

**PARK CITY PLANNING COMMISSION
WORK SESSION MINUTES
SEPTEMBER 25, 2013**

PRESENT: Nann Worel, Brooke Hontz, Stewart Gross, Jack Thomas, Thomas Eddington, Kayla Sintz, Anya Grahn, Francisco Astorga, Polly Samuels McLean.

WORK SESSION ITEMS

**1255 Park Avenue – Park City Library Discussion of Possible Amendment to MPD.
(Application PL-13-01992)**

Commissioner Wintzer disclosed that in 2004 he worked on the building at 1255 Park Avenue as the contractor. He did not believe that would affect his decision on this MPD.

Planner Anya Grahn reported that Park City Municipal is the applicant, represented by Matt Twombly. The Architect, Kevin Blaylock and Steve Brown, a consultant to the City on the Lower Park Avenue Master Plan, was also in attendance.

Planner Grahn provided a brief background on the Library. She noted that this application was the second MPD on the site. The first MPD was in 1989, at which time the goal was to create a cultural center with lodging and a convention center at the Carl Winters School. By 1992 the City's relationship with the developer had dissolved and the City abandoned the idea of a cultural center and decided to move the Library into the Carl Winters building. The building was rehabilitated to create space for the Library, as well as leasable space, and to be used as a theatre.

Planner Grahn stated that in 1992 the conditions of approval for the Library also addressed creating 92 permanent parking spaces on site, improving the Mawhinney parking lot at the south side of City Park to accommodate overflow parking, and setback exceptions along 12th Street where the historic building has a zero foot setback, as well as on Norfolk to accommodate the new 1992 addition.

Planner Grahn remarked that in the RC or ROS District all new public or quasi-public projects greater than 10,000 square feet in gross floor area are subject to an MPD process. She clarified that in this case the request is for an amendment to the MPD. During the regular meeting this evening, the Planning Commission would be reviewing the Pre-MPD application for compliance with the General Plan. The purpose of this work session was to hear feedback from the Commissioners on the proposal in general.

Planner Grahn noted that the applicants had prepared a power point presentation and they were requesting input on items that were outlined in the Staff report. They were asking for a setback reduction along Norfolk Avenue from 25' to 10'. Planner Grahn pointed out that the Staff report indicates 15' back from Norfolk; however the second story would be 10' and there would be an overhang. Planner Grahn stated that Norfolk Avenue is the rear of the building. The front façade is more on Park Avenue. An entrance is not proposed along Norfolk Avenue and it was treated as a rear elevation. She stated that the Planning Commission had the opportunity allow a reduced setback if they find it acceptable.

Planner Grahn reported that the applicant was also requesting an open space reduction. The new addition would reduce the current 114,100 square feet of open space to approximately 111,700

square feet, which equates to a 1% reduction. They were also looking for feedback regarding an improved entry sequence that would lead from the Park Avenue bus stop to the Library entrance.

Planner Grahn stated that as reflected in the Staff report, the Staff believed that 11 parking spaces would be eliminated; however, that number was closer to 18 parking spaces or 18% of the parking on the library parking lot. The applicant was also looking for feedback on installing a gravity fed book drop system in the loading zone along Norfolk Avenue. Currently there is a book drop that the staff manually empties. The new book drop would be gravity fed into the building and it could be a future sorting system.

Matt Twombly, the project manager for the Sustainability Department, stated that since the 1992 remodel, there have been several tenants in the building besides the Library. The Library was the main tenant to move in after they ran out of room at the Miners Hospital. Mr. Twombly named all the tenants who had leased space in the building since 1992 and again when the building was remodeled to expand the Library in 2004. He noted that most of the tenants had left and currently the second and third floors were vacant except for the Co-op on the second floor and the Film Series on the third floor. Mr. Twombly remarked that in 2004 the City was looking at a seven to ten year Library remodel. Since the tenants were moving out, this was a good time to expand the Library.

Kevin Blaylock with Blaylock and Partners, the project architect, had prepared a number of slides and an electronic model. He explained that his firm met on a regular basis with the steering committee group, individuals from the Planning Department, and with the Sustainability Group for Park City. Throughout the process they included the Friends of the Library and the Library Board. This same presentation he would give this evening was already given to the Library Board and the City Council.

Mr. Blaylock noted that the primary objectives were identified in three different categories; 1) the Library, 2) the third floor, and 3) City-wide goals. Mr. Blaylock remarked that there were several layers to the Library objectives and what defined a 21st Century Library. It speaks to everything from greater community involvement, more flexibility and adaptable space, improvements in technology, and acknowledging that while books are not going away, there is more of a demand for social gathering space. Along with that is developing a strong entry sequence and a stronger identity. Libraries are civic buildings in the community; however, the current Library does not present itself to the community.

Mr. Blaylock stated that the third floor would accommodate the temporary location for the seniors and create a multi-purpose space, as well as improvements for the Film Series and Sundance, relocation of the Co-op and coordinate improvements.

Mr. Blaylock remarked that to address the City-wide goals they would promote the City's commitment to historic preservation and recognize the importance of sustainable design goals, provide flexible space and work within the allocated budget.

Mr. Blaylock stated that the plans for the Library consists of expanding the Children's area, creating dedicated pre-teen and teen areas, media, restrooms, flexible space, and other things that could be accomplished. Building-wide the goal is to promote opportunities for greater community meeting

space, outdoor gathering space and the possibility of a small coffee shop. Along with the utility and infrastructure improvements they would also be creating a new elevator and new restrooms. Mr. Blaylock noted that the building would also be brought up to Code in terms of life safety and seismic.

Mr. Blaylock remarked that developing both the site and the building architecture and interior was a four step process; which included 1) analyzing or assessing the existing conditions; 2) exploring the studies; 3) developing a conceptual approach, and 4) providing options for evaluation.

Mr. Blaylock presented a slide showing the site opportunities. Purple identified the original historic footprint. The blue-ish tone represented the addition to the building in 1992. The piece that bracketed the back side on Norfolk Avenue was the three-story portion. He indicated a piece that was put in as a single story addition. Mr. Blaylock stated that in terms of site development they were looking at ways to improve or enhance the entry sequence. The view on the left was immediately outside what is now the front door looking towards Park Avenue. The view on the right was the view from the bus shuttle stop on Park Avenue looking back at the same entry sequence. The conceptual approach was to create a pedestrian access through the parking lot that collected pedestrians and brought them to the front door. They need to acknowledge with the site the facility use year-round, as well as the fact that the facility is used 10-12 hours per day at various times of the year.

Mr. Blaylock reviewed a number of proposed options that would promote connectivity, develop a stronger civic presence, maintain service and delivery access points, safe staff entry sequence, allowing for a book drop either now or in the future, and recognizing the importance of the after hour experience relative to the Library use. His firm generated a few sketches and provided a document to Planner Grahn that was included in the Staff report. They were looking at losing 11 to 12 parking stalls in the existing parking lot.

Mr. Blaylock had met with the Park City Sustainable Design Group and obtained information about the importance of what sustainable design means to Park City.

Mr. Blaylock noted that one idea was to put on a larger footprint that what the building currently occupies to promote the idea of an outdoor terrace at grade. They were maintaining the service entry drive but sliding it 10' to the north. He pointed out that all those things begin to encroach on the existing green space. In an effort to be sustainable, they looked for an opportunity to offset the lost green space with hardscape and supplant it in the front entry sequence. This would allow the creation of a more passive green space as a civic element and introduction to the library as opposed to a parking lot.

Mr. Blaylock stated that the current architectural solution proposes to remove the 1992 addition and to look for an opportunity to reuse the material on the site. Mr. Blaylock remarked that as they develop a more walkable community and connect the civic components, there was a concern about the amount of traffic activity occurring across Park Avenue and through a parking lot. Previous studies had two access points where patrons were crossing or conflicting with vehicular traffic. Mr. Blaylock presented a conceptual diagram that creates the connection with the access across Park Avenue and re-directs people to a front door experience.

Mr. Blaylock stated that the first two studies, S.1 and S.2 looked at potentially losing 11 or 12 parking stalls. His recommendation with S.4 results in a loss of 18 parking stalls and a net increase

of 4,000 square feet of green space.

Chair Worel referred to page 10 of the Staff report and the reference to the number of people getting on and off the buses. She liked the high numbers but she was unclear as to how that would translate into parking spaces. She asked if the increased bus traffic would decrease the demand for parking spaces and if it was based on a formula.

Mr. Blaylock replied that there was no way to know exactly, but they could try to interpolate some of the numbers. He believed it speaks to the larger issue of promoting public transportation and a walkable community. If that is the goal, the question is how important are the actual parking stalls.

Planner Grahn noted that a map on page 39 of the Staff report showed where the adjacent parking lots were located and their relationship to the Library. As part of the discussion and reflected on page 11, the Staff recommended that the Planning Commission require a parking analysis to understand the demands and usage of this site.

Commissioner Wintzer believed Mr. Blaylock was right in trying to promote public transportation. However, he thought it was important to know where the people who come to the Library live and if they have access to a transportation link. Commissioner Wintzer referred to one picture presented and noted that there were two or three houses to the left of the green area. He recalled that when the previous project was done, those houses had parking spaces assigned to them in the rear. If those spaces are still assigned it would reduce the parking for the project. He suggested that the Staff or the applicant research those spaces. Mr. Blaylock understood that there was a parking agreement in place. He noted that they were providing two additional parking stalls at this location, essentially creating two parking stalls closer to the front door and taking away the 12 spaces that were more remote from the front door of the Library.

Commissioner Gross was concerned about losing any parking spaces. When he attends the movies at the Library on the weekends there is never enough parking. If people have to park across the street there is no connection to get to the Library. He was unsure how the 13 stalls behind the bus stop would be accessed. Commissioner Gross had concerns regarding the Mawhinney lot. At the last meeting they looked at proposed rezoning of the HRM zone and the Mawhinney lot was shown as future housing. Therefore, those 48 spaces would eventually go away and he was concerned about creating an under parked situation.

Director Eddington clarified that there was not a housing proposal on that particular lot. Commissioner Gross replied that it was part of the overlay which means it would occur at some point in time. Director Eddington agreed that it could be in play, but the intent of the overlay was to show development for zoning purposes. Commissioner Gross emphasized that if it could potentially occur they would have to consider how they would replace the 48 spaces that would be gone. Director Eddington reiterated that the City was not proposing affordable housing on the Mawhinney lot.

Commissioner Gross referred to the 26 public spaces along 13th Street and asked if that parking was for the Library facility or general public parking. Mr. Twombly replied that those spaces were not specified for the Library, which is why it was included as overflow parking. Commissioner Gross thought of that parking as unaccessible, particularly during the snow season. He was not comfortable with the overflow parking as proposed. Mr. Twombly noted that part of the original MPD

required the 13th Street parking and parking across the street in City Park as additional parking. It was included as overflow parking for this proposal to be consistent with the original MPD. Commissioner Gross felt they were burdening this property by not providing enough parking to take care of the citizens for the next ten years. If they want people to use the Library building on a regular basis they need to resolve the parking issue.

Commissioner Thomas liked the scheme, the angle and the connection of pedestrians to the Park. He thought that having some accent to delineate the crossing across Park Avenue was important for increasing life-safety and drawing more attention to the crossing. Commissioner Thomas did not object to the parking spaces across the street. He believed there were 72 total parking spaces for overflow and he wanted clarity on whether the Mawhinney lot was designated as permanent overflow parking for the Library facility in the future. Mr. Twombly stated that there were 48 parking spaces on Mawhinney and 25 spaces on 13th Street. Planner Grahn apologized for including the wrong number of parking spaces on page 9 in the Staff report. She believed the correct number was closer to 72 when the 13th Street spaces are included. Commissioner Thomas agreed with Commissioner Gross on the importance of making sure the overflow parking is permanent.

Mr. Blaylock believed there was some confusion on the diagram. He noted that there was currently a striped crosswalk Park Avenue. That was an existing physical attribute that they were trying to connect with on the Library side. Commissioner Gross was aware of the crosswalk. His concern was with the 12 month accessibility around it and the potential for losing the spaces to development.

Mr. Blaylock presented the architectural elements of the proposal and reviewed the proposed design and materials.

Mr. Blaylock presented an electronic model of the proposal and an aerial view of the model looking at the proposed entry sequence.

Commissioner Thomas asked how they contemplated dealing with the walls that step up to Norfolk. Mr. Blaylock proposed to leave the existing concrete retaining wall in place and work around it and build on top of it.

Planner Grahn asked for input from the Planning Commission on the requested setback reduction. Commissioner Wintzer stated that his only concern was that having the upper outside door so close to the residential area could lead into noise and after-hour problems. He understood the need and how it works, but they need to be careful about encroaching a high-intensity use next to the existing houses. He suggested some type of restrictions to address the issues. Commissioner Wintzer noted that the existing wall is a vertical straight structure and he believed the proposal was a better approach to what exists. He felt it was important to keep some landscaping to protect the residential neighbors and to keep that area from becoming auxiliary parking and create traffic impacts for Norfolk.

Commissioner Thomas remarked that the wall is large and he was interested in seeing the material treatment of the wall and how they break it up aesthetically. He was comfortable with the reduced setback. Commissioner Thomas thought it was important to distinguish the difference between the old and the new. The more they mimic the historic building the more it undermines the historic

character. Mr. Blaylock agreed.

Commissioner Wintzer did not want to lose the historic entrance to the building, even though it was not the primary access.

Commissioner Thomas understood that the terraces to the north would not be usable but he felt it was important to have the stepback to aesthetically address the building façade and preserve it.

Chair Worel liked the proposal and found it exciting. It brings the community together and adds gathering spaces. She asked if a lot of work needed to be done to bring the building up to Code. Mr. Blaylock replied that they were currently going through a tremendous amount of design and financial effort to improve the seismic components of the building. They were also addressing relatively minor life-safety issues, egress issues and non-compliant issues such as restrooms and stairs. Mr. Blaylock stated that because of the historic nature of the building it would fall under the grandfather clause. However, the total re-gutting of the building automatically triggers the upgrades.

Mr. Blaylock stated that after their discussion with the Sustainable Design Team from Park City, it was important to understand that they were creating a more sustainable design solution with the building, but they would still have much higher energy consumption primarily due to the air conditioning they were asked to put in. On the other hand, the current boiler system is 65% efficient and that would be increased to 90-95% efficient. The objective is to achieve some balance.

Mr. Blaylock stated that in keeping with a 21st Century Library model they were trying to promote a higher engagement level between the Staff and the patrons. A drive-up or walk-up book drop goes a long way in making the Staff more available and reducing the wear and tear on the books and materials. Mr. Blaylock reviewed the proposed location for the gravity book drop and explained how the circulation would work. He noted that the location was prompted by the desire to get automated materials and handling equipment in the library. Mr. Blaylock stated that a number of studies were reviewed with Transportation and Engineering and they concluded that the location shown would be the better supported approach.

The Commissioners discussed vehicle access to and from the book drop and expressed their concerns. Mr. Blaylock commented on the cueing and he believed they would have to rely on signage and striping. Commissioner Gross expected it to be an issue within the first month. Mr. Blaylock pointed out that there were trade-offs with every scenario, including keeping the book drop in its current location. Commissioner Wintzer thought the book drop was an issue for the Library and not the Planning Commission. His concern was the amount of traffic it would generate on Norfolk.

Commissioner Thomas believed the proposal was going in the right direction. Commissioner Wintzer requested a blow up of the area and the adjacent parking for the next meeting. He would like to see how it all goes together with the street crossing and pedestrian linkage.

Chair Worel called for public input. There were no comments.

Work Session Minutes
September 25, 2013
Page 7

The Work Session was adjourned.