



**PARK CITY COUNCIL MEETING
SUMMIT COUNTY, UTAH
March 13, 2025**

The Council of Park City, Utah, will hold its regular meeting in person at the Marsac Municipal Building, City Council Chambers, at 445 Marsac Avenue, Park City, Utah 84060. Meetings will also be available online and may have options to listen, watch, or participate virtually. [Click here for more information.](#)

Zoom Link: <https://us02web.zoom.us/j/89200945757>

CLOSED SESSION - 2:00 p.m.

The Council may consider a motion to enter into a closed session for specific purposes allowed under the Open and Public Meetings Act (Utah Code § 52-4-205), including to discuss the purchase, exchange, lease, or sale of real property; litigation; the character, competence, or fitness of an individual; for attorney-client communications (Utah Code section 78B-1-137); or any other lawful purpose.

WORK SESSION

3:10 p.m. - 2025 Planning Commission Applicant Interviews

CLOSED SESSION - 4:45 p.m.

REGULAR MEETING - 5:30 p.m.

I. ROLL CALL

II. COMMUNICATIONS AND DISCLOSURES FROM COUNCIL AND STAFF

Council Questions and Comments

Staff Communications Reports

1. Main Street Resurfacing Program
2. December Sales Tax Report
3. Park City Police Department - 2024 Annual Report

III. PUBLIC INPUT (ANY MATTER OF CITY BUSINESS NOT SCHEDULED ON THE AGENDA)

IV. CONSIDERATION OF MINUTES

1. Consideration to Approve the City Council Meeting Minutes from February 13 and 14, 2025

V. CONSENT AGENDA

1. Request to Authorize the City Manager to Execute an Agreement in a Form Approved by the City Attorney's Office with Cache Valley Electric Co. for the Installation of an ABB Pantograph Overhead Charge System for Battery Electric Buses at 1616 Shortline Rd, Not to Exceed \$309,183.72

VI. OLD BUSINESS

1. Consideration to Approve Funding Recommendations for the FY25 Public Service Contracts
(A) Public Input (B) Action
2. Discuss Snow Creek Pedestrian Crossing Alternatives
(A) Public Input

VII. NEW BUSINESS

1. Discuss Using Ranked Choice Voting as the Voting Method in the 2025 Municipal Election
(A) Public Input
2. 2025 Legislative Session Update

Each week during the 2025 Legislative Session, the City Manager will provide an update and synopsis of the session to date. The Legislative Bill Tracking List will be updated 24-48 hours prior to the City Council Meeting and available [here](#).
3. Consideration to Approve Resolution No. 01-2025, a Resolution of the City Council of Park City, Utah, Providing for the Creation of DV Snow Park Public Infrastructure Districts Nos. 1 through 3 as Independent Districts; Authorizing and Approving a Governing Document and an Interlocal Agreement; Appointing Boards of Trustees; Authorizing Other Documents in Connection Therewith; and Related Matters
(A) Public Input (B) Action

VIII. 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.

***Parking is available at no charge for Council meeting attendees who park in the China Bridge parking structure.**

City Council Staff Report



Subject: Planning Commission Interviews
Author: Michelle Downard
Department: Executive Department
Date: March 13, 2025

Summary Recommendation

The City Council should briefly interview Planning Commission applicants to help appoint three seats.

Background

Public bodies play an important role in the inclusion of community members and stakeholders in the administration of City policy, programs, and initiatives. When community members are included in local government decision-making, they are more likely to trust and improve government actions--participation fosters a sense of ownership, as their voices and experience shape public policies and programs.

The Planning Commission, specifically, consists of seven members who serve four-year staggered terms that expire in July. Members serve until a successor is appointed and must be residents of Park City and reside within Park City for at least 90 days before being appointed.

The Planning Commission reviews development applications for consistency with the General Plan and Land Management Code, acting on land use applications, plats, Conditional Use Permits, and Master Planned Developments. The Planning Commission also reviews and forwards recommendations to the City Council for Land Management Code amendments, annexations, zoning, and General Plan updates.

Planning Commission	Term Expiration
Sarah Hall	Jul-24
William Johnson	Jul-24
Laura Suesser	Jul-25
Henry Sigg	Jul-26
John Frontero	Jul-26
Rick Shand	Jul-27
Christin Van Dine	Jul-27

[PCMC 15-12-1](#) establishes that Planning Commission members are appointed by the Mayor with the advice and consent of the City Council and states that alternate members may be appointed. [PCMC 15-12-4](#) requires appointments to fairly represent the interests of all residents of the community.

More recently, on September 1, 2022, the City Council adopted [Ordinance No. 2022-30](#), amending Planning Commissioner qualifications as follows:

Members of the Planning Commission shall be residents of Park City and have resided within the City for at least ninety (90) days prior to being appointed. *There should be a priority for at least one Planning Commissioner to be a land use professional, including but not limited to experience in construction, planning, architecture, or real estate development.*

Analysis

The Mayor and Council will consider filling three seats (Hall, Johnson, and Suesser), and the effective dates and term lengths (may include four-year terms or terms of varying lengths to maintain staggering).

Applicant interest was strong, with 16 eligible applications received. They include Arthur Johnson, Bill Johnson, Casey Christ, Christopher O'Neill, Claudio Brasca, Derek Fossey, Grant Tilson, Jake Dewey, Jeffrey Pierce, Katherine Kendall, Robert Carey, Sarah Hall, Seth Beal, Steven Michalski, Suzanne Rosenberg, and Tyler Greene. The Council is scheduled to interview applicants during the March 13 and 27, 2025, Council meetings.

City Council Staff Communication

Subject: Main Street Resurfacing
Authors: Troy Dayley, Public Works Director
Department: Public Works
Date: March 13, 2025

Summary

The following is an updated pavement resurfacing plan for Park City's Main Street, between Heber Avenue and Swede Alley, as a result of the Main Street water line replacement project.

- **Type II Slurry Seal:** Scheduled **late June 2025**, or immediately following the completion of the water line replacement project. This will enhance the road's appearance while allowing time for any trench settlement to occur, which remains a considerable concern given our experience with Main Street's subsurface structure. Typically, after a Type II Slurry Seal, some confusion is created as the public will often assume it was a full repaving when it is not.
- **Full Main Street Repaving Deferred to 2026:** Postponing the full resurfacing ensures all trenches and substructural elements settle and can be properly repaired before the final paving occurs.

Background

Over the past year, Public Works informed City Council and the Historic Park City Alliance (HPCA) that the Main Street resurfacing project would be best completed in 2026 following the water line infrastructure improvement project. However, Public Utilities now anticipates completing the water line project by early summer 2025, ahead of schedule.

During the first phase of the water line project, we observed that the contractor faced challenges adequately compacting around the numerous utilities that lie within and under Main Street. As a result, some trench settlement will occur when the water line project is completed.

To address potential trench settlement, repairs will involve cutting and removing the asphalt, compacting additional road base, and patching the asphalt. However, it is not practical to dig up a newly paved road until settlement has occurred and all repairs are complete. Fortunately, Silver Spur, the water project contractor, will be responsible for mitigating any trench settlement that may arise for one year as part of their required warranty.

Recognizing that Main Street's appearance is below our standards due to trenching and its age, we plan to apply a Type II Slurry Seal immediately after the water line project is completed this summer, and as part of the 2025 Pavement Management Program. This

will improve the road's appearance for the entire year while mitigation of trench settlement is completed, and the full resurfacing project is scheduled for spring 2026.

Several dining decks will be in place during the slurry seal application, the paving contractor will work around these structures and return in the fall to address skipped areas once the dining decks are removed for the winter season.

The 2026 Pavement Management Program includes roto-milling the top few inches of pavement and replacing it with a new lift of hot asphalt.

The Streets team will work closely with HPCA and merchants to determine a time and date for slurry seal that impacts Main Street business operations the least. Additionally, the City's Community Engagement team will work in partnership with HPCA to ensure that business owners, merchants, and other stakeholders are informed of the project details, impacts, and timeline, thereby coordinating delivery and trash and recycling impacts.

Main Street Business District Pavement Treatment Schedule		
Street Segment	Treatment	Schedule
Main Street: Swede Alley to Hillside Avenue	Full Reconstruction	Completed Summer 2023
Main Street: Deer Valley Drive to Heber Avenue	Roto-mill and repave	Completed 7-2024
Heber Avenue: Swede Alley To Park Avenue	Roto-mill and repave	Completed 7-2024
7th Street: Park Avenue to Main Street	Roto-mill and repave	Completed 7-2024
9 th Street: Park Avenue to Main Street	Roto-mill and repave	Completed 7-2024
4th Street: Park Avenue to Main Street	Roto-mill and repave	Recommended Summer 0025
5th Street: Park Avenue to Main Street	Roto-mill and repave	Recommended Summer 2025
Main Street: Heber Avenue to Swede Alley	Type II Slurry Seal	Recommended Summer 2025
Main Street: Heber Avenue to Swede Alley	Roto-mill and repave	Recommended Summer 2026

Description of Pavement Treatment and Anticipated Impacts

Slurry Seal (Estimated Cost \$60,000)

Slurry is made from emulsified asphalt (a mixture made from oil and fine sand aggregate). Applied to existing asphalt, once the street is cleaned, a slurry and aggregate material are mixed and then applied from the back of a large truck using a screed to create a thin layer of slurry material. We recommend starting our preparation and cleaning at 2am to minimize business disruptions as much as possible.

Application timeline:

Preparation and clean 4 hours

Application of Slurry 6 hours

Cure time 6 additional hours.

Open to foot traffic in 2 hours following application.

Street will likely be closed for one full day to vehicle traffic, and we will work with HPCA to determine the least impactful day.

Pavement Overlays, Roto-milling and Utility Adjustments (Estimated Cost \$425,000)

Utility adjustments are required before and after an overlay is conducted. Lowering manholes, water valves, gas valves, and monument markers are necessary to allow for adequate roto-milling. Roto-milling removes the top 3" of existing asphalt. A new asphalt wear surface of 3"

will be compacted into place and all utility access will be readjusted to the finished street surface.

Application timeline:

- Lower utilities in advance of roto milling, 5 full days (Rolling impacts to traffic)

- Roto-milling, 2 days (Partial Street closures)

- New asphalt pavement, 2 days (Mostly full street closure)

- Readjustment of utility access, 7-10 days (Rolling impacts to traffic)

Staff Communication



Subject: December Sales Tax Report
Author: Budget Team
Department: Budget
Date: March 13, 2025

December Sales Tax Update

As we continue to update our analysis procedures to focus on monthly sales tax revenue rather than just the distribution, two key considerations must be addressed.

1. The first is the 50/50 rule, which applies to two of Park City's sales taxes: the Local Option Sales Tax and the Additional Mass Transit Local Portion of the 4th Quarter Transportation Sales Tax. Under this rule, the City retains half of the revenue generated at the point of sale, while the other half is pooled at the State level and redistributed based on population.

The Tax Commission provides data that includes both portions, making it difficult to distinguish between locally retained revenue and the redistributed portion. Reporting total revenue provides a strong indicator of Park City's economic performance, but tracking those figures remains essential because the City's budget is based on monthly distributions. We could work with the Tax Commission on a longer-term solution; however, using monthly revenue figures as performance indicators rather than budget tracking tools puts the emphasis on Park City's economic production.

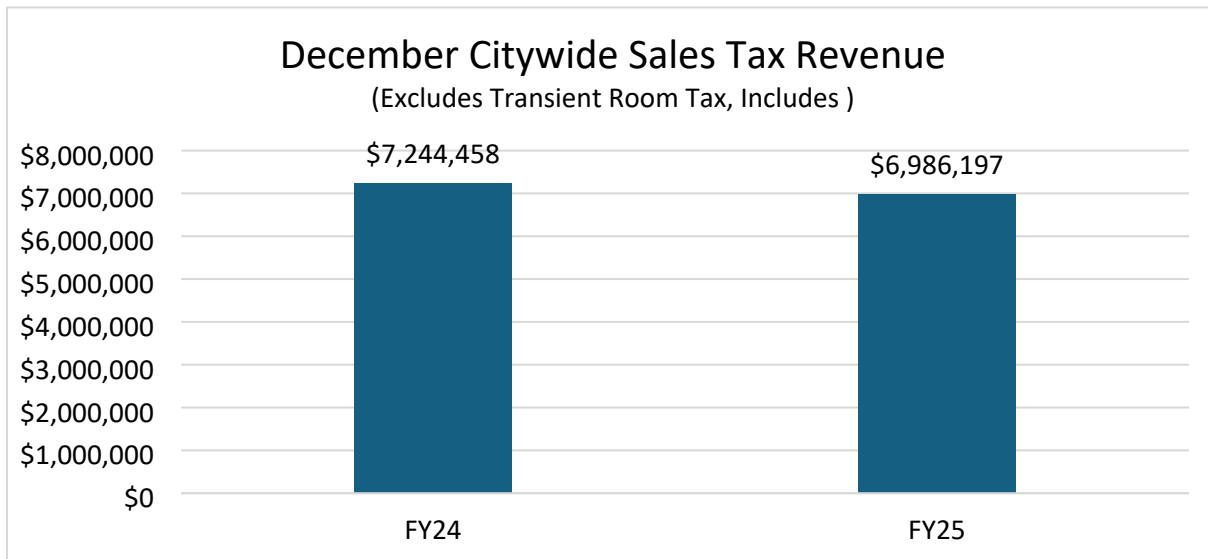
Therefore, we will continue to rely on the monthly distributions to track budget performance.

2. The second consideration is the time lag in recognizing total revenue for any given month. Sales tax revenue is often adjusted for several months—sometimes even years—after the initial reporting period. While these adjustments tend to be minimal, they do impact month-to-month comparisons.

For example, in the previous year, December reported revenue increased by approximately \$200,000 over the following six months, with 94% of the subsequent 12-month adjustments occurring within the first six months. This introduces uncertainty when evaluating any given month's revenue at the time of reporting. Appendix A will include updates as new revenue is realized in months we've already reported, which provides a more ongoing and accurate tally.

Sales Tax Revenue

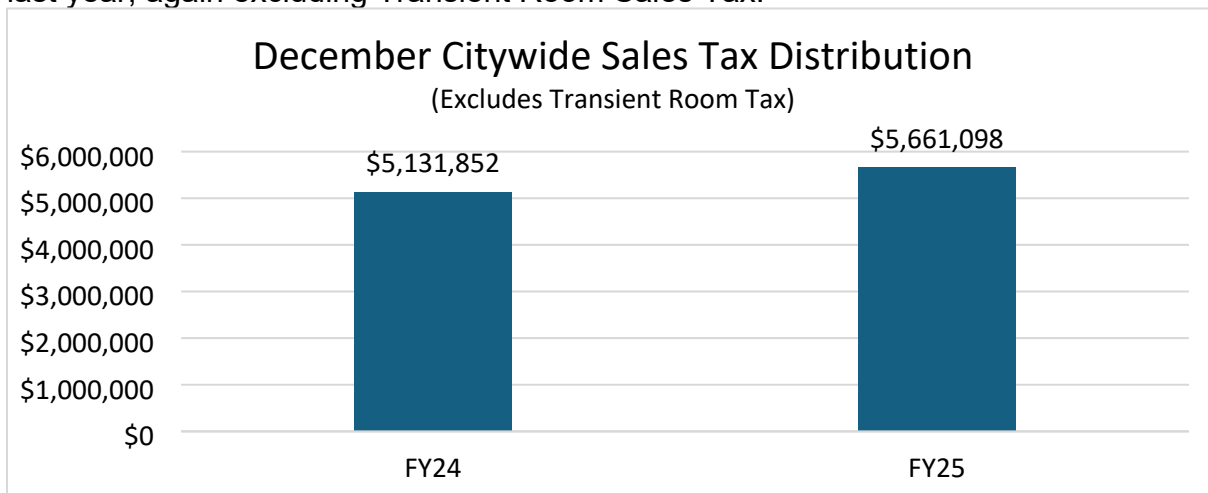
December 2024 sales tax revenue, excluding Transient Room Sales Tax, declined by 3.6% (-\$258,261) compared to December 2023. However, additional filings in the coming months are anticipated to close that gap. Despite the December dip, overall sales tax revenue for the final quarter of 2024 increased by 2% (\$242,561), and fiscal year-to-date citywide sales tax revenue remains up 3.6% (\$767,280) compared to last year.



On the lodging front, December revenue also dipped slightly by 4.12% (-\$28,327) compared to last year, and Transient Room Tax revenue sipped 1.4% (-\$15,024), but year-to-date revenue is still up 0.8% (\$13,651). Short-term rentals may have lost some ground compared to last year, contributing to the slight decrease.

December Sales Tax Distribution

The December sales tax distribution, excluding Transient Room tax, outpaced last year by 10.3% (\$529,246). Year-to-date, this translates into an increase of \$214,933 from last year, again excluding Transient Room Sales Tax.



The December sales tax distribution resulted in a 1.2% increase (\$36,744) over the planned General Fund budget. Year-over-year, General Fund sales tax distributions remained nearly in line with expectations, down only 0.6% (-\$62,985) from the budgeted amount. Sales tax distributions for the Capital and Transportation Funds followed a similar trajectory, reflecting citywide sales tax performance's overall stability.

Lodging also activity showed positive momentum, with Transient Room Tax revenue in the December distribution rising by 12.4% (\$71,761) compared to last year. However, year-to-date fiscal year 2025 distributions have lagged slightly, down 3% (-\$53,061) from last year and 6% (-\$106,427) from the year-to-date budget.

December is a key indicator of early winter economic performance, accounting for more than 12% of monthly sales tax distributions. While the month's results suggest a stable start to the season, several signs of caution are on the horizon. While some tourism data suggests moderate visitation levels, other key metrics, such as cell phone activity (which has historically correlated closely with sales tax revenue), have declined.

We continue collaborating with the PC Chamber of Commerce to regularly assess a range of global, national, and local economic indicators, including consumer spending patterns and tourism activity. This ongoing analysis will help ensure that our fiscal year 2025 budget and revenue forecasts align with current economic trends and that any proactive adjustments can be made accordingly.

Exhibit A: FY25 December Sales Tax Revenue

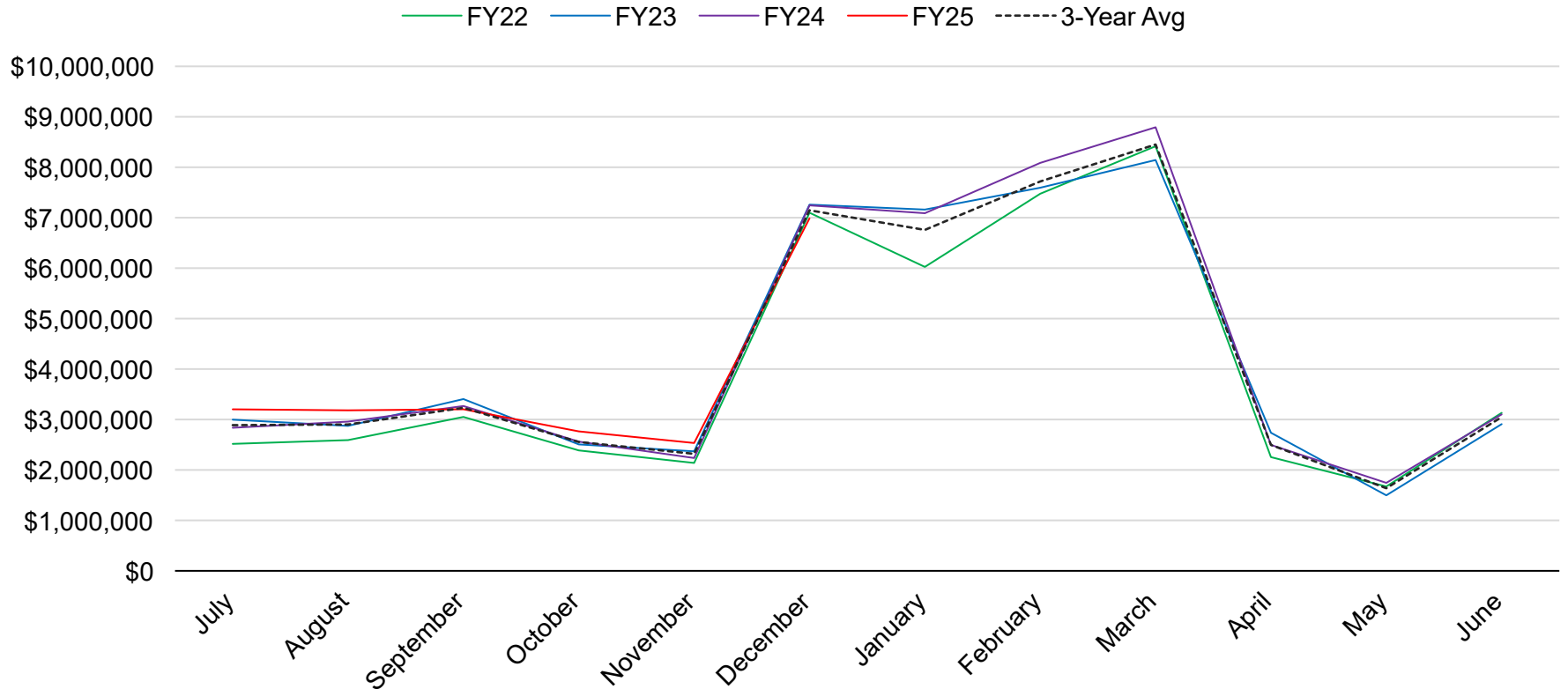
Exhibit B: FY25 December Sales Tax Distribution

December Sales Tax Appendix I



Sales Tax Revenue

Monthly Sales Tax Revenue Over Time by Month



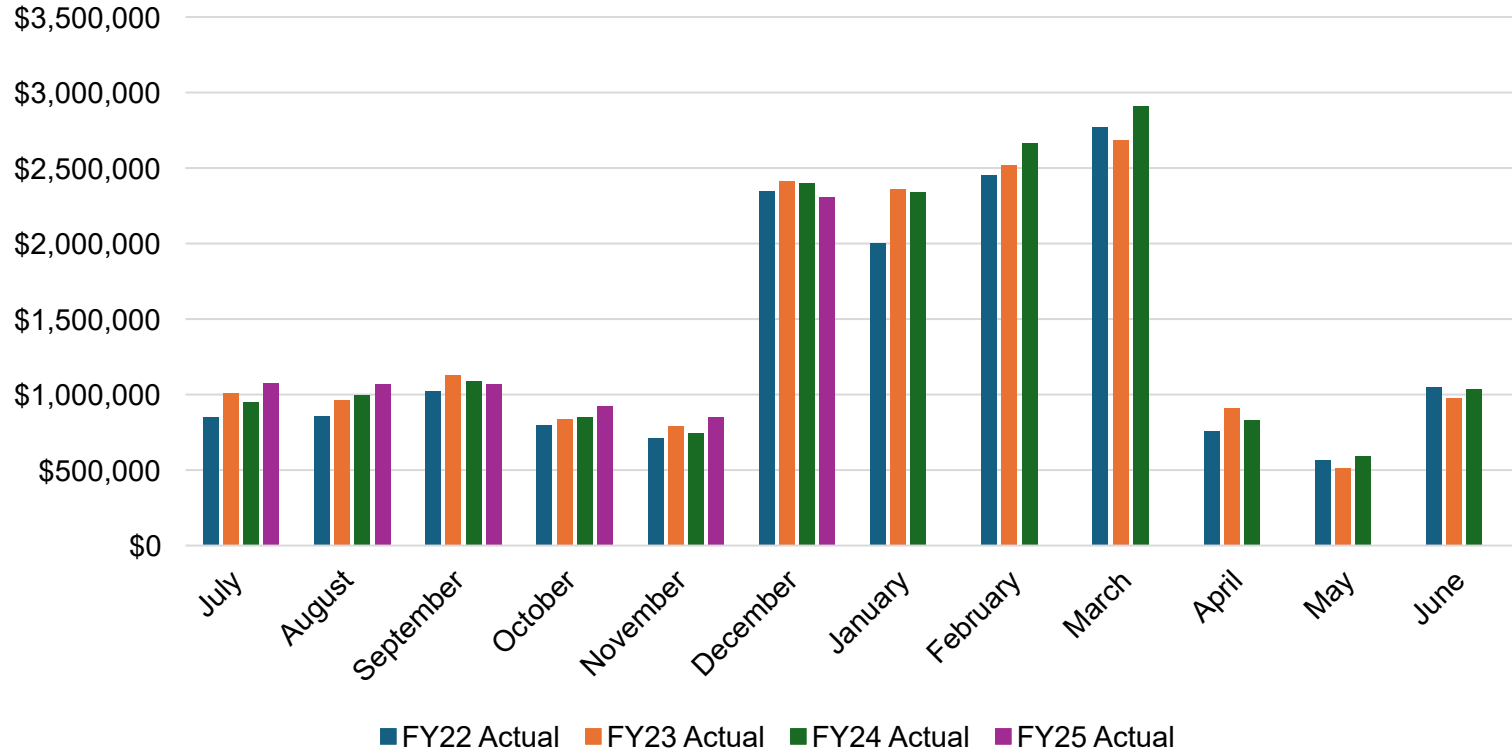
Local Option Sales Tax

Local Option Sales Tax - Monthly					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$847,859	\$1,011,884	\$952,467	\$1,075,312	12.90%
August	\$857,976	\$966,504	\$993,978	\$1,070,802	7.73%
September	\$1,020,252	\$1,132,365	\$1,087,893	\$1,066,613	-1.96%
October	\$801,229	\$838,395	\$852,943	\$920,702	7.94%
November	\$712,206	\$793,974	\$746,844	\$848,942	13.67%
December	\$2,345,390	\$2,412,341	\$2,403,134	\$2,309,062	-3.91%
January	\$2,002,372	\$2,363,458	\$2,339,652	\$0	-100.00%
February	\$2,451,609	\$2,520,060	\$2,664,415	\$0	-100.00%
March	\$2,772,266	\$2,688,081	\$2,908,804	\$0	-100.00%
April	\$755,905	\$909,882	\$833,050	\$0	-100.00%
May	\$566,444	\$512,721	\$591,757	\$0	-100.00%
June	\$1,049,019	\$976,147	\$1,039,497	\$0	-100.00%
Total	\$16,182,527	\$17,125,811	\$17,414,434	\$7,291,433	-58.13%

Local Option Sales Tax - Culmulative					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$847,859	\$1,011,884	\$952,467	\$1,075,312	12.90%
August	\$1,705,834	\$1,978,388	\$1,946,445	\$2,146,114	10.26%
September	\$2,726,086	\$3,110,753	\$3,034,338	\$3,212,727	5.88%
October	\$3,527,315	\$3,949,147	\$3,887,281	\$4,133,429	6.33%
November	\$4,239,521	\$4,743,121	\$4,634,125	\$4,982,372	7.51%
December	\$6,584,912	\$7,155,462	\$7,037,260	\$7,291,433	3.61%
January	\$8,587,283	\$9,518,920	\$9,376,912	\$0	-100.00%
February	\$11,038,892	\$12,038,980	\$12,041,327	\$0	-100.00%
March	\$13,811,158	\$14,727,060	\$14,950,131	\$0	-100.00%
April	\$14,567,064	\$15,636,942	\$15,783,180	\$0	-100.00%
May	\$15,133,508	\$16,149,663	\$16,374,937	\$0	-100.00%
June	\$16,182,527	\$17,125,811	\$17,414,434	\$0	-100.00%

Local Option Sales Tax

Local Option Sales Tax Actual Sales Tax Revenues Over Time by Month



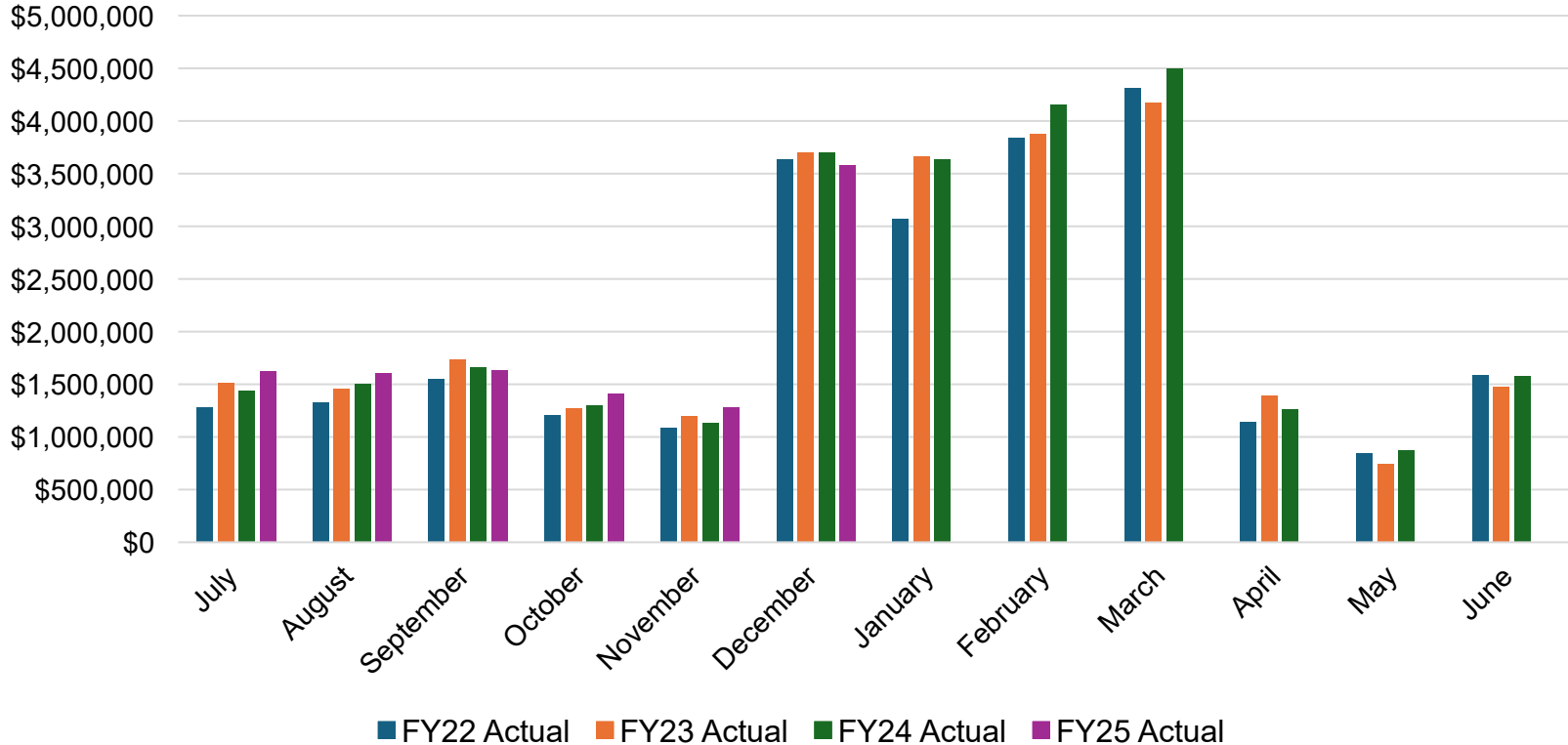
Resort Sales Tax

Resort Sales Tax - Monthly					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$1,278,165	\$1,511,648	\$1,438,535	\$1,622,494	12.8%
August	\$1,326,433	\$1,455,310	\$1,499,781	\$1,609,920	7.34%
September	\$1,546,430	\$1,733,535	\$1,663,311	\$1,630,467	-1.97%
October	\$1,206,653	\$1,271,637	\$1,302,664	\$1,408,401	8.12%
November	\$1,087,514	\$1,195,718	\$1,134,333	\$1,281,174	12.95%
December	\$3,631,881	\$3,704,745	\$3,701,339	\$3,576,631	-3.37%
January	\$3,072,425	\$3,666,912	\$3,633,778	\$0	-100.00%
February	\$3,838,942	\$3,874,316	\$4,150,876	\$0	-100.00%
March	\$4,317,260	\$4,174,509	\$4,497,565	\$0	-100.00%
April	\$1,142,621	\$1,395,317	\$1,267,399	\$0	-100.00%
May	\$841,527	\$747,495	\$876,909	\$0	-100.00%
June	\$1,586,260	\$1,472,279	\$1,574,361	\$0	-100.00%
Total	\$24,876,110	\$26,203,420	\$26,740,853	\$11,129,088	-58.38%

Resort Sales Tax - Culmulative					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$1,278,165	\$1,511,648	\$1,438,535	\$1,622,494	12.79%
August	\$2,604,598	\$2,966,958	\$2,938,317	\$3,232,415	10.01%
September	\$4,151,028	\$4,700,493	\$4,601,627	\$4,862,882	5.68%
October	\$5,357,681	\$5,972,130	\$5,904,292	\$6,271,283	6.22%
November	\$6,445,195	\$7,167,848	\$7,038,625	\$7,552,457	7.30%
December	\$10,077,075	\$10,872,593	\$10,739,964	\$11,129,088	3.62%
January	\$13,149,500	\$14,539,505	\$14,373,742	\$0	-100.00%
February	\$16,988,442	\$18,413,821	\$18,524,618	\$0	-100.00%
March	\$21,305,702	\$22,588,330	\$23,022,184	\$0	-100.00%
April	\$22,448,323	\$23,983,647	\$24,289,583	\$0	-100.00%
May	\$23,289,850	\$24,731,142	\$25,166,492	\$0	-100.00%
June	\$24,876,110	\$26,203,420	\$26,740,853	\$0	-100.00%

Resort Sales Tax

Resort Sales Tax Actual Sales Tax Revenues Over Time by Month



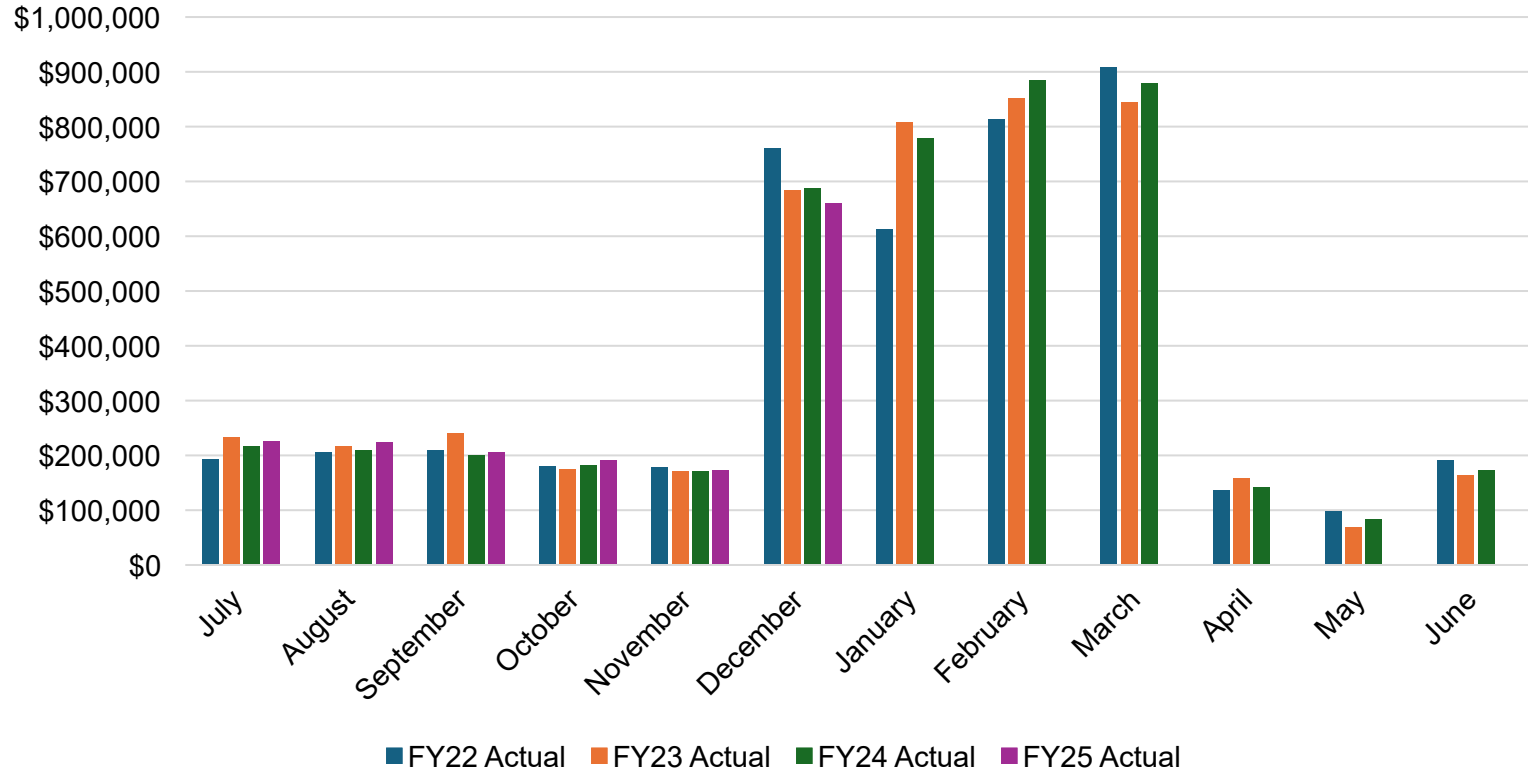
Transient Room Tax

Transient Room Sales Tax - Monthly					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$192,873	\$232,611	\$216,818	\$225,852	4.17%
August	\$205,990	\$215,889	\$209,397	\$223,423	6.70%
September	\$208,310	\$239,365	\$199,374	\$204,989	2.82%
October	\$180,412	\$174,220	\$180,961	\$191,158	5.64%
November	\$178,568	\$171,062	\$169,907	\$173,014	1.83%
December	\$760,154	\$683,571	\$687,474	\$659,147	-4.12%
January	\$612,523	\$806,674	\$778,616	\$0	-100.00%
February	\$813,161	\$851,654	\$883,396	\$0	-100.00%
March	\$908,326	\$843,928	\$877,999	\$0	-100.00%
April	\$135,990	\$157,703	\$140,928	\$0	-100.00%
May	\$97,843	\$68,221	\$82,512	\$0	-100.00%
June	\$190,768	\$163,767	\$171,888	\$0	-100.00%
Total	\$4,484,918	\$4,608,665	\$4,599,270	\$1,677,582	-63.53%

Transient Room Sales Tax - Culmulative					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$192,873	\$232,611	\$216,818	\$225,852	4.17%
August	\$398,863	\$448,500	\$426,215	\$449,275	5.41%
September	\$607,173	\$687,865	\$625,589	\$654,264	4.58%
October	\$787,585	\$862,085	\$806,550	\$845,422	4.82%
November	\$966,153	\$1,033,147	\$976,457	\$1,018,435	4.30%
December	\$1,726,307	\$1,716,718	\$1,663,931	\$1,677,582	0.82%
January	\$2,338,830	\$2,523,392	\$2,442,547	\$0	-100.00%
February	\$3,151,991	\$3,375,045	\$3,325,944	\$0	-100.00%
March	\$4,060,317	\$4,218,974	\$4,203,942	\$0	-100.00%
April	\$4,196,307	\$4,376,677	\$4,344,870	\$0	-100.00%
May	\$4,294,150	\$4,444,898	\$4,427,382	\$0	-100.00%
June	\$4,484,918	\$4,608,665	\$4,599,270	\$0	-100.00%

Transient Room Tax

Transient Room Sales Tax Actual Sales Tax Revenues Over Time by Month



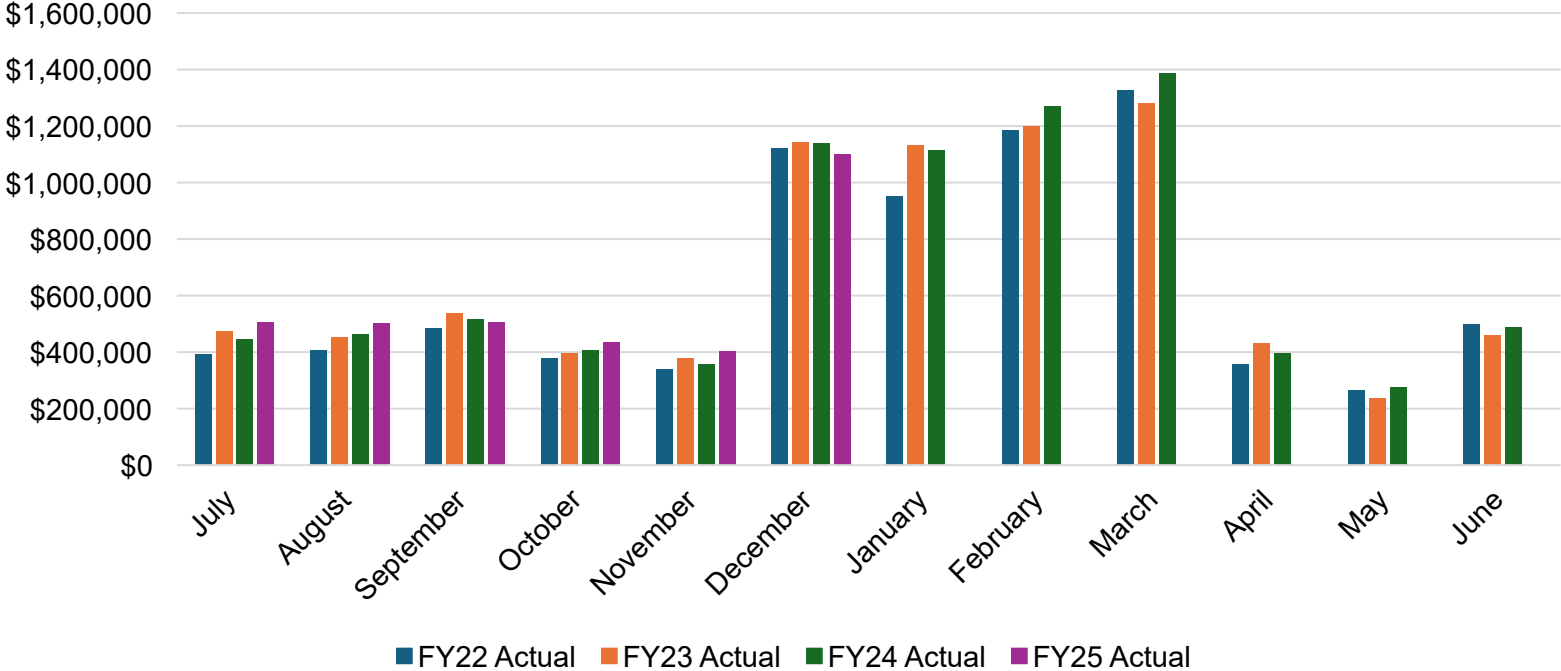
Transportation Sales Taxes

Transportation Sales Taxes - Monthly					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$390,672	\$473,227	\$445,159	\$503,959	13.21%
August	\$407,150	\$451,676	\$464,114	\$500,739	7.89%
September	\$483,721	\$538,850	\$515,850	\$505,501	-2.01%
October	\$379,127	\$396,141	\$405,231	\$435,216	7.40%
November	\$338,960	\$378,840	\$355,271	\$403,674	13.62%
December	\$1,121,426	\$1,141,917	\$1,139,984	\$1,100,504	-3.46%
January	\$949,802	\$1,130,561	\$1,115,488	\$0	-100.00%
February	\$1,184,078	\$1,199,763	\$1,270,925	\$0	-100.00%
March	\$1,326,749	\$1,280,500	\$1,386,173	\$0	-100.00%
April	\$355,690	\$431,899	\$395,176	\$0	-100.00%
May	\$264,387	\$236,556	\$275,102	\$0	-100.00%
June	\$496,472	\$459,794	\$487,821	\$0	-100.00%
Total	\$7,698,235	\$8,119,723	\$8,256,295	\$3,449,593	-58.22%

Transportation Sales Taxes - Culmulative					
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Actual	FY25 v FY24, % Variance
July	\$390,672	\$473,227	\$445,159	\$503,959	13.21%
August	\$797,822	\$924,902	\$909,274	\$1,004,698	10.49%
September	\$1,281,544	\$1,463,753	\$1,425,124	\$1,510,199	5.97%
October	\$1,660,671	\$1,859,894	\$1,830,355	\$1,945,414	6.29%
November	\$1,999,631	\$2,238,734	\$2,185,626	\$2,349,088	7.48%
December	\$3,121,057	\$3,380,651	\$3,325,610	\$3,449,593	3.73%
January	\$4,070,859	\$4,511,212	\$4,441,099	\$0	-100.00%
February	\$5,254,937	\$5,710,975	\$5,712,023	\$0	-100.00%
March	\$6,581,686	\$6,991,475	\$7,098,196	\$0	-100.00%
April	\$6,937,376	\$7,423,374	\$7,493,372	\$0	-100.00%
May	\$7,201,763	\$7,659,930	\$7,768,474	\$0	-100.00%
June	\$7,698,235	\$8,119,723	\$8,256,295	\$0	-100.00%

Transportation Sales Taxes

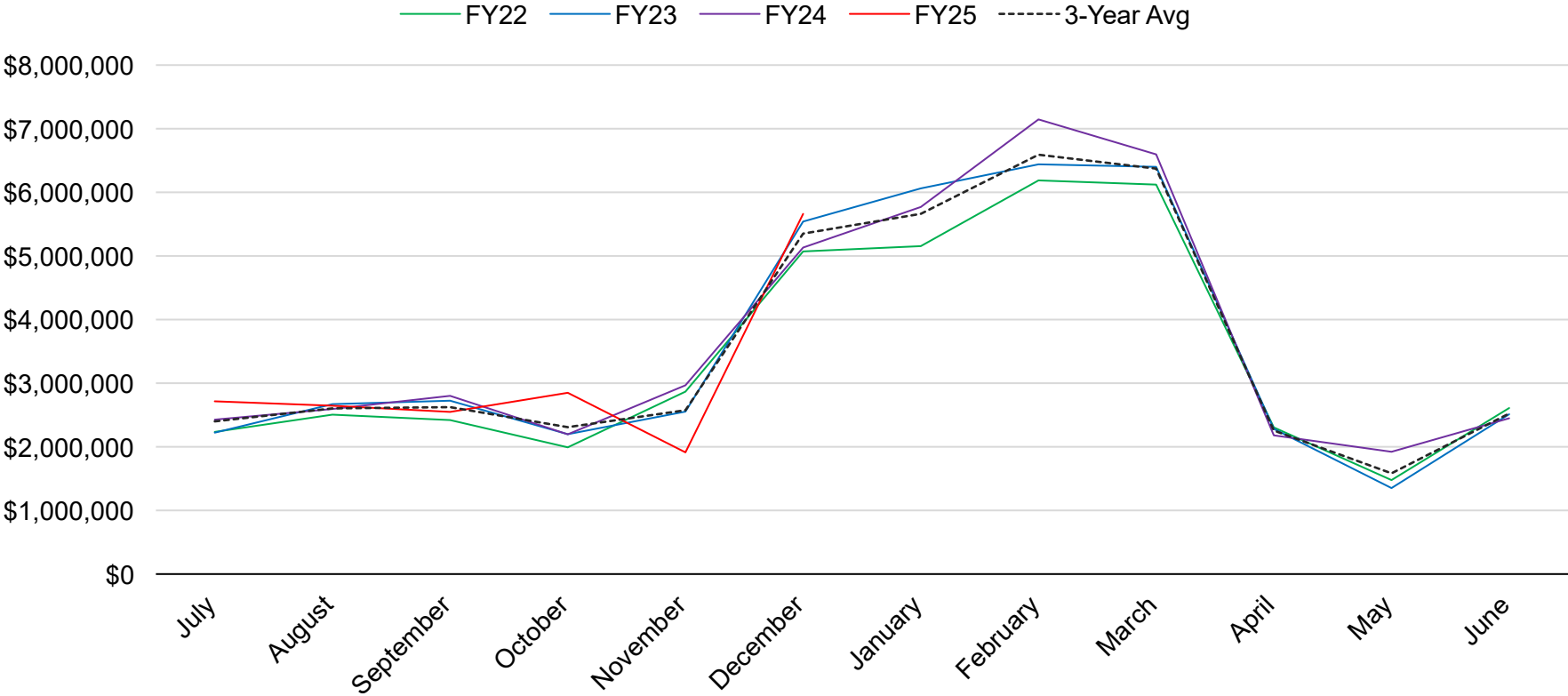
Transportation Sales Taxes
Actual Sales Tax Revenues Over Time by Month
(Excludes Additional Mass Transit Tax 2nd Quarter)



December Sales Tax Appendix II

Sales Tax Distributions

Sales Tax Revenue Distribution Over Time by Month



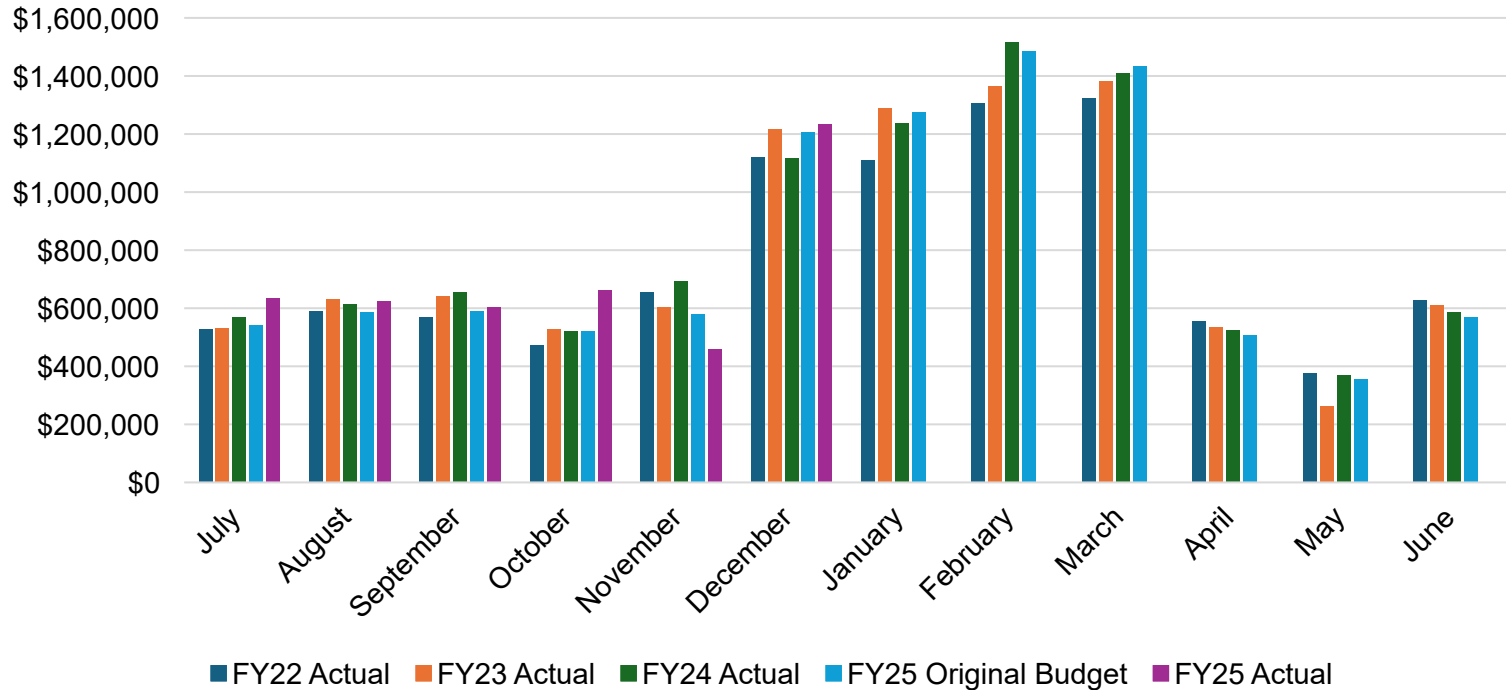
Local Option Sales Tax Distribution

Local Option Sales Tax - Monthly							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$529,671	\$532,806	\$570,791	\$540,611	\$634,037	11.08%	17.28%
August	\$589,690	\$631,245	\$612,827	\$586,634	\$623,012	1.66%	6.20%
September	\$569,012	\$641,829	\$655,342	\$591,059	\$604,981	-7.68%	2.36%
October	\$473,070	\$526,872	\$521,364	\$520,121	\$661,089	26.80%	27.10%
November	\$655,496	\$603,371	\$695,129	\$580,142	\$460,257	-33.79%	-20.66%
December	\$1,119,655	\$1,216,593	\$1,116,760	\$1,205,555	\$1,233,701	10.47%	2.33%
January	\$1,110,233	\$1,288,403	\$1,236,790	\$1,275,560	\$0	-100.00%	-100.00%
February	\$1,305,827	\$1,366,459	\$1,518,413	\$1,484,887	\$0	-100.00%	-100.00%
March	\$1,323,165	\$1,380,769	\$1,408,614	\$1,435,712	\$0	-100.00%	-100.00%
April	\$556,420	\$534,284	\$525,152	\$508,142	\$0	-100.00%	-100.00%
May	\$375,382	\$264,260	\$370,168	\$356,718	\$0	-100.00%	-100.00%
June	\$626,591	\$611,246	\$586,773	\$568,501	\$0	-100.00%	-100.00%
Total	\$9,234,210	\$9,598,138	\$9,818,123	\$9,653,643	\$4,217,077	-57.05%	-56.32%

Local Option Sales Tax - Culmulative							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$529,671	\$532,806	\$570,791	\$540,611	\$634,037	11.08%	17.28%
August	\$1,119,361	\$1,164,051	\$1,183,618	\$1,127,245	\$1,257,049	6.20%	11.52%
September	\$1,688,373	\$1,805,880	\$1,838,960	\$1,718,304	\$1,862,030	1.25%	8.36%
October	\$2,161,443	\$2,332,752	\$2,360,324	\$2,238,426	\$2,523,119	6.90%	12.72%
November	\$2,816,939	\$2,936,124	\$3,055,453	\$2,818,568	\$2,983,376	-2.36%	5.85%
December	\$3,936,593	\$4,152,716	\$4,172,213	\$4,024,123	\$4,217,077	1.08%	4.79%
January	\$5,046,826	\$5,441,119	\$5,409,003	\$5,299,683	\$0	-100.00%	-100.00%
February	\$6,352,653	\$6,807,579	\$6,927,416	\$6,784,570	\$0	-100.00%	-100.00%
March	\$7,675,818	\$8,188,348	\$8,336,030	\$8,220,282	\$0	-100.00%	-100.00%
April	\$8,232,238	\$8,722,631	\$8,861,182	\$8,728,424	\$0	-100.00%	-100.00%
May	\$8,607,619	\$8,986,891	\$9,231,350	\$9,085,142	\$0	-100.00%	-100.00%
June	\$9,234,210	\$9,598,138	\$9,818,123	\$9,653,643	\$0	-100.00%	-100.00%

Local Option Sales Tax Distribution

Local Option Sales Tax Historical Sales Tax Distributions Over Time by Month



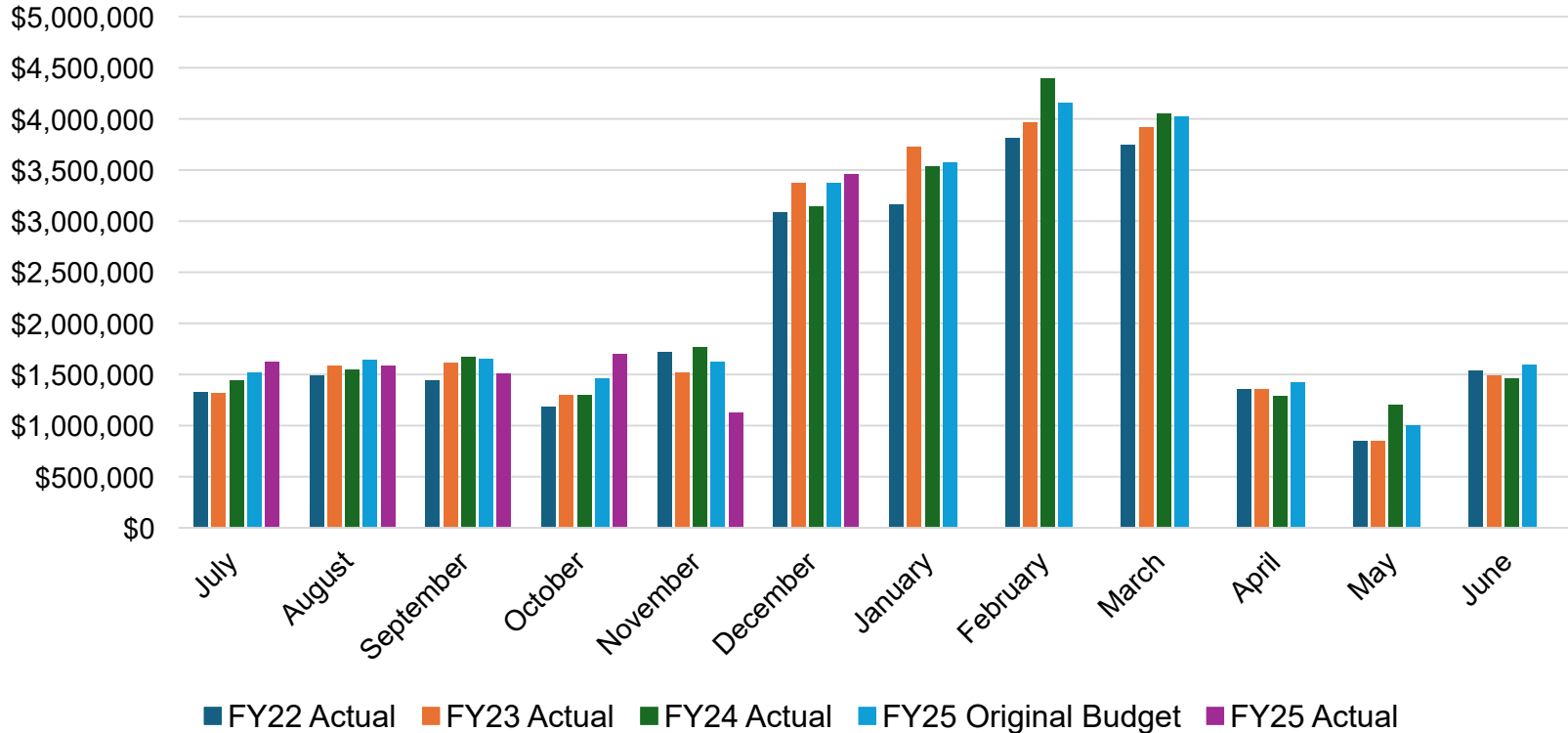
Resort Sales Tax Distribution

Resort Sales Tax - Monthly							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$1,324,191	\$1,312,332	\$1,442,948	\$1,512,711	\$1,618,474	12.2%	6.99%
August	\$1,486,151	\$1,586,065	\$1,541,605	\$1,641,491	\$1,580,122	2.50%	-3.74%
September	\$1,439,786	\$1,615,491	\$1,668,124	\$1,653,874	\$1,508,595	-9.56%	-8.78%
October	\$1,177,422	\$1,296,056	\$1,299,701	\$1,455,379	\$1,700,690	30.85%	16.86%
November	\$1,717,615	\$1,512,524	\$1,764,089	\$1,623,326	\$1,125,600	-36.19%	-30.66%
December	\$3,082,526	\$3,368,390	\$3,140,247	\$3,373,328	\$3,458,333	10.13%	2.52%
January	\$3,157,600	\$3,729,527	\$3,538,256	\$3,569,210	\$0	-100.00%	-100.00%
February	\$3,812,931	\$3,965,502	\$4,397,749	\$4,154,940	\$0	-100.00%	-100.00%
March	\$3,746,856	\$3,920,247	\$4,053,790	\$4,017,342	\$0	-100.00%	-100.00%
April	\$1,354,702	\$1,356,848	\$1,283,854	\$1,421,859	\$0	-100.00%	-100.00%
May	\$849,574	\$844,454	\$1,202,996	\$998,151	\$0	-100.00%	-100.00%
June	\$1,538,289	\$1,491,338	\$1,462,232	\$1,590,752	\$0	-100.00%	-100.00%
Total	\$24,687,643	\$25,998,774	\$26,795,590	\$27,012,364	\$10,991,815	-58.98%	-59.31%

Resort Sales Tax - Culmulative							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$1,324,191	\$1,312,332	\$1,442,948	\$1,512,711	\$1,618,474	12.16%	6.99%
August	\$2,810,341	\$2,898,396	\$2,984,553	\$3,154,203	\$3,198,596	7.17%	1.41%
September	\$4,250,127	\$4,513,887	\$4,652,677	\$4,808,077	\$4,707,191	1.17%	-2.10%
October	\$5,427,549	\$5,809,943	\$5,952,378	\$6,263,456	\$6,407,882	7.65%	2.31%
November	\$7,145,164	\$7,322,467	\$7,716,467	\$7,886,782	\$7,533,482	-2.37%	-4.48%
December	\$10,227,690	\$10,690,858	\$10,856,714	\$11,260,110	\$10,991,815	1.24%	-2.38%
January	\$13,385,290	\$14,420,385	\$14,394,970	\$14,829,320	\$0	-100.00%	-100.00%
February	\$17,198,221	\$18,385,887	\$18,792,719	\$18,984,260	\$0	-100.00%	-100.00%
March	\$20,945,078	\$22,306,135	\$22,846,508	\$23,001,602	\$0	-100.00%	-100.00%
April	\$22,299,780	\$23,662,982	\$24,130,362	\$24,423,461	\$0	-100.00%	-100.00%
May	\$23,149,354	\$24,507,436	\$25,333,358	\$25,421,612	\$0	-100.00%	-100.00%
June	\$24,687,643	\$25,998,774	\$26,795,590	\$27,012,364	\$0	-100.00%	-100.00%

Resort Sales Tax Distribution

Resort Sales Tax Historical Sales Tax Distribution Over Time by Month



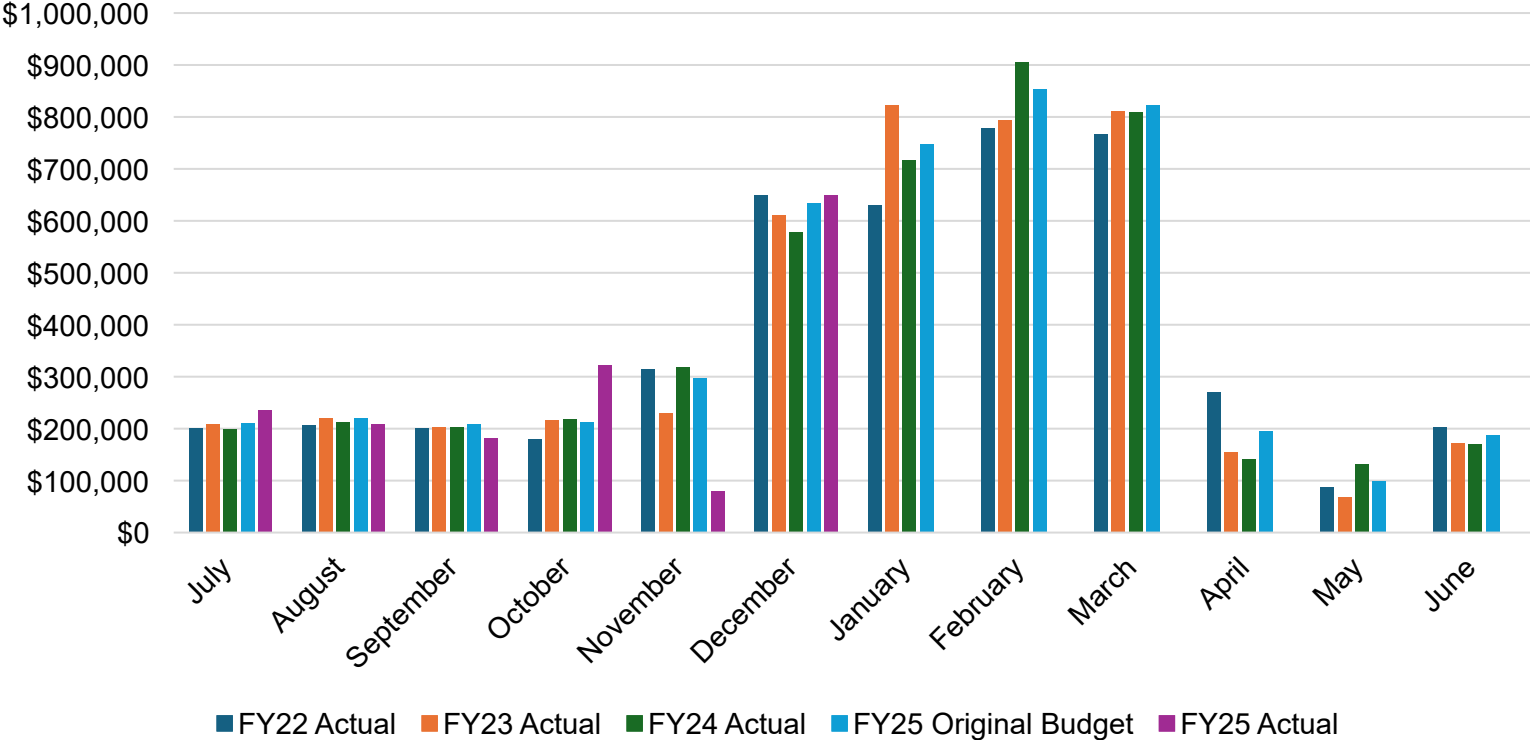
Transient Room Tax Distribution

Transient Room Sales Tax - Monthly							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$201,780	\$207,936	\$199,624	\$210,132	\$236,013	18.23%	12.32%
August	\$206,192	\$219,874	\$212,683	\$220,274	\$209,093	-1.69%	-5.08%
September	\$200,321	\$203,178	\$203,721	\$209,401	\$181,611	-10.85%	-13.27%
October	\$179,897	\$217,406	\$217,701	\$212,085	\$322,638	48.20%	52.13%
November	\$315,172	\$229,493	\$319,441	\$297,988	\$78,992	-75.27%	-73.49%
December	\$650,240	\$611,583	\$577,710	\$634,366	\$649,471	12.42%	2.38%
January	\$630,062	\$823,076	\$717,139	\$748,424	\$0	-100.00%	-100.00%
February	\$778,153	\$793,379	\$906,424	\$854,527	\$0	-100.00%	-100.00%
March	\$767,199	\$811,367	\$809,258	\$823,445	\$0	-100.00%	-100.00%
April	\$270,230	\$154,497	\$141,257	\$195,180	\$0	-100.00%	-100.00%
May	\$87,896	\$69,124	\$132,111	\$99,707	\$0	-100.00%	-100.00%
June	\$203,021	\$172,713	\$171,123	\$188,585	\$0	-100.00%	-100.00%
Total	\$4,490,163	\$4,513,625	\$4,608,192	\$4,694,114	\$1,677,819	-63.59%	-64.26%

Transient Room Sales Tax - Culmulative							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$201,780	\$207,936	\$199,624	\$210,132	\$236,013	18.23%	12.32%
August	\$407,972	\$427,810	\$412,307	\$430,405	\$445,106	7.96%	3.42%
September	\$608,293	\$630,988	\$616,027	\$639,806	\$626,717	1.74%	-2.05%
October	\$788,190	\$848,393	\$833,728	\$851,891	\$949,356	13.87%	11.44%
November	\$1,103,363	\$1,077,886	\$1,153,169	\$1,149,880	\$1,028,347	-10.82%	-10.57%
December	\$1,753,602	\$1,689,469	\$1,730,880	\$1,784,246	\$1,677,819	-3.07%	-5.96%
January	\$2,383,664	\$2,512,545	\$2,448,018	\$2,532,669	\$0	-100.00%	-100.00%
February	\$3,161,817	\$3,305,925	\$3,354,443	\$3,387,196	\$0	-100.00%	-100.00%
March	\$3,929,016	\$4,117,292	\$4,163,701	\$4,210,642	\$0	-100.00%	-100.00%
April	\$4,199,246	\$4,271,788	\$4,304,958	\$4,405,822	\$0	-100.00%	-100.00%
May	\$4,287,142	\$4,340,912	\$4,437,069	\$4,505,529	\$0	-100.00%	-100.00%
June	\$4,490,163	\$4,513,625	\$4,608,192	\$4,694,114	\$0	-100.00%	-100.00%

Transient Room Tax Distribution

Transient Room Sales Tax
Historical Sales Tax Distribution Over Time by Month



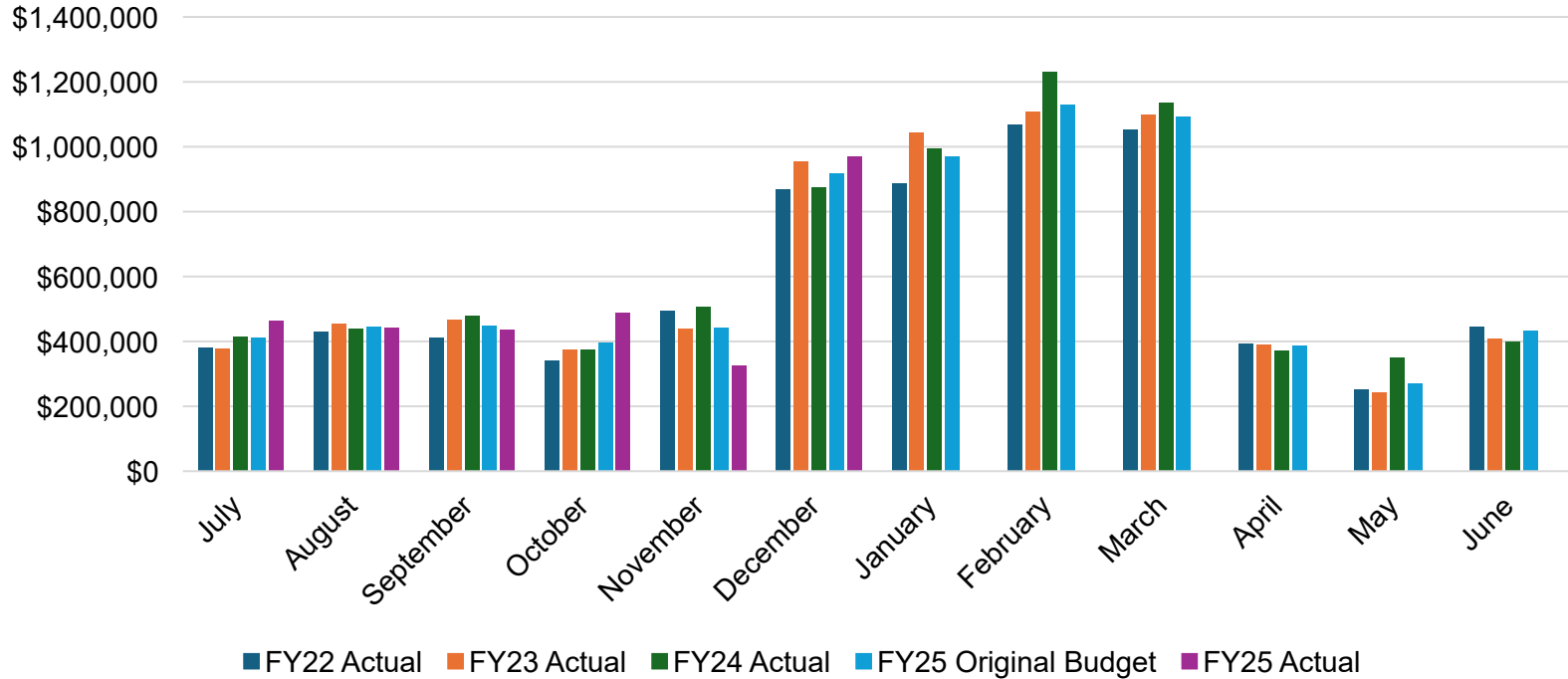
Transportation Sales Taxes Distributions

Transportation Sales Taxes - Monthly							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$380,466	\$377,116	\$413,216	\$411,109	\$462,510	11.93%	12.50%
August	\$429,532	\$453,180	\$439,674	\$446,108	\$442,599	0.67%	-0.79%
September	\$411,403	\$467,427	\$477,474	\$449,473	\$434,807	-8.94%	-3.26%
October	\$341,061	\$375,061	\$375,137	\$395,528	\$487,245	29.88%	23.19%
November	\$494,289	\$437,648	\$507,667	\$441,171	\$326,755	-35.64%	-25.93%
December	\$868,834	\$955,716	\$874,845	\$916,768	\$969,064	10.77%	5.70%
January	\$886,424	\$1,043,825	\$994,634	\$970,003	\$0	-100.00%	-100.00%
February	\$1,068,449	\$1,107,890	\$1,229,933	\$1,129,187	\$0	-100.00%	-100.00%
March	\$1,051,270	\$1,099,522	\$1,134,098	\$1,091,792	\$0	-100.00%	-100.00%
April	\$393,681	\$390,607	\$371,011	\$386,418	\$0	-100.00%	-100.00%
May	\$252,065	\$242,686	\$348,567	\$271,267	\$0	-100.00%	-100.00%
June	\$444,710	\$409,441	\$399,687	\$432,318	\$0	-100.00%	-100.00%
Total	\$7,022,185	\$7,360,119	\$7,565,943	\$7,341,144	\$3,122,981	-58.72%	-57.46%

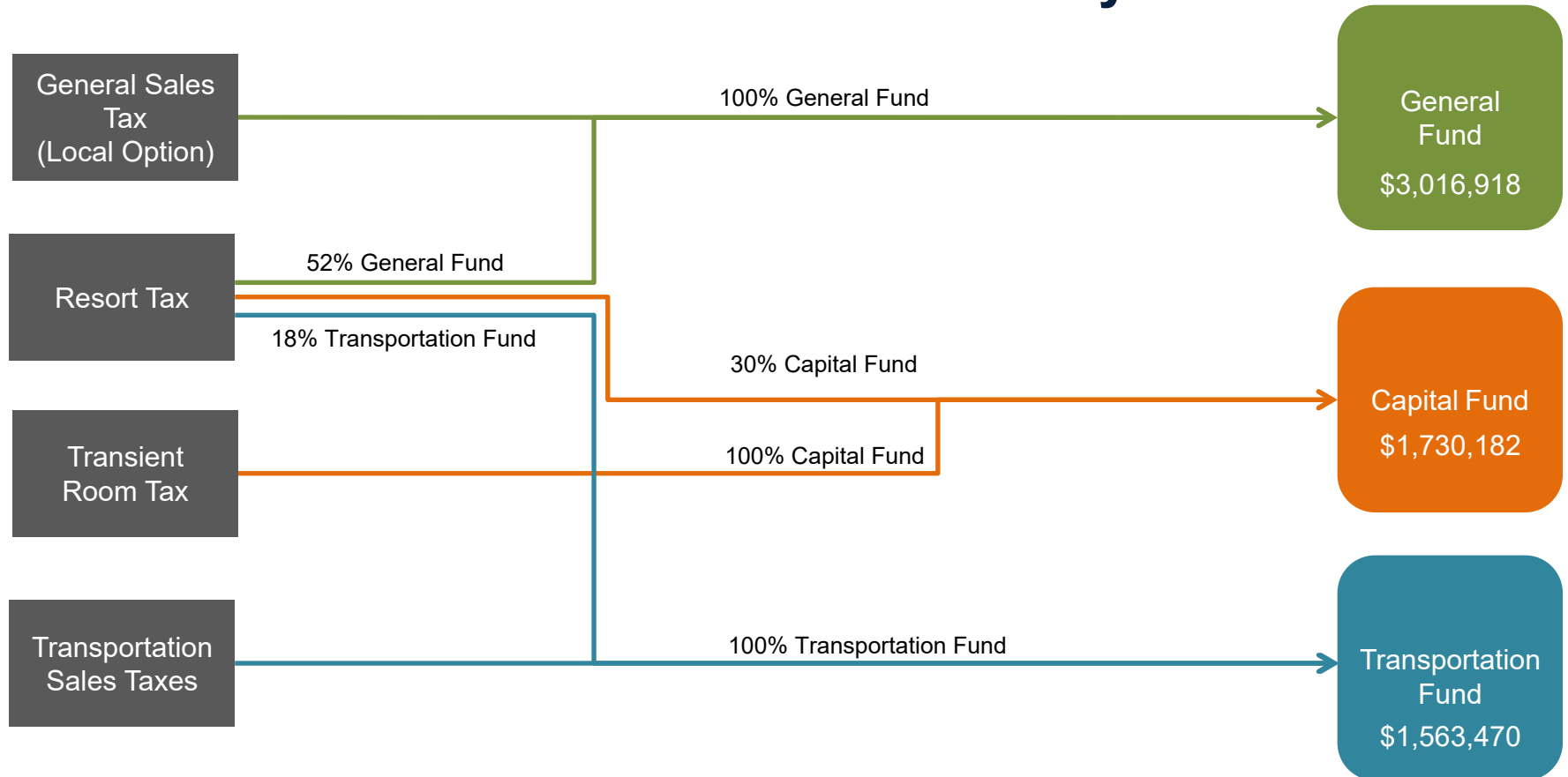
Transportation Sales Taxes - Culmulative							
Month	FY22 Actual	FY23 Actual	FY24 Actual	FY25 Original Budget	FY25 Actual	FY25 v FY24, % Variance	Actuals vs Budget
July	\$380,466	\$377,116	\$413,216	\$411,109	\$462,510	11.93%	12.50%
August	\$809,998	\$830,296	\$852,890	\$857,217	\$905,110	6.12%	5.59%
September	\$1,221,401	\$1,297,723	\$1,330,364	\$1,306,690	\$1,339,916	0.72%	2.54%
October	\$1,562,462	\$1,672,784	\$1,705,501	\$1,702,218	\$1,827,162	7.13%	7.34%
November	\$2,056,751	\$2,110,432	\$2,213,168	\$2,143,389	\$2,153,917	-2.68%	0.49%
December	\$2,925,585	\$3,066,148	\$3,088,013	\$3,060,157	\$3,122,981	1.13%	2.05%
January	\$3,812,009	\$4,109,973	\$4,082,647	\$4,030,161	\$0	-100.00%	-100.00%
February	\$4,880,458	\$5,217,863	\$5,312,580	\$5,159,348	\$0	-100.00%	-100.00%
March	\$5,931,728	\$6,317,384	\$6,446,678	\$6,251,140	\$0	-100.00%	-100.00%
April	\$6,325,409	\$6,707,992	\$6,817,689	\$6,637,558	\$0	-100.00%	-100.00%
May	\$6,577,475	\$6,950,678	\$7,166,256	\$6,908,826	\$0	-100.00%	-100.00%
June	\$7,022,185	\$7,360,119	\$7,565,943	\$7,341,144	\$0	-100.00%	-100.00%

Transportation Sales Tax Distributions

Transportation Sales Taxes Sales Tax Distribution Over Time by Month (Excludes Additional Mass Transit Tax (2nd Quarter))



December Sales Tax Revenue by Fund





City Council Staff Communications Report

Subject: Park City Police Department 2024 Annual Report

Author: Wade Carpenter

Department: Police

Date: March 13, 2025

Summary

The 2024 Annual Report of the Park City Police Department provides an overview of the department's mission, operational structure, community engagement efforts, and statistical trends. The department remains committed to public safety through its core values of **Professionalism, Accountability, Integrity, and Respect (PAIR)** while delivering services that enhance community trust and safety.

Community Outreach:

Programs like Coffee with a Cop, Citizens' Academy, Faith and Blue Breakfast, and School Resource Officer initiatives have strengthened law enforcement relationships with residents. Additionally, the Community Outreach Officer and Social Media Specialist work to ensure proactive public communication.

To further engage with our community, we recently hired a Community Technical Specialist with a focus on Latino outreach. This specialist will be actively involved in the Latino Citizens' Academy, Cadet Explorers program, Spanish speaking driver's license program, and many other Latino outreach initiatives in the future.

Traffic & Enforcement:

Traffic stops were down in 2024 by roughly 2,000 stops. Throughout the year, at various times, the traffic team operated short-handed. This had a ripple effect on our patrol division. Being down these traffic officers put added workload on our patrol officers, which then increased their obligated time, not allowing for as much proactive traffic enforcement.

Major Crimes:

Overall crime has declined over the past five years, with a notable reduction in burglary, vehicle theft, and theft-related offenses. We attribute this decline to improved education, enhanced community trust, and increased confidence in our police department. When victims report incidents promptly, our chances of locating and holding criminals accountable significantly increase. Additionally, calls related to criminal mischief have also decreased year over year, which we attribute to the same factors. With greater involvement from our citizens, crime rates are reduced.

Investigations & Victim Advocacy:

The Investigations Division handles crimes against children, financial fraud, and

narcotics offenses while participating in multi-agency task forces. The Victim Advocacy Program provides crisis intervention and support for victims of violent crimes.

Domestic Violence and Crimes Against Children:

Although overall major crimes have been trending downward the past five years, there has been a steady increase in domestic violence and crimes against children. Reports involving child victims, particularly those requiring interviews and interactions at the Children's Justice Center, have risen. Additionally, cases related to Internet Crimes Against Children have continued to grow, reflecting the increasing challenges of online safety and digital exploitation. While overall crime reduction is encouraging, these concerning trends highlight the need for continued focus on victim support, prevention efforts, and law enforcement resources to address these specific offenses.

Sex Offense Crimes:

Merely providing the statistics, particularly on sex offense investigations, does not provide a comprehensive explanation of the workload involved. This type of crime is very personal and, rightfully, requires substantial resources while working with the victim. A proper investigation of this type requires weeks, sometimes months, of lab analysis from collected evidence, interviews and interrogations, and search warrants. This type of investigation requires a knowledgeable, multi-focused team including the initial officer, the hospital, the forensic nurse, the Peace House, the victim advocate, the evidence technician, state toxicology and crime labs, the lead investigator, and assisting investigators for tasks such as search warrants. Many of these cases also require translation services. The lead investigator and victim advocate maintain constant communication with the victim throughout the investigation and court proceedings.

Fraud:

One notable increase in the crime statistics was the incidence of reported fraud cases. Frauds victimizing our most vulnerable populations, to include elder abuse/deception, continue to be on the rise. We post on our social media pages warning signs of phone scams and other online scams that target our elders. Additionally, in the last year, we have met with our Community Senior Center members proactively to provide education on how to avoid falling victim to the latest fraud trends. We look forward to continuing to provide this type of service through our community outreach programs.

The Park City Police Department continues to enhance public safety through proactive policing, community partnerships, and data-driven decision-making. With a focus on transparency, officer wellness, and technological advancements, the department remains dedicated to creating a safe and thriving community.

Exhibits

EXHIBIT A – Park City Police Department 2024 Annual Report



Park City
Police Department

2024 Annual Report

The Park City Police Department offers a wide variety of services and programs to everyone who lives, works, or plays within Park City. The department works closely with the community to create partnerships to address issues, solve problems, and maintain the quality of life for all community members.

Park City Police Department

Vision Statement

The Park City Police Department will PAIR with our community to preserve their constitutional rights, enforce the laws, keep the peace, and create a safe place to live, work, and play.

Values

- P** Professionalism—We achieve excellence through continually using and increasing our knowledge, skills, and abilities.
- A** Accountability—We hold ourselves responsible and answer for our actions and decisions.
- I** Integrity—We exhibit strong ethical principles through courage, sound conduct, and a commitment to justice.
- R** Respect—We treat all with consideration, compassion, and dignity.



PUBLIC SAFETY DEPARTMENT: BUREAU'S, DIVISIONS AND PROGRAMS

FIELD OPERATIONS BUREAU—CAPTAIN ROB MCKINNEY

DIVISION/PROGRAM	SUPERVISOR/PROGRAM COORDINATOR
POLICE BUDGET	CAPT. MCKINNEY, CAPT. LITTLE, E.A. CHELSEA JONES
COMMUNITY-ORIENTED POLICING COORDINATOR, INVESTIGATIVE SUPPORT/MAJOR INCIDENTS, BONANZA FLATS LIAISON, UAV PROGRAM, PEER SUPPORT, OFFICER WELLNESS, PATROL FORMS AND WORK AREAS	SGT. STUART ROLLINS
EQUIPMENT AND SUPPLY COORDINATOR, PATROL SCHEDULING, RESERVE PROGRAM, RECRUIT TESTING AND HIRING, LETHALITY ASSESSMENT PROTOCOL, MEDICAL EXAMINER PROGRAM	SGT. DANIELLE SNELSON
PHYSICAL FITNESS PROGRAM, ACTIVE GUNMAN/TACTICAL TRAINING COORDINATOR, SWAT, DEPARTMENT TRAINING COORDINATOR, FIELD TRAINING COORDINATOR	SGT. COREY ALLINSON
TRAFFIC UNIT/MOTORS, DUI AND HIGHWAY SAFETY GRANT COORDINATOR, SWAT	SGT. RYAN DUNAWAY
PAPER SERVICE AND COURT LIAISON, USE OF FORCE/PURSUIT REVIEW BOARD, POLICE BIKE TEAM COORDINATOR, DEFENSIVE TACTICS PROGRAM, CIT/MENTAL HEALTH	SGT. ZACH NAKAISHI
FIREARMS COORDINATOR, SWAT, BODY/CAR CAMERA ADMINISTRATOR, IT LIAISON, PATROL/FLEET COORDINATOR, RADIO'S	SGT. CLINT JOHNSON

COMMUNITY OUTREACH DIVISION—LIEUTENANT JAY RANDALL

DIVISION/PROGRAM	SUPERVISOR/PROGRAM COORDINATOR
RECORDS	TIM NAGEL & TAMI WOLNIK
TECHNICAL SPECIALISTS	LT. RANDALL
PUBLIC INFORMATION OFFICER	LT. RANDALL

COMMUNITY OUTREACH OFFICER	JASON ROSE
COMMUNITY OUTREACH TECHNICAL SPECIALIST P/T	HUGO MEZA CARLA YEAST
SOCIAL MEDIA SPECIALIST	REMI BARRON
SCHOOL RESOURCE OFFICER/DRUG EDUCATION PROGRAM	ART BOXALL
POLICY REVIEW	LT. RANDALL

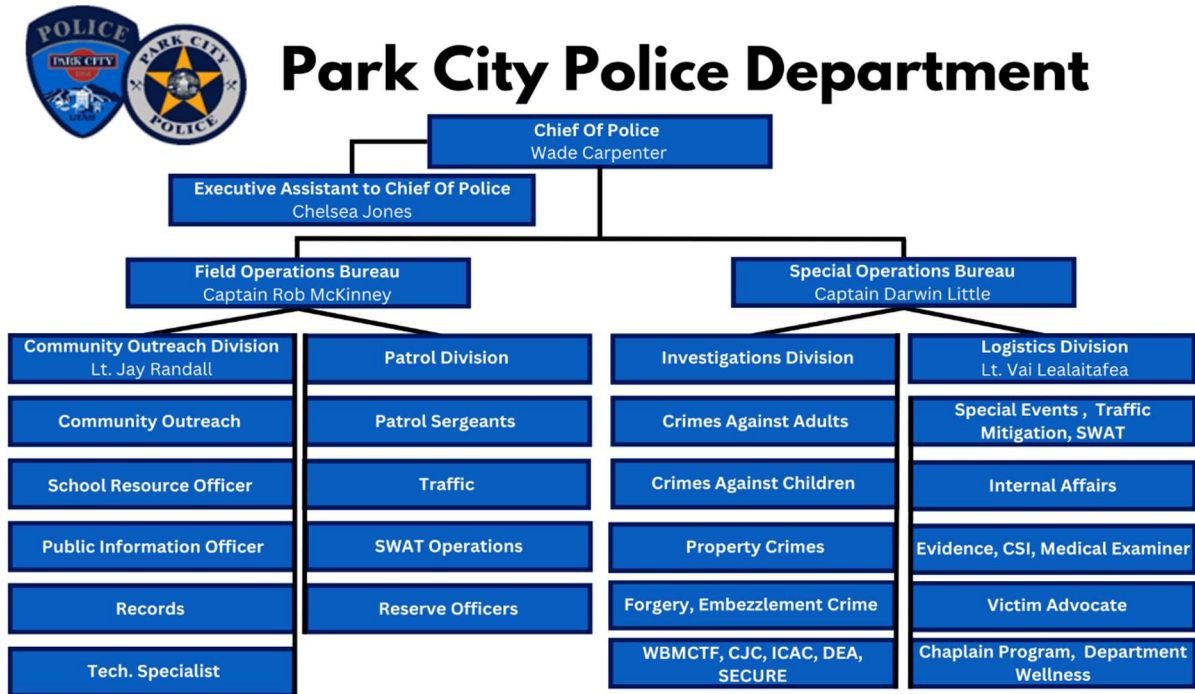
SPECIAL OPERATIONS BUREAU—CAPTAIN DARWIN LITTLE

DIVISION/PROGRAM	SUPERVISOR/PROGRAM COORDINATOR
CRIMINAL JUSTICE COORDINATION COUNCIL MEMBER	CAPT. DARWIN LITTLE
ICAC TASKFORCE	DETECTIVE CLINT PARKER DETECTIVE JORDAN SEELY DETECTIVE KATIE JAMES
CHILDREN'S JUSTICE CENTER LIASION	CAPT. DARWIN LITTLE
METRO NARCOTICS TASKFORCE ADMINISTRATOR	CAPT. DARWIN LITTLE
WASATCH BACK MAJOR CRIMES TASKFORCE COMMANDER	CAPT. DARWIN LITTLE
UTAH SEX OFFENDER REGISTRY	DETECTIVE JORDAN SEELY
CRIMES AGAINST CHILDREN	DETECTIVE CLINT PARKER
CRIMES AGAINST ADULTS	DETECTIVE DAN CHERKIS
FINANCIAL, FRAUD, AND EMBEZZLEMENT CRIMES	DETECTIVE ALAN SAWAYA
BACKGROUND INVESTIGATIONS	DETECTIVE JORDAN SEELY

LOGISTICS DIVISION—LIEUTENANT VAIFOA LEALITAFAA

DIVISION/PROGRAM	SUPERVISOR/PROGRAM COORDINATOR
SPECIAL EVENTS, SWAT COMMAND, USE OF FORCE REVIEW BOARD, PURSUIT REVIEW BOARD, CONTRACT OFFICERS, & INTERNAL AFFAIRS	LT. VAIFOA LEALITAFAA
DEPARTMENT WELLNESS	CAM LARSON
VICTIM ADVOCACY	KARA MADSEN
MEDICAL EXAMINER AND CRIME SCENE INVESTIGATIONS	CAM LARSON
PROPERTY, EVIDENCE, AND RX DISPOSAL PROGRAM	CAM LARSON
CHAPLAIN PROGRAM	LT. VAIFOA LEALITAFAA KARA MADSEN

ORGANIZATIONAL CHART



DIVISION AND PROGRAM SUMMARIES

The following are summaries of the divisions and programs within the Public Safety Department. The Public Safety Department focuses on providing services to the community, enhancing community safety, and reducing criminal activity. Each program director, manager, or coordinator compiled this information.

ADMINISTRATION
CHIEF OF POLICE
WADE K. CARPENTER

Leadership
International Association of Chiefs of Police- Immediate Past President
Utah Chiefs of Police – Past President
Utah Peace Officers Standards and Training (POST) - Past Chairman
Utah Law Enforcement Legislative Committee
Leaders for Life Co-Founder

COMPLAINT INVESTIGATIONS: The Park City Police Department has established a citizen complaint process. This process allows any department member, community member, visitor, or guest who wishes to file a complaint against police personnel or procedures to have their complaint investigated and reviewed by the Chief or his designee.

POLICE COMPLAINT REVIEW COMMITTEE (PCRC): Upon adoption of a resolution by Park City Council in December 2003, the Police Complaint Review Committee was formed spring of 2004. In 2020, Park City Council determined to expand this committee to now include five voting citizen members and one city staff member. Members are selected by the mayor and city council, and they each serve a three-year term. Most members have undergone Police Department in-house training, and they have ongoing opportunities for training and interaction with department and city personnel. The purpose of the committee is to act as an appeals body to review dispositions of complaints filed against police personnel and/or police procedure. The committee serves in an advisory capacity when formally requested by a complainant. The committee provides recommendations to the Chief of Police on those complaints reviewed. The Police Complaint Review Committee did not have any complaints to review during this calendar year.

PROBLEM-SOLVING COMMITTEES/Q2: The Chief of Police and Command Staff regularly encourage all police department employees to raise concerns or suggestions. When necessary, problem-solving teams are formed, each assigned specific topics. A sergeant or supervisor is designated to facilitate each team.

These teams work together to identify concrete solutions for each category and sub-category. Every team member participates in defining clear time frames, budget constraints, and individual responsibilities. Specific, measurable tasks are assigned to each member to ensure the successful completion of objectives.

This input-based problem-solving model has fostered department-wide collaboration and has proven to be highly successful.

CHIEF'S CHOICE AWARD: In 2011 the Chief instituted the Chief's Choice Award to recognize outstanding citizen contributions to the community and law enforcement. The 2024 recipients of the Chief's Choice Award were Leo Lucey (Utah Attorney General's Office), Sean Reyes (Utah Attorney General), Spencer Austin (Utah Attorney General's Office), Dr. Rob Harter (local non-profit leader).

The Park City Police Department wishes to express appreciation to these dedicated individuals who make our lives better through their willingness to serve the Park City Police Department, the community at large, and the State of Utah.

INTELLIGENCE-LED POLICING: Park City Police Officers have access to the latest data and technology. Officers are encouraged to utilize policing methods based on the following criteria: assessment of criminal activity specific to locations; actively working with our federal, state, and local partners; gathering buy-in and support within and beyond the agency. Park City Police regularly evaluate data-driven strategies developing a regional approach to data and intelligence. All officers are assigned to a sector team where they work to address issues within a geographic area. There are five geographic sectors to include: Old Town, Deer Valley, Prospector, Meadows, and Round Valley. These teams initiate various projects with local businesses, apartment complexes, health care providers, County Mental Health Specialists, and others based on current issues and needs of the people living and working in those areas. This team approach allows officers to be more responsive to the general public and to individual community members, which has increased trust within the community and the department's ability to quickly respond to community needs.

EXECUTIVE ASSISTANT: Chelsea Jones, Executive Assistant to the Chief of Police, manages police administration, purchasing/procurement, grants, and personnel. As a member of the Command Staff, the Executive Assistant is responsible for the management (along with the Captains) of the department's budget and ensuring it is used efficiently and transparently. Park City Municipal is a team-centered organization by nature, so the Executive Assistant works with other City departments to streamline personnel issues, hiring, onboarding, the City's annual budgeting process and is also a member of Police Complaint Review Committee.

FIELD OPERATIONS BUREAU

OPERATIONS DIVISION

The Park City Police Department Patrol Operations division is comprised of 18 full-time Patrol Officers, 6 Patrol Sergeants and a Field Operations Captain. However, the total number of sworn personnel that represents the Park City Police Department throughout the year can vary significantly. The number can range from 36 full-time officers to over 120 (special event/contract officers) depending on the time of year and which Special Events are planned. This increases the complexity of deploying our resources but allows for a tailored approach to managing personnel.

As part of the Police Department's continued effort to increase efficiency without sacrificing effectiveness, the Operations Section includes the following units and programs:

Patrol

- Bicycle patrol
- Foot Patrol
- Reserve Officer Program
- Peer Support Team
- UAV Program
- CART (Child Abduction and Response Team)
- Homeless Liaison Program

Traffic

Accident investigations

- Motorcycle traffic enforcement and escort
- Visual speed trailers
- Neighborhood's First Traffic Speed Watch
- Main St. Drop, Load, and Staging Zone enforcement and education

TRAFFIC TEAM: The Park City Police Department Traffic Team consists of six full-time officers and a sergeant who oversee their operations. The team is responsible for traffic education and enforcement, investigating traffic accidents, motorcycle enforcement, escorts, deployment of speed trailers, and providing updated traffic information to the local radio

station and the neighborhood speed watch. Over the past year, the Traffic Team has focused heavily on residential areas in Park City and will continue to prioritize these efforts.

A key area of focus for the Traffic Team is the enforcement of traffic laws related to commercial vehicles. The team regularly partners with the Utah Highway Patrol to conduct Commercial Vehicle Inspection Operations. Through these efforts, unsafe commercial vehicles are often placed out of service. Two Park City officers have collateral assignments and are certified Commercial Vehicle Inspectors.

Additionally, the Park City Police Department has secured funding for special DUI enforcement throughout the coming year. Officers have been actively working to enforce traffic laws in these areas, aiming to improve safety for pedestrians in the city. Education, enforcement, and citizen involvement remain core goals for the Traffic Team.

The Traffic Team also dedicates shifts every month to address specific traffic-related problems identified in the city. Officers gather this information from citizen complaints, police officers, and city staff. This year's focus areas included egress issues with resorts, speeding, stop sign violations, improper turns, Old Town enforcement, and residential traffic enforcement.

ANNUAL IN-SERVICE TRAINING: The Park City Police Department requires officers to obtain specific training hours, many of which are mandated by state legislation. The training is overseen by the Operations Lieutenant and a Patrol Sergeant. The training goal is to provide quality training that is beneficial to all department members.

The State of Utah requires a minimum of 40 hours of progressive law enforcement training annually for each certified law enforcement officer. The department provides a minimum of 40 hours of training through monthly in-service training. State legislation requires that officers receive a minimum of 16 hours of training in the following areas: de-escalation training, autism awareness, arrest control, and crisis intervention training.

The in-service training provides officers with state-mandated training such as firearms, domestic violence, CPR, and non-lethal weapons re-certifications. Other training includes legal updates, incident command, patrol tactics, crisis intervention team (CIT), active gunman, and community-oriented policing.

Officers are also encouraged to attend training outside of the department to network and build working relationships with other agencies.

Officers in the department who have an area of expertise, or a training certificate provide the training to others within the department. Park City Police Department encourages and solicits input from the officers in the department as to the areas of training in which they would like to instruct others. Our officer instructors are talented and professional.

RESERVE PROGRAM: Park City has unique law enforcement needs due to its nature as a resort community with several destination facilities and a growing number of both permanent and part-time residents. Park City Police Officers face the challenge of ensuring that visitors feel welcome while maintaining a safe and secure environment for residents. The department effectively utilizes well-trained, part-time reserve officers, allowing for a flexible increase in staffing, especially during frequent special events.

All reserve officers are certified through Utah Peace Officer Standards and Training Academy, and undergo the same training as full-time officers. This training helps integrate them into the department and familiarize them with city ordinances, policies, neighborhoods, resorts, and department-specific procedures. Park City Reserve Officers have full law enforcement authority and serve as part-time officers, working an average of eight shifts per month. Their duties include supporting special events, traffic and speed enforcement, crime prevention, community support, and transit safety. Additionally, they help reduce ski and snowboard thefts by maintaining a visible presence at the resorts.

Reserve Officers also play a key role in the department's Community Oriented Policing efforts, particularly in the Old Town area, including Main Street, and at the ski resorts. On foot patrol, they assist tourists, provide directions, respond to questions, and offer necessary services for this resort community. Their presence at the ski resorts helps deter theft of skis and snowboards.

In the past, the Park City Police Department has reached out to police academy satellite locations at colleges across the state to recruit motivated new candidates who can be trained as Reserve Police Officers. These recruits undergo the same selection process as full-time officers, as many are later hired for full-time positions. The department also hires experienced reserve officers, including retired law enforcement professionals or officers currently working for other agencies. This process allows supervisors to assess reserve officers' work habits and skills before offering them full-time positions.

The Reserve Program has become a vital part of the department, providing cost-effective staffing for special events, community policing, regular patrol shifts, and creating a highly skilled talent pool for future full-time hires.

RECRUIT TRAINING: Park City Police is continually reevaluating the field training model for new officers. This process provides recruits with more hands-on training and creates relationships of trust with community members. The field training model, used to accomplish the critical task of new officer training, continues to evolve from a task-oriented model to one that focuses on adult learning, critical thinking, and skill development.

Police officers are no longer just crime fighters; they are now critical thinkers and problem solvers. The current training model is an evolving hybrid that combines performance evaluation with the development of problem-solving skills. It emphasizes community policing, which fosters a partnership between officers and citizens. Real-life scenarios encountered during training, along with challenging tabletop exercises, provide the foundation for building these problem-solving skills.

A team of highly effective and respected Field Training Officers (FTOs) guide newly recruited officers through the learning process. In addition to the scenarios and exercises, each new recruit is required to identify, evaluate, and implement a progressive action plan to resolve a sector issue or problem. Examples of projects that have been identified are:

- Ski and Snowboard Theft Registration Program
- Neighborhood and Business Watch
- Sector Accountability/Projects
- Youth Alcohol Prevention Program
- "Officers Catch Kids Doing Something Right" (7-11) and "Operation Bug Chill" (Subway) where officers focus efforts on forming relationships with youth through reinforcement of positive behaviors through Slurpee coupons and Subway sandwich certificates.

COMMUNICATIONS AND DISPATCH: In 2017, the Park City Police Department and Summit County Sheriff's Office collaborated to create a unified communications department. This department is now housed within the Summit County Sheriff's Office, which has taken on all responsibilities previously held by the Park City Communications Center. The Park City Police Department works closely with the Summit County Sheriff's Office to ensure coordination of this consolidation.

The Summit County Sheriff's Office continues to certify dispatchers through the Utah Peace Officer Standards and Training (POST), ensuring that dispatchers maintain high levels of training and certification.

COMMUNITY OUTREACH DIVISION

COMMUNITY OUTREACH INITIATIVES: In 2024, the Outreach Division focused on several initiatives, including a Latino Academy and a Citizen's Academy, a community "Faith and Blue" breakfast, launched a comprehensive E-bike safety education project, participated in the Christian Center's Mobile Food Pantry and holiday gift distributions, and "Coffee with a Cop" gatherings. These ongoing Community Outreach efforts have strengthened our relationships and trust with our community and will continue to do so well into the future.

RECORDS DEPARTMENT: The Records Department primarily assists citizens and agencies in retrieving copies of police reports, and they work according to the GRAMA Law to ensure that the department provides transparency without violating people's rights to privacy. The Records Department also fulfills the responsibilities of the Terminal Agency Coordinator (TAC), which ensures that the Park City Police Department complies with FBI standards as well as criminal history expungements.

TECHNICAL SPECIALISTS: In 2016, the Park City Police Department began employing civilian Technical Specialists to help process and redact body and in-car camera footage, data collection, and other related needs. These Technical Specialists also assist with crime analysis, property room inventory, and event logistical planning. In late 2024, the department hired a Community Outreach Technical Specialist who speaks Spanish to support our ongoing outreach programs aimed at engaging the Latino community. Currently, the department has two part-time Technical Specialists.

COMMUNITY OUTREACH OFFICER: The Park City Police Department has assigned a full-time officer to focus on community outreach. This initiative aligns with Park City Municipal's efforts to promote social equity and enhance community engagement. Since the program's inception, the Community Outreach Officer has collaborated with neighborhood homeowner association (HOA) organizations to address local concerns. The officer has also established additional outreach partnerships by giving presentations, engaging with local non-profits, and assisting with the needs of individuals and businesses. Furthermore, the Community Outreach Officer contributes to the development of the department's social media outreach content.

In 2022, recognizing the need for more consistent and enhanced social media outreach, the Park City Police Department hired a full-time Social Media Specialist to collaborate with the Community Outreach Officer. The responsibilities of the Social Media Specialist include creating, editing, and posting engaging content on our social media platforms. This role is essential for disseminating educational materials and important information to the community through Facebook, Twitter, Nextdoor, and Instagram.

Due to the national increase in violent incidents on school properties, the Community Outreach Officer works closely with the SRO to assist in educating parents and students in the Park City School District.

SCHOOL RESOURCE OFFICER (SRO): Beginning in January 2009, the Park City Police Department resurrected their School Resource Officer Program and dedicated a full-time Police Officer to work solely with issues at the four schools within Park City. The SRO teaches drug awareness and prevention and other public safety topics, helps resolve conflicts, and works closely with the administrators at each school and the Juvenile Court System. This program is a joint partnership with the Park City School District to ensure the safety of the students and staff at each of our schools and to promote a positive learning environment for students within the district.

DRUG EDUCATION PROGRAM: Substance abuse is a significant issue in America, with devastating consequences for children, families, and society as a whole. Research shows that if children reach adulthood without using tobacco, alcohol, inhalants, or illicit drugs, their chances of developing a substance abuse problem later in life are significantly reduced. Prevention is key to addressing substance abuse.

Our current School Resource Officer (SRO) utilizes his experience and expertise gained from serving on the DEA Taskforce to educate students and parents about current drug trends and strategies for keeping our schools safe from harmful substances. His educational initiatives include presentations, hosting the DEA Red Ribbon Week, teaching drug addiction and prevention classes, and mentoring vulnerable and at-risk students.

SPECIAL OPERATIONS BUREAU

INVESTIGATIONS DIVISION

INVESTIGATIONS: The Investigations Division is comprised of the Investigations Captain, four full-time and one part-time sworn detective. The detectives are responsible for follow-up on all criminal investigations involving intelligence gathering and cases involving Class A misdemeanors or felonies. The detectives assist each other but are generally assigned to the following categories: crimes against adults, crimes against children, crimes against property, and financial crimes. Each detective is also assigned to various taskforces, including the Wasatch Back Major Crimes Taskforce, Internet Crimes Against Children (ICAC), and the Multi-Disciplinary Team (MDT) at the Children's Justice Center. One detective is assigned exclusively as a Drug Investigator with the Metro Narcotics Task Force through the Drug Enforcement Administration.

All four detectives share a call-out schedule to ensure an investigator can respond on-scene during critical incidents, including weekends, nights, and holidays. The Investigations Captain also responds to callouts as needed, as does the Victim Advocate and the Evidence Technician, who is also a Medical Examiner and crime scene investigator.

Investigators work closely with victims, witnesses, suspects, and outside agencies to more efficiently address enforcement of criminal activity. Investigations works closely with Park City Attorney's Office, the Summit County Attorney's Office, Summit and Wasatch County law enforcement agencies, the Utah Attorney General's Office, Adult Probation and Parole, U.S. Immigration, and Naturalization Service, the Federal Bureau of Investigation, the U.S. Secret Service, and the Federal Drug Enforcement Administration. In addition to their regular responsibilities, investigators also involve themselves in special functions. These special functions include the Homeland Security and Joint Terrorism Taskforce, and the FBI Child Exploitation Taskforce.

Investigators present crime prevention seminars to local businesses and the community, which include bank robbery response, theft prevention techniques, drug awareness, human trafficking awareness, law enforcement practices, and overall awareness about the latest trends in criminal activity. These trainings help better prepare business owners, employees, and residents in preventing future criminal activities within Park City. Investigators continue to maintain a support role for all community-oriented crime prevention projects within the community.

LOGISTICS DIVISION

The Logistics Division is made up of a Lieutenant who oversees special events, SWAT and Internal Affairs, a Victim Advocate, and an Evidence Technician. The Evidence Technician and Victim Advocate assist each other with their assigned duties.

DRUG DISPOSAL PROGRAM: Park City Police Department has a Drug Disposal Program that was initially funded through a grant from the U.S. Environmental Protection Agency and the Utah Department of Environmental Quality. A new receptacle has been placed in the foyer of the police building so citizens can deposit their unused and unwanted prescriptions. Disposing of syringes and sharps is prohibited at this site. Citizens are encouraged to use the receptacle rather than flush medications down drains and toilets to keep these medications out of the waterways. The medications are collected regularly, weighed for reporting purposes, and then disposed of in an appropriate manner. The Park City Police Department works closely with the DEA to ensure that drug disposal occurs in a safe and sustainable fashion. The DEA collects and disposes of drugs twice a year for the department.

VICTIM ADVOCATE: The Victim Advocate assists victims in accessing resources and coordinates a team of volunteer advocates. The Victim Advocate works closely with community partners, including the Peace House and victim advocates from Summit County, and conducts informative community outreach meetings. The Victim Advocacy program focuses on providing direct services to victims of violent crimes, including domestic violence, assault, stalking, sexual assault, child abuse, and others. The VAC provides crisis intervention on-scene as well as service referrals for primary victims, secondary victims, and witnesses. The Victim Advocate is able to offer crisis walk-in services, assistance with protective orders and stalking injunctions, and additional information regarding counseling, reparations, crime prevention, and other community resources.

The Victim Advocate provides follow-up support to victims as needed and when cases proceed to court. The criminal justice system can be overwhelming and intimidating. Thus, the Victim Advocate functions as a liaison between victims and various facets of that system, keeping the victim informed of proceedings and outcomes. This unique position allows the police department and prosecutor's office to work together in better-supporting victims during this difficult process.

In addition to providing direct services to victims, the Victim Advocate is required to attend multiple training courses both in-state and nationwide. By keeping abreast of trends in victim advocacy and learning new skills, the Victim Advocate is able to bring knowledge back to the department to train others, including volunteer victim advocates, officers, and city/community organizations. The primary goal of the victim advocacy program is to restore power to the victims, thus enabling them to move toward healing and recovery.

SPECIAL EVENT COORDINATION

Park City Police Department plays an active role in the planning process for all major events in the city from beginning to end. Special Event staffing is a demanding responsibility and requires the coordination of all department resources and personnel. The events the department staffs are generally annual events, but there has also been an increased amount of First Amendment Rallies and smaller Special Events during 2019. This was a particularly robust Special Event year with FIS World Championships immediately following the Sundance Film Festival. This event was the largest sports-related event Park City has hosted since the Olympics and was a huge success. Park City Police Department continued to support over 280 Special Event days this year, and the department performed risk analysis for all major events to determine needed resources for each situation. For each event, police services are provided at a level to mitigate risk, keep the peace, and address other concerns. Regular Special Events include, but are not limited to:

- Sundance Film Festival
- Kimball Arts Festival
- Old-Fashioned Fourth of July
- Miners Day Celebration
- Deer Valley Summer Concert Series
- Park Silly Sunday Market
- Triple Crown Softball Tournament
- Tour of Utah
- Ragnar Relay
- Snowboard World Cup
- FIS Freestyle Championships

Our Special Events are now year-round and include major events in both the winter and summer seasons. Park City Police Department works closely with Park City Special Events and other Park City Departments to ensure the coordination and planning of these events. As part

of the planning process, Park City Police Department collaborates with the Emergency Management Department and the Utah Statewide Intelligence and Analysis Center (SIAC).

EMERGENCY MANAGEMENT

Full-Scale Exercise Planning: In November 2023, Emergency Management hosted a group of identified stakeholders to begin planning for a full-scale evacuation exercise with community participation in the Fall of 2024. Designed to test the City's evacuation plan, the exercise involves Park City Police, Public Works, Streets, Public Utilities, Transit, Community Engagement, and Emergency Management. Participating agencies and organizations include Utah Division of Emergency Management, Utah Department of Transportation, Utah Highway Patrol, Utah National Guard, Summit County Public Safety Dispatch, Summit County Sheriff's Office, Summit County Emergency Management, Intermountain Health Care, Park City School District, and Air Med.

Emergency Operations Center (EOC): The EOC was partially activated in support of the 2024 Sundance Film Festival. The EOC serves as a centralized management center for emergency operations, communications, and coordination of operations and logistics during a large-scale incident which exceeds the ability of local departments to manage. The EOC serves as a coordination center between the on-scene incident commander, responding and supporting internal departments and external agencies, and the multi-agency policy group.

EOC Resources:

- Communications equipment and data
- Comprehensive emergency management plan
- Blueprints, maps, status boards
- Designated staff
- Technical information and data for advising responders
- Building security system information
- Information and data management capabilities
- Backup power, communications, and lighting
- Emergency supplies
- Deployable Mobile Command Trailer
- Emergency Mass Notification System
- Unmanned Aerial System (UAS or 'drone') and licensed pilot

Emergency Mass Notification System: Operated by Summit County Public Safety Dispatch and Emergency Management, the City's Emergency Mass Notification System (EMNS) has proven invaluable on multiple occasions in alerting community members within the City and Summit County

about large-scale incidents, including hazardous materials spills, wildfires, water quality issues, earthquakes, investigations and accident reconstruction, search and rescue, wildlife problems, fleeing fugitives, and others. With the addition of FEMA's Integrated Public Alert and Warning System (IPAWS) technology, the EMNS can send updates to registered residents by phone, app, text, and email, as well as alert most smartphones and NOAA weather radios within a certain area during critical incidents.

Unmanned Aerial System (UAS): The addition of UAS ('drones') to the Police Department and Emergency Management's capability set has resulted in valuable enhancements in public safety responses, including search & rescue, facility security, apprehension of fleeing suspects, investigations, and area monitoring for natural disaster impacts.

About Emergency Management: Emergency Management is a division of the Executive Department under the City Manager and maintains offices, EOC equipment, response equipment, and preparedness supplies in the Public Safety Building. The Emergency Manager was sworn in and certified as a Utah Peace Officer after completing Police Officer Standards and Training in 2022, and regularly augments Park City Police in a variety of roles.

2024 DEPARTMENT STATISTICS

Law enforcement frequently relies on a statistical base for public feedback. Police agencies are required to report specific categories of criminal activity to the state and federal government through the Uniform Crime Report (UCR), which is submitted to the state Bureau of Criminal Identification (BCI) and the FBI for tabulation on a state-wide and national basis to calculate crime activity and trends. Unfortunately, the statistical base of the UCR has little to do with the issues and challenges police officers face day-to-day in Park City. For example, the UCR does not track misdemeanor, nuisance, or traffic statistics. The primary focus of these reports is serious crime categories rather than offenses typical of smaller communities, such as public peace and ordinance enforcement. Thus, the annual report of a small agency such as Park City is best served by looking at both crime statistics and service-related issues, which reflect the community environment, quality of life, and political concerns relating to public safety.

One of the dangers of small agency statistics is that they can be misleading since reporting numbers are relatively few in some categories. A shift of a few incidents one way or the other causes large shifts in percentages, which can create a perception that criminal activity is either significantly higher or lower than the year prior. Therefore, at the local level, we seldom rely on percentages to indicate trends unless the category contains at least 100 incidents or a trend can be tracked over several years.

Finally, in many cases of criminal activity, an individual may be charged with more than one crime, such as DUI and possession of a controlled substance. Conversely, several individuals may be charged with a single crime; therefore, some statistics may not add up to 100%, and overages or shortages may be noted in crime categories. Getting all the numbers to correspond with traditional statistical methods requires far more statistical sophistication than the Park City Police Department can undertake. Therefore, please use caution when reviewing the statistical information provided, and remember that this report is to point out trends in criminal activity and police services, show progress toward community concerns, and identify future objectives for the department.

CATEGORY	2020	2021	2022	2023	2024
CALLS FOR SERVICE	23,008	21,865	19,900	21,459	18,433
TRAFFIC OFFENSES	2,995	3,265	3,977	6,456	4,908
ACCIDENT REPORTS	268	365	287	305	347
VEHICLE IMPOUNDS	33	19	29	48	70
ALARM RESPONSE	849	764	818	870	875
ARREST TOTALS	212	310	284	250	260
ADULTS	184	274	249	232	248
JUVENILES	28	36	35	18	12
SCHOOL ZONE	124	94	17	43	67
DUI STOPS & ARRESTS	54	71	62	42	43
TRAFFIC CITATIONS	1,047	1,616	2,500	4,131	3,899
TRAFFIC STOPS	2,600	2,756	3,681	6,003	4,516
PARKING PROBLEM	1,447	936	1,047	966	1,065
IDILING (COMPLIANCE CHECKS)	79	30	19	10	11

CRIMES REPORTED COMPARISON

This contains both arrest and crime reports and reflects crimes as they were reported by the victim, not necessarily as the final investigation determined. The comparison of the last five years reflects the unpredictable nature of offenses committed from year to year.

MAJOR CRIME REPORTED	2020	2021	2022	2023	2024
HOMICIDE	0	0	0	0	0
RAPE	1	2	6	3	0
ROBBERY	2	1	2	1	1
BURGLARY	27	18	19	14	7
THEFT	198	141	184	177	138
VEHICLE BURGLARY	74	37	44	39	19
VEHICLE THEFT	21	13	5	10	3
ARSON	0	0	0	0	1
ASSAULT	114	129	123	88	111
FRAUD	105	50	51	48	64
CRIMINAL MISCHIEF	79	56	69	36	18
ABUSE/FAMILY	80	85	69	101	101

MAJOR CRIME REPORTED	2020	2021	2022	2023	2024
TOTAL NUMBER	701	532	572	517	473

PROPERTY LOSS COMPARISON	2020	2021	2022	2023	2024
LOSS	414,799	604,661	556,973	958,987	583,377
RECOVERED	139,286	246,183	199,239	77,959	71,700

ARRESTS

ARREST CHARGES				
INCIDENT TYPE	ADULT		JUVENILE	
	MALE	FEMALE	MALE	FEMALE
SEXUAL ASSAULT	6	1	0	0
KIDNAPPING	0	0	0	0
ROBBERY	1	0	0	0
ASSAULT	37	11	4	0
ARSON	0	0	0	0
BURGLARY	2	1	0	0
THEFT	31	1	3	0
STOLEN VEHICLE	4	0	0	0
FORGERY	2	0	0	0
CRIMINAL MISCHIEF	0	0	0	0
CONTROLLED SUBSTANCE	25	7	3	0
WEAPONS OFFENSE	2	1	0	0
FAMILY OFFENSE	1	5	0	0
OBSTRUCTING JUSTICE	2	0	0	0
DISORDERLY CONDUCT	1	1	0	0
LIQUOR LAW	18	4	1	0
CRIMINAL WARRANTS	14	2	-	-

OFFENDER SUMMARY

The following tables break down arrests by age and gender and by race.

OFFENDER SUMMARY BY AGE AND GENDER						
	2022		2023		2024	
	MALE	FEMALE	MALE	FEMALE	MALE	FEMALE
UNDER 18	28	7	13	5	11	1
18-24	50	19	54	17	48	5
25-34	61	17	49	17	65	17
35-44	45	8	36	7	49	14
45-54	24	5	15	7	13	6
55+	12	8	24	6	28	2

For purposes of the FBI Crime Report from which these statistics are compiled, arrests are categorized by race (White, Black, Asian, and Indian) and ethnicity (Hispanic and Non-Hispanic). The Hispanic ethnicity category has been included with the race categories, which accounts for the increase in total numbers within this category.

OFFENDER SUMMARY BY RACE & ETHNICITY			
	2022	2023	2024
WHITE	276	231	247
HISPANIC	90	56	84
BLACK	3	11	8
ASIAN	2	4	3
INDIAN	0	4	2



PARK CITY COUNCIL STRATEGIC PLANNING RETREAT MINUTES - DRAFT

**2060 PARK AVENUE
PARK CITY, UTAH 84060**

February 13, 2025

The Council of Park City, Summit County, Utah, met in open meeting on February 13, 2025, at 9:30 a.m. in the Police Department Training Room.

I. ROLL CALL

Attendee Name	Status
Mayor Nann Worel Council Member Bill Ciraco Council Member Ryan Dickey Council Member Ed Parigian Council Member Jeremy Rubell (arrived at 9:36 a.m.) Council Member Tana Toly Matt Dias, City Manager Margaret Plane, City Attorney Michelle Kellogg, City Recorder	Present
None	Excused

II. DISCUSSION ITEMS

Childcare Update:

Michelle Downard, Resident Advocate, reviewed the history of getting this program started and statistics on users, and stated the program had been running for one year. She noted that Summit County joined the program last July and they used the same administrator. The scholarship allocations went to Park City residents and workforce, Park City Municipal employees, and the local childcare providers. She indicated the number of scholarships was growing and the number of families using the Division of Workforce Services (DWS) was more commonly used as well.

Downard reviewed the exposure the program was getting nationwide. She was invited to the National Child Care Innovation Summit sponsored by the U.S. Chamber Foundation in Washington, D.C. because Park City was doing groundbreaking work with this childcare scholarship program. The Utah Childcare Solutions and Workplace Productivity Plan was just released and this program was highlighted. The U.S. Conference of Mayors asked if they could highlight this program as a best practice in

1 the guide they produced for their group, and Utah PBS reached out to learn more about
2 the program.

3
4 Downard indicated the City spent \$349,580 of the \$1 million allocated for the program in
5 its first year. Upwards, the program administrator, estimated the remaining funds would
6 be exhausted by the end of 2025.

7
8 Mayor Worel stated it was important to the Council that waitlists for childcare be
9 reduced, and she asked what the status was. Downard indicated she would get back
10 with that answer. Council Member Ciraco asserted many of the scholarships were for
11 resort employees, and he asked if Downard had talked with the Chamber about having
12 them augment the program. Downard stated the Chamber was trying to promote
13 something with other employers. Mayor Worel indicated another goal was to have in-
14 home providers get certified. Downard affirmed that was ongoing and there was a CPR
15 class offered. She also noted the PC Community Foundation provided a monetary
16 incentive to people who wanted to become licensed and participate in the program.

17
18 Council Member Rubell referred to the Universal Pre-K program in the school district
19 and he asked to know the implications of that program before having a funding
20 discussion. Downard indicated that the school district expanded the eligibility for age
21 and they increased capacity. She would find out those impacts as well as the subsidies
22 they were providing and bring that back to Council. Council Member Rubell asked how
23 many of the participants were at 0% AMI. He also asked if the 10% paid by family could
24 be looked at to see if that percentage was hitting the need, or if a tiered structure should
25 be looked at for families with multiple children. His goal was to help those in the lower
26 AMI brackets more. Downard stated she would look at that.

27
28 Council Member Toly asked if this program set a goal of how many children would be
29 served in the first year. Downard indicated they didn't know what number of families
30 would be eligible, but seeing the results, she felt the program was successful. Mayor
31 Worel thanked Downard for this well-run program

32 33 **2025 General Plan Housing Elements and Goals**

34 Dejan Eskic, Senior Research Fellow at the Kem C. Gardner Policy Institute, and Rhoda
35 Stauffer, Affordable Housing Specialist, presented this item. Eskic indicated he was
36 tracking housing-related bills at the Legislative Session: HB37, HB88, and HB90 which
37 had died. Council Member Dickey asked if HB37 gave density bonuses. Eskic stated
38 density would not have to be negotiated. HB149 would prevent institutional investors
39 from purchasing single family homes, SB181 discussed minimum parking space
40 required, HB360 allowed for more condos, and HB256 would allow municipalities to use
41 short-term rental listings to require licensing.

42
43 Eskic stated the population in Utah continued to grow and a lot was going on in the
44 Wasatch Back that would put pressure on cities. He indicated those who estimated

1 growth for the area looked at open space and other factors. Council Member Rubell
2 asserted full-time residents hadn't changed in years and he didn't see a huge spike
3 forthcoming. It was indicated 30% of the homes in Park City were full-time residents and
4 the others were second homes. Council Member Parigian noted the affordable units
5 being built would bring in hundreds of full-time residents. Eskic indicated interest rates
6 were a factor making it difficult for people to own homes right now.

7
8 Eskic discussed short-term rentals (STR) and indicated 24% of the county housing
9 stock were STRs and that number was increasing. Council Member Ciraco stated STRs
10 took away inventory for long-term rentals (LTR). Eskic noted in Washington County, the
11 STRs were oversaturated and now there were more LTRs, so the market corrected
12 itself. He stated 42% of housing in Park City were STRs. Council Member Rubell hoped
13 to have another discussion regarding the housing growth in Summit County and
14 Wasatch County. Eskic acknowledged they underestimated the housing growth in the
15 Wasatch Back.

16
17 Council Member Parigian led the next part of the housing discussion which included the
18 City's housing goals through the 2034 Olympics. Stauffer reviewed there was a housing
19 goal of 800 new affordable housing units by 2026. After all the planned units were built,
20 the City would have a total of 1,686 units. The Council in 2016 hoped that 15% of the
21 City's workforce would live in the City. The national recommendation was 20%-25%.
22 Council Member Parigian noted the challenges to creating affordable housing in this
23 resort town, which included spacing, unaffordability, and second homes. He asked if the
24 Council would recommit to a housing goal.

25
26 Sara Wineman reviewed the benefits of having affordable housing, which included
27 boosting the economy, retaining employees, reducing traffic, increasing civic
28 engagement, etc. Stauffer reviewed the history of the City's affordable housing efforts in
29 general. Council Member Parigian noted the affordability guidelines dictated that no
30 more than 30% of income should be used for housing. Many people paid over 50% of
31 their income towards housing. He indicated 62% of the Park City workforce earned 60%
32 AMI or less and asserted wages were not increasing as fast as rent.

33
34 Stauffer reviewed the evolution of the City's Housing policy. The current AMI policy was
35 that affordable housing could be up to 80% AMI. Wineman noted the ways the City
36 increased its housing supply as outlined in the packet. Council Member Parigian
37 indicated the City only had 200 of the 800 completely finished. Some questions for the
38 Council's consideration: Council's willingness to execute City planned projects, lower
39 the affordable housing baseline, update workforce housing goals, expand affordable
40 housing targets, and provide financial incentives.

41
42 Council Member Parigian asked who the Council wanted to target in the housing policy,
43 to which Council Member Ciraco stated locals and he asked if "local affordable housing"
44 meant housing within the City's boundary or if it included the Park City area. He

1 wondered if the City's local workforce percentage had dropped because they moved to
2 affordable housing in Summit County. Glidden indicated Silver Creek Village was a big
3 project and there was a mix of private development there. Mountainlands Community
4 Housing had 150 affordable units in that project that averaged 60% AMI.

5
6 Stauffer indicated a previous Council clarified 15% of workforce should live in City limits.
7 Council Member Rubell indicated one problem was general affordability and desire. He
8 thought the City limits might not be the ideal place for workforce since food and other
9 necessities cost more. He asked how they wanted to use the policy tools and public
10 funds to incentivize development. Looking at future projects listed in the packet, the
11 Council didn't know if they would come to fruition. He hoped to see what Council wanted
12 to target in the projects. He didn't want to focus on how many units to build by a certain
13 date until the target was identified. He thought workforce wage should be used since
14 AMI didn't accomplish the need for this area. He also thought the workforce wage
15 should equal 80%, or 45%-50% AMI, and he suggested resetting the policy to make the
16 goal 50%-60% AMI or 100% workforce wage for the projects in the queue.

17
18 Council Member Parigian stated some projects started at 40% AMI, but when people
19 got raises they would pay more rent and the rent would not be as subsidized. Stauffer
20 clarified annual pay assessments were performed, and the rent could not exceed 30%
21 of the income.

22
23 Council Member Toly stated it could be detrimental to have roommates and asked if the
24 goal was to build single units or family and community housing. She supported family
25 housing. She agreed there was not a lot of space in town, and she thought they could
26 partner with other businesses. She also indicated the City could look at targets based
27 on the project and location, instead of having a blanket goal. Council Member Rubell
28 thought reducing the maximum AMI from 80% to 60% would help. He asked if the 80%
29 AMI should be reset. Council Member Ciraco agreed it should be reset to 60% and it
30 was a good place to start. He also thought there should be a conversation on the
31 seasonal workforce and asserted the seasonal workforce and year-round workforce
32 should be discussed separately. He wondered if the City should create and incentivize a
33 program for employers to provide housing for seasonal workers. Council Member
34 Parigian noted a project needed to be 60% AMI to get federal funding. Council Member
35 Toly stated there was a need for all types of housing. She wanted to be nimble to the
36 needs they saw in the community at any given time.

37
38 Council Member Rubell noted 80% AMI was the target for attainable housing and asked
39 if that was what the City wanted. Wineman stated they looked at salary AMIs and Park
40 City had a lower workforce wage than other parts of the country. Council Member
41 Dickey asserted managers working in the City didn't live in the City so those higher
42 wages were not counted in those statistics. He didn't want to make changes to the
43 policy until he had more information on the Affordable Master Plan Development
44 (AMPD) code. He wanted to pursue projects the community would support.

1 Mayor Worel stated it was important for first responders to reside in the City and she
2 thought the wages of critical workers should be considered. Wineman stated the
3 frontline workers were making 60%-80% AMI. Council Member Dickey supported 60%
4 AMI and discussing the AMPD at a future meeting. Council Member Parigian stated
5 nothing had to be decided today but asked if the Council wanted to have further
6 discussions on changing the AMI policy requirement. Council Member Toly asked if the
7 City should incentivize more for-sale affordable homes.

8
9 Council Member Ciraco didn't think the community would support the City subsidizing
10 other businesses' employees. Council Member Rubell favored targeting the middle of
11 the workforce. Council Member Dickey felt that was already the City's policy and they
12 were building for that demographic. The Council agreed to bring back the Housing
13 Resolution to adjust the AMI%. It was indicated housing would be part of the General
14 Plan update.

15
16 Council Member Toly wanted to get the planned projects going. Council Member Rubell
17 felt amending the housing resolution was important. Mayor Worel stated they could
18 continuously build affordable housing but if people couldn't live here, it would not be
19 worth it. She knew childcare was a good start, but she encouraged Council to look at
20 other policies to see what could be done to increase affordability in general.

21
22 Council Member Rubell didn't want to set a housing goal and he was against using
23 open space for affordable housing. For unencumbered land, he supported affordable
24 housing when it was feasible and close to transit. Council Member Toly stated they had
25 discussed having a regional housing authority and she felt the City's money would go
26 further partnering with the county and building housing together. Council Member Rubell
27 indicated the decision at the time was to test it by partnering with the County on housing
28 projects.

29
30 Council Member Parigian suggested not requiring open space in a housing project,
31 especially if open space like City Park or the Library Field was located nearby. Council
32 Member Dickey felt the housing goal was helpful, and he recommended keeping the
33 15% of workforce living in the community as the continued goal. Council Member Toly
34 hoped to prioritize municipal employees. Wineman stated employees were prioritized for
35 a certain time and then there was a waterfall that mandated opening the units to others
36 based on a priority system. Council Member Rubell added that the priority system was
37 not available when a project had federal funding. Council Member Dickey favored
38 raising the workforce living in the community percentage to 20% if Council was willing.
39 He wanted to be realistic and he knew that work still needed to be done to get to 15%,
40 but he felt that was a good goal. Council Member Ciraco wanted to push the levers on
41 the policy to make the applications come in. Council Member Parigian preferred to have
42 a lofty goal and then the City could do its best to reach it. Council Member Rubell
43 suggested having a goal to complete all the planned units and then set policy direction
44 to look for additional opportunities. Council Member Dickey agreed and asked the team

1 to add to the list of opportunities. Wineman noted staff was looking for opportunities to
2 buy buildings and fit them for affordable housing.

3
4 Matt Dias indicated projects that hadn't been seen by the Planning Commission were
5 not included on the housing list. Wineman recapped that Council wanted to discuss the
6 housing resolution and the AMI%, ways to incentivize developers by modifying the
7 AMPD, and discussing a benchmark for meeting the housing goal of 800 units. There
8 would also be a future discussion on raising the percentage goal for workforce living in
9 community. Council Member Rubell added that the housing resolution should be
10 updated to reflect 60% AMI. Council Member Dickey noted another directive was to find
11 other opportunities for housing that could be added to the list.

12
13 **Main Street Area Plan (MSAP):**

14 Tristan Cleveland and Mitchell Reardon, Happy Cities, and Brent Crowley, Kimley Horn,
15 presented this item. Reardon reviewed the history of the MSAP and summarized the
16 Council's direction. Cleveland stated there was excitement for a redesign and people
17 loved closing Main Street for pedestrian use during the Sundance Film Festival.

18
19 Council Member Rubell asked if Main Street could be done in pieces. Cleveland stated
20 the components could be separate but there needed to be a decision on China Bridge
21 or another parking solution. Council Member Rubell asked to discuss traffic and
22 circulation first. Crowley indicated they put the traffic projects into a spreadsheet.
23 Crowley reviewed projects A-H. Council Member Rubell asked to define "car lite."
24 Crowley stated Main Street would be a one-way street with the opposite lane for transit
25 only. There would be parking on one side. Cleveland noted this format would allow the
26 street to be easily closed for pedestrian only use. Council Member Toly expressed
27 concern for how Main Street would work with the side streets. Crowley indicated there
28 would be a concept study to lay it out as part of the preliminary design. Council Member
29 Toly asked if any of the traffic projects did not depend on Main Street becoming car lite.
30 Reardon referred to the transportation recommendations in the packet and stated E, F1,
31 F2, F3, F4, and H could be removed from the plan. Cleveland stated there was an
32 option not to do the construction design right-of-way analysis until next year when the
33 other resources were in place. He asked if the Council wanted more analysis done to
34 speed up the process.

35
36 Council Member Rubell asked about prioritizing projects and how staff would be able to
37 do the analysis. Eggleton stated they had relied on staff to come to the place they were
38 today. Moving forward, they would use consultants with the Council's approval. He
39 needed the Council to determine the priority. Council Member Rubell asked if staff could
40 support this project as well as the other projects they were working on. Cleveland stated
41 it would be at least a year before more staff time would be needed. The consultants
42 needed to do their analyses in the meantime. Council Member Dickey suggested letting
43 the consultants do the analyses and then when it came back to Council, staff could
44 break down the cost and staff time needed. Council Member Rubell stated they didn't

1 need to consider Recommendation H, the park and ride, and could remove that from
2 consideration. Cleveland asked if the Council wanted an ambient temperature loop
3 study for Main Street. Council Member Ciraco supported a study for that and said that
4 was an energy saving tool and could be a snow melt system as well. The majority of
5 Council agreed to that study. Cleveland didn't know the cost of the study, but he would
6 give a staff report to Council on the cost. Council Member Rubell wanted to verify this
7 could be done without impacting any other projects going on.

8
9 Matt Dias stated staff capacity was an important factor. Staff was lean and they relied
10 on the private sector for these studies. It was more efficient for staff to draft an RFP and
11 then let the private sector perform the work. He noted there was not a project that was
12 behind schedule due to staff capacity. He stated MSAP was a high priority of the
13 Council and staff was excited to see it move forward.

14
15 Cleveland asked if a civil engineering infrastructure analysis could be done. Crowley
16 stated this analysis would consider preserving off-ramps, ADA ramps and access, and
17 all existing conditions. The ambient loop would be worked in at 30% of the design
18 process. Those doing the loop study would need to determine the current utilities in the
19 ground. Council Member Rubell didn't know what use Main Street would have so he felt
20 the analysis for infrastructure was premature. Reardon stated no matter the use, this
21 study was necessary in order to have a uniform Main Street. The Council agreed to
22 have the civil engineering study.

23
24 Cleveland referred to Miner's Park and the 9th Street Park and asked if work should be
25 done to develop an RFP. Council Member Parigian stated this could be done anytime
26 and was not the priority of the project. Council Member Toly liked this idea because
27 there weren't family-friendly features on Main Street. Council Member Ciraco stated this
28 could be an immediately visible improvement for Main Street, so he supported it.
29 Council Member Dickey indicated this would be a lot of cost, but it wouldn't bring in
30 revenue. He would approve a feasibility study, but this was a watch out point for him.
31 Council Member Rubell supported it.

32
33 Cleveland discussed the Brew Pub Lot and the gondola to Deer Valley. He noted the
34 proposed route for the gondola had not been studied. They would have to meet with
35 Deer Valley to see if they were interested. Then they would need to study and design it.
36 If Deer Valley was not interested, an RFP would be issued for the design of the park.
37 Eggleton stated this request was for an RSOQ to perform the gondola study and ask for
38 Deer Valley's support for the proposed route from Main Street Brew Pub to Snow Park.
39 They would bring back Deer Valley's reaction and the cost for the study for the Council's
40 approval. Council Member Toly asked who the gondola was for: a base for Deer Valley
41 where skiers would park on Main Street or was this for Deer Valley guests to visit Main
42 Street. She didn't want China Bridge to become skier parking. Cleveland indicated the
43 biggest spenders on Main Street were Deer Valley guests, and this would move them
44 and locals back and forth while reducing car trips. He also noted more parking was

1 opening for Deer Valley, but if there were parking problems, they could identify
2 solutions. Eggleton stated they were not trying to identify who this would serve, but if it
3 was an option.

4
5 Council Member Rubell asked staff to verify a prior study had not been completed. He
6 didn't feel like Brew Pub Lot was the right location for the gondola. Council Member
7 Ciraco asked if anyone had spoken with Snow Engineering about the previous gondola
8 study. Dias reviewed the route for that study and indicated there were many
9 impediments. Another study was done by a private citizen. There had never been a
10 study for a gondola leaving from the top of Main Street. He talked with Deer Valley
11 about a gondola in general so this would not be a surprise to them. Council Member
12 Ciraco acknowledged the proposed route was 75% unencumbered. Cleveland asked if
13 staff could assess what studies had been done and then Council could determine if they
14 wanted to assess the possibility of a gondola. Council Member Dickey stated this was
15 connectivity to Main Street from Deer Valley and that was something that was not
16 available in other cities. He wanted to pursue this discussion. Council Member Ciraco
17 stated the Brew Pub was a small amenity. He supported looking into past studies and
18 then determining if they wanted to do a study at this location. Council Member Rubell
19 stated the research should include a gondola route from the Main Street area to any
20 resort. Cleveland clarified staff would research this and they would consider potential
21 places for a gondola. The Council agreed to this research and directed staff to talk to
22 Deer Valley and Park City Mountain Resort.

23
24 Cleveland reviewed that Council wanted to discuss the MSAP new building concepts.
25 He wanted to identify a process for making a decision on the future buildings, which
26 would include financial and political feasibility that would meet the requirements of the
27 plan. They wanted to avoid challenges that occurred with past processes. Cleveland
28 stated if they wanted the plan to be finished by the Olympics, then the process needed
29 to begin now. Council Member Rubell was not in favor except for looking at the failing
30 need for China Bridge. Council Member Dickey supported looking at China Bridge and
31 added there was a benefit to the district of having more commercial space. There was
32 no lodging in the district, and he supported a feasibility study for that. He wanted to see
33 the whole picture and then determine what was feasible and what was not. Reardon
34 proposed to share a process for Council to decide on pursuing a feasibility study or not.

35
36 Council Member Ciraco noted Sundance might not have the presence in Park City that
37 it used to and businesses might not survive. The risk in this process was losing
38 credibility with the public. He thought the Council needed an answer to transportation.
39 Council Member Dickey heard the same concerns with transportation for the new plan.
40 Council Member Rubell suggested focusing on things they could actually achieve.
41 Council Member Dickey asserted a project that was all cost and no revenue was not
42 realistic. Council Member Rubell suggested focusing on China Bridge and saving the
43 plaza stuff, big development north of City Hall, and the transit center until a future
44 discussion.

Council Member Toly asked if the Council wanted to see Swede Alley look the same way 10 years from now. She wanted to make it easier for small businesses to start in town by having spaces on Swede Alley where rents were cheaper. If China Bridge was redone, commercial spots should be put in there. She wanted to find a middle ground for Swede Alley. Council Member Rubell said he wanted to focus on China Bridge and leave out the north part of the project.

Reardon heard the Council wanted the flexibility to develop some things along the way. They broke down the Council's requests from the December 19th meeting into small pieces. He needed direction to study and propose how a feasibility study would be conducted. Then the Council would approve the study or amend it. Council Member Parigian liked the Old Town Transit Center (OTTC) and thought it was relative to the size. He felt they needed a hotel in the plan, but he didn't know where in the plan it would go. If there was going to be affordable commercial, then the City would need to provide it. Reardon stated he would send a staff report for Council to consider.

It was indicated the majority of Council agreed to begin the focus on China Bridge. Council Member Dickey didn't want to focus on China Bridge if there wasn't consensus on commercial space. Cleveland indicated he would send a memo that wouldn't mention financials but would empower the Council to help them decide on which things to study. It was decided to only study the China Bridge area.

City Council Protocols and 2025 Liaison Assignments:

This item was continued to a future date.

City Manager Work Plan:

This item was continued to a future date.

ADJOURNMENT

With no further business, the meeting was adjourned.

Michelle Kellogg, City Recorder



PARK CITY COUNCIL STRATEGIC PLANNING RETREAT MINUTES - DRAFT

**2060 PARK AVENUE
PARK CITY, UTAH 84060**

February 14, 2025

The Council of Park City, Summit County, Utah, met in open meeting on February 14, 2025, at 10:30 a.m. in the Police Department Training Room.

Council Member Toly moved to close the meeting to discuss property, procurement, and advice of counsel at 10:38 a.m. Council Member Ciraco seconded the motion.

RESULT: APPROVED

AYES: Council Members Ciraco, Dickey, and Toly

EXCUSED: Council Members Parigian and Rubell

CLOSED SESSION

Council Members Parigian and Rubell arrived at 10:50 a.m.

Council Member Parigian moved to adjourn from Closed Meeting at 12:45 p.m. Council Member Toly seconded the motion.

RESULT: APPROVED

AYES: Council Members Ciraco, Dickey, Parigian, Rubell, and Toly

I. ROLL CALL

Attendee Name	Status
Mayor Nann Mayor Worel Council Member Bill Ciraco Council Member Ryan Dickey Council Member Ed Parigian Council Member Jeremy Rubell Council Member Tana Toly Matt Dias, City Manager Margaret Plane, City Attorney Michelle Kellogg, City Recorder	Present
None	Excused

1 STRATEGIC PLANNING MEETING

2
3 II. DISCUSSION ITEMS

4
5 Future of City Hall:

6 Sara Wineman, Housing Project Manager, presented this item and reviewed the
7 deficiencies of City Hall as it was currently configured. There were 107 employees who
8 reported to City Hall and she anticipated 152 employees by 2035. She indicated there
9 was accelerated deterioration and corrosion in China Bridge parking garage next to the
10 City Hall.

11
12 Wineman stated redevelopment of the building would need the adjoining parking lots
13 and indicated this was a prime location. Some benefits of redevelopment would be
14 increased tax revenue, cost savings from no maintenance, job creation, business
15 growth, and tourism appeal.

16
17 Wineman indicated that as she discussed relocating City Hall with others, there was
18 consensus that it should be at Bonanza Park. Wherever the relocation, some benefits of
19 relocating included having an efficient, purpose-built facility, it would compliment the
20 redevelopment zone, it would modernized service delivery, it would be a local anchor in
21 the area, it would make room for growth more accessible, and there would be modern
22 infrastructure. Wineman displayed several examples of annexes to government
23 buildings or government buildings that were repurposed for other uses.

24
25 Mayor Worel asked if there were examples of government buildings converted to other
26 civic uses. Wineman stated the St. George City Hall was turned into the police
27 department. Mayor Worel asserted this building was an important part of the City and
28 had always been a public building, and she expressed concern for turning it into a hotel.

29
30 Council Member Rubell didn't understand why more personnel would be needed in City
31 Hall since the population remained constant. Customer service was never good enough
32 in the public's eye, but they didn't want to pay to see it improved. He didn't see a real
33 customer service problem. He was opposed to extending City Hall in its current location.
34 Wineman stated the customer service design would help employees too.

35
36 Council Member Rubell stated that the Iron Horse property was a concern as well. He
37 supported getting new space-saving furniture. He wanted to address the Iron Horse
38 issue. Council Member Dickey hoped to eliminate options so staff could analyze what
39 Council supported. He wanted City Hall to remain in the Marsac Building, and thought it
40 could be modernized to accommodate more staff. He supported investing in the
41 workstation furniture. As far as customer service was concerned, he stated Building,
42 Engineering, and Planning were the departments that customers first saw and
43 interacted with when they went into that building. He proposed doing some work with
44 those who used those services to see what the problem was and then they could look

1 for solutions. He suggested putting a budget placeholder for those solutions. Council
2 Member Rubell noted the staff report indicated this building would not be sufficient in
3 years to come. Council Member Dickey felt it was fine for now and they could find other
4 places in town for additional office space.

5
6 Council Member Rubell asked which departments would benefit from being in the same
7 space. Wineman explained how departments were sometimes split up and there was
8 not enough area for a team to be together. Council Member Rubell asked for a mapping
9 of departments. Council Member Parigian indicated department configurations changed
10 from time to time and those teams might look different in the future. He thought City Hall
11 was beautiful but nothing was going on there to attract people. He didn't think it was the
12 right place for a hotel and suggested making it a small business mall. He thought it
13 would be nice to have City Hall at Bonanza Park where it would be more accessible to
14 the public.

15
16 Council Member Ciraco asserted if City Hall remained in its current location then it
17 would ruin the Main Street Area Plan (MSAP) because big stairs would go there from
18 Main Street, and it would be dark from 5:00 p.m. to 8:00 a.m. He felt the building could
19 last a little longer, but he didn't know if he wanted to invest in it or if they should build a
20 new one that would last another one hundred years. There would be growth in
21 population which would require additional personnel. He didn't want to do an annex to
22 the building. He supported continuing the conversation.

23
24 Council Member Toly favored keeping City Hall on Marsac and stated some things were
25 not for sale. It didn't make sense to build a new building for an additional 35 employees.
26 She thought there were other solutions that could be considered. If its use was
27 changed, she wanted it to continue to be a community building. She supported moving
28 forward with changing the furniture.

29
30 Council Member Rubell stated he was not taking a position because there were things
31 he didn't know. He asked about parking, to which Wineman stated there were 15
32 dedicated parking spots for fleet vehicles and 50 spaces were used by staff. Council
33 Member Rubell asked for parking data by department so the Council could understand
34 the space being used. Matt Dias explained the fleet situation. He stated 40-50
35 employees used fleet vehicles. There were other employees that took home fleet
36 vehicles because they responded to emergencies. Pearce reviewed some statistics on
37 China Bridge. Council Member Rubell stated he wanted to see analysis on the need for
38 teams to be together and those who could work apart and retain efficiency, as well as
39 the parking impacts to those scenarios. He felt this data would help Council analyze
40 solutions when they were presented. The Council agreed to have staff do this analysis.
41 Mayor Worel stated she talked to Transit and Public Works and even if they moved out
42 of town, they would need a presence in town.

1 Dias summarized this was a sensitive community conversation. He asked for direction
2 on next steps. He asked if the building should be an economic development opportunity
3 or if it should stay status quo. Council Member Ciraco stated they needed to explore if it
4 was viable for City Hall to stay at Marsac long term. Council Member Rubell stated there
5 would be another request for renovation in another year if they didn't do something. He
6 wanted to solve Public Works and Transit building issues. He wanted City functions to
7 be in the City core, and Bonanza was the only option for building anything. He wanted
8 to know what was available at the Iron Horse property before deciding anything. Council
9 Member Parigian stated they were in no hurry to decide.

10
11 Dias stated they could check in with Iron Horse departments on their space needs. He
12 asked if Miner's Hospital could be used for employee space. Council Member Parigian
13 didn't want to split up the City Hall team and Miner's Hospital was not set up for office
14 use. Council Member Dickey stated he was fine with that as a temporary solution. He
15 still wanted to push forward on renovating City Hall, including the customer needs
16 solution. Council Member Rubell was fine with furniture and IT upgrades in City Hall, but
17 did not want to renovate the second floor.

18
19 Dias summarized the next step would be to come back with a minimum level of
20 investment to stay in City Hall and they would come back with a discussion on the Iron
21 Horse building. Council Member Rubell stated the \$700,000 for minimum upgrades was
22 what he wanted. Mayor Worel also asked for wayfinding signs in City Hall. It was
23 indicated Miner's Hospital could be used temporarily.

24
25 **2025 General Plan Update:**

26 Rebecca Ward, Planning Director, and Jessica Garrow, Design Workshop, presented
27 this item. Ward reviewed the last General Plan was updated in 2014. The City was
28 currently updating it to accommodate all the changes in the last decade. They were also
29 looking at regional growth and communicating with neighboring entities. The plan was
30 unique because it included neighborhood plans. They wanted to continue with that and
31 update those plans as well. To accomplish this, they had neighborhood open houses
32 and encouraged residents to review their current neighborhood plan and make
33 suggestions for it. Garrow stated the General Plan was a guide for Park City. She noted
34 the plan would focus on five elements: Community Character, Transportation, Housing,
35 Water and Conservation, and Sustainability. The project timeline was divided into five
36 phases; they were moving into Phase Four currently and they planned to present it for
37 adoption this summer. Garrow reviewed the engagement plan. She indicated 80% of
38 commuters were coming to town from outside of the community. Since the daytime
39 population was increasing dramatically, they were taking that into account in the
40 General Plan. The age demographic changed from a majority of 25-29 year-olds in
41 2010 to a majority of 60-64 year-olds in 2024. She noted 6,000 new jobs would be
42 created in the next few years.

Garrow discussed the survey results. The community and being in nature ranked high. Traffic and congestion was the greatest concern. She shared the proposed vision statement with the Council and asked for feedback.

Mayor Worel stated the neighborhood open houses had strong attendance. She asked if code amendments would be necessary once the General Plan was adopted. Ward indicated the Land Management Code (LMC) would be completely overhauled. They would need to update the code on infill regulations and things to implement at Bonanza Park. Council Member Ciraco asked how the five elements differed from the 2014 plan. Ward indicated the core values would be incorporated into the five elements. The state code required a water element in all general plans, so that would be added to this plan. Council Member Ciraco asked to know if any changes were made from the 2014 core values so they could see the underlying drivers. He also wanted to change the land-use and growth scenarios to say transit or transportation instead of shuttles.

Council Member Rubell referred to the draft vision statement and indicated something was missing regarding the residential experience. He noted that things the City did well did not show up as concerns. He wanted the statement to include an acknowledgement of the residential experience. He supported something in the statement that included smart development. He thought arts and culture was too specific for the General Plan.

Council Member Parigian wanted the statement written by order of importance to the community.

III. PUBLIC INPUT (ANY MATTER OF CITY BUSINESS NOT SCHEDULED ON THE AGENDA)

Mari Manel Bell 84060 via Zoom stated in 2024 there were double the vehicle and wildlife collisions on SR224 than in the past decade. This was despite warning signs and the wildlife silhouettes. She felt more needed to be done to reduce these collisions and asked the Council to consider more measures to protect people and wildlife.

Deb Rentfrow 84060 via Zoom stated the General Plan survey results should be reviewed by the Council. She had some concerns with the data. She also thought the Council should listen to the Planning Commission discussion on the vision statement because they were wanting a more visionary statement.

Kimberly Simons-Kraan eComment: "I don't have time to chase this stuff. These are elected officials with duty and obligation for the public good. The response just reflects what was anticipated, an obvious the word dance and turning blind eye. So, please allow me to lodge a formal complaint: 1. Restroom locked: We recently hiked up to ski only to find the restroom that has been open in past seasons, and earlier this winter is locked?! I saw people had pissed in the snow... Springs will only tell what else the snow drifting covered. It's gross, and a PULBIC HEALTH & SAFETY ISSUE! I try to report

these things when I see it happen, but it's not my business to make others business my business. Why have a perfectly good restroom locked, when it was open only a month ago, and now locked encourages folks to do their business on the trail? Is the PC administrative budget really that tight? Hardly doubt it. 2. Again, snowmobiles, complaint: Snowmobiled trashed the work of Mountain Foundations trails within hours of their grooming. Why is this blatant illegal use of snowmobiles across bonanza flat conservation area not addressed? Park city places police at multiple intersections during ski resort unloading, but fails to protect bonanza flats? Priorities? 3. Parking & Access: Why is it trucks, cars, snowmobiles and snowmobile trailers are free to park all winter long, for free, at Bonanza flats, and, then I read this... 'There will be a fee imposed starting this summer to park during summer for those seeking to hike blood's lake trail.' The whole 'pay to play', is designed to limit users access to open space, to reduce users, and it really speaks volumes to those who wish to protect natural areas for their private use. Can we just full stop on using tax payer dollars to cater to the elitists who want private playgrounds. Good luck Park City council. Please, with all respect, place public life, safety, & welfare of community members at the forefront of your agenda. Afterall, that is the reason for existence of, and obligatory role of, a city council."

Mayor Worel closed public input.

Mayor Worel indicated Clayton Scrivener, Communications Team, attended a press conference today on the Mayor's behalf and asked him to give the Council an update. Scrivener stated the governor announced the Utah Olympic Organizing Committee for the Games. The president would be Frazer Bullock and the CEO would be Brad Wilson, former State Speaker of the House.

Council Member Toly moved to close the meeting to discuss property, procurement, and advice of counsel at 3:12 p.m. Council Member Ciraco seconded the motion.

RESULT: APPROVED

AYES: Council Members Ciraco, Dickey, Parigian, Rubell, and Toly

CLOSED SESSION

Council Member Ciraco moved to adjourn from Closed Meeting at 4:30 p.m. Council Member Toly seconded the motion.

RESULT: APPROVED

AYES: Council Members Ciraco, Dickey, Parigian, Rubell, and Toly

IV. ADJOURNMENT

With no further business, the meeting was adjourned.

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Michelle Kellogg, City Recorder

City Council Staff Report



Subject: Installation of Battery Electric Bus Charger
Author: William DeGroot, Transit Manager
Timothy Sanderson, Transportation Director
Department: Transportation
Date: March 13, 2024

Recommendation

Authorize the City Manager to execute an agreement in a form approved by the City Attorney with **Cache Valley Electric Co.** to install an ABB Pantograph Overhead Charge System ("POCS") for the City's Battery Electric Buses ("BEBs") at 1616 Shortline Rd, not-to-exceed **\$309,183.72**.

Executive Summary

On [May 16, 2024](#), the Council approved a Land Management Code ("LMC") amendment to establish Public Transit Amenity areas as an allowed use in certain zoning districts and overlays. During this discussion, the Transportation Department agreed to return to the Council for approval of all proposed PCOS installations per the LMC requirements. The proposed PCOS referenced in this report is the same equipment spoken of in the May 16 meeting. Transportation worked diligently with the Engineering department and hired a construction designer to ensure that the Council's concerns regarding the installation of this PCOS have been addressed. The Administrative Permit was issued by the Planning Department on June 13, 2024 (**Exhibit A**).

Analysis

On November 1, 2024, a Request for Proposal ("RFP") was published on the Utah Public Procurement Place ("U3P") [website](#) to procure a contractor for the "Installation of Park City Transit 300kw ABB Overhead Pantograph Bus Charger System". On December 23, 2024, two proposals were deemed responsive and given to a Selection Committee ("the Committee") for evaluation.

The proposal with the highest evaluation score, submitted by **Cache Valley Electric Company**, is recommended to carry out the designs, specifications, and scope of work.

If approved, the Transportation Department will execute a contract with **Cache Valley Electric Company** and begin pre-construction planning with a kick-off meeting on March 17, 2025. **Cache Valley Electric Company** will submit, receive approval of, and comply with a PCMC Construction Mitigation Plan and Building Permit. Groundbreaking is anticipated on April 1, 2025, weather permitting. The project is expected to be completed by May 30, 2025.

Funding

A Federal Transit Administration grant, a Rocky Mountain Power Infrastructure grant, and a 20% local match from the Transportation Fund will provide funding.

	Federal Funding	Local Match Total	Total Project Cost
FFY 2020 5339 (c) Discretionary – Low- No Emission Grant for Bus and Bus Facilities	\$1,080,000.00	\$270,000.00	\$1,350,000.00
RMP Grant	\$ 355,500.00	\$ 94,500.00	\$ 450,000.00
TOTAL	\$1,435,500.00	\$364,500.00	\$1,800,000.00

These funds were obligated by the FTA prior to January 2025. PCMC is under contract for these funds with UDOT.

Executive Summary

Exhibit A – Planning Department Administrative Permit from June 13, 2024



Planning Department

June 13, 2024

Transportation Planning
Park City Municipal Corporation

CC: Timothy Sanderson and Sara Rush-Mabry

NOTICE OF PLANNING DEPARTMENT ACTION

Description

Address: 1053 Iron Horse Drive
1616 Short Line Road

Zoning District: General Commercial

Application: Administrative Permit

Project Number: PL-24-06146

Action: APPROVED WITH CONDITIONS (See Below)

Date of Final Action: June 13, 2024

Project Summary: The Applicant proposes installing an overhead pantograph electric charger and electrical equipment for public transit buses in the General Commercial Zoning District.

Action Taken

On June 13, 2024, the Planning Director conducted a public hearing and approved the Administrative Permit for Public Transit Amenities according to the following findings of fact, conclusions of law, and conditions of approval:

Findings of Fact

1. 1053 Iron Horse/1616 Short Line Road is Lot 1 of the Park City Public Works Subdivision, a 5.11-acre corner lot with access on Short Line Road and Iron Horse Drive.
2. The Applicant was awarded \$43 million in grant funding for charging infrastructure and expansion of the City's electric bus fleet. The Applicant proposes installing:



Planning Department

- a. A reinforced concrete pad for the bus charging area.
 - b. An overhead pantograph electric charger for public transit buses within the bus pull-out on Short Line Road and associated electrical equipment.
3. The overhead pantograph electric charger is a Public Transit Amenity. Land Management Code (LMC) Section 15-15-1 defines Public Transit Amenity Areas: *Structures, infrastructure, and equipment necessary to operate public transit and public multi-modal transportation, including but not limited to items of comfort, convenience, and safety that are available to the general riding public, including bus pull-outs, bus shelters, bus electric charging equipment, benches, signage, and bike racks.*
4. LMC Section 15-2.18-2(A)(33) establishes Public Transit Amenity Areas as an Allowed Use in the General Commercial Zoning District subject to an Administrative Permit and compliance with LMC Section 15-4-24.
5. The overhead pantograph electric charger will straddle property and Short Line Road and will encroach into the Front Setback. LMC Section 15-2.18-3(B)(8) establishes Public Transit Amenity Areas as an exception to Front Setback requirements.
6. LMC Section 15-4-24 outlines the following requirements for Public Transit Amenity Areas:
 - a. An Administrative Permit is required with approval by the Planning Director and City Engineer. The City Engineer's Determination is Attachment 1 to this Final Action Letter.
 - b. Courtesy notice must be provided pursuant to LMC Sections 15-1-12 and 15-1-21.
 - i. On May 29, 2024, Planning staff mailed post cards to adjacent property owners and posted notice to the property. Staff posted notice to the City website and to City Hall.
 - c. The installation shall not impede pedestrian circulation, emergency access, or public safety.
 - i. On June 4, 2024, the Development Review Committee evaluated the proposal and found it complies with their requirements.
 - ii. 1616 Short Line Road is not a public transit stop at this time but is rather a bus pull-out area where drivers may park for a break or change shifts. If the location becomes a public transit stop, trash and recycling shall be provided and shall be screened from neighboring properties and the right-of-way.
 - iii. Structures shall not exceed 20 feet in height from Existing Grade. The proposed overhead charger is approximately 18 feet from Existing Grade.



Planning Department

- iv. The Planning Department shall determine the Limits of Disturbance and shall require mitigation for loss of Significant Vegetation. The existing conditions note significant vegetation is near the area proposed to accommodate electrical equipment. A Condition of Approval requires protection of significant vegetation during and after construction.

Conclusions of Law

1. The proposal complies with LMC Chapter 15-2.18 *General Commercial Zoning District*.
2. The proposal complies with LMC Section 15-4-24 *Public Transit Amenity Areas*.

Conditions of Approval

1. If the location becomes a public transit stop, the Applicant shall install sufficient screened trash and recycling facilities for the Public Transit Amenity Area.
2. At the building permit stage, the Applicant shall verify through a roof over topography exhibit that the maximum height of the overhead charger from Existing Grade does not exceed 20 feet.
3. The Applicant shall protect significant vegetation during and after construction.
4. Signs and outdoor lighting are not approved as part of this Administrative Permit. Any future sign or outdoor lighting installations require Planning Department review and approval prior to installation.
5. Prior to issuance of a building permit, the Applicant must meet with the Engineering Department to address the proposed modifications to change the crown of the roadway and flatten the cross slope. The modifications must be revised to meet City standards.

If you have questions or concerns regarding this Final Action Letter, please call 435-615-5060 or email planning@parkcity.org.

Sincerely,

A handwritten signature in blue ink, appearing to read "Rebecca Ward", written over a horizontal line.

Rebecca Ward, Planning Director



City Council Staff Report

Subject: Public Service Contract Recommendations

Author: Hans Jasperson

Department: Budget

Date: March 13, 2025

Recommendation

The Nonprofit Services Advisory Committee completed its evaluation and requests the City Council review, discuss, and consider approving its funding recommendations.

Background

For decades, the City has used Public Service Contracts to partner with nonprofits to provide services that address the priorities of Council and the community that the City does not provide. When the last Public Service Contracts were awarded in November of 2023, Council requested a process overhaul. Over the past 15 months, staff and community members have worked diligently with the Council to create a process that is more transparent, better aligned with Council goals, and more responsive to emergent community needs.

A brief recent history is found below:

- [November 2023](#) – Council approved two-year awards for services focused on diversity, equity, mental health, and inclusion; requested a targeted process overhaul prior to the Public Service Contract program in FY25.
- [March 2024](#) – After meetings with Council liaisons, a work session was held to present initial recommendations to improve the award process and solicit Council feedback. One of the recommendations was to discontinue the separate contract process for diversity, equity, mental health, and inclusion.
- [May 2024](#) – A work session was held to discuss the creation of a public body to advise the Council on Public Service Contracts, better alignment of nonprofit services with Council priorities, and a new Emergent Community Needs Grant program.
- [July 2024](#) – Council considered a resolution to create the Nonprofit Services Advisory Committee. After public input and discussion, Council provided feedback to staff and moved to continue the item.
- [August 2024](#) – Council adopted a resolution creating the Nonprofit Services Advisory Committee.
- [October 2024](#) – Council appointed seven Nonprofit Services Advisory Committee members, a selection process that involved over 60 applicants and more than 30 interviews.
- [November/December 2024](#) – A request for applications for the Public Service Contracts was issued, with 30 nonprofits submitting applications.
- [January/February 2025](#) – The Nonprofit Services Advisory Committee held seven public meetings, conducted 28 interviews, and drafted its Public Service Contract recommendations to the City Council.

Analysis

The purpose of the [Nonprofit Services Advisory Committee](#) is to provide recommendations to the City Council on the Public Service Contract and Emergent Community Needs Grant programs, which are established in the City's [Budget Policies & Objectives](#). The Committee comprises diverse volunteers with deep ties to the Park City community and extensive nonprofit experience. After a rigorous evaluation process, the Committee finalized its funding recommendations for FY25, FY26, and FY27. They also provided initial recommendations for establishing the Emergent Community Needs Grant program, beginning in FY26.

Public Service Fund Budget

The FY25 budget for all Public Service Funds is \$638,500, which includes funding already allocated for the FY24-25 diversity, equity, mental health, and inclusion contracts. For FY26-27, the Committee recommends \$552,500 for Public Service Contracts and \$86,000 reserved for the Emergent Community Need Grant program. A detailed process for evaluating and awarding Emergent Community Needs Grants will be rolled out in FY26.

Table 1. Public Service Fund Budget, FY25 to FY27

	FY25	FY26	FY27
Diversity, equity, mental health, and inclusion (Already Awarded)	\$393,000	N/A	N/A
Public Service Contracts (Recommended)	\$245,500	\$552,500	\$552,500
Emergent Community Needs Grants (Recommended)	N/A	\$86,000	\$86,000
Total Budget	\$638,500	\$638,500	\$638,500

[Public Service Contract policies](#) allow contracts for up to four years, ensuring greater continuity of essential services to the community. However, because the process is still new, the Committee was concerned about locking in City funding for several years without the ability to adapt or improve the process. Instead, the Committee felt that two- to three-year contracts would provide continuity for critical services while still allowing the Council and Committee to assess the effectiveness of the new process and adjust if needed.

The Committee recommends awarding the \$245,500 left in the FY25 budget to the top applicants, with a limit of \$50,000 per award, and subtracting any amount already given for diversity, equity, mental health, and inclusion contracts. For FY26-27, they propose annual awards totaling \$552,500.

Evaluation Process

On November 8, 2025, the City issued a Request for Applications for the FY25 Public Service Contracts, receiving 30 applications before the December 6, 2025, deadline.

To be considered for funding, nonprofit programs were required to meet a demonstrated need in the community in one of the following [City Council Priority Areas](#):

- **Core Services** - Services that enhance the physical and mental health and well-being of our community;
- **Community** - Increase accessibility to resources and create safe, attractive gathering places. Expand and enhance events to maintain community pride;
- **Housing** - Increase the availability of affordable housing for the City and core service workforce. Help people maintain existing housing;
- **Recreation** - Promote balance, connectivity, and experience through recreation;
- **Equity** - Expand equitable outcomes for local residents; and
- **Sustainability** - Support clean energy, a healthy environment, and sustainable community resources.

Additionally, organizations were required to meet the minimum eligibility criteria for Public Service Funds outlined in [Chapter 6, Part I](#) of Park City's budget policies, as summarized below:

- Accountability and sustainability;
- Program need and specific City benefit;
- Fiscal stability and other financial support; and
- Fair market value of the services.

Applications were evaluated according to the following process:

Step 1: Application Screening

- Applications were screened by City staff to ensure the organization met the minimum eligibility criteria.
- All eligible applications were forwarded to the Committee for evaluation.

Step 2: Written Application Evaluation and Scoring

- The Committee evaluated and scored eligible applications according to the criteria and weights outlined in the [Public Service Contract Application Evaluation Guidelines](#), including:
 - Demonstration of program needs;
 - Demonstration of public benefit to Park City residents;
 - Performance outcomes and measures; and
 - Program budget.

Step 3: Applicant Interviews

- All applicants who scored 60% or more on their written evaluation made a 5-minute presentation to the Committee, with another 5-10 minutes allotted for Committee questions.
- The interviews included five public meetings held in January and February.

- Based on interview information, Committee members submitted a final evaluation for each applicant.

Step 4: Committee Draft Recommendations

- The Committee held public meetings on February 4 and 13 to deliberate and draft funding recommendations.
- They considered the applicants' final scores, the requested funding amount versus available funds, and any existing or alternative City financial support.

Public Service Contract Funding Prioritization

The budget for Public Service Funds is just over \$600,000 annually, but nonprofits requested \$956,000. To prioritize, the Committee ranked applicants based on their final evaluation scores from highest to lowest. Applicants were placed into one of the following three tiers based on their average score:

- **Tier 1 – Urgent and Essential.** Prioritized to receive remaining FY25 funds and funded at or near their requested amount for FY26-27. (Average Score >80%).
- **Tier 2 – Essential.** Not recommended for funds in FY25, but most were recommended for at least partial funding in FY26-27. (Average score 70% - 79%).
- **Tier 3 – Valued but Not Essential.** Not recommended for funding. While these programs provide value to the community, funding was prioritized for more urgent and essential programs. (Average score <70%).

The Committee's recommendations are summarized in Table 2 below and grouped by tier. In addition to the final evaluations, the Committee considered numerous factors in crafting the final award amounts, including program urgency, future sustainability, duplication of services, existing partnerships, direct impact of City funding, and the organization's capacity to secure other funds.

Table 2. Summary of Public Service Contract Recommendations

Tier 1				
Organization Name	Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Christian Center of Park City (Food Pantry)	\$50,000	\$22,250	\$50,000	\$50,000
Wasatch Immigration Project	\$25,000	\$22,250	\$25,000	\$25,000
People's Health Clinic	\$40,000	\$15,000	\$40,000	\$40,000
Peace House	\$80,000	\$27,250	\$50,000	\$50,000
Park City Senior Citizens	\$50,000	\$22,250	\$50,000	\$50,000
PC Tots	\$50,000	\$37,250	\$50,000	\$50,000
Hope Alliance	\$15,000	\$15,000	\$15,000	\$15,000
Mountain Mediation Center	\$22,030	\$17,000	\$22,000	\$22,000
Christian Center of Park City (Mental Health)	\$50,000	\$20,000	\$50,000	\$50,000
Park City Education Foundation	\$75,000	\$47,250	\$50,000	\$50,000

Tier 2				
Organization Name	Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Youth Sports Alliance	\$20,000	\$0	\$15,000	\$15,000
SOS Outreach	\$20,000	\$0	\$15,000	\$15,000
Holy Cross Ministries	\$50,000	\$0	\$50,000	\$50,000
Mountainlands Community Housing Trust	\$50,000	\$0	\$20,000	\$20,000
Summit County Clubhouse	\$12,500	\$0	\$12,500	\$12,500
Utah Legal Services	\$10,000	\$0	\$0	\$0
Park City School District	\$10,000	\$0	\$7,000	\$7,000
Park City Community Foundation (Youth United)	\$15,000	\$0	\$11,000	\$11,000
Live Like Sam	\$50,000	\$0	\$15,000	\$15,000
Utah Avalanche Center	\$8,000	\$0	\$5,000	\$5,000
Tier 3				
Organization Name	Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Special Olympics Utah	\$20,000	\$0	\$0	\$0
Park City Community Foundation (Equity Cohort)	\$10,000	\$0	\$0	\$0
Park City Film	\$22,000	\$0	\$0	\$0
Summit County Gardens and EATS	\$10,000	\$0	\$0	\$0
Big Brothers Big Sisters of Utah	\$20,000	\$0	\$0	\$0
Arts Council of Park City & Summit County	\$26,400	\$0	\$0	\$0
National Ability Center	\$25,000	\$0	\$0	\$0
Egyptian Theatre	\$50,000	\$0	\$0	\$0
Ballet West	\$50,000	\$0	\$0	\$0
Bike Utah	\$20,000	\$0	\$0	\$0
Totals	\$955,930	\$245,500	\$552,500	\$552,500

Exhibit A contains a comprehensive report of the Committee's recommendation, including an overview of each applicant's request, a summary of the program's goals and activities, insights from the Committee's interviews, and rationale for funding.

Exhibit B provides an overview of all the nonprofit organizations currently receiving City funding or recommended for funding by the Committee. This includes Public Service Contracts, fee waivers, Historic District Grants, and rental subsidies.

Program Monitoring and Performance Outcomes

All applicants were required to submit performance outcomes and measures as part of their application. Organizations awarded funding must submit performance reports

every six months. The Committee also proposes site visits by Committee liaisons to each recipient to evaluate progress and learn about emerging needs.

Emergent Community Needs Grant Process

The Committee plans to roll out a detailed process for evaluating and awarding Emergent Community Needs Grants in FY26. Initial recommendations for the program may include:

- Awards limited to \$10,000 and must address an emergent or critical need in the community (to be defined);
- Applications due in December, but extraordinary requests (to be defined) could be considered at any time; and
- A simplified application process (one page, no interviews) to expedite funds to address emergent needs.

Exhibits

Exhibit A – Nonprofit Services Advisory Committee Comprehensive Report

Exhibit B – Park City Annual Nonprofit Support by Organization and Type

Exhibit A – Nonprofit Services Advisory Committee Comprehensive Report

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Christian Center of Park City (Food Pantry & Basic Needs Assistance)	\$50,000	\$22,250	\$50,000	\$50,000

Overview: CCPC helps improve the lives of people and communities through meeting immediate and basic needs, serving as a leading networker of community resources, offering counseling and care support, and giving hope. Requested funds would provide operational support for food assistance programs (food pantries, mobile pantries, Snacks in Backpacks) and Basic Needs Assistance (rent, mortgage, unexpected repairs, or medical bills, etc.).

With the cost of food, housing, and basic goods continuing to rise, the need for CCPC services is higher than ever. The food pantries served a record 34,000 clients in 2024. The FY25 recommendation accounts for \$25,000 already awarded through the DEI Special Service Contract. (*Committee Final Score: Tier 1, 96%*)

Summary of Activities and Goals: 1) Operate 20 Mobile Food Pantries; 2) Deliver Snacks in Backpacks every other week during the school year; 3) Distribute \$200,000 in Basic Needs Assistance annually.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Wasatch Immigration Project	\$25,000	\$22,250	\$25,000	\$25,000

Overview: WIP provides pro bono and low bono legal services to City residents and workforce facing immigration issues, including asylum seekers, victims of domestic violence, trafficking, and other serious crimes, and minors who are unaccompanied or have suffered abuse, abandonment, or neglect. Funding would be used to hire a full-time attorney to meet the increased demand for immigration services (services currently provided by volunteer attorneys).

Throughout Utah, there is a ratio of 8,000 clients seeking immigration services for every one volunteer attorney. WIP serves an extremely vulnerable clientele, such as victims of trafficking and abuse and unaccompanied minors. City funding would allow WIP to increase their service by 50% (*Committee Final Score: Tier 1, 96%*).

Summary of Activities and Goals: 1) Hire and onboard a full-time attorney; 2) Serve 50 more clients annually; 3) Host 6 community education events annually.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
People's Health Clinic	\$40,000	\$15,000	\$40,000	\$40,000

Overview: PHC provides no-cost, non-emergency healthcare and health-related services to uninsured City residents. The majority of clients have incomes below the federal poverty level and approximately 47% reside in the 84060 or 84098 zip codes.

These uninsured patients are a critical part of the local workforce, with the vast majority working in childcare, hospitality, housekeeping, and construction. The FY25 recommendation accounts for \$25,000 already awarded through the DEI Special Service Contract. (*Committee Final Score: Tier 1, 91%*).

Summary of Activities and Goals: 1) Serve 7,800 Park City resident patients annually (25% increase); 2) 800 OB/GYN visits and 500 women's health visits for Park City residents annually (25% increase); 3) 740 mental health visits from Park City residents annually (25% increase).

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Peace House	\$80,000	\$27,250	\$50,000	\$50,000

Overview: Peace House provides 24/7 helpline services, emergency shelter, wrap-around support services, and evidence-based clinical therapy to victims of interpersonal violence and abuse in Park City. Funding would support personnel costs for residential support advocates, case managers, and clinical therapists.

Peace House has extensive partnerships to provide transitional services, including mental health and housing support. They have a 100% success rate in their transitional housing program for survivors of domestic violence. The FY25 recommendation accounts for \$20,000 already awarded through the Mental Health Special Service Contract. (*Committee Final Score: Tier 1, 90%*).

Summary of Activities and Goals: 1) Serve 1,500 annually through crisis helpline; 2) Deliver 4,000 nights of safe shelter annually to families and individuals; 3) Provide 1,500 hours of targeted support services to survivors annually; 4) Conduct 1,000 clinical therapy sessions annually to support survivors in their recovery journey.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Park City Senior Citizens	\$50,000	\$22,250	\$50,000	\$50,000

Overview: Park City Senior Citizens is a mostly volunteer-run organization providing community to Park City's senior community. In the past five years, membership at the senior center has grown from 70 members to over 600.

Funds would support hiring an Executive Director to meet the growing demands for programs and services for the City's senior population. A grant from Summit County has also provided additional funding to hire a fundraiser. These positions will provide much needed administrative and programmatic support. The FY25 recommendation accounts for \$25,000 already awarded through the DEI Special Service Contract. (*Committee Final Score: Tier 1, 89%*).

Summary of Activities and Goals: 1) Expand membership (10% increase); 2) Grow programs (from 12/week to 25/week); 3) Increase diversity; 4) Expand partnerships by 10%.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
PC Tots	\$50,000	\$37,250	\$50,000	\$50,000

Overview: PC Tots has 120 students in three childcare centers in Park City (including the City-subsidized location at the Park City library). Funding would be used to supplement additional fundraising efforts to ensure 80% of families receive tuition subsidies on a sliding scale.

The need for affordable childcare for Park City residents and workforce remains high. The cost of care for each child at PC Tots is approximately \$2,000 per month, far exceeding what most of the families served can afford. The FY25 recommendation accounts for \$10,000 already awarded through the DEI Special Service Contract. *(Committee Final Score: Tier 1, 88%)*

Summary of Activities and Goals: 1) 120 Early Childhood Enrollment spaces for City residents and workforce families; 2) Provide at least 80% of families with tuition subsidies on a sliding scale; 3) Test students for kindergarten readiness using Utah State Board of Education PEEP.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Hope Alliance	\$15,000	\$15,000	\$15,000	\$15,000

Overview: Hope Alliance provides free eye exams, eyeglasses, and medical referrals for Park City's underserved and uninsured residents. They served approximately 600 Park City patients in 2024 and have a waitlist of 100. For a relatively small investment of \$15,000 per year, City funds, supplemented by funds provided by Park City Rotary, would allow Hope Alliance to dramatically reduce or eliminate that waitlist. *(Committee Final Score: Tier 1, 87%)*.

Summary of Activities and Goals: 1) Improved community vision health through free eye exams and prescription glasses (90% of patients receiving glasses will report immediate improvement or satisfaction); 2) Increased accessibility and equity through outreach campaigns and free vision clinics (10% increase in the number of patients served annually; 3) Boost eye and general health through comprehensive screenings and referrals to specialists for medical needs (100% completion for referrals to specialists).

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Mountain Mediation Center	\$22,030	\$17,000	\$22,000	\$22,000

Overview: Mountain Mediation supports the City's housing priority through comprehensive bilingual landlord/tenant mediation, outreach, and education. The overarching program goal is to prevent conflict, resolve housing disputes, and help people remain housed. The FY25 recommendation

accounts for \$5,000 already awarded through the DEI Special Service Contract. *(Committee Final Score: Tier 1, 84%).*

Summary of Activities and Goals: 1) Disseminate information by contacting 30 landlords, distributing 500 Housing Toolkits and 50 flyers, conducting 1 community informational event per year, performing outreach at 12 mobile food pantry events, and garnering 300 informational video views; 2) Provide 40-45 free landlord tenant consultations/mediations; 3) Increase information in the database by 10% year over year.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Christian Center of Park City (Mental Health)	\$50,000	\$20,000	\$50,000	\$50,000

Overview: CCPC provides mental health counseling services to Park City residents and workforce, regardless of ability to pay. They specialize in trauma and provide services in both English and Spanish. Demand for counseling services rose 17% in 2024 and they currently have a wait list of up to one week. Funding would be used to expand mental health access to City residents and workforce with financial barriers. The FY25 recommendation accounts for \$30,000 already awarded through the Mental Health Special Service Contract. *(Committee Final Score: Tier 1, 82%).*

Summary of Activities and Goals: 1) Expand community access to mental health programs, increasing sessions by 5%; 2) Increase prevention and education about mental health, supporting 3 seminars per year; 3) Ensure success and stability by retaining 80% of staff; 4) Ensure equity of mental health programs, increasing the number of sessions to those requesting financial assistance by 5%.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Park City Education Foundation	\$75,000	\$47,250	\$50,000	\$50,000

Overview: The PCSD Elementary Afterschool Program provides academic, social and emotional development, and enrichment activities at McPolin and Parley's Park. The program had a 20% increase in enrollment from the previous school year. With PCSD preschool expanding to permit three-year olds (with an option to enroll in the afterschool program), they anticipate a 15% increase in afterschool enrollment in the upcoming school year. Funds would be used for staff, supplies, and the planned pre-kindergarten expansion (serving 3-year-olds starting in FY26). *(Committee Final Score: Tier 1, 81%).*

Summary of Activities and Goals: 1) Reduce absenteeism and tardiness for the school day, allow parents to go to work to support their families; 2) Improve proficiency in reading and math scores; 3) Students will complete weekly lessons improving social and emotional competencies; 4) Weekly visits from community partners, including scholarships (5 students/school site) for YSA programs.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Youth Sports Alliance	\$20,000	\$0	\$15,000	\$15,000

Overview: YSA provides access to after-school sports for 1-12 grade students in the Park City area. In 2024, 668 youth living or attending school in 84060 participated in programs, with 242 receiving registration subsidies. Funds would be used to underwrite transportation costs and provide program fee waivers to ensure low- and moderate-income families can participate. *(Committee Final Score: Tier 2, 78%).*

Summary of Activities and Goals: 1) Increase participation rates among low- and moderate-income families by providing transportation; 2) Increases the number of families receiving fee waivers.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
SOS Outreach	\$20,000	\$0	\$15,000	\$15,000

Overview: Central to SOS's mission is to remove barriers so that SOS's Park City youth are able to not only access recreation in the mountains through skiing and snowboarding but feel included in those spaces and the community. Youth participants are matched with a peer group and an adult mentor. About 53% of participants speak English as a second language, 73% identify as ethnic minorities, and 60% have household incomes below \$40,000. Program activities include mountain ride days, workshops, and service. *(Committee Final Score: Tier 2, 77%).*

Summary of Activities and Goals: 1) Increase access to recreation and mentorship opportunities from low-income families; 2) Increased resilience and positive behavioral development, as measured by surveys.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Holy Cross Ministries	\$50,000	\$0	\$50,000	\$50,000

Overview: Holy Cross Ministries provides support to Park City's immigrant and underserved communities through community health, mental health, early childhood education and immigration programs. Funding would be used to expand its Perinatal Doula Program to the People's Health Clinic. Trained bilingual/bicultural doulas provide nutrition education, case management, and resource connections for mothers and infants during the pre-and postpartum periods, improving short- and long-term health outcomes. *(Committee Final Score: Tier 2, 77%).*

Summary of Activities and Goals: 1) serve 150 pregnant/new mothers; 2) 100% of patients will demonstrate increased knowledge of nutrition; 3) 73% of patients will be exclusively breastfeeding at six months; 4) 300 resource connections will be made.

Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
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Mountainlands

Community Housing Trust	\$50,000	\$0	\$20,000	\$20,000
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Overview: Funding would be used to support MCHT's Housing Resource Center. The program seeks to address housing affordability in Park City through increased education and awareness of housing issues, increasing the diversity of homeowners, and providing technical assistance to Park City residents and workforce. (*Committee Final Score: Tier 2, 76%*).

Summary of Activities and Goals: 1) Minimum of two in-person homebuyer education courses annually; 2) 45 one-on-one counseling sessions every six months (with increased sessions in Spanish); 3) Create a minimum of 40 additional beds for Park City workforce; 4) Increase the number of workforce members on Park City's waitlist for affordable housing purchase (30 every six months).

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Summit County Clubhouse	\$12,500	\$0	\$12,500	\$12,500

Overview: Summit County Clubhouse's offers programs and services to people with mental health and substance abuse challenges, providing opportunities for recovery through friendship, employment, education, housing and recreation in a welcoming and accessible environment of support, respect and dignity. The clubhouse model exists to supplement clinical approaches to mental health and substance abuse, providing wraparound support and a safe community. Funding would be used to provide Clubhouse services, including work-based recovery, social and recreational opportunities, and direct financial support. (*Committee Final Score: Tier 2, 76%*).

Summary of Activities and Goals: 1) Host 50 social events for members annually, leading to 75% expressing reduced feelings of isolation; 2) Provide employment and vocational support to 90% of members to achieve a 65% employment rate; 3) Provide comprehensive mental health support to 60 members, maintaining hospitalization rates below 5%; 4) Serve 2,000 health meals annually, ensuring 95% of members report they have sufficient food to combat food insecurity; 5) 95% of members who are homeless or at-risk will receive support through the housing program.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Utah Legal Services	\$10,000	\$0	\$0	\$0

Overview: Utah Legal Services provides civil legal aid without cost to people unable to afford legal representation. They requested \$10,000 annually to expand their Housing Stability Project into Park City. While the proposed service address an important council priority (housing stability), the Committee ultimately decided not to recommend funding. In the past year, ULS closed only four housing cases in Park City. While funding from the City would allow ULS to serve additional Park City residents, the Committee prioritized support for Park City-based organizations already providing similar services. (*Committee Final Score: Tier-2, 74%*).

Summary of Activities and Goals: 1) Implement 10 consistent and accessible housing clinics in Park City; 2) Improve Park City residents and workforce awareness of ULS Services.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Park City School District	\$10,000	\$0	\$7,000	\$7,000

Overview: PC School District's Adult Education program provides GED and ESL courses to Park City residents and workforce. The GED program graduates from 10 to 12 students per year while the ESL program has up to 130 students per year. Retention and completion is dramatically improved by offering childcare and meals to participants. The funds requested would support the costs of meals before evening classes, childcare during classes, and testing fees. (*Committee Final Score: Tier 2, 73%*).

Summary of Activities and Goals: 1) Increase test scores; 2) Increase in attendance and course completion.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Park City Community Foundation (Youth United)	\$15,000	\$0	\$11,000	\$11,000

Overview: The Youth United program seeks to ensure that participation in youth sports and recreation activities in Park City reflects the demographics of its residents. While about 20% of Park City School District is Latinx, this community has not always been represented in youth programs outside of school. Youth United provides scholarships, registration events, and outreach. Since 2017, registrations have grown from 500 to 2,195. Funding would support scholarships to local youth programs for low-income children, staff time for large-scale registration events to help families navigate financial or cultural barriers, and equipment costs for participants. (*Committee Final Score: Tier 2, 73%*)

Summary of Activities and Goals: 1) Increase access and equity in youth programs (representation from underrepresented groups proportional to demographics of PC School District); 2) Foster community awareness and outreach; 3) Build a sense of belonging and community; 4) Promote well-being and happiness.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Live Like Sam	\$50,000	\$0	\$15,000	\$15,000

Overview: Live Like Sam administers the Thrive program, a free, evidence-based youth well-being, prevention, and life skills program for Park City youth grades 6-12. There is a teen mental health crisis in Park City and throughout Utah. About 72% of Summit County youth experience significant and 46% have mental health treatment needs. Funding would go towards the costs of administering the Thrive program (*Committee Final Score: Tier 2, 72%*).

Summary of Activities and Goals: 1) Provide Thrive Program to 400 youth grades 6-12; 2) Increase outreach and recruitment activities; 3) Provide \$60 incentive stipend to students who complete the program.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Utah Avalanche Center	\$8,000	\$0	\$5,000	\$5,000

Overview: Utah Avalanche Center provides avalanche forecasting, education, and awareness throughout Utah, including in the Park City area. Since 2000, backcountry use has increased 20-fold. However, robust education and prevention services have led to a 15% decrease in annual backcountry fatalities over the same time period. Utah Avalanche Center seeks funds to deliver free or low-cost avalanche education and daily avalanche forecasts and works with first responders on preventative search and rescue. *(Committee Final Score: Tier 2, 70%).*

Summary of Activities and Goals: 1) Publish over 300 avalanche forecasts; 2) Deliver 25 Know Before You Goy presentations to 2,000 people; 3) Deliver one or more trainings to local Search and Rescue teams 4) Educate over 1,500 professionals and recreational users through the Utah Snow and Avalanche Workshop.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Special Olympics Utah	\$20,000	\$0	\$0	\$0

Overview: Special Olympics Utah provides year-round sports training and athletic competition in a variety of Olympic-type sports for children and adults with intellectual disabilities. Currently, about 45-50 athletes in the Park City area are participating in over a dozen sports. Requested funds would be used to expand opportunities for Park City residents with intellectual and developmental disabilities via the Park City Mountaineers sports program and Unified Champion Schools. *(Committee Final Score: Tier 3, 67%).*

Summary of Activities and Goals: 1) Implement winter season sports training and competitions in Park City Area; 2) Implement summer season training competitions; 3) Unified Champion School program outreach to Park City Schools (Year One); 4) Unified Champion Schools program implemented in Park City schools.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Park City Community Foundation (Equity Cohort)	\$10,000	\$0	\$0	\$0

Overview: The Equity Cohort was launched to address the gap between awareness of racial inequities and the ability to implement real solutions. The program provides local nonprofit and civic leaders the tools to integrate diversity, equity, and inclusion into their organizations. Funds would support the Equity Cohort program administration, including a 2.5-day course on racism for Park City leaders. *(Committee Final Score: Tier 3, 66%).*

Summary of Activities and Goals: 1) Deliver equity training and tools to participants; 2) Facilitate adaptive challenges and real-world applications; 3) Foster collaboration, capacity building and community engagement.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Park City Film	\$22,000	\$0	\$0	\$0

Overview: Park City Film’s mission is to bring foreign, independent, and documentary films to the community. Requested funds would be used to support the Raising Voices Community Film and Conversation Series. The series consists of a curated selection of free film screenings, post-film panels, and small group discussions designed to community engagement and connection. *(Committee Final Score: Tier 3, 65%).*

Summary of Activities and Goals: 1) Provide seven film screenings per year 2) Three small group breakout sessions; 3) Develop a steering committee comprised of diverse members of the community.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Summit County Gardens and EATS	\$10,000	\$0	\$0	\$0

Overview: Summit Community Gardens and EATS (SCG-EATS) fosters community engagement by providing opportunities to gather, learn, and grow through hands-on experiences in both outdoor spaces and local schools. Funding would support their Dinners in the Garden, educational programming, volunteer engagement, and cultural celebrations. *(Committee Final Score: Tier 3, 63%).*

Summary of Activities and Goals: 1) Host eight Dinners in the Garden; 2) Provide subsidized garden plots to partner organizations to harvest food for Food Farmacy; 3) Offer educational programs; 4) Increase Latinx participation through La Milpa program.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Big Brothers Big Sisters of Utah	\$20,000	\$0	\$0	\$0

Overview: BBBSU provides one-to-one youth mentoring at no cost to youth or their families. They offer both community-based programs (where an adult mentor is paired with a youth) and site-based

programs (where local high school students provide mentoring at local elementary and middle schools). The requested funds would be used to expand to 124 (10% increase) the number of Park City and Summit County youth served by 2028. (*Committee Final Score: Tier 3, 63%*).

Summary of Activities and Goals: 1) 40 volunteers and youth per year will be interviewed and screened for program participation; 2) Over 100 matches will meet 2-4 times per month for a minimum of one year; 3) 2,976 match support contacts will be made by BBBSU staff.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Arts Council of Park City & Summit County	\$26,400	\$0	\$0	\$0

Overview: The Arts Council serves the local Arts & Culture community by driving creative programming, providing valuable resources, and cultivating connections. Requested funds would provide oversight of the recently developed Arts & Culture Master Plan for Park City & Summit County and provide maker spaces for CREATE PC Local Artist Collective. (*Committee Final Score: Tier 3, 62%*)

Summary of Activities and Goals: 1) Align the Arts & Culture Master Plan with City Council goals to inform the future general plan; 2) Manage maker space facility and programming to support 8-10 local artists, maintaining deeply discounted rental options for artists; 3) Provide a proof of concept for future maker space development at the 5-acre site.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
National Ability Center	\$25,000	\$0	\$0	\$0

Overview: NAC provides adaptive programming to individuals of all abilities. They provide approximately 5,500 participants with over 32,000 adaptive experiences annually, with 11% of participants coming from Summit County. Requested funds would be used to run NAC's adaptive recreation programming, including equipment, instructor training, and access to adaptive recreation environments. (*Committee Final Score: Tier 3, 61%*).

Summary of Activities and Goals: 1) 10% annual growth in participants and 8% annual growth in experiences (8,000 unique participants in 2028); 2) Improve post-program survey satisfaction rate (currently 92%).

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Egyptian Theatre	\$50,000	\$0	\$0	\$0

Overview: The Egyptian Theatre is a community asset dedicated to enriching the lives of people of all ages through the performing arts. Funds would support the YouTheatre, which provides tuition-free performing arts programs to Park City youth after school and in the summer. Funds would also

support main stage productions for families, with the goal of bringing more local families to the Main Street. (*Committee Final Score: Tier 3, 58%*).

Summary of Activities and Goals: 1) Increase family-friendly productions on the main stage to bring families to Main Street; 2) Continue YouTheatre program at no cost; 3) Ensure accessibility to productions through an expanded gift card program; 4) Expand community partnerships and local cast productions.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Ballet West	\$50,000	\$0	\$0	\$0

Overview: Ballet West is the ninth-largest ballet company in the U.S. and offers presentation, training, and education in the art form of ballet. Requested funds would be used for production of a spring and fall series at the Eccles Center and to offer additional free performances to students, teachers, and other community members.

The written proposal received a score of less than 60% from the Committee and was not selected for a Committee interview (*Committee Final Score; N/A*).

Summary of Activities and Goals: 1) Present a Family Classics Series production to the Eccles Center each Spring; 2) Present a mixed repertory production to the Eccles Center each fall 3) Offer an additional Family Classics Series and Mixed Repertory production free of charge to students, teachers, and other community members.

	Annual Request	FY25 Recommended	FY26 Recommended	FY27 Recommended
Bike Utah	\$20,000	\$0	\$0	\$0

Overview: Bike Utah promotes bike riding through education, community engagement, policy, planning, and infrastructure. Funds were requested to purchase and install bike racks throughout Park City, partnering with local businesses to identify locations.

The application was not forwarded to the Committee for review because it did not meet the following minimum requirements.

- “Public Service Funds may not be used for... the purchase of equipment.” (Criterion 2 of the [Eligibility Criteria](#)). The purchase of bike racks would not be eligible expenditures under this program.
- Organizational Financial Information not included with the application ([Section 8](#) of the Application Form).

(*Committee Final Score; N/A*).

Summary of Activities and Goals: 1) Identification of bike parking locations; 2) Racks are secure with minimal maintenance; 3) Continuous usage of racks by cyclists.

Exhibit B - Park City Annual Nonprofit Support by Organization and Type

Current Awards and Support							Nonprofit Committee Recommendation	
Organization	DEI SSC ¹	Mental Health SSC ²	Fee Reduction ³	Est. Rental Subsidy ⁴	Historic Grants ⁵	Total	FY 25	FY26-27
Arts Council of Park City & Summit County	\$22,500	\$0	\$0	\$0		\$22,500	\$0	\$0
Big Brothers Big Sisters of Utah	\$2,500	\$3,500	\$0	\$0		\$6,000	\$0	\$0
Chabad Lubavitch of Park City	\$0	\$0	\$2,410	\$0		\$2,410	\$0	\$0
Christian Center of Park City ⁶	\$25,000	\$30,000	\$0	\$0		\$55,000	\$42,250	\$100,000
Egyptian Theatre	\$5,000	\$0	\$0	\$0		\$5,000	\$0	\$0
Historic Park City Alliance	\$0	\$0	\$13,929	\$0		\$13,929	\$0	\$0
Holy Cross Ministries	\$0	\$17,500	\$0	\$0		\$17,500	\$0	\$50,000
Hope Alliance	\$0	\$0	\$0	\$0		\$0	\$15,000	\$15,000
Jewish Family Services	\$0	\$7,500	\$0	\$0		\$7,500	\$0	\$0
Kimball Art Center	\$0	\$0	\$110,884	\$54,000		\$164,884	\$0	\$0
KPCW	\$35,000	\$0	\$0	\$0		\$35,000	\$0	\$0
Live Like Sam	\$12,500	\$12,500	\$0	\$0		\$25,000	\$0	\$15,000
Lucky Ones	\$0	\$0	\$0	\$41,650		\$41,650	\$0	\$0
Mountain Mediation	\$5,000	\$0	\$0	\$0		\$5,000	\$17,000	\$22,000
Mountainlands Community Housing Trust	\$35,000	\$0	\$0	\$0		\$35,000	\$0	\$20,000
National Ability Center	\$0	\$0	\$1,728	\$0		\$1,728	\$0	\$0
Park City Community Foundation	\$10,000	\$0	\$0	\$0		\$10,000	\$0	\$11,000
Park City Education Foundation	\$0	\$0	\$1,291	\$0		\$1,291	\$47,250	\$50,000
Park City Film	\$15,000	\$0	\$0	\$260,915		\$275,915	\$0	\$0
Park City Historical Society & Museum	\$0	\$0	\$0	\$718,299	\$18,500	\$736,799	\$0	\$0
Park City School District	\$5,000	\$0	\$1,477	\$0		\$6,477	\$0	\$7,000
Park City Seniors	\$25,000	\$0	\$0	\$0		\$25,000	\$22,250	\$50,000
Park City Soccer Club	\$0	\$0	\$4,917	\$0		\$4,917	\$0	\$0
Park City Sunrise Rotary	\$0	\$0	\$1,077	\$0		\$1,077	\$0	\$0
Park Silly Sunday Market	\$0	\$0	\$64,227	\$0		\$64,227	\$0	\$0
PC Tots	\$10,000	\$0	\$0	\$31,830		\$41,830	\$37,250	\$50,000
Peace House	\$0	\$20,000	\$0	\$0		\$20,000	\$27,250	\$50,000
People's Health Clinic	\$25,000	\$37,500	\$0	\$0		\$62,500	\$15,000	\$40,000
Recycle Utah	\$0	\$0	\$0	\$126,000		\$126,000	\$0	\$0
Saddle of Love	\$0	\$2,500	\$0	\$0		\$2,500	\$0	\$0
SOS Outreach	\$0	\$0	\$0	\$0		\$0	\$0	\$15,000
St. Mary of the Assumption Catholic Church	\$0	\$0	\$1,988	\$0		\$1,988	\$0	\$0
Summit County Clubhouse	\$0	\$7,500	\$0	\$0		\$7,500	\$0	\$12,500
Summit Pride	\$10,000	\$0	\$0	\$0		\$10,000	\$0	\$0
Sundance Institute ⁷	\$0	\$0	\$1,209,158	\$0		\$1,209,158	\$0	\$0
Utah Avalanche Center	\$0	\$0	\$0	\$0		\$0	\$0	\$5,000
Utah Cares for Kids	\$0	\$0	\$40	\$0		\$40	\$0	\$0
Wasatch Immigration Project	\$0	\$0	\$0	\$0		\$0	\$22,250	\$25,000
Youth Sports Alliance	\$12,500	\$0	\$0	\$0		\$12,500	\$0	\$15,000
Total	\$255,000	\$138,500	\$1,413,126	\$1,232,694	\$18,500	\$3,057,820	\$245,500	\$552,500

¹ DEI Special Service Contracts, annual contract amount, FY24-25
² Mental Health Special Service Contracts, annual contract amount, FY24-25
³ Fee subsidies granted to organization in FY24
⁴ Based on lease agreements in effect in FY24
⁵ Historic District grants awarded in FY25
⁶ Contracts for two separate programs (Food Pantry & Mental Health)
⁷ Includes direct payment of ~\$370,00 and use of various City facilities, per Sundance Master Festival License

City Council Staff Report

Subject: Pedestrian Crossing Alternatives on Kearns Blvd at Snow Creek Dr

Author: John Robertson, P.E., City Engineer

Steven Dennis, P.E., PMP

Department: Engineering

Date: March 13, 2025

Summary

For many years, City and community leaders have sought a safer pedestrian crossing at Kearns Blvd and Snow Creek Drive (Intersection). In April 2024, the City Council requested a further evaluation of an at-grade crossing alternative in coordination with UDOT. A solution for a safer crossing at the intersection has been complicated due to escalating costs, shifting locations, and a private property redevelopment pattern inconsistent with the preferred timing of a public infrastructure project of this magnitude.

We worked extensively with UDOT to explore at-grade solutions to formally assess an at-grade crossing (See Exhibit B) against a tunnel option or a no-build option. Based upon UDOT policy at that time, the pedestrian counts did not meet the criteria to support an at-grade crossing. However, late in 2024, we were notified that UDOT was updating its policy to allow greater flexibility. As a result, we delayed this report to obtain the new UDOT information in the hopes that it would provide Council with additional information.

Below are the options we plan to present for Council discussion:

1. Reassess whether a pedestrian crossing is still desired and allow the redevelopment of private property to occur before public infrastructure decisions are made. This must recognize that delaying or forgoing a tunnel could result in the loss of grant funding secured.
2. Construct a tunnel using existing funding sources and committing to a more expensive and aesthetically improved construction project. We expect the total project costs to rise (due to inflation of materials, supplies, and labor), reflecting the value of the aesthetic enhancements.
3. Pursue a UDOT at-grade HAWK crossing, funded mainly through UDOT Region 2 grants, with the City contributing a small portion of the estimated \$500K—\$800K cost. This is a less permanent and less safe solution than the tunnel option, yet far more cost-effective and without the construction impacts. If a tunnel is constructed within the next 4-6 years, the City will likely be required to reimburse UDOT.

This report provides historical context, recent developments, cost breakdowns, and a SWOT analysis of both options to guide the Council's discussion and decision-making.

Background

The 2007 voter-approved \$15 million Walkability Bond was created to improve Park City's connectivity and pedestrian safety. As part of this effort, the Walking and Biking Liaison Committee (WALC) was formed to prioritize projects based on public input. The last remaining project funded by the bond is a pedestrian crossing at Kearns Blvd and Park Avenue, where a tunnel was proposed. Over time, the project's location was refined, shifting it north to Kearns Blvd and Snow Creek Drive, where it better aligns with key pedestrian and bike pathways.

The tunnel remains in Park City's long-term plans, appearing in both Park City Forward and the Summit County Active Transportation Plans. In 2021, after further community engagement and analysis, the reconvened WALC Committee reaffirmed their tunnel recommendation to the City Council.

Key Council Actions:

- [May 2021](#) – Walkability Bond Staff Report: Council directed staff to reconvene WALC and evaluate a grade-separated crossing.
- [October 2021](#) – Walkability Bond-Projects Update: Council supported WALC's tunnel over a bridge recommendation at Snow Creek Drive.
- [May 2022](#)—Snow Creek Crossing Feasibility Staff Report: The Council reviewed feasibility findings.
- [February 2023](#) – Transportation Planning Update: Council discussed the timing of the project and coordination with surrounding development.
- [June 2023](#) – Snow Creek Tunnel Cost Engineering: Council approved engineering contracts to refine tunnel costs and impacts.
- [April 2024](#) – Transportation Capital Project Funding: Council reviewed tunnel cost estimates and requested further at-grade analysis. Staff awaited UDOT pending rule change prior to finalizing analysis.

Analysis

The safety of active transportation users, such as pedestrians and cyclists, and their vehicle interactions is critical to roadway design. Until the 1990s, the primary design element for roadways was accommodating and improving vehicle capacity. Over the last few decades, context-sensitive solutions (CSS) have become the standard to complete roadway design that considers pedestrians and cyclists as much as vehicles.

The Federal Highway Administration defines CSS as “*a collaborative, interdisciplinary approach that involves all stakeholders to provide a transportation facility that fits its physical setting and preserves scenic, aesthetic, historic and environmental resources, while maintaining safety and mobility. The CSS is an approach that addresses the total context within which a transportation facility is planned, implemented, maintained and operated.*”

The safety of vulnerable roadway users like pedestrians and bicyclists and their interaction with vehicles is a critical part of the CSS approach and has been recognized

as a critical factor to consider in transportation design. Many of the highest-risk interactions occur when a user crosses a roadway, with the most significant conflicts typically at intersections. Therefore, the placement of control measures at these crossings is necessary to reduce the risk to vulnerable users. Two options are generally available: formalized at-grade crossings or grade separation, e.g., tunnels/bridges. The paragraphs below summarize a few solutions for both options.

At-Grade Crossing Option:

An at-grade controlled crossing occurs at the same level as the road. See below for several examples:

Stop Signs:



Signalized:



Mid-Block Crossings:

Mid-block crossings require additional signage to alert drivers of the potential of crossing pedestrians where they are not typically expected. Striping and signage such as a rectangular rapid flashing beacon (RRFB) or a flashing beacon are typically placed to make drivers aware of crossing pedestrians.



RRFB



Flashing Beacon:



On high-speed (greater than 30 mph) wide roads, a high-intensity activated crosswalk (HAWK) should be considered for a mid-block placement that acts like a traffic signal, stopping all vehicle traffic and allowing users to cross unimpeded. A HAWK is operating on Park Avenue in front of the Fresh Market and adjacent to the bus stops.

HAWK:



During the April 2024 City Council meeting, the Council requested we further approach UDOT to analyze at-grade alternatives. In 2024, UDOT conducted its study, completing fieldwork and analysis. The key findings are summarized below.

According to UDOT's Policy 06C-27, the peak hour PE count did not initially meet the requirements for an at-grade crossing. However, when UDOT revised its guidelines to include a third scoring threshold for a marked crosswalk, it does meet a field review determination threshold.

1. Marked crosswalk not warranted
2. Determination during field review
3. Marked crosswalk warranted

The field review determination (No. 2) was introduced to allow additional consideration of intersections that did not precisely meet PE criteria but contained other factors (width of road, actual pedestrian patterns, connectivity, etc.) that should be considered. The field review was conducted in November 2024 and UDOT found that, based on the previously recorded PEs and in conjunction with observed field conditions, they were willing to explore an at-grade crossing. However, UDOT only supports the installation of a pedestrian hybrid beacon (PHB) or HAWK, as a viable at-grade solution. A rough estimate for the HAWK system ranges between \$500K to \$800K.

Grade Separated Crossing Option:

Grade-separated crossings remain the safest solution as they eliminate the vehicle/user interaction. A tunnel or bridge can separate the grade from the existing road (see examples below).



Though the safest, placing a grade-separated crossing at every intersection or mid-block crossing is infeasible due to cost considerations and is inconsistent with the CSS approach to roadway design.

The results of the in-depth feasibility analysis and subsequent value engineering exercise of a tunnel were presented to the Council in April 2024. They included a preferred tunnel option (see below) and total project cost estimate.

Recommended Tunnel Option April 2024:



The total project cost in 2024 was estimated at \$16,787,135. Table 1 shows the breakdown of these costs.

Table 1 – 2024 Total Project Costs

	2024 Cost Estimate
Tunnel Construction	\$10,809,527
Right of Way	\$857,500
Design & Construction Management	\$1,620,000
Contingency Assumptions	\$3,500,108
Total Project Costs	\$16,787,135

Another concern raised by the Council was the appearance of the recommended tunnel option. Aside from the entrances and exits, there is limited opportunity to enhance a tunnel's aesthetics from above. A landscape architect was hired to create a new concept and prepare conceptual renderings. A rendering of the entrance from the south side of Kearns Blvd. is shown below, and Exhibit C includes additional renderings from various perspectives.

Enhanced Tunnel Entrance – South side of Kearns Blvd.:



It should be noted that the proposed tunnel enhancements stay within the frontage protection zone but increase the amount of property required from adjacent private property owners. A cost estimate for the aesthetic improvements has not been performed, but we anticipate a total project cost well above the April 2024 \$16.7M estimate due to additional excavation, increases in materials, and right-of-way to accommodate the larger footprint.

Funding

At-Grade Crossing Option:

A HAWK is estimated to cost between \$500K and \$800K. UDOT Region 2 funding sources may be available, significantly lowering the City's costs. However, as a Region

2 project, it would have to compete with other Region projects that could impact the timing of construction and delivery of the facility.

Grade Separate Crossing Option – Tunnel:

The total project costs for the tunnel remain key issues for the Council before moving forward with a tunnel project. As discussed, the project cost was estimated at \$16,7M in 2024. Engineering contacted the consultant who performed the previous feasibility analysis to update the estimate with current values. Table 2 compares the total project costs of the 2024 estimate to updated 2025 numbers.

Table 2 – Total Project Cost Comparison

	2024 Estimate	2025 Estimate
Tunnel Construction	\$10,809,527	\$10,382,660
Right of Way	\$857,500	\$1,157,500
Design & Construction Management	\$1,620,000	\$1,620,000
Contingency Assumptions*	\$3,500,108*	\$3,462,048*
Total Project Costs	\$16,787,135	\$16,622,208

*21% contingency

The Total Project Costs in 2025 remain essentially unchanged due to conservative assumptions in preparing the 2024 estimate and recent observed stability in the construction industries. The 2024 estimate accounted for challenges in predicting unit costs, influenced by material availability and construction industry instability that had been experienced over the last several years.

Importantly, Table 3 outlines the current funding sources assigned to the project, demonstrating a deficit:

Table 3 – Budgeted Funding Sources

Funding Source	Allocated Amount
Walkability Bond	\$4,329,583
UDOT TIF Active Grant	\$3,517,830
Transit Fund	\$2,502,012
County 3 rd Quarter Sales Tax	\$1,067,353
FY25 Project Funding	\$11,416,778

Council Discussion

During the work session, we plan to summarize the project background and a project SWOT analysis (Exhibit A) and facilitate a Council discussion.

Exhibit(s)

Exhibit A – Snow Creek Crossing SWOT Analysis

Exhibit B – UDOT Pedestrian Crossing Study 2024

Exhibit C – Snow Creek Crossing - Conceptual Enhanced Tunnel Renderings

Exhibit A – Snow Creek Crossing SWOT Analysis

	Grade Separated Crossing (Tunnel)	At-Grade Crossing (PHB)
Current Status	• Horrocks completed a feasibility study and performed preliminary engineering and cost estimating.	• UDOT Region 2 is willing to work with the City to determine if this is a viable solution.
Project Strengths	• Provides the safest level of protection for a pedestrian crossing. • Connects the McLeod Creek Trail to Bonanza Park active transportation facilities. • Long-term solution – minimizes future construction impacts. • Pedestrians do not need to yield to vehicles and can cross freely. • Expend aging bond funds (walkability bond and sales tax bonds). • Expend aging grant funds (UDOT and Summit County).	• Provides a protected pedestrian crossing. • Connects the McLeod Creek Trail to Bonanza Park active transportation facilities. • A PHB could be installed evaluated to see if it adequately addresses crossing safety concerns.
Project Weaknesses	• Construction will be very impactful to residents and visitors that traverse Kearns Blvd. • The current estimated project cost is over the allocated amount from FY25 and requires gap funding.	• Short-term or temporary solution – potential construction impacts if a tunnel is built later. • Pedestrians must yield to vehicles until the signal is red. • A signal stops traffic and exacerbates congestion during peak times, and will impact congestion at the traffic signals. • A PHB would need to be spaced 100' east of Snow Creek Dr – away from the intersection and where users are currently crossing.

		• Pedestrian fencing would likely be required along portions of both sides of Kearns Blvd encourage use of the PHB. • The City may need to reimburse UDOT of a tunnel is constructed after a PHB is installed.
Project Opportunities	• Future developments in the area will be able to design with tunnel connections in mind. • With major construction on Kearns Blvd. there may be an opportunity to narrow the overall road width between Bonanza and Park Ave.	• The City can observe if future development in the area requires a tunnel.
Project Threats	• With the Yarrow redevelopment on hold, the tunnel will may need to be skewed – increasing cost and coordination with UDOT. • No detailed engineering has been done so there are still many unknowns. • Construction will likely require right-of-way acquisition.	• UDOT has commented they would only support this if it were the only feasible option. • No preliminary survey or engineering has been done to determine the feasibility. • Construction will likely require right-of-way acquisition.
Estimated Project Cost (2026 Construction) ¹	\$18.4 million	\$500,000 to \$800,000

¹ Estimated costs should be escalated by 10% per year beyond 2026.

MEMORANDUM

June 25, 2024

TO: Tyler Laing, P.E.
UDOT Region 2 Traffic Operations Engineer

FROM: Adam Lough, P.E.
Traffic and Safety Design Engineer

SUBJECT: Pedestrian Crosswalk Study for S.R. 248 & Snow Creek Drive in Park City
Study # 24-TS2364-02-PED 0248 (MP 0.14)

Digitally signed by Joshua
D. Gibbons, PE, PTOE, RSP1
Date: 2024.06.25
09:34:41-06'00'

Study Summary

The Division of Traffic and Safety has studied the subject location of S.R. 248 (Kearns Boulevard) and Snow Creek Drive in Park City, Utah to determine if a marked pedestrian crosswalk is warranted. The study location is shown in Figure 1. Based on the results of this analysis, a **marked pedestrian crosswalk is NOT warranted**.



Figure 1. Study Location

Study Location Characteristics

The study location is S.R. 248 (Kearns Boulevard) and Snow Creek Drive in Park City, Utah. The northbound approach is a driveway to a shopping area, which has a shared left-turn / through / right-turn lane. The southbound approach is striped with a left-turn lane and a right-turn lane but through movements are not prohibited. The eastbound and westbound approaches have a left-turn lane, a through lane and a shared through / right-turn lane. The posted speed limit on S.R. 248 is 35 MPH. The posted speed limit on Snow Creek Drive is 25 MPH. The study intersection is stop-controlled on the northbound and southbound approaches. Currently, the only crosswalk at the study intersection is crossing the north leg on Snow Creek Drive. Images of the study location are provided in the appendix.

Data Collection

Pedestrian volumes, vehicular volumes, and gap data were collected at the study location from 7:00 AM to 7:00 PM on Friday, June 21, 2024. The pedestrian peak hour was identified to be from 5:30 PM to 6:30 PM. A summary of the pedestrian count data at the study location is provided in Table 1. As shown, a total of 46 pedestrians were observed during the count period, including 12 pedestrians during the pedestrian peak hour. When counting school aged children, elderly, and disabled individuals as two pedestrians, 12 pedestrian equivalents were observed during pedestrian peak hour. Detailed counts are provided in the appendix.

Table 1: Pedestrian Counts

Date	Time Period	Pedestrian Volume				
		Adults	Elderly or Disabled	School Aged Children	Total	Pedestrian Equivalents
6/21/2024	5:30 PM – 6:30 PM	12	0	0	12	12
	7:00 AM – 7:00 PM	44	0	2	46	48

Peak hour vehicular turning movement counts for the pedestrian peak hour are provided in Table 2. In addition, the 2022 Annual Average Daily Traffic (AADT) volume on S.R. 248 at the study location was 27,000 vehicles per day (vpd).

Table 2. Vehicular Volumes – Pedestrian Peak Hour

Pedestrian Peak Hour	Snow Creek Drive						S.R. 248 (Kearns Boulevard)					
	Northbound			Southbound			Eastbound			Westbound		
	LT	TH	RT	LT	TH	RT	LT	TH	RT	LT	TH	RT
5:30 PM - 6:30 PM	6	2	22	120	3	39	36	414	10	27	389	111

The summarized gap data is provided in Table 3. The minimum usable gap time was calculated based on the crossing distance, a pedestrian walking speed of 4 feet per second, and a

perception/reaction time of 2 seconds. The following observations were made regarding gaps at the study location:

- There were sufficient gaps available during the pedestrian peak periods
- During the data collection period, it was observed that the pedestrians crossed in 5 distinct groups during the pedestrian peak hour.

Table 3: Gap Data – Pedestrian Peak Hour

Crossing Distance (ft)	Minimum Usable Gap Time (sec)	Number of Usable Gaps	Total Usable Gap (min)	Average Demand per Gap	Average Time Between Usable Gaps (min)
60	17	55	22.18	0.06	0.77

Crash data were obtained from the UDOT Traffic and Safety Division. A summary of the crash data is shown in Table 4. Crashes that occurred within 250 feet of the study location were included in the analysis. The locations of the selected crashes are shown in Figure 2.

As shown, the crash data indicate 39 crashes were reported at this location from January 1, 2019, through June 20, 2024. Two crashes were pedestrian related, with neither of those crashes being severe. The 2024 crash data is currently incomplete and may not be fully validated.

The following are descriptions of each pedestrian related crash in the study area:

- In 2021, near MP 0.14, a suspected minor injury crash occurred when a westbound traveling vehicle on S.R. 248 struck a pedestrian crossing northbound. The driver applied the brakes but was unable to come to a complete stop before impact.
- In 2022, near MP 0.14, a suspected minor injury crash occurred when an eastbound left-turn vehicle failed to yield to a cyclist crossing the north leg of the intersection.

Table 4. Crash Data Summary

Year	All Crashes		Pedestrian Related Crashes	
	Total	Severe	Total	Severe
2019	8	0	0	0
2020	3	0	0	0
2021	7	1	1	0
2022	13	1	1	0
2023	6	0	0	0
2024	2	0	0	0
Total	39	2	2	0



Figure 2. Crash Locations and Severity

Pedestrian Analysis

Pedestrian Crosswalk

UDOT Policy 06C-27 indicates a minimum of 20 pedestrian crossings per peak hour should be confirmed before recommending installation of marked crosswalks and enhancements at uncontrolled locations. With a maximum pedestrian equivalent volume of 12 pedestrians during the pedestrian peak hour, the minimum pedestrian volume requirement is NOT met for the study location. The following are additional considerations for this site based on UDOT Policy 06C-27:

- The proposed crosswalk is located more than 300 feet from the nearest marked crossing
- There is sufficient sight distance at the study location
- The crosswalk does NOT directly serve a pedestrian generator

Based on the above considerations, it is NOT recommended that a crosswalk be installed at the study location.

PHB

A warrant analysis for a pedestrian hybrid beacon (PHB) was also performed following the process described in Section 4F of the Utah MUTCD. Figures 4F-1 and 4F-2 of the Utah MUTCD (shown in the appendix) outlines the guidelines for warranting a PHB. A minimum pedestrian volume of 20 pedestrians is required to install a PHB. 12 pedestrians were observed crossing

during the pedestrian peak hour. The following items were considered based on MUTCD Section 4F:

- As identified previously, the crossing distance is approximately 60 feet
- The maximum pedestrian hourly volume at the location was 12 pedestrians between 5:30 and 6:30 PM
- The corresponding vehicle hourly volume (total of both approaches) was 987 vehicles per hour

Based on these considerations, the volumes DO NOT meet the minimum threshold for a PHB. Therefore, it is NOT recommended that a PHB be installed at the proposed location.

Conclusions

The Division of Traffic and Safety has studied the subject location of S.R. 248 (Kearns Boulevard) and Snow Creek Drive in Park City, Utah to determine if a marked pedestrian crosswalk is warranted. Based on the results of this analysis, **a marked pedestrian crosswalk is NOT warranted.**

If you have any questions or do not agree with our conclusions, please contact the Traffic Studies office at (801) 766-4343.

AL

cc: Robert Miles, Adam Lough, Leslie Calderwood, Carrie O'Neill, Jeremy Searle, Ivana Vladislavljevic, Peter Tang, Kyle Esquibel, Tam Southwick, Jesse Sweeten, Jason Peterson, Vlad Pascu

*Supporting electronic data available on request

APPENDIX

#	<u>Appendix Item</u>
1	Traffic Study Request
2	Location Images
3	Traffic Counts
4	Gap Analysis Data & Charts
5	Policy Documents

<u>Firms / Individuals Involved with Study</u>	
Study Engineer	Avenue Consultants
Data Collection Group	Quality Counts
Review Engineer	Hales Engineering

Request Details

Request Details

Requester Name: Ivana Vladislavljevic**Requester Email:** ivanav@utah.gov**Project Pin** *No Project Pin***Last Study Number:** *No Last Study Number***Date Submitted:** 18 Jun, 2024, 4:59PM**Additional Emails to CC on Completed Study**
*No additional emails***Requested Due Date:** *No Requested Due Date*

Study Details

Study Number: 24-TS2364-02-PED 0248 (MP 0.14)**Study Details:** Please collect data on a Friday since that is Park City's preferred day for traffic studies.**Study Type**

- PED
- PED-C
- PED-PHB

Supporting Documentation

Supporting Documentation*No Supporting Documentation*

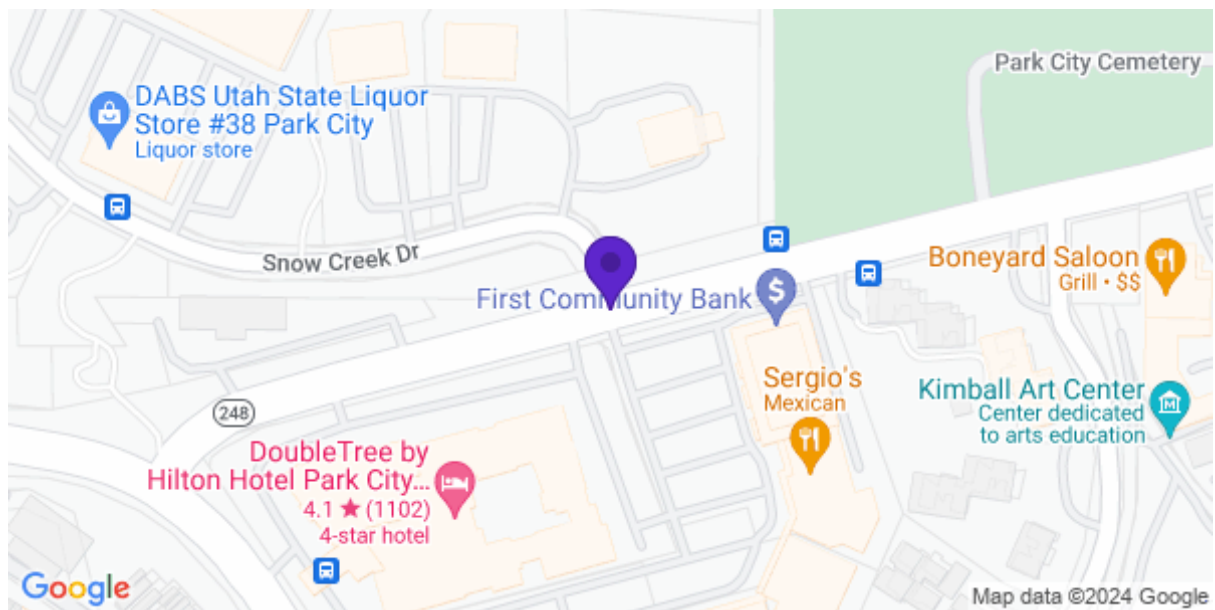
Location

Routes

Route: 0248PM

MP 0.14

Project Map



Location Description

Cross Street/Boundaries: SR 248 & Snow Creek Dr**City:** Park City**County:** No County**Region:** 2**Station:** No Station

Bidding

Bidding

Date Study Submitted: 18 Jun, 2024

Requested Due Date: *No requested due date*

Bidding Results

Awarded Due Date: 25 Jun, 2024

Awarded To: Avenue Consultants

Overlaps: Route 0248PM 0.14

2027

2026

2025 Various State Routes
MP: 0.0 - 14.5 PIN: 20866 Project Num: R2-WFM356-2022 Status: Scoping

2024 SR 248 & Snow Creek Dr
MP: 0.14 City: Park City Stage: Active

2023

2022

2021 SR-248; SR-224 to US 40
MP: 0.0 - 3.195 PIN: 16214 Project Num: R2-WFM577-2019 Status: Closed

2020

2019

2018 SR-224 and SR-32
MP: 0.001 - 14.502 City: Summit County Stage: Complete

2017

2016

2015

2014

2013

Notes & History

****Only Notes are included in the PDF****



Figure 3. Northbound Approach



Figure 4. Southbound Approach



Figure 5. Eastbound Approach



Figure 6. Westbound Approach

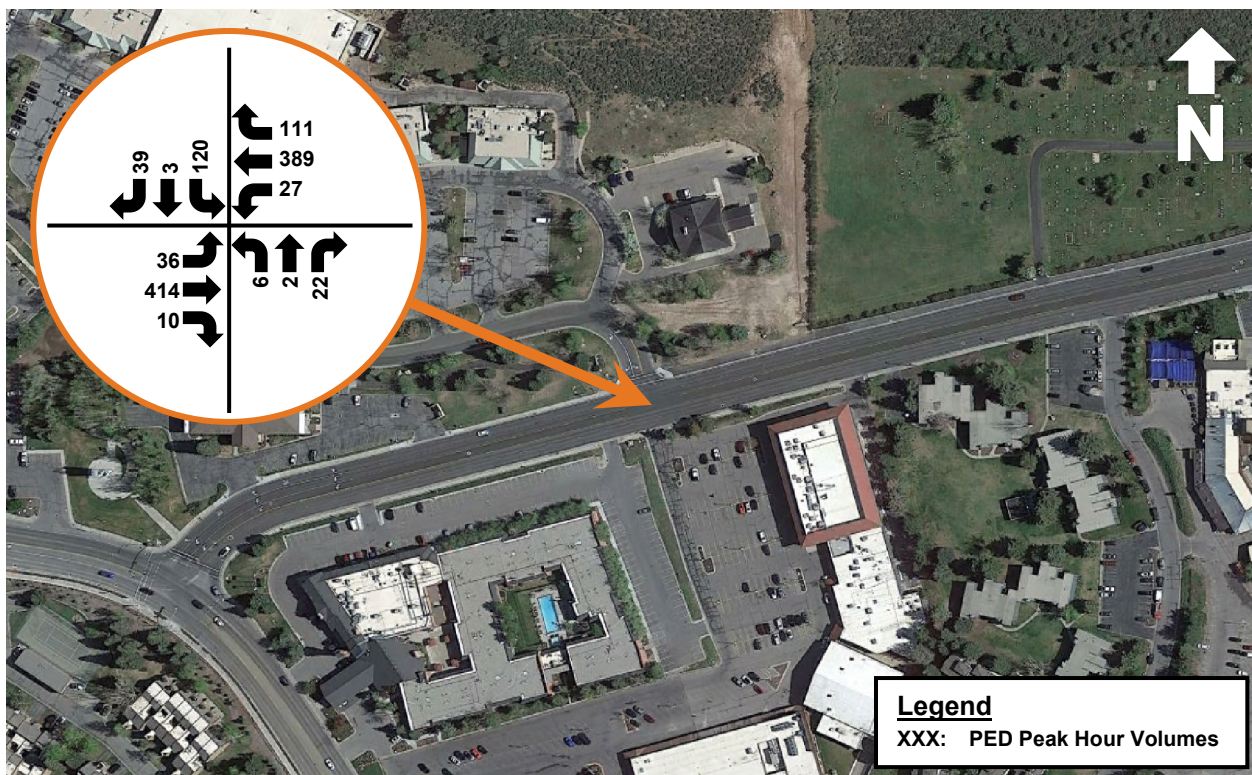


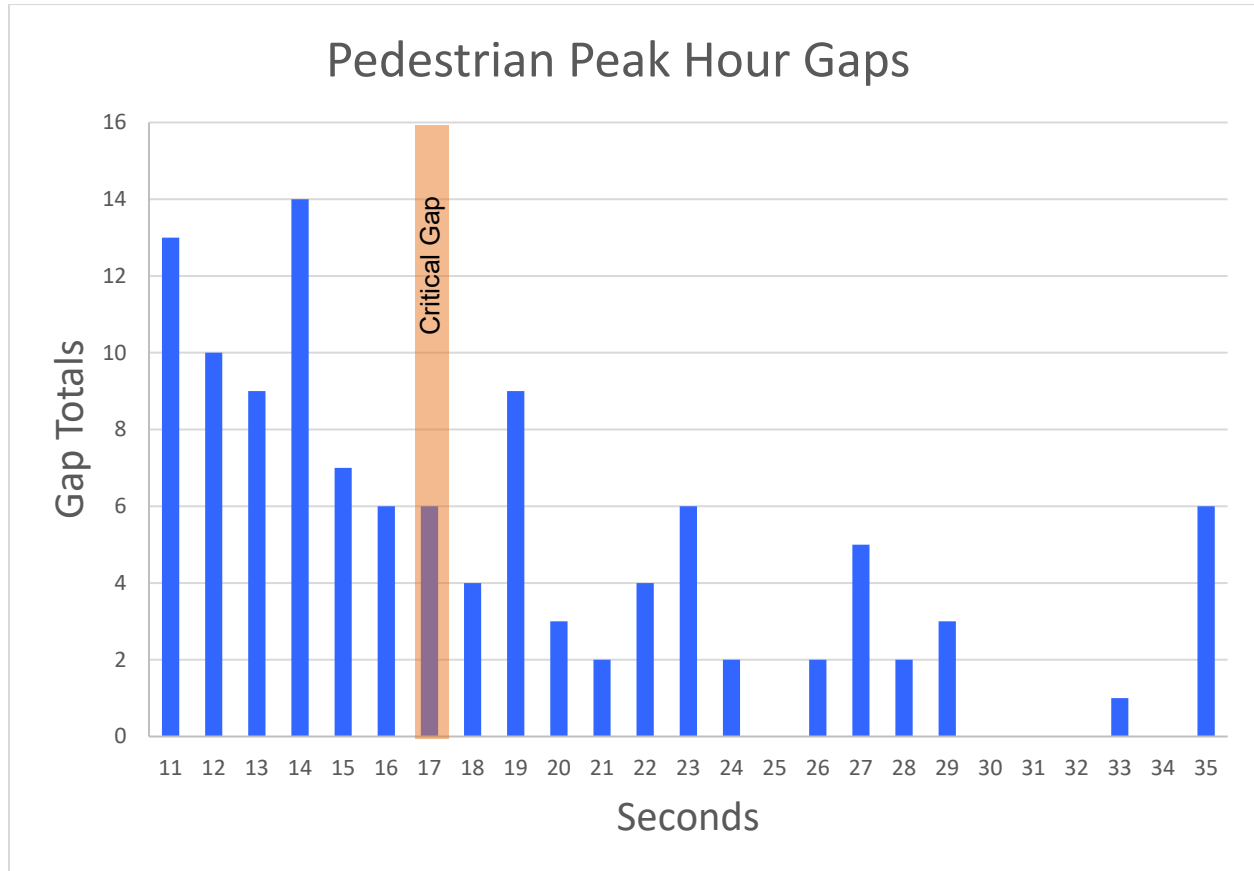
Figure 7. Peak Hour Turning Movement Counts

Table 5. Traffic Count Data

Time	NBL	NBT	NBR	SBL	SBT	SBR	EBL	EBT	EBR	WBL	WBT	WBR
5:30	2	1	4	31	1	11	3	126	4	6	101	30
5:45	2	0	4	32	0	8	12	118	2	14	108	33
6:00	2	1	8	26	2	10	17	91	2	5	99	23
6:15	0	0	6	31	0	10	4	79	2	2	81	25

Table 6. Pedestrian Count Data

Time	Adult	Child	Elderly/Handicapped	Total
7:00 AM	0	0	0	0
7:15 AM	0	0	0	0
7:30 AM	0	0	0	0
7:45 AM	0	0	0	0
8:00 AM	0	0	0	0
8:15 AM	1	0	0	1
8:30 AM	5	0	0	5
8:45 AM	0	0	0	0
9:00 AM	2	0	0	2
9:15 AM	0	0	0	0
9:30 AM	0	0	0	0
9:45 AM	1	0	0	1
10:00 AM	0	0	0	0
10:15 AM	0	0	0	0
10:30 AM	0	0	0	0
10:45 AM	0	0	0	0
11:00 AM	1	0	0	1
11:15 AM	1	0	0	1
11:30 AM	2	0	0	2
11:45 AM	0	0	0	0
12:00 PM	1	0	0	1
12:15 PM	0	2	0	2
12:30 PM	1	0	0	1
12:45 PM	0	0	0	0
1:00 PM	1	0	0	1
1:15 PM	2	0	0	2
1:30 PM	1	0	0	1
1:45 PM	0	0	0	0
2:00 PM	0	0	0	0
2:15 PM	0	0	0	0
2:30 PM	1	0	0	1
2:45 PM	1	0	0	1
3:00 PM	3	0	0	3
3:15 PM	1	0	0	1
3:30 PM	0	0	0	0
3:45 PM	0	0	0	0
4:00 PM	0	0	0	0
4:15 PM	5	0	0	5
4:30 PM	1	0	0	1
4:45 PM	0	0	0	0
5:00 PM	0	0	0	0
5:15 PM	0	0	0	0
5:30 PM	3	0	0	3
5:45 PM	0	0	0	0
6:00 PM	3	0	0	3
6:15 PM	6	0	0	6
6:30 PM	0	0	0	0
6:45 PM	1	0	0	1



Pedestrian Peak Hour	5:30 PM - 6:30 PM
Actual Pedestrian Volume	12
Adjusted Pedestrian Volume	12
Crossing Distance (ft)	60
Evaluation period (Minutes)	60
Minimum Usable Gap (Seconds)	17.0
Number of Usable Gaps	55
Maximum Number of Usable Gaps	78.29
Total Usable Gap (Minutes)	22.18
Average Demand per Gap	0.06
Avg Time Between Usable Gap (min)	0.77

Marked Pedestrian Crosswalks

UDOT 06C-27

Effective: March 6, 2008

Revised: August 1, 2017

Purpose

To define the criteria the Utah Department of Transportation (Department) will use when considering the installation of marked pedestrian crosswalks on state highways.

Policy

The currently adopted version of the Manual on Uniform Traffic Control Devices (MUTCD) provides general guidelines regarding the application of crosswalk markings. More specific criteria are necessary to properly define when and where marked pedestrian crosswalks may be installed for consistent application. The basis for the criteria comes from an article in the January 2004 issue of the ITE Journal, "Safety Analysis of Marked Versus Unmarked Crosswalks in 30 Cities" and FHWA publication number HRT-04-100 "Safety Effects of Marked Versus Unmarked Crosswalks at Uncontrolled Locations, Final Report and Recommended Guidelines", September 2005. Additional pedestrian crosswalk criteria currently in use in other states and municipalities were also reviewed and used to develop the pedestrian crosswalk criteria. A summary of these criteria is shown in Figure 1 and Tables 1, 2, and 3. In addition:

- Midblock crosswalks should not be considered where the distance to the nearest intersection is less than 600 feet.
- A two-way left turn lane is not considered a median pedestrian refuge.
- Marked crosswalks alone should not be used at unsignalized intersections where the speed limit exceeds 40 MPH.
- Crosswalks should not be installed at locations that could present an increased safety risk to pedestrians such as where there is poor sight distance, complex or confusing designs, a substantial volume of heavy trucks, or other dangers without first providing adequate design features and traffic control devices.

It is important to consider other pedestrian facility enhancements such as a raised median, traffic signal, roadway narrowing, enhanced overhead lighting, traffic-calming measures, and curb extensions as needed to improve the safety of the crossing whether or not marked crosswalks are installed. All pedestrian enhancements must comply with Department Standard Drawings and Specifications.

Procedures

Marked Pedestrian Crosswalks

UDOT 06C-27.1

Responsibility: Region Director or Region Traffic Operations Engineer

Actions

1. Receive a written request from a local jurisdiction to install a marked pedestrian crosswalk. The request will include substantial justification to install the crosswalk at the specified location.

Responsibility: Region Traffic Operations Engineer

2. Verify the request and conduct, at a minimum, a field review to determine if the location is a candidate site. Refer to the table to determine if installation of a crosswalk may result in a possible increase in pedestrian crash risk.
3. Submit request for pedestrian traffic count to the Traffic and Safety Studies Engineer if the location is a candidate site.

Responsibility: Traffic and Safety Studies Engineer

4. Perform pedestrian traffic count and determine whether a crosswalk is warranted.
5. Submit results and recommendations to the Region Traffic Operations Engineer.

Responsibility: Region Traffic Operations Engineer

6. Determine if a crosswalk will or will not be installed.
7. Perform a field review to assist with the determination.
8. Complete the following if a crosswalk will be installed:
 - a. Determine what, if any, additional treatments or enhancements should accompany the crosswalk installation.

- b. Respond to the local jurisdiction accordingly, arrange for design and installation of crosswalks, and consider additional treatments or enhancements.
 - 1) Refer to the following.
 - a) Figure 1
 - b) Tables 1, 2, and 3
 - c) DD and SL series Standard Drawings
 - c. File the request and supporting information when project is completed.
- 7. Complete the following if a crosswalk will not be installed:
 - a. Respond to the local jurisdiction accordingly and file the request and supporting information.

Figure 1. Pedestrian Crossing Flowchart

August 1, 2017

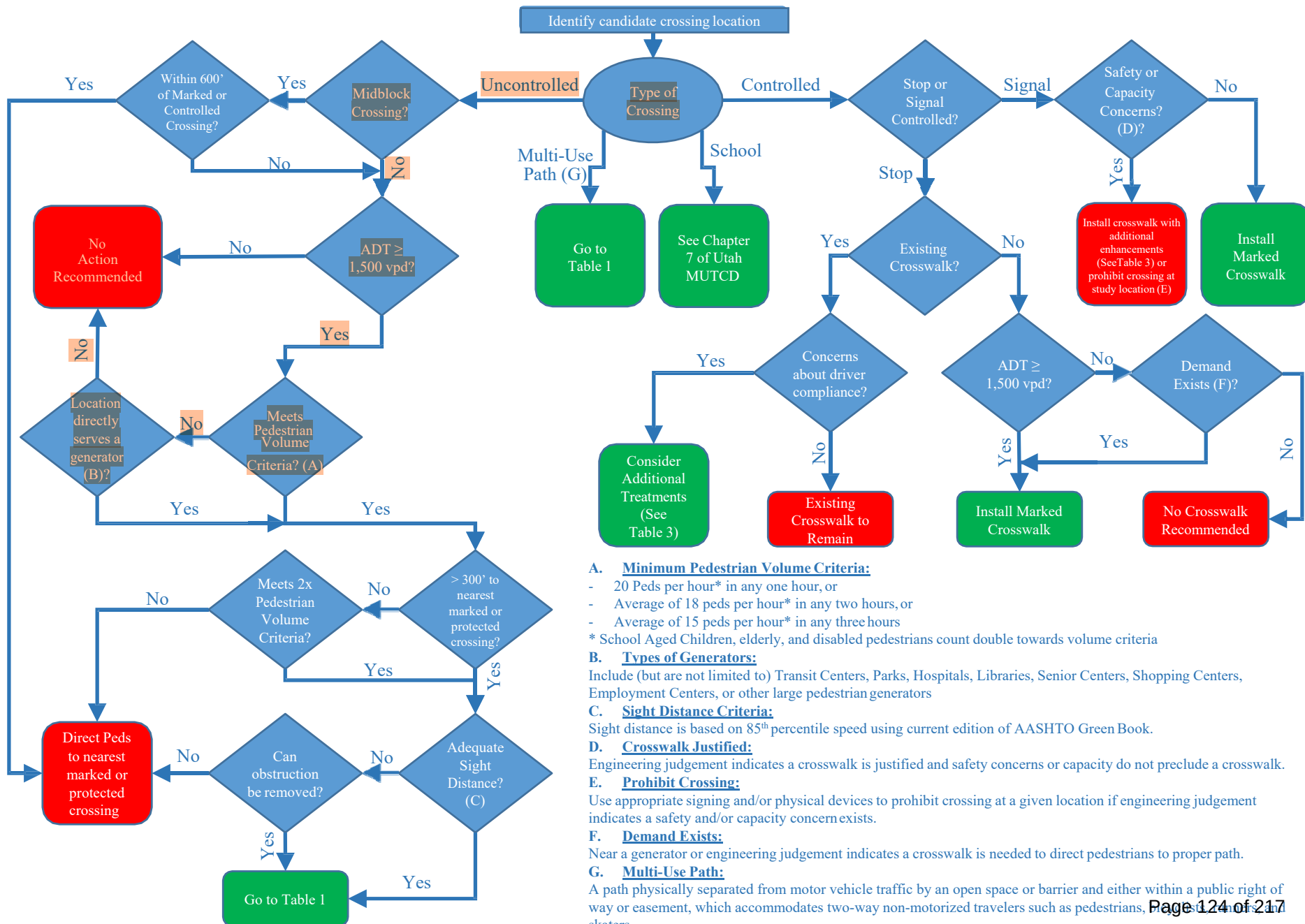


TABLE 1. RECOMMENDATIONS FOR INSTALLING MARKED CROSSWALKS AND ENHANCEMENTS AT UNCONTROLLED LOCATIONS

ROADWAY TYPE (NUMBER OF LANES AND MEDIAN TYPE)	ADT < 9,000			ADT 9,000 TO 12,000			ADT 12,000 TO 15,000			ADT > 15,000		
	≤ 30 MPH	35 MPH	≥ 40 MPH	≤ 30 MPH	35 MPH	≥ 40 MPH	≤ 30 MPH	35 MPH	≥ 40 MPH	≤ 30 MPH	35 MPH	≥ 40 MPH
TWO LANES	C	C	P	C	C	P	C	C	N	C	P	N
THREE LANES	C	C	P	C	P	P	P	P	N	P	N	N
FOUR OR MORE LANES WITH RAISED MEDIAN	C	C	P	C	P	N	P	P	N	N	N	N
FOUR OR MORE LANES WITHOUT RAISED MEDIAN	C	P	N	P	P	N	N	N	N	N	N	N

*New marked crosswalks alone should not be installed across uncontrolled roadways where the speed limit exceeds 40 mph.

C = Candidate site for marked crosswalk

Marked crosswalk alone may be sufficient. Marked crosswalks must be installed carefully and selectively. Before installing new marked crosswalks, an engineering study is needed to determine whether the location is suitable for a marked crosswalk. For an engineering study, a site review may be sufficient at some locations, while a more in depth study may be needed at other sites. Additional enhancements may be considered based upon engineering judgement and additional considerations. See Table 2 for types of additional enhancements at uncontrolled locations.

P = Probable candidate site for marked crosswalk

Marked crosswalk alone may be insufficient. Possible increase in pedestrian crash risk may occur if crosswalks are added without other pedestrian facility enhancements. Low level pedestrian enhancements are recommended at these locations. Multiple low level treatments may be considered if engineering judgement determines they are appropriate. High level improvements may also be considered if (a) the site meets the criteria for the selected high level treatment and (b) engineering judgement determines they are appropriate. These sites should be closely monitored and enhanced with other pedestrian crossing improvements if necessary. See Table 2 for types of additional enhancements at uncontrolled locations. Additional enhancements may be considered based upon engineering judgement and additional considerations.

N = Marked crosswalk alone is insufficient, since pedestrian crash risk may be increased by providing marked crosswalks alone

Marked crosswalk alone is insufficient. High level treatments required if warranted (3). See Utah MUTCD for criteria for high level treatments. If study location does not meet criteria of any high level treatments, multiple low level treatments would be required as a minimum (2). Judgment may indicate that a crossing should not be installed due to increased safety risks. These sites should be closely monitored and enhanced with other pedestrian crossing improvements if necessary. Additional enhancements may be considered based upon engineering judgement and additional considerations. See Table 2 for types of additional enhancements at uncontrolled locations.

TABLE 2. TYPES OF PEDESTRIAN ENHANCEMENTS AT UNCONTROLLED LOCATIONS

LOW LEVEL PEDESTRIAN ENHANCEMENTS	HIGH LEVEL PEDESTRIAN ENHANCEMENTS (Additional criteria for each treatment must be met)
Advanced Pedestrian warning signing	Pedestrian Hybrid Beacon (HAWK)
High Visibility Crosswalk	Pedestrian Activated Signal
Median Refuge Island	Overhead School Pedestrian Assembly
Bulb-Outs	
Pedestrian Activated Flashing Beacons (Overhead or Shoulder Mounted)	
Pedestrian Activated Rectangular Rapid flashing Beacons (RRFBs)	
Reduced Corner Radii	
Split Pedestrian Crossover (SPXO)	
Installation of Yield or Stop Lines with “Yield Here To (Stop Here For) Pedestrians” Signs	
Special Pavement Markings such as “Pedestrian Look Left” or “Watch for Turning Vehicles”	
Install Overhead Lighting	
Install Directional Pedestrian Ramp	

NOTE: The list of enhancements in the table above is not intended to be all-inclusive, other types of enhancements may also be considered. The decision to use a particular enhancement at a given location should be made on the basis of either an engineering study or the application of engineering judgment. Thus, while these guidelines should be considered in the design and application of traffic control devices, they should not be considered a substitute for engineering judgment. Engineering judgment should be exercised in the selection and application of traffic control devices. Additional considerations to gaps (ability of pedestrians to cross roadway; including forced gaps), crossing width, pedestrian demand, crash history, and other factors outlined in the Pedestrian Crossing Guidelines flowchart should be considered in the selection of the appropriate enhancement.

TABLE 3. TYPES OF PEDESTRIAN ENHANCEMENTS AT CONTROLLED LOCATIONS

LOW LEVEL PEDESTRIAN ENHANCEMENTS	HIGH LEVEL PEDESTRIAN ENHANCEMENTS (Additional criteria for each treatment must be met)
Advanced Pedestrian Warning Signing	Overhead School Pedestrian Assembly
High Visibility Crosswalk	
Median Refuge Islands	
Reduced Corner Radii	
Special Pavement Markings such as “Pedestrian Look Left” or “Watch for Turning Vehicles”	
Install Overhead Lighting	
Install Directional Pedestrian Ramp	
Pedestrian “Scramble” Phase at Signalized Intersections	
Prohibiting Right-Turn on Red at Signalized intersections	
Equipping Signals with Early Release or Pedestrian Lead Time	
Installing Countdown Signal Heads	
Increased Pedestrian Crossing Time (Automated in Controller or Manually via Switch Key) during Peak Periods	

NOTE: The list of enhancements in the table above is not intended to be all-inclusive, other types of enhancements may also be considered. The decision to use a particular enhancement at a given location should be made on the basis of either an engineering study or the application of engineering judgment. Thus, while these guidelines should be considered in the design and application of traffic control devices, they should not be considered a substitute for engineering judgment. Engineering judgment should be exercised in the selection and application of traffic control devices. Additional considerations to gaps (ability of pedestrian to cross roadway; including forced gaps), crossing width, pedestrian demand, crash history, and other factors outlined in the Pedestrian Crossing Guidelines flowchart should be considered in the selection of the appropriate enhancement.

Figure 4F-1. Guidelines for the Installation of Pedestrian Hybrid Beacons on Low-Speed Roadways

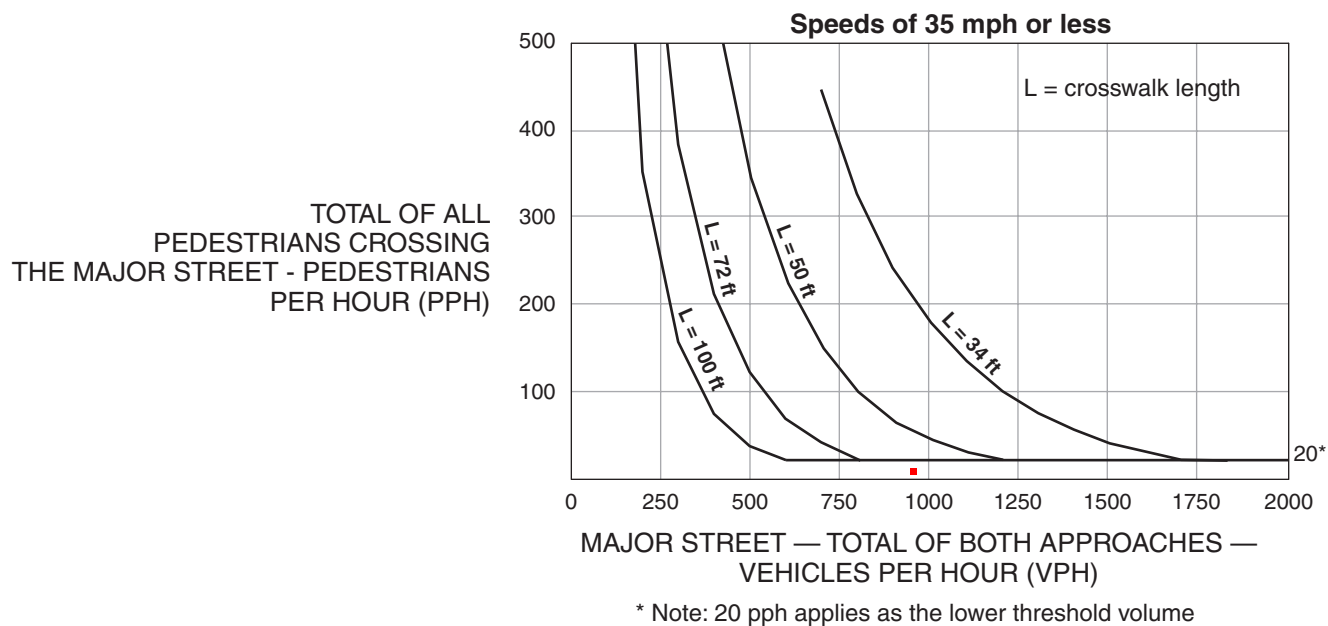


Figure 4F-2. Guidelines for the Installation of Pedestrian Hybrid Beacons on High-Speed Roadways

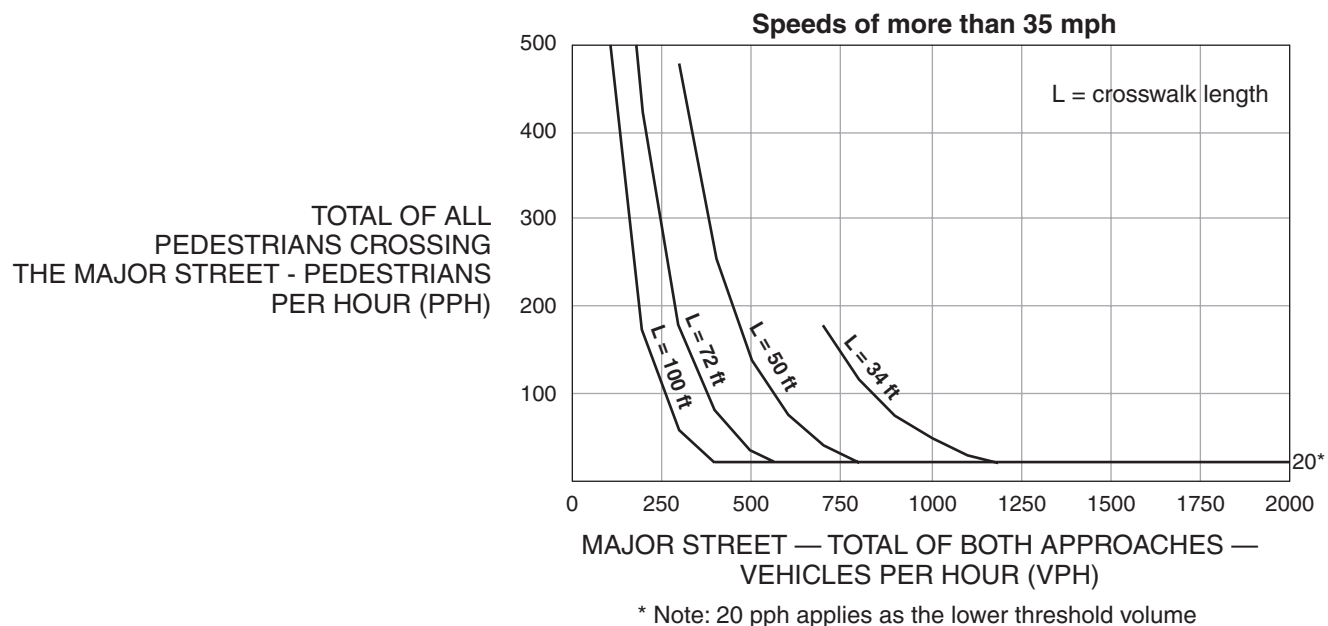
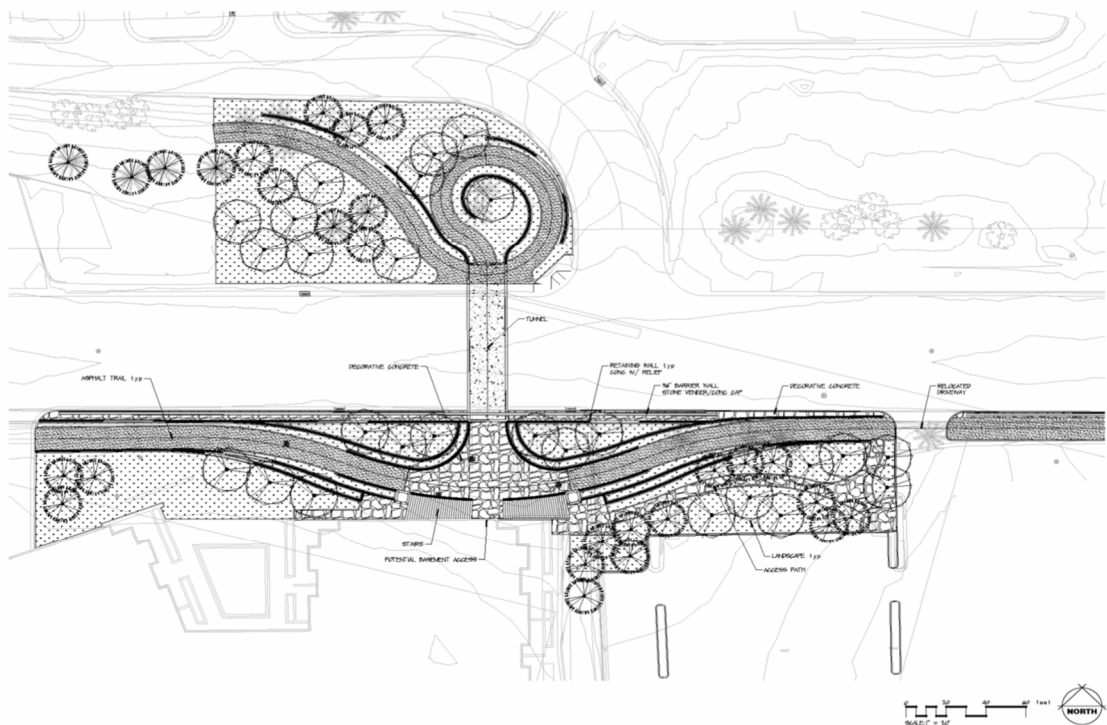


Exhibit C

Tunnel Enhancement Renderings

General Layout



project:

**SNOW CREEK
TUNNEL**

PARK CITY, UT

client:

PARK CITY

**445 MARSAC AVE
PARK CITY,
UT
84060**

designlab **252**

P.O. Box 27016 Fresno, CA 93729

Phone: 559-437-0000 Fax: 559-437-0000



drawn by: checked by:

KJ PB

submital:	date:
No. 1	08/27/2004
No. 2	XX/XX/XXXX
No. 3	XX/XX/XXXX
No. 4	XX/XX/XXXX

scale: 1"=20'-0"

sheet title:

**DRAFT
LAYOUT
CONCEPT
OPT2**

sheet no.

LA-2

project no. 24-07-001

Tunnel Entrance & Exit Enhancements

Kearns Blvd. South Entrance/Exit – Looking West



Kearns Blvd. South Entrance/Exit Looking East



Tunnel Entrance & Exit Enhancements

Kearns Blvd. North Entrance/Exit Looking Northwest

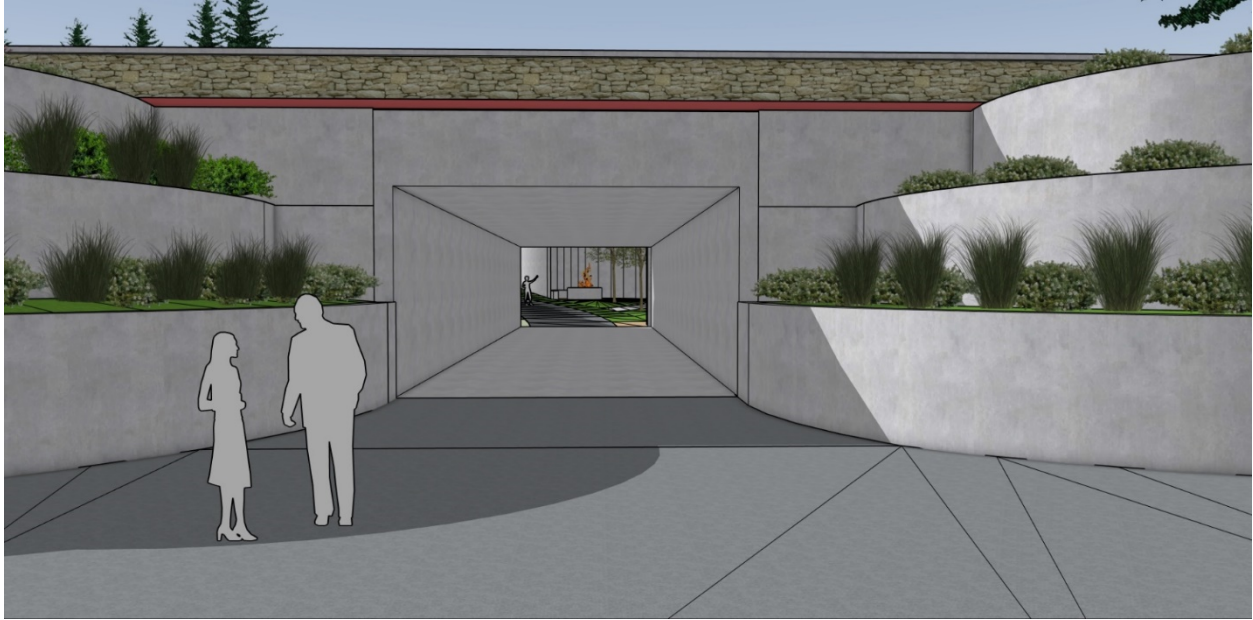


Kearns Blvd. North Entrance/Exit Looking East



Tunnel Entrance & Exit Enhancements

Tunnel Looking North from the South side of Kearns Blvd.



Tunnel Looking South from the North side of Kearns Blvd.





City Council Staff Report

Subject: Ranked Choice Voting Update

Author: Michelle Kellogg, City Recorder/Election Officer

Department: Executive

Date: March 13, 2025

Recommendation

Pursuant to a City Council request, continue the public policy discussion and provide direction on using ranked choice voting (RCV) for the 2025 Mayoral and City Council municipal election.

Executive Summary

At the Council's request, an initial RCV presentation was provided on [January 16, 2024](#) and a followup policy discussion took place on [September 5, 2024](#). These discussions included some of the pros and cons of RCV, remarks from Utah Ranked Choice Voting representatives and the Summit County Clerk, and a summary of outreach efforts made in Park City to help ascertain and understand our own voters' opinions on RCV.

In addition, two professors at Utah Valley University studied RCV in Utah and recently released their findings, which are being used around Utah as communities discuss this important issue. A full report and a summary report are shown as exhibits to this report, as well as an FAQ document to answer RCV-related questions.

Below is the conclusion made from the RCV study:

"Perhaps the main finding of these reports are that Utahns generally like using RCV and that mathematically RCV is superior to plurality voting. Moreover, three election cycles are not enough time to fully realize the impact of RCV on voter behavior, candidate behavior, and many other considerations. This is because it takes considerably longer than that for a new voting system to start to alter how we vote and campaign; that is, it takes longer than that for voters and candidates to optimize their behavior within those rules. As such, if understanding how RCV affects democracy in Utah is important, it seems advisable that RCV continue to be an option for municipalities in Utah to use in their elections."

If directed to pursue RCV for the 2025 municipal election, the City Council must hold a public hearing and approve a resolution to participate in the [2025 RCV Election Pilot Program](#) before May 1, 2025.

Exhibits:

A – Full Utah RCV Pilot Evaluation

B – Summary Evaluation

C – FAQ for RCV-Related Questions

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An Evaluation of the Ranked Choice Voting Pilot in Utah



Executive Summary

- This report presents a statistical analysis of the results of two recent surveys performed by Y2 Analytics gauging Utah voters' reaction to Utah's ongoing ranked choice voting (RCV) pilot. The surveys were conducted in 2021 and 2023 from likely and confirmed voters, with a non-exclusive focus on those that participated in RCV.
- We conclude from the survey that
 - ◊ About the same number of Utah voters prefer single-vote plurality as those that prefer RCV. It is statistically unlikely that either group includes a majority of voters.
 - ◊ A majority of Utah voters enjoyed using RCV.
 - ◊ More than 75% of Utah voters found RCV easy to use.
 - ◊ A majority of Utah voters were more likely to vote for their preferred candidate using RCV.
 - ◊ A majority of Utah voters want RCV to continue in Utah in at least local elections.
- We also conclude from the survey that over 80% of Utah voters are confident that their votes are counted accurately and that their local elections produce fair outcomes.
- There are some notable limitations to the survey.
 - ◊ The survey employs weights to get its sample as close to a representative random sample as possible, but more data and research are needed to verify these results.
 - ◊ The surveys indicate that there were notable differences between voter opinion in 2021 and voter opinion in 2023. Two or three election cycles are not enough time for voters and candidates to optimize their behavior and opinions about a voting method. Thus, the opinions of voters may continue to shift over time. These surveys nor the current opinion of the public may be a perfectly accurate representation of where the public's views will eventually settle about the use of RCV.
- More surveys need to be done, more data collected, and more analyses performed to understand the effect of RCV in Utah and the public's reaction to it.

Introduction

In any democratic system of government desiring to enact the will of the people, whether that be through electing individuals who act as representatives of the people or by ballot initiatives directly enacting courses of action selected by the people, how to accurately identify the will of the people is of paramount concern. For most of the history of the United States and the state of Utah, this has mostly been done via elections utilizing the plurality method of voting, particularly when the election is designed to elect a single individual to a position. In an election for a single individual representative, the method of plurality voting collects each voter's first choice among a pool of candidates and then tallies how many votes each candidate receives. The candidate

with the largest number of votes, whether that is a majority of the voting population or not, is elected to the position.

Recently in the United States, the method of plurality has come under increased scrutiny, particularly for its frequent lack of selecting a winner with majority support and its susceptibility to spoiler candidates. See, for example, the presidential elections of 1992 and 1996, where no candidate received a majority of the popular vote and Ross Perot potentially acted as a spoiler candidate for Republicans George H.W. Bush (1992) and Bob Dole (1996). Or more recently, the 2020 Utah Republican gubernatorial Primary, where Spencer Cox won with only 36.15% of the vote, with his closest competitor, Jon Huntsman Jr., receiving 34.95% of the vote, a difference of only 1.2%. The remaining 28.9% was split between Greg Hughes (21.02%) and Thomas Wright (7.88%) (Office of the Lieutenant Governor, 2020). This latter election was so close that either Hughes or Wright could be considered a potential spoiler candidate.

These and other similar issues have led some in the United States and in Utah to look for and support alternative voting methods to plurality. One such method is called Instant Runoff Voting (IRV). In IRV, each voter ranks the candidates in the election from their most preferred to their least preferred. Filling out an incomplete ranking is allowed, but there is no mathematical advantage in doing so. The ballots are counted in rounds, where the first round tallies all the most preferred choices. If any candidate has a majority, that candidate is elected. If not, the candidate with the least first place votes is eliminated and removed from everyone's ballots. All ballots are now reconsidered and ballots whose first choice was eliminated now use the next most preferred candidate (i.e., their most preferred candidate of the candidates that remain). This process continues round by round, using the original ballot, until a candidate has a majority of the votes in a round. This is guaranteed to happen eventually since there will eventually only be two candidates left. Because IRV uses a ballot where voters rank the candidates, it is a form of Ranked Choice Voting (RCV). Other forms of RCV exist, such as ranked pairs or a Borda count, but the form of RCV that Utah is piloting is IRV. Because of this, the terms IRV and RCV are often conflated. Since the only form of RCV that we will discuss here is IRV, and since most of the sources referenced herein refer to IRV as RCV, in this report, we will use the term RCV to refer exclusively to IRV.

RCV is not a new concept. It was first implemented in the 1870s at Harvard College by Professor William Ware from MIT. RCV was later implemented at a national level in Denmark and Australia in the late 1800s. The first use of RCV in public elections in the United States was in 1915 with the Ashtabula, Ohio City Council election. RCV spread to several more cities in the US by the 1940s, but popularity here eventually waned. Other countries, in the meantime, such as Northern Ireland, New Zealand, and Scotland, began to adopt RCV (MIT Election Data and Science Lab, 2023). Eventually, RCV began to gain popularity

again in the US and now RCV is used in at least sixty jurisdictions covering twenty-four states (including two states, Maine and Alaska, that use it statewide) at several levels of elections, such as primaries, special elections, and general elections (FairVote, 2024).

In Utah, RCV was first proposed for use in the Republican state convention elections by activists in the 1990s, and the Utah Republican Party implemented it for party elections in 2002 (Sylvester & Erikson, 2022). The Municipal Alternate Voting Method Pilot Project (or Utah HB35 in 2018), which went into effect on May 8, 2018, saw the creation of a pilot project to allow individual municipalities to choose whether to use RCV. The pilot's duration is from January 1, 2019 to January 1, 2026 (Utah Code 20A-4-6, 2018).

To help understand the effect that this pilot has had on the public in Utah, the market research and data analytics group Y2 Analytics conducted surveys in 2021 and 2023 concerning Utah voters' perception of RCV in Utah (Y2 Analytics, 2021 & 2023). This report presents an analysis of these surveys' results. In the next section, we describe how Y2 Analytics conducted the survey. Then we discuss specific results from the survey and our statistical analysis of those results. We conclude with a summary discussion of the key takeaways from the survey.

Survey Methodology

In the surveys on RCV conducted by Y2 Analytics in 2021 and 2023 (Y2 Analytics, 2021 & 2023), samples were taken from likely and confirmed Utah voters as categorized in the state's publicly available file of registered voters. Samples were stratified by district to focus primarily on voters participating in RCV. Invitations were extended via email and text messages with responses collected online. Questions specific to RCV election participation were asked only to those who participated in RCV elections.

Prior to the survey subject selection, a model was fit to estimate municipal general election turnout using age, party registration, active status, length of registration, and election turnout in the 2019 municipal general election. This model aims to produce a sampling pool of registered voters which can be randomly sampled based on their probability of voting. A probability proportionate to size (PPS) was then drawn so voters with a higher probability of voting were more likely to be selected in the sample.

In an attempt to minimize measurement error from non-response, a sampling weight was calculated by Y2 Analytics based on the PPS scores for the subjects and corresponding collected sample. The calculated weights also accounted for age, county, registered party, congressional district, race, religious activity and affiliation, and modeled voter turnout. While it is impossible to remove all sources of sampling and measurement error, these efforts are likely to assist in finding unbiased estimates that can be applied

to the full population of likely voters in Utah. These surveys were funded by Utah Ranked Choice Voting, a non-profit group supporting the research who had no influence, suggested or implied, over the collected data, analysis, or interpretations contained herein.

Confidence intervals were calculated using normal approximations and a 95% confidence level. P-values for differences in proportions in univariate analyses were conducted using z-tests with a nominal significance level of 0.05 to determine statistical significance.

Logistic regression was conducted for multivariable models to control for potential confounding variables including age, gender, race, the year of the study, political party affiliation, and participant support for five high-profile politicians. We limited race to whether the participant indicated their race as White due to small representation of other races. We also limited political affiliation to Republican, Democrat, or Independent, and modeled politician support from 1 to 4 for values of very unfavorable to very favorable, respectively.

We considered both weighted and unweighted (direct results from the samples), but we share primarily the weighted results here in an attempt to limit biased findings due to non-response. Whenever relevant to the discussion, we comment on results from the weighted and unweighted results that provide added points to consider. In general, we found that weighted estimates in 2021 were more supportive of RCV than the unweighted versions, and the trend was reversed in 2023 with weighted estimates being less supportive of RCV than the unweighted counterparts. We consider these trends and possible implications at the end of this report.

Survey Results

In this section, we detail the results of the survey conducted by Y2 Analytics (Y2 Analytics, 2021 & 2023) and provide statistical analysis of those results. We have broken this section into subsections about voter preference for RCV over plurality, voter enjoyment of RCV, voter perception of other aspects of using RCV, whether voters were more likely to vote for their favorite candidate when using RCV, and whether voters want RCV to continue in Utah, as well as a breakdown of notable differences in opinion via demographic or political leaning.

Do Voters Prefer RCV over Plurality?

In the 2023 survey, participants were asked the following question:

"Thinking about both your experience using Ranked Choice Voting this year and your past experience with traditional single-vote or winner-take-all elections, which of the following statements best describes your preferred voting method or ballot type for future

municipal and other local elections?”

Participants were able to respond with one of the following:

1. “I would prefer to use a Ranked Choice ballot in future municipal and local elections.”
2. “I would prefer to use a traditional single-vote or winner-take-all ballot in future municipal and local elections.”
3. “No preference.”

In response to this question, 40.92% (95% confidence interval (CI): 36.64, 45.33) of the participants indicated that they prefer to use RCV in future elections, while 44.91% (95% CI: 40.56, 49.34) of the participants indicated that they prefer to use a single-vote (a.k.a. plurality) in future elections.

This indicates in 2023 that a plurality of individuals did not wish to use RCV in future elections, but as the confidence intervals are considerably overlapped, we cannot say that this difference is significant. Additionally, the confidence intervals suggest it is unlikely that either the group in favor of or the group against RCV contain a majority.

It is worth noting that using unweighted data, the estimates were 50.97% (95% CI: 46.96, 54.97) wanting RCV and 34.63% (95% CI: 30.90, 38.55) not wanting RCV.

Do Voters Enjoy RCV?

In both the 2021 and 2023 surveys, participants were asked the question

“How much did you like or dislike using a Ranked Choice ballot?”

Participants responded on a four-point scale:

1. “Disliked a great deal.”
2. “Disliked somewhat.”
3. “Liked somewhat.”
4. “Like a great deal.”

In 2021, 62.78% (95% CI: 59.84, 65.63) of participants indicated that either liked RCV somewhat or liked it a great deal. This is compared to the remaining 37.22% (95% CI: 34.37, 40.16) of participants that indicated some amount of dislike. From this, we conclude that in 2021, most Utah voters that used RCV enjoyed it.

This difference was less stark in 2023. In the 2023 survey, 58.22% (95% CI: 53.76, 62.56) of participants indicated that they liked RCV somewhat or liked it a great deal. This is compared to 41.78% (95% CI: 37.44, 46.24) of participants that indicated some amount of dislike toward RCV. While the difference is of a lower magnitude, we can again confidently conclude that in 2023, a majority of Utah voters that used RCV enjoyed using it.

Enjoyed RCV

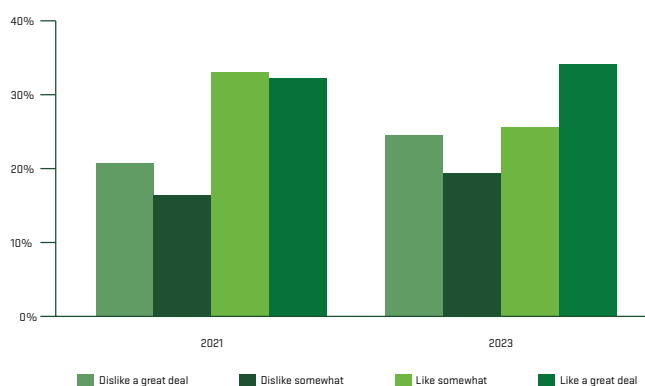


Figure 1: Weighted proportion of levels at which participants liked RCV.

While there was a decrease in the proportion of those that enjoyed RCV from 2021 to 2023 (and an associated increase in those that did not enjoy RCV), the difference approached but did not reach significance ($p = 0.0929$). While the observed values suggest a decrease in the proportion that enjoy RCV, we cannot confidently conclude that this observed difference is not due to chance. This would be an item to review again in future elections. This point is reinforced by the unweighted results, which indicated a significant increase in the proportion of those that enjoyed RCV from 2021 to 2023.

Participants were also asked about their satisfaction with their current voting method. In both the 2021 and 2023 surveys, participants were asked the question

“How satisfied are you with the method you used or will use to cast your ballot this year?”

Participants responded on a four-point scale:

1. “Not at all satisfied.”
2. “Not too satisfied.”
3. “Somewhat satisfied.”
4. “Very satisfied.”

We remark here that even though voters were selected primarily from precincts that included RCV, not all the elections this question referenced are necessarily RCV elections and, as such, care should be taken in interpreting these results as directly referencing RCV. However, certainly RCV was the primary type of election method that would have been included in these voters' response to this question since the survey was sent primarily to voters participating in RCV elections.

In 2021, 69.85% (95% CI: 67.54, 72.06) of participants indicated that they were very satisfied with the method they used to cast their ballot that year, and 88.55% (95% CI: 86.87, 90.04) of participants indicated some level of satisfaction, either very satisfied

or somewhat satisfied. By contrast, only 11.45% (95% CI: 9.96, 13.13) of participants indicated that they were either not all satisfied or not too satisfied with the method used. We can confidently conclude that a majority of Utah voters were very satisfied with the election method they used.

In 2023, even higher levels of satisfaction were observed. In this year, 73.01% (95% CI: 69.50, 76.26) of participants indicated that they were very satisfied with the election method used in their elections, and 93.51% (95% CI: 91.34, 95.18) of participants indicated some level of satisfaction. This left only 6.49% (95% CI: 4.82, 8.66) of participants that indicated that they were either not at all satisfied or not too satisfied. Thus, we can again conclude that the vast majority of Utah voters are very satisfied with the election method they used.

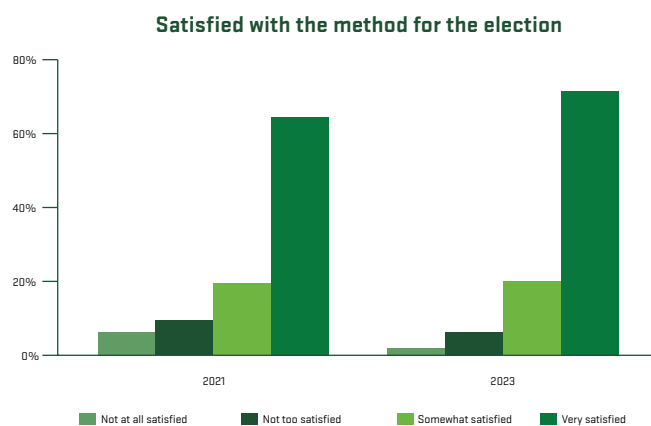


Figure 2: Weighted proportion of satisfaction levels regarding the method used for the election.

Moreover, in comparing the two years, we find that the number of participants who were very satisfied increased by 3.16% (95% CI: -0.94, 7.26) from 2021 to 2023, which was not statistically significant ($p = 0.1388$). However, the number of participants who indicated that they were at least somewhat satisfied increased by 4.97% (95% CI: 2.46, 7.47) from 2021 to 2023, which was statistically significant ($p = 0.0004$). We can claim with confidence then that the number of Utah voters who were satisfied with the election method they used increased from 2021 to 2023. While this did not control specifically for satisfaction with RCV, since the participants were primarily from precincts using RCV, this increased satisfaction was certainly impacted by their experience with RCV.

Here we wish to note that while the unweighted results showed a larger increase in satisfaction from 2021 to 2023, the trend of satisfaction was the same in both analyses.

Voter Perception about Various Aspects of Using RCV

In this section, we consider other aspects of using RCV. These include whether RCV is easy to use, whether the RCV instructions were clear, how using RCV affected the tone of campaigns, whether voters had confidence that their ballots would be counted accurately, and whether voters felt that RCV produced fair outcomes. Both the 2021 and 2023 surveys asked participants questions about each of these categories. We will consider them by category.

In both the 2021 and 2023 surveys, participants were asked the question

“How easy or difficult did you find Ranked Choice Voting easy [sic] to use?”

Participants responded on a four-point scale:

1. “Very difficult.”
2. “Somewhat difficult.”
3. “Somewhat easy.”
4. “Very easy.”

In 2021, 51.87% (95% CI: 48.89, 54.84) of participants found RCV very easy to use, while 81.02% (95% CI: 78.56, 83.25) of participants found RCV either somewhat easy or very easy to use. This is compared to the 18.98% (95% CI: 16.75, 21.44) of participants that found RCV either somewhat difficult or very difficult to use. We conclude confidently here that a majority of Utah voters found RCV either somewhat easy or very easy to use and that more Utah voters in 2021 found RCV very easy than those that found it difficult.

In 2023, the numbers indicate relatively little change. That year, 49.38% (95% CI: 44.98, 53.79) of participants indicated that they found RCV very easy, and 81.50% (95% CI: 77.81, 84.72) of participants indicated that they found RCV either somewhat easy or very easy. This time, 18.50% (95% CI: 15.28, 22.19) of participants indicated that RCV was either somewhat difficult or very difficult. Here, we again confidently conclude that a majority of Utah voters who used RCV found RCV very easy to use. The percentage of those that found RCV either somewhat easy or very easy to use is not significantly different in 2023 than in 2021, increasing by less than 1% of participants ($p = 0.8685$).

Again, we wish to comment on the unweighted analysis, which in this instance indicated a significant increase in the proportion of voters that indicated RCV was either very easy or somewhat easy between 2021 and 2023. If the unweighted analysis was accurate, then this trend would suggest that as voters get more accustomed to using RCV ballots, it becomes easier to use. If this is accurate, one would expect this trend to continue, though any increase from year to year would get smaller.

We see somewhat similar results in the responses to the question about the clarity of RCV instructions. In both 2021 and 2023, participants were asked the question

“How clear or unclear were the instructions you received about how to fill out your Ranked Choice ballot?”

As usual, participants responded on a four-point scale:

1. “Very unclear”
2. “Somewhat unclear”
3. “Somewhat clear”
4. “Very clear”

In 2021, 63.24% (95% CI: 60.30, 66.09) of participants indicated that the RCV instructions were very clear, and 89.75% (95% CI: 87.76, 91.45) of participants indicated that the instructions were either somewhat clear or very clear. This left only 10.25% (95% CI: 8.55, 12.24) of participants that found the RCV instructions either somewhat unclear or very unclear. We can conclude firmly that the RCV instructions were clear to a large majority of Utah voters. We can also conclude that far more Utah voters found the instructions clear compared to those that found it unclear.

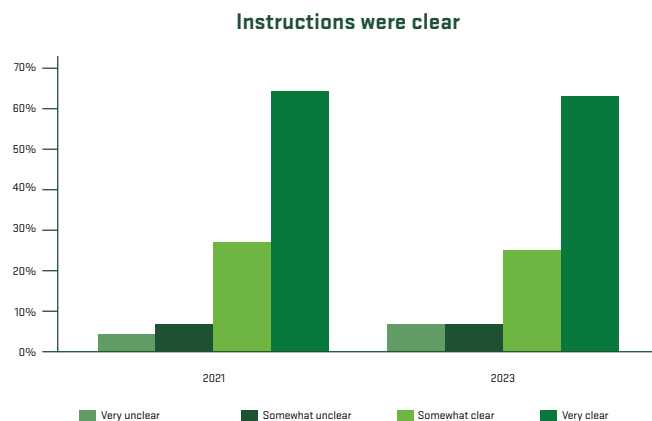


Figure 3: Weighted proportion of feeling on the clarity of instructions included with RCV ballots.

In 2023, those numbers slightly decreased towards less clarity. This time, 61.75% (95% CI: 57.35, 65.97) of participants indicated that the RCV instructions were very clear, and 86.36% (95% CI: 82.99, 89.17) of participants found the RCV instructions somewhat clear or very clear. The remaining 13.64% (95% CI: 10.83, 17.01) of participants found that the RCV instructions were unclear. We can conclude with confidence that over 55% of Utah voters who used RCV felt that RCV instructions were very clear and that at least 82% found them somewhat clear or very clear. We observed a 3.38% decrease in the number of participants from the 2021 to 2023 surveys that found the RCV instructions somewhat clear or very clear, and this decrease was almost statistically significant ($p = 0.057$). While we cannot conclude that a

decrease actually happened among Utah voters using RCV, future observations may indicate if this observation was representative.

The unweighted analyses suggest the opposite trend with a stark increase in those reporting very clear or somewhat clear instructions on RCV in 2023 from 2021, which would be a more expected result if elections modified items that were unclear in 2021 for the 2023 elections.

In both surveys, participants were also asked about if they felt the tone of elections had changed since the implementation of RCV in their municipality. In 2021 and 2023, participants were asked the question

“Compared to previous elections in your city or town, did you feel the tone of this year’s campaigns was more positive or negative?”

Participants could respond on a five-point scale:

1. “Much more negative.”
2. “Somewhat more negative.”
3. “Neither more positive nor more negative.”
4. “Somewhat more positive.”
5. “Much more positive.”

In 2021, 26.87% (95% CI: 24.73, 29.12) of participants responded that they felt the tone of the campaigns that year were either somewhat more positive or much more positive. This is compared to 14.48% (95% CI: 0.12.81, 16.32) of participants that responded that they felt the tone was either somewhat more negative or much more negative. The remainder indicated that the campaigns were neither more positive nor more negative. This allows us to conclude that a majority of Utah voters in 2021 felt that there had been no real change to the tone of the campaigns. We also confidently conclude that a larger proportion of Utah voters felt that the campaigns were more positive than the proportion of voters that felt the campaigns were more negative.

In 2023, 32.41% (95% CI: 28.93, 36.09) of participants responded that they felt the tone of the campaigns that year was either somewhat more positive or much more positive. In contrast, 22.71% (95% CI: 19.65, 26.08) of participants responded that they felt the tone of the campaigns that year was either somewhat more negative or much more negative. From this, we can conclude confidently that in 2023 a larger proportion of Utah voters felt that the campaigns were more positive than the proportion of voters that felt the campaigns were more negative, but the difference between the two is smaller now. We cannot conclude in 2023 that a majority of Utah voters felt there was no real change to the tone of campaigns, nor can we conclude that a majority had an opinion one way or the other.

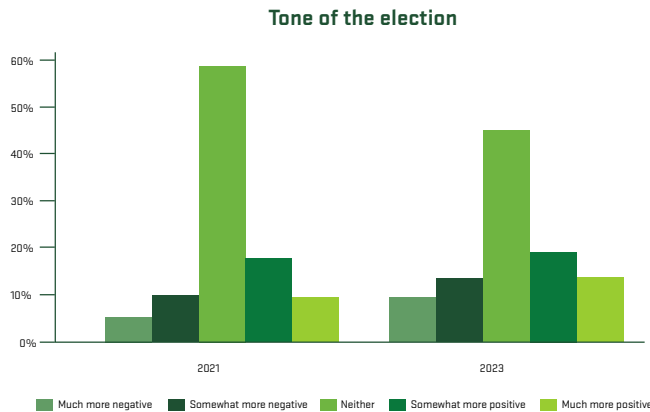


Figure 4: Weighted proportion of feelings toward the tone of the election.

Comparing the two years, the number of people who felt that the tone was either somewhat more positive or much more positive increased 5.54% (95% CI: 1.31, 9.77) from 2021 to 2023, which is a statistically significant difference (with a p-value of 0.0084). However, from 2021 to 2023, the number of people that claimed that the tone was either somewhat more negative or much more negative also increased 8.23% (95% CI: 4.54, 11.92), which is a statistically significant difference (with a p-value less than 0.0001). Thus, we can conclude that among Utah voters, the number of people who felt the tone of election campaigns was more positive increased from 2021 to 2023, but so did the number of people who felt the tone of election campaigns was more negative.

However, as this question does not control for where this change in tone might have come from, we cannot confidently claim that the above statistics about the tone of campaigns are due directly to the use of RCV or if other factors were involved.

The surveys also inquired about voter confidence. First, the surveys asked about confidence in votes being counted accurately, and second, about confidence in local elections producing fair outcomes. For the prior, in both 2021 and 2023, participants were asked the question

“How confident are you that your ballot will be counted accurately in this election?”

Participants responded on a four-point scale:

1. “Not at all confident.”
2. “Not too confident.”
3. “Somewhat confident.”
4. “Very confident.”

Very high levels of confidence were observed in both survey years. In 2021, 63.57% (95% CI: 61.17, 65.90) of participants indicated that they were very confident that their ballots would

be counted accurately, and 87.53% (95% CI: 85.80, 89.07) of participants indicated that they were either very confident or somewhat confident. On the other hand, 36.43% (95% CI: 34.10, 38.83) of participants expressed a confidence level other than very confident, and 12.47% (95% CI: 10.93, 14.20) of participants indicated that they were either not too confident or not at all confident. We conclude from this that, in 2021, a large majority of Utah voters were confident that their ballots would be counted accurately.

In 2023, we see a similar pattern. In that year, 64.04% (95% CI: 60.30, 67.62) of participants indicated that they were very confident that their ballots would be counted accurately, and 90.26% (95% CI: 87.73, 92.33) of participants indicated that they were either very confident or somewhat confident. On the other hand, 35.96% (95% CI: 32.38, 39.70) of participants indicated a confidence level less than very confident, and 9.74% (95% CI: 7.67, 12.27) of participants indicated that they were either not too confident or not at all confident. Thus, we conclude that the vast majority of Utah voters are confident that their ballots are being counted accurately and only a small percentage has a lack of confidence.

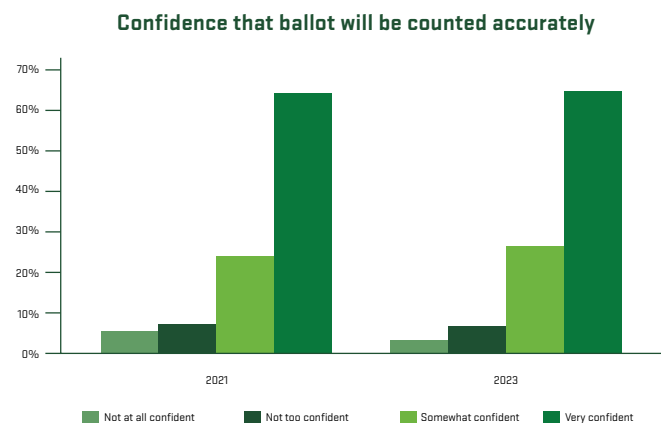


Figure 5: Weighted proportion of confidence levels that ballots would be counted accurately.

While the differences in the weighted analyses were nearly identical, there was a significant increase in the proportion of voters who felt very confident, as well as those that felt either very confident or somewhat confident in the unweighted analysis. The increases in the unweighted analyses were estimated as 12.06% and 6.30%, respectively.

Considering voter confidence that local elections provided fair outcomes, we find the following. Recall that participants were selected primarily from groups that participated in RCV. In both 2021 and 2023, participants were asked the question

“How confident are you that the current election process in your

city or town produces fair election outcomes?”

Participants responded on a four-point scale:

1. “Not at all confident.”
2. “Not too confident.”
3. “Somewhat confident.”
4. “Very confident.”

In 2021, 59.60% (95% CI: 57.16, 62.00) of participants expressed that they were very confident that their local elections produced fair outcomes, and 87.50% (95% CI: 85.77, 89.06) of participants indicated that they were either very confident or somewhat confident that their local elections produced fair outcomes. In contrast, only 40.40% (95% CI: 38.00, 42.84) of participants indicated a confidence level below very confident and only 12.50% (95% CI: 10.94, 14.23) of participants indicated that they were not too confident or not at all confident that their local elections produced fair outcomes. From this we can conclude that in 2021, a majority of Utah voters are very confident that their local elections produce fair outcomes.

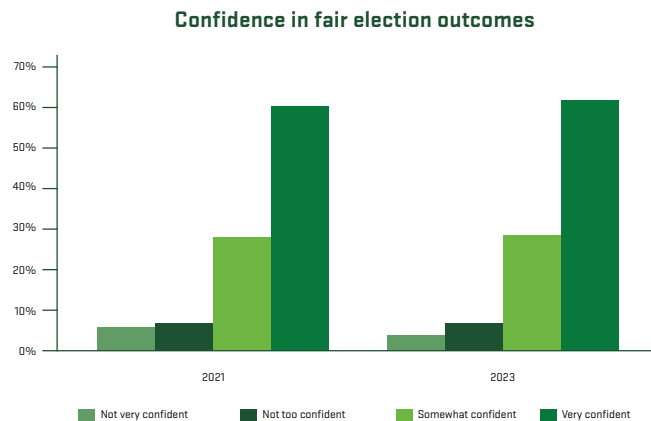


Figure 6: Weighted proportion of confidence levels that the election would result in a fair outcome.

A slight, albeit non-significant, increase in the confidence levels of voters was observed in 2023. In that year, 61.23% (95% CI: 57.47, 64.86) of participants indicated that they were very confident that their local elections produced fair outcomes, and 89.46% (95% CI: 86.86, 91.60) of participants indicated that they were either somewhat confident or very confident. In contrast, only 38.77% (95% CI: 35.14, 42.53) of participants expressed a confidence level below very confident, and only 10.54% (95% CI: 8.40, 13.14) of participants indicated that they were either not too confident or not at all confident that their local elections produced fair outcomes. From this, we conclude that in 2023, a majority of Utah voters were very confident that their local elections produced fair outcomes and that only a small minority of Utah voters expressed a lack of confidence.

While the difference between 2021 and 2023 was again not significant in the weighted analysis, a significant difference was

observed in the unweighted approach. Of note, the unweighted analysis estimated an increase of 11.44% (95% CI: 0.0733, 0.1556) participants that were very confident that a fair outcome would be produced.

Were Voters More Likely to Vote for Their Preferred Candidate Using RCV?

An important effect that proponents of RCV argue that RCV has is that it encourages voters to be more likely to vote for a candidate they prefer. It is common in plurality elections to vote for one of the top two candidates one dislikes the least since they are the only candidates with a chance of winning. Voting for the candidate that a voter truly wants is not always an attractive strategy if that candidate is not one of the top two. This often leads to the idea of voting for the “lesser of two evils.” This is a form of strategic voting where a voter decides to not indicate their true preference. If enough voters do this, it can potentially produce a false picture of what the electorate actually wants. Proponents of RCV argue that because voters can indicate secondary options by ranking the candidates, it is safe for them to list their preferred candidate first. To determine if RCV had the desired effect on the electorate—that voters felt more comfortable indicating their true preferences—participants were asked the following question in both the 2021 and 2023 surveys:

“Some voters claim that in some elections they vote for a candidate that is not their favorite because their favorite candidate has little or no chance of winning their vote will be wasted [sic]. Were you more or less likely to vote for your favorite candidate in this election?”

Participants responded on a five-point scale:

1. “Much less likely.”
2. “Somewhat less likely.”
3. “Neither more nor less likely.”
4. “Somewhat more likely.”
5. “Much more likely.”

In 2021, 42.62% (95% CI: 39.70, 45.60) of participants indicated that they were much more likely to vote for their favorite candidate in this election, and 59.82% (95% CI: 56.86, 62.71) of participants said they were much more likely or somewhat more likely to vote for their favorite candidate. In contrast, 40.18% (95% CI: 37.29, 43.14) of participants indicated that they were much less likely, somewhat less likely, or neither more nor less likely to vote for their favorite candidate. We conclude from this that in 2021, a majority of voters were more likely (to some degree) to vote for their favorite candidate.

In 2023, 48.01% (95% CI: 43.60, 52.44) of participants indicated that they were much more likely to vote for their favorite candidate in this election, and 67.19% (95% CI: 62.89, 71.22)

of participants indicated that they were either much more likely or somewhat more likely. When looking at the 2023 survey, only 32.81% (95% CI: 28.78, 37.11) of participants indicated that they were either much less likely, somewhat less likely, or neither more nor less likely to vote for their favorite candidate. We can conclude that nearly two-thirds of Utah voters are more likely to vote for their favorite candidate in precincts with primarily RCV elections.

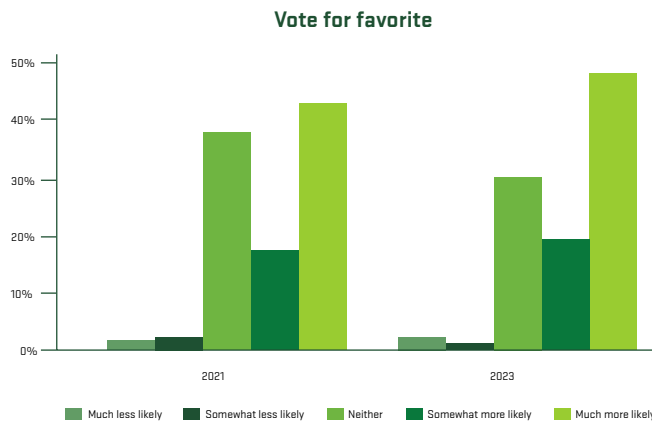


Figure 7: Weighted proportion of levels of likelihood of voting for a favorite candidate using RCV.

In comparing both years, we find that the number of participants who indicated that they were much more likely to vote for their favorite candidate increased by 5.38% (95% CI: 0.02, 10.75) from 2021 to 2023, which is a statistically significant difference ($p = 0.0488$). Similarly, the number of participants that indicated they were at least somewhat more likely to vote for their favorite candidate increased by 7.37% (95% CI: 2.23, 12.51) from 2021 to 2023, which is also statistically significant ($p = 0.0054$). Thus, we can conclude confidently that the number of Utah voters who are more likely to vote for their favorite candidate in primarily RCV elections increased from 2021 to 2023.

How Important Is It to Voters That a Candidate Receive a Majority of Votes?

One quality of RCV is that it produces a winner that receives a majority of votes in the round they are elected. Proponents of RCV argue that this is one of the qualities that makes it superior to plurality voting. To gauge the public's interest in a voting method that satisfies this property, both the 2021 and 2023 survey asked participants the following question:

"The vote counting system used to pick Utah's Governor and other state and county officials allows voters to select one candidate per race and requires that the candidate with the most votes wins, even if that means that a winning candidate gets less than a majority of votes but wins with a 'plurality' in a multi-candidate race.

Ranked Choice Voting requires that a candidate receive a majority (50 percent of the votes plus one) to win. If a candidate receives a majority of the first-choice votes cast for that race, that candidate will be elected. However, if no candidate receives a majority of the first-choice votes cast, an elimination process begins. The candidate who received the fewest first-choice votes is eliminated. Next, each vote cast for that candidate will be transferred to the voter's next-ranked choice among the remaining candidates. This elimination process will continue until one candidate receives a majority and is deemed the winner.

How important is it to you that a candidate wins a majority of the votes in an election?"

Participants responded on a four-point scale:

1. "Not at all important."
2. "Not too important."
3. "Somewhat important."
4. "Very important."

In 2021, 51.97% (95% CI: 49.39, 54.54) of participants indicated that a candidate winning a majority was very important to them, and 84.58% (95% CI: 82.62, 86.36) of participants indicated that winning a majority was either somewhat important or very important. On the other hand, 15.42% (95% CI: 13.64, 17.38) of participants indicated that winning a majority was either not too important or not at all important. We conclude from this that winning a majority of votes was either very important or somewhat important to the vast majority of Utah voters in 2021.

We see similar numbers for the 2023 survey. In that survey, 55.53% (95% CI: 51.59, 59.41) of participants indicated that a candidate winning a majority of votes was very important to them, and 87.20% (95% CI: 84.31, 89.64) of participants indicated that winning a majority was either somewhat important or very important.

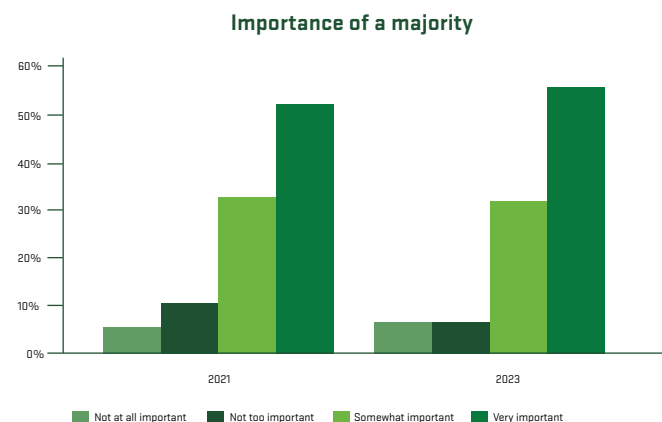


Figure 8: Weighted proportion of levels of importance they give to a candidate receiving a majority of votes.

In contrast, 12.80% (95% CI: 10.36, 15.69) of participants indicated that winning a majority was either not too important or

not at all important. We conclude that in 2023, similar to 2021, winning a majority of votes was very important to a majority of Utah voters.

It should be noted that there is not a significant change in the proportions between 2021 and 2023. Interestingly for this question, there was also no significant difference in the unweighted analyses, though the unweighted analyses resulted in p-values very close to our cutoff of 0.05, whereas the weighted analyses yielded p-values between 0.10 and 0.15.

Future Elections—Do Voters Want RCV to Continue in Utah?

Perhaps the most critical piece of information that these surveys provided was whether Utah voters want RCV to continue in Utah. Both surveys inquired about whether voters wanted RCV to continue in Utah. Specifically, both surveys asked the question

“Which statement comes closest to your opinion for how Utah’s elected officials should be chosen in the future?”

Participants could select between the following options.

1. “Ranked Choice Voting should not be used for any Utah elections.”
2. “Ranked Choice Voting should only be used for municipal or other local elections.”
3. “Ranked Choice Voting should be used for more Utah elections, including statewide offices like Governor or Congress.”

In 2021, 45.75% (95% CI: 43.15, 48.37) of participants indicated that they thought RCV should be used in more Utah elections including statewide offices; 18.99% (95% CI: 17.01, 21.14) of participants indicated they thought RCV should only be used in local elections, and 35.26% (95% CI: 32.80, 37.81) of participants indicated that they do not think that RCV should be used for any Utah elections. We can confidently conclude from this that, in 2021, a larger proportion of Utah voters thought RCV should be used in more Utah elections, including statewide elections, than the proportion of Utah voters that thought that RCV should not be used at all. In fact, in 2021, a majority of Utah voters wanted RCV to be used in some form.

In 2023, 39.43% (95% CI: 35.61, 43.38) of participants said they thought RCV should be used in more Utah elections including statewide; 20.74% (95% CI: 17.68, 24.16) of participants said that they thought RCV should only be used in local elections, and 39.83% (95% CI: 36.01, 43.78) of participants indicated that they do not want RCV used in any Utah elections. Thus in 2023, we observe that about the same number of Utah voters think RCV should be used in more Utah elections, including statewide elections, as the number of Utah voters that think that RCV should not be used at all. However, we can also confidently

conclude that a majority of Utah voters would prefer RCV to continue in some form, either only in local elections or in more Utah elections.

The number of participants who supported expanding RCV to more Utah elections decreased 6.32% (95% CI: 1.60, 11.04), which is a statistically significant decrease ($p = 0.0089$). The number of participants who indicated that they thought RCV should no longer be used in elections at all increased 4.57% (95% CI: -0.10, 9.23), which was almost a statistically significant increase ($p = 0.0530$). The change in the proportion of participants that wanted RCV to only be used in local elections was not statistically significant. We can confidently conclude from this that the number of Utah voters that want RCV expanded to more Utah elections including statewide elections decreased at least 1.60% (the lower end of its confidence interval). This means that the data from these surveys indicate that a majority of Utah voters want to continue to use RCV in some form. But as time has gone on, the number of Utah voters desiring to expand RCV appears to be decreasing.

This question, perhaps more than any others, presents a striking difference between the results of the weighted and unweighted analysis. In the unweighted analysis, the proportion of individuals that wanted RCV to expand increased significantly, while the proportion wanting RCV to not be used at all decreased.

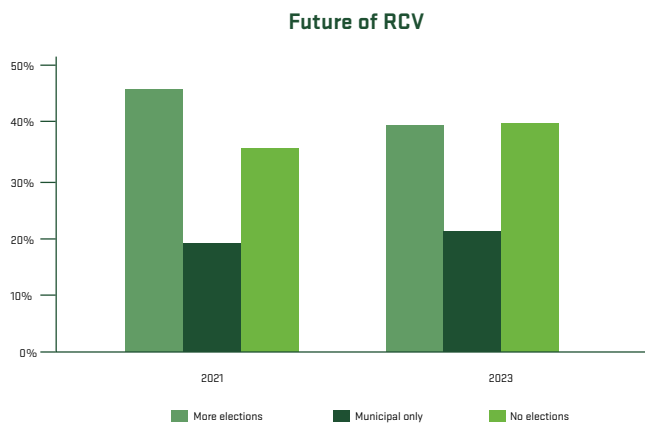


Figure 9: Weighted proportion of preferences for the future of RCV.

The two surveys also collected a considerable amount of data concerning demographics and political leanings. This allows us to use logistic regression to do a deeper analysis attempting to isolate the influences of these qualities adjusting for potential confounding variables. In the next section, we consider a few relevant findings from our adjustments.

RCV Opinion Differences Adjusting for Demographic/Political Leaning

In this section, we describe the results of a logistic regression analysis we performed on the data from the 2021 and 2023 surveys. We isolated the following characteristics of participants:

- Sex (Male/Female)
- Age
- Race (White or non-white)
- Survey year (2021 or 2023)
- Political affiliation (Democrat, Republican, or Independent)
- Favorability of view of
 - ◊ Donald Trump
 - ◊ Spencer Cox
 - ◊ Mike Lee
 - ◊ Mitt Romney
 - ◊ Joe Biden

For this last set of information, in both the 2021 and 2023 surveys, participants were asked the following question:

“Do you have a favorable or unfavorable opinion of the following individuals?”

- Donald Trump
- Spencer Cox
- Mike Lee
- Mitt Romney
- Joe Biden”

For each politician, participants could indicate their favorability on a four-point scale:

1. “Very unfavorable.”
2. “Somewhat unfavorable.”
3. “Somewhat favorable.”
4. “Very favorable.”

We analyzed how these characteristics were associated with those participants’ opinions on the various questions regarding RCV that were asked in the surveys. To be more concise, we focus our analyses on voters’ feelings towards RCV, specifically their preference for RCV or not, their desires for RCV in the future, the ease of using RCV, and how important it was that a candidate receive a majority of votes. Also, as voters are likely to be influenced by the opinions of the included individuals who may have expressed opposition towards RCV, we primarily adjust for these characteristics and focus our discussion on the sex and age of the participants, as well as the year the study was taken (where applicable), with a few brief comments without reference to significance on the potential associations with support for the stated individuals.

RCV Preference

After adjusting for the other variables, we find in our logistic regression models that those that were older were less likely to prefer

RCV ($p = 0.0034$). However, we did not see a significant change in the likelihood of preference between males and females. The results also suggest that those who were more supportive of Trump, Lee, or Biden were less likely to prefer RCV, while more support for Romney indicated an increased preference for RCV. No strong relationship was seen with support for Cox. Finally, as voters were only asked about their preference towards RCV in the 2023 election, we cannot consider the effect of the year of the study. It is also worth noting here that the unweighted model found similar results to the weighted model.

RCV Future

When considering voters’ feelings on the future of RCV, two models were fitted. The first considers the likelihood that a voter wants RCV expanded, and the second considers the likelihood that a voter wants some sort of RCV in the future, either in the form of expansion or being held only in municipal elections. We find similar patterns in both models where increased age lowers the likelihood an individual wants RCV in the future ($p < 0.0001$ and $p < 0.0001$). Participants in 2023 also were less likely to want RCV in the future ($p = 0.0167$ and $p = 0.0131$), but males were more likely to want RCV ($p = 0.0015$ and $p = 0.0007$). Those expressing higher support for Biden or Romney were more likely to want to see RCV in both models, while more support for Trump or Lee suggested less likelihood of wanting RCV expanded but less association when also modeling keeping RCV for only municipal elections.

Here, the unweighted model suggests a noticeable difference between 2021 and 2023, where voters were more likely to want RCV in the 2023 analysis, after accounting for the additional covariates.

Ease of Using RCV

Here, we again fit two logistic regression models, both with similar results. The first model considers the likelihood of a voter indicating that RCV was very easy, while the second considers the likelihood RCV was either very easy or somewhat easy. In both models, the only significant association was with age, where those with increased age were less likely to consider RCV easy to use ($p < 0.0001$ and $p < 0.0001$). Higher support for Trump suggested a decreased ease in using RCV.

In comparing the unweighted and weighted analyses, there is a stark difference in the association between the likelihood of considering using RCV to be either very easy, or some level of easy and the year of the survey. In the unweighted models, those participating in 2023 were far more likely to consider RCV to be easy to use ($p < 0.0001$ and $p < 0.0001$), where the results in the weighted model estimated an increase, but that increase was not statistically significant ($p = 0.9642$ and $p = 0.1886$).

Importance of Winning a Majority

We once again consider two different models, the first where we model the likelihood of considering it very important that a candidate receive a majority, and the second where we also include “somewhat important.” In both models we find that increased age is associated with an increased likelihood of considering winning a majority to be important ($p < 0.0001$ and $p = 0.0111$). While males were not significantly more likely to consider winning a majority important ($p = 0.7698$ and $p = 0.2263$), participants in 2023 were estimated to also give more importance to a majority, but these failed to reach significance ($p = 0.0547$ and $p = 0.2165$), although significance was nearly reached in the model for the likelihood of considering a majority very important. Those that expressed higher support for Trump or Biden had an increased chance of expressing a higher importance for a majority, while the support for the remaining individuals had weak associations, or associations that differed between the two models.

The results of the weighted and unweighted analyses were consistent in this scenario with the exception that the association with year (seeing an increase in importance in 2023) reached significance in the unweighted models ($p = 0.0137$ and $p = 0.0296$).

Discussion and Conclusion

We have considered herein the analysis of polling data seeking to understand the opinions of Utah voters with regards to RCV. In these analyses, opinions regarding the preference for and future of RCV, the ease and enjoyment of RCV, the clarity of the instructions, the tone of the election, confidence in the election regarding accurately counting votes and producing a fair outcome, and a voter’s likelihood of voting for their preferred candidate are considered. In many analyses, we find results similar to findings by the Sutherland Institute showing that most voters have opinions that support RCV in some respect (Sutherland Institute, 2024). However, the more recent survey data suggests some trends towards lessening support. Finally, we find that there is a fairly even split in the most recent data regarding preference for and desired future use of RCV.

We wish to express caution in applying the findings of these studies overly broadly or too quickly. Due to the potential limitations of the surveys and the very short window of time during which information was gathered, these findings suggest conflicting results in some cases, suggesting that further information is necessary to make accurate conclusions.

No survey will be completely free of potential error. Error in sampling can occur due to random chance in cases where a sample, though selected truly randomly, happens to select a sample that is different enough from the population that any results are incredibly incorrect. While this is always a concern, it is also impossible to address after the sample has been collected. It is, however, a very

rare occurrence when samples are collected well. The weighting procedure implemented by Y2 Analytics attempts to address this concern, so while there is assuredly some sampling error, we may consider its impact as largely negligible.

Other sources of error are often less easily overcome and can have large impacts on the conclusions that are drawn. One of the most prevalent of these is non-response, where a subject selected for the study does not participate. If the participants that do not respond share similar characteristics, then those characteristics will be underrepresented in the study. The subjects in these studies were assigned weights in order to try to overcome non-response error. However, the comparisons of the analyses using these calculated weights (weighted analyses) to analyses where each subject counted the same (unweighted analyses) show striking differences in some scenarios. Perhaps the most striking was the difference among voters’ preference for RCV, where the weighted analysis showed a decrease in the proportion of those that preferred RCV from 2021 to 2023, and the unweighted analysis showed an increase.

Additionally, we compared both weighted and unweighted demographic results from the study to information published by the United States Census Bureau, the state of Utah, and Pew Research (United States Census Bureau, 2024; State of Utah, 2024; Pew Research Center, 2024). While weighting will never provide a perfect representation of individuals in a state, and these numbers are unlikely to perfectly represent the voting population, we see some differences between the unweighted observed values, the weighted observed values, and the values reported outside of this study. Perhaps the most striking is that both the 2021 and 2023 studies appear to underrepresent the proportion of Republicans in the state by 14–27% (reported proportion approximately 50%) depending on the method of calculation. However, the proportion of independents is more accurately estimated using both unweighted and weighted methods in both years. Some other major differences that were seen in the surveys from reported proportions include ethnicities (e.g., Latinos are underrepresented by 8–11%, Whites overrepresented by 18–24%), education (e.g., those completing graduate school are overrepresented by 3–10%), and religion (e.g., those reporting to be agnostic or atheist is overrepresented by 3–13%).

While it is impossible to fully determine the accuracy of the weights, the differences between our analysis population and reported demographics make it worthwhile to consider the calculation of the weights, and how they may not be optimal. While the method for determining the weights is likely well studied and developed, we take particular concern with the weight calculation including information from the 2019 election. It seems reasonable to question if the demographics of Utah have changed since 2019 as events since then seem likely to have impacted the composition of the likely voting population in Utah.

Ultimately, the primary conclusion that can be made is that while there appears to be generally positive feelings towards RCV, more information and time are needed to draw accurate results about RCV and Utah voters' feelings toward it. Two or three election cycles provide too short a time to draw firm conclusions regarding the future use of RCV. Mathematically, trends are very rarely accurately observed over two timepoints. Moreover, as with any new procedure, the effects on confidence in RCV, ease of use of RCV, how candidates strategically campaign, and how voters choose to vote would take longer than two or three election cycles to optimize. Additionally, future surveys should be able to utilize updated weighting procedures to take advantage of more up-to-date information, especially considering the impact of a global pandemic on the voting population within the state of Utah.

To determine whether voters prefer this method, future data and additional information are required so that accurate conclusions may be determined.

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Summary of Recent Reports on Ranked-Choice Voting

October 2024



Introduction

In this brief summary, we describe the contents of two reports by the authors, namely, *An Evaluation of the Ranked-Choice Voting Pilot in Utah* (Kidd & Parry, 2024) and *Addressing Concerns About Instant-Runoff Voting* (Parry & Kidd, 2024). The purpose of the first report is to statistically analyze the results of a survey from Y2 Analytics that gauges Utah voters' reaction to Utah's ongoing ranked-choice voting (RCV) pilot. The purpose of the second report is to address general concerns about instant-runoff voting as well as concerns brought up by the recent technical report by Jiri Navratil and Warren Smith (Navratil & Smith, 2022). We employ mathematics to respond to these concerns and present several mathematical properties of plurality voting and instant-runoff voting (IRV) as well as the properties of two other voting methods for comparison, ranked pairs (RP) and score voting (SV).

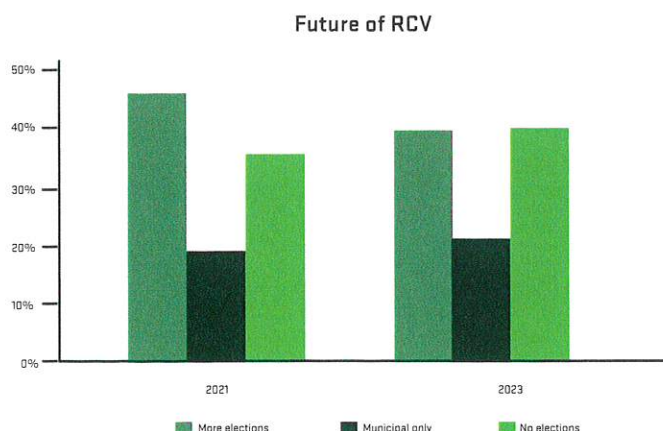
We summarize each paper individually. Then we include a short description of other considerations about ranked-choice voting that these reports did not directly address. Finally, we conclude with a discussion of the implications of these reports.

Summary of an Evaluation of the Ranked-Choice Voting Pilot in Utah

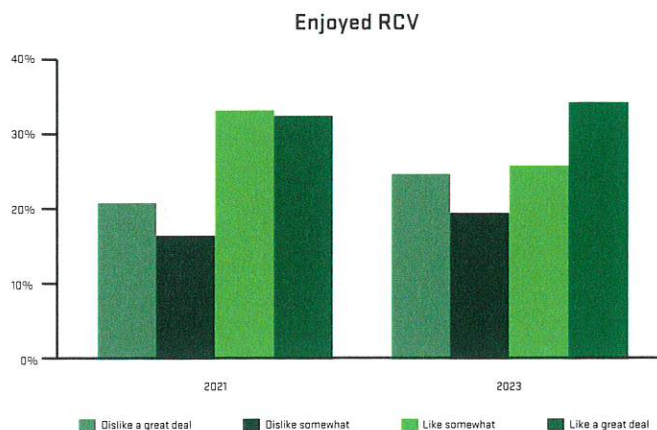
In this section, we summarize the authors' report *An Evaluation of the Ranked-Choice Voting Pilot in Utah* (Kidd & Parry, 2024). This report presents a statistical analysis of the results of two recent surveys performed by Y2 Analytics gauging Utah voters' reaction to Utah's ongoing ranked-choice voting (RCV) pilot. The surveys were conducted in 2021 and 2023 from likely and confirmed voters, with a non-exclusive focus on those that participated in RCV.

In our analysis of the survey, we found the following.

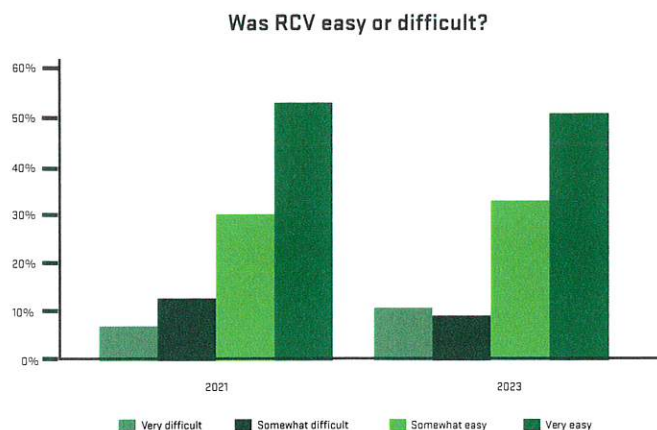
- About the same number of Utah voters prefer single-vote plurality as those that prefer RCV. It is statistically unlikely that either group includes a majority of voters.



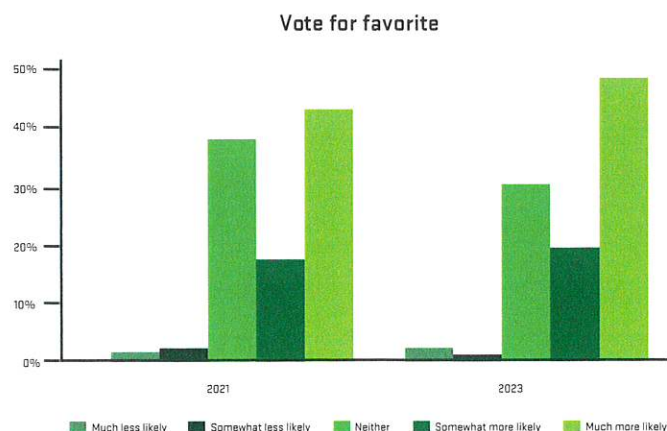
- A majority of Utah voters enjoyed using RCV.



- More than 75% of Utah voters found RCV easy to use.

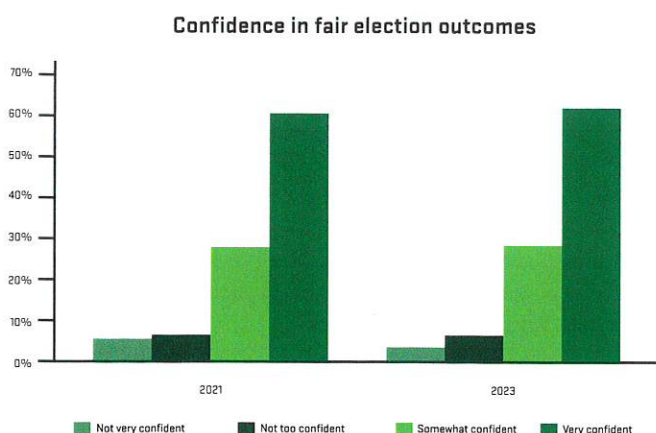
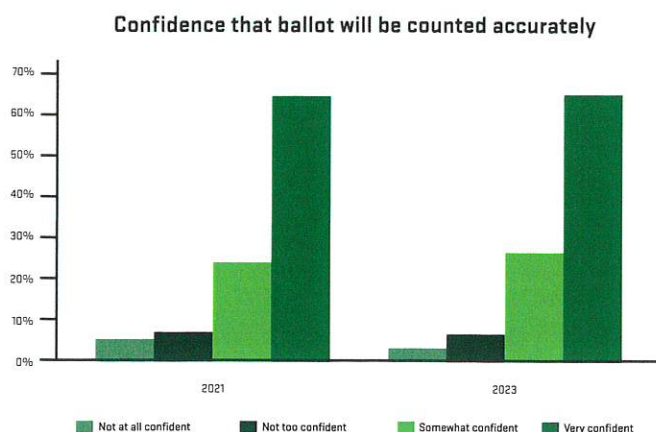


- A majority of Utah voters were more likely to vote for their preferred candidate using RCV.



- A majority of Utah voters want RCV to continue in Utah in at least local elections.

We also conclude from the survey that over 80% of Utah voters are confident that their votes are counted accurately and that their local elections produce fair outcomes.



We note a few limitations to the survey. First, the survey employs weights to get its sample as close to a representative random sample as possible. The unweighted survey results are the direct survey results without modification, while the weighted survey results are modified by scaling the sizes of various demographics so that the sizes are more representative of Utah's population, which hopefully provides a more accurate picture of what Utahns think about the RCV pilot. However, more data and research are needed to verify whether these weights actually achieved this and provided a representative sample of the population of Utah. Second, the surveys indicate that there were notable differences between voter opinion in 2021 and voter opinion in 2023. Two or three election cycles are not enough time for voters and can-

didates to optimize their behavior and opinions about a voting method. Thus, the opinions of voters may continue to shift over time. Neither these surveys nor the current opinion of the public may be a perfectly accurate representation of where the public's views will eventually settle about the use of RCV.

Both of these limitations require more data and more research to overcome. As such, more surveys need to be done, more data collected, and more analyses performed to truly understand the effect of RCV in Utah and the public's reaction to it.

Summary of Addressing Concerns about Instant-Runoff Voting

In this section, we summarize the authors' report *Addressing Concerns About Instant-Runoff Voting* (Parry & Kidd, 2024). This report discusses concerns about instant-runoff voting (IRV) that have arisen about how IRV behaves in both theory and practice. To address these concerns, we also describe some of the mathematics of voting.

Game theory, the branch of mathematics that studies how "players" make decisions, is applied to voting. By so doing, we can analyze the effects of various voting methods.

- The **purpose of voting** is to accurately determine the collective opinion of the people about which candidate is preferred.
- The **goal of an election method** is to accomplish that purpose while incentivizing honest voting and civil elections.

We should judge the utility of a voting method on how well it satisfies the purpose of voting and achieves the goals of an election method.

We consider several fairness criteria that are important in evaluating whether an election method satisfies the purpose of voting and achieves the goal of an election method. There criteria include

- **The Majority Criterion**—If a majority of voters rates the same candidate first, then that candidate wins.
- **The Condorcet Winner Criterion**—If a candidate beats every other candidate head-to-head, then that candidate wins.
- **The Condorcet Loser Criterion**—If a candidate loses to every other candidate head-to-head, then the method cannot select that candidate as the winner.
- **The Clone Invariance Criterion**—If two candidates are clones (politically speaking), then neither candidate affects the other candidate's ability to win.
- **The Monotonicity Criterion**—A candidate cannot be harmed by voters increasing their support for the candidate.
- **The Strategy-proof Criterion**—A voter cannot improve their satisfaction with the results of the election by strategically voting; that is, a voter's best outcome is always obtained by submitting an honest ballot.

- **The Independence of Irrelevant Alternatives Criterion**—Whether an election method determines that one candidate is preferred to another is not affected by the presence of a third candidate in the election. This is effectively immunity to all kinds of spoiler candidates.

Voting methods include two parts—(1) a voter opinion data collection method (the ballot), and (2) a voter opinion data interpretation method (how those ballots are interpreted to produce a winner). The types of ballots are varied, but the three types mentioned in this report are

- **Single-Choice Ballot**—A ballot where each voter is only allowed to select a single candidate that they most prefer.
- **Ranked-Choice Ballot**—A ballot where each voter rank-orders all candidates according to their individual preferences for each candidate.
- **Score Ballot**—A ballot where voters provide a score for each candidate on some scale (e.g., from 1 to 9).

We consider several voter opinion interpretation methods for comparison. These include

- **Plurality Voting**—Plurality voting can be done with a single choice ballot or a ranked-choice ballot. The candidate with the largest number of first choice votes is the winner.
- **Instant-Runoff Voting (IRV)**—IRV uses a ranked-choice ballot. The winning candidate is decided in a round-by-round manner. In each round, if no candidate has a majority of first-place support (of the candidates remaining), then the candidate with the least first place support is eliminated and the votes for that candidate are reallocated according to the voter's next choice. This continues until a candidate has a majority of the votes in that round.
- **Ranked Pairs (RP)**—RP uses a ranked-choice ballot. Every possible pair of candidates are compared in a simulated “pairwise runoff” using the ranked ballots to determine which one each voter would vote for in each runoff. The runoffs are ordered according to margin of victory from largest to smallest. Each runoff’s communicated collective preference is locked in as we go down the order, including any implied collective preferences. Information from larger margins of victory is prioritized over smaller margins of victory. This resolves any “rock, paper, scissors” situations in the collective preferences.
- **Score Voting (SV)**—SV uses a score ballot. The candidate with the highest average score is declared the winner. This is also known as range voting.

We compare these voting methods on which fairness criteria they satisfy. For the above criteria, this results in Table 1 on the next page where a checkmark indicates that that method satisfies the fairness criterion, and an X indicates that it does not.

	Voting Method			
Criterion	Plurality	Instant Runoff	Ranked Pairs	Score Voting
Majority	✓	✓	✓	✗
Condorcet Winner	✗	✗	✓	✗
Condorcet Loser	✗	✓	✓	✗
Clone Invariance	✗	✓	✓	✓
Monotonicity	✓	✗	✓	✓
Strategy-proof	✗	✗	✗	✗
Independence of Irrelevant Alternatives	✗	✗	✗	✗

Table 1. This table indicates which of several fairness criteria the four voting methods of plurality, IRV, RP, and SV satisfy. A checkmark indicates that that method satisfies that criterion, while an X indicates that it does not.

We also address several general concerns about IRV as well as specific concerns brought up in a recent technical report by Jiri Navratil and Warren Smith (Navratil & Smith, 2022). We also compare these concerns to how well plurality fares on the same topic. We conclude that

- IRV ballot error rates are generally small and are unlikely to affect the outcome of an election.
- IRV is immune to the main type of spoiler that plurality is susceptible to but is susceptible to other kinds of spoiler candidates.
- IRV fails the Condorcet Winner Criterion but satisfies the Condorcet Loser Criterion. Plurality fails both Condorcet criteria.
- IRV fails the Monotonicity Criterion while plurality satisfies it.
- Both IRV and plurality cause strategic voting, as do all voting methods. IRV appears superior to plurality at minimizing strategic voting.
- IRV can result in different outcomes than plurality.
- IRV does not throw out ballots but uses them until there is no longer any relevant information left on them.
- IRV elects a majority winner among those voters that indicated that they wanted to have a say between the candidates

remaining in the final round. No other majority makes sense to require.

- Voters can ensure that IRV always elects a majority winner among all votes cast if they all fill out a complete ranking.
- IRV fails the Participation Criterion, as do most voting methods. The Participation Criterion will not affect how voters choose to vote because to use it strategically requires information that is not available until after the election. Thus, IRV's failure of this criterion is not concerning.
- IRV, like all voting methods including plurality, falls victim to some voting paradoxes. Balancing the paradoxes to which an election system is susceptible with that system's potential benefits is the key question in determining which system to use.

Overall, in our experience, IRV is generally considered mathematically superior to plurality, which is widely considered to be mathematically one of the worst ways to vote. Continuing to explore IRV also has the advantage that it continues the conversation of improving our society's election method in general. There are other methods of voting, including voting that use a ranked-choice ballot, that are mathematically superior to both plurality and IRV, and such methods should also be considered in the conversation of improving our democracy.

This report also contains an Appendix that delves more carefully into some of the mathematical considerations involved in understanding voting. There we describe in more detail various fairness criteria and two important mathematical theorems about whether voting methods can satisfy all of them.

Other Aspects of Ranked-Choice Voting in Utah

There are other considerations besides what we have discussed so far in determining whether we should use ranked-choice voting (RCV). Some of these include whether using RCV reduces costs and how using RCV affects the competitiveness of races which may be partially measured by the rate at which incumbents are reelected.

Potential cost-saving aspects of RCV are dependent upon the implementation. Some cost items have been addressed previously by other institutions (See Monson, 2022, and Sylvester & Erickson, 2022 for more information.) From the data currently available in Utah about the cost of elections, it is difficult to determine the cost-saving effects of the RCV pilot in Utah. As such, more data and research need to be done.

For incumbent reelection rates, some preliminary data includes the following. In 2023, 13 incumbents ran in races with more than 2 candidates that utilized RCV. Of those 13, 9 (69.2%) were reelected. We only have data from 2023 since data for 2021 has been difficult to find. As such, making conclusions about general trends and patterns is not advised. Additional time and data would be needed to see the effect on reelection rates.

Both of these items provide potential avenues for future research on RCV in Utah if RCV continues to be an available option in Utah.

Conclusion

Perhaps the main findings of these reports are that Utahns generally like using RCV and that mathematically RCV is superior to plurality voting. Moreover, three election cycles are not enough time to fully realize the impact of RCV on voter behavior, candidate behavior, and many other considerations. This is because it takes considerably longer than that for a new voting system to start to alter how we vote and campaign; that is, it takes longer than that for voters and candidates to optimize their behavior within those rules. As such, if understanding how RCV affects democracy in Utah is important, it seems advisable that RCV continue to be an option for municipalities in Utah to use in their elections.

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Additional results from the RCV pilot

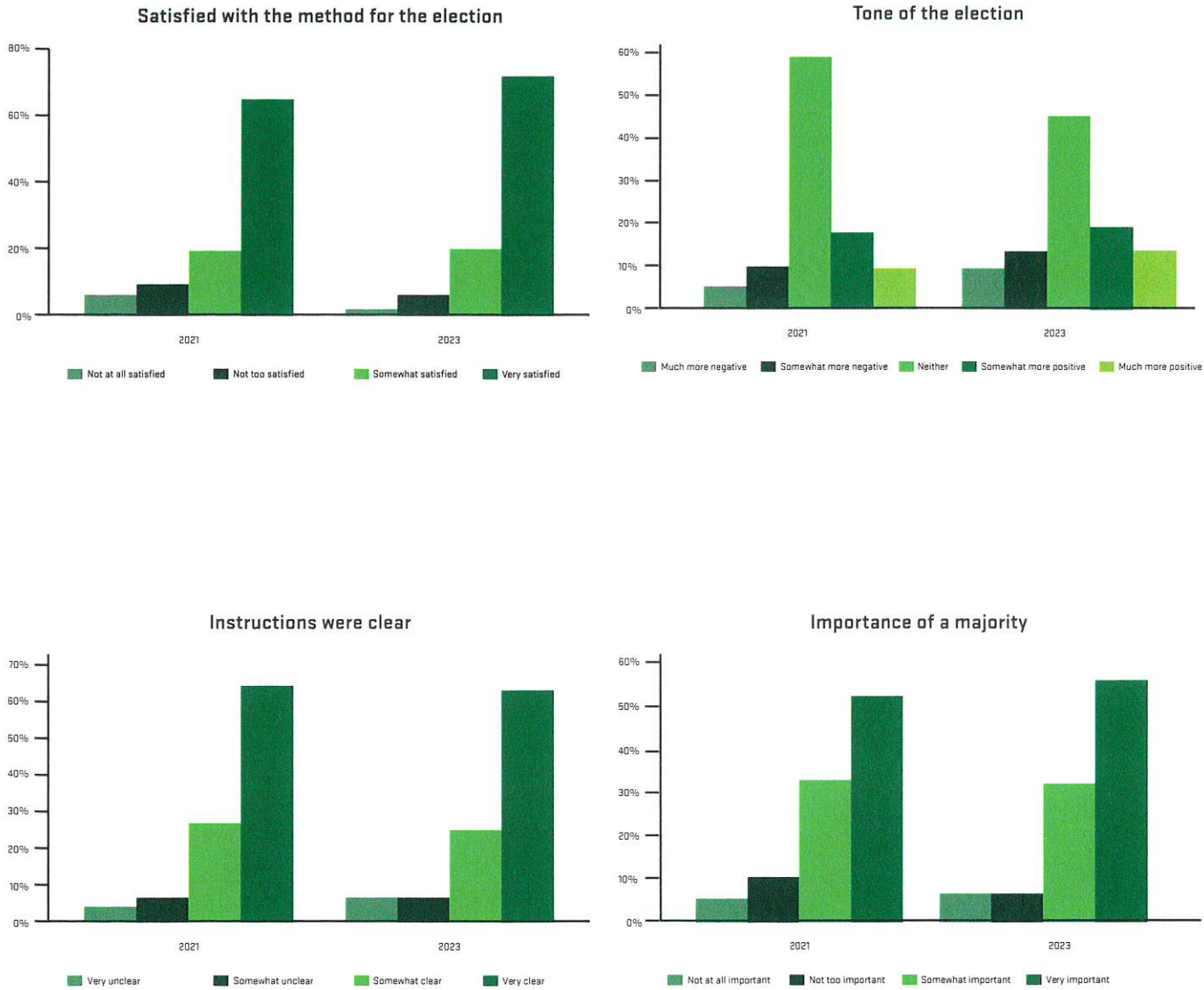


Figure 1. Graphs of various results from the Y2 Analytics surveys.

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Addressing Concerns About Instant Runoff Voting

October 2024



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Executive Summary

This report discusses concerns about instant runoff voting (IRV) that have arisen about how IRV behaves in both theory and practice. To address these concerns, we also describe some of the mathematics of voting.

- We describe briefly several fairness criteria in the theory of voting including
 - ◊ The Monotonicity Criterion
 - ◊ The Condorcet Winner and Condorcet Loser Criteria
 - ◊ The Independence of Irrelevant Alternatives Criterion (i.e., avoiding spoilers)
- We compare various voting methods including plurality, instant runoff voting (IRV), ranked pairs (RP), and score voting (SV) on which fairness criteria they satisfy.
- We address several general concerns about IRV as well as specific concerns brought up in a recent technical report by Jiri Navratil and Warren Smith (Navratil & Smith, 2022). We also compare these concerns to how well plurality fares on the same topic.
- We conclude that
 - ◊ IRV ballot error rates are generally small and are unlikely to affect the outcome of an election.
 - ◊ IRV is immune to the main type of spoiler that plurality is susceptible to, but is susceptible to other kinds of spoiler candidates.
 - ◊ IRV fails the Condorcet Winner Criterion but satisfies the Condorcet Loser Criterion. Plurality fails both Condorcet criteria.
 - ◊ IRV fails the Monotonicity Criterion, while plurality satisfies it.
 - ◊ Both IRV and plurality cause strategic voting, as do all voting methods. IRV appears superior to plurality at minimizing strategic voting.
 - ◊ IRV can result in different outcomes than plurality.
 - ◊ IRV does not throw out ballots but rather uses them until there is no longer any relevant information left on them.
 - ◊ IRV elects a majority winner among those voters that indicated that they wanted to have a say between the candidates remaining in the final round. No other majority makes sense to require.
 - * Voters can ensure that IRV always elects a majority winner among all votes cast if they all fill out a complete ranking.
 - ◊ IRV fails the Participation Criterion, as do most voting methods. The Participation Criterion will not affect how voters choose to vote because to use it strategically requires information that is not available until after the election. Thus, IRV’s failure of this criterion is not concerning.
 - ◊ IRV, like all voting methods including plurality, falls

victim to some voting paradoxes. Balancing the paradoxes to which an election system is susceptible with that system’s potential benefits is the key question in determining which system to use.

- In our experience, IRV is generally considered mathematically superior to plurality, which is widely considered to be mathematically one of the worst ways to vote. Continuing to explore IRV also has the advantage that it continues the conversation of improving our election method.
- In the Appendix, we provide more details on the mathematics of voting.
- Game theory, the branch of mathematics that studies how “players” make decisions, is applied to voting. By so doing, we can analyze the effects of various voting methods.
 - ◊ The purpose of voting is to accurately determine the collective opinion of the people about which candidate is preferred.
 - ◊ The goal of an election method is to accomplish that purpose while incentivizing honest voting and civil elections.
 - ◊ We should judge the utility of a voting method on how well it satisfies the purpose of voting and achieves the goals of an election method.
- We describe in more detail various fairness criteria and two important mathematical theorems about whether voting methods can satisfy all of them.
- Glossary of acronyms used
 - ◊ RCV – Ranked Choice Voting
 - ◊ IRV – Instant Runoff Voting
 - ◊ RP – Ranked Pairs
 - ◊ SV – Score Voting

Introduction

In any democracy where rule by the people is important, how to ascertain the voice of the people is critical, regardless of whether the people’s voice is electing representatives or directly determining what the group should do. The United States of America is one of the oldest modern democracies, though its government is more precisely described as a constitutional federal democratic republic (108th Congress of the United State of America, 2003). Since the United States is a republic, the main decisions made directly by the people are electing representatives, but the people often directly make decisions through ballot initiatives. In either case, the voice of the people is identified through voting. Since electing representatives is the main use of voting in Utah and the United States, we will restrict our attention in this report to that purpose, but the principles discussed here could be applied to other types of elections.

At first glance, voting may seem to be a simple matter conceptually, and indeed it is if there are only two options to be made. Each voter selects which of the two options they prefer, and whichever

option is selected by the majority of the voters is the option considered to be collectively selected by the group. But the situation becomes more complicated if there are more than two potential choices. It can also become more complicated for other reasons, such as when a federation of states attempts to elect a chief executive or when a state tries to elect several representatives according to population and must determine which groups in the state elect which representatives. However, we will restrict ourselves here to the problem of how to elect a representative when there are more than two potential choices.

Two choices of voting methods that seem to have garnered the most public interest lately are single-choice voting (also known as plurality voting) and instant runoff voting (IRV), though some more popularly refer to IRV as ranked choice voting (RCV). A debate on which of these two methods is superior is currently underway in the state of Utah.

Since January 2019, Utah has participated in an RCV pilot program (Utah Code 20A-4-6, 2018) that was passed with great consensus, with only three state representatives voting against it and no state senators voting against it (Utah State Legislature 2018 General Session, 2018). In the years that the pilot has run, however, many citizens and several state legislators have raised concerns about the effects of RCV and how it compares to the traditional single-vote election method called plurality. Some of the concerns are based on mathematical issues that may exist within plurality voting, RCV, and other forms of voting as well. This is not surprising as voting is primarily mathematical in nature.

In the most natural sense, voting has a lot to do with data, specifically data about voters’ opinions. In fact, each voting method can be broken up into two parts.

The first part is a voter opinion data collection method. This has to do with the type of ballot voters fill out. In plurality, only data about a voter’s first choice is collected. In contrast, in an RCV election, voters are asked to rank all the candidates from most preferred to least preferred. Methods that collect information this way collect more data about a voter’s opinion.

The second part is a voter opinion data interpretation method. This has to do with how to interpret the voter opinion data collected from the ballots. Plurality and IRV are example methods used to interpret this data.

Plurality simply checks which candidate has the largest number of first-place votes and declares that candidate the winner. Thus, it can be computed from data collected by single-choice ballots. However, the plurality winner could also be computed from a ranked choice ballot. To do this, we would only consider the most preferred candidate in each voters ranking and ignore the rest of the ballot. The candidate with the largest number of voters marking them as most preferred is declared the winner.

IRV instead considers each voter’s complete ranking and as such requires a ranked ballot. In IRV, voter preference is determined in a round-by-round manner. In the first round, we only consider the most preferred candidate in each voter’s ballot and check whether any candidate has a majority of votes. If any candidate does, then that candidate is declared the winner. This is very similar to what plurality would do if it were computed from a ranked ballot, except that in IRV, a true majority is required rather than simply the largest proportion of the votes. If no candidate has a majority of the votes, the candidate with the least votes is eliminated from every voter’s ranking. Those votes are reallocated to the most preferred candidates remaining. This process continues until a candidate has a majority of the votes in a round, which is guaranteed to happen by at least the point where there are only two candidates remaining.

There are many other options for voting methods such as Borda count, Condorcet, ranked pairs, score voting, etc. Most considered methods are ways of interpreting ranked choice ballots. As such, it is a misnomer to refer to instant runoff voting as “ranked choice voting.” Any voting method that uses a ranked choice ballot as its voter opinion data collection method could rightly be referred to as ranked choice voting. Since this discussion will explore mathematical properties of voting methods, we need to be more precise in our descriptions of voting methods. Thus, in this document, we will refer to instant runoff voting exclusively as IRV and not use the term RCV. For example, in this document, we will say that the Municipal Alternate Voting Methods Pilot Project initiated a pilot of allowing the use of IRV in local Utah elections.

One might note here that if we choose to rank order the candidates as the voter opinion data collection method, but use plurality to interpret those rankings, we might obtain different results. This is due to the idea that if we could only select one candidate, we might be more inclined to select the one candidate we liked best of those that we thought had a chance of winning as opposed to our actual favorite candidate. If we used a rank-order ballot, some voters might not realize that strategy is still optimal and so provide a more accurate ranking which might list a candidate as their most preferred that is different than the candidate they might pick for a single-choice ballot. What a voter decides to do may be even more different if we use IRV as the method to interpret the rankings. Voters may be more willing to vote for their actual preference first since they can list a less preferred but more likely to win candidate second and still feel like their voice is heard. The point here, though, is that both the voter opinion data collection method and the voter opinion data interpretation method made a difference in how a voter might choose to vote.

This is the other sense in which voting is primarily mathematical in nature. Specifically, in understanding how various voting methods affect the way that people make choices within them. This aspect of voting is in the branch of mathematics called game theory.

Many of the recent issues raised by citizens and some elected officials in Utah concern some of the game theoretical aspects of IRV. This report is intended to respond to some of these recently raised concerns about IRV, especially to make the mathematical concerns understandable to nonmathematicians, and discuss some of what mathematics can tell us about how we vote.

In this report, to aid in our response to various concerns about IRV including ones based in mathematical ideas, we first discuss briefly what it means that the mathematics of voting is a branch of game theory and why that concept is important to help us understand the differences between various election methods and how to decide which one to use. After that, we discuss the concerns raised about IRV which include some common concerns as well as concerns raised in a technical report by Jiri Navratil and Warren D. Smith (Navratil & Smith, 2022). Lastly, we conclude with a discussion about the pros and cons of both plurality and IRV considering what we know about them mathematically. To reduce the length of the main body of this report, we have moved some of the details of the mathematical discussion to the Appendix. There, we will delve more carefully into various voting fairness criteria, describe two additional voting methods for comparison, and describe two important mathematical theorems about voting methods.

Voting and the Mathematics of Decision Making

The mathematics of voting is part of a branch of mathematics called game theory. In a simple sense, game theory studies mathematically how players (e.g., people, campaigns, companies, animals, etc.) make decisions, how the rules of a game or other factors motivate players and change what strategies they will use to obtain the best outcome, and how to determine the optimal strategy within a particular game. A game is any strategic interaction between individuals that has a defined set of rules and some sort of objective or payoff.

What we commonly refer to as games in society, like board games or sports, are examples of such strategic settings, but many other situations also qualify. In economics, how companies compete and interact with each other is a mathematical game. In biology, how plants or animals compete for resources is a mathematical game. Many international relations, like war or diplomacy, can be modeled as a game. And in political science, how a society votes and campaigns is also a mathematical game. (For a more precise and rigorous introduction to game theory, see (Watson, 2013). For a nice and shorter resource on how game theory applies to voting, see (Wallis, 2014).)

One important observation about games is that the rules of the game determine the optimal strategy to achieve the objective

of the game. In the context of voting, the voting method and other rules around how elections occur and who votes in which election all influence how voters will vote. This includes whether they will vote sincerely or strategically, how and where candidates campaign, and how political parties will develop and interact. Thus, when selecting a voting method to use, one should consider the implications of how those rules will affect the public's and the candidates' behavior surrounding the election. We explore this idea more extensively in the Appendix.

The Purpose of Voting

The question of what voting method to use is really a discussion of what kinds of behaviors each method's set of rules encourage and discourage, and whether such behaviors satisfy the purpose of voting. Recognizing that the objective of both candidates and voters in an election for a representative is to have a preferred candidate win the election and to avoid the election of less preferred candidates, we know that the strategies employed will be designed to maximize the chance that happens. Since a game's rules determine the optimal strategy, when we select the rules to voting, we should keep in mind the strategies that we want to incentivize and which strategies we want to discourage so the voting process accomplishes its purpose.

To do this, we specify here what the purpose of voting is and some notion of what strategies we should look to encourage. As suggested in the opening paragraph of this report, the purpose of voting for a representative is to accurately determine the collective opinion of the people about which candidate is preferred. We need to select an election method that, assuming honest ballots, selects as the winner the candidate that most reasonably represents what the voters collectively communicated. But if this is to be accurate, we also must incentivize honest voting as a strategy. That is, we should create rules that imply that a voter's optimal strategy is to submit a ballot with their actual preference listed. For the sake of peaceful interactions, it is also typically desired that campaigning be civil and as such, our voting method should also strive to incentivize civil campaigning as well. On the other hand, we should select rules that disincentivize strategic voting, that is, not voting one's true preference because they think that submitting an accurate preference would result in a less desirable outcome. Thus, we can summarize the purpose of voting and the goal of an election method as follows:

- **Purpose of voting and goal of an election method—**
 - ◊ to accurately determine the collective opinion of the people about which candidate is preferred.
- **Election method should incentivize—**
 - ◊ honest voting
 - ◊ civil elections

It is great that we can identify these big picture ideas of what an ideal election method does, but to determine whether a voting

method does these things, we need to be more specific on what kinds of strategic voting we want to avoid. This has led to the construction of myriads of fairness criteria about voting methods. There are far too many such criteria to list, but in the Appendix, we discuss briefly about a dozen that are most commonly brought up in discussions about voting methods, some of which are directly or indirectly brought up in the concerns we address in this report. Note that perhaps the one thing that all the criteria have in common is that, at first glance, they all sound like desirable properties to have.

Fairness Criteria and Four Voting Methods

Here, we consider the four voting methods of plurality, instant runoff voting (IRV), ranked pairs (RP), and score voting (SV). Plurality can use single-choice or ranked choice ballots. IRV and RP are examples of methods that require a ranked-choice ballot. SV uses a score ballot. We discuss in this section which fairness criteria these methods satisfy and which they fail. We do this via Table 1, which indicates with a checkmark which criteria each of the four methods satisfy, and with an X which criteria they fail. For a more complete discussion of fairness criteria and a more detailed description of these voting methods, the reader is referred to the Appendix.

In Table 1, we consider the following fairness criteria, which we list with a brief, rough explanation of what the criteria require. More precise definitions are in the Appendix.

- The Majority Criterion—If a majority of voters rates the same candidate first, then that candidate wins.
- The Condorcet Winner Criterion—If a candidate beats every other candidate head-to-head, then that candidate wins. Such a candidate is called a Condorcet winner.
- The Condorcet Loser Criterion—If a candidate loses to every other candidate head-to-head, then the method cannot select that candidate as the winner. Such a candidate is called a Condorcet loser.
- The Clone Invariance Criterion—If two candidates are clones (politically speaking), then neither candidate affects the other candidate's ability to win.
- The Monotonicity Criterion—A candidate cannot be harmed by voters increasing their support for the candidate.
- The Strategy-Proof Criterion—A voter cannot improve their satisfaction with the results of the election by strategically voting; that is, a voter's best outcome is always obtained by submitting an honest ballot.
- The Independence of Irrelevant Alternatives Criterion—Whether an election method determines that one candidate is preferred to another is not affected by the presence of a third candidate in the election. This is effectively immunity to all kinds of spoiler candidates.

The above are not all possible fairness criteria, just ones that appear

to be considered most often. (A more complete table can be found at (Wikipedia, 2024), but even that table is incomplete.) Also note that some fairness criteria are actually incompatible with each other, meaning that they cannot both be satisfied at the same time. Examples of these are the criteria listed in the two theorems in the Appendix, but there are other incompatibilities. Thus, it must also be determined which criteria are the most reasonable in deciding which is the best voting method.

Since practically every voting method, and certainly the ones we discuss here, satisfy the criteria of No Dictators, Pareto Efficiency, and Unanimity, which are rather simple and perhaps the most fundamental, we leave these criteria out of Table 1, but they are discussed in more detail in the Appendix.

	Voting Method			
Criterion	Plurality	Instant Runoff	Ranked Pairs	Score Voting
Majority	✓	✓	✓	✗
Condorcet Winner	✗	✗	✓	✗
Condorcet Loser	✗	✓	✓	✗
Clone Invariance	✗	✓	✓	✓
Monotonicity	✓	✗	✓	✓
Strategy-proof	✗	✗	✗	✗
Independence of Irrelevant Alternatives	✗	✗	✗*	✗*

Table 1. This table indicates which of several fairness criteria the four voting methods of plurality, IRV, RP, and SV satisfy. A checkmark indicates that that method satisfies that criterion, while an X indicates that it does not. The stars on a few of the Xs are explained in the body of the text.

For RP, we put a star by Independence of Irrelevant Alternatives. This is because while RP ultimately fails Independence of Irrelevant Alternatives by Arrow's Impossibility Theorem, it comes close. RP satisfies two weaker versions of Independence of Irrelevant Alternatives called Independence of Smith-Dominated Alternatives and Local Independence of Irrelevant Alternatives.

For SV, we put stars by Condorcet Winner, Condorcet Loser, and Independence of Irrelevant Alternatives to draw closer

attention to them and make further comments. In the Appendix, we provide examples of how SV fails all three of these criteria, but point out that the situation is more complicated as there are assumptions on voter behavior that can affect whether SV satisfies these criteria or not. We refer the reader to the more thorough discussion in the Appendix. We will say here only that the required assumptions on voter behavior do not seem very realistic to these authors, and as such, it seems likely that SV fails all these criteria in practice.

Though more discussion on this topic is in the Appendix, we now have sufficiently described the main mathematical issues that are the substance of many of the concerns about IRV that we wish to consider. Thus, we now move to responding directly to those concerns.

Responses to Some General Concerns about IRV

During the IRV pilot program in Utah, there have been a number of questions raised concerning IRV and whether it is susceptible to various election issues. Many of these questions are about the game theoretic component of voting concerning how voters choose to vote and what strategies they might employ. One thing we note, though, is that if these questions only seem to interrogate properties of IRV, it might make plurality appear more attractive simply because the questions were not also applied to plurality. Thus instead, we will try to word these concerns so that they include a comparison to plurality. Some of these questions include:

- Does IRV cause more voter confusion and voter errors than plurality?
- Does IRV solve the spoiler effect that is observed in plurality?
- Does IRV or plurality fail the Condorcet Criteria?
- Does IRV or plurality fail the Monotonicity Criterion?
- Does IRV or plurality cause strategic voting?
- Does sequential IRV produce unfair outcomes when compared to traditional IRV or plurality?
- Does IRV result in different outcomes than plurality?
- Are ballots thrown out in IRV elections compared to plurality elections?

In this section, we strive to answer these questions mathematically.

Does IRV Cause More Voter Confusion and Voter Errors Than Plurality?

Since IRV employs a ranked ballot, which is somewhat more complicated than a single-choice ballot, it is natural to question whether IRV would produce more voter confusion and error than

the current plurality system. Indeed, this has been an active topic of research. In fact, the authors responded to recent research on voting error in IRV elections criticizing the methods used and conclusions drawn (Parry & Kidd, 2024). As that research illustrates, great care is necessary to ensure that a discussion about voter error is not misleading. In that vein, there are a few things that are important to remember.

First, regardless of how complicated a system is, it is natural for there to be error and confusion when using it initially. Thus, comparing current voter error rates in IRV elections to voter error rates in plurality elections, when IRV has only been used for a handful of elections and plurality has been used in the USA for more than two centuries, seems likely to produce misleading results about the actual impact. One would expect that eventually, through common use, errors and confusion would decrease to a stable rate of voter error.

This is not dissimilar to learning curves associated with a new surgical practice. When new and more effective surgical procedures are first designed, practicing surgeons must learn the new techniques to incorporate them into their surgical practice. As with any skill, there are initially more surgical errors as those surgeons incorporate a new technique. That error rate decreases over time as the surgeon improves (Gofton, Papp, Gofton, & Beaulé, 2016). If the public was put off a new surgical practice because of an initial increase in error rate, they may miss out on the significant benefits provided by the new practice.

Similarly, any observed increase in ballot error rates associated with the transition to IRV is likely temporary and will decrease over time. To get a better understanding of whether IRV causes more voter confusion and error than plurality, we need to control for how long the system has been used and how exclusively it was used. Such a comparison does not seem to be currently available because IRV has not been used long enough or exclusively enough to make this claim. For example in Utah, the IRV pilot has only run for three election cycles. This seems like hardly enough time for voters to get used to the idea of filling out a ranked ballot without error. To fully understand the impact of any voting method on error, one would have to track error rates over multiple elections until it was clear that the typical learning curve has passed and error rates have settled.

Second, it is important to compare similar elections to each other. Error rates seem likely to fluctuate with more contested elections, larger numbers of candidates, how long the voting method has been used, levels of educational materials circulated about the voting method, etc. When making a comparison for whether it is the voting method that causes a difference in voting error or not, one must control for these other confounding variables.

Third, it is important to determine exactly what constitutes a voter “error.” Some research seems to indicate that almost any

behavior outside of completely filling out a ranked choice ballot with a candidate in every ranked position is an error. However, this can be a bit misleading. Just like a more complicated ballot can lead to more opportunities to do something by accident, it also allows for more opportunities to do something deliberate. Deliberately making a choice that is not mathematically optimal is not the same as making an error. There are three common ways that a ranked choice ballot can be unexpectedly filled out that are sometimes considered an “error.” These are (a) over-ranking a candidate, (b) skipping rankings, and (c) over-voting a ranking. Over-ranking a candidate occurs when a voter indicates the same candidate at multiple ranking levels (e.g., ranking Candidate B 2nd, 3rd, and 5th). Skipping rankings occurs when a voter ranks a number of candidates at high-ranking levels, then does not indicate a candidate for one or more ranking levels before ranking another candidate below the levels skipped (e.g., ranking Candidate B and C 1st and 2nd, skipping the 3rd and 4th ranking position, and then ranking Candidate E 5th). Over-voting a ranking occurs when a voter indicates more than one candidate in the same ranking level (e.g., ranking Candidates A, B, and D all 3rd). As the authors pointed out in Parry & Kidd, 2024, the only one of these three that makes the ballot even partially unable to be processed is over-voting a ranking. While over-ranking and skipping rankings may, depending on the jurisdiction, technically violate the instructions given about how to fill out a ranked choice ballot, the IRV method can still process them as communicated. We argue that only filling out a ballot in a way that makes the ballot unreadable should be considered an error. Other choices could very well be a form of political expression. Those who count ballots should not be in the business of second guessing that political expression but should process the ballot as is.

Arguments that over-ranking and skipping rankings are errors seem typically based on the idea that such choices are non-optimal mathematically. Indeed, both over-ranking and skipping rankings provide no reliable mathematical advantage in an IRV election. However, the arguments that such choices are errors interpret this non-optimal choice as indicating that the voter does not understand the voting method. But if making a mathematically non-optimal choice indicates a voting error, then every vote for a third party in a plurality election should be considered an error as well, since that is a mathematically non-optimal choice. But it is unreasonable to consider voting third party an “error” as it is clearly a form of political expression. It is entirely possible for a voter to make a deliberate choice to do something that is mathematically non-optimal because of a political or moral opinion.

While some research has suggested that IRV increased ballot rejection rates due to error (Pettigrew & Radley, 2023), other studies suggest that the complexity of a ranked choice ballot has not led to an increase in errors that void a ballot (e.g., over-voting) (Kimball & Anthony, 2016). Experiments on this process have also shown that there is an increase in other choices that violate the instructions given, but not in a way that voids a ballot (e.g.,

skipping rankings or over-ranking) (Maloy J. , 2020) (Maloy & Ward, 2021). Another study of IRV in practice in San Francisco, where IRV has been implemented longer than anywhere else in the USA, showed that while ballot error rates were higher under IRV, the rates were low enough to not impact the results of the election, unless the election was very close, which is not typical (Neely & McDaniel, 2015). Considering all this together, it is unclear whether ballot error rates are generally different between IRV and plurality voting, but they do generally seem to be quite low.

One final thing to note here is that a discussion about ballot error rates must be made in an appropriate context. One of the main reasons that proponents of IRV support the measure is that it allows more people to participate in the meaningful choice between the main two candidates. In plurality elections, all votes for anyone other than the top two candidates are essentially ignored in the final tally which just compares the number of votes between the top two vote-getters. In some elections, the number of votes lost can be quite high. For example, in the 2020 Utah Republican gubernatorial primary, 28.9% of votes were lost this way (Office of the Lieutenant Governor, 2020). When discussing possible votes rejected due to increased error in IRV, it is important to balance that with a discussion of how many additional votes played a role in deciding who the representative is. If a tiny increase in error is coupled with a large increase in voters who play a role in deciding the representative, that is still a large net positive increase in voter influence. In which case, a small increase in error rates might still be preferable to the complete loss of all ballots voting for a candidate that is not a top-two candidate.

Does IRV Solve the Spoiler Effect that is Observed in Plurality?

The effect of a spoiler candidate in plurality is a well-documented phenomenon. Indeed, the 2020 Utah Republican gubernatorial primary, which we already mentioned, was so close between the two leading candidates that either the third or fourth place candidate had enough support that had they not run, the election potentially may have swung for Huntsman instead of Cox (Office of the Lieutenant Governor, 2020). Thus, either candidate possibly spoiled the election for Huntsman, though it depends on how those other voters would have voted if their chosen candidate hadn’t run.

This is precisely the idea that proponents of IRV argue should be considered. The premise of IRV is to eliminate the least supported candidate and reallocate the votes for that candidate to those voters’ next preferred candidates. Proponents for IRV contend that this eliminates the spoiler effect. However, recent research by Navratil and Smith has called that claim into question as they found that a recent IRV election in Moab, Utah experienced a spoiler (Navratil & Smith, 2022). In that election, Navratil and Smith noted that had one of the losing candidates not run, then it would have changed who won the election. Without the exact

data, we cannot recreate precisely what happened in that election to verify this observation. However, when such spoiler effects happen in an IRV election, it is typically because removing the losing candidate from the election changes who is eliminated in each round, which also changes which votes are redistributed, resulting in different candidates and vote distributions in each round.

To unpack both the claim that RCV eliminates the spoiler effect and the claim that it does not, we need to be specific about what is meant by a spoiler candidate. A spoiler in a plurality election is typically considered a third candidate that is similar enough to one of the top two candidates that some of the voters that would have otherwise voted for one of the top two candidates instead vote for the third candidate. In a more fundamental sense though, a spoiler candidate is a losing candidate that changes the winner of the election simply by being in the election. This is precisely the effect that the Independence of Irrelevant Alternatives Criterion is referencing (see the Appendix for more information)—that the preference of a candidate by the electorate, which includes who the winning candidate is, should not be affected by whether some other candidate runs. As pointed out in the Appendix, this fairness criterion is incredibly difficult to satisfy. Indeed, practically no voting method satisfies this condition, except a dictatorship or similar system, which is the substance of Arrow’s Impossibility Theorem for voting methods that can be done with a ranked ballot (see the Appendix).

Thus mathematically, IRV does not completely solve the spoiler effect, in that it does not entirely prevent the possibility that the presence of a losing candidate in the election always makes no difference in the selection of the winner. The effect observed by Navratil and Smith is real. But that is not surprising since practically no method is completely immune to spoilers. And the reader should also note that plurality, as we said, is also susceptible to spoilers.

However, IRV does prevent a certain kind of spoiler. Because spoiler effects are complicated, several fairness criteria target specific kinds of spoilers. The kind of spoiler that IRV does prevent is what is called a “clone.” That is, IRV satisfies the Clone Invariance Criterion. This is the idea that if two politically identical candidates run, neither hurts nor benefits the other’s ability to win. Plurality fails the Clone Invariance Criterion and indeed the idea of a clone is precisely the kind of spoiler that proponents of IRV are so concerned about. Plurality is incredibly susceptible to clones. In fact, plurality is an example of a strongly clone-negative method because the existence of a clone greatly decreases the chance of one of the clones winning. IRV does not share this effect as it is immune to clones. Thus, in the sense of this specific kind of spoiler (i.e., a clone), IRV does solve the spoiler effect.

Ultimately, IRV has more immunity to spoilers than plurality, but it is not entirely immune to all kinds of spoilers. Certainly, though, if the discussion is purely between plurality and IRV,

then IRV is significantly better at dealing with spoilers than plurality. IRV certainly avoids the main type of spoiler that plurality is incredibly susceptible to.

Does IRV or Plurality Fail the Condorcet Criteria?

Of all the fairness criteria, probably widely considered the most important one is electing a Condorcet winner when there is one. Another similarly important criterion is avoiding electing a Condorcet loser. Even the paper by Navratil and Smith suggests that this is an important quality as they found that IRV failed to elect a Condorcet winner in a Moab, UT City Council Seat. They indicate that a Condorcet winner is the consensus candidate and that a voting method using a ranked ballot failing to elect the Condorcet winner is concerning (Navratil & Smith, 2022). Other authors refer to the Condorcet Winner Criterion as a “strengthening of the Majority Criterion” (Aazami & Bray, 2023) and so one would think that it would be important if majority rule mattered. And in a left-right political spectrum model of candidates, the Condorcet winner, if there is one, is the candidate that is most representative of the population (see the Median Voter Theorem and (Black, 1948)). There are also criticisms of the two Condorcet criteria, thus the reader should not take this as meaning that all mathematicians, political scientists, and economists agree that this is the most important criterion. If studying the problem of determining the optimal election method tells us anything, it is that it is extremely complex, and people even disagree on what is important in an election system. The authors of this paper agree with most that the Condorcet Winner and Loser Criteria are critically important in determining the effectiveness and fairness of an election method.

Notably, both plurality and IRV fail the important Condorcet Winner Criterion. Plurality also fails the Condorcet Loser Criterion; that is, plurality is capable of electing the Condorcet loser in an election.

Indeed, consider Hypothetical Election 1 between candidates A, B, and C described in Tables 5 and 6 in the Appendix. Candidate A is the Condorcet winner, winning both head-to-head matchups against Candidates B and C. On the other hand, Candidate C is the Condorcet loser losing both head-to-head matchups against Candidates A and B. However, if we interpret the preference profile using plurality, where we only look at the first-place winners, we find the results in Table 2 and plurality elects the Condorcet loser C.

Hypothetical Election 1			
# of Votes	30%	31%	39%
Order	A	B	C

Table 2. Plurality method applied to the preference profile for Hypothetical Election 1 in Table 6 in the appendix. In this election, plurality elects the Condorcet loser Candidate C. Note also that plurality misidentifies the Condorcet winner A as the worst performing candidate.

If we instead interpret the preference profile in Table 6 via IRV (see the Appendix for Table 6), then since no one has a majority in the first round, the candidate with the least first choice support is eliminated. In this case, IRV eliminates the Condorcet winner Candidate A, in the first round. The second round is then simply the runoff between B and C. This runoff is the third one listed in Table 5, in which B defeats C 51% to 49%. Thus, IRV elects Candidate B, which does avoid electing the Condorcet loser, but it fails to elect the Condorcet winner and eliminates a candidate that two-thirds of voters preferred to the winner (See Table 5 in the Appendix where Candidate A beats Candidate B in their runoff 67% to 33%).

Both plurality and IRV fail to elect Condorcet winners with some frequency. Of the 16 elections that Navratil and Smith considered, they found that all of them exhibited a Condorcet winner. IRV failed to identify the Condorcet winner only once, in the 2021 Moab City Council election for the first seat, while plurality failed to identify them twice, in the 2021 Moab City Council election for the first seat and in the 2021 Vineyard City Council election for the second seat (Navratil & Smith, 2022).

Ultimately, when it comes to the Condorcet criteria, neither IRV nor plurality have particularly great properties, which puts a dent in the idea that IRV always elects a consensus candidate. However, plurality is considerably worse in this regard. And using the Condorcet criteria to support plurality (which fails both) over IRV (which only fails the Condorcet Winner Criterion) is misguided. Overall, IRV is superior to plurality in its assurance to get closer to electing a consensus candidate. In fact, along with being incredibly susceptible to the spoiler effect, plurality’s ability to elect a Condorcet loser is one of the strongest arguments against using plurality.

We note here that with the Condorcet winner being widely considered the consensus candidate, there are voting methods that guarantee electing them. Of the four methods we described in the Appendix (plurality, IRV, SV, and RP), only RP satisfies both Condorcet criteria. There are, however, many other methods that

satisfy both Condorcet criteria.

Does IRV or Plurality Fail the Monotonicity Criterion?

The Monotonicity Criterion is an interesting one. The idea that increasing a candidate’s support could potentially hurt that candidate’s chances of winning is so paradoxical that it seems odd to even have to talk about it. However, IRV is one type of voting system that is susceptible to this possibility.

For example, consider the following election between candidates A, B, and C. In a ranked choice voting election, voters submit a ranking of the candidates. In Table 3 below, we list what portion of the electorate ranked these three candidates in each ranked order. For example, the first column indicates that 16% of voters ranked the candidates in the order A first, then B, and C last. A table like the one in Table 3 that lists how the entire electorate ranked the candidates is called a preference profile.

Hypothetical Election 2						
# of Votes	16%	18%	14%	20%	20%	12%
Order	A B C	A C B	B A C	B C A	C A B	C B A

Table 3. Preference profile of Hypothetical Election 2 resulting from ranked choice ballots in a race between three candidates A, B, and C. This election exhibits IRV’s susceptibility to failing the Monotonicity fairness criterion. Candidate A wins this election via IRV.

For first choice votes, Candidate A has 34% support (16% from the first column and 18% from the second column). Candidate B also has 34% support, while Candidate C has 32% support. Since no candidate has a majority, by the IRV method, the candidate with the least first place votes is eliminated. In this case, this means that Candidate C is eliminated. This redistributes their votes, with 20% of voters going to Candidate A and 12% going to Candidate B. Then in round 2, Candidate A defeats Candidate B 54% to 46%.

Now suppose that rather than the actual election, Table 3 only indicated the preferences of the voters a few days before the election. No one actually knows this data, but suppose that Candidate A is aware that Candidate B is likely their strongest competitor. Thus, in the last few days before the election, Candidate A worked hard to convince 3% of voters to switch their ranking from B>A>C to A>B>C resulting in the revised preference profile in Table 4, which is what the electorate submits on election day.

Hypothetical Election 2-1						
# of Votes	19%	18%	11%	20%	20%	12%
Order	A B C	A C B	B A C	B C A	C A B	C B A

Table 4. Preference profile of Hypothetical Election 2 resulting from ranked choice ballots in a race between three candidates A, B, and C, but after Candidate A increased their support among the B>A>C voters by 3%. As a result, candidate C wins this election via IRV. This means that Candidate A made themselves lose the election by increasing their support.

In this revised election, Candidate A now has 37% first choice support, Candidate B has 31%, and Candidate C still has 32%. This time then, Candidate B is eliminated by IRV. This redistributes their votes so that in round 2, Candidate C now defeats Candidate A 52% to 48%. Essentially this means that by increasing their support, Candidate A made themselves lose the election. Even more concerning is that if an electorate’s preference profile was such that IRV would fail monotonicity, this would likely happen in an undetectable way since no one knows the preference profile of the public until after the election, meaning that Candidate A would have no idea how much support they needed before a win would turn into a loss. On one hand, the undetectability of a monotonicity failure before the election cuts against the idea that someone could use this feature of IRV strategically, but it also means that a candidate could inadvertently make themselves lose by doing an activity that is generally considered helpful (i.e., increasing their support).

Note that while this is possible in an IRV election, it will not happen every time. For example, Navratil and Smith note that if three specific voters out of 1803 voters in the 2021 Moab Council Seat 1 election had increased their support for the winner, then that winner would have lost via IRV (Navratil & Smith, 2022). But this was the only monotonicity failure found in the sixteen races they considered. It is notable, though, for how close the winning candidate was to losing the election for themselves by garnering more support.

On the other hand, this is one of the few fairness criteria that plurality satisfies. In fact, monotonicity is close to the only fairness criterion where plurality succeeds but IRV fails (the Participation Criterion is the only other example the authors are aware of).

Does IRV or Plurality Cause Strategic Voting?

Strategic voting is the act of a voter not voting their honest opinion because they believe that a better outcome will occur if they

vote otherwise. Whether IRV or plurality causes strategic voting is an interesting question, but one to which we have a mathematical answer. By the Gibbard-Satterthwaite Theorem and Arrow’s Impossibility Theorem (see the Appendix for the statements of these theorems), every voting method that uses a ranked choice ballot is susceptible to strategic voting. Thus, in its simplest sense, the answer is yes, both IRV and plurality cause strategic voting. However, it does not mean that they cause the same kind of strategic voting or that the prevalence of strategic voting is the same.

Strategic voting is remarkably prevalent in plurality. The notion that one must vote for one of the two major party candidates, because to not do so is “throwing your vote away,” is strategic voting. Feeling compelled to “vote for the lesser of two evils” is strategic voting. In fact, strategic voting abounds so much in plurality that a voter voting their mind seems odd, especially if the voter’s favored candidate is a third-party candidate. This means that the results of plurality elections are unreliable indicators of public opinion. The nature of plurality fundamentally undermines the ideal of incentivizing honest voting that we identified as a main goal of a voting method. As a result, plurality essentially fails the purpose of voting since it cannot accurately determine the collective public opinion of the people while so strongly disincentivizing voters from providing an accurate depiction of their own opinion.

In fact, the incentive to not support trailing candidates is so strong that it has been identified as the major cause of the two-party system. Duverger’s Law indicates that within single member districts that use plurality voting systems, two main parties eventually emerge (Duverger, 1954). This law is based on empirical evidence, but there is a mathematical proof under certain assumptions in the limit as the electorate gets large (Palfrey, 1989).

IRV also produces some strategic voting, but not in the same way and certainly not to the same degree. On the contrary, the fact that IRV considers an entire ranking of all the candidates from each voter allows the voter considerably more freedom to express their political opinion. Indeed, every ranked ballot voting method provides this same freedom to voters. Moreover, how IRV determines the winner from a preference profile is designed to minimize any drawback of identifying a voter’s true preference. This mechanism is specific to IRV as other ranked choice voting methods, like RP, determine the winner differently.

While strategic voting in IRV is possible, many of the strategies would require more complete knowledge of the electorate’s preference profile than would be available prior to the election. Strategic voting of that type, while technically possible, is not particularly relevant in practice since a voter cannot know how to act on knowledge they do not have and hence would be incentivized to still vote honestly. For example, voters could theoretically use the fact that IRV fails the Monotonicity Criterion to manipulate who is eliminated in the first round, but to do so would require

knowledge about how the rounds would result prior to the manipulation, which is information that the voter will not have prior to the election. As such, the effect of monotonicity failure on strategic voting is minimal as the best strategy a voter has, given the available knowledge of the electorate’s preference profile, is to vote honestly, at least in the context of taking advantage of a monotonicity failure.

Meaningful strategic voting depends on how voters strategize with the knowledge available to them prior to the election. For example, in a plurality election, a voter may perceive that a tie is likely between the two candidates with the greatest support and that their most preferred candidate, which is not one of those two, is likely to lose. This can incentivize a voter to insincerely indicate that their preference is for one of the candidates with the greatest support in order to affect the potential tie between them. This is the main driving force behind the idea of “voting for the lesser of two evils.”

A voter’s belief in the likelihood of a tie between candidates may also influence them to insincerely vote in an IRV election. In this case, a voter in an IRV election might choose to not list their favorite candidate first in order to affect a potential tie in the first round, but there is no advantage to ranking their favorite candidate any lower than second. A similar strategy also occurs in a regular runoff election and the strategy is perhaps a little more obvious there. In a runoff election, a voter that supports A, but believes that A has strong enough support to advance, might cast their first vote for candidate B if they believe that candidate A has a stronger chance of defeating B than another candidate. In this case, the voter is using their first-round vote effectively to vote for the opponent they want to run against their preferred candidate. That voter then switches their vote to Candidate A in the runoff. While this effect could still provide some benefit in an IRV election, it is critically different. In IRV, the preference is locked when the voter submits their ballot. Thus, the voter’s vote can only switch to their preferred candidate, if listed second, if the candidate they listed first is eliminated. Thus, there is considerably less incentive to use this strategy in IRV than in a regular runoff election.

Ultimately, the situations where strategic voting may help are more complex in IRV than in plurality, but beyond that, the payoff, and hence the incentive, is also typically much smaller. A recent analysis comparing the susceptibility to strategic voting in both IRV and plurality found that while more voters may be able to benefit from voting strategically in IRV than plurality, the payoff compared to plurality is much smaller. In fact, the benefit to the average voter of taking strategy into account is many times larger in plurality than in IRV (Eggers & Nowacki, 2024). Thus, the incentive to vote strategically is smaller in IRV and hence it performs better at encouraging the electorate to vote their honest preferences than plurality does. That is, IRV is less likely to produce strategic voting on the whole than plurality is.

Does Sequential IRV Produce Unfair Outcomes When Compared to Traditional IRV or Plurality?

In many city council elections, multiple seats are up for election at the same time. Typically in Utah, the entire candidate pool runs concurrently and the election method selects the top candidates to take the seats. In non-IRV elections, this is done with a vote-for-n ballot where n is the number of seats available, then the n candidates with the most votes are elected to the seats. This presents a challenge for IRV since it only elects a single winner and does not produce an overall preference ordering of the candidates.

There are a number of options one can do to have IRV identify more than one winner. For example, if there are only two seats available, then IRV could simply elect the two candidates that survive to the final round. That is, the winner would take the first seat, and the loser of the last round would take the second seat. However, for the second seat winner, this method fails to consider the opinions of the voters whose votes are currently occupied electing the first-place winner. The entire point of having voters “vote-for-n” in a multi-seat election is to take the entire electorate’s opinion into account for each seat. Moreover, this method also would not work if a city needed to elect more than two seats. Thus, the way IRV is typically employed to fill multiple seats is to use it sequentially. That is, IRV is run to elect the winner to the first seat. Then that candidate is removed from the preference profile and those that voted for them now have their preferences redistributed to their next choice candidate. Then the IRV process is run again, and the winner of that process is elected to the second seat, and so on. This process has the paradoxical effect that the winner of the second run of IRV is not necessarily the losing candidate that survived to the last round in the first run. Indeed, Smith and Navratil observed that this happened almost half the time in multi-seat city council races in 2021 in Utah (Navratil & Smith, 2022).

Some argue that this outcome is unfair. But it is no more unfair than using a single-choice ballot to elect a multi-seat election. Suppose two seats were available in a city council election and the city only allowed voters to select a single candidate. Then the city determined the winners by selecting the candidates with the two largest number of votes. But the second seat winner in that scenario might not have received the second most votes if voters were allowed to select two candidates. Thus, plurality also runs into this problem. Again, the reason why a “vote-for-two” method would be used in this scenario is so that the entire electorate’s opinion can be considered for both seats. We would expect that most would consider a “vote-for-two” method fairer and more appropriate in a two-seat city council election than a single-choice plurality method. Similarly, sequential IRV is much fairer and more appropriate than simply selecting the second-place winner in the first IRV run to take the second seat since it takes the entire electorate’s opinion into account.

Between sequential IRV and selecting the last round loser as the second seat candidate, sequential IRV is the method more similar to the vote-for-n modification to plurality that is typical in multi-seat non-IRV elections. Thus, for consistency, if one argues that vote-for-n is fairer than single-choice plurality to decide a multi-seat city council election, they should also support sequential IRV to decide a multi-seat city council election. The so-called “second place winner misidentification” paradox is a red herring when comparing plurality to IRV, since both systems are susceptible to it, and in both cases, the modification to the typical method that causes it is intentional and meant to consider the entire electorate’s opinion for each seat.

Does IRV Result in Different Outcomes Than Plurality?

One of the most important ways to evaluate an alternative method to a more traditional one is to consider when they disagree. If an alternative never disagrees with the original, then it is not particularly useful in effecting change. On the other hand, if, when an alternative disagrees with the original, it does so in an undesirable way, then it is not likely a good alternative. Thus, it is natural to ask whether IRV and plurality ever disagree.

Plurality and IRV disagree sometimes on who the winner is, though not often. Navratil and Smith observed that among the sixteen IRV races in Utah in 2021, IRV and plurality disagreed once, in the 2021 Vineyard City Council election for the second seat (Navratil & Smith, 2022). IRV picked the Condorcet winner while plurality did not. This supports the idea that IRV is better at identifying the consensus candidate, though as we said previously, it does not always do this.

But the situation is more complicated than what Navratil and Smith indicate. The comparison between IRV and plurality that Navratil and Smith made is not a true comparison between the typical practical use of these methods. They identify the plurality winner in those elections by which candidate had the largest amount of first-place support on the ranked choice ballot. However, we have already pointed out that the rules of the game determine the strategy. As such, which candidate voters list first in their rankings in an IRV election might not coincide with whom they would select in a plurality election with a single-choice ballot. Indeed, it is a main argument of proponents of IRV that many voters would choose different candidates. As such, considering the first-place votes in an IRV preference profile is not the same, in practice, as considering an actual plurality election. A true comparison between IRV and plurality is impractical as it would require voters to vote twice; once in an IRV election and again in a single-choice plurality election. This might be doable in polls but would be neither practical nor appropriate in a real election. Thus, we cannot truly determine how often plurality and IRV actually disagree. We think that the likelihood of the two methods disagreeing is greater when making a true comparison

since in a true plurality election, the incentive is much larger for a voter to change their first-place vote to a candidate that is not actually their first choice than it would be in an IRV election for the same race.

Ultimately, it is true that IRV and plurality disagree sometimes, and when they did in the 2021 election cycle, IRV was better at identifying the consensus candidate than computing the plurality winner from the IRV-ranked ballot.

Are Ballots Thrown Out in IRV Elections Compared to Plurality Elections?

Exhausted ballots are a feature of IRV that has caused some confusion. A ballot becomes exhausted in an IRV election when all the candidates ranked on that ballot have been eliminated. Critics of IRV erroneously argue that when this happens the IRV process has thrown the ballot out. However, the ballot is not thrown out, it simply no longer contains any relevant information.

This is no different than a vote for a third-party candidate in a plurality election. How many people voted for a candidate other than the top two is irrelevant in the comparison of the top two candidates to determine which received more of the vote. Those third-party votes are just as non-influential as an exhausted ballot. This phenomenon is discussed at length in a recent joint report between FairVote and the Gary R. Herbert Institute for Public Policy (Hutchinson & Parry, 2023).

Overall, it is not true that IRV elections throw out votes. Ballots in IRV elections are only rejected for similar reasons as those rejected in plurality elections, which is only for an error that makes the ballot undecipherable. Exhausted ballots are removed from consideration because they no longer contain voter preferences for non-eliminated candidates, but they are always recorded and included in the determination as much as their provided information allows. If voters are concerned that their ballot will be ignored after a certain round in an IRV election, they can avoid this by ensuring that they fill out a complete ranking of candidates. When a ballot is exhausted because a voter chose not to submit a complete ranking, it is an artifact of that voter’s political expression and not a failing of the IRV system.

Responses to Concerns Raised by Navratil and Smith

In 2022, Jiří Navratil and Warren Smith published an analysis of the 2021 IRV elections in Utah (Navratil & Smith, 2022). They point out many potential failings of IRV in those recent elections and this report and others have been used by critics of IRV in Utah. (See (Davidson, 2024) for an example where three of the four references Davidson cites on his webpage for why he believes

“the theory falls apart” come from Navratil.) Those that use this work to criticize IRV are often doing so in favor of maintaining the status quo single-choice plurality method.

The most important problem with using Navratil’s and Smith’s work against IRV and in favor of plurality is that neither Navratil nor Smith are proponents of plurality. In fact, Smith opposes plurality on his website promoting his preferred voting method SV (a.k.a. range voting) (Smith, 2005). Using Navratil’s and Smith’s work to push for plurality over IRV is a naïve and disingenuous position that misrepresents what Navratil and Smith are trying to say.

The main point of Navratil’s and Smith’s paper is to argue that in addition to plurality being a poor election method, IRV is poor too. They claim that instead of arguing between those two bad methods, we should be looking at different methods entirely. And mathematically, they are not wrong in this point. As we discuss in the Appendix, there are many other kinds of voting methods, and while IRV is generally superior to plurality, several of these other voting methods have superior qualities to either plurality or IRV. It would be good to explore other ideas, and to allow the public the freedom to explore those other ideas as they see fit in their local elections and perhaps on larger stages too.

That said, in this section, we will explore some of the claims made by Navratil and Smith in their analysis and work to clarify what they are observing. In the remainder of this section, for brevity, we will refer to the Navratil and Smith paper as the NS paper. We first comment briefly on four criticisms made in the NS paper that we have already addressed more carefully in other sections. Then we respond to the following remaining questions brought up by the criticisms and observations made in the NS paper.

- Does IRV elect a majority winner?
- Does IRV fail the Participation Criterion? Does it matter?
- Does IRV produce voting paradoxes? Does it matter?

Items Addressed in Previous Sections

There are a handful of claims made in the NS paper that we discussed in the previous section on general concerns. These include the following four observations presented in the NS paper.

The NS paper indicated that standard IRV misidentifies the second-place winner. This is important in a multi-seat election that will use IRV. Suppose that IRV is run in a ranked choice election and a winner identified. If that winner is removed from the ballot and the IRV process is run again, then the candidate who appeared to come in second the first time is not necessarily who wins in the second IRV run. It is true that this happens with some frequency in IRV, but there is a good reason to choose for the second seat the winner of the second iteration using a second running of IRV rather than just selecting the runner-up of the first run. We discuss this in more detail above in the section

“Does Sequential IRV Produce Unfair Outcomes When Compared to Traditional IRV or Plurality?” and the reader is referred there for more discussion.

Second, the NS paper observed that IRV fails the Monotonicity Criterion in their discussion concerning the 2021 election for Moab City Council. This observation and what it means for IRV to fail the Monotonicity Criterion and whether that is important is discussed in the section above on “Does IRV or Plurality Fail the Monotonicity Criterion?” and the reader is referred there for more discussion.

Third, the NS paper determined that IRV fails the Condorcet Winner Criterion. This is also a feature of plurality. The NS paper observed that IRV did not elect the Condorcet winner in one of the sixteen elections they considered, and plurality failed to elect the Condorcet winner in two of those same elections. Each of the sixteen elections had a Condorcet winner. We discuss the fact that IRV and plurality do not always elect the Condorcet winner as well the fact that plurality sometimes elects the Condorcet loser in the section “Does IRV or Plurality Fail the Condorcet Criteria?” and in the section “Fairness Criteria and Four Voting Methods” and the reader is referred to those sections for further discussion. We will, however, note here that the NS paper criticizes IRV for failing the Condorcet Winner Criterion and calls it “concerning,” while at the same time the authors promote SV, which, as we show in the Appendix, fails both the Condorcet Winner and Condorcet Loser Criteria (see the Appendix for an example election where this happens).

Fourth, the NS paper noted that IRV is not entirely immune to spoiler candidates. In the NS paper, they observed a spoiler in the 2021 election for Moab City Council. As we note in the section “Does IRV Solve the Spoiler Effect that is Observed in Plurality?”, there are several types of spoilers and practically no election method is entirely immune to spoilers (see the sections in the Appendix “The Independence of Irrelevant Alternatives Criterion” and “Two Most Unfortunate Mathematical Facts About Voting”). We also note here that the NS paper criticizes IRV for failing to prevent spoilers, while the authors promote score voting which also fails to prevent spoilers (see the Appendix for an example election where this happens). However, this is perhaps not as problematic as the Condorcet criticism since practically all voting methods fail to prevent some type of spoiler. More notable in their criticism is the lack of reference to Clone Invariance that IRV does satisfy, which omits an important element of this discussion that IRV prevents the main type of spoiler observed in plurality and hence the argument that IRV prevents spoilers has meaningful validity.

Does IRV Elect a Majority Winner?

One observation made in the NS paper is that in three of the sixteen IRV races they considered, the number of votes for the

winner in the final round was not a majority of total votes cast. It is true that the majority of votes in the final round of an IRV election is not always a majority of votes cast. This is, however, entirely due to people in the electorate turning in an incomplete ranking. If every voter filled out a complete ranking, then the majority in the final round would always be a majority of votes cast, since all would still be included.

When a ranked ballot in an IRV election only includes votes for candidates that have been eliminated, there is no relevant information remaining on the ballot. By not ranking all the candidates, the voter has communicated that if the election no longer includes any of those candidates that they ranked, then they have no preference in who is elected, and they no longer want a say. This could very well be the intended political expression since, for example, many voters feel that they should not place a vote for any candidate that they would not approve of being in office. Filling out an incomplete ranking in this way would be the same as turning in an empty ballot if the election were only between the candidates they did not rank. Such a blank ballot would not be considered part of the ballots cast in determining a majority in any system. Each successive round includes all voters who indicated that they wanted a say in selecting the winner if the election were down to those candidates and as such, IRV produces a majority winner among the voters that care about the outcome between the remaining candidates. Thus, IRV elects a majority winner in the only meaningful way possible given voter choice.

Moreover, this complaint about IRV, especially when it is made to support either plurality or SV, seems insincere. Plurality does not guarantee a majority decision of any kind, as the name of the method itself expresses. Further, SV fails the Majority Criterion, meaning that it is possible in an SV election for the majority of the populace to favor A to B and SV still elects B. It is illogical to criticize IRV for failing to obtain a majority of all votes cast while simultaneously supporting plurality or SV when those methods are fundamentally designed to allow significant non-majority winners.

Does IRV Fail the Participation Criterion? Does it Matter?

Voting paradoxes involving participation are curious. These are situations where one of two things happen:

1. There is a set of voters who voted, but if they had chosen not to vote, then a candidate that they ranked higher than the winner would have won instead.
2. There is a set of voters who did not vote, but if they had chosen to vote, then a candidate that they ranked lower than the winner would have won instead.

In both scenarios, if the set of voters had perfect knowledge of the outcome of the election or the current preference profile of

the electorate, they would be incentivized not to vote. However, those voters must have perfect knowledge of the current preference profile of the electorate before that electorate casts their votes to know that this strategy is even available. That said, if an election method can potentially produce one of the two situations above, it is said to fail the Participation Criterion (that is, the Participation Criterion states that an election method should not allow either of the two scenarios above).

In the NS paper, they noted that a participation failure was detected in one out of the sixteen IRV races they studied. Aside from the fact that this indicates that participation failures are likely rare, it also indicates that IRV indeed fails the Participation Criterion. However, looking closer at how IRV failed the Participation Criterion in this race provides a bit more insight.

The race in question was the 2021 Moab City Council race, which included 1803 voters and six candidates running for two seats decided via sequential IRV. The IRV run where the participation failures were detected was the first run to determine which candidate was elected to the first seat. Navratil and Smith detected two participation failures in this race.

The first showed that among the 1803 voters, if three specific voters who ranked the winner of that race last had stayed home and not voted, then a different candidate would have won, specifically the candidate that all three of these voters listed as their second choice. This certainly seems, on its surface, somewhat concerning and certainly those three voters likely regret the choice of voting that day. However, there is no way that these voters could have known that their votes cast would have behaved that way, especially since the impact of their votes depends heavily on how everyone else voted too. As such, there is no way that a voter could use this information to strategically change their ranking or decide not to show up and vote. And certainly, if only three out of 1803 voters created a participation failure, these voters should see that they are much more likely to influence the election the way they intend by participating than they could influence it in another way. As such, rational voters should not be discouraged to vote by this information.

The second participation failure is less convincing. Navratil and Smith remark that if 765 additional voters had all voted with a very specific ranking that ranks a particular candidate last, then the candidate they listed last would win. While this artifact is perhaps interesting intellectually as a quirk, it is incredibly unrealistic. First, the number of voters who voted in the race is 1803. Adding 765 additional voters is more than a 42% increase in the number of voters. Moreover, the city of Moab only has about 5300 people in it. That means almost an additional 15% of the population would have had to vote and all of them would have to rank the candidates in exactly one specific way. There are 720 different ways to rank six candidates, and that's only counting complete rankings. The idea that 15% of the population of Moab

was sitting at home on election day all having the same ranking of candidates in mind out of 720 possibilities seems far-fetched. The authors of the NS paper likely included this example since it was a mathematical observation they made, but it should be noted that this example is remarkably unrealistic and not very meaningful as a result.

As stated previously, participation failures will never affect strategic voting because it requires information that is not available until after the election. And even then, detecting participation failure for many commonly used voting systems is NP-hard (see (Mohsin, et al., 2024)). While IRV was not one of the methods considered in this study, it does seem to indicate that even obtaining this information after the election is exceedingly difficult. Thus, the rare occurrence of a participation failure in an IRV election would have very little effect on whether a voter decided to vote or decided to vote sincerely.

Moreover, the Participation Criterion is designed from the point of view of the voter playing the voting game with their own priority of obtaining the best result for themselves. When we are deciding as a group which election method to use, we should be using the goal of the entire group, which is to obtain a voting system that encourages the electorate to vote honestly and interprets those votes in as accurate a way as possible.

The bigger issue with participation failures is that they indicate some kind of potential logical failing inherent in the election method. But no electoral system ever devised is void of some kind of logical issue. Thus, one has to balance the potential failings of each system with its benefits. Since participation failures require information that is not available to voters until after the election, it cannot affect how people vote or whether they vote. Moreover, more participation is always preferable for the collective goal of accurately representing the electorate, thus whether a voter inadvertently harms their own personal objective by participating is not particularly important to the entire group if the representation of the collective opinion is still accurate. Thus, the satisfaction of the Participation Criterion is, in the opinion of these authors, of limited value and it is certainly less important than other criteria or features that do affect how people vote or are more fundamental to whether the result is representative of the populace such as Clone Invariance, the Condorcet Criteria, or what kind of ballot is used.

We should note here that certain methods do satisfy the Participation Criterion, most notably, plurality and SV. Other methods such as a Borda count or curiously selecting a random ballot to determine the winner satisfy the Participation Criterion as well. IRV fails it, but ranked choice voting methods that satisfy the Condorcet Winner Criteria satisfy the Participation Criterion in the case of three candidates, but fail the criterion in the case of four or more candidates (Moulin, 1988). In fact, this last point shows that to satisfy the Participation Criterion, the method

must fail the Condorcet Winner Criterion for four or more candidates. The Condorcet Winner Criterion is generally considered the most important criterion to satisfy and as such, participation failures seem like a necessary evil. Fortunately, recent research indicates that participation failures are likely incredibly rare. A 2023 study showed that of a data set of 315 elections using a ranked ballot, no participation failures occurred for methods similar to ranked pairs (Mohsin, et al., 2024).

Ultimately, IRV's failure to satisfy the Participation Criterion is perhaps worth noting, but it is not worth worrying about. The Participation Criterion is failed by many voting systems, is a very rare occurrence even when it is possible, contradicts more important criteria like the Condorcet Winner Criterion, and is incredibly difficult to detect let alone use in any strategic way. As such, it holds very little bearing on whether a person votes or how they vote and has limited value in determining whether a voting method is viable or not.

Does IRV Produce Voting Paradoxes? Does it Matter?

The main purpose of the NS paper was to analyze the 2021 IRV elections in Utah and identify any paradoxes that occurred. This is useful in determining how often various voting paradoxes occur, which can help guide a legislature in determining which voting methods to use. However, it must be kept within the proper context. While the NS paper shows that IRV exhibits various voting paradoxes from time to time, it is important to realize that all election methods produce paradoxes, including plurality. The existence of paradoxes within IRV is far from unique.

Knowing that all election methods produce paradoxes, the task of selecting which method to use again should be done considering the goal of a voting method, which is encouraging voters to vote honestly and being able to accurately determine the will of the people. Not all voting paradoxes are of equal relevance to that goal.

Thus, it does matter that IRV produces voting paradoxes, but it also matters that plurality, SV, and RP do as well. However, it is in comparing how those voting paradoxes affect that method's ability to achieve the goal of a voting method that matters. And using the NS paper to claim that only IRV produces voting paradoxes, or that its lack of ability to avoid them is somehow unique, is misguided and naïve.

Discussion and Conclusion

In this report, we have addressed the game theoretical issues underlying many concerns about IRV. While it is true that IRV falls victim to various voting paradoxes and fails certain fairness criteria, so does every election method. In general, on almost every mathematical consideration, IRV fares better than plurality (with

a notable exception for monotonicity). Thus, the mathematics of voting tends to favor IRV over plurality.

We have also discussed what the purpose of voting is and what makes a good voting method. It is useful to reiterate that here. The purpose of voting is to accurately determine the collective opinion of the people about which candidate is preferred. And the goal of any election method is to accomplish that by encouraging honest voting and civil elections. In this report, we have focused our attention more on how voting methods accurately reflect the people’s collective opinion and how they encourage honest voting. An entirely different discussion is how voting methods would affect how candidates run their campaigns or how political parties form and lead coalitions, but that will need to be the subject of other reports or papers.

While the purpose of this paper is to clarify the substance behind concerns about IRV and attempt to resolve those concerns wherever possible, we also discussed where IRV and plurality sit in the wider discussion about voting methods. We agree with IRV critics Navratil and Smith that it is worth having more discussion about which voting methods work best, and that neither plurality nor IRV is the optimal answer. However, one major advantage to continuing to explore IRV is the fact that it will help the populace be more open to the ideas of methods with superior mathematical qualities such as RP. Moreover, since RP is also a ranked choice voting method, IRV already uses the same kind of ballot.

Mathematicians who are informed on the mathematics of voting seem to agree with proponents of IRV that plurality is generally worse than IRV, and that keeping the conversation about voting focused solely on plurality is not good for democracy. Supporting change that allows for more discussion on this idea is preferable, and pushing for IRV support is the optimal way, at the present time, to encourage more robust discussion. Thus, opponents of plurality, whatever their preferred voting method is, should support the move to IRV as part of pushing for a larger discussion, since IRV appears currently to have the strongest support of any alternative voting method.

Appendix: Mathematics and Voting

In this Appendix, we delve deeper into the mathematics of voting. We first discuss an important principle of game theory and how that applies to the purpose of voting and the goal of an election method. Next, we describe fairness criteria that are designed to ensure that an election method achieves the purpose of voting. We also describe two election methods besides plurality and IRV, namely, ranked pairs (RP) and score voting (SV). We do this to compare their properties to both plurality and IRV, and to show that the discussion of voting methods is perhaps quite larger than what is currently occurring in the public sphere. We also present two well-known mathematical theorems about voting that

contain some unfortunate news about the effectiveness of various voting methods. But these theorems do provide some insight into what to look for in a voting method and that discussion is how we conclude the Appendix.

The Rules of a Game Determine the Optimal Strategy

We described in the body of this report that an important observation about games is that the rules of the game determine the optimal strategy to achieve the objective of the game. In fact, in modern sports, the official rules are often changed in order to change the strategies that players employ. Consider a couple of examples from basketball.

In the late 1960s, the American Basketball Association (ABA) added the three-point line to make the game more enjoyable for fans and compete with the NBA. It quickly changed the way players played and coaches coached. Prior to the three-point line, the optimal strategy for scoring was to get the ball inside for higher percentage shots closer to the basket. With the incentive of the three-point line and the risk that some players could make shots from that far away, it changed the optimal strategy both on offense and defense to try for and defend against shots inside and out. This spread the players out more and made for a more entertaining game. Even today, players are improving their ability to take this higher reward shot and the game continues to be affected (USA Basketball, 2013).

A more recent example is the changes made to the NBA’s rules for the 2023–2024 season. These included a rest rule that disqualified players from major awards if they did not appear in at least 65 games, and a flop rule that made embellishing and acting as though a player had been fouled a more severe foul for the flopper. These rules were put in place to encourage great players on good teams to keep playing even if their team secures a playoff spot early and to discourage players from faking or exaggerating being fouled (Anderson, 2023).

In both the examples above, the purpose of playing the game is also important. From the old ABA’s or the NBA’s perspective, their purpose in facilitating the professional play of basketball is to make money from fans. As such, their goal in determining the rules is to make the game more enjoyable for fans so that fans will spend more money on the games. They select the rules of the game to incentivize player strategies that are more conducive to their overall purpose of making money.

Just how the rules of a sport determine the optimal strategy for achieving the sports objective, the rules surrounding how people vote affect the optimal strategy not just for candidates campaigning, but also for how voters choose to vote. The rules concerning how we vote are highly complex and include everything from voter registration, to redistricting (and hence gerrymandering),

to the electoral college. The voting method we use, however, is one of the most important parts of that set of rules and what the optimal strategies are for both the voters and the candidates.

For example, using single-choice ballots and plurality voting in the presence of two strong political parties determines that the optimal strategy for the voter is typically to vote for a candidate nominated by one of these two parties regardless of whether the voter finds either of those two candidates desirable as a choice. Hence the common voting mantra of “voting for the lesser of two evils.” The rules of single-choice plurality incentivize this kind of strategic voting over honest voting.

In the next section, we discuss in detail various fairness criteria that are designed to ensure that a voting method encourages the behaviors of both voters and candidates that are conducive to the purpose of voting.

Fairness Criteria

It is great that we can identify these big picture ideas of what an ideal election method does, but to determine whether a voting method does this, we need to be more specific on what kinds of strategic voting we want to avoid. This has led to the construction of myriads of fairness criteria about voting methods. There are far too many such criteria to list, so we will discuss briefly about a dozen that are most commonly raised in discussions about voting methods, some of which are directly or indirectly brought up in the concerns we addressed in this report. Note that perhaps the one thing that all the criteria have in common is that, at first glance, they all sound like desirable properties to have.

The Majority Criterion

The Majority Criterion is perhaps the simplest of the fairness criteria. It states that

“If a candidate is the first choice of more than half the voters, then the election method selects that candidate as the winner.” This criterion captures the idea of majority rule that is a fundamental part of democratic choice and simply requires the voting method to produce the outcome a majority of the public selected.

The Condorcet Winner Criterion

To describe this criterion, we first have to define what a Condorcet winner is. Consider a race with three or more candidates. Suppose that to determine a winner, we ran a head-to-head election with each possible pair of candidates separately, called pairwise runoff. After doing so, we found a candidate that won every pairwise runoff in which they were included. This means that in head-to-head matchups with every other candidate individually, they received a majority of votes. Such a candidate is called a Condorcet winner, named after Nicolas

de Caritat, Marquis de Condorcet.

For example, consider a race between candidates A, B, and C. We run each possible head-to-head matchup (a.k.a. pairwise runoff) and find the results in Table 5.

Hypothetical Election 1			
Matchup (Pairwise Runoff)			Winner
A [67%]	vs.	B [33%]	A
A [55%]	vs.	C [45%]	A
B [51%]	vs.	C [49%]	B

Table 5. Pairwise runoff for Hypothetical Election 1 resulting from a race between three candidates A, B, and C. A is the Condorcet winner and C is the Condorcet loser.

In this case, A wins both pairwise runoff that they are involved in and hence, A is the Condorcet winner.

It may seem somewhat impractical to check for a Condorcet winner, especially since the description above suggested running three separate races that voters had to vote in. However, the Condorcet winner can easily be read off ranked choice data. Suppose in the election above, instead of running separate pairwise runoff, we simply had each voter complete a ranked choice ballot. The ballots might have resulted in Table 6, which indicates how many voters ranked candidates in each order. Such a table is called a preference profile.

Hypothetical Election 1						
# of Votes	20%	10%	25%	6%	37%	2%
Order	A B C	A C B	B A C	B C A	C A B	C B A

Table 6. Preference profile of Hypothetical Election 1 resulting from ranked-choice ballots in a race between three candidates A, B, and C. This table results in the pairwise runoff in Table 5.

For any preference profile, we can simulate each pairwise runoff by eliminating all the candidates not involved in the desired runoff. In the example in Table 6, eliminating candidate C from

every column and adding up all the A>B columns and B>A columns yields the A vs. B pairwise runoff in Table 5. Eliminating candidate B yields the A vs. C runoff. And eliminating candidate A yields the B vs. C runoff. Thus, a Condorcet winner, if there is one, can always be detected in any voting method that uses a ranked choice ballot as its voter opinion data collection method.

Not every race of three or more candidates will necessarily have a Condorcet winner, but if there is one, it seems reasonable that that candidate ought to be declared the winner. This leads us to the Condorcet Winner Criterion, which states that

“If there is a Condorcet winner, then the election method selects that candidate as the winner.”

The Equal Vote Coalition claims that methods that satisfy this property are regarded, almost universally, as the most fair and representative ways to interpret a ranked choice ballot (Equal Vote Coalition, 2024).

The Condorcet Loser Criterion

The concept of a Condorcet loser is similar to a Condorcet winner. A Condorcet loser is a candidate that, when every possible pairwise runoff is run, loses in every pairwise runoff in which they are involved. That is, the Condorcet loser loses to every other candidate in a head-to-head matchup. In Table 5, candidate C is an example of a Condorcet loser because they lose to both B and A. Similarly to a Condorcet winner, not every election has a Condorcet loser.

In the same sense that a Condorcet winner is a consensus winner, a Condorcet loser would be a consensus loser and hence, should not win the election. As such, the Condorcet Loser Criterion states that

“If there is a Condorcet loser, then the election method will NOT select that candidate as the winner.”

The Clone Invariance Criterion

This is the idea of avoiding a traditional spoiler candidate. A spoiler candidate is typically considered a candidate in a single-choice plurality election that is similar to one of the leading candidates. This similarity draws away votes from that leading candidate until that candidate no longer wins. For example, Ross Perot was a potential spoiler candidate for both George H.W. Bush in the 1992 election and Bob Dole in the 1996 election. The possibility of spoiler candidates is considered problematic and hence this criterion states that

“Any candidate’s ability to win is not harmed nor benefitted by the existence of an identical/similar candidate (political position-wise) as themselves in the election.”

To be specific, the meaning of “identical/similar” in this criterion is that every voter ranks these candidates next to each other in their rankings with no other candidates in between. This is a good property to satisfy and eliminates the possibility of a more traditional spoiler candidate, but this is not the only way in which a candidate can spoil an election.

The Independence of Irrelevant Alternatives Criterion

This criterion expands the notion of a spoiler candidate to any candidate, similar or not, that, by their presence in the election, affects the overall ranking of other candidates. The general idea of this criterion is that we do not want the overall collective ranking of two candidates to be affected by whether a third unrelated candidate runs in the election.

To be more precise, the statement of this criterion is

“If the election method determines that candidate A is preferred to candidate B when candidate X is not running, then if candidate X instead runs for the election, then the method will not determine that candidate B is now preferred to candidate A.”

In other words, the election method’s calculation of the preference between candidates A and B is never affected by candidate X’s presence in the election. This would guard against any possible notion of a candidate spoiling an election for another candidate, but is much more complicated to satisfy than simple clone invariance.

The Monotonicity Criterion

The idea behind this criterion is simple: if a candidate increases support for themselves, it should only improve their chances of winning the election. This seems clearly desirable and so this fairness criterion states that it should always happen. Specifically, this criterion states

“No candidate can harm their ability to win by increasing their support.”

It may seem odd at first that this issue is something one would need to worry about, but not every election method satisfies this criterion, and so it becomes relevant to our discussion.

The No Dictators Criterion

This criterion is another fairly simple one. It states

“No single voter has the power to completely determine the winner.”

This is a clearly desirable and an easily satisfied criterion in

practice in society. It is more relevant when discussing voting in the context of a board of directors or a committee. We mention it here since it is relevant in discussing a few important theorems about voting theory below.

The Pareto Efficiency Criterion

This criterion is adapted from an idea in economics named after Vilfredo Pareto. Applied to voting methods, it is the idea that if the electorate has a unanimous preference, then the voting method cannot indicate the opposite preference. More precisely, it is the following requirement on a voting method.

“If every voter prefers candidate A to candidate B, then the election method cannot determine that candidate B is collectively preferred to candidate A.”

This is a clearly desirable property and is satisfied by practically all voting methods, including the ones we discuss in this report.

The Unanimity Criterion

A related criterion to Pareto Efficiency is the idea of unanimity. It says simply

“If every voter ranks candidate A first, then the election method selects A as the winner.”

Again, this is a clearly desirable property and is satisfied by all the election methods we will discuss in this report. It implies the majority condition as well. We mention it here because like the No Dictators Criterion, it is relevant in discussing a few important theorems about voting below.

The Strategy-Proof Criterion

This final criterion attempts to collect together all the different types of strategy that voters might use to take advantage of a voting method failing a fairness criterion, and as such, can almost be thought of as the conglomeration of all other fairness criteria. It is also a direct statement of one of the goals that we set out when discussing the types of behavior voting methods should encourage. This criterion is the following statement and is applied directly to either a rank-order or single-choice ballot.

“Every voter obtains the best result by ranking candidates according to their honest ranking, that is, no voter can obtain a result they prefer more by voting strategically.”

This is exactly the idea that we want a voting system to incentivize honest voting and disincentivize strategic voting.

Voting Methods and Fairness Criteria

The above fairness criteria are just a small sample of the wide array of fairness criteria that have been considered. A great deal of research has been done to determine which kinds of voting methods satisfy these criteria. A recent paper by Aazami and Bray (Aazami & Bray, 2023) considered the Majority, Condorcet Winner, Clone Invariance, and Monotonicity Criteria as well as another criterion called the Last Place Loser Independence Criterion. They classified seventeen different voting methods and determined which ones satisfied these fairness criteria. They found that the only well-known voting method using ranked choice ballots that is known to satisfy all five of these criteria is Ranked Pairs (RP).

The Wikipedia page “Comparison of Electoral Systems” also has an excellent table that collects nearly two dozen voting methods and over a dozen fairness criteria and indicates which methods satisfy which fairness criteria (Wikipedia, 2024). The table also indicates which kind of ballot each method uses; over half use a ranked choice ballot.

For the sake of comparison, and because the Navratil and Smith paper references SV, we describe next the methods of RP and SV.

The Ranked Pairs Method

RP is a more modern form of ranked choice voting that was first proposed by Nicolaus Tideman in 1987. We mention this method here to describe an alternative to IRV that uses a ranked choice ballot. To best respond to some of the concerns made about IRV, we need to be able to isolate the difference between a concern about the voter opinion data collection method (i.e., the ballot type) and the voter opinion interpretation method. To do that, it will help to have two different methods that both use a ranked choice ballot.

RP is designed around the idea of a Condorcet winner, which we described above. We mentioned that there is not always a Condorcet winner in a ranked-choice election. This is because it is possible in the pairwise runoffs for the electorate to prefer candidate A to candidate B, to prefer candidate B to candidate C, and to prefer candidate C to candidate A, creating a sort of “rock, paper, scissors” issue. This phenomenon is called a Condorcet cycle. RP resolves Condorcet cycles by prioritizing the pairwise runoffs according to strength of victory.

That is, RP does the following process:

- 1. Computes every pairwise runoff (obtained by using a ranked-choice ballot as described in the section on the Condorcet Winner Criterion).
- 2. Ranks each pairwise runoff according to strength of victory, that is, from largest margin of victory to smallest.

3. Locks in each electorate preference gained from each pairwise runoff from the largest victory to smallest victory, including anything that preference and previously locked in preferences imply transitively about the electorate’s overall preferences.
4. Anytime we encounter a preference that contradicts a previously locked in preference, we reject that preference because it has a weaker claim to it than the locked in preferences that are based on larger victories. This is how RP resolves the Condorcet cycles—by rejecting the weakest claim of preference in each one.
5. This is perhaps better described via an example. Consider an election of four candidates that used a ranked choice ballot resulting in the preference profile in Table 7. As described before, we simulate each pairwise runoff by eliminating all but the two candidates we want to compare and looking at how many prefer one of the candidates to the other. That is, for the runoff of A and B, we look at the table that results from eliminating C and D and combine the columns that have A preferred to B. Using RP, we will list these in order of margin of victory from largest margin to smallest. The result is in Table 8.

Hypothetical Election 3								
# of Votes	15%	25%	5%	4%	16%	5%	5%	25%
Order	A	A	A	B	B	C	D	D
	B	B	C	C	C	D	B	C
	C	D	D	A	D	A	C	A
	D	C	B	D	A	B	A	B

Table 7. Preference profile of Hypothetical Election 3 resulting from ranked choice ballots in an election with four candidates. This election contains two Condorcet cycles: A>B>C>A and A>B>D>A.

Hypothetical Election 3				
Matchup (Pairwise Runoff)			Winner	Margin
A [75%]	vs.	B [25%]	A	50%
B [65%]	vs.	C [35%]	B	30%
B [60%]	vs.	D [40%]	B	20%
C [55%]	vs.	A [45%]	C	10%
D [55%]	vs.	C [45%]	D	10%
D [51%]	vs.	A [49%]	D	2%

Table 8. Pairwise runoffs for Hypothetical Election 3 resulting from a race between four candidates A, B, C, and D. This election contains two Condorcet cycles: A>B>C>A and A>B>D>A.

From Table 8, we see that A is preferred to B and B is preferred to C. This should suggest that the electorate prefers A to C as well, but it turns out that C is actually preferred to A. Hence, we have a Condorcet cycle A>B>C>A. Similarly, A is preferred to B, B is preferred to D, but D is preferred to A. This creates another Condorcet cycle A>B>D>A. Since every candidate is involved in a Condorcet cycle, this election has neither a Condorcet winner nor a Condorcet loser. To resolve this, RP prioritizes stronger victories.

Note that the victory of A over B is quite large (the margin is 50%), while those of C and D over A are quite small by comparison. The process of RP will lock in the preference A over B from the first victory on the list. That is, we lock in that A > B.

The second largest victory locks in the preference of B over C. Since both the preferences “A preferred to B” and “B preferred to C” are locked in, we also lock in the transitively implied preference “A preferred to C.” This yields the preference order A > B > C.

The third strongest victory locks in the preference of B over D. Again, since both the preferences “A preferred to B” and “B preferred to D” are locked in, we also lock in the implied preference “A preferred to D.” This yields the preference order A > B > D.

The next largest victory is C over A, but this preference contradicts the previously locked in preference of A over C, so we eliminate this preference from consideration because it has a weaker claim to it than the locked in preference.

The second to last victory is the preference of D over C. This does not contradict any previously locked in preference and, as such, we lock in the preference D > C. Combining this with the previously locked in preferences of A > B > C and A > B > D, we have the overall ranking A > B > D > C.

The final victory is the smallest with a margin of only 2%. This victory has D over A, but that contradicts a previously locked in victory of A over D and hence, we eliminate this preference.

The result of RP on this election is the ordering A > B > D > C. This declares A the winner in a single-winner election.

The Score (Range) Voting Method

In this report we responded to several concerns brought by a paper written by Navratil and Smith analyzing IRV results in Utah during the 2021 election cycle (Navratil & Smith, 2022). To understand the motivation that Navratil and Smith have to criticize IRV, one must note that their purpose is to promote their favored election method, Score Voting (SV), which is also referred to as Range Voting. To help make our discussion of their paper clearer, we provide a brief explanation of SV here.

The idea behind SV is that we should collect even more data about a voter’s opinion of each candidate than their relative ranking of each candidate. To accomplish this, SV uses, as a voter opinion data collection method, a scoring ballot where voters are asked to score each candidate individually on a scale of, for instance, one to nine—though the scale could be larger if desired. (On rangevoting.org, they initially recommend scoring 0–99, but point out that mathematically it does not really matter (Smith, 2005).) Voters are also allowed to indicate that they have no opinion and provide a score of “X” to indicate that.

To interpret score ballots of this type, SV simply identifies the candidate with the highest average score and declares that candidate the winner.

Two Most Unfortunate Mathematical Facts About Voting

With this discussion about mathematically analyzing voting systems, one might conclude that we should simply appeal to mathematics and let it determine what is the best method. Or to use mathematics to identify a method that satisfies all the fairness criteria so that it accomplishes the purpose of voting we set out for, and incentivizes the right kinds of behavior.

Unfortunately, the mathematics of this situation is far more complicated than that. Kenneth Arrow proved the following theorem in 1950 that showed that no voting method that could use a ranked choice ballot, which includes plurality, IRV, and RP, which satisfies No Dictators and Pareto Efficiency, is completely immune to the spoiler effect (Arrow, 1950). This is delightfully called Arrow’s Impossibility Theorem. The more modern version of this theorem is the following.

Arrow's Impossibility Theorem

No rank-order voting system for three or more candidates that has no dictator can satisfy both the fairness criteria Pareto Efficiency and Independence of Irrelevant Alternatives.

Arrow’s Impossibility Theorem is interesting because the criteria of No Dictators and Pareto Efficiency are both simple criteria to satisfy and tend to be satisfied by most of the popular voting methods. Thus, this theorem shows that the spoiler effect is very difficult to avoid, partly because there are many ways that a candidate can be considered a spoiler. We note here that Arrow’s Impossibility Theorem does not say that some kinds of spoilers cannot be avoided and indeed some ranked choice voting methods are immune to specific types of spoilers.

Arrow’s Impossibility Theorem only applies to voting methods that can be computed from a ranked choice ballot. Plurality is included because it can be done with either a ranked choice ballot or a single-choice ballot. However, the theorem does not apply to SV, which uses a score ballot. This should not be taken to mean that SV, which satisfies the No Dictators and Pareto Efficiency criteria, automatically avoids the spoiler effect. There is more that would need to be shown to make that claim.

The Gibbard-Satterthwaite Theorem also raises an unfortunate fact about voting. This theorem was proved independently by Allan Gibbard in 1973 (Gibbard, 1973) and Mark Satterthwaite in 1975 (Satterthwaite, 1975). This theorem shows that in ranked choice voting systems, the only system that is not subject to manipulation by strategic voting is a dictatorship. Specifically, the theorem states the following.

The Gibbard-Satterthwaite Theorem

Suppose we have a ranked choice voting method in a race of three or more candidates. Suppose also that each voter is required to have a preference list of all candidates with no ties allowed. If the method satisfies the Unanimity, Pareto Efficiency, and Strategy-Proof criteria, then the method is a dictatorship.

Recall that the Unanimity, Pareto Efficiency, and No Dictators criteria are almost always satisfied by the voting methods we describe here. Then this theorem states that all such voting methods are not strategy-proof. Thus, this theorem really says

that no reasonable ranked choice voting method is completely immune to manipulation by strategic voting. This theorem is then disappointing in the sense that it means that no ranked choice voting method, including plurality, can perfectly satisfy our stated purpose and goal of voting. One might think to move away from ranked choice voting methods because the theorem says nothing about other types and so maybe there is hope. However, other systems, like SV, are still typically susceptible to strategic voting and so the answer is not that simple. Instead, we should look for methods that get us closest to the purpose and goal of voting.

This then suggests that we might compare voting methods by which fairness criteria they satisfy. We discussed this for the four methods presented here in the section “Fairness Criteria and Four Voting Methods.”

We mentioned in that section that SV fails both Condorcet Criteria and the Independence of Irrelevant Alternatives Criterion. We conclude this Appendix with two example elections that illustrate these failures. To see how SV fails both Condorcet criteria, we provide an example of an election where SV results in not only failing to elect a Condorcet Winner, but in fact, elects a Condorcet Loser. Such an election is possible if we assume that all voters provide an honest appraisal of each candidate that is independent of which candidates are running. Following that, we provide an example election where SV fails the Independence of Irrelevant Alternatives Criterion.

An Example Election Where Score Voting Fails Both Condorcet Criteria

Consider an election between three candidates A, B, and C. Suppose that A and B belong to a party that has a strong two-thirds majority support in an electorate, while C belongs to a party with minority support. C supporters are very enthusiastic about their candidate and are not particularly keen about the candidates from the major party, but if pressed would pick A over B practically all the time. On the other hand, the major party’s candidates are mediocre even to the party. Their supporters are conflicted over which one is better. They all prefer both candidates to C by far, but are not particularly enthused about either A or B.

At the ballot box, this electorate is instructed to use SV and score the three candidates on a scale from one to nine on how much they like the candidate. For simplicity, suppose that 3000 voters voted as in Table 9.

Candidate / # of Votes	1000	1000	1000	Average
A	5	3	2	3.33
B	3	5	1	3.00
C	1	1	9	3.67

Table 9. Hypothetical SV election that shows that SV fails both Condorcet criteria. Candidate A is the Condorcet winner, but SV elects the Condorcet loser, C.

Since C has the highest average score, C is declared the winner. However, if we consider each pairwise runoff, we find that between A and B, all those that scored C with 9 prefer A to B, and so A would win this pairwise runoff 2000 votes to 1000 votes. Between A and C, all those that scored B highest prefer A to C, and hence A wins this pairwise runoff again 2000 votes to 1000 votes. Between B and C, all those that scored A highest prefer B to C, and hence B wins this pairwise runoff 2000 votes to 1000 votes.

Since A wins both pairwise runoffs they’re considered in, A is the Condorcet winner. SV failed to elect them in this example, thus SV fails the Condorcet Winner Criterion. Moreover, C lost both pairwise runoffs they’re considered in, and hence C is the Condorcet loser. However, SV elected C in this example. Thus, SV also fails the Condorcet Loser Criterion. The reason why this can happen is due to the enthusiastic support for the minority candidate compared to apathetic support for two majority candidates.

Two other major problems of SV are illustrated here as well. First, we see the issue that enthusiastic support is counted more heavily than less enthusiastic support. Each C voter’s nine was counted nearly as much as two of A voters’ score of five. That’s the only reason why a candidate with so little support was able to stay competitive in a race like this.

Second, it seems foolish for A or B voters to only score their top candidate a five when that lets candidate C win. But if we assume here that voters actually voted for their honest level of approval of each of the candidates, things like this can happen. The real problem is that everyone in the electorate will interpret how to score their candidates differently. Some might take it as an honest appraisal of the candidates, in which case they might not rank any candidate maximum because there’s no such thing as a perfect candidate. Others might be more strategic and rank candidates higher than their actual approval level in order to maximize their

chances of a better outcome. The naïve assumption that many proponents of SV make is that voters will act the way that they think is optimal. If the public experiment with IRV has taught us anything, it is that it is very difficult for the electorate to identify the strategy that is optimal, and hence they make decisions that are mathematically bad unintentionally, such as not filling out a complete ranking. The reality of SV is going to have similar issues, and some voters will vote their mind while others will vote strategically. Because of this, there is no reason to conclude that, in practice, SV would always elect a Condorcet winner or always avoid electing a Condorcet loser.

Ultimately though, SV seems to encourage strategic voting and appears to be one of the voting methods most susceptible to it because it is the voting method that has the widest range of options for voters to choose from.

An Example Election Where Score Voting Fails Victim to a Spoiler Candidate

One claim about SV is that it satisfies the Independence of Irrelevant Alternatives Criterion. However, this is only true if every voter scores candidates on a scale that is independent of which candidates are running. In the previous section, we suggested that such a strategy might lead to voters not giving the maximum score to any candidate and produce bad outcomes. In this section, we discuss a hypothetical election where we consider an electorate that makes the more strategic choice of always scoring their favorite candidate with the maximum score and giving honest appraisals of the remaining candidates.

Suppose we have another election of three candidates A, B, and C. This time the electorate scores them from one to nine as in Table 10. Again, for simplicity, we suppose that 3000 voters voted and that they were split three ways in how they scored the candidates.

Candidate / # of Votes	1000	1000	1000	Average
A	9	1	7	5.67
B	1	9	1	3.67
C	3	4	9	5.33

Table 10. Hypothetical SV election that shows that SV fails Independence of Irrelevant Alternatives. Assuming that each voter will rank their top candidate 9 and all other candidates

honestly, then in the election above, Candidate B acts as a spoiler for Candidate C.

In this election, SV elects Candidate A. However, suppose that Candidate B knew they would not win the election and so drops out before the election. Since all the voters in this hypothetical electorate decided to score their top candidate with the maximum score and all the other candidates honestly, when Candidate B drops out, the 1000 voters that scored B with a 9, now will change their rankings of C to a 9 and leave their ranking of A the same. This produces the election in Table 11.

Candidate / # of Votes	1000	1000	1000	Average
A	9	1	7	5.67
C	3	9	9	7.00

Table 11. Part 2 of a hypothetical SV election that shows that SV fails Independence of Irrelevant Alternatives. This table shows the voting after Candidate B dropped out of the election in Table 6. Assuming that each voter will rank their top candidate 9 and all other candidates honestly, while Candidate A won the election when Candidate B was present, Candidate C wins this one. Thus, Candidate B acted as a spoiler for Candidate C.

Candidate C now handily wins the election via SV. This means that Candidate B acted as a spoiler in this election for Candidate C. Thus, if we assume that all voters will score their favorite candidate maximum, we have scenarios where SV is not immune to the spoiler effect. Since in reality at least some voters will indeed use this strategy, there is no reason to conclude that, in practice, SV would not be susceptible to a spoiler effect. Since SV, in practice, fails both Condorcet criteria, is susceptible to spoilers, and seems incredibly prone to strategic voting, it seems hardly better than plurality.

At any rate, the situation is complicated. The two examples presented here made two different assumptions about voter behavior. The first example showed that assuming that voters will always submit a ranking that is their honest appraisal of candidates and hence independent of which candidates run may lead to violating both Condorcet criteria. On the other hand, assuming that voters always rank some candidate maximum may lead to violating Independent of Irrelevant Alternatives. Since SV seems to require contradictory assumptions to satisfy the Condorcet and Independence of Irrelevant Alternatives criteria, we indicated in the section “Fairness Criteria and Four Voting Methods” that they fail these criteria. Moreover, neither assumption (either giving an independent appraisal or always scoring their favorite candidate

highest) is realistic since the electorate will more likely do a combination of the two. Thus, it is likely that SV fails all these criteria in practice.

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2025 Legislative Platform

[Approved on January 9, 2025](#)

Purpose

The Legislative Platform was drafted to better define the City's legislative strategies by providing guardrails for City-led advocacy efforts at the Federal, State, and local levels. Park City's Legislative Team relies on the Platform on a day-to-day basis to respond to time-sensitive proposals before they are able to receive formal Council direction – which is necessary when the organization is between Council meetings. A list of tracked bills is also provided to the Council on an ongoing basis during the Session at each City Council meeting during the Session.

Policy Guidelines

Park City Municipal generally supports:

1. Legislation that leads to greater financial independence from Federal and State entities and protects local resources from Federal, State, and other governmental controls;
2. Legislation maintaining maximum local control in all areas of its day-to-day responsibilities, municipal operations, and local land use authority;
3. Legislation that advocates fair and proportionate representation on regional and interlocal boards and commissions; and
4. Legislation that fosters understanding and promotes more equitable access to resources for all residents, visitors, and community workforce.

Park City Municipal generally opposes:

5. Legislation that makes the City more dependent on Federal, State, and other governmental agencies for policy direction;
6. Legislation that erodes the City's broad public safety authority or interferes with local decision-making regarding land use control;
7. Legislation that imposes intrusive, unnecessary, or unfunded mandates that preempt local authority; and
8. Legislation that impedes the equitable administration of public services, justice, and social well-being.

Policy Team

In 2025, the City's Team includes Mayor Worel, Councilors Toly and Ciraco, the City Manager, the City Attorney, and the Resident Advocate. Several other managers also participate in supporting roles, including the Chief Building Official, Chief of Police, Planning Director, City Recorder, and Economic Development Director.

City Council Staff Report



Subject: Deer Valley Development Company PID Request
Authors: Jed Briggs
Department: Budget Department
Date: March 13, 2025

Summary Recommendation:

Review a request from Deer Valley Development Company (DVDC) to create a Public Infrastructure District (PID). By reference, this request is pursuant to the [Letter of Intent \(LOI\)](#) between PCMC and DVDC, signed on December 14, 2023.

This request was brought to City Council on [February 27, 2025](#), and a public hearing was conducted. DVDC requests the City Council to create the PIDs through the adoption of the attached resolution (Exhibit A) and approval of the governing document (Exhibit B).

In response to items raised by the Council, DVDC provided additional information (Exhibit C).

Background:

The LOI between Park City and Deer Valley Resort (DVR) provides a roadmap to further support several community priorities, including improving transportation, creating more affordable housing, and furthering economic development. The framework of the LOI includes but is not limited to:

- \$15 million from DVR (with equal match from Park City) to Park City to help create a regional, off-site parking and transportation facility or affordable housing (secondary use);
- Capping day skier parking at the Snow Park base area to 1,360 (1,971 total) spaces;
- A coordinated gondola transportation network connecting the new DV East base area and Highway 40 access to the DVR Snow Park base area in Park City; and
- Allowing DVR to create a PID to self-assess an additional property tax mill levy on DVR properties only within the limited project area to help finance project infrastructure.

Overall Analysis:

Utah Code gives cities the power to create PIDs through a vote of the legislative body (City Council). With the consent of registered voters who live in the defined project area, property owners initiate the creation through a petition. In this case, DVDC, or the developer, is the only property owner and is petitioning to create a PID to issue tax-exempt bonds, repayable by DVDC or its successors from levying an additional property tax on their property or within their defined project area.

However, a PID does not directly impact other private property owners, as the new taxing area only affects the DVDC-owned properties at the Snow Park base area. In this case, the defined project area remains only the new Snow Park Village boundary where the development will occur.

Deer Valley PID Request

Specifically, the LOI states:

"Subject to the future legislative authority of City Council, public infrastructure districts will be authorized to allow DVR to impose assessments or mill levies on

its own DVDC property to finance public infrastructure including roads, intersections, transportation, parking structures, utilities, and other qualifying improvements.

DVDC requests the City Council adopt a PID Governing Document, which would allow DVDC to:

- 1) Form three separate PIDs within the Snow Park development area properties to self-finance the construction of unspecified public improvements, but could include transit infrastructure, parking facilities, and roadway and sidewalk improvements;
- 2) Each separate PID would have small initial and internal boundaries but preserve the ability to annex into any larger portion of the 23.33-acre parcel;
- 3) Use up to 15 mills ([max allowed](#));
 - a. DVDC has stated they plan to implement less than the maximum but would like the flexibility to operate within the state law range;
- 4) Maximum debt term of 31 years per bond issuance; tax imposition limited to 40 years from the first levy for each bond series. The Governing Document does not establish a limit on the amount of debt that may be issued by the Districts other than the state law cap on the maximum mill levy;
- 5) Form a PID Board, consistent with Utah law, with five Trustees appointed by the Park City Council following a process specified in the Governing Document, each for 4-year and 6-year staggered terms, as outlined by Utah law; and
- 6) Provide annual reports to the City, including financial summaries, boundary changes, and lists of interlocal agreements and outstanding debt.

PID Basics

[The City Council held a Public Financing Tools 101 on September 5th, 2024](#), to help better inform the City Council, stakeholders, and members of the public. In general, in Utah:

- PIDs are limited-purpose local government entities that are separate and distinct from the City;
- Debt from a PID is not a liability of the City, so the City's balance sheet is protected from PID debt;
- PID debt is repaid primarily from a Limited Property Tax or Assessments imposed by the PID on property located within the PID boundary;
- PID formation requires a petition signed by 100% of property owners and registered voters within the PID boundaries. If there is only one landowner at the time of creation, which is the case at DVDC, the landowner petitions the Council to create a PID. Future property owners bear the cost of additional tax levies and assessments if and when property is sold to successors;
- PIDs are separate and distinct from the City and are governed by a board comprised of property owners or their agents who serve as Trustees;
- The creation of a PID does not alter or impair the City's land use authority or planning and zoning requirements, and
- PIDs have relatively broad powers to finance public infrastructure, or generally any improvements that the PID owns, but can be limited to specific items through the Governing Document.

Here are some additional references on [Utah PIDS](#).

Property Tax Impacts

As stated, PIDs voluntarily increase the property tax rates on willing property owners to generate revenue to pay back project-related debt. PIDs do not require authorization from other taxing entities like traditional RDAs or CRAs. In addition to special assessments and standard general obligation bonds, Utah PIDs may issue limited tax-exempt bonds repaid from a limited ad valorem property tax not to exceed 15 mills (or any lower limit established in the Governing Document). One mill equals one dollar per \$1,000 of assessed value or $1/1,000 = 0.001$.

Most of Park City's property tax rates are around 5.64 mills (residential and commercial). The mill rate represents the total combined property tax rate of all the taxing entities (Park City School District, Summit County, Park City Fire District, etc.). The property owners within the project area pay the increased property tax until the bond obligations are paid off or through the life of the authorized PID.

Creating entities typically weigh the potential impacts of having property taxpayers in one location paying more in property taxes than in other locations within the same jurisdiction (i.e., equity concerns compared to other residents and limited support for future GO bonds or property tax increases, etc.).

PID Formation and Governance

PIDs are formed under state law by counties, municipalities, or development authorities and must have consent from 100% of property owners and voters within a PID boundary. When a new PID only has one property owner, a governing board represents the existing property taxpayer, but this will change as more landowners purchase property as successors.

The approval of the Governing Document authorizes the Lt. Governor to create the PIDs and may include limitations on its powers, such as:

- Board member term lengths and transition to elected board seats, including the possibility of divisions and interlinked PIDs for phased development;
- Targeted improvements that the City allows the PID to finance (used in conjunction with the development agreement to finance improvements/benefits to property owner and City);
 - DVDC stated they plan to use PID proceeds to help pay for the new underground transit center and public portions of their public parking garages;
- Establish a mill rate limit appropriate to accomplish financing of approved improvements;
- Limit total debt issuance;
- Differentiate rates between residential vs. commercial taxable properties;
- Establish standards for general obligation bonding, procurement, PID lifespan, and dissolution if no activity within a specific timeframe, etc.;
- Input into any enhanced disclosure to future property owners/successors;
- Proper legal tax analysis over all Governing Document negotiations to ensure eligibility for desired tax-exempt financing and that the PID constitutes a "separate political subdivision" for tax purposes; and
- Ability to leverage tax increment financing, assessment, and other economic development revenues.

In addition, DVDC stated they are also contemplating self-imposing a Public Improvement Fee (PIF) or a private fee (not authorized or controlled by cities) collected by the businesses on their property.

Summary

DVDC requests The City Council create three separate PIDs over one large project area (DVDC Snow Park Village properties) to help finance the underground transit center, public parking garages, and other aspects of the redevelopment. The statutorily required public hearing occurred on February 27, 2025, and DVDC requests that the Council consider adopting the attached resolution and approving the Governing Document, which will create the requested PIDs.

Department Review

This report has been reviewed by the Budget, City Attorney's Office, and City Manager departments.

- Exhibit A – Resolution 01-2025 – Providing for the Creation of DV Snow Park Public Infrastructure Districts Nos. 1 Through 3**
- Exhibit B – Governing Document for DV Snow Park PIDs 1-3**
- Exhibit C – DVDC Letter (Answers to City Council Questions)**

Park City, Utah

March 13, 2025

The City Council (the “Council”) of Park City, Utah (the “City”), met in regular session (including by electronic means) on March 13, 2025, at its regular meeting place in Park City, Utah at 5:30 p.m., with the following members of the Council being present:

Nann Worel	Mayor
Bill Craco	Councilmember
Ryan Dickey	Councilmember
Ed Parigian	Councilmember
Jeremy Rubell	Councilmember
Tana Toly	Councilmember

Also present:

Michelle Kellogg	City Recorder
Margaret Plane	City Attorney
Matt Dias	City Manager

Absent:

After the meeting had been duly called to order and after other matters not pertinent to this Resolution had been discussed, the City Recorder presented to the Council a Certificate of Compliance with Open Meeting Law with respect to this March 13, 2025, meeting, a copy of which is attached hereto as Exhibit A.

Thereupon, the following Resolution was introduced in writing, read in full and pursuant to motion duly made by Councilmember _____ and seconded by Councilmember _____ adopted by the following vote:

AYE:

NAY:

The resolution was later signed by the Mayor and recorded by the City Recorder in the official records of the City. The resolution is as follows:

RESOLUTION 01-2025

A RESOLUTION OF THE CITY COUNCIL (THE “COUNCIL”) OF PARK CITY, UTAH (THE “CITY”), PROVIDING FOR THE CREATION OF DV SNOW PARK PUBLIC INFRASTRUCTURE DISTRICTS NOS. 1 THROUGH 3 (COLLECTIVELY, THE “DISTRICTS”) AS INDEPENDENT DISTRICTS; AUTHORIZING AND APPROVING A GOVERNING DOCUMENT AND AN INTERLOCAL AGREEMENT; APPOINTING BOARDS OF TRUSTEES; AUTHORIZING OTHER DOCUMENTS IN CONNECTION THEREWITH; AND RELATED MATTERS.

WHEREAS, a petition (the “Petition”) was filed with the City requesting adoption by resolution the approval of the creation of three Public Infrastructure Districts pursuant to the Public Infrastructure District Act, Title 17D, Chapter 4, Utah Code Annotated 1953, as amended (the “PID Act”) and relevant portions of the Limited Purpose Local Government Entities - Special Districts, Title 17B (together with the PID Act, the “Act”) within the City and the annexation or withdrawal of any portion of the boundaries of the Districts therefrom without further approval or hearings of the City or the Council, as further described in the Governing Document (as hereinafter defined) for the purpose of financing public infrastructure costs; and

WHEREAS, pursuant to the terms of the Act, the City may create one or more public infrastructure Districts by adoption of a resolution of the Council and with consent of 100% of all surface property owners proposed to be included in the Districts (the “Property Owners”); and

WHEREAS, the Petition, containing the consent of such Property Owners has been certified by the Recorder of the City pursuant to the Act and it is in the best interests of the Property Owners that the creation of the Districts be authorized in the manner and for the purposes hereinafter set forth; and

WHEREAS, the City, prior to consideration of this Resolution, held public hearings after 6:00 p.m. to receive input from the public regarding the creation of the Districts and the Property Owners have waived the 60-day protest period pursuant to Section 17D-4-201 of the PID Act; and

WHEREAS, the hearing on the Petition was held at the City Hall because there is no reasonable place to hold a public hearing within the Districts’ boundaries, and the hearing at the City Hall was held as close to the applicable area as reasonably possible; and

WHEREAS, the City properly published notice of the public hearing in compliance with Section 17B-1-211(1) of the Act; and

WHEREAS, none of the Property Owners submitted a withdrawal of consent to the creation of the Districts before the public hearing on the Petition; and

WHEREAS, according to attestations filed with the City, each board member appointed under this Resolution is registered to vote at their primary residence and is further eligible to serve as a board member of the Districts under Section 17D-4-202(c) of the PID Act because they are agents of property owners within the Districts’ boundaries (as further set forth in the Petition); and

WHEREAS, it is necessary to authorize the creation of the Districts under and in compliance with the laws of the State of Utah and to authorize other actions in connection therewith; and

WHEREAS, the governance of the Districts shall be in accordance with the PID Act and the terms of a governing document (the “Governing Document”) attached hereto as Exhibit B; and

WHEREAS, pursuant to the requirements of the Act, there shall be signed, authenticated, and submitted to the Office of the Lieutenant Governor of the State of Utah for each of the Districts a Notice of Boundary Action attached hereto as Exhibit C (the “Boundary Notices”) and Final Entity Plat attached to each as Boundary Notices Appendix B (or as shall be finalized in accordance with the boundaries approved hereunder) (the “Plat”).

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL, AS FOLLOWS:

1. Terms defined in the foregoing recitals shall have the same meaning when used herein. All action heretofore taken (not inconsistent with the provisions of this Resolution) by the Council and by officers of the Council directed toward the creation and establishment of the Districts, are hereby ratified, approved and confirmed.

2. The Districts are hereby created as separate entities from the City in accordance with the Governing Document and the Act. The boundaries of the Districts shall be as set forth in the Governing Document and the Plat.

3. Pursuant to the terms of the PID Act, the Council does hereby approve the annexation or withdrawal of any area within the Annexation Area (as defined in the Governing Document) into or from the Districts, as applicable, without any further action, hearings, or resolutions of the Council or the City, upon compliance with the terms of the PID Act and the Governing Document.

4. The Council does hereby authorize the Districts to provide services relating to the financing and construction of public infrastructure within and without the Annexation Area upon annexation thereof into the Districts without further request of the Districts to the City to provide such service under 17B-1-407, Utah Code Annotated 1953 or resolutions of the City under 17B-1-408, Utah Code Annotated 1953.

5. It is hereby found and determined by the Council that the creation of the Districts is appropriate to the general welfare, order and security of the City, and the organization of the Districts pursuant to the PID Act is hereby approved.

6. The Governing Document in the form presented to this meeting and attached hereto as Exhibit B is hereby authorized and approved and the Districts shall be governed by the terms thereof and applicable law.

7. The Trustees of each Board of the Districts shall be initially composed of the same members. The initial Boards of the Districts are hereby appointed as follows:

- Trustee 1 – Todd Bennett, for an initial 6-year term;

- Trustee 2 – Jen Pasquier, for an initial 4-year term;
- Trustee 3 – Hannah Tyler, for an initial 6-year term;
- Trustee 4 – Matt Greenberg, for an initial 4-year term; and
- Trustee 5 – Karen McShea, for an initial 6-year term.

Such terms shall commence on the date of issuance of a Certificate of Creation by the Office of the Lieutenant Governor of the State of Utah.

8. The Council does hereby authorize the Mayor or a Councilmember to execute the Boundary Notices in substantially the form attached as Exhibit C, the Plats, and such other documents as shall be required to accomplish the actions contemplated herein on behalf of the Council for submission to the Office of the Lieutenant Governor of the State of Utah.

9. Prior to recordation of certificates of creation for all Districts, the Council does hereby authorize the Mayor, a Councilmember, the City Attorney, or the City Manager to make any corrections, deletions, or additions to the Governing Document, the Plats, and the Boundary Notices or any other document herein authorized and approved (including, but not limited to, corrections to the property descriptions therein contained) which may be necessary to conform the same to the intent hereof, to correct errors or omissions therein, to complete the same, to remove ambiguities therefrom, or to conform the same to other provisions of said instruments, to the provisions of this Resolution or any resolution adopted by the Council or the provisions of the laws of the State of Utah or the United States.

10. The Boards of Trustees of the Districts (the “District Boards”) are hereby authorized and directed to record such Governing Document with the recorder of the Summit County within thirty (30) days of the issuance of the Certificate of Creation by the Office of the Lieutenant Governor of the State of Utah.

11. If any section, paragraph, clause or provision of this Resolution shall for any reason be held to be invalid or unenforceable, the invalidity or unenforceability of such section, paragraph, clause or provision shall not affect any of the remaining provisions of this Resolution.

12. All acts, orders and resolutions, and parts thereof in conflict with this Resolution be, and the same are hereby, rescinded.

13. This resolution shall take effect immediately.

PASSED AND ADOPTED by the City Council of Park City, Utah, this March 13, 2025.

PARK CITY, UTAH

By: _____
Mayor

ATTEST:

By: _____
City Recorder

(Here follows other business not pertinent to the above.)

Pursuant to motion duly made and seconded, the meeting of the Council of the City adjourned.

By: _____
Mayor

ATTEST:

By: _____
City Recorder

STATE OF UTAH)
 : ss.
COUNTY OF SUMMIT)

I, Michelle Kellogg, the undersigned duly qualified and acting City Recorder of Park City, Utah (the “City”), do hereby certify as follows:

The foregoing pages are a true, correct, and complete copy of the record of proceedings of the City Council (the “Council”), had and taken at a lawful meeting of the Council on March 13, 2025, commencing at the hour of 5:30 p.m., as recorded in the regular official book of the proceedings of the Council kept in my office, and said proceedings were duly had and taken as therein shown, and the meeting therein shown was duly held, and the persons therein were present at said meeting as therein shown.

All members of the Council were duly notified of said meeting, pursuant to law.

IN WITNESS WHEREOF, I have hereunto set my hand and affixed the seal of the City, this March 13, 2025.

By: _____
City Recorder

EXHIBIT A

CERTIFICATE OF COMPLIANCE WITH OPEN MEETING LAW

I, Michelle Kellogg, the undersigned City Recorder of Park City, Utah (the “City”), do hereby certify that I gave written public notice of the agenda, date, time and place of the regular meeting held by the Council (the “Council”) on March 13, 2025, not less than twenty-four (24) hours in advance of the meeting. The public notice was given in compliance with the requirements of the Utah Open and Public Meetings Act, Section 52-4-202, Utah Code Annotated 1953, as amended, by:

(a) causing a Notice, in the form attached hereto as Schedule 1, to be posted at the City’s principal offices at least twenty-four (24) hours prior to the convening of the meeting, said Notice having continuously remained so posted and available for public inspection until the completion of the meeting;

(b) causing a copy of such Notice, in the form attached hereto as Schedule 1, to be published on the Utah Public Notice Website (<http://pmn.utah.gov>) at least twenty-four (24) hours prior to the convening of the meeting; and

(c) causing a copy of such notice, in the form attached hereto as Schedule 1 to be posted on the City’s official website at least twenty-four (24) hours prior to the convening of the meeting.

In addition, the Notice of 2025 Annual Meeting Schedule for the Council (attached hereto as Schedule 2) was given specifying the date, time and place of the regular meetings of the Council of the City to be held during the year, by causing said Notice to be posted at least annually (a) on the Utah Public Notice Website created under Section 63A-16-601, Utah Code Annotated 1953, as amended, (b) on the City’s official website and (c) in a public location within the City that is reasonably likely to be seen by residents of the City.

IN WITNESS WHEREOF, I have hereunto subscribed my official signature this March 13, 2025.

By: _____
City Recorder

SCHEDULE 1

NOTICE OF MEETING AND AGENDA

SCHEDULE 2

NOTICE OF ANNUAL MEETING SCHEDULE

EXHIBIT B
GOVERNING DOCUMENT

EXHIBIT C

NOTICES OF BOUNDARY ACTION

NOTICE OF IMPENDING BOUNDARY ACTION

(DV Snow Park Public Infrastructure District No. 1)

TO: The Lieutenant Governor, State of Utah

NOTICE IS HEREBY GIVEN that the City Council of Park City, Utah (the “Council”), acting in its capacity as the creating entity for DV Snow Park Public Infrastructure District No. 1 (the “District”), at a regular meeting of the Council, duly convened pursuant to notice, on March 13, 2025 adopted a *Resolution Providing for the Creation of Public Infrastructure Districts*, a true and correct copy of which is attached as APPENDIX “A” hereto and incorporated by this reference herein (the “Creation Resolution”).

A copy of the Final Local Entity Plat satisfying the applicable legal requirements as set forth in Utah Code Ann. §17-23-20, approved as a final local entity plat by the Surveyor of Summit County, Utah, is attached as APPENDIX “B” hereto and incorporated by this reference. The Council hereby certifies that all requirements applicable to the creation of the District, as more particularly described in the Creation Resolution, have been met. The District is not anticipated to result in the employment of personnel.

WHEREFORE, the Council hereby respectfully requests the issuance of a Certificate of Incorporation pursuant to and in conformance with the provisions of Utah Code Ann. §17B-1-215.

DATED this March 13, 2025.

**CITY COUNCIL OF PARK CITY, UTAH,
acting in its capacity as the creating authority for
DV SNOW PARK PUBLIC INFRASTRUCTURE
DISTRICT NO. 1**

By: _____
AUTHORIZED REPRESENTATIVE

VERIFICATION

STATE OF UTAH)
 :ss.
COUNTY OF SUMMIT)

SUBSCRIBED AND SWORN to before me this ____ day of _____, 2025.

NOTARY PUBLIC

NOTICE OF IMPENDING BOUNDARY ACTION

(DV Snow Park Public Infrastructure District No. 2)

TO: The Lieutenant Governor, State of Utah

NOTICE IS HEREBY GIVEN that the City Council of Park City, Utah (the “Council”), acting in its capacity as the creating entity for DV Snow Park Public Infrastructure District No. 2 (the “District”), at a regular meeting of the Council, duly convened pursuant to notice, on March 13, 2025 adopted a *Resolution Providing for the Creation of Public Infrastructure Districts*, a true and correct copy of which is attached as APPENDIX “A” hereto and incorporated by this reference herein (the “Creation Resolution”).

A copy of the Final Local Entity Plat satisfying the applicable legal requirements as set forth in Utah Code Ann. §17-23-20, approved as a final local entity plat by the Surveyor of Summit County, Utah, is attached as APPENDIX “B” hereto and incorporated by this reference. The Council hereby certifies that all requirements applicable to the creation of the District, as more particularly described in the Creation Resolution, have been met. The District is not anticipated to result in the employment of personnel.

WHEREFORE, the Council hereby respectfully requests the issuance of a Certificate of Incorporation pursuant to and in conformance with the provisions of Utah Code Ann. §17B-1-215.

DATED this March 13, 2025.

**CITY COUNCIL OF PARK CITY, UTAH,
acting in its capacity as the creating authority for
DV SNOW PARK PUBLIC INFRASTRUCTURE
DISTRICT NO. 2**

By: _____
AUTHORIZED REPRESENTATIVE

VERIFICATION

STATE OF UTAH)
 :ss.
COUNTY OF SUMMIT)

SUBSCRIBED AND SWORN to before me this ____ day
of _____, 2025.

NOTARY PUBLIC

NOTICE OF IMPENDING BOUNDARY ACTION

(DV Snow Park Public Infrastructure District No. 3)

TO: The Lieutenant Governor, State of Utah

NOTICE IS HEREBY GIVEN that the City Council of Park City, Utah (the “Council”), acting in its capacity as the creating entity for DV Snow Park Public Infrastructure District No. 3 (the “District”), at a regular meeting of the Council, duly convened pursuant to notice, on March 13, 2025 adopted a *Resolution Providing for the Creation of Public Infrastructure Districts*, a true and correct copy of which is attached as APPENDIX “A” hereto and incorporated by this reference herein (the “Creation Resolution”).

A copy of the Final Local Entity Plat satisfying the applicable legal requirements as set forth in Utah Code Ann. §17-23-20, approved as a final local entity plat by the Surveyor of Summit County, Utah, is attached as APPENDIX “B” hereto and incorporated by this reference. The Council hereby certifies that all requirements applicable to the creation of the District, as more particularly described in the Creation Resolution, have been met. The District is not anticipated to result in the employment of personnel.

WHEREFORE, the Council hereby respectfully requests the issuance of a Certificate of Incorporation pursuant to and in conformance with the provisions of Utah Code Ann. §17B-1-215.

DATED this March 13, 2025.

**CITY COUNCIL OF PARK CITY, UTAH,
acting in its capacity as the creating authority for
DV SNOW PARK PUBLIC INFRASTRUCTURE
DISTRICT NO. 3**

By: _____
AUTHORIZED REPRESENTATIVE

VERIFICATION

STATE OF UTAH)
 :ss.
COUNTY OF SUMMIT)

SUBSCRIBED AND SWORN to before me this ____ day of _____, 2025.

NOTARY PUBLIC

February 13, 2025 DRAFT

GOVERNING DOCUMENT

FOR

DV SNOW PARK PUBLIC INFRASTRUCTURE DISTRICT
NOS. 1 THROUGH 3

PARK CITY, UTAH

Prepared

by



350 E 400 S, #2301
Salt Lake City, UT 84111

[____], 2025

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I. INTRODUCTION

A. Purpose and Intent.

The Districts are independent units of local government, separate and distinct from the City, and, except as may otherwise be provided for by State or local law or this Governing Document, their activities are subject to review by the City only insofar as they may deviate in a material matter from the requirements of the Governing Document. It is intended that the Districts will provide a part or all of the Public Improvements for the use and benefit of all anticipated inhabitants and taxpayers of the Districts. The primary purpose of the Districts will be to finance the construction of these Public Improvements. The Districts are not being created to provide any ongoing operations and maintenance services.

B. Need for the Districts.

There are currently no other governmental entities, including the City, located in the immediate vicinity of the Districts that consider it desirable, feasible or practical to undertake the planning, design, acquisition, construction installation, relocation, redevelopment, and financing of the Public Improvements needed for the Project. Formation of the Districts are therefore necessary in order for the Public Improvements required for the Project to be provided in the most economic manner possible.

C. Objective of the City Regarding Districts' Governing Document.

The City's objective in approving the Governing Document for the Districts is to authorize the Districts to provide for the planning, design, acquisition, construction, installation, relocation and redevelopment of the Public Improvements from the proceeds of Debt to be issued by one or both of the Districts (or interlocal entity formed by the Districts). All Debt is expected to be repaid by taxes imposed and collected for no longer than the Maximum Debt Mill Levy Imposition Term and at a tax mill levy no higher than the Maximum Debt Mill Levy, and/or fees and Assessments. Debt which is issued within these parameters will insulate property owners from excessive tax burdens to support the servicing of the Debt and will result in a timely and reasonable discharge of the Debt.

This Governing Document is intended to establish a limited purpose for the Districts and explicit financial constraints that are not to be violated under any circumstances. The primary purpose is to provide for the Public Improvements associated with development and regional needs. Operational activities are allowed.

The Districts shall be authorized to finance the Public Improvements that can be funded from Debt to be repaid from Assessments or from tax revenues collected from a mill levy which shall not exceed the Maximum Debt Mill Levy on taxable properties and which shall not exceed the Maximum Debt Mill Levy Imposition Term on taxable properties (or repaid from a combination of Fees, Assessments or a mill levy). It is the intent of this Governing Document that Fees be paid at or before the issuance of a building permit by the City and to assure to the extent possible that no taxable property bear an economic burden that is greater than that associated with the Maximum Debt Mill Levy in amount and that no taxable property bear an economic burden

that is greater than that associated with the Maximum Debt Mill Levy Imposition Term in duration even under bankruptcy or other unusual situations. Generally, the cost of Public Improvements that cannot be funded within these parameters are not costs to be paid by the Districts.

II. DEFINITIONS

In this Governing Document, the following terms shall have the meanings indicated below, unless the context hereof clearly requires otherwise:

Annexation Area Boundaries: means the boundaries of the area described in the Annexation Area Boundary Map which have been approved by the City for annexation into or withdrawal from any of the District upon the meeting of certain requirements.

Annexation Area Boundary Map: means the map attached hereto as Exhibit C, describing the property proposed for annexation into or withdrawal from any of the Districts.

Approved Development Plan: means a preliminary development plan or other process established by the City for identifying, among other things, Public Improvements necessary for facilitating development for property within the District Area as approved by the City pursuant to the City Code and as amended pursuant to the City Code from time to time. For purposes of this Governing Document, the Deer Valley Resort Thirteenth Amended and Restated Large Scale Master Planned Development Permit for the Project approved by the City on [REDACTED], 2025, shall constitute an Approved Development Plan.

Assessment: means (i) the levy of an assessment secured by a lien on property within a District to pay for the costs of Public Improvements benefitting such property or (2) an assessment by a District levied on private property within such District to cover the costs of an energy efficient upgrade, a renewable energy system, or an electric vehicle charging infrastructure, each as may be levied pursuant to the C-PACE Act.

Assessment Act: means Title 11, Chapter 42, Utah Code as may be amended from time to time.

Assessment Bonds: means any bonds issued pursuant to the Assessment Act.

Board: means the board of trustees of one District or the boards of trustees of all Districts, in the aggregate.

Bond, Bonds or Debt: means bonds or other obligations, including loans of any property owner, for the payment of which any District has promised to impose an ad valorem property tax mill levy, impose Fees, and/or collect Assessments.

C-PACE Act: means title 11, Chapter 42a of the Utah Code, as amended from time to time.

C-PACE Bonds: means bonds, loans, notes, or other structures and obligations of the District issued pursuant to the C-PACE Act, including refunding C-PACE Bonds.

City: means Park City, Utah.

City Code: means the City Code of Park City, Utah.

City Council: means the City Council of Park City, Utah.

Debt: means, collectively, General Obligation Debt and Limited Tax Debt.

District: means any one of the DV Snow Park Public Infrastructure District Nos. 1 through 3.

District Act: means the Special District Act and the PID Act.

District No. 1: means the DV Snow Park Public Infrastructure District No. 1.

District No. 2: means the DV Snow Park Public Infrastructure District No. 2.

District No. 3: means the DV Snow Park Public Infrastructure District No. 3.

Districts: means District No. 1, District No. 2, and District No. 3.

District Area: means the property within the Initial District Boundary Map and the Annexation Area Boundary Map.

End User: means any owner, or tenant of any owner, of any improvement within the Districts, who is intended to become the ultimate user of such improvement. By way of illustration, a resident homeowner, renter, commercial property owner, or commercial tenant is an End User. The business entity that constructs homes or commercial structures is not an End User.

Fees: means one or more fees imposed by any District for the payment of costs of administering the Districts, acquiring, improving, constructing, enlarging, or extending improvements, facilities, or property or issuing bonds and paying debt service on district bonds pursuant to Section 17D-4-302 of the PID Act or Section 17B-1-103(j) of the Special District Act.

Financial Plan: means the Financial Plan described in Section VIII which describes (i) the potential means whereby the Public Improvements may be financed; (ii) how the Debt is expected to be incurred; and (iii) the estimated operating revenue derived from property taxes or Fees for the first budget year.

General Obligation Debt: means a Debt that is directly payable from and secured by ad valorem property taxes that are levied by a District and does not include Limited Tax Debt.

Governing Document: means this Governing Document for the Districts approved by the City Council.

Governing Document Amendment: means an amendment to the Governing Document approved by the City Council in accordance with the City's ordinance and the applicable state law and approved by the Boards in accordance with applicable state law.

Initial District Boundaries: means the boundaries of the area described in the Initial District Boundary Map.

Initial District Boundary Map: means the map attached hereto as Exhibit C, describing the initial boundaries of the Districts.

Limited Tax Debt: means a debt that is directly payable from and secured by ad valorem property taxes that are levied by the District which may not exceed the Maximum Debt Mill Levy.

Maximum Debt Mill Levy: means the maximum mill levy the District is permitted to impose for payment of Debt as set forth in Section VIII.D below.

Maximum Debt Mill Levy Imposition Term: means the maximum term for imposition of a mill levy for any given series of bonds as set forth in Section VIII.E below.

Municipal Advisor: means a consultant that: (i) advises Utah governmental entities on matters relating to the issuance of securities by Utah governmental entities, including matters such as the pricing, sales and marketing of such securities and the procuring of bond ratings, credit enhancement and insurance in respect of such securities; (ii) shall be an underwriter, investment banker, or individual listed as a public finance advisor in the Bond Buyer's Municipal Market Place; and (iii) is not an officer or employee of the District and has not been otherwise engaged to provide services in connection with the transaction related to the applicable Debt.

Project: means collectively, the developments or properties commonly referred to as Snow Park at Deer Valley.

PID Act: means Title 17D, Chapter 4 of the Utah Code, as amended from time to time and any successor statute thereto.

Public Improvements: means a part or all of the improvements authorized to be planned, designed, acquired, constructed, installed, relocated, redeveloped and financed as generally described in the Special District Act to serve the future property owners and inhabitants of the District Area as determined by the Board.

Regional Improvements: means Public Improvements and facilities that benefit the District Area and which are to be financed pursuant to Section VII below.

Residential District: means District No. 3 which is a District including residential units within its boundaries.

Special District Act: means Title 17B of the Utah Code, as amended from time to time.

State: means the State of Utah.

Taxable Property: means real or personal property within the District Area subject to ad valorem taxes imposed by the District.

Trustee: means a member of the Board.

Utah Code: means the Utah Code Annotated 1953, as amended.

III. BOUNDARIES

The area of the Initial District Boundaries includes approximately .69 acre, comprised of 0.23 acres for each District. The Annexation Area Boundaries includes approximately 24.06 acres and includes the Initial District Boundaries. A legal description of the Initial District Boundaries and the Annexation Area Boundaries is attached hereto as Exhibit A. A vicinity map is attached hereto as Exhibit B. A map of the Initial District Boundaries and Annexation Area Boundaries is attached hereto as Exhibit C. It is anticipated that the District's boundaries may change from time to time as it undergoes annexations and withdrawals pursuant to Section 17B-4-201, Utah Code, subject to Article V below. Annexations may occur on parcels, lots and units created vertically within the Annexation Area Boundaries depicted on Exhibit C.

IV. PROPOSED LAND USE

The District Area consists of approximately 24.06 acres of undeveloped land. Approval of this Governing Document by the City does not imply approval of the development of a specific area within the Districts, nor does it imply approval of the number of residential units or the total site/floor area of commercial buildings identified in this Governing Document or any of the exhibits attached thereto, unless the same is contained within an Approved Development Plan.

V. DESCRIPTION OF PROPOSED POWERS, IMPROVEMENTS AND SERVICES

A. Powers of the Districts and Governing Document Amendment.

The Districts shall have the power and authority to provide the Public Improvements within and without the boundaries of the Districts as such power and authority is described in the District Act, and other applicable statutes, common law and the Constitution, subject to the limitations set forth herein.

1. Operations and Maintenance Limitation. The purpose of the Districts is to plan for, design, acquire, construct, install, relocate, redevelop and finance the Public Improvements. The Districts shall dedicate the Public Improvements to the City or other appropriate public entity or owners association in a manner consistent with an Approved Development Plan and other rules and regulations of the City and applicable provisions of the City Code, or the Districts shall be authorized, but not obligated, to own, operate and maintain Public Improvements not otherwise required to be dedicated to the City or other public entity.

2. Reserved.

3. Construction Standards Limitation. The Districts will ensure that the Public Improvements the Districts construct are designed and constructed in accordance with the standards and specifications of the City and of other governmental entities having proper jurisdiction. To the extent the Districts are constructing the Public Improvements, they will obtain

the City's approval of civil engineering plans and will obtain applicable permits for construction and installation of Public Improvements prior to performing such work. Public Improvements shall be subject to the ordinary inspection and approval procedures of the City and other governmental entities having proper jurisdiction.

4. Procurement. The Districts shall be subject to the Utah Procurement Code, Title 63G, Chapter 6a. Notwithstanding this requirement, the Districts may acquire completed or partially completed improvements for fair market value as reasonably determined by any one of a surveyor or engineer that such District employs or engages to perform the necessary engineering services for and to supervise the construction or installation of the improvements.

5. Privately Placed Debt Limitation. Prior to the issuance of any privately placed Debt, a District shall obtain the certification of a Municipal Advisor substantially as follows:

We are [I am] a Municipal Advisor within the meaning of the District's Governing Document.

We [I] certify that (1) the net effective interest rate to be borne by [insert the designation of the Debt] does not exceed a reasonable current [tax-exempt] [taxable] interest rate, using criteria deemed appropriate by us [me] and based upon our [my] analysis of comparable high yield securities; and (2) the structure of [insert designation of the Debt], including maturities and early redemption provisions, is reasonable considering the financial circumstances of the District.

6. Annexation and Withdrawal. The Districts shall not include within any of their boundaries any property outside the District Area without the prior written consent of the City. The City, by approval of this Governing Document, has consented to the annexation of any area within the Annexation Area Boundaries into any of the Districts. Such area may only be annexed upon such District obtaining consent of all property owners and registered voters, if any, within the area proposed to be annexed as may be required by the PID Act and the passage of a resolution of such District's Board approving such annexation.

(a) The City, by approval of this Governing Document, has consented to the withdrawal of any area within the District Boundaries from any of the Districts. Such area may only be withdrawn upon such District obtaining consent of all property owners and registered voters, if any, within the area proposed to be withdrawn as may be required by the PID Act and the passage of a resolution of such District's Board approving such annexation.

(b) Any annexation or withdrawal shall be in accordance with the requirements of the PID Act.

(c) Upon any annexation or withdrawal, such District shall provide the City a description of the revised boundaries of the District.

(d) Annexation or withdrawal of any area in accordance with this Section V.A.6(a) and (b) shall not constitute an amendment of this Governing Document.

7. Overlap Limitation. The boundaries of the Districts shall not overlap, such that the same property is taxed by more than one District, unless the aggregate mill levy for payment of Debt of the overlapping Districts will not at any time exceed the Maximum Debt Mill Levy of the Districts. Additionally, the boundaries of the Districts shall not overlap the boundaries of any other financing district which is not a traditional service provider unless the aggregate mill levy for payment of Debt of the applicable District and such districts will not at any time exceed the Maximum Debt Mill Levy of the Districts. The boundaries of the Districts do not need to be contiguous but they may not extend beyond the Annexation Area Boundaries.

8. Initial Debt. On or before the effective date of an Approved Development Plan, the District shall not: (a) issue Debt and/or (b) impose a mill levy for the payment of Debt and collect Fees and Assessments for the purpose of repayment of Debt.

9. Debt Issuance Limitation. Each District shall not issue Debt in excess of what is allowed by law. The Districts may not issue Assessment Bonds.

10. Bankruptcy Limitation. All of the limitations contained in the Governing Document, including, but not limited to, those pertaining to the Maximum Debt Mill Levy, Maximum Debt Mill Levy Imposition Term and the Fees have been established under the authority of the City to approve a Governing Document with conditions pursuant to Section 17D-4-201(5), Utah Code. It is expressly intended that such limitations:

(a) Shall not be subject to set-aside for any reason or by any court of competent jurisdiction, absent a Governing Document Amendment; and

(b) Are, together with all other requirements of Utah law, included in the "political or governmental powers" reserved to the State under the U.S. Bankruptcy Code (11 U.S.C.) Section 903, and are also included in the "regulatory or electoral approval necessary under applicable non-bankruptcy law" as required for confirmation of a Chapter 9 Bankruptcy Plan under Bankruptcy Code Section 943(b)(6).

Any Debt, issued with a pledge or which results in a pledge, that exceeds the Maximum Debt Mill Levy and the Maximum Debt Mill Levy Imposition Term, shall be deemed a material modification of this Governing Document and shall not be an authorized issuance of Debt unless and until such material modification has been approved by the City as part of a Governing Document Amendment.

11. Governing Document Amendment Requirement.

(a) This Governing Document has been designed with sufficient flexibility to enable the Districts to provide required facilities under evolving circumstances without the need for numerous amendments. Actions of the Districts which violate the limitations set forth in V.A.1-9 above or in VIII.B-G. shall be deemed to be material modifications to this Governing Document and the City shall be entitled to all remedies available under State and local law to enjoin such actions of the Districts.

(b) Subject to the limitations and exceptions contained herein, this Governing Document may be amended by passage of a resolutions of the City and the Districts approving such amendment.

B. Preliminary Engineering Survey.

The Districts shall have authority to provide for the planning, design, acquisition, construction, installation, relocation, redevelopment, maintenance, and financing of the Public Improvements within and without the boundaries of the Districts, as specified in application materials relating to the Districts and as may be further defined in an Approved Development Plan. An estimate of the costs of the Public Improvements which may be planned for, designed, acquired, constructed, installed, relocated, redeveloped, maintained or financed was prepared based upon a preliminary engineering survey and estimates derived from the zoning on the property in the District Area and is approximately Five Hundred Million Dollars (\$500,000,000.00).

All of the Public Improvements will be designed in such a way as to assure that the Public Improvements standards will be compatible with those of the City and/or any other applicable public entity and shall be in accordance with the requirements of the Approved Development Plan. All construction cost estimates are based on the assumption that construction conforms to applicable local, State or Federal requirements.

C. Multiple District Structure.

It is anticipated that the Districts, collectively, will undertake the financing and construction of the Public Improvements. The nature of the functions and services to be provided by each District may be clarified in an interlocal agreement between and among the Districts. All such agreements will be designed to help assure the orderly development of the Public Improvements and essential services in accordance with the requirements of this Governing Document. Said interlocal agreement may be amended by mutual agreement of the Districts without the need to amend this Governing Document.

VI. THE BOARD OF TRUSTEES

A. Board Composition. Each Board shall be composed of 5 Trustees who shall be appointed by the City Council, or the respective Board as set forth below, pursuant to the PID Act as may be amended from time-to-time. All Trustees shall be at large seats. Trustee terms for each District shall be staggered with initial terms as follows: Trustees 2 and 4 shall serve an initial term of 4 years; Trustees 1, 3, and 5 shall serve an initial term of 6 years. All Trustees are deemed to be appointed upon on the date of issuance of a certificate of creation by the Office of the Lieutenant Governor of the State of Utah and the terms thereof commence on that date. In accordance with the PID Act, appointed Trustees shall not be required to be residents of such District.

B. Future Board Composition

1. District No. 1 and District No. 2 - Districts without Registered Voters. For any District which is not anticipated to include any residential property, the Board shall continue

to be appointed by the City Council and comprised of owners of land or agents and officers of an owner of land within the boundaries of the District. Any property owner owning at least 1/5 of the taxable value of the property within such District shall be entitled to nominate one trustee seat for each 1/5 value (provided that the City retains discretion to reject any nominee and request a new nominee from such property owner). Notwithstanding the foregoing, should S.B. 241 – Limited Purpose Local Government Amendments be passed by the Utah Legislature during the 2025 legislative session, this Section V.I.B.1., to the extent permitted by the PID Act, shall be modified such that each Board, may appoint or reappoint Trustees to the Board so long as such appointee meets the eligibility requirements set forth in the PID Act.

2. District No. 3 – Residential District with Registered Voters: For a District anticipated to include residential property, at the time of annexation of property into a District, such District shall estimate the total number of residential units within the Residential District at full buildout of the property within the Residential District (the “Anticipated Units”). Upon any annexation or withdrawal in accordance with this Governing Document, any affected District may adjust its Anticipated Units to reflect such boundary change. Respective board seats shall transition from appointed to elected seats in such Residential District according to the following milestones:

(a) Trustee 1 shall transition to an elected seat after the end of a full term during which certificates of occupancy have been issued for 60% of the Anticipated Units.

(b) Trustee 2 shall transition to an elected seat after the end of a full term during which certificates of occupancy have been issued for 70% of the Anticipated Units.

(c) Trustee 3 shall transition to an elected seat after the end of a full term during which certificates of occupancy have been issued for 80% of the Anticipated Units.

(d) Trustee 4 shall transition to an elected seat after the end of a full term during which certificates of occupancy have been issued for 90% of the Anticipated Units.

(e) Trustee 5 shall transition to an elected seat after the end of a full term during which certificates of occupancy have been issued for 100% of the Anticipated Units.

C. Reelection and Reappointment. Upon the expiration of a Trustee's respective term, the City Council shall either reappoint the Trustee to the Board or appoint a new Trustee to the Board provided that such new Trustee is a surface owner of land or an agent or officer of a surface owner of land that underlies the improvements that are acquired, constructed, installed, owned, or operated within the boundaries of the District. Notwithstanding the foregoing, should S.B. 241 – Limited Purpose Local Government Amendments be passed by the Utah Legislature during the 2025 legislative session, this Section V.I.C., to the extent permitted by the PID Act, shall be modified such that each Board, upon expiration of a Trustee’s respective term, reappoint the Trustee to the Board or appoint a new Trustee to the Board so long as such appointee meets the eligibility requirements set forth in the PID Act.

D. Vacancy. Any vacancy on the Board shall be filled by appointment by the City Council, provided that such new Trustee is a surface owner of land or an agent or officer of a surface owner of land that underlies the improvements that are acquired, constructed, installed,

owned, or operated within the boundaries of the District. Notwithstanding the foregoing, should S.B. 241 – Limited Purpose Local Government Amendments be passed by the Utah Legislature during the 2025 legislative session, this Section V.I.D., to the extent permitted by the PID Act, shall be modified such that each Board may fill any trustee vacancies with an individual that meets the eligibility requirements set forth in the PID Act.

E. Compensation. Unless otherwise permitted by the PID Act, only Trustees who are residents of the District may be compensated for services as Trustee. Such compensation shall be in accordance with State Law.

F. Conflicts of Interest. Trustees shall disclose all conflicts of interest. Any Trustee who discloses such conflicts in accordance with 17D-4-202 and 67-16-9, Utah Code, shall be entitled to vote on such matters.

VII. REGIONAL IMPROVEMENTS

The Districts shall be authorized to provide for the planning, design, acquisition, construction, installation, relocation and/or redevelopment and a contribution to the funding of the Regional Improvements and fund the administration and overhead costs related to the provisions of the Regional Improvements.

VIII. FINANCIAL PLAN

A. General.

The Districts shall be authorized to provide for the planning, design, acquisition, construction, installation, relocation and/or redevelopment of the Public Improvements from their revenues and by and through the proceeds of Debt to be issued by such District. In addition, the Districts shall be permitted to finance the prepayment of impact fees for the Project. The Financial Plan for the Districts shall be to issue such Debt as the Districts can reasonably pay within the Maximum Debt Mill Levy Imposition Term from revenues derived from the Maximum Debt Mill Levy, Assessments, Fees, and other legally available revenues. So long as Debt is issued in accordance with the provisions of this Governing Document, there is no limit to the amount of Debt that may be issued by any District. The total Debt shall be permitted to be issued on a schedule and in such year or years as the Districts determine shall meet the needs of the Financial Plan referenced above and phased to serve development as it occurs. All bonds and other Debt issued by the Districts may be payable from any and all legally available revenues of the Districts, including general ad valorem taxes to be imposed upon all Taxable Property within the District, Fees, and Assessments. The Districts may also rely upon various other revenue sources authorized by law. These will include the power to assess Fees, penalties, or charges, including as provided in Section 17D-4-304, Utah Code, as amended from time to time.

B. Maximum Interest Rate and Maximum Underwriting Discount.

The interest rate on any Debt is expected to be the market rate at the time the Debt is issued. In the event of a default, the proposed maximum interest rate on any Debt is not expected to exceed eighteen percent (18%). The proposed maximum underwriting discount will be five

percent (5%). Debt, when issued, will comply with all relevant requirements of this Governing Document, State law and Federal law as then applicable to the issuance of public securities.

C. C-PACE Bonds.

Each District is permitted to issue C-PACE Bonds in accordance with the C-PACE Act. Any Assessments issued under the C-PACE Act may be repayable in accordance with the provisions of such statute.

D. Maximum Debt Mill Levy.

(a) The "Maximum Debt Mill Levy" shall be the maximum mill levy the Districts are permitted to impose upon the taxable property within the Districts for payment of Limited Tax Debt and administrative expenses.

(b) For a District anticipated at the time of issuance of Debt to include for sale residential uses, such maximum shall be 0.015 per dollar of taxable value of taxable property in such District.

(c) For a District anticipated at the time of issuance of Debt to include no residential uses, such maximum shall be 0.015 per dollar of taxable value of taxable property in such District.

(d) The foregoing Maximum Debt Mill Levies shall be subject to adjustment as provided in Section 17D-4-301(8), Utah Code.

(e) Such Maximum Debt Mill Levy may only be amended pursuant to a Governing Document Amendment and as provided in Section 17D-4-202, Utah Code.

E. Maximum Debt Mill Levy Imposition Term. Each bond issued by the Districts shall mature within Thirty-One (31) years from the date of issuance of such bond. In addition, no mill levy may be imposed for the repayment of a series of bonds after a period exceeding Forty (40) years from the first date of imposition of the mill levy for such bond (the "Maximum Debt Mill Levy Imposition Term").

F. Debt Repayment Sources.

The Districts may impose a mill levy on taxable property within its boundaries and Fees as primary sources of revenue for repayment of debt service. The District may also rely upon various other revenue sources authorized by law. At the Districts' discretion, these may include the power to assess Assessments, penalties, or charges, including as provided in Section 17D-4-304, Utah Code, as amended from time to time. Except as described in Section VIII.C(a), the debt service mill levy in the Districts shall not exceed the Maximum Debt Mill Levy or, the Maximum Debt Mill Levy Imposition Term, except for repayment of General Obligation Debt.

The Districts shall not be permitted to charge an End User the costs of any portion of a Public Improvement for which such End User has already paid or is presently obligated to pay through any combination of mill levy, Fees, Assessment, or impact fee. This provision shall not

prohibit the division of costs between mill levies, Fees, Assessments, or impact fees, but is intended to prevent double charging of End Users for the costs of Public Improvements.

G. Debt Instrument Disclosure Requirement.

In the text of each Bond and any other instrument representing and constituting Debt, the Districts shall set forth a statement in substantially the following form:

By acceptance of this instrument, the owner of this Bond agrees and consents to all of the limitations in respect of the payment of the principal of and interest on this Bond contained herein, in the resolution of the District authorizing the issuance of this Bond and in the Governing Document for creation of the District.

Similar language describing the limitations in respect of the payment of the principal of and interest on Debt set forth in this Governing Document shall be included in any document used for the offering of the Debt for sale to persons, including, but not limited to, a developer of property within the boundaries of the Districts.

H. Security for Debt.

The Districts shall not pledge any revenue or property of the City as security for the indebtedness set forth in this Governing Document. Approval of this Governing Document shall not be construed as a guarantee by the City of payment of any of the Districts' obligations; nor shall anything in the Governing Document be construed so as to create any responsibility or liability on the part of the City in the event of default by the Districts in the payment of any such obligation.

I. Districts' Operating Costs.

The estimated cost of acquiring land, engineering services, legal services and administrative services, together with the estimated costs of the Districts' organization and initial operations, are anticipated to be two hundred and fifty thousand dollars (\$250,000), which will be eligible for reimbursement from Debt proceeds.

In addition to the capital costs of the Public Improvements, the Districts will require operating funds for administration and to plan and cause the Public Improvements to be constructed. The first year's operating budget is estimated to be approximately fifty thousand dollars (\$50,000) which is anticipated to be derived from property taxes and other revenues.

J. Bond and Disclosure Counsel; Municipal Advisor.

It is the intent of the City that the Districts shall use competent and nationally recognized bond and disclosure counsel with respect to District Bonds to ensure proper issuance and compliance with this Governing Document. The Districts shall select and appoint bond and disclosure counsel with respect to District Bonds and also a Municipal Advisor with respect to the issuance of any privately placed debt.

IX. ANNUAL REPORT

A. General.

Each of the Districts shall be responsible for submitting an annual report to the City Manager's Office no later than 210 days following the end of such District's fiscal year, beginning with fiscal year 2024.

B. Reporting of Significant Events.

The annual report shall include information as to any of the following:

1. Boundary changes made or proposed to the Districts' boundaries as of the last day of the prior fiscal year, if changed from the prior year.
2. List of current interlocal agreements, if changed from the prior year (to be delivered to the City Council upon request);
3. Names and terms of current Board members and officers;
4. District office contact information, if changed from the prior year;
5. Rules and regulations of the District regarding bidding, conflict of interest, contracting, and other governance matters, if changed from the prior year;
6. A summary of any litigation which involves the District Public Improvements as of the last day of the prior fiscal year, if any;
7. Status of the District's construction of the Public Improvements as of December 31 of the prior year and listing all facilities and improvements constructed by the District that have been dedicated to and accepted by the City as of the last day of the prior fiscal year;
8. A list or table of all Fees or Assessments imposed by the District, if changed from the prior year;
9. A table summarizing total debt issued by the District as well as any presently planned debt issuances;
10. Official statements of current outstanding bonded indebtedness, if not previously provided to the City;
11. Current year budget including a description of the Public Improvements to be constructed in such year;
12. Financial statements of the District for the most recent completed fiscal year (such statements shall be audited if required by bond documents or statute);

13. Notice of any uncured events of default by the District, which continue beyond a ninety (90) day period, under any Debt instrument; and

14. Any inability of the District to pay its obligations as they come due, in accordance with the terms of such obligations, which continue beyond a ninety (90) day period.

X. DISSOLUTION

Upon an independent determination of each District Board that the purposes for which such District was created have been accomplished, the District shall file petitions for dissolution, pursuant to the applicable State statutes. In no event shall a dissolution occur until such District has provided for the payment or discharge of all of their outstanding indebtedness and other financial obligations as required pursuant to State statutes, collected or assigned all Fees payable to such District, and disbursed of all assets of such District.

XI. DISCLOSURE TO PURCHASERS

Within thirty (30) days of the issuance of a certificate of incorporation for the Districts, each Board shall record a notice with the recorder of Summit County. Such notice shall (a) contain a description of the boundaries of the District; (b) state that a copy of this Governing Document is on file at the office of the City; (c) state that the District may finance and repay infrastructure and other improvements through the levy of a property tax; (d) state the Maximum Debt Mill Levy of the District; and (e) if applicable, state that the debt may convert to general obligation debt and outline the provisions relating to conversion. Such notice shall further be filed with the City.

In addition, the Applicant and the Board shall ensure that the Applicant, commercial developers, and commercial lessors, as applicable, disclose the following information to End Users:

- (1) All of the information in the first paragraph of this XI;
- (2) A disclosure outlining the impact of any applicable property tax, in substantially the following form:

"Under the maximum property tax rate of the District, for every \$100,000 of taxable value, there would be an additional annual property tax of \$1,500 for the duration of the District's Bonds."
- (3) Such disclosures shall be contained on a separate-colored page of the applicable closing or lease documents and shall require a signature of such end user acknowledging the foregoing.

XII. ENFORCEMENT

IN ACCORDANCE WITH SECTION 17D-4-201(5) OF THE UTAH CODE, THE CITY MAY IMPOSE LIMITATIONS ON THE POWERS OF THE DISTRICT THROUGH THIS GOVERNING DOCUMENT. THE CITY SHALL HAVE THE RIGHT TO ENFORCE ANY OF THE PROVISIONS, LIMITATIONS, OR RESTRICTIONS IN THIS GOVERNING

DOCUMENT AGAINST THE DISTRICT, THROUGH ANY AND ALL LEGAL OR
EQUITABLE MEANS AVAILABLE TO THE CITY, INCLUDING, BUT NOT LIMITED TO,
INJUNCTIVE RELIEF.

EXHIBIT A

Legal Descriptions

DV Snow Park Public Infrastructure District No. 1

A parcel of land located in the southeast quarter of Section 15, Township 2 South, Range 4 East, Salt Lake Base and Meridian, said parcel being described as follows:

Beginning at a point that is North 00°30'11" East 944.85 feet and East 3872.42 feet from the southeast corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian; and running thence East 100.00 feet; thence South 100.00 feet; thence West 100.00 feet; thence North 100.00 feet to the point of beginning.

The Basis of Bearing for the above description is North 00°30'11" East 2630.05 feet between the southeast corner and the east quarter corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian.

Description contains 10,000 square feet = 0.23 acres

DV Snow Park Public Infrastructure District No. 2

A parcel of land located in the southeast quarter of Section 15, Township 2 South, Range 4 East, Salt Lake Base and Meridian, said parcel being described as follows:

Beginning at a point that is North 00°30'11" East 430.71 feet and East 3793.51 feet from the southeast corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian; and running thence East 100.00 feet; thence South 100.00 feet; thence West 100.00 feet; thence North 100.00 feet to the point of beginning.

The Basis of Bearing for the above description is North 00°30'11" East 2630.05 feet between the southeast corner and the east quarter corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian.

Description contains 10,000 square feet = 0.23 acres

DV Snow Park Public Infrastructure District No. 3

A parcel of land located in the northeast quarter of Section 22, Township 2 South, Range 4 East, Salt Lake Base and Meridian, said parcel being described as follows:

Beginning at a point that is East 3813.64 feet and South 279.08 feet from the southeast corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian; and running thence East 100.00 feet; thence South 100.00 feet; thence West 100.00 feet; thence North 100.00 feet to the point of beginning.

The Basis of Bearing for the above description is North 00°30'11" East 2630.05 feet between the southeast corner and the east quarter corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian.

Description contains 10,000 square feet = 0.23 acres

Annexation Area

A parcel of land located in the southeast quarter of Section 15 and the northeast quarter of Section 22, Township 2 South, Range 4 East, Salt Lake Base and Meridian, said parcel being described as follows:

Beginning at a point that is South 00°30'11" West 1417.99 feet and East 4019.03 feet from the east quarter corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian, said point also being on the west right-of-way of Deer Valley Drive East Section "B", recorded March 1, 1982, as Entry No. 188988 in the B", recorded March 1, 1982, as Entry No. 188988 in the , recorded March 1, 1982, as Entry No. 188988 in the Office of the Recorder, Summit County, Utah; and running thence coincident with the west right-of-way of Deer Valley Drive East Section "B" the following four (4) courses: 1) South 00°40'00" West 408.75 feet to a point on B" the following four (4) courses: 1) South 00°40'00" West 408.75 feet to a point on a curve to the right having a radius of 878.16 feet, of which the radius point bears North 89°20'00" West; thence 2) along the arc of said curve 127.48 feet through a central angle of 08°19'03" to a point of reverse curve to the left having a radius of 870.52 feet, of which the radius point bears South 81°00'57" East; thence 3) along the arc of said curve 136.50 feet through a central angle of 08°59'03"; thence 4) South 800.00 feet; thence South 59.02 feet to a point on a curve to the left having a radius of 50.00 feet, of which the radius point bears East; thence along the arc of said curve 62.62 feet through a central angle of 71°45'39"; thence South 71°45'39" East 6.36 feet to a point on a non tangent curve to the right having a radius of 309.90 feet, of which the radius point bears North 69°30'28" West, said point being on the west boundary of Powder Run Condominiums, recorded November 1, 1985, as Entry No. 241128 in the Office of the Recorder, Summit County, Utah; thence coincident with Powder Run Condominiums the following three (3) courses: 1) along the arc of said curve 51.43 feet through a central angle of 09°30'28"; thence 2) South 30°00'00" West 23.67 feet; thence 3) South 51°00'00" East 114.86 feet to the west boundary of Deer Crest Hotel Subdivision Plat, recorded May 16, 2005, as Entry No. 736261 in the Office of the Recorder, Summit County, Utah; thence coincident with Deer Crest Hotel Subdivision Plat the following two (2) courses: 1) South 11°55'00" West 245.62 feet; thence 2) South 89°56'57" East 6.84 feet to the west boundary of Black Diamond Subdivision recorded September 18, 2000, as Entry No. 573025 in the Office of the Recorder, Summit County, Utah; thence coincident with the west boundary of Black Diamond Subdivision the following nine (9) courses: 1) South 11°55'00" West 76.60 feet to a point on a non tangent curve to the right having a radius of 59.50 feet, of which the radius point bears South 72°39'30" West; thence 2) along the arc of said curve 38.67 feet through a central angle of 37°14'08"; thence 3) South 19°53'38" West 62.78 feet; thence 4) North 70°06'22" West 5.50 feet; thence 5) South 19°53'38" West 27.00 feet; thence 6) North 70°06'22" West 25.00 feet; thence 7) South 62°39'43" West 30.00 feet; thence 8) South 35°56'44" West 22.53 feet; thence 9) South 08°18'18" West 80.89 feet to the south boundary of that certain Special Warranty Deed recorded August 6, 2021, as Entry No. 1170158 in Book 2683 at Page 1822 in the Office of the Recorder, Summit County, Utah; thence coincident with the south and west boundaries the following two (2) courses: 1) North 73°01'51" West 544.70 feet; thence 2) North 09°24'46" East 331.96 feet to the southernmost point of Trail's End at Deer Valley, recorded March 18, 2009, as Entry No. 867530 in the Office of the Recorder, Summit County, Utah; thence coincident with the south boundary of Trail's End at Deer Valley North 62°00'00" East 127.02 feet (record 127.00 feet) to the southwesterly corner of Deer Valley Drive South Section "D", recorded March 1, 1982, as Entry No. 188987 in the Office of the Recorder, Summit County, Utah, D", recorded March 1, 1982, as Entry No. 188987 in the Office of the Recorder, Summit County, Utah, , recorded March 1, 1982, as Entry No. 188987 in the Office of the Recorder, Summit County, Utah, said point also being the southeasterly corner of the aforementioned Trail's End at Deer Valley; thence coincident with the westerly right-of-way of Deer Valley Drive South Section "D" and Trail's End at Deer Valley the following D" and Trail's End at Deer Valley the following and Trail's End at Deer Valley the following four (4) courses: 1) North 08°00'00" East 206.11 feet to a point on a curve to the left having a radius of 988.10 feet, of which the radius point bears North 82°00'00" West; thence 2)

along the arc of said curve 379.40 feet through a central angle of 22°00'00" to a point of compound curve to the left having a radius of 290.00 feet, of which the radius point bears South 76°00'00" West; thence 3) along the arc of said curve 142.26 feet through a central angle of 28°06'26"; thence 4) North 42°06'26" West 21.90 feet; thence continuing North 42°06'26" West 29.08 feet coincident with the easterly boundary of Trail's End at Deer Valley to the easternmost point of the Dedication Plat of Lake Flat Road, Section "A" (also known as Royal Street), recorded April 16, A" (also known as Royal Street), recorded April 16, (also known as Royal Street), recorded April 16, 1980, as Entry No. 165813 in the Office of the Recorder, Summit County, Utah; thence North 47°53'34" East 47.72 feet; thence North 37°30'27" West 67.84 feet; thence North 41°44'02" West 70.59 feet to a point on a curve to the right having a radius of 247.00 feet, of which the radius point bears North 48°15'58" East; thence along the arc of said curve 100.21 feet through a central angle of 23°14'46"; thence North 18°29'16" West 81.14 feet to the northerly right-of-way of the Dedication Plat of Deer Valley Road Section "C", recorded April 16, C", recorded April 16, , recorded April 16, 1980, as Entry No. 165811 in the Office of the Recorder, Summit County, Utah; thence coincident with the northerly right-of-way of Deer Valley Road Section "C" North 56°25'40" West 206.59 feet to the southerly C" North 56°25'40" West 206.59 feet to the southerly North 56°25'40" West 206.59 feet to the southerly boundary of Lakeside at Deer Valley Condominiums, recorded March 1, 1982, as Entry No. 189016 in the Office of the Recorder, Summit County, Utah; thence coincident with the southerly boundary of Lakeside at Deer Valley Condominiums the following three (3) courses: 1) North 33°34'20" East 15.00 feet; thence 2) South 56°25'40" East 169.67 feet; thence 3) North 71°00'00" East 224.30 feet, of which the easterly 21.16 feet of the aforementioned third course also being coincident with the northerly boundary of that certain Special Warranty Deed recorded August 6, 2021, as Entry No. 1170159 in Book 2683 at Page 1827 in the Office of the Recorder, Summit County, Utah; thence coincident with said Special Warranty Deed East 111.20 feet to the boundary of that certain Special Warranty Deed recorded July 1, 2021, as Entry No. 1167578 in Book 2676 at Page 1205 in the Office of the Recorder, Summit County, Utah; thence coincident with said Special Warranty Deed the following three (3) courses: 1) North 536.77 feet; thence 2) North 59°04'00" East 49.70 feet; thence 3) East 332.69 feet to the point of beginning.

The Basis of Bearing for the above description is South 00°30'11" West 2630.05 feet between the east quarter corner and the southeast corner of Section 16, Township 2 South, Range 4 East, Salt Lake Base and Meridian.

Description contains approximately 24.06 acres.

EXHIBIT B

Park City Vicinity Map

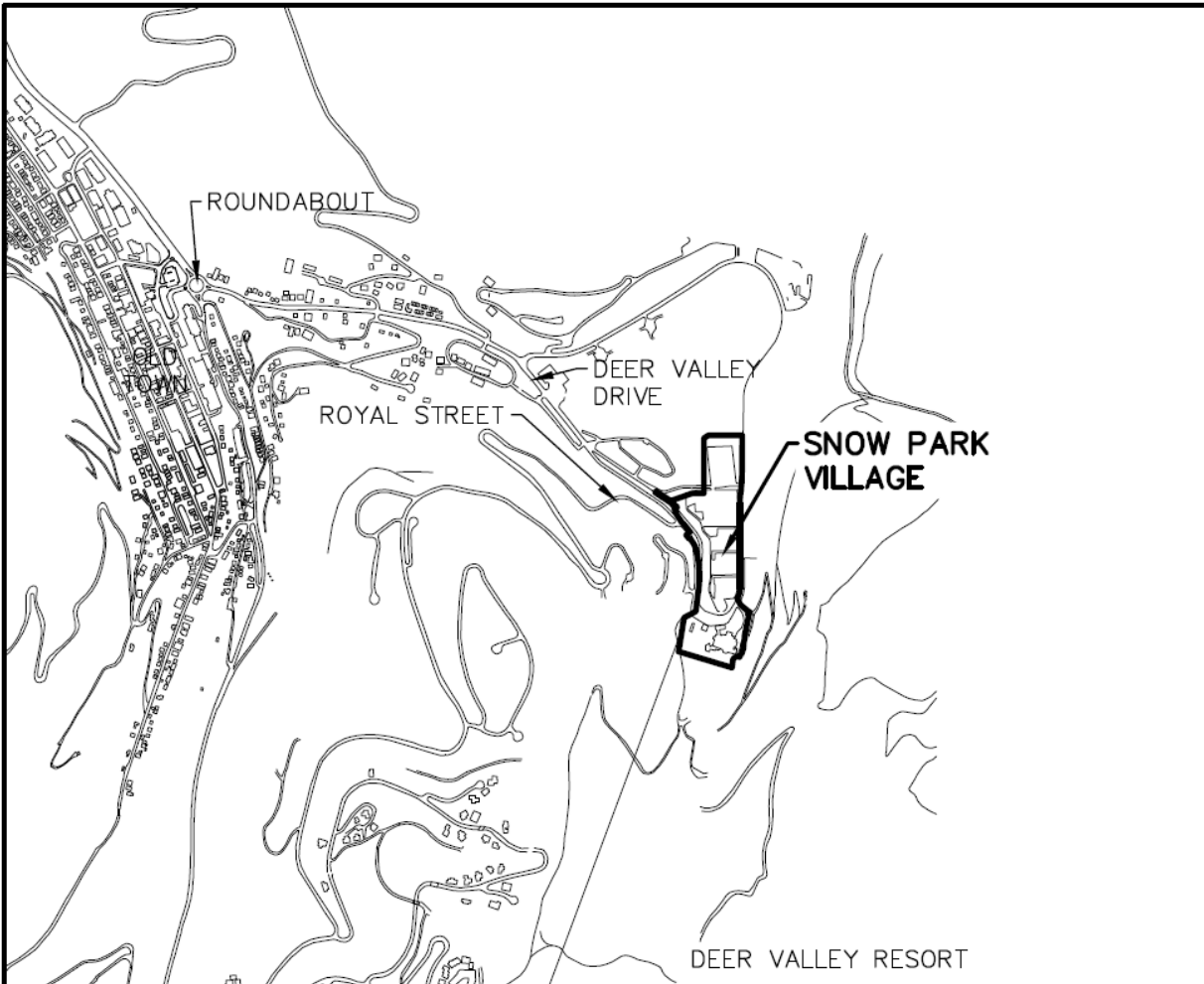
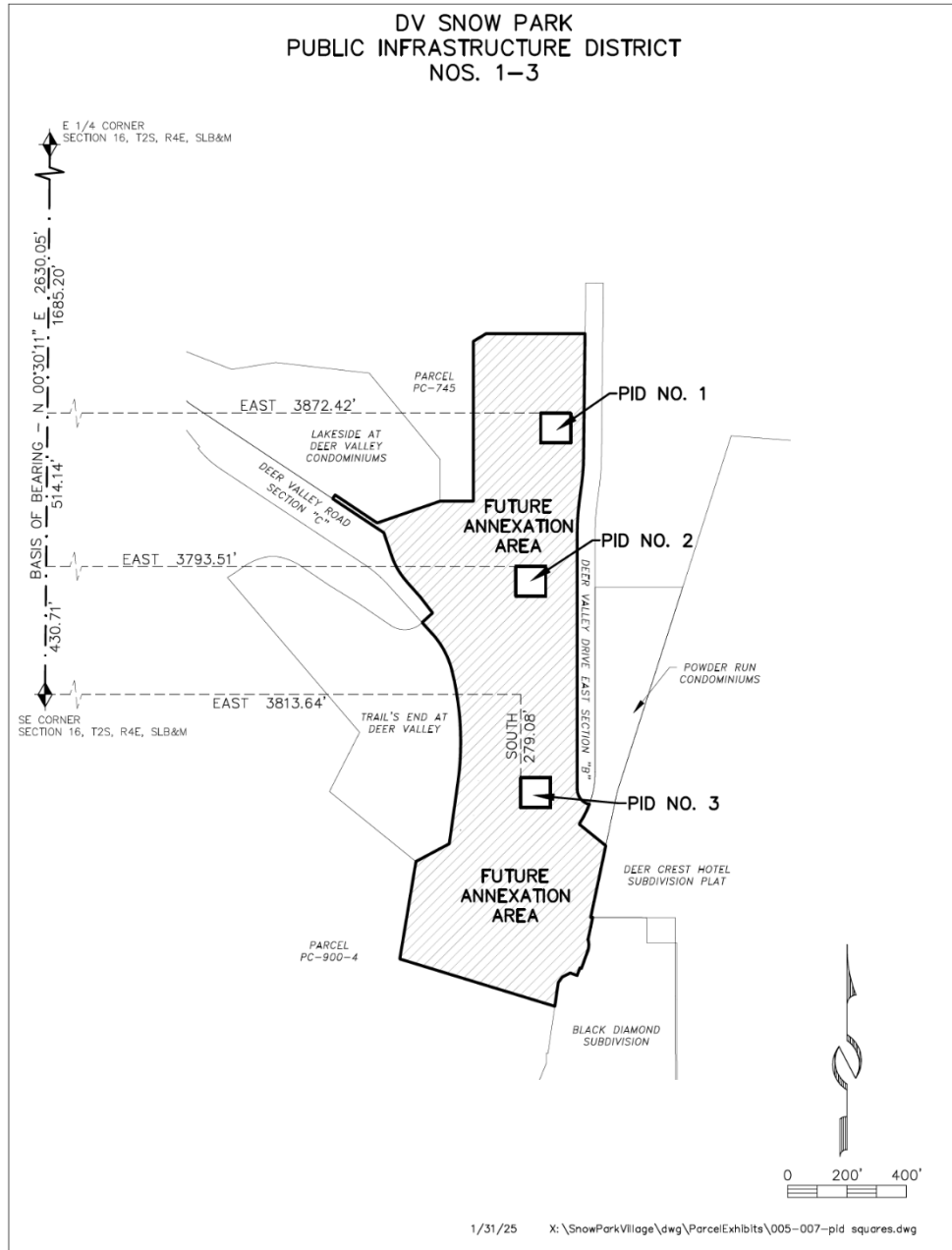


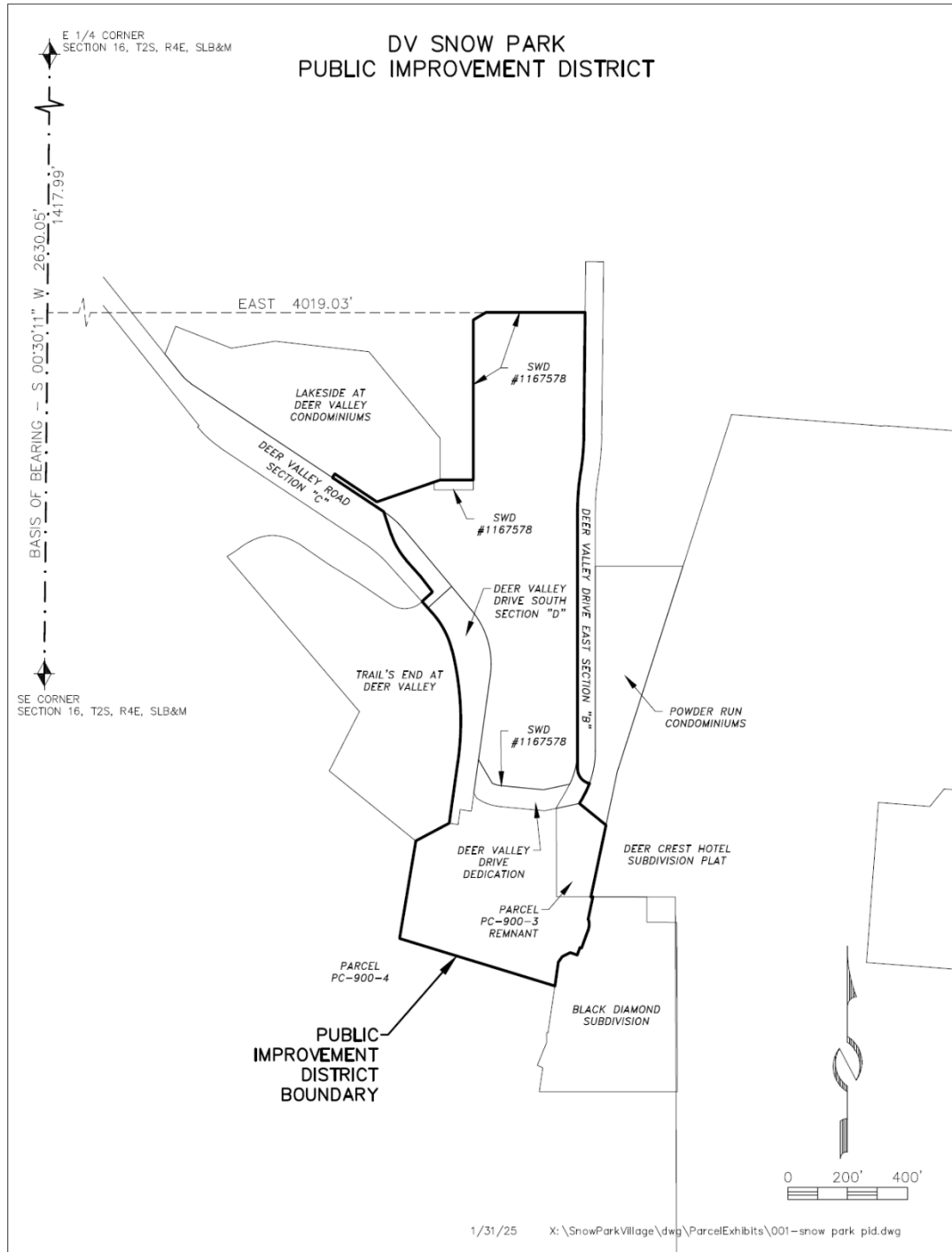
EXHIBIT C

Initial District and Annexation Area Boundaries Map

Initial District Boundaries Map



Annexation Area Boundary Map





March 4, 2025

VIA EMAIL: JBRIGGS@PARKCITY.ORG

Mr. Jed Briggs
Park City Municipal Corporation
445 Marsac Avenue
Park City, UT 84060

Re: DV Snow Park Public Infrastructure Districts

Dear Jed:

This letter is in response to two items raised in the City Council discussion on February 27th regarding the PIDs for Snow Park. The first question concerned the potential make-up of the buyers of condominiums in the Snow Park Project. In particular, a council member requested information on who will be the likely buyers. Based on sales trends and our market analysis, we anticipate that the vast majority of our condominium buyers will be second or third home buyers who do not reside full-time in Utah.

The second question concerned other public financing for the project. In accordance with the Letter of Intent which was ratified in December of 2023, the horizontal infrastructure and related public infrastructure were to be partially funded through the use of a Public Infrastructure District (PID) which is before Council. The PID is funded through Mill Levies within the project boundary and parking revenues pledged from the public parking garage. While the scope of the infrastructure is still being iterated, the only request at this time is for the PID. We remain open to further engagement with the city on discussions about how we can work together to help facilitate the City's vision for Main Street and to ensure a cohesive Snow Park and Park City vision.

Upon approval of the PID, we will seek to finalize the PPPA, Plat recordation and other obligations described within the December 2023 Letter of Intent. Deer Valley understands and reaffirms that the PPPA will need be finalized before the vacation plat for Snow Park is recorded and before any DV Snow Park PID would be able to sell bonds in the bond market.

P.O. Box 889, Park City, Utah 84060-0889
2250 Deer Valley Drive South, Park City, Utah 84060

Mr. Jed Briggs
March 4, 2025
Page Two

To date we have provided draft language to the city's staff on the PPPA and we look forward to continuing those discussions with staff and the City Council.

Sincerely,

Karen McShea
Vice President, Community Development

P.O. Box 889, Park City, Utah 84060-0889
2250 Deer Valley Drive South, Park City, Utah 84060