

**PARK CITY MUNICIPAL CORPORATION
PLANNING COMMISSION
CITY HALL, COUNCIL CHAMBERS
SEPTEMBER 14, 2011**



AGENDA

MEETING CALLED TO ORDER AT 5:30 PM

WORK SESSION – *Discussion items only, no action will be taken*

5:30 PM Park City Redevelopment Agency (RDA) Update 3

6:00 PM Interactive charrette to define neighborhoods within Old Town 27

In order to participate in group workshops it is requested that the public arrive promptly at 6:00.

ADJOURN

A majority of Planning Commission members may meet socially after the meeting. If so, the location will be announced by the Chair person. City business will not be conducted.

Pursuant to the Americans with Disabilities Act, individuals needing special accommodations during the meeting should notify the Park City Planning Department at (435) 615-5060 24 hours prior to the meeting.
Planning Commission - September 14, 2011

Planning Commission Staff Report



Author: Jonathan Weidenhamer
Subject: Lower Park Avenue Redevelopment Agency (LPA RDA)
Date: September 14, 2011
Type of Item: Informational

Summary Recommendations:

Consider the background information related to Park City's Redevelopment Agency in context of the upcoming joint meeting with City Council on September 29, where specific discussion will be held regarding the City's role in the Lower Park Avenue RDA.

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 City has two Redevelopment Agencies: the Main Street RDA (Exhibit 1) and the Lower Park Ave RDA (LPA RDA), which is generally located around the base of Park City Mountain Resort (Exhibit A).

The Main Street RDA was established in 1983 and 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. There is approximately \$600,000 of unencumbered funds in the Main Street RDA. During the FY 2012 budget process the City Council directed staff to use those funds to complete concept design and engineering to begin implementation of next phases of downtown projects.

The focus of the remainder of this report is on the LPA RDA. The LPA 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, Park Avenue fire station and senior center. 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.

The RDA was created in 1990 and expires in 2015. The LPA RDA is now generating approximately \$1.2M annually. RDA's create revenue by collecting the incremental property tax increase beyond the value established at the time the RDA is created. They are required to put said increment back into the district with the goal of further enhancing property values. There is a current balance of undesignated funds of \$3.6M in the RDA budget. If increment remains otherwise unallocated, the RDA has the ability to pursue approximately \$6-8 Million in projects. This would not contemplate any extension of the RDA. RDA funds are restricted in use for economic development and affordable housing.

The existing LPA RDA Plan, approved in November 1989 and amended in October 1990, currently allows for a wide array of options and projects. The General Redevelopment Actions identified 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.

Use of LPA RDA increment has been used consistently and effectively in the past to implement Council goals for affordable housing such as Snow Creek Cottages and for economic development goals. The Main Street RDA built the new parking garage downtown. The potential projects now considered represent a different type of use more focused on broader resort and economic development goals as well as civic and community goals.

Staff believes the LPA RDA provides the City an opportunity to take a proactive role in striving for a truly vital, active and sustainable community – as opposed to a more traditional regulatory or reactive role. While efforts would be intended to achieve smart growth, diverse housing inventories and other community objectives or mitigation measures, some constituents would inevitably perceive the Council as facilitating growth.

Current LPA RDA Planning

During the City Tour to Boise, Idaho in 2008, officials observed a vibrant and active downtown that was in part facilitated an underlying and active LPA RDA. During the January 2009 Visioning session, Council directed staff to investigate available options and uses of the LPA RDA as a means to support the resort based economy, which is the largest component of the economic base of Park City.

During the annual Council visioning session in January 2010, an update was given on redevelopment efforts in the LPA RDA. The Planning Commission participated in the discussion and the group agreed with high-level goals of pursuing redevelopment as tool to continue to support and provide the resort and tourism economy a framework for long-term viability. Discussions were also held related to investigating a blend of housing options including seasonal, workforce and or senior housing opportunities.

The group generally agreed we don't want to grow or redevelop just for the sake of growth, but rather the charge is to redevelop and diversify the resort economy efficiently, while minimizing impacts. A specific outcome was the addition of "Assist in redevelopment of resort and commercial areas" as the top priority of the City's Economic Development Strategic Plan.

Staff's current efforts for the LPA RDA include the following 5 phases, I– IV of which are complete and have formed the basis for the current joint meetings between the City Council and Planning Commission. Staff anticipates the final Phase being completed concurrently with the general plan updates and neighborhood level planning:

- Phase I Site Planning and Project List Update for entire LPA RDA (Exhibit A)
- Phase II City Owned Land Implementation Plan (Exhibit B)
- Phase III Retail Market Analysis
- Phase IV Carrying Capacity study
- Phase V Comprehensive update and overview of Phases I-IV

Phase I (approved by City Council on January 7, 2010)

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.

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

The project list and background themes generated by Phase I is attached as Exhibit A.

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:

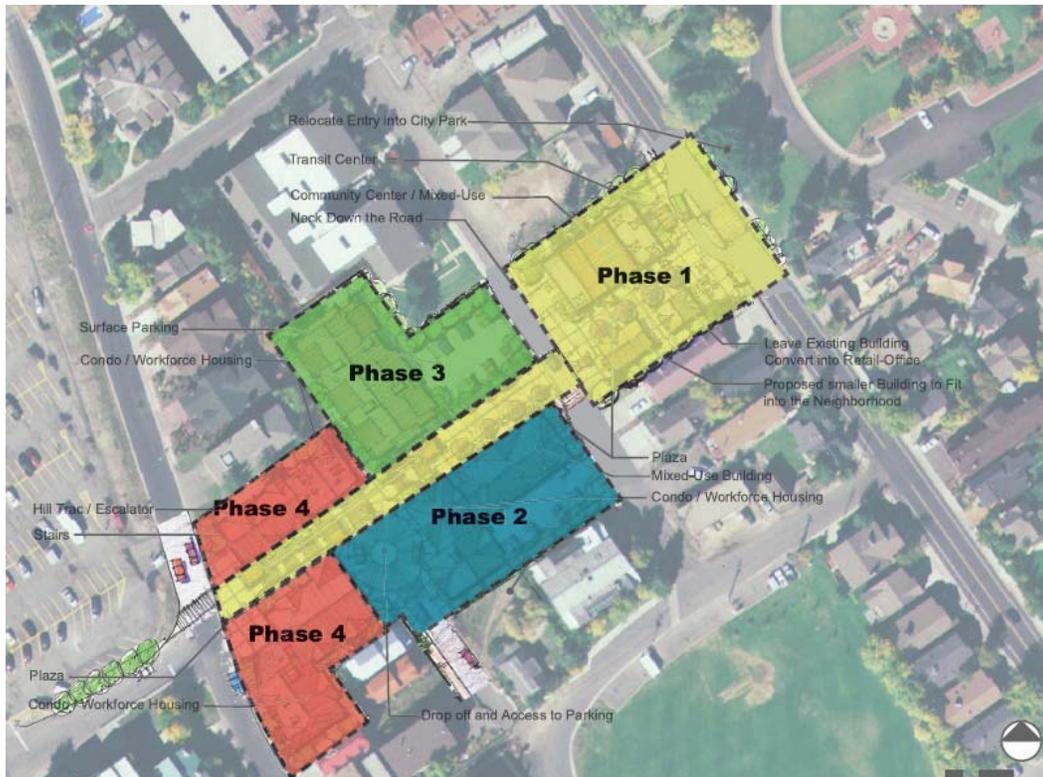
1. Maintain all existing green/open spaces
2. Maintain & don't overpower remaining historic fabric, scale, character and authenticity
3. Explore housing alternatives
4. Explore an east-west corridor
5. Explore community/senior center opportunities
6. All projects should have sustainability & green goals

Phase II – City Owned Land Implementation Strategy (accepted by Council on Jan. 27, 2011)

PlanWorks Design (Michael Barille) 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 (Exhibit B) 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 strictly owned by Park City (Fire Station, senior center), middle phases contemplating acquisition of private property, and latter phases contemplating uses on adjacent private property.



- Phase 1 – Is intended to give a physical example of the primary goals of the re-development plan: establishing the importance of Historic preservation, civic use, creation/ preservation of a key east / west pedestrian corridor connecting the resort base to Park Avenue and ultimately to Main Street, and smooth interface with transit.

This phase includes a rebuilt senior/community center on the site of the old fire station on Park Avenue and contemplates simultaneous remodels of two historic homes from the adjacent property. This phase also contemplates securing easements and/or purchase of property to procure an east – west connection. Latter projects could include introduction of market rate and workforce/seasonal housing opportunities if appropriate.

- Phase 2 – Contemplates how the property adjacent to the senior center could be used, either through acquisition or entering into a joint venture with the current owner Craig Elliott. The RDA currently financed a loan to Elliott to purchase the property contingent on a master planning exercise. That charrette was completed and identifies a series of different housing options including senior, affordable, and market rate housing. These parcels could also be acquired to land bank it with no immediate intent beyond future master planning. The other parcels in this phase could preserve the remaining circulation and access points necessary to establish a preferred development pattern; one 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.
- Phases 3 & 4 (Privately owned property) – This phase focuses on addressing more housing options including senior needs and resort needs. This phase has been designed for flexibility both in size and overall density depending on final outcomes of this study and final direction from the LPA RDA Authority (Council).

The City's implementation plan includes two optional development scenarios which included financial modeling aimed at providing a snapshot of potential costs and revenues that could be associated with the plan under various redevelopment scenarios. These scenarios are not included in the attachments.

The financial models were 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. 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, as the planning efforts move into implementation phases, policy discussion about what role officials believe the City should play in redevelopment of this portion of the LPA RDA Area. We retain the ability to change various inputs and assumptions in the model. Based on City Council input, the model can be to more accurately reflect the intended policy direction and the associated costs and benefits associated with that direction.

Analysis

The City is currently undertaking a series of broader planning efforts to ensure that we can provide services for full-time residents and amenities for visitors, all while balancing the competing nature of our quality of life, environmental sustainability and economic viability. These efforts include the general plan updates, the transportation master plan, short range transit plan, Bonanza Park redevelopment consideration, TDR's, as well as the current redevelopment strategic planning by neighborhood. These planning efforts combined with the phased redevelopment planning in the LPA RDA, including the City-wide Carrying Capacity Study and Market Analysis, should provide the foundation and roadmap for managed and directed growth.

Park City has succeeded because we have been willing to take bold steps to constantly reinvent ourselves. To continue to thrive in the face of *external* growth pressures, sustainable redevelopment offers an opportunity to improve the livability of our community and reduce environmental impacts, while protecting our economic engine.

We've had ongoing discussion on what role does the City want to have in redevelopment? RDA's provides an opportunity to take a proactive role in striving for a truly vital, active and sustainable community – as opposed to a more traditional regulatory or reactive role. We've discussed the City's role in redevelopment at each of the last two visioning sessions along with the Planning Commission, and it has been a recurring theme at a series of meetings with Council.

The phased master plan for City property within the LPA RDA, adopted by City Council on January 27, 2011, promotes smart growth, diverse housing inventories and other community objectives or mitigation measures. Some constituents, however, may perceive these measures as City-facilitated growth rather than proactive planning for what will inevitably become a redevelopment area with or without City participation. The proactive plan approved by Council ensures that Council's community, economic and environmental goals will be considered as the area redevelops.

Return on Investment vs. Cost Benefit

In determining goals and use of the RDA increment/funding the main driver of projects doesn't have to be return on investment, which is typical from a private development standpoint. While the general premise of an RDA is to raise the entire property tax value, because increment can be used for affordable housing sometimes success can be measured in benefits which can't be defined in numbers or square footage, but rather by success in attaining policy goals.

RDA Extension

The LPA RDA was created in 1990 and expires in 2015. The 2008 increment available to the City after mitigation payment to the school district was approximately \$1.2 million. In broad terms, staff estimates the ability to fund approximately \$15-20 million in projects over the next 15 years – but only if the RDA expiration is extended. If it is not extended, it is realistic the LPA RDA could fund some identified projects for city-owned property with existing RDA funds in addition to tax increment to be collected through 2015. If not extended, the money would stop being collected after 2015, but still be available for projects until exhausted.

Extension of the RDA beyond 2015 would require a simple majority vote of the Tax Entity Committee (TEC).

- | | | | |
|----|---------------------------|----|---------------------------------|
| 1. | State Office of Education | 6. | Park City Fire Service District |
| 2. | Park City School District | | or Weber Basin Water District |
| 3. | Park City School District | | or Sewer District |
| 4. | Summit County | 7. | Park City Municipal Corporation |
| 5. | Summit County | 8. | Park City Municipal Corporation |

A simple majority vote (5) is needed to extend the project area. Staff is relatively certain the school district will vote in favor of the extension. The State Board of Education will vote against. Therefore one vote from the County or other taxing entity group would be needed. We are putting together the necessary supporting documents with increment generated by project that is necessary for a potential TEC discussion.

The City Council is still considering if they would like to pursue a request to extend the LPA RDA.

Conclusions

There are multiple uses/goals that could be accomplished on these parcels and throughout the entire district, if developed within a phased master planning strategy allowing for maximum flexibility in achieving multiple goals.

The following matrix lists the primary projects which the City is currently pursuing unrelated to discussions of extension or expiration of the RDA in 2016.

Potential Projects	other community goals and/or outcomes yes/ maybe/no (blank)						
	Property Value	Resort Economy (general)	May help support base area/PCMR	Transportation/ traffic Goal	Housing - General City Goal	Community - General City Goal	other
Phase I							
- Sr/Community Ctr						y	y
- 2 Historic Homes (@fire st)	y				y		
- E/W Corridor	y	y	y	y			
- Abatement of Historic Struct. (general)					y	y	y
Phase II							
- Elliott Property	m	m	m		y	m	y
- Market Rate Housing	y	y	y	n	y		
- Seasonal/Affordable Units			y	y	y		
Phase III & IV (Public/Private)							
- Market Rate Housing	y	y	y	n	y		
- Seasonal/Affordable Units			y	y	y		
PCMC Library expansion							y

Recommendation:

Consider the background information related to Park City’s Redevelopment Agency in context of the upcoming joint meeting with City Council on September 29, where specific discussion will be held regarding the City’s role in the Lower Park Avenue RDA.

Exhibits

- Exhibit 1 – Main Street RDA Boundary
- Exhibit A – Results of Phase I Study
 - Lower Park Ave RDA boundary & Project location map

- Project List
- Map of resort base & City-owned property
- Preliminary Planning Concepts - Jack Johnson Company
- Design Workshop Summary Memo

Exhibit B – Phase II - Implementation Strategy for City Owned property in the LPA RDA

- Option 1 Site Plan
- Option 2 Site Plan
- Narrative

The full staff reports and exhibits from Phase I (p. 27) and Phase II (p. 36) as well as the Retail Market Analysis and Carrying Capacity Study are available electronically by request or at the following link:

<http://www.parkcity.org/Modules/ShowDocument.aspx?documentid=7753>

Exhibit 1 – Main Street RDA Boundary



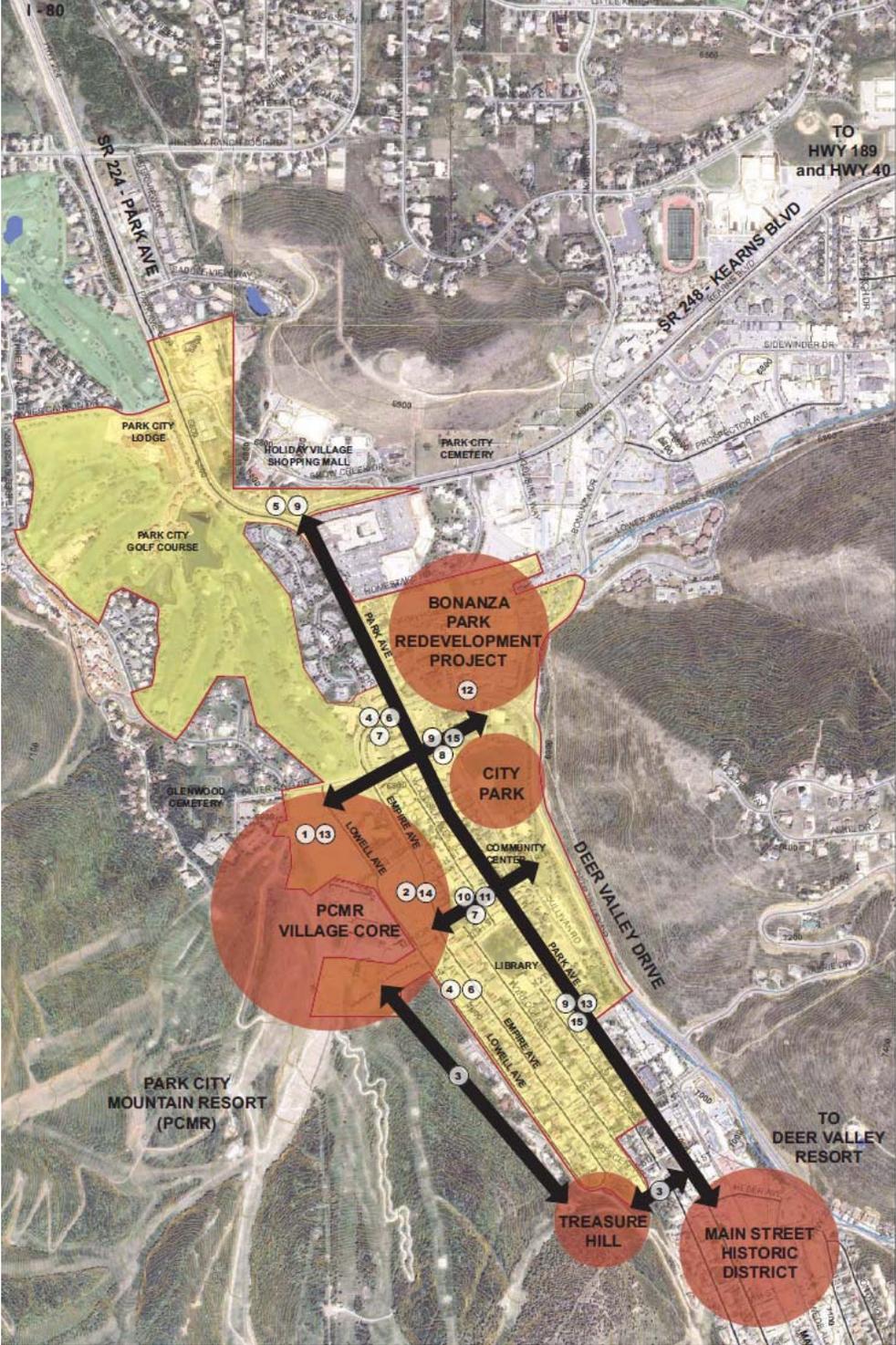
Main Street RDA

Legend	
	Water
	Forest
	Open Space
	Developed



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

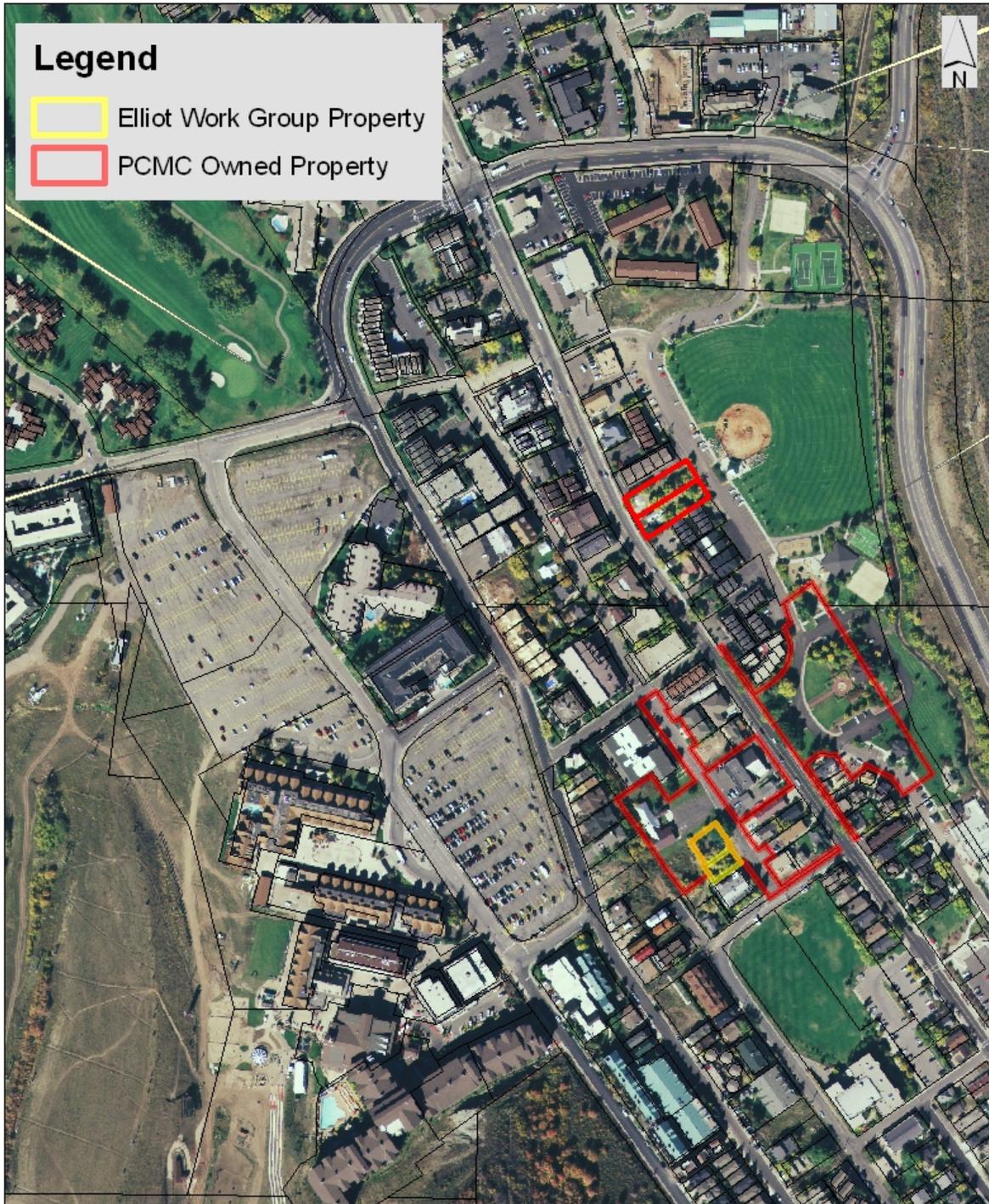
LEGEND

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

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

Map of resort base & City-owned property

City Owned Land



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 outside 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 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.

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 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.

Planning Commission Staff Report



Subject: General Plan
Author: Katie Cattan
Date: September 14, 2011
Type of Item: Work Session – Defining Old Town
Neighborhoods

At 6 pm, the Planning Department and Planning Commission will be hosting an interactive charrette to define the neighborhoods within Old Town. The public is encouraged to attend and participate.

The interactive charrette will be staged within the Council Chambers and the hallway. The participants will be divided into 10 teams. There will be 10 stations, each station representing a neighborhood in Old Town. Participants will be asked to brainstorm keywords to describe qualities of the different neighborhoods. This exercise will help staff define the Old Town neighborhoods within the New General Plan and implementation strategies for the future.

Staff is requesting that the Planning Commission and the public take time to walk the neighborhoods and pay attention to the details that make each neighborhood unique. The map on the following page represents neighborhoods within old town.

