Town of Avon was illustrated, where redevelopment funds were used to improve private sector projects. She then explained redevelopment efforts on the north shore of Lake Tahoe where codes were changed to accommodate improvements. Ms. Zimmerman explained that after Whistler reached its goal as a world-class resort, it became apparent that redevelopment was necessary and Whistler reinvented itself and its municipal departments.

Liza Simpson emphasized that none of these examples relate to preserving historic character. Jon Weidenhamer interjected that there are many opportunities between City Park and PCMR to make the area more cohesive. Michael Barille pointed out the small historic buildings which are lost with newer development in the Lower Park Avenue neighborhood while the upper half is much more residential. In response to a question from the Mayor, Ms. Zimmerman noted that the *threat* of eminent domain was used in the South Lake Tahoe redevelopment project but the vision made it happen and it took many years to complete.

Candace Erickson stated that the City trip to Boise initiated the Council's interest in redevelopment. Boise had a vision of its improved downtown and first tackled properties it owned or controlled. She felt it important to create an ultimate plan because property can change hands and it's helpful to think outside the box and determine the best uses for properties regardless of what exists there now or ownership. She expressed that she doesn't find Whistler attractive or a town to emulate because it lacks character. Mayor Williams agreed and pointed out resort towns like Vail that look very sterile. He agreed that PCMR is a priority and pointed out that there will always be traffic and congestion here at times because of the way Park City is laid out. The value of authenticity is not what we build but what we haven't built. Mayor Williams noted that green building is actually part of the City's long-term sustainability plan which is also important to people visiting our community. Ms. Zimmerman acknowledged that many resort communities are envious of Park City's historic downtown and Mayor Williams stated that the attraction is not just historic Main Street but the history of the area.

Cindy Matsumoto agreed that people are looking for simplicity, connectivity, and quality of life and she supported moving forward with exploring partnerships and improving the area. She acknowledged that preserving authenticity may be a challenge; expanding PCMR is important but so are historic neighborhoods. Candace Erickson felt it important to make basic assumptions in creating the plan, the most important being that

the car can not be the basis of our planning. We want PCMR to grow but maybe it means that guests are educated to use public transportation rather than bringing a rental car to town. Building parking structures attracts more cars into town and is not the answer, especially in consideration of the investment in the Park and Ride. It is important to work with hotels and property management companies on transportation alternatives while ensuring the visitor experience. Ms. Erickson stated that she would never agree to sacrifice green space, i.e., Library and Education Center or golf course. The only way she would agree to build a parking structure would be in the existing Library and Education Center's parking lot because of the potential of reclaiming the Mawhinney parking lot for green space.

For the benefit of Liza Simpson, Michael Barille described a redevelopment plan for the internal area at Snow Country Condominiums adjacent to City Park. She expressed reservations about moving the Senior Center there and then claiming the area as green space. Mr. Barille explained that the plan was based on efficiency and would require more planning. The Senior Center parcel is not a large space. Joe Kernan felt the concept is exciting; however, he is not supportive of building a road through the golf course property and losing 10% of the course, unless the return was compelling. The Mayor invited public input; there was none.

The Council unanimously supported seeking partnership opportunities and generally supported projects where green space is not lost or in instances where green space is returned or increased at another location. Alex Butwinski agreed with Ms. Erickson's comments on green space and determining the best use for a piece of property regardless of its current use or ownership but rather how it contextually ties in with the plan. Jon Weidenhamer discussed creating an implementation strategy. Ms. Erickson pointed out that the City must have a plan in place before talking with land owners. Mr. Weidenhamer agreed but noted that shorter-term immediate goals can be set without precluding higher level projects.

Mr. Bakaly urged members to filter projects with the open space test and the clean-slate approach and proceeding on a conceptual level. Becky Zimmerman discussed the goal of improvements benefitting both residents and visitors. In response to comments made by the Mayor, Mr. Weidenhamer reported that the Sustainability Department has reviewed the projects and has rated them. Ms. Simpson understood direction to be to begin preliminary discussions with major entities that need to be involved to determine if a vision can be achieved that satisfies everyone's goals, including fewer cars and more skiers. The Mayor relayed that the Council is basically okay with the filters mentioned earlier but there should also be a sustainability standard. Mr. Barille pointed out the unique healthy relationship between the City and PCMR where it is recognized that they are stronger together than apart.

4. Senior needs assessment. Rhoda Stauffer explained that staff was directed to conduct a survey to assess what programs, activities and resources are currently utilized and what is needed and well as to gain an initial sense of housing needs for the population. In order to look at future needs, staff included ages 55 and above. Since

Redevelopment Authority Staff Report



Author: Jonathan Weidenhamer
Subject: Lower Park Avenue RDA - Update
Date: January 7, 2010
Type of Item: Informational

Summary Recommendations:

Provide specific direction on the project list attached. Provide affirmation for staff to commence a strategy to refine and ultimately implement specific project(s).

Background:

The Main Street RDA was extended in 2004 as a mechanism to support and implement ongoing Council goals for the downtown. Funds were specifically allocated to construct the new parking structure. During the City Tour to Boise, Idaho in 2008, Council observed a vibrant and active downtown that was in part facilitated an underlying and active RDA. During the January 2009 Visioning session, Council directed staff to investigate available options and uses of the Lower Park Avenue Redevelopment Authority (RDA) as a means to support the resort based economy, which is the largest component of the economic base of Park City.

Specifically Council directed staff to:

- Explore and better understand limitations of the RDA, including funding options and resource leveraging opportunities.
- Identify specific project areas for potential redevelopment & master planning opportunities:

RDA General Background

The City's Redevelopment Authority is a separate agency of the City whose power is limited to either economic development or affordable housing projects. The RDA includes a broad geographic area including the PCMR parking lots, a large amount of independent privately-owned pieces, and a few strategically located City-owned pieces including the municipal golf course. The RDA generally exists from the golf course south to 9th street and includes the base of Park City Mountain Resort (PCMR) and the City Park (Exhibit A). Significantly, the RDA boundary additionally includes 3 major signalized intersections which are the key transportation corridors to the resorts, Bonanza Park, and Main Street (SR 224 & SR 248; SR 224 & Silver King Drive/ DV Drive; and SR 224 & Bonanza Drive).

Explore and better understand limitations of the RDA, including funding options and resource leveraging opportunities

The RDA was created in 1990 and expires in 2015. The RDA has approximately \$2.5 million of unencumbered funds and \$1.65 million in outstanding loans. The 2008 increment available to the City after mitigation payment to the school district was approximately \$1.8 million. In broad terms, based on the tables below, staff estimates the ability to fund approximately \$15-20 million in projects over the next 15 years. This is

based on retiring the 1998 bond maturing in 2016. The first table shows how much increment we currently have available for bonding. The second shows how that translates to bonding capacity.

LPA Tax Increment Available for Financing			
Revenues	2007	2008	2009
Tax Increment	2,476,412	2,628,305	2,764,425
Other Revenue	318,565	303,872	161,012
Total Revenues	\$2,794,977	\$2,932,177	\$2,925,437
Operating Expenses			
Mitigation	864,444	819,749	891,285
Debt Payment	600,000	600,000	600,000
Other Expense	30,000	30,000	30,000
Total Operating Expenses	\$1,494,444	\$1,449,749	\$1,521,285
Net Operating	\$1,300,533	\$1,482,428	\$1,404,152

Potential Bonding in LPA RDA		
	Net Increment	Bonding Capacity*
Current Situation (2010)	1,400,000	14,500,000
After Retiring '98 Debt (2016)	2,000,000	20,800,000

* Assumes 5% interest cost over 15 years

The resort-based economy

During the 2009 visioning Council identified the proliferation of the resort-based economy as a specific Economic Development priority. A series of existing information was assembled as background, including:

- 1990 LPA Redevelopment Plan
- Lower Park Avenue Urban Design Study – 1993
- Community Economy Element of the Park City General Plan
- Park City Economic Development Strategic Plan
- Conference Center Study – 2003
- Economic Impacts of Tourism – 2009

Generally each supports the significance and impact of our tourism based economy, especially on our local quality of life. For instance the Economic Impacts of Tourism (2009) states:

Undoubtedly, tourism is the largest single component of the economic base of Summit County, generating total economic impacts of over \$1.6 billion annually, creating nearly 12,000 jobs and increasing earnings by almost \$300 million. Measurable tax impacts are over \$57 million annually and contribute substantially to the budgets of Summit County, Park City Municipal Corporation and the three school districts in the County. Without the net contribution made by visitors, Summit County residents could only maintain their current resort lifestyle through substantial property tax increases.

Furthermore, the Economic Element of the Park City General Plan recognizes:

Park City has many impressive community amenities for a town of such a small population. Many of the benefits enjoyed by residents are attributed to the revenues derived from the tourism industry. Community facilities such as the Library, Racquet Club and the Municipal Golf Course are all examples of the quality facilities that tourism revenue supports. Well maintained streets, enhanced police protection and increasing access to technology infrastructure are products of the resort economy.

- *Tourism is Park City's major industry providing over 2/3 of municipal general fund revenues.*
- *Our resort economy supports a high level of services and facilities that benefit both visitors and residents.*

In order for the community to continue enjoying these benefits and amenities we must maintain a viable and healthy tourism economy. In order to achieve this goal, we must strike a balance between development pressures, recreational activities and the natural environment to ensure that we are maintaining the quality of life that continues to attract visitors and residents alike.

These statements are reinforced by the following Policies and recommended Actions of the Economic Element:

Policies

- *Recognize potential conflicts between our resident population and economic growth resulting from the increase in tourism and mitigate these conflicts to the extent possible.*
- *Emphasize the community as an attraction for tourists while recognizing the tourist economy results in many of amenities desired by our residents.*

Recreation and Tourism Development Actions:

- *Expand resort venues and activities such as hiking trails, golf, ice skating, cross country skiing and back country experiences.*
- *Plan both winter and summer activities to enhance a year round recreation and tourism atmosphere.*
- *Support and encourage the ski resorts to integrate their recreational facilities and programs in order to enhance the winter visitor's overall skiing experience.*

Staff believes the RDA is critical to providing the resort based economy a frame work for long term viability. The existing RDA Plan, approved in 1990 allows for a wide array of options. The General redevelopment actions identified in the approved Plan include:

- Installation, construction or reconstruction of streets, utilities, and other public improvements;
- Redevelopment of land by private enterprise and public agencies;
- Rehabilitation of buildings and structures;
- acquisition of real property;
- Demolition or removal of buildings and improvements;

- Relocation assistance to residential, commercial and other occupants displaced;
- Disposition of property.

City–Owned Land & master planning

Park City is a major land owner in the RDA (Exhibit B). Council's recent efforts in initiating a master plan for City-owned properties including the old fire station and Senior Center and more broadly explore potential uses and partnership opportunities with adjacent private property owners reinforces the importance of the resort based economy and various housing opportunities as important Council goals. It is consistent with the Economic Element of the General Plan and Economic Development Strategic Plan.

Staff recently completed a survey of senior service and housing needs and a joint planning charrette for these properties. Among the findings of the senior survey housing needs were identified as an area of concern. (1) A total of 27 (38%) respondents indicated that they would “definitely, probably, or were uncertain” about moving in the next five to ten years. Most of these respondents indicated that a move was likely because of “snow and the difficulty in getting around” or “the need for smaller housing options” for seniors who want to remain in Park City, but no longer have the desire or ability to maintain a full-size home; and (2) A total of 30 (42%) respondents indicated that it was “moderately or highly likely” that they will need an assisted living facility. Twenty-four people (42% of those that responded) felt that they would need to move to such an arrangement in the next five to ten years.

Concurrent with the senior survey, a team of local architects and land planners volunteered their time and expertise to brainstorm design solutions to address workforce housing (seasonal and year round), senior housing and services, including the senior center use and location, as well as identify pedestrian access through these sites to Empire Avenue.

There are multiple uses that could be accomplished on this site, as well as the property located at 1450-1460 Park Avenue. The preliminary findings indicate that the former fire station properties, the senior center properties and the property at 1321/33 Woodside Avenue could meet multiple objectives if the properties were developed within a phased Master Planned Development to allow for maximum flexibility in achieving multiple goals. Phase I would focus on the development of workforce housing with latter phases focused on addressing senior housing needs. While senior housing could be accomplished on city-owned land within the Lower Park Avenue RDA, the ability to create assisted living is seriously constrained by available land in that location. It is unlikely that both uses could be economically feasible at this site. As part of the Lower Park Avenue master plan these properties will be further analyzed in context with other land within the Lower Park Avenue RDA as well as other pending proposals for senior housing and service needs.

Implementing Council Goals & Identifying City’s Role in Redevelopment

Staff isn’t confident we will be successful fully implementing Council’s goals with projects solely on City-owned property. Staff believes the best and highest use of RDA funds may be to partner with private property owners to assist in redevelopment and supporting the

resort base. Depending on the role the RDA wants to take, the following matrix identifies potential roles and level of involvement with private property owners:

What level of involvement do the elected officials want to use in their role as the RDA?
(typical)

item	City - Owner Only	Joint/Partner	Full Partner
Planning	(separate) Master plan City-owned land (and directly adjacent private land)	(interface) Plan City-owned land; and Consider major capital improvements on private land	(integrated) Jointly plan for City land and undeveloped PCMR land & other major land holders in RDA
Type of Public improvements	Limited public improvements: sidewalks, stairs	Critical public improvements: parking; bus stops, road reconstruction, etc	Purchase, lease, trade land; and/or donation of funds for private development
Land use implication	Highest and best use of City-owned land	Demonstrate priority of Resort based economy & willingness to partner with PCMR	Contemplate site planning & residential and commercial development at resort base: id appropriate amount and location; amend regulatory limitations consistent with land use goals if needed
Potential development components	Build affordable housing on PCMC land	Underground parking bus stop street reconstruction sidewalks	Same, plus intersection and transit improvements, mass transit or people mover, flexible meeting space, land acquisition, secure easements
Pros/ Cons	(C) limited impact on resort economy and RDA goals	(P) much bigger financial & redevelopment impact	(P) major incremental financial and redevelopment impact
	(P) simple and easy		(P) may assist in addressing other major development projects; may lead to broader more comprehensive opportunities
			(P) Actively participate in long-term viability of PCMR
			(C) Bifurcating roles may be complex

Park City Mountain Resort Redevelopment

Through this process staffs from Park City Mountain Resort (PCMR) and PCMC have begun an ongoing dialogue. Both entities obviously agree the success of the resort-based economy is critical to the long term future of Park City. Discussions have focused on opportunities and threats to this future. PCMR continues to move forward in their planning of their land at the resort base and Munchkin Lot at the corner of Bonanza and Munchkin. Their vision is to integrate their redevelopment efforts with Park City and become a true community partner while protecting the day skier experience. There remain ongoing specific concerns related to traffic and parking, which represent a huge threat to the overall experience of their guests.

Activities to date

In beginning to consider next steps for the RDA, staff identified the following initial goals.

- Develop an action/implementation plan for PCMC-owned property
- Create a High level plan for the entire RDA - identifying specific projects or components & associated tax increment
- Begin an on-going dialogue with PCMR as the other major property owner in the RDA about shared goals and partnership opportunities
- Identify a strategy for moving forward

An RFP was issued in September 2009 to hire a consulting team to address these goals. The exercise was recently completed. The results are as follows.

Analysis

The results of the RFP exercise were compiled in two separate tracts, with one focusing on general background themes, preliminary site analysis and high-level conceptual projects. The second tract delivered a specific project list upon which to move forward.

Staff worked with officials from PCMR and Jack Johnson Company, who is employed by PCMR as their design and planning consultant. This was an opportunity to identify shared goals and rely on first-hand knowledge and experience of the opportunities and threats within the district. Exhibit C is a summary of the Preliminary Planning Concepts completed by Jack Johnson Planner Michael Barille.

Design Workshop was then tasked with developing a specific project list upon which to move forward. Drawing on experience in other resort communities and site visits to Park City, Design Workshop used this background to create a specific list of recommended public investment projects. This list was based on findings and suggestions of previous studies, suggestions of City staff, PCMR officials and examination of public investments made by comparable destination resorts communities throughout the country. A recap, summary of findings, and specific project list are attached (Exhibit D).

The project list is broken into 2 distinct categories: 1) Those recommended by City staff for further consideration; and 2) Those not recommended for further consideration. Preliminary scoring and prioritization was done based on the following rating criteria and point system:

Points	Criteria/Impact
1	No effect in creating desired results
2	Effect on Park City not measurable
3	Limited influence on Park City
4	Substantial influence/ benefit to Park City
5	Extremely substantial influence/ benefit to Park City

This point system was then awarded based on the following categories that recognize direct and indirect benefits both immediate and longer term:

1. Increase in destination visitors
2. Improve overall market

- | | | | |
|----|-----------------------------------------------------|----|-----------------------|
| | competiveness of Park City | 6. | Physical Feasibility |
| 3. | Stimulate private investment
(multiplier effect) | 7. | Political Feasibility |
| 4. | Improve the visitor experience | 8. | Financial Feasibility |
| 5. | Produces long term benefits | 9. | Return on Investment |

This scoring system was devised to identify the highest and best use of public investments. However the scoring has been applied subjectively by staff and the consultant. Moving forward staff will take input from City Council on the project list. We will also work with our financial advisor, Dave Miner, to identify specific (tax) increment that would be generated by each project as specific project details become clearer. These projects represent a blueprint for moving forward.

Specific projects themes

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 are:

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

Parking Lot Redevelopment

The consultant identified 3 potential parking lot projects: 1) Traditional redevelopment with mixed use; 2) a convention center; and 3) a physical connection of PCMR to Treasure Hill and Main Street. The highest ranked project could allow for the RDA to support financially the cost of underground parking. The parking demand created by redevelopment of the existing surface parking lots is cost prohibitive for a realistic development pro-forma and represents a significant financial hurdle. Current entitlements create the need for approximately 2000 underground stalls. At a conservative estimate of \$35,000/ stall = \$70 million. One of the more traditional roles for an RDA is to build/subsidize the cost of parking structures. Staff believes that financial support in this area will lend itself to better planning and development flexibility in the redevelopment of the surface parking lots, which will provide a better finished product and support common goals of integrating the resort into the community.

Moving into the second project category (Transportation, Traffic, Circulation & Walkability), it becomes apparent that most parking and transportation projects are interrelated. For example, Travel Demand Management options like those considered during the SR 248 planning, along with ongoing planning and consideration of mass transit, private transportation, intersection rebuilds, walkability and other efforts to minimize the amount and impact of the individual automobile can likely reduce the amount of required parking. Conversely, increased on-site parking will create the need for expanded road infrastructure. These suggest common goals to reduce parking demand where feasible

and explore transit and traffic related solutions such as remote parking with rapid transit lines.

Transportation, Traffic, Circulation & Walkability

Projects identified include improvements to circulation and access in and around PCMR. Project include both major improvements (roads, circulation and intersections, acquisition of ROW, and installation of a new transit hub) and minor improvements (signage, striping, improvement of transit efficiency, minor capital improvements, and operational changes such as charging for parking).

Staff has separately begun efforts to complete a transportation master plan (RFP in draft form). Other efforts include the General Plan updates, Streets Master Plan update, and anticipated SR 224 corridor plan. The project list for the RDA area was made independent of these concurrent city projects. It is likely that walkability, transit, engineering and planning will all have specific interests in projects identified through the study, and can likely integrate their planning (and financial support in some cases) towards solutions that can benefit the entire community. Staff believes there is a nexus between leveraging multiple funding sources. For example multiple staff departments are focusing on the Park Avenue corridor and intersection between Squatters and Jans/Cole Sport.

Community & Neighborhood Redevelopment and Improvement

The likelihood of accomplishing a portion of Council's housing goals within the RDA is strong because the City owns significant property, and has begun efforts towards this end. However staff believes we should consider expanding the dialogue and planning efforts to look more broadly at the opportunity to see if we can get "more bang for the buck". Beyond partnering with Craig Elliott and expanding the housing into either senior or seasonal needs, the idea of creating a "neighborhood" may be the highest and best use of this transitional district. With multiple property owners, and various states of underdeveloped parcels, the area is directly adjacent to both the City Park and PCMR, it's on the bus route and the library is adjacent. There is also a large piece of privately held undeveloped land directly contiguous to this property and PCMR land. Staff believes we should further analyze options to create an east west year round neighborhood connecting PCMR and City Park using city-owned land as the hub.

Conclusions and Next Steps

Staff believes we should continue refining specific project details and identify targeted specific projects and follow up with strategy to implement.

As the project list indicates, there are projects to address both short and long term goals. It is a likely outcome that we would look to implement some combo of: low-hanging fruit, specific projects on city-owned property, and a few "biggies" related to parking and transportation. It will be important to work closely with adjacent property owners to identify where use of RDA funding can be most efficient; in order to not water down the results too much.

Moving forward, staff's analysis will additionally include the following Phases of the master

planning (detailed in Exhibit G):

<u>Phase II</u>	Market inventory and analysis of the LPA RDA and Main Street RDA
<u>Phase III</u>	Carrying Capacity study of both RDA's
<u>Phase IV</u>	Integration of known land-use goals on City-owned property within the LPA RDA into the comprehensive update (General Plan and LMC updates where appropriate).

As each phase and evaluation of the projects within the Lower Park Avenue RDA moves forward, proposed projects will include an assessment based upon the impacts on the four filters of the visioning evaluative framework: economy, quality of life, social equity and environment.

Significant Impacts

Partnering with private property owners in redevelopment would be a new and different role for the elected officials acting as the RDA. Because the City Council concurrently exercises legislative authority and police power over land use matters, they would have to bifurcate their different roles under the RDA.

Issues for Discussion

- 1. Is Council comfortable exploring partnership opportunities with private land owners within the RDA?**
- 2. Is Council supportive of using the RDA to pursue projects identified in the report, knowing specific details will have to be presented for discussion prior to moving forward with any specific project?**

Recommendation:

Provide specific direction on the project list attached. Provide affirmation for staff to commence a strategy to refine and ultimately implement specific project(s).

Exhibits

Exhibit A – Lower Park Ave RDA boundary

Exhibit B – Map of resort base & City-owned property

Exhibit C – Preliminary Planning Concepts - Jack Johnson Company

Exhibit D – Design Workshop Summary Memo

Exhibit E – Concept

Exhibit F – Project location map

Exhibit G – Circulation maps

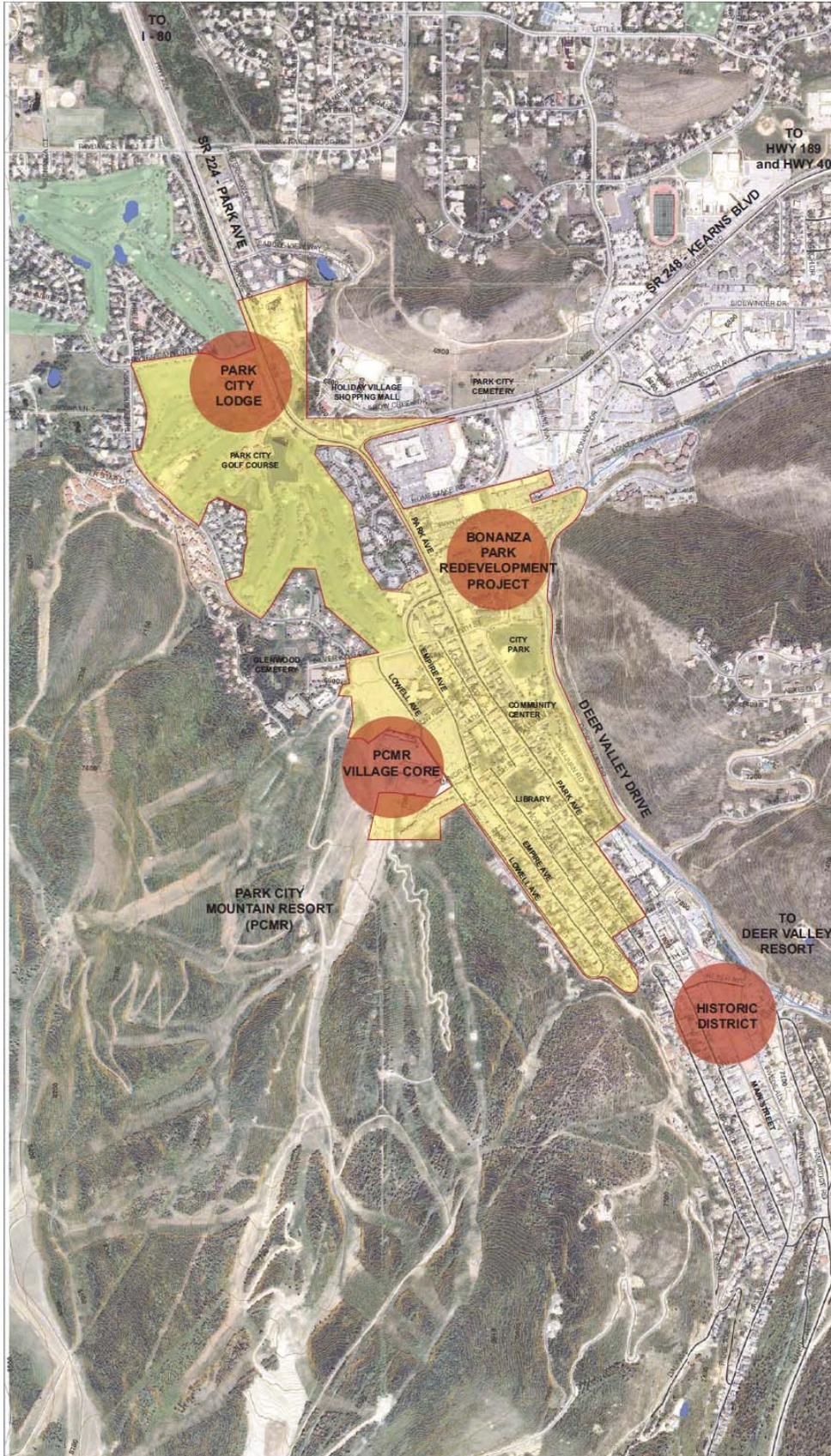
Exhibit H – Draft description of RFP for Phases II-IV

Exhibit I – Project List Matrix

I1 – Projects recommended for further consideration by staff

I2 – Projects not recommended for further consideration

Exhibit A – Lower Park Ave RDA boundary



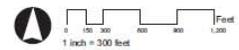
Lower Park Avenue
Park City, Utah

PROJECT SITE

December 31, 2009

LEGEND

- RDA Zone
- Major Nodes and Centers



DESIGNWORKSHOP

1390 Lawrence Street, Suite 200
Denver, Colorado 80204
303.623.5186 main / 303.623.2260 fax
www.designworkshop.com

Exhibit B –Map of resort base & City-owned property

City Owned Land

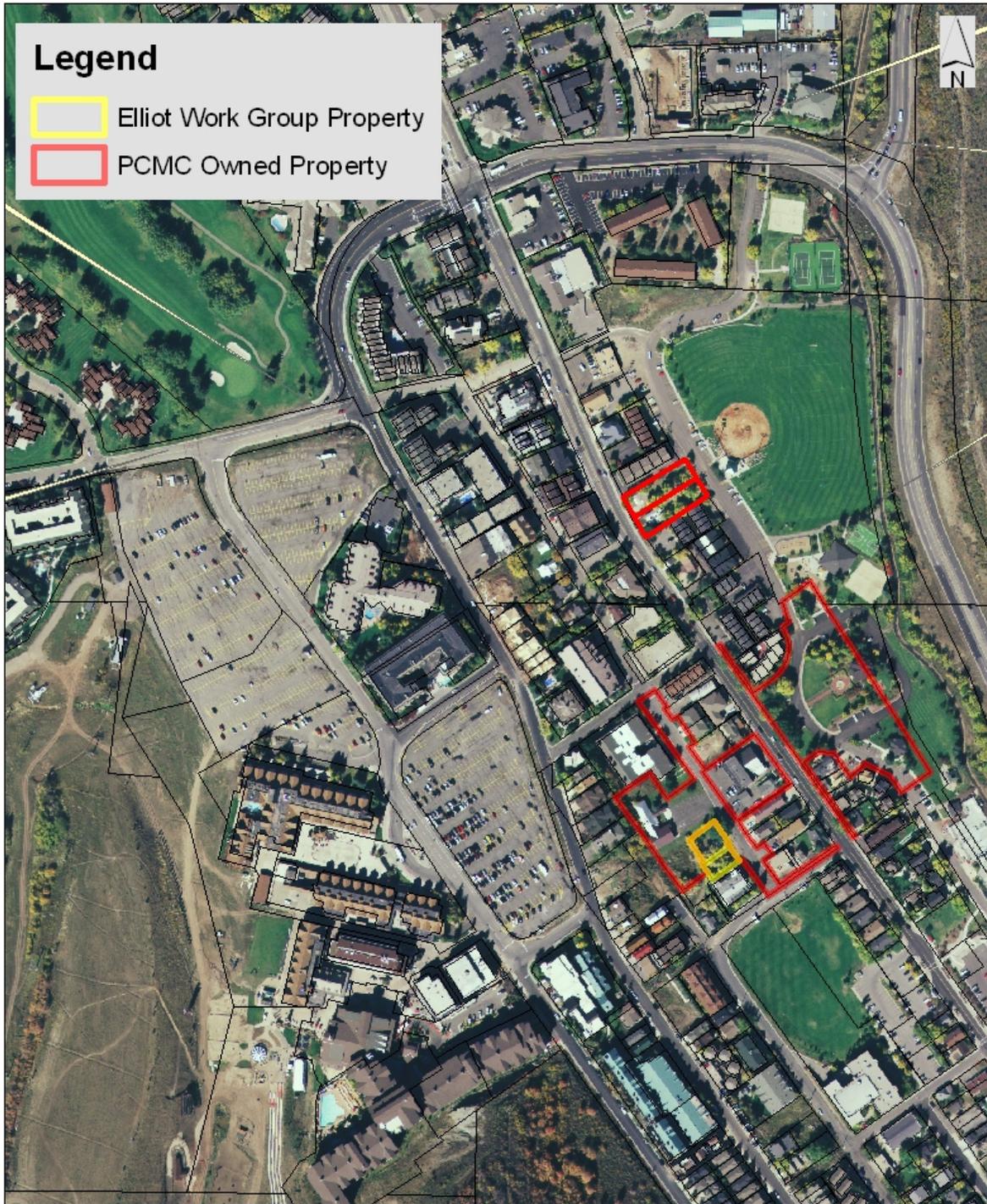


Exhibit C

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.
- 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 gardens 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.

Exhibit D – 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.

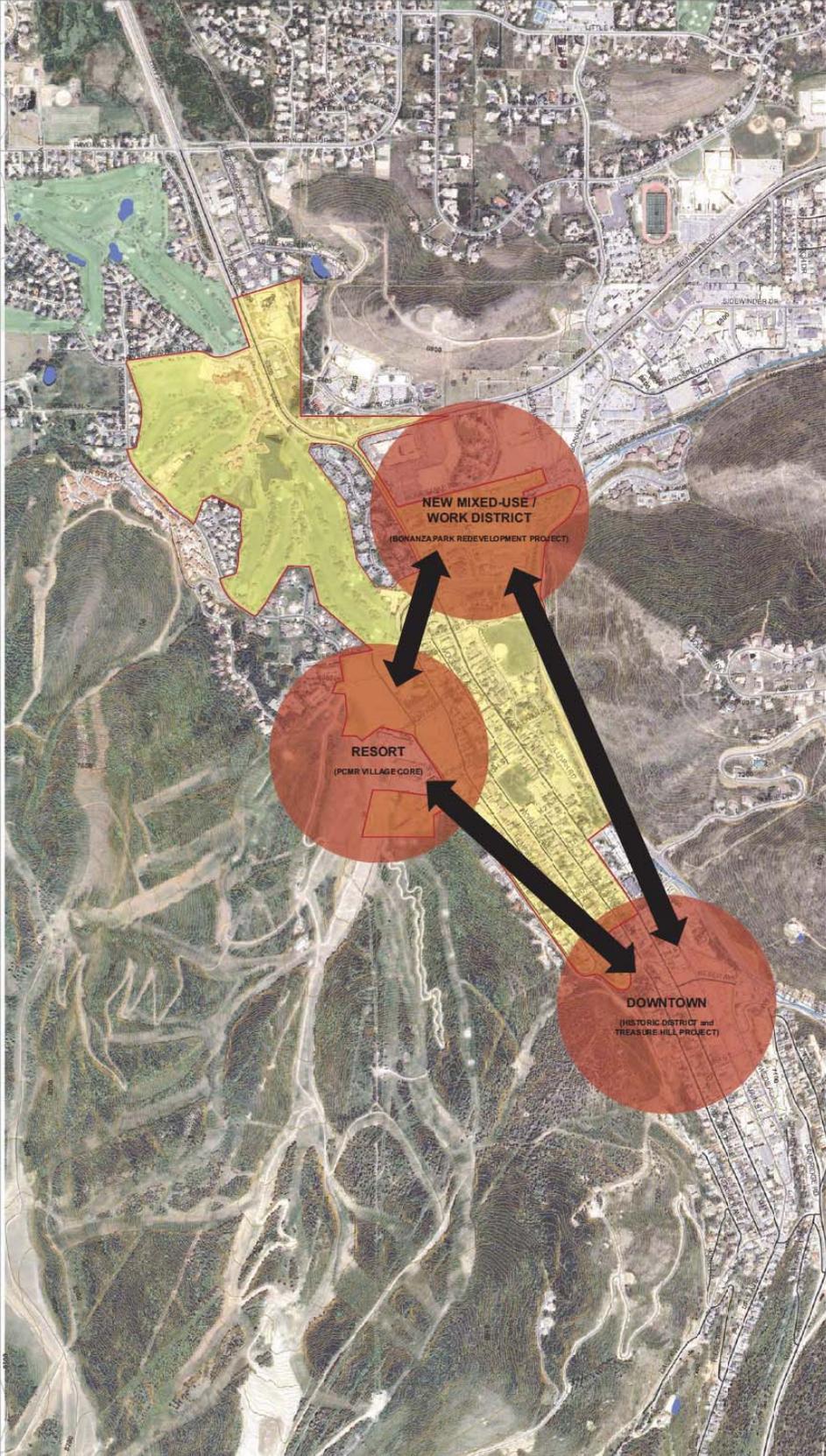
The matrix categorizes potential projects in terms of public versus public / private investments and outlines a general magnitude of public investment needed to complete each project. It categorizes the potential projects in terms of their potential timing (short term versus long term), and provides 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.

Exhibit E – General Concept

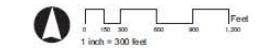


Lower Park Avenue
Park City, Utah

CONCEPT
December 31, 2009

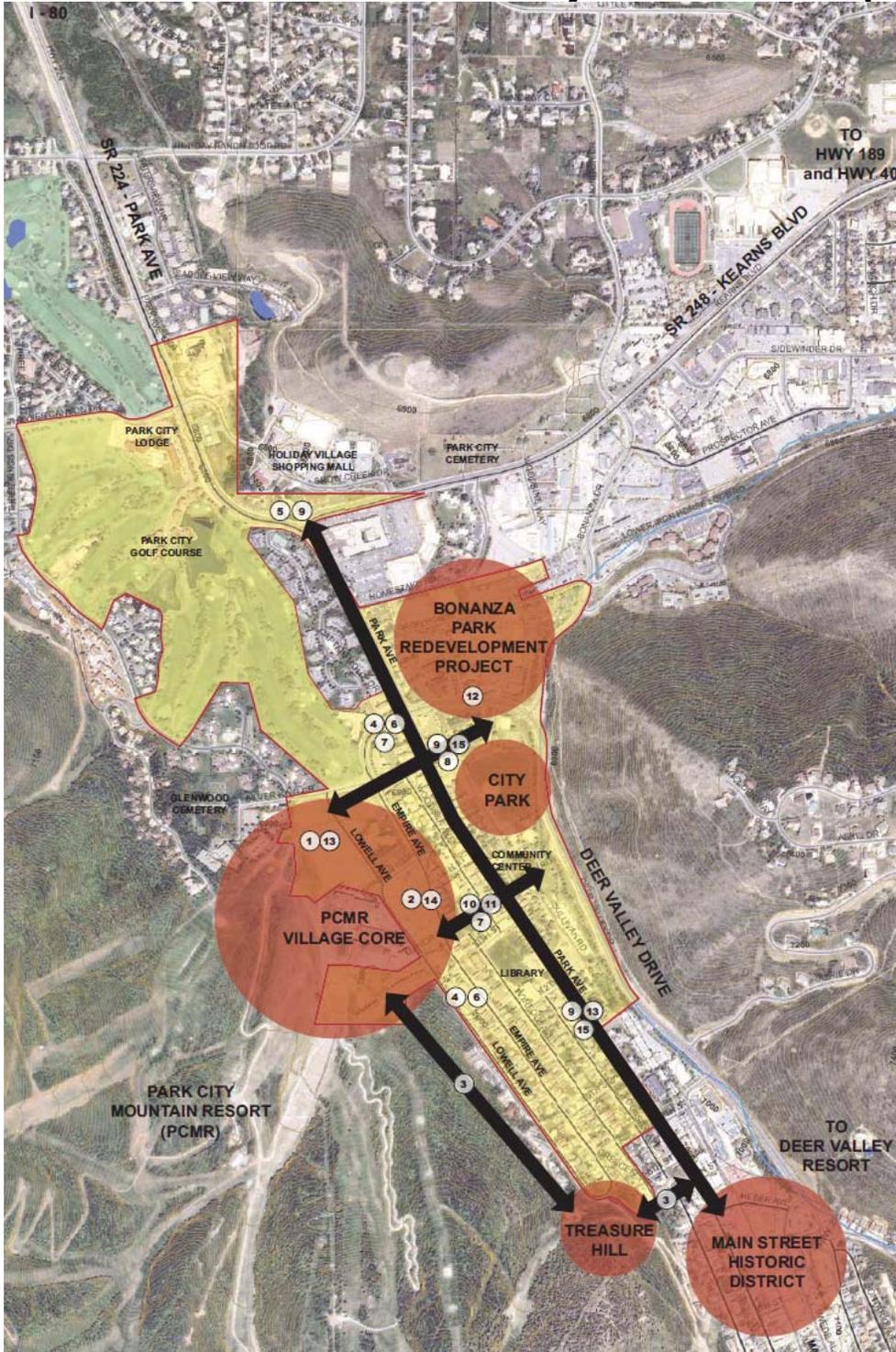
LEGEND

- RDA Zone
- Major Nodes and Centers
- Proposed Connections



DESIGNWORKSHOP
1390 Lawrence Street, Suite 200
Denver, Colorado 80204
303.623.5186 main / 303.623.2260 fax
www.designworkshop.com

Exhibit F – Project location map



Lower Park Avenue
Park City, Utah

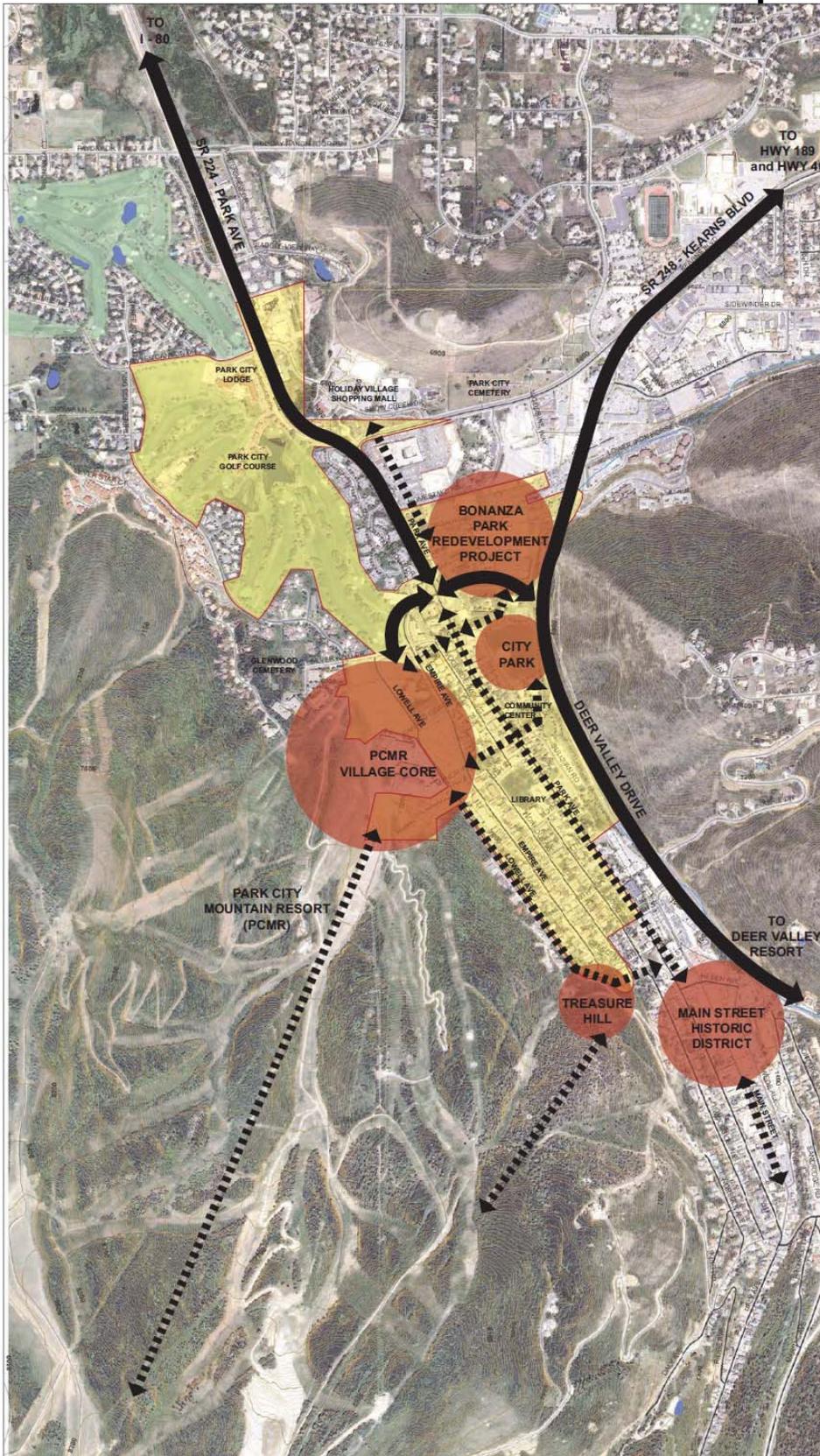
POTENTIAL PROJECTS

December 31, 2009

LEGEND

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

Exhibit G – Circulation maps

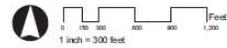


Lower Park Avenue Park City, Utah

CIRCULATION

December 31, 2009

- LEGEND**
- RDA Zone
 - Major Nodes and Centers
 - Vehicular Circulation
 - Pedestrian Circulation



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Exhibit H – Anticipated Phases II-IV Scope (Draft)

Phase II – Market Inventory & Analysis

A) Inventory

Complete an accurate inventory (amount/type) of existing businesses in both the Main Street & Lower Park Avenue RDA areas:

B) Analysis

Conduct a Strength/Weakness/Opportunity/Threat (SWOT) analysis, identify trends and myths, define limitations and threats and identify opportunities and room for growth

- Quantitative market analysis
- Identify preferred commercial mix
- Identify 2-3 potential market outcomes the limiting factors that would influence those outcomes, potential municipal revenue streams associated with each
- Analysis of economic/fiscal impact of each type of business
- Identify specific zoning or land use changes to grow economic base and/or support/encourage preferred market outcomes
- Identify who our client is – visitor needs versus local needs and economic benefit of each and where convergent interests exist
- Assess supportable demand for commercial space (amount)
- Define competitive position in regional market
- Provide, at a high level, an overall market assessment of the American ski industry – future opportunities; where does Park City excel/fail?

C) Define Park City's place in the regional market

Examine regional impacts that are, and will, impact the economic growth of Park City:

- Identify internal (City-limits) influences
- Identify outside influences on our experience (Redstone, NewPark, Wasatch County, regional ski area improvements, etc.)
- Is the future of Park City the “day visitor” – impacts = some dollars generated (e.g. ski, food) but no lodging dollars
- If this is true, it should suggest areas to focus on (e.g. the increased transportation demands of daily visitors, the needs of the summer recreational visitor, or cultural amenities for visitors, etc.)
- Or we could increase ski capacity (interconnect among ski resorts)

D) Significant impacts to local quality of life issues.

Is there a product mix that fits our vision? Define preferred future and impacts (e.g. traffic counts, pollution, and certain types of growth). Balance of community character and environmental quality of life. What is the threshold for growth? What are we willing to accept? Increased capacity may decrease community character quality of life (QOL) and environmental QOL. Certain types of growth may result in the proliferation of national or chain retail, what are those impacts?

E) Comparative analysis

Compare Park City to long-standing successful resort economies:

- Compare to trends/mix of other key resort based economies, including but not limited to Aspen, Breckenridge, and Vail.

Phase III – Carrying Capacity Study

A) Carrying Capacity

Identify and establish current capacity of what exists (maximum capacity and product type – peak winter and summer versus off-peak winter and summer offerings). What is the limiting factor(s) for capturing additional destination tourism visits and market share? At some point people choose to go somewhere else. What is that point? When does it occur? Some factors to consider may be:

- # guests
- # beds/pillows
- # restaurant seats
- # employees
- # cars, roads, parking spaces, & traffic
- Transit Capacity

B) Environmental Carrying Capacity

Similar as (A) above, this may have some limited quantitative background and analysis but should be a qualitative analysis. Factors to consider may be:

- Water capacity - current infrastructure & cost to expand
- Wildlife impacts
- Pollution
- Particulates in air (emissions)
- Landfill space

Additionally, the incremental carbon impact of maximum carrying capacity should be calculated. City staff will be available to assist in this measurement and can provide emissions factors. Items to include in this calculation are increases (over current) in:

- Full-time population
- Part-time population
- Visitor population
- Worker population

Alternatively, the incremental carbon impact could be measured off of expected increases in:

- VMT
- Airline travel
- Electricity use (business & residential)
- Natural gas use

Phase IV

Refinements and comprehensive update to Phase I (project list) recommendations based on findings of Phases III & IV. This Plan should integrate known land-use goals for City-owned (and adjacently jointly-planned) properties within the LPA RDA into the comprehensive update (Exhibit Attached). Park City owns a series of parcels within the LPA RDA. Park City anticipates a mixed use public/private venture on City land and specific private land. Anticipated uses are for senior and affordable housing and needs. The parties are currently moving forward with a senior needs and housing assessment along with a design charette process intended to frame a master land-use plan for the property. This Plan should be specifically integrated into the planning and goals of the broader project.

LOWER PARK AVENUE
DESIGN WORKSHOP
DECEMBER 31, 2009

Rating Criteria: Rating of project in providing demand made in the Park City community (for the public or private sector)

PROJECT LIST NUMBER	PROJECT NAME	Project Type (Public/Private)	Project Term	Project Location	Project Description	Project Value	Project Status	Project Impact	Project Feasibility	Project Return	Project Risk
1	Neighborhood Energy Center	PP	Short Term	Mid Town	Neighborhood Energy Center	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
2	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
3	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
4	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
5	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low

PROJECTS RECOMMENDED FOR INCLUSION ON PROJECT LIST BY CITY STAFF

COMMITMENT & NEIGHBORHOOD DEVELOPMENT AND INVESTMENT

PROJECT NUMBER	PROJECT NAME	Project Type (Public/Private)	Project Term	Project Location	Project Description	Project Value	Project Status	Project Impact	Project Feasibility	Project Return	Project Risk
10	Neighborhood Energy Center	PP	Short Term	Mid Town	Neighborhood Energy Center	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
11	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
12	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
13	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
14	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low
15	Redwood Park City	PP	Short Term	Mid Town	Redwood Park City	\$1,000,000 - \$1,000,000	Completed	High	High	High	Low

