PARK CITY COUNCIL MEETING
SUMMIT COUNTY, UTAH
JUNE 11, 1998

PUBLIC NOTICE IS HEREBY GIVEN that the City Council of Park City, Utah will hold its regularly scheduled meeting at the Marsac Municipal Building, 445 Marsac Avenue, Park City, Utah for the purposes and at the times as described below on Thursday, June 11, 1998.

AGENDA

Closed Session - City Council Work Session Room - Main Level

4:30 p.m. Property acquisition

Work Session - City Council Chambers - Lower Level

5:30 p.m. Evaluation of paid parking program

Posted: 6/8/98

PARK CITY
1884

PARK CITY WORK SESSION NOTES
SUMMIT COUNTY, UTAH
JUNE 11, 1998

Present: Mayor Brad Olch; Council members Hugh Daniels; Roger Harlan; Shauna Kerr; Chuck Klingenstein; and Paul Sincock

Toby Ross, City Manager; Hope Bleecker, Transportation Director; Tom Bakaly, Finance Manager; Paul Lammers, Parking Adjudication Officer; Lloyd Evans, Chief of Police

Consultant: Lloyd deLlamas, Hinderliter, deLlamas & Associates

Public: Ron Purdom, Dee Fisher, Dave Rosenbloom, Judy Taylor, Jane Shaftner, Rich Miller, Steve Hooker, Peter Tomai

Evaluation of Paid Parking Program

The Mayor explained that there will be presentations from staff and the City's consultants; he will entertain questions from Council and then take comment from anyone in the audience. Chuck Klingenstein disclosed that he will have to leave by 6:30 p.m., as his son is graduating.

Hope Bleecker, Transportation Director, explained that the presentation is intended to be a review of the winter season paid parking program. She recognized the hard work of her staff and Ampco. Paid parking was implemented on January 5, 1998 for approximately 100 days and there were technical and customer service issues. She introduced Paul Mannix who observed the parking patterns in the Historic District core over the past several years, which is what the analysis is based upon tonight. Ms. Bleecker explained the process for the presentations.

Ms. Bleecker presented her information with a slide show. She explained that on July 31,1997, the City Council voted to purchase parking meters for Main Street and Swede Alley. There were public hearings prior and after that time, and on October 30, 1997, the City Council adopted specific goals for the parking program to make better use of parking resources throughout the Historic District. Council directed staff to monitor and assess receptiveness to the parking program and there is a log with input from users of the system to measure the results of the program. The staff was also directed to generate enough money to cover program costs. Data was compared to the comprehensive 1996 Wilbur Smith & Associates report. It was discovered that goals were met with respect to decreasing parking duration and space occupancy, there was greater space availability on Main Street and the China Bridge Parking Structure, and over limit parking decreased substantially throughout the core. There were 50% to 60% of motorists who ignored the 30 minute areas, which were used jointly as delivery zones, indicating that there needs to be better enforcement and signage there. In response to a question from Paul Sincock, Ms. Bleecker indicated that the increased level of enforcement occurred in 1997. The pattern in Swede Alley suggested that there are more occupants due in part to additional space being created; prior to paid parking, there was employee and long-term parking. There is a 24 hour time limit on Swede Alley but with a paid parking system, there is more turn-over. Staff believes the exceptional accumulation in Swede Alley could have been the result of the price differential and more availability of parking. She continued that paid parking resulted in better utilization of remote lots adjacent to the core. The same pattern is observed at China Bridge Level 4. Levels 1, 2, 3 were used less as a result of shifting employees who typically parked in these areas and it is recommended to achieve better utilization by a shared permit/paid parking system.

Ms. Bleecker continued that there is a new non-payment category. Out of the 3,773 tickets issued during the course of paid parking, close to one-third were issued for non-payment. It was policy to forgive first-time warning tickets. It was opted not to install individual meters for spaces because it would impact the historic character of Main Street and impair snow removal. Typically, there are non-payment violations with this system and staff would like to ameliorate confusion. During the summer, it is proposed to implement a first-time user information card. There is also a problem with limitations in storing first-time warning ticket information in the equipment. Ms. Bleecker distributed a sample information card to the Council which forgives a first-time ticket and contains parking regulation and system information. She indicated that this will be an asset to the system as user comments indicate that people don't understand how to use the meters.

There are a series of recommendations from the Mayor's Advisory Committee including free Sundays, later start time in the day to 1 p.m. or 2 p.m., no summer program, meters on Main Street only, longer time limitations on Main Street of possibly three hours, and improved signage and information. There are several pluses and minuses associated with some of the recommendations. Ms. Bleecker suggested that the sales tax report be presented, hear from the public, and then address these recommendations individually.

Tom Bakaly, Finance Manager, noted that expenses exceeded revenues by approximately $44,860, which included start-up costs, increased signage, and advertising. Also there was foregone revenue estimated over $100,000 from changes in permitted areas, waived citations, and promotions after the program was underway. For over a year, the Finance Department has been working on a property and sales tax monitoring system and expanded this system to look at Main Street, or other areas in particular. Mr. Bakaly continued with a slide presentation. For purposes of the analysis, Mr. Bakaly explained that the general sales tax figure was used for January through March. He introduced consultant Lloyd de Llamas, principal of Hinderliter, de Llamas & Associates, which is a revenue management company. Mr. deLlamas explained that they not only looked at Main Street, but other retail areas in the City and broke out four specific areas. The standard industrial codes were broken out to categorize individual business in the state of Utah. He emphasized that because there are confidentiality concerns, the codes are grouped into five retail groups relevant to the study. These include (1) apparel and shoes, (2) food service and restaurants, (3) food stores, (4) furniture and appliances, and (5) miscellaneous retail stores. Mr. de Llamas felt that there is a good cross-section of businesses and compared these groups prior to 1998 to determine if there has been skips in market shares. Tourist numbers were also examined. He explained that they perform analyses for 220 cities in California including many resort cities and there are more things that impact retail sales besides parking. Mr. de Llamas explained that seasonal retailers have been having a difficult time as concepts are moving quicker and this needs to be considered in context with everything else. There are also limitations on the data itself as sales tax data is not easy to analyze for economic purposes and they have an obligation to protect the confidentiality of the sales tax payer. Sales tax data will not indicate if the volume increased or prices increased. Mr. de Llamas stated that they attempted to deal with the limitations and looked at changes in market share and tourism.

Through illustration of slides, Mr. Bakaly discussed trends in quarterly receipts. Main Street retail sales track identically with the seasonal fluctuations. Mr. Bakaly pointed out the competition factor, discussed by Mr. de Llamas, and the new businesses on line. The Chamber/Bureau reported that tourism was slightly down in 1998. Chuck Klingenstein pointed out that 1997 was a record year and up 14% over 1996. Tom Bakaly continued that skier days are projected to be off roughly 5% this year. Visitor nights are down about 3%, but transient room tax is about the same from last year; this would tend to suggest that there were fewer visitors, spending more money. Bus ridership was down approximately 9% in 1998, but the trolley ridership on Main Street actually increased. Tom Bakaly felt it important to determine the percentage of businesses located in a particular district and if there has been a shift. There were no significant shifts in market share on upper Main Street, and it increased slightly, probably due to new businesses. Much to what is happening on lower Main Street is attributable to new businesses. In response to questions from Paul Sincock, Mr. Bakaly indicated that there are about 13 new businesses, of which three or four were new and didn't replace existing.

The Finance Director noted that general sales tax increased about 1.6% city-wide over the 1997 quarter, however, the five selected retail areas went down city-wide 3.6%. Mr. Bakaly pointed out that these are directly tied to the tourism industry which is off slightly. The data did not indicate declines in either upper or lower Main Street, and there was a sales tax increase of 7.2%. But when new businesses are considered, sales actually went up only slightly or less than 1% when compared to last year. Almost all of the increase on lower Main Street is due to new businesses. Restaurants on Main Street increased by 11%; city-wide 7%. Apparel and shoes on upper Main Street decreased by 9% compared to total area down 10%. Furniture and appliances were significantly down city-wide. Miscellaneous retail on upper Main Street was up about 13%,but down about 21% city-wide. Mr. Bakaly reiterated that new business contributed to the increase. Restaurants on Main Street account for about 50% of the sales, followed by miscellaneous retail, apparel and shoes, and furniture. There isn't anything in the report that suggests to him that sales on Main Street declined as a result of paid-parking. There wasn't a significant shift among retail types or geographical areas. Mr. Bakaly expressed that this is predicting and explaining people's behavior and stated that he has trouble doing this with his own behavior. He believes this analysis is adequate for what Council is trying to accomplish at this time, and it will be refined over time. There was a discussion of getting some of this information to the Main Street merchants.

Ron Purdom, owner of Texas Reds, stated that his lunch business disappeared with paid parking. Construction workers will not come downtown. Last year in January, they did $167,855; this year $137,000 or $30,700 less. In February of last year revenues were $185,452; this year $143,030 or $42,000 less; in March $217,434 last year and $168,009 this year; which is $48,463 less. He supports the recommendation of starting paid parking at 2 p.m. rather than 11 a.m. Paid parking is confusion and Mr. Purdom relayed that customers are mad when they get to the door. He hasn't seen customers for four months that he used to see three times a week. The parking system is a hassle.

Dee Fisher, office owner on Main Street, stated that the process disturbs her. The Council will not listen to input unless there is a suggestion to modify it. She didn't believe this to be a good attitude and reminded Council that they are elected and can be recalled. The largest group on Main Street are professional offices, which are not in the survey, and they should be brought into the process. Ms. Fisher stated that she was assured personally by a couple of Council members last fall that if paid parking did not work well, the meters would go. She felt Council should be open to that suggestion. If you don't want employees on Main Street, have paid parking at a reasonable rate in the China Bridge for employees and if employees park on Main Street, tow them. Paid parking is making people angry. Ms. Fisher hoped Council maintains an open mind about removing the meters. The China Bridge permit parking system worked well last year. Change Main Street back to the way it used to be.

Dave Rosenbloom, Precision Ski, stated that during paid parking, there were more spaces available and more turnover than ever before. There needs to be some fine tuning, but availability for parking improved for tourists. More parking spaces were available because employers, employees and locals were parking further away from Swede Alley. This fact is proven by the scene on the day immediately following the end of paid parking where Main Street and Swede Alley were full of cars and none were tourist cars. He continued that other than anecdotal evidence from individual merchants, there is no factual, statistical argument to be offered about the existence of a deleterious effect of paid parking on Main Street businesses. A future study would need to be performed by a third party using a number of significant, measurable indices. With the extension of lower Main Street, the number of businesses and condominiums has increased, and the demand for parking substantially. Obviously, this newest addition increases pressure on the entire system which has not been directly addressed. It is reasonable to assume that local dollars spent on Main Street are down significantly, but it is not reasonable to make the assumption that paid parking is to blame for this. He believed that local traffic has decreased in direct proportion to the increased demand for parking. The destination tourist is still our mother lode. Revenues and profitability have not kept pace with rapidly rising rents. Main Street rents are passing those of other comparable resort towns, and new construction rates and renegotiated leases are now approaching ceilings were small businesses simply cannot remain profitable. The pressure of upcoming Olympics is creating a long term negative spiral, the effects of which will surely not be felt until after the Olympics when this city will experience rapid turnover and falling rent rates. Mr. Rosenbloom added that the existing parking system needs to be tweaked, but this is the best short term band-aid solution that has clearly proven itself. There needs to be at least 500 more parking spaces in the next five years; parking is a major determinant factor in buying patterns. The bus system should be completely overhauled, with Main Street as the center of the system, in order to reduce the need for rental cars. He stated that we cannot expect that cars will go away and must rationally deal with the fact that traffic has and will continue to increase exponentially. The ski industry has been in definitive decline and our fate lies not in attracting skiers but keeping families coming back year after year. There needs to be an increase of at least 600 spaces before the Olympics, and a cogent plan to handle 500 employee/merchant cars in a manner acceptable to everyone. He suggested three ideas to reduce parking demands and increase availability. He pointed out that the post office is moving within the next two years and suggested subsidizing people to move their boxes or subsidize delivery. This would reduce traffic by 2,500 to 4,500 cars per week. Stop towing rental cars immediately and have property managers register each rental car with the police. There seems to be enough room between the Sandridge lot and the existing China Bridge parking structure to create a huge parking facility with access rom the Mine Road and Swede Alley.

Chuck Klingenstein stated that he wholeheartedly supports the system and will support the final action which he hopes is for the retention of the system plus any changes Council members find appropriate. One change he supports is the start-up time on an experimental basis. He encouraged business owners to park on the periphery. We need to make sure visitors have access to parking. At this point, he left the meeting.

Judy Taylor, 255 Main Street, felt that one of the key issues is educating the public on paid parking. She displayed a brochure sent out early last season which she found ineffective, expensive and humorless. It missed the mark. This brochure should have contained information about how to use the meters; several months later a simple xeroxed information piece was distributed which was much more effective for the public.

Jane Shaftner, La Niche and Flat Rabbit Gallery, read a letter from Sheila Haloff-Berry indicating that the Main Street Merchants voted unanimously for no paid parking for the summer. If there has to be paid parking, it is recommended that the meters start at 1 p.m. Parking should be free on Sundays. It is unfair to accuse the merchants of whining and continually complaining when it directly hits some of them in the pocketbook. Rugged Elegance will continue to work with the system and give out parking tokens, but Ms. Haloff-Berry did not believe that the merchants should fund the system. Messrs. Sincock and Harlan attended a Main Street Merchants meeting last winter and even though they indicated that many worthwhile suggestions were made, none were implemented. Some people love the system but there are many locals that no longer wish to frequent Main Street and there are very few merchants that she knows of that had a good winter. Ms. Haloff-Berry's letter continued that parking has always been the biggest problem on Main Street and always will be until a parking structure is built on Swede Alley. She pointed out all the money spent for studies, staff, meters, etc. and reiterated the need for a parking garage.

Ms. Shaftner referred to the sales figures and stated that if Council would come to Main Street and personally visit with merchants, they would find that not one merchant had a good winter and business was significantly down. Her business was off 30% for February and March. April and May were both up from last year. She discussed registering employee cars to keep them from parking on Main Street.

Richard Miller, resident, stated that he doesn't visit Main Street when there is paid parking, because it is inconvenient. He doesn't want another gadget in his life like a hang-tag. He relayed a story about an office worker instructed by her boss to wipe off the chalk marks from his car parked on Main Street. Paid parking identified the problem of employees parking on Main Street which needs to be solved.

Kathy Hunter, resident of Prospector Park, pointed out that she has an opposite point of view from Mr. Miller as once paid parking began, it was always easy to find a parking space and she visited Main Street more often because of the availability of parking. She lunched on Main Street frequently.

Steve Hooker, Main Street Association, stated that members unanimously voted for no paid parking in the summer. There was discussion about the membership of the Association and the number who attended the meeting, which represented about one-third of the membership. He was not surprised when the locals began parking again on Main Street on April 15 as the discipline has not been learned yet, and it is unfortunate that it happened so soon. Paid parking opened up parking spaces but there were opinions both ways. The Association is not sure if it is worth it in consideration of the controversy and problems, and businesses that were hurt. It was not a good year. He pointed out the loss of gross sales that will never be recovered and leases are being raised to $40 to $50 per square foot and the customer base is not there to support that kind of rent. There will be people who are put out of business. If the meters remain, the Association believes the hours should be 2 p.m. to 10 p.m. or 11 p.m. and if the restaurants get hurt, it will be clear that it is the meters. We all need to work together and make sure there are open meetings and no hidden agendas, and it is better now than it has been in the past. Mr. Hooker discussed that business is not going to increase as much as one would think for the Olympics. Park City is too close to Salt Lake City. The educational process for paid parking will take a couple seasons and he hoped that revenues from the system will be allocated toward a parking structure. He believes that six new businesses have opened in six new locations, and there was turn-over of about ten businesses last year. When the skier days were down 7% in 1996, the tax revenue was up 30%. Sales tax doesn't really tie to skier days. There were two bad years out of five and 1996 was one of them; this is the first year there has been negative ridership, negative or even sales tax, and a negative business trend. There have been four years in a row, where sales have increased every year, so something affected business other than skier days and maybe other than paid parking. Mr. Hooker believes that one-third of the businesses were up, one third were down, and one-third were even. He reviewed his own percentage surveys for January, February, and March for different types of businesses: (1) down 20%; (2) down 23%; (3) down 12.4%; (4) up 49%; (5) even; (6) down 30%; (7) down 27%; (8) down 40%; (9) up 5%; (10) down 8%; (11) down 7%; (12) down 25%; (13) down 23%; (14) down 43%; (15) down 5%; (16) down 75%; (17) down 25%; and (18) down 25%. If the time is moved to 2 p.m., there may be a huge change. He discussed the importance of becoming competitive in the marketplace. In response to a question from Roger Harlan, Mr. Hooker stated that Association members believe more parking is needed in the form of a parking garage. Mr. Hooker added that Main Street should not be metered but enforced, and revenue should be generated from parking structures. There was discussion about employers and employees parking on Main Street. Ron Purdom interjected that the problem would be solved in there were "regular" parking meters, but the new meters are a hassle and confusing.

Ms. Kerr stated that a Main Street merchant has relayed that he would chose to have a fee assessed on his business license (i.e., $2,000) for a parking garage. Mr. Hooker stated that this is not a Main Street problem; it is a City problem and every property owner should be responsible. Mr. Sincock felt that if every one was down, the sales tax figures would reflect that. He pointed out that 41% of all retail business in the City occurs in the Old Town core; 38% of the entire City's business is done on upper Main Street. Thirty-eight percent of the total tax results in $152,006 and they were $161,000, up 5% over their share of market. It is his conclusion that business was not harmed, even though individual businesses could have been harmed. The City has tried no paid parking and enforcement as up to 70% of the parking was taken up by workers, and voluntary compliance and enforcement didn't work. Changing behavior is only accomplished through financial means. Paul Sincock stated that he would prefer no paid parking in Old Town. The solution isn't only paid parking and there could be other options, but it requires people being responsible. If businesses worked together on this, there wouldn't be a problem. If 60% to 70% of the workers didn't park on Main Street, it would have the same result as paid parking. Roger Harlan added that no one has been able to solve the issue of the "cheat" and the City's solutions aren't better but they are solutions. Steve Hooker noted that another parking structure may not be warranted now, but it will in the future. Mayor Olch agreed, and explained that the City needs to collect data on whether 300 spaces or 800 spaces are needed and paid parking provides that information.

Dee Fisher felt that businesses would cooperate with an employee car registration program rather than lose money. The City should require it. Ms. Kerr pointed out that for the City to enforce the program would be a lost cause, because the City wouldn't know about new hires. Ms.

Fisher suggested that there be fines for non-compliance. There was discussion about this program and marking tires.

Peter Tomai, Aspen Group, Main Street, applauded the Council and staff about doing something about parking and trying to learn from it. The system was user-unfriendly and developed a fair amount of bad will among locals and tourists. His personal observation is that this is a band-aid to a much larger problem -- additional parking. The average parking duration decreased, and he is not sure that is good for a retail establishment and contrary to good business. He offered that people should be attracted to Main Street and kept there as long as possible. The results of the task force session on Main Street and Swede Alley overwhelmingly favored a more pedestrian friendly Main Street. The availability of parking for Main Street needs to be a community value shared by everyone who should be willing to support what it takes to welcome tourism. Creating additional parking will be an economic benefit for downtown and there are creative ways of financing this including additional Main Street retail to offset some of the costs or selling off the air rights from the structure. He is confused about the merchants whining about parking, then whining about paid parking, when no one is willing to take responsibility for their parking trends. He discussed registering employee cars.

Hugh Daniels asked why most of the delivery infractions were waived. Paul Lammers, Adjudication Officer, responded that most of the tickets were issued to merchants who were confused about the new system and he upheld some of them. As time went on, and after reading appeals and prior appeals, he recognized difficulties on Main Street and the Resort Center and began hearing the plea of the appellant better and started waiving tickets. Mr. Lammers explained that some involved merchants, the delivery company, or the driver. Ms. Kerr explained that one of the goals of the Council was to get the delivery vehicles out of the circulation pattern and felt it inappropriate for the merchants to intervene with the appeals. Mr. Lammers explained that there were merchants making deliveries. In some instances, the signage was not clear.

Roger Harlan pointed out that if the paid parking hour is extended to 2 p.m. that workers could conceivably park in front of the store for $3 a day and this is in conflict with getting employees off Main Street. Mr. Harlan recommended capturing the lunch crowd at 1 p.m. and look at extending the length of time on Main Street from two hours to three hours. Ms. Bleecker explained that the three hour limit is the off-season schedule as this was repeatedly requested. Duration limits are a double edged sword. It promotes turn-over and the consultants recognized this as a significant advantage. Ms. Bleecker pointed out that there really isn't a parking problem in the summer until 10 p.m. at night and peaks occur at 11 a.m. The parking program goals are centered around creating more availability during the peaks and a deviation may be in conflict with goals. The City will also have to subsidize an enforcement company to run the time limits and enforce the paid parking until 10 p.m. The enforcement company has some objections to working past 10 p.m. as there are safety issues, and parking meters are more difficult to use after dark. She continued that there are significant cost impacts including meter revenue loss which has not been defined, but will cause the program to go into a deficit. Ms. Kerr asked if numbers could be provided on varying the hours by next week. The City Manager explained that the City doesn't have information on the summer experience, but general ranges could be provided within a week. Paul Sincock stated that he personally does not favor changing the times, and to changes the program for a few businesses, and shift the burden to dinner restaurants may not be wise. Ms. Kerr felt that generally restaurants peak at 7:30 p.m. to 8 p.m. and is not interested in extending it because there isn't a parking problem in the evening. It may be worth experimenting with the start-up time to get locals back on Main Street and lunch may be more significant in the summer than the winter.

Peter Tomai felt that the enforcement of the time limit needs to be maintained and consistent and not starting paid parking until 2 p.m. will not work.

Steve Hooker pointed out that the peak is from 8 p.m. on, and that is where the revenue stream is in the winter. Stopping at 8 p.m. doesn't make sense.

Hugh Daniels noted that the session this evening was pleasant and thanked the merchants and citizens willing to provide their ideas and input in a civil manner. There has been a plan for several years including enforcement to try to meet the needs of downtown. Paid parking moved workers out of prime places and provided information for a future parking garage. He added that there will be some people in town who will not agree that they should pay for it. In the interim, the system has provided additional parking by moving people and the impacts have been different for different businesses. He indicated that his business is in the Historic District in the permit zone and he did not have a good year either, but didn't think parking had anything to do with it. It was a reality check for him that competition changes and Mr. Daniels is personally working on a new advertising and marketing program. There are a number of variables impacting this town, and parking is just one of them. Sales figures were used to be as objective as possible and he may consider changing hours from 1 p.m. to 9 p.m. on an experimental basis. He encouraged merchants to approach him with concerns, and stated that he is disappointed with merchants who won't support other businesses with regard to parking in the remote lots. There are pay and display lots throughout Europe and people are used to them. They are a hassle but the City will work on information and education efforts. He has mixed emotions about free Sundays as it is one of Park City's biggest days and could have a major impacts on revenues, but could support the three hour extension this summer.

Shauna Kerr felt paid parking in the summer is important in order to evaluate the whole program and the meters will be easier to use in the summer. Pavement markers could be used in the summer and there could be better lighting for the meters in the winter. She is not interested in going later with enforcement, as parking diminishes after 8 p.m. and has some interest in accommodating the lunch crowd with a later start-up time. She is afraid that the same people that work on Main Street would be the violators again and agreed with Mr. Harlan's comments that amending the hours could create more problems than solutions. Ms. Kerr stated that she would like to think about this for a week.

Roger Harlan suggested a better way to alert visitors of our paid-parking system. He suggested using paint instead of chalk for enforcement, booting cars that are locally owned, and making the fine so stringent that people would take the time zone regulations seriously. He questioned the wisdom of changing an advertised program as it may be better to be consistent throughout the winter and summer seasons.

Paul Sincock felt that there should be appeals guidelines and policies for the adjudication process and is concerned about waiving so many tickets. He questioned changing the start-up time, but will consider it. Mr. Sincock explained standard meters only take coins. They are unable to collect data, difficult to remove snow around them, and take up parking spaces, but people understand them. Ultimately, he would like no paid parking by registering employees cars with a permit system in the historic core. He would like to investigate strict enforcement, booting cars, and registering cars; consider methods to accomplish the same behavior changes among ourselves so that our guests are welcome here free.

The Mayor thanked the staff and the public for attending and providing input. The Council is listening and attempting to address as many concerns as possible and hopefully there will be a better solution to benefit the merchants and the community at large.

Prepared by Janet M. Scott

PARK CITY

1884

COUNCIL AGENDA REPORT

DATE: June 11, 1998
DEPARTMENT: Public Works
AUTHOR: Hope E. Bleecker, Transportation Director Hope 6/8/98
Tom B. Bakaly, Finance Director TBB
TITLE: Paid Parking Evaluation
TYPE OF ITEM: Information

SUMMARY RECOMMENDATIONS: Staff requests that Council review the first season of the paid parking program. Further, staff seeks input and direction regarding potential program revisions.

DESCRIPTION:

A. Topic. Paid Parking Evaluation

B. Background. In the fall of 1997, the Council voted to implement a paid parking program in the Main Street area. This action followed a recommendation from a 1996 report, which identified paid parking as an integral element in achieving efficient utilization of existing parking resources in the Main Street core. The winter phase of the parking program is now complete; and the program is scheduled to resume on July 1, 1998. When the program was in effect, staff monitored parking, public comment, and revenue in order to assess achievement of the goals adopted by the Council prior to implementation.

The program goals which were adopted on October 30, 1997 were:

a) ***To Manage Parking to Assure Efficient Use of Existing Resources (Spaces)***
b) ***To Monitor and Assess the Receptiveness of Various User Groups to Parking Rates and Regulations***
c) ***To Generate Sufficient Revenue to Pay for Program Costs***
d) ***To Mitigate Unintended Impacts***
(i.e., to monitor daily occurrences and adjust them accordingly in an effort to achieve a parking policy that achieves the above listed goals).

Following the decision to proceed with a paid parking program, the Mayor formed a task force of Main Street merchant, restaurant, and business owners. Their task was to review and develop specific program components such as: the number of months the program would be implemented, time limitations, fee schedules for designated areas, and employee and residential parking policies. The Council later adopted their recommendations in November 1997.

C. Analysis.

Changes in Parking Patterns

In 1996, Wilbur Smith Associates submitted the *Main Street Core Transportation and Parking Analysis*. The report described summer and winter parking conditions and found that off-peak periods (May, June, September, and October) appeared to have a surplus of available parking. However, during the winter season, the study reported parking deficits in excess of 300 spaces. These estimates were derived by analyzing current land use, by observing the Main Street Core circulation and parking conditions, and then considering recommendations from the Urban Land Use Institute for shared parking conditions such as those found in the Main Street Core.

The new parking regulations implemented in January 1998 were designed in the spirit of creating convenient customer parking, and increasing the amount of available parking adjacent to common user destinations. The primary goal of the parking program was to create a better distribution of automobiles throughout the core by filling spaces that were typically unoccupied, and to decrease the duration of automobiles occupying prime parking spaces. Long-term parkers were encouraged to use more remote spaces; and short-term parkers were encouraged to limit their stays in the premium spaces through time limitations, price structure, and enforcement.

Conclusions from the Winter Traffic Data
Paid parking achieved many, though not all of the operating objectives during the winter operation. The significant findings are:

- The average duration in all comparable parking locations decreased in 1998 as compared to 1996 data. Turnover was higher and more spaces were made available.
- The percent of vehicles parking longer than the time limit in all of the comparable parking locations decreased in 1998. Compliance with parking regulations improved.
- The program appears to have caused a shift from Main Street and in the first three levels of the China Bridge Garage to Swede Alley and the free lots. More spaces were available during peak periods on Main and in the Garage. Utilization increased substantially on Swede Alley and in the remote lots,.
- Many vehicles were observed ignoring parking regulations for the 30-minute spaces.
- The permit system in the China Bridge Garage led to underutilized parking in the evening hours.

Accumulation, Utilization, Duration, and Turnover

Sample data were collected for three days in March 1998 so that comparisons could be made to comparable data from 1996. The data measured accumulation, utilization, duration, and turnover. Swede Alley and China Bridge Level 4 showed significant increases in parking occupancy in 1998. Accumulation data showed that the total number of cars parked on Main Street in 1996 followed the same pattern, however there were more spaces available in 1998 on an average weekday and until the early evening on an average Saturday. The number of vehicles parked on the first three levels of the China Bridge parking structure was lower in 1998 as compared to 1996 for all time periods compared. The changes in China Bridge utilization are largely a result of the fact that the third level of the garage was reserved for employees, and shared parking was not employed on levels 1 & 2. The introduction of pay parking in the Main Street core, and reserved parking within the China Bridge Garage, appears to have caused a shift in parking from these locations to China Bridge Level 4, the lot south of City Hall, and into Swede Alley.

Motorists observed the parking restrictions better under the paid parking program in 1998 much better than they did in 1996 under the free program. Sample data illustrate percentage comparisons between 1996 and 1998 for average duration and percent over time limit. The data yielded significant improvements on Main Street and on Swede Alley. The most dramatic comparison was observed on the east side of Main Street, where nearly 19.7% of motorists were observed parking over the two hour time limit in 1996, as compared to only 5.4% who parked over the time limit in 1998. The increase in space turnover is a characteristic common to premium space parking areas on both weekends and weekdays. Intensive enforcement and a general awareness of the parking issue probably account for the improved compliance.

Post Office Parking

There are three locations where free parking is provided to patrons of the post office. Parking duration data was collected at these locations three times per hour. The 15 minute spaces west of the post office and the 30 minute spaces north of the post office seem to be working fairly well with reasonable parking duration and percent over limit numbers. The 30 minute spaces on Swede Alley need more enforcement in order to lower the average parking duration of vehicles and to lower the percentage of vehicles parking longer than the posted time limit. It may be the case that one hour limits are appropriate for Swede Alley because of convenience issues. Several merchants have requested revisions on the posted limitations of those spaces from 30 minutes to one hour.

The data showed more efficient use of existing parking in all areas of the Main Street core except for the China Bridge Garage. Staff recommends shared pay and permit parking in China Bridge in an effort to simplify the program and to improve the use of garage parking spaces.

Violations, Appeals, and Customer Input

The parking regulations were enforced rigorously using four officers seven days per week between the hours of 11:00 a.m. and 8:00 p.m. The fee schedule for violators increased from $10 to $15 and a first time warning notice policy was in effect for the duration of the program. As required by policy set forth in November, staff is required to review the performance of the parking services contractor, Ampco. That review measured fifteen specific requirements for performance such as reporting, ticket accuracy, on-street decorum, etc. Staff has determined that all performance is well above the standards set forth in the City's enforcement contract.

The City established an input and suggestion system by which complaints and suggestions were received by customer service staff. All suggestions were logged, classified, and reviewed on a weekly basis by staff. An appeals process was devised which was separate from the contracted enforcement effort. Approximately 55 complaints and 703 appeals were recorded and are on file at the Public Works Department. Major reasons for complaints were unfamiliarity with the Schlumberger system, inconvenience, mechanical failure, and time limitations. More than 86% of the total appeals resulted in waived tickets (See appeals officer memo, Attachment B).

Most of the violations which occurred were due to non-payment, and exceeding the 30 minute limits. A first time warning policy was employed and is recommended for continuation throughout the paid summer period. The first time warning policy may have mitigated complaints regarding inconvenience, lack of signing, and lack of notice. A substantial amount of ticket revenue was foregone as a result of the policy. The policy was continued because of the value it provided in educating the local and first time visitor to Main Street.

Revenues and Expenses

Paid parking revenues were close to projected revenues. However, due to the "first-time" nature of the program, certain revenue and expenditure categories were different from the original projections. The City incurred additional start-up costs for the program and only received revenue from one pay parking season during FY 1997-98. The budget projections for FY 1998-99 have remained the same for revenues and have increased slightly relating to expenses. It will take a full year of running the program to assess and adjust revenue and expenditure estimates (See Attachment C, revenue/expense spreadsheet).

Revenues

Revenues received from July 1, 1997 through April 15, 1998 are $257,020. Most of these revenues ($216,406) were collected between January 1, 1998 and April 15, 1998, when the pay parking program was in effect. The initial twelve-month program revenue projection was $551,437 as reported in the FY 1997-98 Budget, $415,000 of that amount was related to parking revenue and $137,437 was budgeted for parking tickets. The original revenue budget assumed two seasons of pay parking between July 1, 1997 and June 30, 1998 (pay parking was in effect for only one season during that period.) Listed below are adjustments that were made after the projected revenues were compiled, which caused actual revenue to be lower than originally anticipated:

1) Program promotion ($16,385).
2) 50-cent per hour rate for the second level of China Bridge as opposed to permits ($32,000).
3) First time violation policy of two weeks ($58,725).

Expenses
Total program expenses to date are within the original annual budget estimate of $334,200. All categories are under budget with the exception of marketing, promotion, and signing, which exceeded their budget due to program start-up costs.

Sales Tax Monitoring and Economic Impact

Introduction
As part of its program to monitor the impacts of paid parking, the City has analyzed sales tax data and other available data in an effort to evaluate changes in Main Street retail activity during the winter parking enforcement program. The City has worked closely with its sales tax monitoring consultant Hinderliter, de Llamas & Associates (HdL), the Park City Chamber Bureau, and the Utah State Tax Commission to perform this analysis. HdL has prepared a draft report describing the evaluation, and it is attached to this report (Attachment D). The following is a brief summary of the findings of this study. Staff will present the report to the Mayor's paid parking committee on Tuesday, June 9, 1998. Staff will give a detailed presentation of the study and its findings on June 11, 1998 as part of the paid parking program evaluation.

Background
Since December of 1996, staff has been working to install a sales and property tax monitoring system in an effort to manage the City's two largest revenue sources. For the purpose of this report, the discussion will be limited to sales tax. The City has contracted with HdL to assist with this service. HdL has been in this business for approximately 20 years in California. Park City is one of the first cities in Utah to conduct this level of sales tax analysis. Staff asked HdL to assist with the pay parking implementation sales tax analysis as an extension of their normal sales tax monitoring contract.

Analysis Caveats
Before jumping to the outcomes concerning changes in Main Street retail activity during the winter parking enforcement program, a few caveats are necessary.

1) This type of analysis and sales tax computer program has not been used before in Utah. We have used data from the State that until now were used to account for tax payments rather than facilitate economic analysis. The data are often skewed by late payments, penalties, refunds, and other accounting adjustments. Also, the tax does not offer insight on whether changes occurred because of changes in activity or changes in price. Staff and HdL have taken steps to control for this fact, but data integrity is an issue that needs to be considered and evaluated in the context of this report and as time goes on. Despite these limitations, we believe that we have worked through them and developed a sufficiently accurate analysis of sales activity.

2) The confidentiality of the taxpayer's returns are required to be protected at all times, thereby limiting the ways and amount of information that can be presented. Staff and City Council need to be extremely careful about comments made that can be directly tied to individual businesses. Businesses have been grouped by industry type to control for this constraint. The listing of businesses by industry category is not attached to the report for confidentiality reasons. If necessary, staff is prepared to sit down with individual businesses, if they so choose, and discuss data specific to them. Obviously, this cannot be done in a public format.

3) This study is not a multiple regression statistical analysis. There are many variables such as changes in consumer tastes, spending priorities, population characteristics, weather, new competition and general economic conditions that affect retail spending. We have tried to address each of these areas, but have not necessarily quantified all of them. The purpose of this study was to assess change in retail spending on Main Street. Isolating paid parking as a direct cause of this change is nearly impossible. We can only provide all of the facts and make general suppositions about changes in retail sales and their relation to the implementation of paid parking. City Council and the public will need to draw their own conclusions based upon the facts presented. Remember, we are trying to explain people's behavior. That is difficult to do.

Analysis Methodology

The City selected a total of four (4) geographic areas to compare against the two geographic areas where pay parking was implemented (Upper Main Street and Lower Main Street). Upper and Lower Main Street were delineated because most of the Lower Main Street businesses are relatively new. If we did not separate these areas, business activity in Lower Main Street (north of Heber Avenue) would have significantly skewed the analysis. The four geographic areas are: 1) The Entryway District; 2) The Resort Center District; 3) The Prospector District; and 4) The Deer Valley District. Park City Building Division staff inspected each district to ensure that all businesses were included and were located in the correct district.

As stated above, businesses were placed into industry categories based upon the standard industrial (SIC) codes that they identify on their tax returns. The industry categories used for this study were: 1) Food Service and Restaurants; 2) Furniture and Appliances; 3) Apparel and Shoes; 4) Food Stores; and 5) Miscellaneous Retail. Sales Tax from SIC codes irrelevant to the parking issue such as contractor materials and business to business sales were excluded. A complete listing of the industry codes is provided in the HdL report. Please note that comparisons were made on a district rather than a business-by-business basis. It is possible that an increase or a decrease in the number of businesses could have affected sales tax receipts.

The comparison is between sales occurring in January through March, 1998 and January through March, 1997. It is important to remember that last year was a record sales tax year. Staff has included a 5 year past average for January through March sales for additional information.

There are several components of the sales tax that are charged by the City. These components consist of General Sales, Resort City Sales, Mass Transit Sales, Restaurant and Transient Room Tax. For the purpose of this analysis, only the General Sales Tax figures were used.

Analysis Outcomes
General Sales Tax for all of Park City and all retail categories (not just the five in the study) indicate a 1.6% increase in sales for January through March when compared to the same period in 1997. Various sources of information indicate that the number of Park City visitors from January through March of 1998 was less than 1997. These indicators include an estimated 5% decline in skier days, 3% decline in visitor room nights and a 9.2 % drop in bus passengers. Receipts from the five selected retail groups for the six comparison areas were down City-wide by 3.6% which would be consistent with the visitor dependency of the specified retail selected for comparison.

Sales tax revenues for Upper Main Street increased 7.2% during the comparison quarter and Lower Main Street receipts increased by 17.4%. Market share for both Main Street districts went up substantially. Breakout by specific industry and retail area are included in the report. On average, restaurants on Upper Main Street went up 11% and restaurants City-wide went up 7%. Apparel & Shoes went down on Upper Main Street 9% and Apparel & Shoes City-wide went down 10%. Miscellaneous retail went up on Upper Main by 13% and was down 21% City-wide due to significant declines in the Deer Valley District and the Resort Center District. These changes are averages for entire retail groups. Furniture and Appliances sales went down on Main Street by 58% and was down 26% City-wide. While the percentage increase is large, the actual dollar volume change is not large compared to the other retail categories.

It is important to point out that there were changes in business share within retail groups. Some businesses were up, and some were down. This analysis was not able to study sales impacts on an hourly or daily basis due to the way in which the data is reported by the businesses. Please note that 70% of the City's businesses file their sales tax returns on a quarterly basis.

Conclusion
City-wide sales trends for the retail groups analyzed were consistent with the visitor dependent trends discussed above. In general, there does not appear to be a market share shift of sales from the Main Street area to other areas that did not have paid parking. In specific retail group instances where decreases did occur on Main Street, decreases were City-wide. Sales on Main Street appeared to actually increase. These outcomes are consistent with data received from the Chamber Bureau and the Utah Tax Commission. Staff is prepared to go over these preliminary outcomes in detail with merchants to ensure their accuracy. Staff will continue to test the results as more information becomes available.

There is nothing in this study that would suggest that pay parking had a universal negative impact on business on Main Street. This statement is obviously open for interpretation depending upon individual experience. Staff will continue to monitor this issue. Remember, we are only dealing with three months of data. Staff feels that this study was detailed enough for the evaluation purposes desired by City Council at this time. If significant business fluctuation from Main Street had been an outcome, staff would have perhaps recommended a comprehensive statistical analysis of this issue. Such an analysis would cost between $25,000 - $50,000 and would still be open to interpretation.

Other Issues

Staff received repeated comments or complaints on several operational issues.

Hours of Operation
There is some speculation that lunch business for restaurants was impacted by beginning the pay parking at 11:00 a.m. Commencing pay parking at 2:00 p.m. would address this concern, but would significantly affect the revenue potential of the system. Staff recommends against extending the hours beyond 8:00 p.m. because of the difficulty associated with enforcing time limits late into the evening.

Residential Permit Zones
Visitors to the residential permit zones have complained about the process. Allowing limited time parking could address this concern but that approach may invite visitors to Main Street into the residential area. Moderating our enforcement could have a similar effect.

Short-Term Free Spaces
The 15 and 30 minute spaces have posed a compliance and enforcement problem. Improving the signing and increased enforcement may help. Currently, staff plans to relocate short-term spaces on Swede Alley and to change them to one hour parking. This is recommended after discussions with several merchants who occupy lower Main Street.

Zone 2 Permit
Staff has received several requests from merchants to consider more widespread use of the permit system. We issued over 600 hang clocks to merchants and locals over the winter time and intend to maintain an inventory for summer customers. Despite the convenience and positive response to the hang clock, some merchants have requested a permit system which subsidizes employees slightly more than the hang clock local rate, and extends the permitted areas throughout all of Swede Alley down to Heber Avenue. It is not recommended to change the permit system over the summer to extend beyond the China Bridge Garage. Staff recommends a seeking Council, and business owner input on suggestions for a more flexible system.

Recommended Summer Program Modifications

1) Convert all Levels of China Bridge Garage to Shared Pay and Permit Parking.
The winter introduction of paid parking into Main Street & Swede Alley, along with designating the third level of China Bridge as permit only, has led to the inefficient use of the China Bridge structure. The winter parking studies indicate that while permit holders (unable to find a space at the peak hour) are completely filling the fourth level of China Bridge, and overflowing into the North and South Marsac lot, and Sandridge, spaces are being left vacant on three levels of China Bridge. Whereas the summer employee numbers will be lower than the winter, the policy of sharing pay/permit parking is a simplification of the program. Staff recommends that all levels of the China Bridge be opened up to permit holders and at the same time shared by pay parkers. This would create a more efficient use of

the parking structure, and would free up spaces in the North and South lots. The recommended permit cost for the summer would be $25. The number of permits issued would still be capped.

2) Institute First Time Warning/Informational Card.

Currently, warnings are issued for certain violations for first time offenders, which are tracked by license plate number. Enforcement officers issue warning tickets for first time meter violation "hits"on the hand-held enforcement computers. Those "hits" are then downloaded to a PC everyday and a scofflaw list is then uploaded to each hand-held computer. The scofflaw search function on the hand-helds is reaching capacity, as it is mainly meant for more serious scofflaws (over "x" number of violations or violations exceeding "x" amount). In order to give visitors another option to learn the new pay-and-display system, we intend to issue non-payers a $15 ticket along with an informative, returnable card that allows the recipient an opportunity to refund the ticket by providing name and address information. After a person's name is entered into the data base, the subsequent return cards would not be accepted. A draft example of the warning card is enclosed as Attachment E.

D. Department Review.

This evaluation has been reviewed by the Executive and Finance Departments and is scheduled to be reviewed by the Parking Advisory Committee on June 9.

ALTERNATIVES:

A. Adopt the Changes as Recommended

B. Modify Policy Changes

C. Continue the Item

RECOMMENDATIONS

1) Convert all Levels of China Bridge Garage to Shared Pay Permit Parking.

2) Institute First Time Warning/Informational Card.

Staff Performance Review of Ampco Contract

Completed May 15, 1998

As specified on page 4 of the enforcement contract change order dated November 15, 1997, Ampco's performance standards shall be the following:

1) ticket accuracy over 95%;

As evidenced by a database search of 18,114 total November 15, 1997 to May 4, 1998 tickets, voids occurred for the following reasons and were quantified as follows:

The 29 voids occurred during the period of November 15, 1997 to December 31, 1997, during which time no void reasons were recorded. Beginning January 1, 1998, void reasons were tracked with the database, and 164 total voids were logged during the period of January 1, 1998 to May 4, 1998. Ticket accuracy was determined by dividing the number of void tickets due to Ampco error by the total number of tickets issued. The following calculation was used to generate the accompanying result: 25 Ampco officer-attributable errors plus 86 unknown voids were divided by 16,713 post-1997 tickets, resulting in an error rate of 1.42% and a converse accuracy rate of 98.58%.

Note: This calculation assumes all unknown voids, which resulted from staff inexperience with new software capabilities, are attributable to Ampco, which may not have been true. Any voids in the unknown category that were not attributable to Ampco would increase the ticket accuracy percentage.

2) staffing and enforcement levels as defined herein;

As specified on page 2 of the contract change order, the contract specifies that Ampco must maintain 4 full-time and 4 part-time during the period of January 1, 1998 to April 15, 1998. Ampco has maintained the designated winter staffing level as required.

Because of low shoulder season numbers and a trial extension of a three hour limit on Main Street, Ampco has reduced the level of service below the level of service specified in the contract for the shoulder season period of April 16, 1998 to June 30, 1998. A change order has been processed to reduce the staffing level for this period by 116 hours for May, and 72 hours for June. The resulting cost savings to the City is a total of $3,454.48.

3) **upload of unpaid tickets to occur daily;**

To ensure a successful download, Ampco has ensured:
(1) all financial (paid, void, appeal) records have been updated in the Ticketrak system,
(2) file of aged tickets (21 days or older) is created,
(3) file is sent via modem to BBS terminal,
(4) Ticketrak files (paid, void, appeal) are updated after download, and
(5) fax the printed reports of paid, void, and appealed tickets to DataTicket, the collection agent.

As approved by the Parking Operations Manager, the upload of daily tickets was reduced to a weekly schedule due to the small number of daily tickets. A weekly schedule is a more appropriate cycle given the number of steps required to update DataTicket and the City's current adjudication procedures. One upload cycle takes approximately one hour to complete. Also, there is more efficiency with a weekly upload based on the small number of tickets uploaded on a daily basis.

4) **requiring processing agent to send first notices within 30 days of ticket issuance or within 48 hours of receipt of owner information;**

A check of sample first notices showed there has been no observed lack of performance attributable to Ampco or DataTicket.

5) **revenue collection of 75% of all tickets;**

The revenue collection rate on the number of tickets paid for January was 47.5%. A search conducted in the middle of May on the Ticketrak database on tickets issued during the month of January 1998 yielded the following results: 1,345 tickets issued at a dollar value $30,995 (and not voided or appealed) divided by 639 tickets paid at a dollar value of $14,090. The data was inconclusive, and the under-target collection rate is not due to a lack of Ampco performance.

Updated information received on June 8 indicates a more successful collection rate of 1,940 paid tickets out of a total of 3,778 tickets written. 807 of those tickets were appealed. This has resulted in a collection rate close to 65%.

Information from IPI (International Parking Institute) has indicated that collection rates among on-street operations varies greatly, but the rate usually corresponds to the strictness of enforcement policy. It is premature to judge the effect of the full DataTicket collection cycle based on one season of data, as collections are received anywhere from a 4-6 month period following issuance. There are no data yet available on the credit rating impacts of non-payers. Based on last year's data, the collection rate was realized at 68%. If policy makers find that the collection rate is too low staff would recommend earlier and more intensive efforts in distribution of post-ticket notices.

6) voided (successful appeal) rate attributed to AMPCO of less than 5%;

An appeal search of the winter season database has shown that 16 appeals were accepted due to Ampco employee error. Of that number, 12 were accepted for proper permit displayed. 609 total appeals were accepted, the result of which is an Ampco error rate of 2.62%. Other major reasons for appeal acceptance include unclear signs and issues of fairness, as determined by the appeals officer.

7) minimum of 32 hours of on-street training and 8 hours of parking code and customer service training plus participation in the City orientation program for all personnel;

All Ampco personnel (except Barry Barrett, new hire) have received over 40 hours of combined on-street and 8 hours of code and customer service training. The initial group of enforcement personnel attended the City orientation. Subsequent employees attended training in conflict resolution and management. A summary of Ampco training hours by employee is on file at the Department of Public Works.

8) representation at all HMSA, Hotel Association and City Council meetings;

Where required by Public Works management, the Ampco site manager has attended all designated meetings. No deficiencies are thereby noted.

9) proper response to all questions and complaints within 24 hours;

City personnel respond to questions and complaints. A search of the complaint file has yielded no complaints attributable to Ampco performance. The Parking Operations Manager has noted that when this task is delegated to Ampco, the contractor responds to complaints on the same day the complaint is receives and follows up in a timely manner.

10) ticket database uploaded daily for new tickets, payments, appeals and voids;

<u>New Tickets</u> - At the beginning of each day, the Ampco site manager uploads new tickets from the four hand-held computers into the Ticketrak database. New Police tickets are received in batches and are input on the day received.

<u>Payments</u> - Front desk staff at Public Works receives payments and inputs each payment to generate a receipt.

<u>Appeals</u> - The appeals officer, a contract City employee, delivers appeals in batch form to Public Works. City staff forward appeal copies to Ampco for stay, and the Ampco manager inputs the batch data on the day received from the appeals officer.

Voids - All voids are reviewed by City staff before input, which is normally on no less than a weekly basis before the DataTicket upload.

Permits - Ampco has updated all permit data in the Ticketrak database.

11) detailed monthly reporting of the status of all tickets and all operating expenses;

No deficiencies in this category are noted. The Parking Operations Manager finds that operating expenses are always available for inspection and is listed in sufficient detail on each invoice. On a regular basis Ampco has generated the following reports: daily ticket audits, all paid-appeal-void uploads, and records of daily enforcement rounds. The City and Ampco both utilize Crystal Reports Writer 6.0 software, a summary program which functions with Ticketrak enforcement software. The City and Ampco utilize several canned enforcement reports, and work together to design custom reports for routine analysis.

12) timely adjustments to issues, common tasks, or special events, as requested by the Parking Manager;

No deficiencies are noted with regard to Ampco's response to requests for information. The Ampco manager has responded to all complaints or requests in a timely manner. Ampco responded quickly, both during and after normal working hours, on enforcement adjustments during the film festival and to peak period events during the winter season.

13) increased on-site communication with the Parking Manager and Police;

Ampco shares office space in the Public Works building adjacent to offices occupied by the Parking Operations Manager and Transportation Director, which has had a very positive effect on communication between the City and Ampco. The sharing of office space has congealed a shared parking identity between the City and Ampco and has increased exposure to and communication with the Police Department.

14) officers and supervisor meet customer service standards expected of other city positions, exhibit friendly resort-city demeanor and willing to assist the public in matters not directly related to job performance (giving directions, etc.); and

The Ampco manager has made every effort, where possible, to retain those employees with customer service skills. No direct complaints have reached the desk of the Parking Operations Manager regarding Ampco customer service.

15) less than 2% meter malfunction attributed to AMPCO maintenance:

No meter malfunctions are attributable to any lack of performance by Ampco. In order to ascertain and eliminate meter problems during the program start-up, the Parking Operations Manager took an active role in diagnosing and eliminating any equipment problems. Ampco has been involved with the initial start-up issues to the extent required by the Parking Operations Manager. Now that most start-up issues have been eliminated, Ampco handles checks on meter function daily and maintains the machines to City satisfaction. They have been responsible for all routine cleaning and servicing of the meters and have serviced all equipment in a timely manner according to the schedule recommended by the manufacturer.

Attachment 3

Memo

To: Hope Bleeker

From: Paul Lammers PL

Date: May 28, 1998

Re: Adjudication Officer's Report

Pursuant to your request I have prepared this report to summarize my activities and observations as the adjudication officer (hereinafter A/O) for appeals of parking violations during the first season of the paid parking program.

STATISTICS

TICKETS APPEALED (JAN-APRIL 1998)	703
TICKETS WAIVED	609
TICKETS UPHELD	51
TICKETS CURRENTLY UNDER REVIEW	43

DISCUSSION

The A/O reviewed each written appeal on its merits and in the context of the following considerations:

- Field observation
- Close communications between the A/O and staff at the Parking Services Dept. and at Ampco on general parking policies and on the merits of specific tickets.
- Comments and complaints from other appellants who wrote in about their problems with the new system.

The A/O waived 86% of the total number of tickets appealed. Major reasons for waiving tickets are as follows:

Reasonable Questions of Signage

Many appellants asserted the defense that the signage in town was inadequate or confusing. Areas which generated the most appeals related to signage were Swede Alley, Main Street, The Post Office at 5th Street, and the Park City Mountain Resort.

Valid Permits

The A/O waived many legitimate tickets issued to Old Town residents and to Main Street merchants and employees who had trouble complying with the new regulations early in the program or who were tardy in getting their proper parking permits.

The A/O also waived many legitimate tickets for appellants who had problems with or failed to display their hang clock or other valid permits.

In addition, the A/O waived a significant number of tickets issued to guests who thought they could park anywhere with their "Guest Parking" permits issued by their lodges.

30 Minute Zones

Many tickets were issued to patrons who paid for two hours of parking but inadvertently parked in a 30 minute free parking zone. These tickets were waived.

Delivery and Load/Unload

A significant number of tickets were issued for delivery and load/unload violations in the Main Street, Swede Alley, and Mountain Resort Areas. These tickets were waived by the A/O.

Interest of Fairness

The A/O waived a significant number of tickets for various reasons related to fairness.

Observations

Only 2 or 3 of the 703 total written appeals complained of any improper actions by the enforcement officers. Based upon field observations over the course of the season and the low number of complaints, enforcement staff was not a problem.

Attachment

Pay Parking Revenues and Expenses
July 1, 1997 - April 15, 1998

Revenues:

Type	July - April 15	Comments
Parking Tickets	78,985	$40,614 collected from July - Dec
Parking Permits	7,291	
Sale of In-Car Meters	34,689	
Sale of Quick Cards	3,505	
Sale of Tokens	11,123	
Parking Meter Revenue	121,427	
Total Revenue	**257,020**	

Expenses:

Type	July - April 15	
Personnel	59,786	
Services and Supplies	113,737	
Street Signs	51,143	
Ampco Contract	58,335	Amortized over 12 months ($42,570 actually paid)
Parking Meters	18,879	Monthly Amortization over 5 years ($247,510 actually paid)
Total Expenses	**301,880**	
	(44,860)	

Possible Forgone Revenue:

Program		
Promotions	16,385	$10 Quick Cards, Rideshare Incentive, Main Street Tokens, etc.
Changes in Permitted Areas	32,000	Decision to Permit China Bridge (all of 3rd & part of 2nd)
Parking Ticket Warnings (Soft Start)	58,725	6,525 warnings issued at $15 each (60% collection rate)
Total Possible Forgone Revenue	**107,110**	

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DRAFT

Main Street Visitor:

IF THIS IS YOUR FIRST PARKING METER TICKET, IT MAY BE DISMISSED.

Park City recently introduced a new pay-and-display parking meter system in the Historic Main Street area. If this ticket is your first under the new system, just fill out the form below and mail this notice and the ticket in the envelope provided, and the fine may be waived.

The goal of this program is to increase parking availability while preserving the historic beauty and charm of Main Street.

Please take a moment to review the parking information and meter payment instructions listed on the reverse. If you have any parking or transportation questions, please call us at 615-PARK.

ENJOY TODAY'S VISIT AND PLEASE COME AGAIN!

✂ Cut on the dotted line and send in the portion below.

Please print and fill in all information.

I certify this is the first Park City parking ticket I have received.

Name ______________________________

Address ____________________________

City ______________ State ____ Zip ______

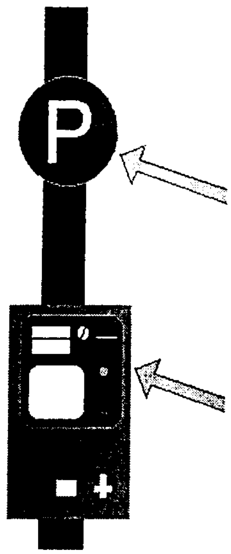
DRAFT

Pay & Display Parking in Park City

Short-term Parking Areas ($1/Hour)
3 Hour - Main Street on-street

Long-term Parking Areas (50¢/Hour)
18 Hour - Swede Alley uncovered lots/spaces (no parking 2 am-6 am)
24 Hour - China Bridge Garage
24 Hour - Gateway Garage Upper Level

How to Pay & Display



1. Park legally.
2. Locate a pay station marked by these large "P" signs. Multi-space meters are conveniently stationed throughout town.
3. Pay according to the meter instructions. It's as simple as inserting coins and pressing the green button for your receipt.
4. Display receipt on dashboard.

- All paid spaces are in effect from 11 am-8 pm, 7 days a week.
- Pay stations accept payment as early as 7 am and will calculate your payment from 11 am, allowing prepayment before parking hours.