



**PARK CITY COUNCIL AND SUMMIT COUNTY COUNCIL JOINT MEETING
SUMMIT COUNTY, UTAH
January 12, 2024**

The Summit County Council and Park City Council will hold a special meeting in person at the Sheldon Richins Building, 1885 Ute Blvd., Park City, Utah 84098. Meetings will also be available online and may have options to listen, watch, or participate virtually. [Click here for more information.](#)

To join the Zoom webinar: <https://zoom.us/j/772302472>

SUMMIT COUNTY COUNCIL AND PARK CITY COUNCIL JOINT MEETING

8:30 a.m. - GATHERING AND LIGHT BREAKFAST

9:00 a.m. - HOUSING AUTHORITY DISCUSSION

1. Potential Regional Housing Authority Discussion

10:00 a.m. - SUNDANCE FILM FESTIVAL PREVIEW

10:15 a.m. - SEASONAL WORKFORCE HOUSING COMMITTEE UPDATE

10:30 a.m. - WRAP UP, SCHEDULE NEXT MEETING, ADJOURNMENT

A majority of City Council members may meet socially after the meeting. If so, the location will be announced by the Mayor. City business will not be conducted. Pursuant to the Americans with Disabilities Act, individuals needing special accommodations during the meeting should notify the City Recorder at 435-615-5007 at least 24 hours prior to the meeting.



Staff Report

MEETING DATE: January 12, 2024
SUBJECT: Potential Regional Housing Authority
TO: Summit County Council
Park City Mayor and City Council

ISSUING
DEPARTMENT(s): Summit County Economic Development and Housing
Park City Municipal Corporation Housing Department

SUMMARY:

Issues:

Should the Summit County Council and the PCMC Mayor and City Council direct their staff to prepare the required resolutions, ordinances, and interlocal agreements to create an independent regional housing authority as outlined in Utah State Code?

Recommendation:

Staff recommends that the joint Councils review the staff report/ presentation and carefully consider the long- and short-term implications before directing staff to prepare and present to the Summit County and Park City Councils (at a future date) the required documents necessary to create an independent regional housing authority as outlined in State Code.

There are considerable organizational implications for both Summit County and Park City that will result from a governance change of this significance. Park City Staff support is predicated upon both entities giving up the types of controls it maintains today (leadership, personnel, financial, land and political). Summit County Staff are less rigid in these opinions and believe there are benefits associated with being flexible.

Fiscal Impact:

Staff estimates an annual budget ranging between \$1.5M - \$2.1M per year. These estimates could be offset by in-kind contributions from Summit County and PCMC, though that type of organizational commitment is strongly not recommended by Park City Staff. If the Council's direct Staff to create the documents required to create an independent regional housing authority, we recommend that both Councils evaluate the appropriateness of relying upon either entity for in-kind services.

Background/Existing Conditions:

Failures of both the private market and public policy — at the federal, state, and local levels — have contributed to today's local housing crisis. And many people and institutions, both private and public, must take part in addressing it.

Towards that end, Summit County and Park City Municipal Corporation met on **April 25, 2023**, to discuss the potential establishment of a regional housing authority. The staff was directed to establish a working committee with one (1) council member from Summit County's Council and one (1) member from the Park City Council. Towards that end, Staff established the "Housing Authority Exploration Committee." The Committee was/is made up of the following members:

- Tana Toly, Chair
- Canice Harte, Vice Chair
- Jason Glidden, PCMC, Housing Development Manager
- Jeffrey B. Jones, AICP, Economic Development & Housing Director
- Elyse Kats, AICP, Economic Development & Housing Manager
- Helen E. Strachan, Summit County Attorney's Office
- Cate Brabson, PCMC Attorney's Office
- Jennifer McGrath, Deputy City Manager, PCMC
- Jessica Allen Bateman, Kamas City
- Daniel Nackerman, Advisor

On July 11, 2023, the Committee presented a potential implementation timeline and operational manual to the Summit County and PCMC Councils. The Council directed staff to solicit feedback from various community partners on the potential creation of a regional housing authority. In response, staff created a series of questions and interviewed seventeen (17) community partners (non-profits, employers, school districts, private developers, chamber of commerce, etc.).

Staff also scheduled interviews with other housing authorities that are geographically located in resort communities. Furthermore, PCMC Staff also conducted a survey through CAST (Colorado Assoc. of Ski Towns) that gathered similar information from existing Housing Authorities in CO.

On **October 10, 2023**, staff continued their discussion with the respective Councils in response to questions raised at the July 11, 2023, meeting. Survey responses, interviews with the HUD regional office, and formation options were shared with both Councils.

Staff were directed to return on **November 14th, 2023**, to evaluate structure options to promote regional collaboration on housing. The evaluation included creating a new regional housing authority, joining an existing regional housing authority, contracting with third-party organizations, interlocal agreements, task forces, and keeping the status quo.

Using a three-point scale, the Committee evaluated and scored the options and presented the information to the respective Councils at the November 14th meeting. Forming a new regional housing received the highest score, followed closely by joining an existing authority and a regional task force. The Committee also presented information to the Councils regarding the projected budgetary needs to start and maintain a new start-up regional housing authority.

During the November 14th joint meeting, the two councils asked staff to further refine the regional housing authority proposal and to return on **January 12, 2024**, to discuss how the creation of a new housing authority might compare to approaching regional housing collaboration using what the Council termed, a “Committee-Plus” approach—primarily as a way of cost savings. The Councils also requested a more in-depth budget analysis of the different options.

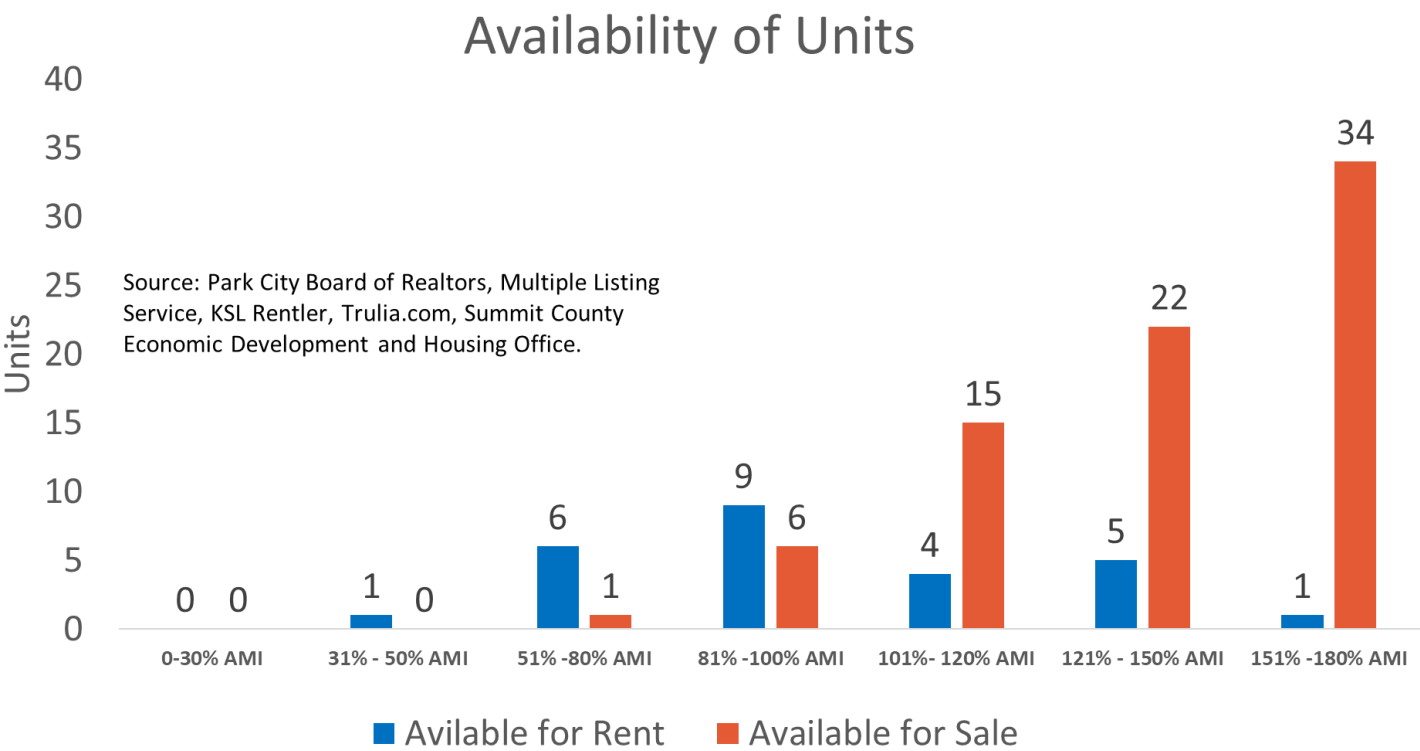
Analysis:

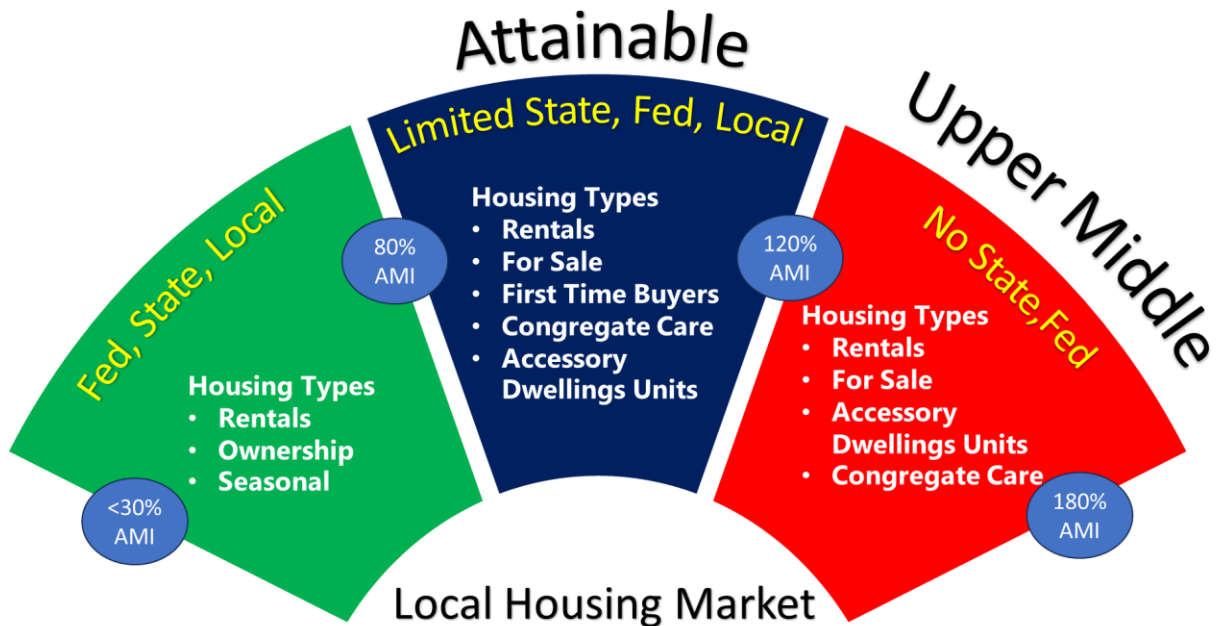
The issue of housing affordability has several dimensions. First is the issue of housing costs in general. Housing represents the first claim on consumer income and is one of the fastest-rising elements of consumer expenditure. The second dimension of the affordability issue is the availability of housing for low- and moderate-income populations, including lower wage renters and first-time home buyers.

In Summit County, this is particularly challenging at almost all income levels—especially for renters.

Summit County and its local governments have expressed the need to be more intentional about increasing housing opportunities for residents and workers. Furthermore, staff believes that the complexity of the housing problem in Summit County warrants a dedicated approach to housing—like the regional approach embraced by the Councils with regard to transit.

However, unlike transit, housing lacks a dedicated funding source and requires both entities to “give up” traditional controls over the day-to-day operations, decisions, and leadership of a new entity as per Utah State Code.





The successful execution of a regional housing collaboration will require at a minimum the following program element(s):

1. Coordinated action across jurisdictions and between the public, non-profit, and private sectors.
2. True independence to provide separation from political and organizational pressures.
3. Finding, developing, and retaining talented staff.
4. A sufficient allocation of real resources (cash, property, policy support, etc.) to carry out the mission of the regional collaboration.

Boards, Commission Versus Committees:

The terms "board" and "commission" are often synonymous and are used interchangeably to refer to independent bodies authorized by ordinance or statute to perform a particular function of government or administer a particular governmental unit.

Some boards are optional while others are mandatory (planning commission, etc). Members of boards and commissions are considered government officers and are appointed for specific terms. The composition, method of selecting members, duties, and powers of statutory boards and commissions are set forth in the statutes authorizing or mandating the creation of such bodies. These tools have a direct impact on the future levels of a new board or commission's true independence.

Committees are different from boards and commissions. Committees are created by the governing body and typically are comprised exclusively of internal stakeholders. Committees are creatures of the governing body and consequently have only as much authority as delegated to them by the governing body. Typically, committees merely recommend actions to the governing body. They lack the ability to set an agenda or be held accountable for program outcomes.

Based on community interviews, research, and experience, the Committee believes that the best way to broaden regional coordination and increase the number of affordable/attainable housing opportunities is through the creation of a new and independent regional housing authority. Doing so will allow both Councils and the new “Authority” to engage in mutual goal setting and program evaluation to set a path forward for the Authority to operate independently while still working to meet the goals of both Summit County and Park City. The following interrelated areas were identified by the Committee as key for program delivery and accountability:

- **Setting the Agenda.** Defining the organization’s vision and mission, specific goals and strategies, and overall approach to its work.
- **Achieving Impact.** Making progress toward the organization’s goals and delivering measurable results and outcomes.
- **Managing Operations.** Monitoring internal processes and managing the organization’s human and financial resources independently.

To assist in the formation of the draft budget, the Committee created a proposed work plan that outlines the goals of the authority, and the resources allocated to each goal broke down by staff hours and budget.

The Committee also recommends that the model for evaluation include at a minimum the following three dimensions of measurement. And that the new Authority and Councils meet regularly to discuss progress.

- **Progress:** Carrying out program activities on schedule and within budget.
- **Effectiveness:** Determining whether efforts achieve prescribed objectives.
- **Impact:** Measuring positive changes relating to affordable housing and relating those changes to specific program efforts and activities.

It is the Committee's recommendation that taking these steps will facilitate the engagement of the region's public, private employers, nonprofit organizations and lead to increased private funding, and philanthropy.

Formation Options:

Staff has also determined that there are two (2) ways a regional housing authority could be formed. Those options are outlined below:

Option 1: Summit County could create a countywide Housing Authority and receive permission from cities and townships in the form of a local agreement to operate within their respective boundaries.

Option 2: Summit County and any city or township within Summit County could form Housing Authorities and join those authorities through a cooperative agreement. – Preferred by the Committee

In theory, a regional housing authority could help all communities within Summit County capture economies of scale, gain use of the latest technology and equipment that they (if acting on their own) would otherwise be unable to afford, eliminate duplicative efforts, and achieve potential cost savings.

Despite these benefits, there are potential barriers that can challenge a region's ability to embrace regional cooperation as an achievable and worthwhile means to provide services. Sometimes, a simple lack of trust between the potential partnering communities can stand in the way of cooperative efforts, or a desire to maintain control over the new entity.

This may be brought on by a perception that one community will be taken advantage of or that the implementation plan itself fails to bring about a win/win outcome. These barriers are not insurmountable and should not deter interest but acknowledging them can be a first step in working toward a successful partnership agreement.

Operating Budget and Managing Required Resources:

An operating budget is a financial plan that outlines the expected revenue and expenses for a specific period, usually a year. It is an essential tool for businesses and organizations as it helps in allocating resources, setting financial goals, and making informed decisions.

The draft budget outlines two potential approaches. A Core budget and an Enhanced budget. The Enhanced budget adds resources focused on

Core Regional Housing Authority Estimated Budget

Expense Category	Annual Budget
Full-Time Professional Staff Services	\$409,745
Part-Time Staff Services	\$-
Professional Consulting Services	\$25,000
Staff Retirement Benefits	\$61,859
Staff Health Insurance Benefits	\$64,113
Payroll Tax	\$25,988
Materials and Supplies	\$20,800
Administrative Meetings, Conferences, Travel	\$6,900
Insurance	\$2,564
Contracted Services (Legal, HR, Finance, IT)	\$575,000
3,000 S.F. Commercial Lease	\$108,000
Development & Programs	\$200,000
TOTAL ANNUAL BUDGET	\$1,499,969

Enhanced Regional Housing Authority Estimated Budget

Expense Category	Annual Budget
Full-Time Professional Staff Services	\$619,842
Part-Time Staff Services	\$-
Professional Consulting Services	\$40,000
Staff Retirement Benefits	\$122,879
Staff Health Insurance Benefits	\$128,226
Payroll Tax	\$33,488
Materials and Supplies	\$49,689
Administrative Meetings, Conferences, Travel	\$9,000
Insurance	\$2,564
Contracted Services (Legal, HR, Finance, IT)	\$600,000
4,000 S.F. Commercial Lease	\$144,000
Development & Programs	\$350,000
TOTAL ANNUAL BUDGET	\$2,099,688

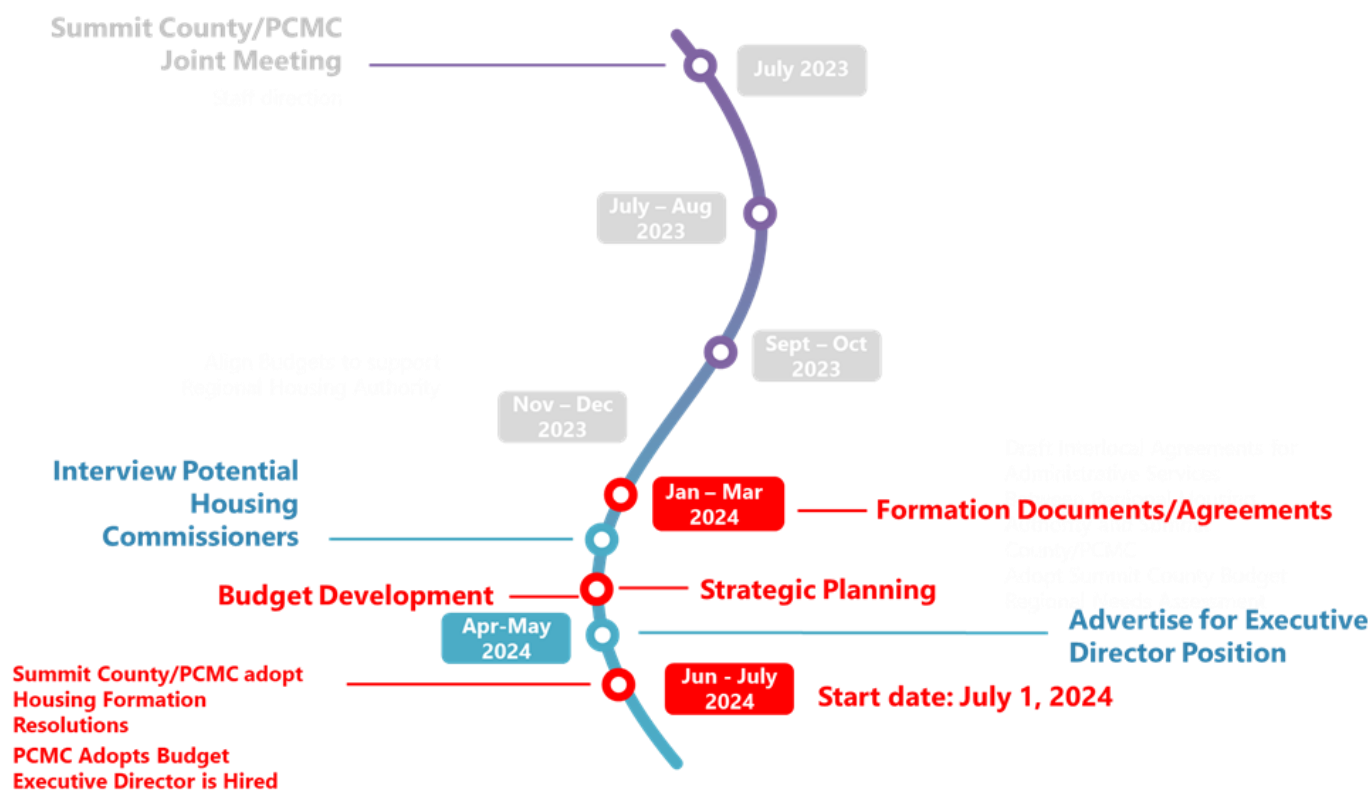
development and monitoring/stewardship. Both budgets could be reduced by in-kind contributions from the County and City, but doing so may impact the desired independence of the organization, and Park City Staff does not recommend relying upon either entity (Summit County or PCMC).

It should also be noted that both the Core and Enhanced budget subsidies will be ongoing and will likely increase over time until the Authority becomes more

self-sufficient. The Core budget would likely require financial support from both the County and City indefinitely, but because the Enhanced budget includes future revenue from new development, the revenues would eventually reduce the government subsidy (minimum of 6 -10 years).

Timeline and Activities:

If the Councils are supportive of moving forward with the formation of the regional housing authority, the Committee's next steps will be to work to create a strategic plan (vision, mission, and goals), and finalize budgets. The



Committee would return to a future Joint Council meeting to present these items along with formation documents for the Councils to approve.

Recommended Motion:

Direct staff to prepare and present to the Summit County and Park City Councils at a future date the required documents necessary to create an independent regional housing authority as per State Code.

ATTACHMENTS:

1. January 12, Presentation to PCMC and Summit Council

January 12, 2024



Potential Regional Housing Authority

Jeffrey B. Jones, AICP, Summit County
Jason Glidden, PCMC



Council Questions

**Housing Authority vs.
Committee "Plus"**

**Estimated Public
Subsidies**

Core vs. Expanded Services
Budget

**Organizational
Structure (s)**
Utah Code

Timeline/Activities

Pre- Launch
0-6 Months
6-9 Months
9-12 Months
1YR-2YR

**Staff
Recommendation**

Motion



Housing Authority Exploration Committee

Tana Toly, Chair

Canice Harte, Vice Chair

Jason Glidden, PCMC, Housing Development Manager

Jeffrey B. Jones, AICP, Economic Development & Housing Director

Helen E. Strachan, Summit County Attorney's Office

Cate Brabson, PCMC Attorney's Office

Jennifer McGrath, Deputy City Manager, PCMC

Elyse Kats, AICP Economic Development & Housing Manager

Jessica Bateman, Kamas City Council

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Regional Collaboration?



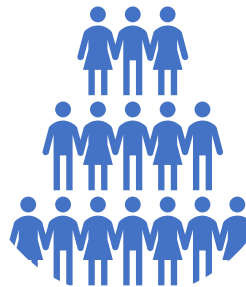
Regional Housing
Authority



Committee +



Core
Services



Enhanced
Services



Availability of Units



Committee + versus Housing Authority

Committee +

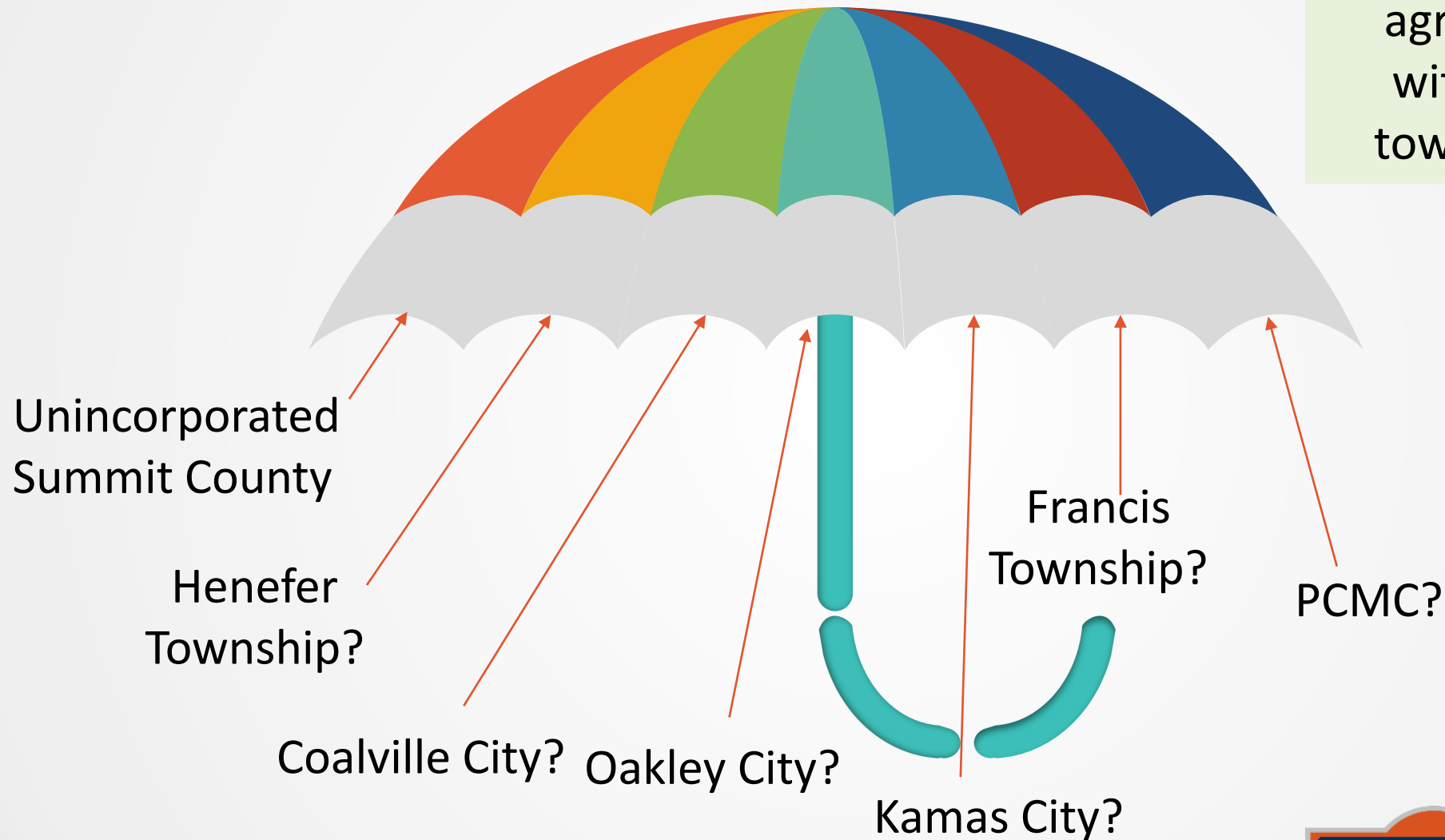
- Status Quo
- Lower Cost
- Easily created/ dissolved
- More dialogue, less action
- Time consuming decision making
- Still requires “staffing”

Housing Authority

- Has authority
- Accountability
- “Central Clearing House”
- Efficiencies in staffing
- Transparency and separation from politics
- Ability to “set an agenda on behalf of the County/ City

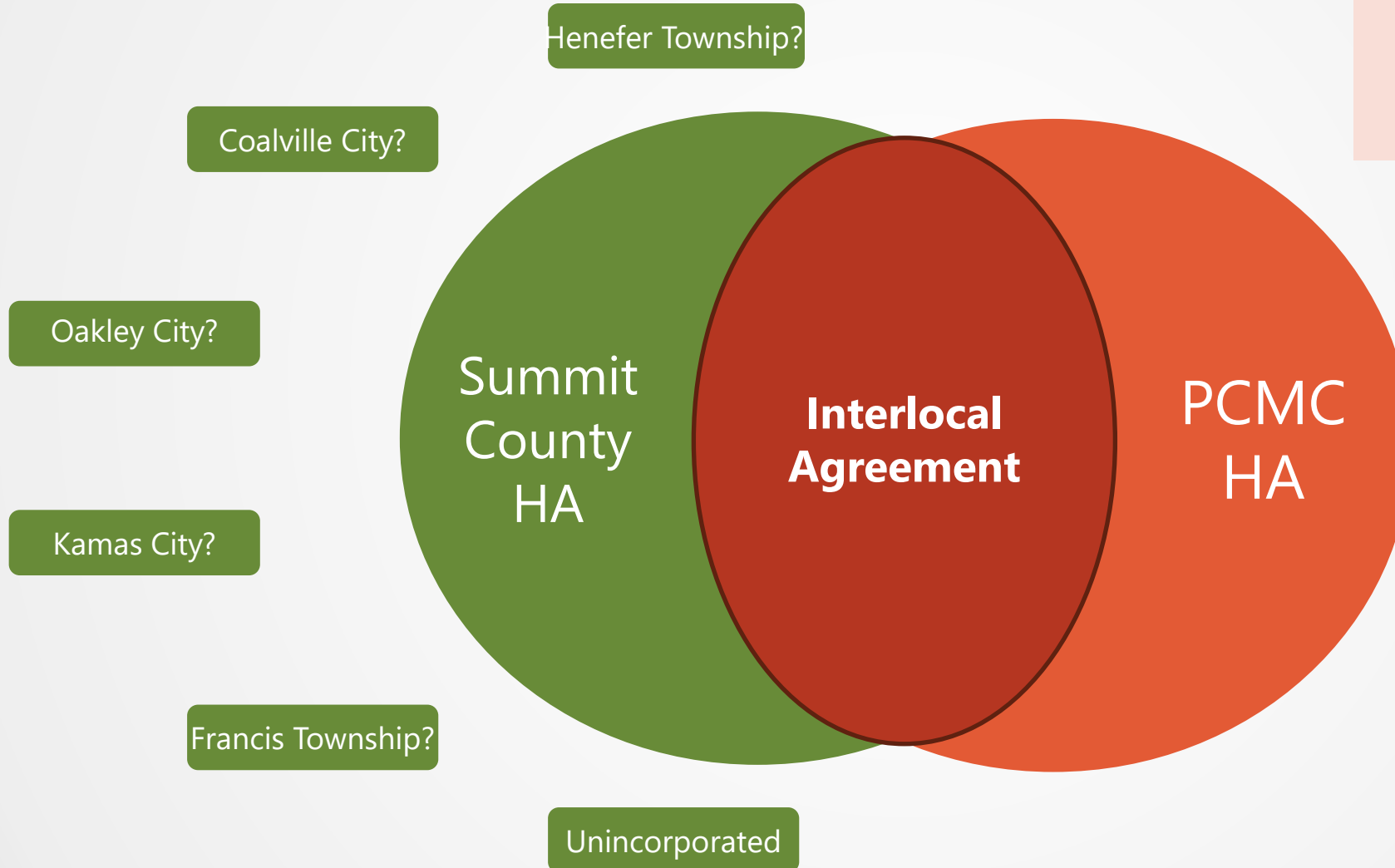
County “Umbrella” Housing Authority

Summit County would need to execute agreements to work within municipal or township boundaries



Multi-Housing Authority Model

Summit County would need to execute agreements to work within municipal or township boundaries.



Setting the Agenda

Define the organization's vision and mission, specific goals and strategies, and overall approach to the work.

Achieving Impact

Making progress toward the organization's goals and delivering measurable results and outcomes

Managing Operations

Monitoring internal processes and managing the organization's human and financial resources..



Goals of Regional Housing Authority



Core vs. Expanded Services

Level of public subsidy grows or remains constant unless development is brought online.

Level of public subsidy declines faster if more development is brought on-line. Requires additional resources from County and City including: cash, land & Policy support.

Core
Services

Expanded
Services



GOALS – Setting the Agenda

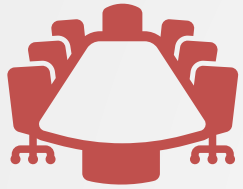
Core = \$1.5M

Enhanced = \$2.1M



	Threshold Goals	Core -Weight	Enhanced - Weight	Budget
Centralized Housing Services	Provide a convenient and efficient one-stop shop for community members for all things housing.	18%	16%	\$269K/\$345K
Increase Affordable/Attainable housing supply	Increase housing supply to meet the demand in the region.	18%	25%	\$271K/\$516K
Educate & Advocate for Affordable Housing	Provide information to the community on programs and assistance available as well as the benefits of affordable housing.	22%	20%	\$327K/\$412K
Maintain Community and Governmental Relations	Establish and maintain relations with key stakeholder groups, non-profits, governmental organizations, and elected officials.	14%	10%	\$205K/\$215K
Compliance with Federal, State, and Local Regulations	Ensure that all programs, developments, meet all the regulations, and compliance measures required.	11%	12%	\$162K/\$242K
Become Financially Independent through Revenue Generation and Fundraising	Work to promote fiscal responsibility and create revenue generating programs to lead towards financial independence from local governmental subsidies.	18%	18%	\$266K/\$371K

Control of Housing Authority



The Housing Authority is a stand-alone organization with an independent board that provides direction on the strategy and policy of the organization.



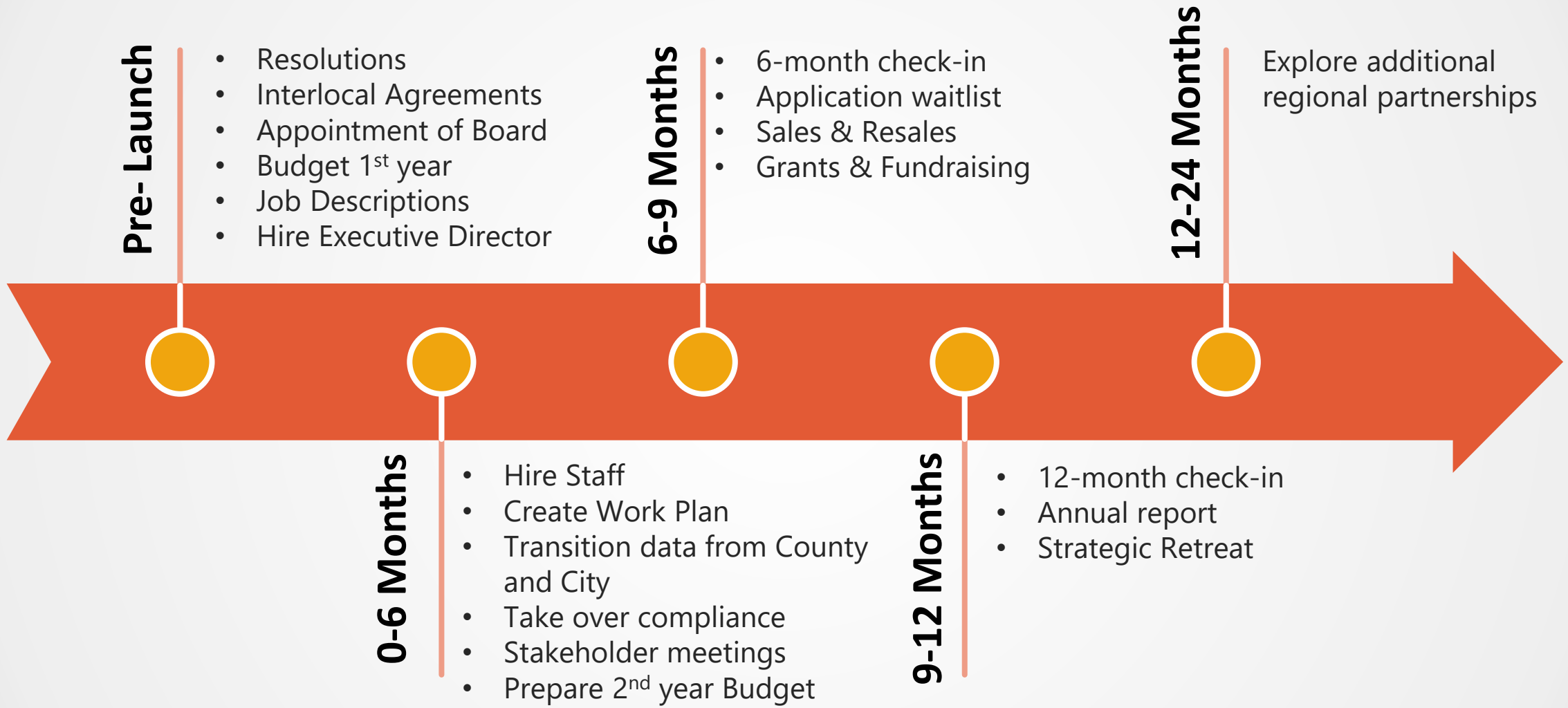
A representative from both the County and City Councils sits on the board but does not have a majority vote.



The remainder of the board is made up of local stakeholders and residents of affordable housing.



The Executive Director is responsible for the day-to-day operations of the organization.

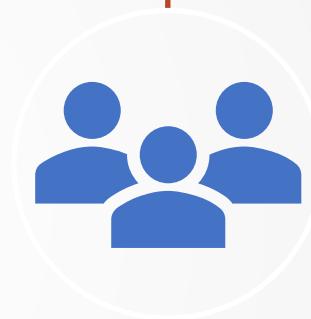




Regional Collaboration?



Regional Housing
Authority



Committee +



Core
Services



Enhanced
Services

Recommend Motion

Direct Staff to prepare the required resolutions, ordinances and interlocal agreements to create a regional housing authority?



Core Services - Budget

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Enhanced Services Budget

Enhanced Regional Housing Authority Estimated Budget

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