



**PARK CITY COUNCIL MEETING
PARK CITY WATER DISTRICT MEETING
SUMMIT COUNTY, UTAH
JANUARY 20, 2000**

PUBLIC NOTICE IS HEREBY GIVEN that the City Council and Park City Water Service District Control Board 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, January 20, 2000.

Work Session - City Council Chambers - Lower Level

3:00 p.m. Council questions and comments
3:20 p.m. EPA update - Jim Christiansen
3:50 p.m. ESL grant to School District
4:00 p.m. Break
4:15 p.m. Transit Center overview
5:45 p.m. Review of regular meeting
Annexation of The Colonies into the Park City Water Service District
Other meeting questions/comments

Regular Meeting - Park City Water Service District

I ROLL CALL

II PUBLIC INPUT

III MINUTES OF MEETING OF JANUARY 6, 2000

IV NEW BUSINESS

Annexation of The Colonies into the Park City Water Service District and Resolution amending the Park City Water Service District Boundary Map

V ADJOURNMENT

Regular Meeting - Park City Council

I ROLL CALL

II PUBLIC INPUT

III COMMUNICATIONS FROM COUNCIL AND STAFF

IV WORK SESSION NOTES AND MINUTES OF THE MEETING OF DECEMBER 16, 1999

V PUBLIC HEARING

Authorization to proceed with grant application for Federal Highway Enhancement Funding for the City Park Trail and Rail-Trail (Union Pacific Parcel)

VI CONSENT AGENDA

Authorization to proceed with grant application for Federal Highway Enhancement Funding for the City Park Trail and Rail-Trail (Union Pacific Parcel)

VII RESIGNATION AND APPOINTMENTS

Appointment of Lucinda LoPiccolo as Deputy City Recorder

VIII NEW BUSINESS

City Council call-up of Planning Commission approval on October 27, 1999 of a conditional use permit for Old Town Guest House located at 1011 Empire Avenue (**motion to continue to February 3, 2000**)

Posted: 1/17/00
See parkcity2002.org



**PARK CITY WORK SESSION NOTES
SUMMIT COUNTY, UTAH
JANUARY 20, 2000**

Present: Mayor Brad Olch; Council members Peg Bodell, Candace Erickson, Roger Harlan, Fred Jones, and Shauna Kerr

Toby Ross, City Manager; Mark Harrington, City Attorney; Jerry Gibbs, Public Works Director; Nora Shepard, Special Projects Planner; Tom Bakaly, Director of Capital Projects and Budget; Lloyd Evans, Chief of Police; Hope Bleecker, Transportation Director; Eric DeHaan, City Engineer; and Tom Daley, Deputy City Attorney

Judy Tukuafu, School District; Ed Brophy, Marianne Cone and David Chaplin, residents; Kari Hays and Chris Larson, Planning Commission members; Linda McReynolds, Historic District Commission member; John Nord, UDOT; and John Chemliar, project manager

1. **Council questions and comments.** Fred Jones asked about the status of the facilitator's report from the retreat and the City Manager believed it would be available in a couple of weeks. Roger Harlan reported that he and Jerry Gibbs have been attending weekly meetings with BFI and believes there is some progress. He distributed a parking card purchased in Verona, Italy and emphasized that all of the parking there was paid. Jerry Gibbs interjected that staff will be coming back to Council with parking options for the Old Town area within the next couple of weeks. The Mayor brought up that the 90 gallon containers may not be large enough for households for yard waste in the spring. Jerry Gibbs noted that he will bring it up at the next meeting with BFI and Shauna Kerr strongly felt that Recycle Utah should be involved as yard waste should be chipped and recycled. In response to a question from Peg Bodell, Jerry Gibbs explained that various departments are dispatching trash collection concerns and complaints and he is relaying that input at the meeting with BFI and County representatives. Peg Bodell recognized the impacts on staff during the transition and Mr. Gibbs explained that these staff members will be attending the next meeting. In response to a question from Shauna Kerr, Jerry Gibbs clarified that Deer Valley and PCMR and other commercial areas are working with BFI directly and staff is only dealing with City-related issues. Ms. Kerr indicated that commercial users are now being charged for the service and some would like to chose their own vendor. Mr. Gibbs explained that BFI holds an exclusive contract for residential and commercial pick-ups, excluding construction materials.

The master schedule was discussed and Ms. Kerr reminded Council of the reception at the Capitol on Wednesday evening. She reported that the taxi legislation is not going to be pursued. The Mayor reported that former Council member Paul Sincock would like to continue to

serve as a representative of the City on the Summit County Health Board. This would not impact Council's representation on the Board and the City Council was in support of Paul's involvement. Peg Bodell reported on the interagency meeting held this week where the School District's long-term legislative strategies for funding were discussed. Public safety issues and emergency procedures were also reviewed. She stated that she also attended the Summit County meeting where trash collection and search and rescue issues were discussed. Bill Malone of the Chamber/Bureau also provided an update as well as Recycle Utah.

Fred Jones reported that he and the City Manager attended an EPA meeting on the Silver Creek water shed; the Olympic meeting at the Mayor's house on Tuesday, February 1 was confirmed. He encouraged Council to agree in advance what meeting in the month is optional as it would be helpful with his travel plans, and Roger Harlan pointed out that Council usually recesses in tandem with School District breaks. Nora Shepard encouraged the Council to attend the Rocky Mountain Land Use Conference in March.

2. EPA update - Jim Christiansen. Jim Christiansen explained that he is the EPA Project Manager from the Superfund Office in Denver. He will be managing the work in Park City and introduced Steven Thiriot and Mohammed Slam, project managers; Catherine Roberts, EPA community involvement coordinator; and Renett Anderson, state of Utah involvement coordinator. He continued that probably the biggest question is why EPA is back after a decade, but stressed that they really haven't left. The activity in Prospector from the mid-80s became less visible in time, but they didn't stop work at that point and continued to work with the City on the implementation of the landscaping ordinance. They have continued to work with UPCM intermittently on Richardson's Flats and have been looking at other sites, including the old Park City dump on Iron Horse, Marsac Mill and more recently areas affected by the Flagstaff development. Mr. Christiansen continued that EPA feels it finally has a picture of everything out there and emphasized that they are not dealing with projects in a piecemeal manner and are moving now because of development plans. It is faster, cheaper and more efficient to deal with environmental matters before construction. Some of the sites in Flagstaff and Richardson's Flats were not of much interest to EPA before because they were remote but development changes the situation. The transit center is not directly tied to the water shed process but it is certainly related and EPA would like to move quickly to accommodate the project. Mr. Christiansen stated that EPA believes there are possible risks to human health in the environment because of mining tailings that need to be dealt with. A problem has not been determined but it would be remiss to ignore it or not move quickly enough. He emphasized that EPA is not *picking on* park City and pointed out that the focus on Park City is occurring now as other mining towns have now been dealt with. These towns were considered more of a risk and he pointed out that Park City area has more favorable geology.

Mr. Christiansen stated that he felt there is an optimistic chance for success here. EPA is a better agency than it was in the 1980s and there were a lot of mistakes made with Park City. EPA is now better equipped to deal with mining impacted areas and now looks at things

comprehensively rather than individual sites. EPA is more sensitive about community based environmental protection which involves stakeholders in the decision process which is a big change from the process in the 1980s. EPA has a lot more information about mine waste and can make better decisions; what success means will be determined by the stakeholders group. Mr. Christiansen explained that protecting human health in the environment, which is EPA's charter, sometimes conflicts with other goals of the community. It is important to set forth regulatory closure so EPA gets out of town, which means different things for different sites at different stages. It is their goal to keep as much *Superfund* out of this as possible and keep the process voluntary and cooperative. Mr. Christiansen emphasized that it is their goal to obtain Park City's trust and to minimize the stigma that EPA brings to a town. They recognize that stigma but it can't prevent them from looking at potential problems and they want to work with the City so the message gets out in a clear and fair manner that is not biased. He reported that EPA will fund the investigations and UPCM will fund a lot of the work, and he urged Council to keep its constituency informed. There will also be community outreach programs. He asked for sensitivity and cooperation with them as EPA has an important mission here and will respect the local situation and would hope that the City would do the same.

In response to a question from Peg Bodell about inventorying Park City, Mr. Christiansen noted that they probably could advise a property owner of the type of waste on his property and ways to avoid problems with it being there, but mitigation would not be immediate. Just because there are tailings on a site, doesn't mean there needs to be mitigation. EPA does not have enough money or time to sample individual citizens' properties, and he didn't feel that is necessary at this point. The message that should be relayed at this time is that there isn't a problem that demands that kind of attention. Roger Harlan brought up the concern where one year a mitigation solution is acceptable and some years later, that mitigation is unacceptable to EPA. He felt that once a municipality agrees to a plan and performs, the standard should be considered as being met. Jim Christiansen stated that he didn't want to give the impression that there is new information prompting them to look at Prospector. EPA agreed that the remedy in Prospector is acceptable and that will be honored; it is the intent of EPA to make sure that the ordinance is implemented and to work with Prospector residents. The Mayor pointed out that federal drinking standards continue to change which require cities to change treatment methods and asked if a change in water standards has prompted EPA to return to Park City. Mr. Christiansen explained that standards can change for political and scientific reasons and as things evolve, standards have to adapt to science and in that sense it is a moving target. He emphasized that EPA is not here because standards have changed. The water quality standards in Silver Creek were violated in 1985 and are still out of compliance. EPA did not compare sites to any criteria and that is what they are back to do and maybe they don't present a problem, but they need to gather the information to compare it with a standard. He assured Council that EPA is seeking complete closure with those limitations in mind. The Mayor asked the goal for Silver Creek and Mr. Christiansen explained that Silver Creek is classified as a cold water fishery and that is the goal. However, it is a trickle through town and a lot of times it is dry but even that trickle can have an effect on the part that flows perennially which

can have an effect on the Weber River. It is all connected, and to some degree EPA wants the best but will be practical and set those goals with residents. In response to a question from Peg Bodell, he explained that EPA passes the Clean Water Act and allows states to take responsibility for a program that is at least as restrictive as theirs. Utah has its own water quality board and program and sets its own standards which are approved by EPA. EPA would apply the state's standards to Silver Creek.

The Mayor thanked Mr. Christiansen and the EPA staff for the presentation and meeting with the stakeholders. Mr. Christiansen urged Council to call him with any concerns. Ms. Kerr expressed that she didn't expect to have such a productive discussion with EPA and Mr. Christiansen relayed that it was long overdue and he hoped to gain the City's trust.

3. ESL grant to School District. Tom Bakaly explained that as a part of the budget, the City Council adopts a grant policy which describes a contingency fund. This contains about \$40,000 and from time-to-time there are requests for one-time grants and one has been received from the School District for an ESL program. It was proposed to split the \$10,000 request between the School District, the County and Park City and it is recommended that Council approve a grant for \$3,333. He stated he serves on the grant subcommittee with Roger Harlan and Candace Erickson who supports this request. Shauna Kerr believes this is in keeping with the grants policy and a good expenditure. Peg Bodell expressed that she is pleased that the program has changed to prompt better participation and hoped there is an effort to include families. She also suggested a corporate program and Judy Tukaufu of the School District explained that there are a number of Deer Valley employees attending classes but didn't feel the District is financially able to provide instruction on-site. Tom Bakaly explained that the County has pledged \$2,500, but urged the Council to approve \$3,333. Roger Harlan noted that he was disappointed that the County reduced its portion but the subcommittee is committed to the full amount. The City Council was unanimously in support of the grant.

4. Transit Center update. Tom Bakaly pointed out some minor changes in the design since Council reviewed the project in June. The Planning Commission has granted a conditional use permit and the building has been approved by the Design Review Task Force composed of all members of the Historic District Commission and two Planning Commissioners. Staff would like some policy direction on six items before the project goes out to bid, including reaffirming the current decision to build the project. This ties into the transportation plan, the federal grant, and the purchase of the Carr parcel which translates to \$1.7 million. Alternatives include delaying the project or terminating it. Construction timing and funding are related and staff would like some direction on these issues. Mr. Bakaly suggested that the project could be bid for one or two construction seasons, if Council decided to proceed. Another consideration is the City taking over SR224 (from the Yarrow and including the Mine Road). It is proposed that UDOT would pay the City \$410,000 toward the transit center project and donate a snow plow in return for the City taking ownership of SR224. Mr. Bakaly continued that it is also proposed to distribute a brochure to

residents and to go door-to-door regarding the construction of this project. There is an approved construction mitigation plan on file. Mr. Bakaly explained there is an opportunity on the ground level to convert useable space without increasing the above-ground mass of the building. The Planning Commission and Historic District Commission expressed concerns about other uses increasing the size of the building. A decision on this is essential if the project is to be bid within the next two weeks.

Tom Bakaly pointed out that members of the Planning Commission, Historic District Commission, the Downtown Action Plan, and adjacent neighbors have been contacted about this discussion. He referred to a pro and con chart on the six issues and with regard to the pros for proceeding with the project, there is the Park City Transit Plan, including a round-about at the intersection of Deer Valley Drive and Marsac. The Summit County Regional Transit Study refers to a transit center in the Old Town area being the first link to possible regional transit opportunities. The Downtown Action Plan focuses on enhancing the vitality of Main Street. Mr. Bakaly admitted that the construction of the transit center would impose significant impacts on the Old Town area for the perhaps the next two years.

Mr. Bakaly emphasized that the transit center and the round-about are one project and can not be separated. There isn't an option to scale the project down, and quite frankly the FTA would like the transit center larger with a public safety presence in the building. Fred Jones interjected that the intersection at Deer Valley Drive and Marsac Avenue doesn't work now and will become more critical as Flagstaff is developed; Mr. Bakaly agreed and added that the Downtown Action Plan committee also came to that conclusion and the round-about will address the Flagstaff traffic. He described the tunnel at Heber Avenue which will connect with the City Park bike path, and that construction will result in closing Heber Avenue from April to July. There was discussion about the flow of traffic from different directions around the round-about. Resident Ed Brophy asked if the speed limit on the belt route will be reduced from 45 mph to 35 mph; the Mayor responded that if the City takes ownership, it would be in a position to determine speeds. Mr. Brophy asked the cost differential between a grade level crossing or a tunnel at lower Marsac. Mr. Bakaly explained that almost every utility goes through that intersection and building a tunnel at Marsac rather than Heber would be extremely expensive and it was determined that an at-grade crossing would be more feasible. With regard to reduced speeds, in order to navigate the round-about, motorists will need to be traveling around 25 mph which will result in lower speeds. Mr. Brophy emphasized that there will be a queue of cars trying to make a right-hand turn going into lower Main Street and again expressed that a tunnel at Marsac would be more appropriate. Mr. Bakaly responded that there are economic and engineering considerations and there are grade problems on Marsac and associated ADA conflicts with a tunnel at Marsac. Marianne Cone asked if there will be a traffic light at the round-about and Mr. Bakaly responded that based upon studies a light would not be warranted. Planning Commissioner Kari Hays asked about the grades on Heber and Ontario and Mr. Bakaly believed Heber would be between 9% to 10% and Ontario will not change at 18%.

Mr. Bakaly continued that if the project is delayed, the approximate \$5.4 million in federal funding would be in jeopardy. In 1997, the City procured those funds as none of the other intermodal centers in Salt Lake were ready and these funds need to be expended within a three year time line or the end of September. On the pro side, delaying would perhaps reduce repayment risk from the FTA and allow more time for public review of the project. Terminating the project is an option and staff would urge Council to do this soon, if desired, because any money spent now would have to be repaid and at this point \$1.7 has been expended. The \$1.7 million includes the transit plan, construction and architectural drawings, and the Carr parcel, but to terminate the project at this point would raise some questions at both the federal and state level about future funding requests. The City has increased staff for grant reporting and tracking capabilities to comply with federal guidelines and could obtain future federal grants for things other than transportation. Council member Erickson asked if the City is required to perform the environmental clean-up on the site and Mr. Bakaly explained that the City tested the site and there are elevated levels of lead, arsenic, and mercury. The City is participating in a voluntary clean-up program with the state. Ms. Erickson pointed out that in consideration of the City's commitment to remediation that the actual cost would increase from \$1.7 to \$2.1 million.

Council member Fred Jones stated that achieving goals in our transportation system involves a way to transfer people to Old Town or another bus. One of the primary destinations is Old Town and currently the bus system is focused at the Park City Mountain Resort and is it clear to him that a facility is in Old Town which will not be an easy process. However, there aren't a lot of options and other sites were considered, including the UP&L site on lower Main Street. That location, however, would not achieve the goal of reducing traffic on Park Avenue and it is not central to Main Street. Mr. Jones concluded that although this site is difficult, and certainly difficult from a land use standpoint, it is necessary in order to accomplish a better functioning transit program including an expanded program. He believes this is a solution unless Council changes its philosophy on transportation by focusing on cars and building parking structures. Ms. Kerr stated that she was not willing to go on the line without having the funding to do this project, and pointed out that historically Council wanted to emphasize transit in the community. The intersection at Deer Valley Drive is not adequate, particularly during the ski season, and the buses in front of the Kimball Art Center is less than ideal especially with the extension of Main Street. She stated that she supports proceeding with the project as she believes this is the solution to solve the problems. This is the right location for a transit center and it supports Council goals with regard to transportation. It might not eliminate the need to build parking in the future, but it may delay it.

Roger Harlan emphasized that if the project is terminated, there will be no solutions to the issues raised and the City would be looking at dealing with debt, especially with the expenditure for the Carr parcel. Peg Bodell added that in order for Park City to be a pedestrian friendly community, that this is the direction we need to go. She is concerned about some details but is confident they can be worked out and encouraged proceeding in that direction. Candace Erickson expressed her initial uneasiness with the letter of no prejudice relating to \$4 million, but

was pleased that interest costs will be reimbursed to the City. With regard to increased square footage, she supported having a police presence for public relations purposes in the transit center, but not comfortable with a satellite police station involving arrests. Chief Evans added that it is not his intention to have this as a booking facility but rather a neighborhood station. At some point, the department may move outside the downtown area, but this facility would still provide a link. The Mayor understood that the federal government has always funded a letter of no prejudice. Ms. Erickson added that she did not believe that a traffic light would work at the intersection and is more comfortable with a round-about. Tom Bakaly, through illustration of a rendering, discussed the design of the two-story building, particularly the storage area. It is proposed that an expanded storage area on the ground floor would be used for municipal use not retail. The Planning Commission and Historic District Commission did not support a public safety presence in the building and Mr. Bakaly believed that that opinion was based on concerns about increasing the size of the building. When the Design Task Force reviewed this concept, they didn't support an additional outside entrance from Swede Alley and felt it wasn't compatible with the visual flow of the hillside, and the door has been removed from the plan. The conditional use permit would have to go back to the Planning Commission because the use has changed. Council member Jones expressed that this is pretty cheap space and ultimate use does not need to be determined now other than storage. If the police department develops a plan, it should go back to the Planning Commission at that point to address land use issues. He supported excavating 500 additional square feet for storage which can always be utilized. Shauna Kerr agreed with Mr. Jones' comments and didn't feel it will compromise the approved design and deferred to the Task Force's decision with regard to the door. She supported the police presence and suggested the *officer friendly* program or staging the bike patrol there in the summer, and felt remanding it to the Planning Commission is a worthwhile endeavor. Roger Harlan agreed with the preceding comments. Peg Bodell stated she didn't feel comfortable with the police presence and cited that there were issues at the Factory Outlet Stores with the highway patrol located there. Uses need to be considered including low retail including stroller and bike rentals that relate to transportation but haven't been explored yet. She stated that she supports increasing the space. Candace Erickson added her support in increasing the space as long as it does not change the above-ground footprint of the building and additional storage is always valuable. She expressed that she would like to see a final design before construction proceeds. Tom Bakaly added that the ADA ramp may be removed from the final plans as the sidewalk around the building has been determined ADA compliant. Historic District Commissioner Linda Reynolds interjected that Council is touching on solutions to many concerns expressed by the board.

Tom Bakaly stated that there is enough money to construct everything but the transit center building, including grading, transit road, landscaping, wall treatments, and foundation. There is an opportunity to phase the project as there are not sufficient funds to complete the project in one building season. Transportation Director Hope Bleecker stated that from a transit standpoint, it would be optimum to have construction completed in one phase and having the building ready as soon as possible would facilitate features like electronic signage in the building. Completing the

building at a later phase together with an Olympic transit operation may pose some problems. Mr. Bakaly emphasized that building in one season would localize impacts but the City would have to borrow money and would utilize grant anticipation notes. The downside is the City's A-1 bond rating being affected. The project could be bid over multiple construction seasons which reduces the repayment risk but borrowing money may demonstrate the City's commitment to the project to the federal government. The conditional use permit currently has a condition that the project can not be phased which would need to be amended if Council supported building the project in phases. In response to a question from Shauna Kerr, it was explained that the Planning Commission was concerned about the extending the disturbance to the community over two years. The Mayor believed it is more cost effective to build in one season. Roger Harlan added that construction in one season would accommodate the projected visitors one year before the Olympics and felt that grant funds would be forthcoming. Borrowing money and investing it at a higher interest rate is also attractive and he agreed with the Planning Commission about phasing. Fred Jones expressed that he would not support using contingency monies and prefers borrowing money. Mr. Bakaly discussed a strategy with borrowing money with short-term notes and investing it at a higher interest rate. Fred Jones interjected that there has to be assurance that the project will be completed by next December; if the City borrows money and it is still a two year project, the City hasn't gained anything. If the issues can not be resolved or contractors are not on-line in time, phasing needs to be revisited. Tom Bakaly expressed his intent in bidding the project both ways and project manager John Chemliar stated that he felt comfortable that one construction season is feasible although the landscaping may not be completed until the spring or late fall. Ms. Erickson understood that some City projects drag on, and felt the landscaping should be installed on time. Peg Bodell asked if one construction season would present a problem to staff, and Eric DeHaan noted that there are benefits to building in one season and staffing is built into the cost estimates. Ms. Bodell expressed that she is cautious but understood that sometimes one needs to take a leap of faith; information on bids will be helpful. Roger Harlan stated that in the event the grant money did not come through, he would still support a transit center and a round-about. Fred Jones agreed and added that even if the City is out \$2.5 million, the circulation problem is solved and the City probably wouldn't accomplish this any cheaper if it started from scratch. Candace Erickson admitted that she was not in support of the project initially and felt it should be located at Snow Creek but changed her mind because she feels the bus system is tourist-based and the transit center belongs in Swede Alley. She hopes this is the beginning in creating regional transit systems at both junctions. Kari Hays stated that she agreed with her fellow commissioners that the project should be completed in one year, but questions the reality of that goal and mitigating the impacts of construction. Tom Bakaly commented that staff is prepared to implement the construction mitigation and the citizen outreach plans.

He continued that on January 7, 2000, UDOT approved in concept giving the City ownership of SR224 from the intersection of SR248 up to Guardsman pass, \$410,000 toward the transit center project, and the donation of a snow plow. UDOT would still own and maintain the retaining wall along Deer Valley Drive. On the down side, there are maintenance costs associated with the road, which are estimated at \$150,000 to \$200,000 annually, including an amortized cost

for pavement management involving \$60,000 to \$70,000 annually. The cost for plowing is also included and the belt route requires a wider plow which would be donated by UDOT; the \$410,000 is a one-time contribution. Mr. Bakaly pointed out that project construction may be less if the City owns the road and there may be merits to owning and controlling the road. It is anticipated that the City would contract through UDOT for street and traffic light maintenance and painting the road. Toby Ross added that jurisdictional transfers have been occurring for some time and it is likely that Park City will get the road at some stage, because it doesn't fit any definition of a state priority road as it dead-ends for much of the year. It is uncertain if the City will obtain it under better or worse terms in the future. John Nord of UDOT agreed with Mr. Ross' comments and explained that the legislature has asked them to examine the state system and this stretch of SR224 will eventually fall under the jurisdiction of Park City. There was discussion about the last time the road was paved and the condition of the donated snow plow. Mr. Nord assured the Council that the equipment will be in good condition and Tom Bakaly estimated that an amortized replacement cost could total \$10,000 to \$20,000 a year. Mr. Nord pointed out that Park City will receive funds for this Class C road. Marianne Cone interjected that she felt it would be good for the City to take over the road as it is more responsive to plowing the road and the use of salt could be eliminated. Fred Jones felt that if the true cost is \$150,000 a year to maintain it, the \$410,000 is *expensive money*, and negotiations need to be closer. Tom Bakaly stated that if staff receives conceptual approval tonight, financial details will be formulated for Council's consideration. Ms. Kerr added that she participated on the legislative jurisdictional transfer committee and there is a lot of data available on this issue. She agreed with Mr. Ross that the road will be Park City's and this may be a substantially better arrangement if there is an opportunity to negotiate the transfer rather than receiving it with no or little discussion from the state. Mr. Bakaly continued that UDOT was very responsive to Park City's request to look at the round-about and the road is something it offered. He assured Council that staff will prepare an analysis before an agreement is submitted to Council. Ms. Kerr expressed her desire to take advantage of the offer. The Mayor felt consideration should be given to the cost savings with the City building the round-about as opposed to the state. The City Manager explained that the \$410,000 is *found* money for UDOT and it is not likely that the funds will be available next year. It may be that the City takes ownership but UDOT maintains the road a little longer. Mr. Jones emphasized that he wants to make sure that the City understands the costs involved. Planning Commissioner Chris Larson explained that from a land use perspective this has been discussed a long time and the Commission is strongly in favor of acquiring this road. David Chaplin, resident, expressed support of the City taking ownership as it will better control mitigation steps with construction of the round-about and Flagstaff and the City system can be dealt with comprehensively. Mr. Bakaly stated that he will return to Council with more information.

5. Review of regular meeting:

Annexation of The Colonies into Park City Water Service District. Tom Daley explained that this action is the implementation of the agreements approved by Council in July 1998, providing that Iron Mountain Associates give the City 600 acres of open space for City water for

Phase 1. The County may ultimately provide water to The Colonies at which point it would de-annex, but the City could retain the 600 acres of open space, and Mr. Daley suggested that this provision be described in a recital to be added to the resolution. In response to a question from Roger Harlan, Mr. Daley explained that IMA will pay the costs for infrastructure which is outlined in the agreements. Ms. Kerr suggested that Mr. Daley prepare additional language to the resolution before the Water District meeting that the Council can consider. Mr. Daley explained that with the expansion of each phase annexed into the Water Service District, the open space easement would be adjusted, but always at a minimum of 600 acres. At full build-out, the open space would be conveyed to Park City and The Colonies would reserve a recreational easement; Park City would own the land in fee. In response to a question from Fred Jones, the City Manager explained that the easement is the visible northeast portion of the hillside viewed from SR224. With regard to the development, Park City has a perpetual right of approval on the north and east portions, but within the open space, skiing, biking, hiking and horse back riding are allowed.

See regular meeting minutes.

Prepared by Janet M. Scott



**PARK CITY COUNCIL MEETING
SUMMIT COUNTY, UTAH
JANUARY 20, 1999**

I ROLL CALL

Mayor Brad Olch called the regular meeting of the City Council to order at approximately 6:10 p.m. at the Marsac Municipal Building on Thursday, January 20, 2000. Members in attendance were Brad Olch, Peg Bodell, Candace Erickson, Roger Harlan, Fred Jones, and Shauna Kerr. Staff present were Toby Ross, City Manager; Jerry Gibbs, Public Works Director; and Matt Twombly, Landscape Planner.

II PUBLIC INPUT

The Mayor invited the public to comment on any matter of City business not scheduled on the agenda.

BFI trash pick-up services - Ted Roesner, resident and manager of The Oaks, referred to a letter he wrote which was distributed to Council. The owners are concerned about their trash pick-up day which has been changed from Mondays; as second home owners this is critical since many occupy the units only on weekends. Occasionally, more trash bins are needed but they probably don't use the service more than 70% of the time. Upon request for consideration of another pick-up day, Mr. Roesner was informed by BFI that it wasn't possible now or in the long term. The Mayor suggested attending the weekly meeting with BFI, the City and the County and Jerry Gibbs explained that he will convey concerns and prefers to keep the group workable. Mr. Gibbs invited Mr. Roesner to meet with him.

III COMMUNICATIONS FROM COUNCIL AND STAFF

Tom Bakaly reminded Council of a reception hosted by Senator Evans and Representative Ure at the Capitol on Wednesday, January 26 from 4 p.m. to 6 p.m.

IV WORK SESSION NOTES AND MINUTES OF THE MEETING OF DECEMBER 16, 1999

Hearing no additions or corrections, the Mayor requested a motion to approve. Roger Harlan, "I move approval". Shauna Kerr seconded. It should be noted that Peg Bodell, Candace Erickson, and Fred Jones were not Council members at the time of this meeting. Minutes entered in the Official Minute Book for reference purposes.

V PUBLIC HEARING

Authorization to proceed with grant application for Federal Highway Enhancement Funding for the City Park Trail and Rail-Trail (Union Pacific Parcel) - Through illustration of a map, Matt Twombly described the trail locations. Ms. Bodell asked if there is a priority list or master plan for trail improvements and Mr. Twombly explained that since the Union Pacific parcel has just been acquired, the City is seeking funding as it has not been identified as a capital improvements project, where widening and improving the City Park trail was a set priority. There was discussion about the McPolin Farm trail. Ms. Bodell asked if the enhancement funding limits the City to design details and Mr. Twombly explained that the amount of the funding is a constant but not necessarily the design. Roger Harlan asked if the trail could accommodate a people-mover during the Olympics and Mr. Twombly felt it would be adequate. With no further comments from the Council or the public, the public hearing was closed.

VI CONSENT AGENDA

Authorization to proceed with grant application for Federal Highway Enhancement Funding for the City Park Trail and Rail-Trail (Union Pacific Parcel) - Shauna Kerr, "I move approval". Roger Harlan seconded. Motion carried unanimously.

VII RESIGNATION AND APPOINTMENTS

Appointment of Lucinda LoPiccolo as Deputy City Recorder - The Mayor requested a motion to approve. Shauna Kerr, "I so move". Fred Jones seconded. Motion unanimously carried.

VIII NEW BUSINESS

City Council call-up of Planning Commission approval on October 27, 1999 of a conditional use permit for Old Town Guest House located at 1011 Empire Avenue (motion to continue to February 3, 2000) - Roger Harlan, "I move that we take the item under New Business, the City Council call-up of Planning Commission approval, to a date of February 3, 2000". Shauna Kerr seconded. Fred Jones disclosed that he will abstain on voting on this matter as he was serving as a Planning Commission member when this was approved by the Commission. Motion carried.

Peg Bodell	Aye
Roger Harlan	Aye
Candace Erickson	Aye
Fred Jones	Abstention
Shauna Kerr	Aye

IX ADJOURNMENT

With no further business, the regular meeting of the City Council was adjourned.

* * * * *

The meeting for which these minutes were prepared was noticed by posting 24 hours in advance and by delivery to the news media two days prior to the meeting.

Prepared by Janet M. Scott

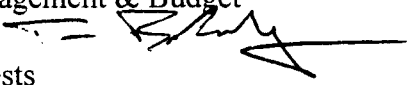


Janet M. Scott
Janet M. Scott, City Recorder





COUNCIL AGENDA REPORT

DATE: January 20, 2000
DEPARTMENT: Capital Management & Budget
AUTHOR: Tom Bakaly 
TITLE: Grant Requests
TYPE OF ITEM: Legislative

SUMMARY RECOMMENDATIONS: The City Council should provide direction concerning the grant request from the English as a Second Language (ESL) program of the Park City School District (PCSD).

DESCRIPTION:

A. Topic: Grant Disbursement

B. Background:

In May of 1996, the City Council adopted a policy that governs the disbursement of grant funds. This policy was subsequently amended in May of 1999 (attached). In addition to establishing criteria for determining grant recipients, the policy also established categories in which organizations receiving grants were placed. Each category then gets a portion of the total funds appropriated for grants. The total amount of funds available for grants is a percentage (2.25%) of the General Fund budget for each year. For the current budget, roughly \$310,000 was budgeted in General Fund contribution. This does not include Redevelopment Agency (RDA) Funds that contribute another \$205,000 towards historic renovations and affordable housing. Please see the attached spreadsheet for a financial summary of the current grants program.

The Grants Policy also establishes a contingency category to be used by programs or endeavors that arise throughout the year. Typically, grants from this category are made on a one-time basis. The current balance of the contingency category is approximately \$44,000.

During May of 1997, City Council formed a Grants Subcommittee to review the additional grant requests and make a recommendation to the City Council. The Grants Subcommittee currently consists of Councilmember Erickson, Councilmember Harlan, and a City staff representative (Tom Bakaly). The new Grant Subcommittee has not met yet.

C. Analysis:

At an Interagency Task Force meeting in August of 1999, the English as a Second Language (ESL) program run by the School District requested contributions totaling \$20,000 from the City and Summit County for this program (attached). At a City Council meeting in August, former Councilmember Hugh Daniels suggested that the School District, Park City Municipal Corporation and Summit County split half of the request (\$10,000) with a three way match (minutes attached). This means that each of the three entities would pay \$3,333. The rest of City Council seemed to agree with this approach. Staff is not sure if Summit County is aware of this plan, but the matching concept was discussed at an Interagency Task Force meeting in August.

On December 21, 1999 the City received a letter from the ESL Program (attached) stating that the School District was paying at least \$3,333 for the program and that Summit County had pledged \$2,500.

D. Department Review:

This request has been reviewed by the Office of Capital Management and Budget and the City Manager. Staff wanted to get a response to the School District as quickly as possible so the Grants Subcommittee has not had a chance to meet on this issue yet. Staff is hopeful that the Subcommittee can meet in advance of the City Council meeting on January 20th and have a recommendation at that time.

ALTERNATIVES:

- 1) Approve a one-time \$3,333 grant to the ESL program as contemplated at the August City Council meeting using the grant contingency fund. This is staff's recommendation.
- 2) Match the grant from Summit County in an amount of \$2,500.
- 3) Approve a different grant amount (higher or lower) than what was discussed in August.
- 4) Deny the request: This action would be a departure from a tentative agreement that was reached at the Interagency Task Force.
- 5) Continue the item until the Grants Subcommittee and/or the Interagency Task Force can address the issue.
- 6) Do Nothing: Same as Continuing the item.

SIGNIFICANT IMPACTS:

Implements the City's grants policy which to date has worked well. Funds for the recommended action are in the grants budget.

CONSEQUENCES OF NOT TAKING THE RECOMMENDED ACTION:

The City Council would need to provide further direction and perhaps make modifications to the Grants policy.

RECOMMENDATION:

Provide direction regarding a one-time grant to the ESL program using grant contingency funds.

GRANTS POLICY - Amended 5/1/99

As part of the budget process, the City Council appropriates funds to organizations and endeavors whose missions are consistent with those of the City. Depending upon the type of grant category, grants may take the form of cash contributions, one-time capital project donations, forgone fees or rent relating to City property. The use of the grant funds will be for specific services rendered, special projects, or organizational "seed" money.

Grant Distribution Criteria: Organizations or projects must meet the following criteria in order to be eligible for a grant: 1) Accountability and Sustain ability of Organization; 2) Program Need and General Public Benefit and; 3) Fiscal Stability and other Financial Support.

Criterion #1 - Accountability and Sustain ability of Organization or Endeavor: The organization or endeavor must have: 1) Quantifiable goals and objectives; 2) Non-discrimination in providing programs or services; 3) Cooperation with existing related programs and community service; 4) Compliance with the City contract and 5) Not-for-profit Status.

Criterion #2 - Program Need and General Public Benefit: The organization or endeavor must have: 1) A clear demonstration of public benefit and provision of direct services to City residents and; 2) A demonstrated need for the program or activity.

Criterion #3 - Fiscal Stability and other Financial Support: The organization or endeavor must have: 1) A clear description of how public funds will be used and accounted for; 2) Other funding sources that can be used to leverage resources; 3) A sound financial plan that demonstrates managerial and fiscal competence; and 4) A history of performing in a financially competent manner.

Total Grant Appropriations: The City appropriates a total of 2.25% of its annual General Fund budget year for grants in categories 1 - 5 as described below. In addition, the City appropriates specific dollar amounts from other funds specifically related to category 6 as described below. The General Fund budget is defined as total departmental operations not including the "carry-forward" of unspent balances.

Grant Categories and Percentage Allocations: For the purpose of distributing grant funds, grants are placed into the following categories: 1) Special Services; 2) Arts, Culture, Humanities; 3) Youth; 4) Rent Contribution; 5) Grant Contingency and; 6) Historic Preservation. A percentage of the General Fund budget (whose sum does not exceed 2.25 %) is allocated to each of the first five individual categories by the City Council. A specific dollar amount is allocated to category 6.

The General Fund category percentage allocation does not vary from year-to-year. However, as the City's budget fluctuates (up or down) due to economic conditions, the dollar amounts applied to each category will fluctuate proportionally. In years when the budget decreases, the City Council may choose to reduce the contingency fund appropriation to the extent possible in order to hold grant amounts constant. In the case of categories 2, 3, and 5 (Arts, Youth and Contingency), unspent grant balances from a prior fiscal year are reappropriated on a one-time basis to the upcoming fiscal year. The unspent prior year balance is added to the new grant amount for the upcoming fiscal year.

1) Special Services: An amount not to exceed 1.19 % of the General Fund budget will be designated for grants relating to services that would otherwise be provided by the City. Special services that fall into this category would include, but not be limited to; sustain economic development, historical preservation, marketing/sales, public safety, affordable housing and recycling.

To the extent that is possible, individual special services will be delineated in the budget. Any amount not specifically designated in the budget for special services will be placed in the Grant Contingency Category. Each special service grant will have a special service contract with a term of one year. If a special service grant recipient wishes to increase their budgeted grant amount, they must justify why a change is needed. Funds used to increase individual special service contracts must come from within the Special Services Category or the Grant Contingency Category.

2) Arts, Culture, Humanities: .30% of the total General Fund budget will be designated for a grant to a representative organization of the arts, culture, and humanities community. The representative organization will propose a plan by June 1st of each year of how the grant funds will be distributed to organizations in the arts, culture, and humanities community. The representative organization may establish a reasonable contingency balance for requests specific to the Arts, Culture and Humanities category that may arise throughout the year.

The proposal must be consistent with the criteria listed in this policy. In particular, criterion 1-3: (cooperation with existing related programs and community services) will be closely monitored. Failure to comply with this criteria may result in loss of representative organization status.

Upon being designated by the City Council as the representative organization, the representative organization will enter into a contract prior to July 1st with the City for the distribution of grant funds for a one year period. If a representative organization is not identified by City Council, the grant funds will be held in a City trust fund until a representative organization is identified.

3) Youth: .25% of the total General Fund budget will be designated for a grant to a representative organization for youth services. All of the policies relating to category #2 also apply to the youth category.

4) Rent Contribution: An amount not to exceed .48% of the General Fund budget will be used as a rent contribution for organizations occupying City owned property. To the extent that is possible, individual rent contributions will be delineated in the budget. Any amount not specifically designated in the budget will be placed in the Grant Contingency Category.

The City is required to make lease contributions to the Park City Building Authority for buildings that it occupies. Organizations may enter into a lease with the City to occupy City space at a reduced rental rate. The difference between the reduced rental rate and the rate paid to the Park City Building Authority will be funded by the rent contribution amount. The City Council may make long-term lease commitments for reduced rental rates under this policy. Please note that this policy only applies when a reduced rental rate is being offered. This policy does not apply to lease arrangements at "market" rates.

5) Grant Contingency: .03% of the General Fund budget will be designated as a grant contingency reserve for organizations, programs, or endeavors that arise throughout the year. Use of the grant contingency fund requires City Council approval. The policies stated above will be applied to requests from the Grant Contingency Category. City Council will review contingency fund balance every two years and make decisions for appropriations based upon recommendations from the Grants Committee.

6) Historic Preservation: Each year, the City Council will appropriate a specific dollar amount relating to historic preservation. The City Council will designate the funding for these expenditures during the annual budget process. The funding source for this category is the Lower Park Avenue and Main Street RDA. The total amount of historic grants available is \$200,000 (\$100,000 from each RDA project area). In instances where another organization is involved, a contract delineating the services will be required.

It is at the discretion of the City Council as to which categories individual organizations or endeavors are placed. Any percentage changes to the General Fund categories described above must be approved by the City Council. All final decisions relating to grant funding are at the discretion of the City Council.

PARK CITY MUNICIPAL CORPORATION
GRANTS FY 2000 - Revised - May 27, 1999
Does not include Carry Forward from FY 1998-99 for Youth or Contingency

CATEGORY/DESCRIPTION	GRANT \$	% of BUDGET	GRANT \$	% of BUDGET
	FY1999 Budget	GENERAL FUND	FY2000 Budget	GENERAL FUND
SPECIAL SERVICES				
Recycling	\$10,828		\$10,828	
Counseling Center	\$7,500		\$0	
Mountainlands Community Housing Trust			\$20,000	
Chamber Bureau	\$81,210		\$81,210	
Historical Society	\$25,121		\$25,121	
Domestic Peace Task Force	\$24,905		\$27,405	
Sub-total Special Services	\$149,564	1.06%	\$164,564	1.19%
ARTS/CULTURE/HUMANITIES				
Sub-total Arts	\$40,928	0.29%	40,928	0.30%
YOUTH				
Sub-total Youth	\$33,871	0.24%	33,871	0.25%
RENT CONTRIBUTIONS				
KPCW	\$25,172		25,172	
State Liquor Store	\$15,320		15,320	
Recycling	\$9,000		9,000	
Historical Society	\$16,800		16,800	
Sub-total Rent Contribution	\$66,292	0.47%	66,292	0.48%
GRANT CONTINGENCY FUND	\$26,815	0.19%	4,692	0.03%
TOTAL GRANTS - GENERAL FUND	\$317,470	2.25%	310,347	2.25%
GENERAL FUND BUDGET	\$14,112,992		13,800,000	
HOUSING/RDA				
Mountainlands Community Housing Trust	\$20,000		5,000	
Sub-total Housing	\$20,000		5,000	
HISTORIC PRESERVATION				
Sub-total Historic Preservation	\$200,000		200,000	
TOTAL GRANTS - All FUNDS	\$537,470		\$515,347	

Park City School District Adult E.S.L. Program

Judy Tukuafu
August 18, 1999

Background:

In 1998-99, the adult E.S.L. program had nearly 200 adults registered. About 40 - 50 students attended on any given evening. The program was held at McPolin Elementary School with a small satellite program at Ecker Hill Middle School. This program continues to grow as the Hispanic population, in particular, continues to grow in Summit County.

Many of our participants were single adults. Approximately 2/3 were male and 1/3 female. More than 50% were employed, with about 1/3 employed in the construction industry and 1/2 in hotels and restaurants.

The program in 1998-99 had one paid, part-time lead teacher, two paid part-time teachers, and some volunteers. The school district provides meeting space, access to miscellaneous materials and photocopying. Judy Tukuafu serves as the Director of Community Education and manages the program as part of her overall job duties.

State and Federal grants provide only about 30% of the funds needed pay for the part time teaching staff needed to run the basic program.

Program Needs and New Directions:

Park City School District will continue to provide this program in the evening, two nights per week for the entire school year. We employ three paid part-time staff and use community volunteers.

We need to add E.S.L. services for non-English speaking families, particularly families with children in the school system. Our regular program is available to all adults but we believe that many people have needs which the basic English program does not address. For example, we need to have child care available, work on adult literacy basic skills, and help parents become educated on how to help their children academically. These components would augment basic adult English lessons and support stronger families.

We know we need a program that includes children and parents coming to class together. The E.S.L. program in the Park City School District has grown from zero students three years ago to 250 students this year. The communication gap between school and home can be great. Head Start and the Centro de la Familia de Utah have been run these types of program with great success.

Head Start wants to collaborate with the Park City School District for this program and provide the bilingual teachers for the program at no charge to the school district. We can have two sessions of the family program session (ten classes per session, held one time per week) and serve 40 families this year.

Budget:

The Park City School District will continue to provide administrative staff, facilities, copying, and advertising as well as opportunities for teacher training. We have community volunteers involved in the program as teaching aides.

Basic Program Budget

Staffing

1 Lead Teacher at 55 hours/month for 10 months/year at \$20/hr. \$11,000

2 Teachers at 30 hours/month for 10 months/year @ \$14/hr. \$ 8,400

FICA for teachers \$ 1,485

Materials

Books at \$15/student for 150 students \$ 2,250

Total Basic Program Cost: \$23,135

Family Program Budget

Staffing

2 Bilingual Teachers - Head Staff staff members \$ n/c

1 Early Childhood Teaching specialist
3 hours/week X 20 weeks @ \$30/hr. \$1,800

Child Care Aides
3 hours/week X 20 weeks @ \$10/hr. X 3 people \$1,800

FICA for staff \$ 275

Materials/Supplies

Books and materials
20 families/session X 2 sessions X \$25/family \$1,000

Food
Donated/in-kind \$ n/c
Purchased @ \$20/week X 20 weeks \$ 400

Total Family Program Cost: \$5,275

TOTAL COST - BOTH PROGRAMS: \$28,410

Funding Available

State and federal grants \$6,822

Student fees @ \$10/student \$1,500

Total funding available: \$8,322

ADDITIONAL FUNDING NEEDED

For both programs \$20,088

**Park City School District
Adult E.S.L. Program**

Potential Sources for Funding
Funding Needed: \$20,088

Public

Park City, City Council
Summit County, County Commission
Park City School District

Non-Profit

Lion's Club
Interfaith Council
Sunrise Rotary Club
Park City Rotary Club

Private

Main Street Merchants
Ski resorts
Chamber of Commerce
Home Builders Association
Hotel/Motel Association
Restaurant Association

5



**PARK CITY WORK SESSION NOTES
SUMMIT COUNTY, UTAH
AUGUST 26, 1999**

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

Toby Ross, City Manager; Pat Putt, Planning and Zoning Administrator; Eric DeHaan, City Engineer; Bob Johnston, Leisure Services Director; Kristen Whetstone, Planner; Mat Twombly, Landscape Architect

Arts Council: Joanna Charnes, Executive Director; and Tom Grimm and Dan Nechemias, consultants

1. Council questions and comments:

Customer service award. Shauna Kerr read the nomination for Pat Putt, submitted by Brooks Robinson. It pointed out the challenges of his projects, including the Old Town Transit Center, Land Management Code amendments and Pat Putt's great attitude with residents, board members, and staff.

Hugh Daniels requested a response from staff on the Creative Beginnings letter. Mr. Daniels suggested that the old kiosk site on the Richards Property be restored. He reported that the Olympic legacy plaza task force is moving forward and will be selecting a landscape plan. This plan will go before the Parks and Recreation Board, the Planning Commission and City Council. The Historic Main Street Business Alliance held an open house last week where an added marketing fee to business licenses was introduced. It was well attended. Mr. Daniels emphasized that this is not a "done deal". The Mayor's meeting will be held in Coalville on August 30. He continued that at the last interagency meeting, the School District discussed requests for financial assistance from the City, County, non-profits, and private businesses in funding the adult ESL program. He explained to the School District that this would have to come from the City's grants contingency fund, and felt that the City has some responsibility to assist with the ESL program but others should definitely participate. The amount needed is \$20,000 and Mr. Daniels suggested matching half the amount with other governmental agencies.

Paul Sincock pointed out that the speed humps on Holiday Ranch Loop are deteriorating rapidly because of truck traffic. Eric DeHaan explained that the faulty material will be repaired. Mr. Sincock noted the potential safety problems for motorcycles at night. He requested that the Heber Avenue closure be extended from September 10 to September 20 so that the Park City Motorcycle Club can use the park during the week. There was discussion about noticing this item to accommodate public input. With regard to the waste management contract, the committee reviewed three RFP proposals and a recommendation will be rendered on Monday to the County



PARK CITY

SCHOOL DISTRICT

E D U C A T I O N A L E X C E L L E N C E

2700 KEARNS BOULEVARD
PARK CITY, UTAH 84060

435/645-5600
435/645-5609 FAX

December 21, 1999

Park City Subcommittee on Grants
Toby Ross
Park City Municipal Corp.
PO 1480
Park City, UT 84060-1480

Dear Toby:

I am writing as per the Subcommittee on Grant's request that I submit and new request for funding for the adult E.S.L. program. You asked for information about pledges of support from the County and School District and how we meet the Grant Distribution Criteria.

I have a pledge of support from Summit County for \$2500.00.

I have a pledge of the Park City School District School Board to fund the remaining balance after donations are collected. This will be, at the least, \$7000. There is no doubt that the school district will spend at least \$3333 on this program this year. This does not include an additional \$4500 in other grant money from our district.

You also asked me to outline how we meet the Grant Distribution Criteria.

1. Criterion #1 – Accountability and Sustainability of the Organization or Endeavor. Park City School District is a non-for-profit organization that meets all of the stated criteria.
2. Criterion #2 – Program Need and General Public Benefit. The adult E.S.L. program has served non-English speakers in this community for about ten years. Last year we registered nearly 200 people and have registered about 100 already this year. The need for E.S.L. programs for people in this community is growing as evidenced by the growing Hispanic population. We have been and continue to be the largest E.S.L. program in this area. We do not turn away any adult who wants to learn English from our program.
3. Criterion #3 – Fiscal Stability and Other Financial Support. Park City School District has yearly audits and demonstrated fiscal responsibility. For this program, other donations and grants have been sought, and pledges of support besides Park City total approximately \$8900. The funds I am requesting will be directly for paying staff (only salaries, no overhead). I would be happy to give as much detail as you desire about this. I did give a copy of the budget in the Interagency Task Force meeting when your pledge of support was given.

Please let me know what other information you would like me to provide. I would appreciate knowing what the time frame is for when a decision will be made on this grant request

Thank you for your commitment to helping people in this community who want to learn English and become part of our community.

Sincerely,

Judy Tukuafu
Director of Community Education

C: Von Hortin



COUNCIL STAFF REPORT

DATE: January 20, 2000
DEPARTMENT: Office of Capital Management & Budget and Public Works
AUTHOR: Tom Bakaly and Hope Bleecker
TITLE: Old Town Transit Center
TYPE OF ITEM: Information and Policy Direction - Work Session

EXECUTIVE SUMMARY

Recommendation Summary. Staff requests that City Council provide policy direction and/or approval concerning the Old Town Transit Center for the issues described below. Please note that the areas are interrelated and a decision in one policy area may impact another decision.

- 1) Overall Project Policy: Reaffirm decision to build, delay or terminate the project.
- 2) Construction Timing Policy: Complete in 2000 or phase project over 2000 and 2001.
- 3) Funding Policy: Fund project only with current grant, or use City funds/debt with grant.
- 4) Highway 224 Policy: Provide direction on proposed ownership transfer of SR 224 to City.
- 5) Construction Awareness Policy: Provide direction about construction mitigation and outreach.
- 6) Design Policy: Provide design and use direction about the 1st floor of building (Swede Alley).

Background Summary. A study of the City's long-range transportation needs identified the Old Town Transit Center (OTTC) as an important component of the City's effort to enhance public transit. The Downtown Action Plan, Transportation Element of the General Plan, and Regional Transit Plan identified the OTTC in its proposed location. The City has a Conditional use Permit to build the OTTC and Roundabout. Policy ratification is required for timely completion.

Policy Alternative Summary. A matrix of policy alternatives that lists pros and cons of each is included as Attachment A. While not required or mandated, staff requests policy direction concerning the overall project, transfer of SR 224 and project design at the January 20th meeting.

STAFF REPORT DETAIL DISCUSSION

DESCRIPTION:

A. Topic: Old Town Transit Center and Roundabout

B. Background:

Park City Transit Plan. The City Council has listed mitigation of transportation and traffic issues as a high priority goal for at least the last five years. The transit center project itself was listed as a top priority in 1999. In 1997, through a grant from the Federal Transit Administration (FTA), the City embarked on a comprehensive transit planning process. The result of those planning efforts is the Park City Transit Plan published in November of 1999. The study focused on ways public transit services could be improved in Park City and also considered connecting services to other communities. Beginning with the Park City Transportation Summit in May of 1999, the planning effort incorporated an extensive process to involve the community in transit planning efforts. For a complete listing of public involvement regarding transit planning and the Old Town Transit Center, please see Attachment B. As a result of community planning efforts, several goals including the expansion of the bus system, enhanced pedestrian pathways, increased employee/commuter ridership and improved passenger amenities in old town were identified (Attachment C - Park City Transit Plan p. 5).

Need for Old Town Transit Center. Currently, Old Town passengers embark and disembark near the corner of Heber and Main Streets. Main Street is the destination of 40% of all winter transit passengers and 70% of summer transit passengers. The overall ridership totaled 1.24 million in FY1999. Included in this number are approximately 100,000 transit system riders who use the bus for travel to Main Street during the Sundance Film and the Park City Art Festivals during highly concentrated periods of use. Recent expansions of the transit system have increased ridership by 50,000 riders annually.

The current Main Street stops are constrained because of a lack of sufficient sidewalk and staging space to provide any passenger amenities and by conflicts with auto and pedestrian traffic. Consequently, the transit system uses the transit center at Park City Mountain Resort as the operations hub, even in the summer when Main Street is the destination of most passengers. Plans to provide improved passenger amenities, offer a local circulator service, improve the efficiency of transit routes, offer other expansions of service and significantly increase transit ridership depend on a transit center in the Main Street area. Several sites were examined as possible locations for a transit center but only the location near Swede Alley offered the size and accessibility to Main Street and Deer Valley Drive to be a truly effective transit center. If the transit system is to meet the demands of resort and bedbase expansion, population growth and future local circulator and regional services, then an Old Town Transit Center should be constructed.

Initial Transit Center Proposal. Staff and the City's transportation consultants originally conceptualized a mixed-use project which included light retail uses and an interior building area of approximately 10,000 square feet and a variety of transit related services. The initial proposal was intended to include all potential uses to ensure a comprehensive environmental assessment process. The original project was not the recommended project nor the project currently being

pursued. Proposed lease space was designed into the plan to provide for rider convenience and to help support construction and operating costs. Several ideas such as a public safety presence and baggage handling facilities were developed conceptually and abandoned when the Historic District and the Planning Commissions objected to the size of the building due mostly to the intensity of its proposed use. The current plan includes a significantly smaller building, fewer bus bays and a narrower range of services and amenities than the original concept. It retains bus shelters, transit information, pedestrian amenities and a roundabout to improve traffic circulation.

Downtown Action Plan: The Park City Downtown Action Plan Task Force was established in May 1998 and consisted of six members and alternates representing the Planning Commission, the Historic District Commission, the Main Street Merchants, and the Restaurant Association. The purpose of the group was to review a coordinated scheme of pedestrian and transportation enhancements in order to ensure continued viability of Main Street. The group reviewed crosswalks, long-term parking plans, and the impacts of the transit center and the traffic roundabout. The final plan, issued in October, 1998 included recommendations to construct a 300 space parking garage; to limit the size of transit center staging space; to ensure that the architectural style of the building is compatible (colors, mass and scale) with the unique character of Old Town; and to preserve the historic stone wall (Attachment D).

Transportation Element of General Plan. In addition to other transit related recommendations, The Transportation Element of the General Plan, as prepared by the Planning Department staff, and as adopted by the Planning Commission and City Council (June, 1999), stipulates construction of both the Old Town Transit Center and the roundabout in its proposed location (Attachment E). The General Plan highlights the use of mitigating transit frequencies along Park Avenue to help preserve the character of the neighborhood. The existing circulation plan and location of the transit center near Main Street are critical to an enhanced routing plan which reduces the frequency of buses on Park Avenue.

Summit County Transit Regional Transit Study. The Old Town Transit Center in its proposed location has also been identified by a regional transit study as the first of several necessary facilities in a possible regional transit system which is being discussed with Summit County (Attachment F). The report cites that many of the service alternatives proposed throughout the report rely on construction of new passenger amenities which will make the service attractive.

Current Old Town Transit Center Design Efforts. In April, 1999, the City Council established by resolution the Old Town Transit Center Design Review Task Force (Task Force) to review all details associated with the architectural design of the building in order to ensure it would meet required codes and policy of the Historic District (Attachment G). The Task Force is composed of all members of the HDC and two representatives from the Planning Commission. The Task Force formally approved the design of the whole project on June 7, 1999. The Planning Commission incorporated this approved design into the approved Conditional Use Permit (CUP) on June 30, 1999. Since that time, staff has returned to the Task Force/HDC to address items that the CUP required for follow-up approval. Those conditions have been met. The Task Force's primary focus was on siting of the building, mitigation of visual impacts, landscaping, preservation of the historic wall, and accessibility, fire protection, and other code related issues which would affect the design of the building. The Task Force's work included open house input sessions and review of the project through the working drawing design phase.

Proposed Project Scope/Use: The proposed transit center is designed to provide shelter and amenities which will match the demand of existing transit passengers, make the summer operation more efficient, and provide attractive amenities for possible future expansions:

- **The Roundabout** at Highway 224 at Deer Valley Drive will effectively move existing and future levels of traffic through the intersection and provide access to the transit center. The approved design is the preferred method to address growing traffic issues as opposed to other methods which would require condemnation of property and visually unappealing signalization devices. The roundabout will provide easy access into and out of the transit center and will facilitate south and northbound exits and entrances by transit buses, enhancing the use of Highway 224 as an expressway which can directly connect with neighborhoods in the summer months.
- **The Bus Lanes and Sidewalk Staging Areas** will provide pedestrian waiting areas for easy and direct access to buses throughout the City. In total, five bus bays are needed in the Old Town Transit Center for transit operations. While more bays would be beneficial from an operating perspective, this benefit has been carefully weighed against increased land requirements and associated impact in Old Town.
- **Interior Waiting Space** will act as a welcome and orientation center for the transit system and for the downtown area. The building can accommodate a variety of public uses which would include, but are not limited to a Park City Transit information counter. In addition to transit information, bicycle, pedestrian travel, Park City Chamber Bureau and recreational opportunity information can also be distributed by using displays or interactive kiosks. The Transit Center can also be a showcase for public art and historical information. Please note that local Park City artists have been formally selected for some of the art components related to the entire project. The winter months often require interior waiting area for shelter from the cold or as a meeting, gathering, or rest spot for transit passengers. Additionally public restrooms, public telephones, an ATM machine, and vending machines will likely be included. Since the transit system periodically loads up to 300 passengers per hour in the winter time, and experiences an even more intensive use during special events, the interior waiting spaces off the transit road and off of Swede Alley will become a passenger amenity which not only enhances system use but also makes Main Street a very attractive place to visit.
- **Exterior Plazas and Pedestrian Enhancements** will provide waiting/gathering areas and easy access to Main Street. One of the things we heard at the transit center open house on June 3, 1999 was that there needed to be more gathering places and waiting areas around the transit center. By adding restrooms on the Swede Alley side of the building as well as benches, the Task Force directly addressed that input. With the purchase of a key Main Street lot (Carr parcel) as part of the project, bus riders will have improved access to Main Street from Swede Alley. An outdoor plaza on the south end of the building could also create cultural opportunities for small celebrations or gatherings in the Historic Main Street area.

FTA Grant Requirements. The City currently has received a grant from the Federal Transit Administration for the construction of the Transit Center in Old Town. If the project (both the building and the roundabout) is not built, the City would need to return the federal funds (\$1.7 million) it has already spent. The City has a *letter of no prejudice* from the FTA which means that they will reimburse City incurred grant eligible expenses once funds are appropriated by the United States Congress. Interest on debt would be an expense eligible for reimbursement.

Environmental Issues. The proposed site of the transit center is the former Marsac Mill processing site. Through extensive testing and assessment in conjunction with the Environmental Protection Agency (EPA) and the Utah Department of Environmental Quality (DEQ), elevated levels of lead, mercury and arsenic were identified. In August of 1999, City Council authorized staff to enter into the Voluntary Clean-up Program (VCP) with the State to address these issues. Staff has had several meetings with the DEQ to finalize the remediation work plan that will be implemented during construction of the project. There will be a public input process starting later this month about the environmental work plan and staff is hopeful that it will have an approved work plan from the DEQ by mid February. Since the DEQ now has extensive data regarding the soils surrounding the Marsac Building, the City will need to remediate the site regardless of whether or not it proceeds with the transit center. The transit center construction will provide economies of scale in addressing the inevitable environmental remediation of the Marsac site.

Accessibility Issues. The building site has been carefully examined for transit vehicle and pedestrian access. Passenger accessibility was reviewed by Park City Staff as well as a representative from the National Ability Center. ADA access will be achieved through the use of an elevator and sidewalks around the site which meet ADA code. The possibility of a ramp for the site was reviewed thoroughly but is currently not in construction drawings because designs did not improve access to the site and ADA code did not require inclusion of a ramp.

Public Participation. A schedule of past public participation relating to the transit study and the design review of the Old Town Transit Center is attached. As shown on Attachment B, there have been over 25 formal public meetings about transit planning and the transit center since March of 1997. Staff has included comments that it received about the transit center at the Capital Improvement Program (CIP) open house and the Old Town Transit Center Open House on June 3, 1999 (Attachment H). In addition, staff has met individually with several property owners near the project. If the project proceeds as planned, staff anticipates a series of neighborhood meetings and open houses in February and March to discuss the construction impact of the project. Lastly, staff has involved the Historic Main Street Business Alliance (HMBA) in the design of the project, and they are in support of the project as demonstrated by their lead participation in the Downtown Action Plan.

Recent HDC Communication. While the design of the Transit Center has been approved by the Old Town Transit Center Design Review Task Force (Task Force), the HDC/Task Force has expressed concern that the current construction drawings are substantially different from what was approved by the HDC/Task Force and approved as part of the CUP by the Planning Commission. Planning and Office of Capital Management & Budget staff believe that current plans are substantially consistent with original approvals. Any design issues will need to be addressed by the Task Force and perhaps the Planning Commission in January, 2000.

In addition to design concerns, the HDC raised some policy issues concerning the Transit Center. On December 6, 1999, the HDC passed the following motion: "Petition City Council for a complete review of the intermodal center as it relates to need, use and design." Depending upon the policy direction given by City Council, the Task Force and perhaps the Planning Commission will need to address any remaining design issues.

Olympic Connection. The Old Town Transit Center is not being built for the Olympics. Rather, the Olympics present an opportunity to fund the transit center at this time and thus address the transportation goals of the City's General Plan, the Downtown Action Plan, the Park City Transportation Development Plan and the Summit County Regional Transit Study. Given its location, the proposed Old Town Transit Center will be an important part of the Olympic transportation plan. A goal of the City is to have people attending events at Park City and Deer Valley venues remain in town after the events. The current plan is that instead of waiting in line and getting on the bus and going back to Salt Lake, games attendees will be able walk or ride to old town after events. After enjoying old town or other special events in Park City, people will walk to the Old Town Transit Center where they will get on a bus to go back to their vehicle at park and ride lots located outside Park City's town boundaries.

C. Analysis:

What follows is a narrative discussion of the six policy areas. Again, staff recommends that City Council refer to Attachment A for a "user friendly" guide to the policy issues. The six areas are interrelated and dynamic so they should be considered in conjunction with each other. For example, if City Council chose to terminate the project, obviously the other 5 policy areas are mostly moot. Conversely, discussions of policy areas 2 - 6 assume that the City Council gives direction to proceed with the project as planned.

1) Overall Project Policy.

As City Council considers the attached pros and cons associated with overall policy direction for the Old Town Transit Center, there are a couple of key issues that need to be kept in mind. On a broad level, Council will need to consider its possible longer term goals in the areas of transportation and enhanced economic viability for Main Street and whether or not the transit center helps in achieving those goals. The City Council will also need to assess the need of the transit center as defined in the background section of this report as it relates to the General Plan, the Downtown Action Plan, the Park City Transit Plan and the Summit County Regional Transit Plan. In considering this project, Council should also consider whether federal funding for capital projects is something that the City should pursue to meet its goals.

Specifically, the City Council should keep in mind that the whole project including the transit center building must be completed in order to receive any federal funding. This means that if some phasing strategy was pursued and then terminated after constructing only roundabout and site improvements, the City would need to repay the FTA all of the funds it had spent for all aspects (roundabout, grading, Carr parcel, planning, design, etc.) of the project. In addition, the City will need to repay the Federal funds if the building is "scaled down." The FTA would prefer a larger building than the one currently proposed, but has approved the current design.

As discussed earlier, the HDC/Task Force has asked for a policy review of the project by the City Council to discuss its need. Staff is hopeful that the HDC/Task force will be present and participate in the discussion of overall transit center policy by the City Council on January 20th.

2) Construction Timing Policy. In order to begin construction in April, the City needs to issue bids for the project by early February. A decision on construction timing is not needed on January 20th. Including "pledged" funds, PCMC has funds to construct everything except the building during the 2000 construction season. Staff's recommends that the City bid the project alternately in two phases and for a single phase of construction. By doing this, Council would be able to assess the costs of building a phased project and weigh those costs against the costs of perhaps borrowing funds so the project could be completed in one construction season. The Council should also consider the community impacts of phased versus consolidated construction. If City Council is leaning towards phasing the project regardless, staff will begin discussions with the Planning Commission about amending the CUP because it currently states that the project cannot be phased. An amendment to the CUP would be required prior issuance of a building permit that contemplated a phased construction approach.

As City Council considers phasing the project or completing the project in one year, they should refer to the policy pro/con matrix (Attachment A), particularly the funding and construction notification areas. For example, on the con side, if the project is phased the City will experience construction impacts in old town for two seasons instead of one. In addition, the City will not have an opportunity to use the building and test the new transit routes prior to the Olympics. Lastly, phasing the project could cost more. Conversely, if the project is phased, the City will not have the repayment risk of funding the project with its own funds or debt. In addition, having the building under construction but under contract for everything but the transit center building may give the City added leverage in obtaining all of the necessary funding (Summer of 2000).

3) Funding Policy. Listed below are two tables that show the current status of the federal grant and the cost components of the project.

FTA Grant Detail

Federal Grant Request	\$9.5 Million
Federal Funds Received	\$5.458 Million
Funds Needed 12/99	\$4.042 Million
Funds Pledged 1/00:	\$1.743 Million
• FY 2000 Bus Money	\$433,000
• FY 2000 FTA Olympic Grant	\$410,000
• FY 2000 UDOT Hwy. Funds	\$410,000
• FY 2000 FTA Intermodal Grant	\$490,000
• Additional Funds Needed	\$2.299 Million

Project Cost Summary

Total Site Work		\$3,218,867
Total Building Cost		\$1,346,055
Site and building Joint costs		\$1,049,932
Roundabout Costs		\$1,214,689
Soft Costs (Design, Management, etc.)		\$1,163,320
Transportation Planning		\$400,000
Art		\$100,000
Carr Parcel		\$500,000
Pedestrian and Trail Improvements		\$478,838
Geotechnical		\$28,299
Subtotal (Equals Fed Grant)		\$9,500,000
Environmental Remediation (City)*		\$433,701
Total**		\$9,933,701

* Park City Mining Company will contribute roughly \$110,000 towards City Costs

** Total does not include value of City land that the City is contributing as its match requirement for the 80/20 cost split.

As can be seen from the two financial tables, the Federal grant does not include environmental remediation costs associated with the site. The figure of \$433,701 is conservative (high) and is included in the adopted budget for the current year in the Transportation Fund. According to the Flagstaff annexation agreement the City will receive roughly \$110,000 from the Mining Company to help offset the City's costs. As City Council weighs whether to phase the project or borrow the roughly \$2.3 million needed to complete the project, they should assess the time frame in which appropriations from the federal government are expected.

Again, except for how it relates to the UDOT issue, City Council does not have to make an immediate decision on whether or not to borrow funds. City Council could conceptually discuss the debt concept on January 20th and wait to see where the bids come in and then decide. The City could borrow funds against the *letter of no prejudice* using what is called a Grant Anticipation Note. Staff would not recommend using budgeted City CIP funds to bridge the gap. Staff would prefer to use those funds as part of the City's recession plan or for perhaps modest new capital projects (Upper Park Ave.) that may be a City Council priority during the upcoming budget process. Just as a frame of reference, if the City were to borrow \$2.3 million for two years until Congress appropriated the Transit Center money, the interest cost would be about \$100,000. The interest cost would be reimbursable by the FTA as part of the \$9.5 million grant.

4) Highway 224 Policy.

UDOT has offered to give the City \$410,000 that the City could use to assist with the project in exchange for the City taking over ownership of Highway 224 from the intersection of Highway 248 to Guardsman Pass (the county line). In addition to the one-time cash, UDOT has offered to retain jurisdiction for the retaining wall along Deer Valley Drive, give the City a used dump truck and plow and continue to maintain the traffic signals and striping at a cost-effective rate. Staff would like City Council to provide conceptual direction regarding UDOT's offer.

Advantages of the proposal include possible savings on Transit Center construction because of City ownership of Hwy 224. The City would control seasonal access of Highway 224. The City would also have control of Lower Main St. access off of Deer Valley Drive by the Summit Watch project. Disadvantages include City responsibility for maintenance and repair of Highway 224 which could average as much \$150,000 - \$200,000 per year. In addition, accepting grants from UDOT or other entities for that matter may raise expectations about future interactions with those entities. The Transportation Commission conceptually approved the offer on 1/7/00. If the City Council approves this transaction in concept, Staff will negotiate the details and return to City Council with a formal agreement within the next few months. If Council does not want to accept UDOT's offer and the \$410,000, the City would still have enough funds to phase the project except for landscaping, wall treatments and the building.

5) Construction Awareness Policy. While most of our public outreach efforts have focused on the design of the projects, staff has already taken the opportunity to begin education about the construction impacts of this project. Staff recently received approval of the construction mitigation plan for the Transit Center from the Community Development Department. Depending on what direction Council gives on January 20th, staff will pursue an aggressive construction awareness program for all construction in the City and the Transit Center in particular. For the Transit Center, staff plans to meet with small neighborhood groups to inform them about the project and the construction schedule. Staff also plans to go door-to-door to discuss the project.

As part of the City-wide construction awareness program, Staff proposes to draft an information guide regarding construction activities in town to cover the next two years. The guide would identify the major public and private construction projects, associated road/lane closures and detours, major staging areas, employee transportation and shuttle options, approximate project time frames, and would show the location and relative impact of each project on a City map. The Transit Center construction awareness program will address applicable City-wide issues and requirements contained in its approved mitigation plan from the City's Building Department.

6) Design Policy. Staff is looking for City Council direction about whether the first floor of building (Swede Alley entrance) should be increased by roughly 500 feet to convert approved storage space to useable space for City services. Without impacting the exterior of the building or increasing the above ground mass of the building (2,500 square feet), the City can gain useable space for City uses in the Transit Center such as public safety. Drawings will be available for further review at the January 20th meeting. The FTA has expressed a desire to have a strong public safety presence in the building due to the recent execution of a transit worker in Arizona. With space short at the Marsac Building and because of the proximity to Main Street, the Police

Department would be interested in the space if it were available. The space was originally not designed for other uses due to initial Planning Commission and HDC direction to limit the uses at the building. It is staff's opinion that this direction was based upon a desire to reduce the size of the building and mitigate use impacts. However, when grade issues required the building to be two stories, staff saw an opportunity to economically gain usable space without significantly changing the exterior of the building. On November 15, 1999 staff presented this concept, along with an additional exterior entrance (that has since been removed) to the HDC/Task Force. The HDC/Task Force was not comfortable with the exterior entrance and that has been removed. Since the useable space would be an internal change to the building and would not change the exterior, HDC/Task Force approval of the change technically would not be required. However, any use for the space, other than the approved storage for the first floor would require returning to the Planning Commission for an amendment of the CUP for that additional 500 square foot area for public safety. If City Council is not interested in this concept, staff will build the first floor as originally approved.

For City Council's information, the HDC/Task Force also contends that design details of the building have significantly changed from what was approved. As stated above, Planning staff believe that the design of the building has not changed significantly from what was approved. Staff suggests that City Council provide overall project policy direction and 1st floor design direction. If City Council chooses to proceed with the project as planned, staff will return to the Task Force to address the detailed design issues. Given the success in designing the project last Spring, Staff is confident that these detail design issues can be resolved with the Task Force. Just for Council's information, according to the resolution that formed the Task Force (Attachment G), decisions of the Task Force are appealable to the Planning Commission. Appeal or call up of a Planning Commission decision would be handled as outlined in the Land Management Code.

Other Related Design Issues Not Requiring Council Action - Parking Design. Please note that initial designs of the Transit Center conceptually looked at a parking structure in conjunction with the Transit Center (directly North of the Marsac building). While a parking structure could later fit in that site, staff believes that it would be environmentally and financially difficult. If City Council did want to pursue a parking structure in the Main Street area (it is currently not planned in the 5 year CIP), staff would recommend extending the China Bridge structure north.

Trash Design. In order to construct the Transit Center, the trash dumpsters on the East side of Swede Alley will need to be moved. From a construction mitigation standpoint, the dumpsters could be temporarily located across the street to where the two new dumpsters are located. As an alternative to lining up 5 dumpsters behind Swede Alley, staff may explore temporarily using a trash compactor in that area instead of using multiple dumpsters. As part of the Swede Alley trash plan staff intends to build a trash compactor building on the west side of Swede Alley where the two new dumpsters and fence are located. This will be a separate project from the Transit Center. It is possible that this project will be constructed during the 2000 construction season and it could be funded through the Downtown Revitalization CIP account.

Transit Center Way Finding Element. A vertical way finding element (landmark tower) was conceptually approved when the Transit Center design was approved in June. Based upon input from the Task Force and the Planning Commission, staff has decided not to construct the tower

at this time.

D. Department Review:

This staff report and/or concepts contained in the report have been reviewed by Community Development (Engineering, Planning and Building), the City Manager's Office, the City Attorney's Office, the Public Works Department, the Police Department and the Office of Capital Management and Budget. Comments and concerns have been addressed in the final design.

ALTERNATIVES:

Staff recommends that the City Council use the policy pro/con matrix (Attachment A) to review the alternatives related to this project. The matrix should help the Council consider all six of the policy area as they are dynamic and interrelated. Listed below are the six policy areas and alternatives.

- 1) Overall Project Policy. Reaffirm decision to build the project, delay or terminate the project
- 2) Construction Timing Policy. Phase project over 2000 and 2001 or complete in 2000
- 3) Funding Policy. Determine whether to fund project with current grant, or use City funds/debt
- 4) Highway 224 Policy. Provide direction about UDOT ownership transfer of Hwy. 224 to City
- 5) Construction Awareness Policy. Provide direction about construction mitigation and outreach
- 6) Design Policy. Provide design and use direction about 1st floor of the building (Swede Alley)

SIGNIFICANT IMPACTS:

The significant public involvement, financial, construction and policy impacts of the Old Town Transit Center have been discussed in detail throughout this report and are succinctly stated in the policy pro/con matrix which is included as Attachment A.

CONSEQUENCES OF NOT TAKING THE RECOMMENDED ACTION:

At the January 20th meeting, staff particularly needs policy direction concerning overall project policy, Highway 224 policy and design policy. Those three issues could be continued for a week, but in order to get out to bid by early February so that construction could begin in April a decision will need to be made by the end of January. The other issues, particularly funding decisions can be continued until after bids are received in late February.

RECOMMENDATION:

Staff requests that City Council provide policy direction and/or approval concerning the Old Town Transit Center for the issues described below. While this direction is not required or mandated, staff would like to receive clear direction from City Council for these areas. Please note that the areas are interrelated and a decision in one policy area may impact another decision.

- 1) Overall Project Policy. Reaffirm decision to build the project, delay or terminate the project
- 2) Construction Timing Policy. Phase project over 2000 and 2001 or complete in 2000
- 3) Funding Policy. Determine whether to fund project with current grant, or use City funds/debt
- 4) Highway 224 Policy. Provide direction about UDOT ownership transfer of Hwy. 224 to City
- 5) Construction Awareness Policy. Provide direction about construction mitigation and outreach
- 6) Design Policy. Provide design and use direction about 1st floor of the building (Swede Alley)

A matrix of policy alternatives that lists pros and cons of each is attached. At the January 20th meeting, staff particularly needs policy direction concerning overall project policy, Highway 224 policy and design policy. The other issues can be continued. In fact, staff recommends that City Council defer action on construction timing and funding policy until after bids on the project are received. That way, City Council will have more financial data concerning the impacts of phasing the project over two construction seasons.

Attachments:

- A. Policy Pro/Con Matrix
- B. Public Involvement Matrix
- C. Park City Transit Study
- D. Downtown Action Plan
- E. General Plan - Transportation Element (Transit Center)
- F. Regional Transit Plan
- G. OTTC Task Force Resolution
- H. CIP and Transit Center Open House Comments

Policy Alternatives for Transit Center

1. OVERALL PROJECT POLICY

A. Continue project as planned with completion in 2000 or 2001

PROS	CONS
Would implement the recommendations of the General Plan, the Downtown Action Plan, the Park City Transit Plan, and the Summit County Regional Transit Study and thus improve the transit system and enhance vitality in the Main St. area.	Would impose significant construction impacts on the Old town area for perhaps the next two years.
Would solve traffic problems in the old town area immediately.	While not necessarily a "con", there is little leeway for scaling down transit center building due to the fact that the FTA is funding a transit center and the roundabout is a necessary component for the building to function. The FTA is comfortable with current building design, but would like it to be larger.
Would immediately address the intersection of Deer Valley Drive and Marsac prior to increased traffic related to the Flagstaff project.	While not necessarily a "con", both the roundabout and the transit center need to be completed in order to receive any federal funding.
Would permit the use of Federal funds and a City land match	May require City to borrow funds against future reimbursements

B. Delay construction until all funds are received

PROS	CONS
Reduces repayment risk from the FTA	Project completion January 2002 or later
Allows more time for public review of project if deemed necessary	Little leeway for construction delay
	No use of facility prior to Olympics
	Existing grant of \$5.4 Million would be in jeopardy as there are 1997 funds that need to be spent in 3 years

C. Terminate Project

PROS	CONS
Would not run risk of having to pay back more funds if the project is terminated after a later date	Repay \$5.4 million, including \$1.7 million already spent. City would still incur environmental remediation costs regardless
Would have Transit Center study, Carr parcel and detailed construction drawings of roundabout if the City wanted to pursue a new roundabout grant after paying back the \$1.7 million for the current grant	Would raise questions at the Federal and State level and about future funding requests related to roundabouts, park and rides, maintenance facilities and buses

2. CONSTRUCTION TIMING POLICY

A. Bid entire project for one construction season

PROS	CONS
Would focus/localize construction impacts in one year and avoid construction just prior to Olympics	Use of City funds and or debt capacity by the Transit Center until future appropriations are received

B. Bid portions of project over multiple construction seasons

PROS	CONS
Reduces repayment risk from the FTA	Possible Increased Cost
Provides added leverage for receiving funds during the 2001 Federal Appropriations Process (Summer of 2000)	Revision of CUP by Planning Commission required
Construction impacts in second year will be slightly mitigated due to availability of new transit center road as a staging area for building construction	Extends construction impacts over multiple years
	No use of building or new bus routes for a Winter prior to the Olympics

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3. FUNDING POLICY**A. Fund project with the current grant**

PROS	CONS
Reduces Repayment Risk	Requires Phasing
Frees City funds and borrowing capacity for other new projects that may arise	

B. Fund project with City Funds/Debt

PROS	CONS
Would allow the project to be completed in one season except for landscaping which would be completed in the Spring of 2001	Would put City funds at some degree of risk
Interest cost would be a reimbursable grant expense	Would limit funding or borrowing capacity for other projects
Would send a clear message to the FTA that the City is committed to transit and may improve future chances of appropriations. Currently, UDOT and UTA are the only entities that fund their projects through Grant Anticipation Notes (debt)	

4. HIGHWAY 224 POLICY

A. City to take ownership of Hwy. 224 (Hwy 248 to Guardsman Pass)

PROS	CONS
City Control of Guardsman Access	Maintenance Costs in the range of \$150,000 to \$200,000 per year
City Control of Lower Main Street and Deer Valley Intersection	Additional liability of road ownership
\$410,000 contribution that could be used for transit Center construction and possibly for road maintenance later if whole grant (not deducting UDOT contribution) is received	While not necessarily a "con", the City could still phase the construction of the transit center without the \$410,000. Less (landscaping and wall treatments) would be built in 2000
Possible reduced construction costs for Transit Center	
Donated snow plow from UDOT	
UDOT would still own and maintain the large retaining wall along Deer Valley Drive	

5. CONSTRUCTION AWARENESS POLICY

PROS	CONS
Enhanced Citizen involvement in Community	Would require reallocation of City resources and cost more
Smoother and more cost efficient Construction Project	Could cause possible project delays
Reduced anxiety in Community	

6. DESIGN POLICY: SWEDE ALLEY SIDE - PUBLIC SAFETY USE

PROS	CONS
Enhanced Public Safety presence in Old Town	Possible Use Impacts
Convenience for Officers	Possible Relations issues with HDC and Planning Commission due to initial reaction to idea
Safer Transit Center and enhanced FTA relations	Additional cost

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Transit Planning & Old Town Transit Center Public Participation

Date	Action	Issue
March 6, 1997	City Council	Recommendation for an intermodal center
May 13, 1997	Park City Transportation Summit	Transit Center Presentation
Dec. 18, 1997	City Council	Transit Alternatives
Feb. 24, 1998	Community Forum	Transit Center Discussion
April 8, 1998	Planning Commission Presentation	Selection of a site/Swede Alley/how it fits into master plan.
July 7, 1998	Downtown Action Plan Task Force	Review of Transit Center Project
January 28, 1999	City Council Meeting	Financing the transit center; EPA testing & cleanup
Feb 17, 1999	CIP Open House	Capital Improvement Program Review - 130 attendees
March 24, 1999	Planning Commission	Design Review Task Force Appointee
April 1, 1999	City Council Meeting	Resolution establishing the Old Town Center design review task force
April 15, 1999	City Council	Award Contract to Cooper Roberts architects
May 5, 1999	Design Review Task Force	Design Review
May 12, 1999	Notice of Public Hrg. to property owners	Informational for June 16, 1999 Planning Commission Mtg.
May 17, 1999	Design Review Task Force	Design Review, Environmental Issues
May 24, 1999	Design Review Task Force	Design Review, Environmental Issues
May 26, 1999	Planning Commission	Update
June 2, 1999	Notice of Public Hearing to Adjoining Property Owners	Informational for June 16, 1999 Planning Commission Meeting
June 3, 1999	Design Review Task Force & City Council	Task Force Project Design and Environmental Issues and an open house with City Council attended by roughly 30 people
June 7, 1999	Design Review Task Force	Approval of TC Design
June 16, 1999	Planning Commission	CUP Work Session and Public Hearing, design, EPA testing
June 17, 1999	Public Hearing on Draft Transit Plan and adoption of Trans. Element - General Plan	Draft Transit Plan
June 30, 1999	Planning Commission	CUP and plat approval and Public Hearing, EPA issues, vegetation/landscaping
Aug 2, 1999	HDC/Task Force	Transit Center CUP conditions addressed and approved except for tower & Environmental discussion
Sep 30, 1999	City Council	Plat Amendments for Transit Center; TC overview
November 15, 1999	HDC/Task Force	1 st floor use and exterior entrance proposed, location of trash compactor building approved and other design issues raised
December 6, 1999	HDC/Task Force	Staff recs.: Tower put on hold, some design issues addressed, ADA ramp removed, thus addressed remaining CUP issues conditions. HDC/TF passed motion for policy review.
December 15, 1999	Planning Commission	Update, Funding, Traffic Mitigation Plan - Transit Center

- ▶ Work with major employers to expand existing employee transportation programs.
- ▶ Develop subscription commuter bus programs for outlying communities if commitments are received from enough individuals to insure that revenues will cover at least 85 percent of direct operating expenses.

Cost and Revenue Goals and Standards

- ▶ Limit cost increases for the visitor transit program to the rate of increase in transit-dedicated funding, including tax and license revenues, unless a significant shift occurs in the percentage of visitors who utilize the bus system.
- ▶ Clearly identify costs and ridership levels for new neighborhood routes, so that the local community can reach an informed decision about whether to fund these services.
- ▶ Evaluate the effectiveness of utilizing a portion of new in-town parking revenues to help pay for local employee parking lot shuttles.
- ▶ Evaluate the impact of charging a fare for evening bus trips.
- ▶ Maintain free day-time fixed-route service.

Terminals and Facilities

- ▶ Provide a convenient and attractive site for passengers accessing buses in the Old Town district.
- ▶ Insure convenient and easy pedestrian access from the Old Town Transit Center to Main Street shopping and dining destinations.
- ▶ Minimize delays at the Old Town Transit Center for buses traveling between the Park City Mountain Resort and the Deer Valley ski area.
- ▶ Develop facilities that allow arriving tour groups to smoothly and efficiently distribute guests to their individual lodging destinations.
- ▶ Insure that guests have information about, and easy access to, available airport shuttle services.
- ▶ Encourage local car rental facilities to offer easy, convenient customer access to rental cars.
- ▶ Offer preferred, convenient parking in Old Town for registered vanpool drivers.

COMMUNITY ATTITUDES TOWARDS TRANSIT

Key elements in the development of an appropriate transit plan are the community's perceptions of the appropriate role of transit services. As part of the larger transportation planning process, a series of City Council presentations, public presentations and open houses have been held in order to gather information from the public. Presentations were made on the following dates:

- ▶ Park City Transportation Summit: May 13, 1997
- ▶ City Council Presentation: December 18, 1997
- ▶ Community Forum: February 24, 1998

- ▶ Planning Commission Presentation: April 8, 1998
- ▶ Downtown Action Plan Task Force: July 7, 1998
- ▶ Public Hearing on Draft Transit Plan, June 17, 1999

In particular, a useful gauge of public attitudes regarding the role of public transit was observed at the Park City Transportation Summit, where participants were asked to vote for eight transportation goals. The top goals of the group, with more than 50 percent of respondents voting for each, included the following:

- ▶ Expand/enhance bike/pedestrian pathways
- ▶ Expand Park City bus system
- ▶ Increase employee/commuter transit ridership
- ▶ Encourage increased ridership for tourists
- ▶ Improve image of Park City through expanded transit services
- ▶ Provide more frequent bus service
- ▶ Reduce traffic congestion
- ▶ Implement transit improvements to improve the quality of life
- ▶ Encourage increased transit ridership for residents
- ▶ Make intermodal centers focal points

It should be noted that seven of these top ten goals call for improvements to transit services or facilities.

An open Community Forum was held on February 24, 1998, as part of the Park City Transportation Enhancement Program. The following discussion summarizes the input received as part of the open community forum:

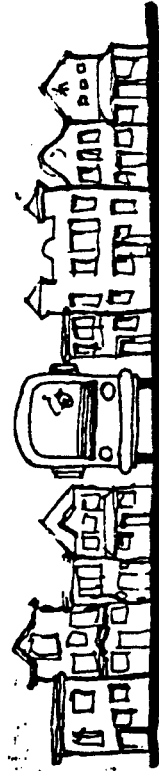
- ▶ **Keep the bus service free.** The potential for passenger fares on existing services was greeted negatively. Participants felt that it would degrade the benefits that the transit service provides to Park City. In particular, representatives of the business community felt that they are already paying substantial taxes, in order to provide a free transit service. Imposing fares on new services, however, was seen as reasonable, and possibly preferable in order to reduce the subsidy needs of new services.
- ▶ **Enhance the existing service.** The consensus of the group was that a focus should be on maintaining or improving service quality on existing service, rather than on providing new service. Using larger buses did not receive any negative comments.
- ▶ **Concern about cost of neighborhood shuttle.** Some members of the group indicated a negative opinion toward the institution of neighborhood shuttle services, due to the relatively high cost per passenger-trip.
- ▶ **Regional service costs.** While it was agreed that there is a benefit of providing a comprehensive, single service incorporating service to The Canyons, the consensus of the group was that The Canyons needs to "pay its own way" regarding transit costs. In particular, there was concern regarding equity between ski areas currently providing taxes to support the transit program and The Canyons (which does not).
- ▶ **Improve Old Town passenger amenities.** The need for improved passenger amenities in Old Town was generally recognized. The consultants were cautioned, however, to carefully consider traffic and historic district issues in developing plans for an intermodal center.

- ▶ **Provide Payday Drive service.** Service in the Thaynes Canyon area along Pay Day was requested..
- ▶ **Heber subscription service.** The provision of subscription service from Heber should be approached carefully, as previous private attempts did not prove successful. Working with major employers was seen as important.
- ▶ **Eliminate a left turn from the Yarrow Hotel.** The operational issue regarding delays to buses turning left from The Yarrow onto State Route 224 needs to be addressed.
- ▶ **Make cost-effectiveness a priority.** All recommendations need to be fully financially justified, with quantitative analysis of cost effectiveness.

In general, these meetings and workshops have indicated a high level of community support for the expansion of public transportation services, and an understanding that these services are a key strategy in addressing the community's transportation challenges.

4. Bus Transit/ Transfer Facility Policies

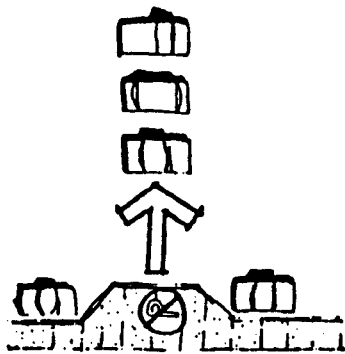
The expected increase in bus ridership along with the City's goal of reducing the volume of automobile traffic throughout the City will necessitate the construction of a bus transfer/destination facility in close proximity to Main Street. A site on Swede Alley approximately 500 ft. South of the intersection of Heber Avenue and Swede Alley has been identified as the preferred location for such a facility. Whereas there have been several other sites along Deer Valley Drive and Park Avenue identified and studied, the Swede Alley site has been selected as the preferred site by the City's consultants due to the site's size, location, ownership, proximity to Main Street, ability to accommodate pedestrian enhancements such as plazas, restrooms, and rest areas, and the possibility of incorporating future parking, either surface or structured. If the Swede Alley site is ultimately developed for a bus transfer/destination facility, with the possibility of a structured parking facility close by, the Task Force recommends:



- * The bus facility, staging and maneuvering spaces should be kept as small as possible in order to minimize the impact on the historic fabric of Swede Alley and Main Street.

- * The design of any bus facility must reflect, in architectural style, colors, materials, mass and scale, the unique character of Historic Old Town.

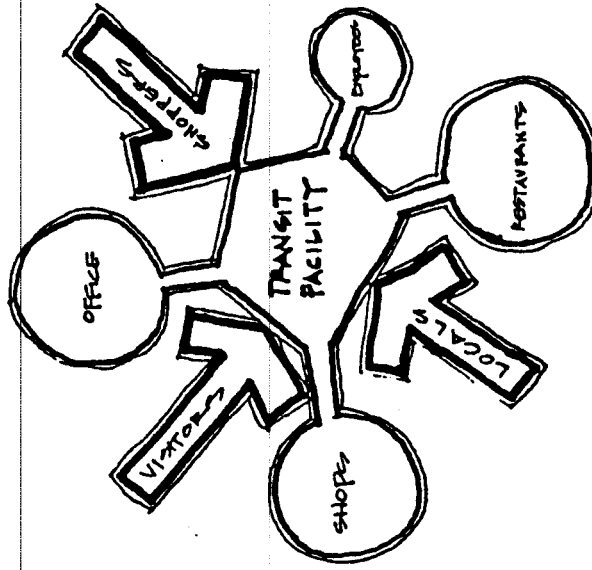
* Any existing parking removed by a future bus facility, maneuvering space, or pedestrian plazas, etc. must be replaced at a ratio of three to one.



* Extreme care must be exercised to protect and preserve the existing rock foundation of the Marsac Mill which is in close proximity to the proposed bus facility. This wall could be incorporated into the design of a structure or could be part of a pedestrian rest area. However, the wall should remain or be rebuilt in its historic location if possible.

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* Pedestrian linkages from any bus facility are critical for moving visitors from the facility to the commercial establishments on Swede Alley and Main Street. In addition, safe, convenient, pedestrian access in the vicinity of the proposed traffic circle at Deer Valley Drive and Marsac Avenue must be given a high priority during the design of this improvement. The design and construction of any bus facility should include purchasing, if necessary, and developing pedestrian linkages through existing vacant parcels such as the lot at 560 Main Street. Clear, consistent, user friendly signs and other urban design elements, such as lights, benches, trees, flowers and paving patterns, should be design elements to identify these pedestrian crossings and linkages to Main Street.



- Convenient pedestrian and bicycle connections to transit stops – As all transit passengers are also pedestrian (on one or both ends of their trip), safe and convenient pedestrian and bicycle facilities shall be provided to each transit stop.
- Site design that serves both auto and transit users – Rather than using parking lots to separate commercial uses from adjacent arterial streets (and transit stops), commercial developers shall be strongly encouraged to prepare site plans to cluster the commercial uses near major intersections. This encourages transit use by allowing a more convenient travel path from the bus stop, and also encourages increased walking between buildings.
- Mixed land uses – Zoning designations shall be reviewed to identify opportunities to provide neighborhood-serving commercial uses with convenient walking or bicycling distance from residential areas. This strategy reduces auto use while providing increased opportunities for transit and pedestrian activity.
- Drive-up windows are generally inappropriate outside of certain commercial areas and should be discouraged, or prohibited except in those areas.
- Development in commercial areas shall be pedestrian-friendly.
- A variety of landscaping and other compatible land uses shall be encouraged within road rights-of-way where feasible.

Parking Policies

- Due to the high “peaking” characteristic of parking demands during winter and summer and the high cost of providing additional parking in the Old Town area, it is not financially feasible to provide a space for *all* vehicles during the very busiest periods. Rather, a system of high-frequency transit shuttles serving outlying parking areas shall be developed.
- Reduce the peak winter commercial demand for parking in the Old Town area.

Actions

Roadway Improvements

- The Transportation Element of the General Plan and the Streets Master Plan

shall be reviewed annually and updated as necessary.

- Within other planning criteria, improve the safety and capacity of the State Highway 248/Bonanza Drive/Deer Valley Drive access route between Quinn's Junction and Old Town/Deer Valley/Resort Center. This corridor will become increasingly important to maintaining adequate traffic conditions as possible roundabouts, congestion, and new traffic signals reduce the ability of State Highway 224 to serve Park City. A very high level of design and aesthetic quality is appropriate.
- Increase the management of the roadway system through communication technologies. Establish "real-time" communication program for traffic congestion, including low-wattage radio and mobile intelligent traffic signing.
- Review the capacity constraints of Bonanza Drive and develop design solutions to improve the vehicular and pedestrian movement through this area.
- Effect the following intersection improvements:
 - Park Avenue/Deer Valley Drive: Construct 2nd Southbound Left Turn Lane if gains in efficiency outweigh adverse aesthetic impacts and the impact on pedestrian convenience.
 - Park Avenue/Kearns: Construct 2nd Southbound Left Turn Lane if gains in efficiency outweigh adverse aesthetic impacts and the impact on pedestrian convenience.
 - Deer Valley Drive/Marsac: Construct Modern Roundabout
 - Deer Valley Drive/Swede Alley: Channelize
- Modify roadways between Old Town and the Resort Center to provide a direct route for transit vehicles that avoids Park Avenue/Empire/Deer Valley Drive intersection.
- When development occurs in the region along U.S.40 east of Deer Valley, plan for road connections to U.S.40 and its frontage road and prohibit road connections to Deer Valley.
- When development occurs in the Round Valley Area, plan for road connections to U.S. 40 and S.R. 248 and prohibit road connections to Park Meadows.
- Implement a City-wide traffic calming program, establishing standards for traffic calming techniques and graduated phasing of measures. Enforcement

and sign-improvements should be considered for all residential streets with speeding problems. Proactive engineering strategies including traffic calming should be considered for residential streets carrying over 1,000 vehicles per day, experiencing a speeding problem that cannot be resolved through other measures, or where a majority of residents indicate a desire for physical modification.

- Investigate signal pre-emption technology for emergency response vehicles.
- Continue our pro-active cooperation with the Utah Department of Transportation on the review of all projects affecting State Routes 224 and 248 and on any projects affecting that portion of U.S. 40 and its frontage roads in the vicinity of Park City. Consider taking jurisdictional control of State roads within the City limits.
- Slow the traffic on Marsac within the Old Town area by utilizing enforcement and calming techniques.
- Continue to implement road and street repairs and upgrades within Old Town while not widening Old Town streets, in general.
- Street systems should be intentionally designed to allow convenient pedestrian/bicycle access from nearby trails, public facilities, and commercial centers, as well as to allow convenient service by transit vehicles. Include appropriate control signs for trail/road intersections.
- Monitor traffic volumes and conditions and install traffic signals when warranted at the following intersections: Bonanza/Ironhorse, Park Avenue/Ironhorse, Highway 224/Snowcreek Drive.
- Modern roundabouts should be considered as an alternative to signalization, or to improve capacity of intersections.

Roadway Transit Improvements

The following modifications to the Park City roadway system are recommended to improve transit operations, and pedestrian access to transit stops:

- Modify Park Avenue between Heber Avenue and Empire Drive to better serve as a pedestrian/bicycle corridor. Through the elimination of some on-street parking and selective narrowing of travel lanes, additional street space should be provided for pedestrian facilities, transit stops, and landscaping.

The street design, however, should ensure that emergency vehicles are not unduly delayed.

- Sign right turn lanes at signalized intersections as "bus jump-queue" lanes where appropriate, in order to provide a travel time savings to transit passengers.
- Implement street modifications to provide a direct travel route between Old Town and the Park City Resort base area. This will improve the convenience of transit service, while improving the operation of the Deer Valley Drive/ Park Avenue/Empire Drive intersection by reducing the number of bus movements.
- Formalize bus routes inside Park City's developed areas and within annexation areas. Provide bus turnouts and appropriate intersection radii on these routes.

Parking Improvements

- Develop and monitor parking programs in the Old Town area to encourage improved utilization of parking spaces.
- Meet the highest peaks in demand through shared use of existing parking, served by shuttles.
- Use Park City Mountain Resort and Deer Valley parking as overflow parking during peak winter evenings, served by high-frequency transit shuttle.
- Consider removing some parking on Main Street. Use this space to expand pedestrian areas, and to provide dedicated truck loading space.
- Remove some parking on Park Avenue to provide for expanded sidewalks, while maintaining adequate parking for area residents.
- Revise parking codes to encourage use of alternative transportation modes. In addition to the existing minimum parking requirements, maximum allowable parking limits should also be imposed to discourage excess parking that needlessly encourages auto use while reducing the urban design quality of new developments. Reductions in minimum parking requirements should also be allowed for shared use between nearby commercial and public uses, and for the provision of bicycle parking facilities.

Transit Improvements

- Apply advanced technologies and flexible service concepts to maximize the convenience of transit services.
- Provide comfortable and convenient bus shelters and other amenities for transit passengers subject to funding being available.
- Maximize the role of the private sector in the provision of new transit services outside of Park City.
- Redesign fixed-route services to focus on major travel corridors, connecting commercial, recreational, residential and intermodal activity centers, including the following: Old Town, Prospector Square, Resort Center, Deer Valley Ski Area, the Park Avenue Corridor, Quinn's Junction, The Canyons, and Kimball Junction. Encourage or facilitate service on State Highway 224 outside of Park City if there is adequate operating subsidy from other public and/or private organizations along the service corridor.
- Consider Flex Route services to serve residential neighborhoods throughout Park City if financially feasible and operationally efficient. These routes will include scheduled service to bus stops, and will also serve individual homes on request. A fare shall be charged for deviation requests.
- Consider the creation of express transit routes which would avoid residential streets.
- Facilitate the provision of express commuter and skier service to downtown Salt Lake City, with UTA or through a competitive contracting arrangement with a private transportation firm if financially feasible.
- Facilitate the development of commuter services to Kamas, Coalville, and Heber City subject to appropriate interlocal agreements having been reached.. These services should be implemented gradually, in such a manner that operating costs can be completely recouped from passenger fares.
- Consider a high-frequency service between Old Town and the Resort Center during peak seasons, to reduce traffic congestion and parking demands in Old Town.
- Provide convenient, attractive and enjoyable facilities compatible in design with surrounding uses that encourage use of non-auto travel modes, maximize

the efficiency of transit services, and bolster the economy of the community.

- *Old Town Transit Facility (approximately 2,500 interior square feet) with five bus bays maximum serving local fixed and flex routes, providing drop-off space for tour buses, providing shuttle services, providing bus information, and providing amenities for pedestrians and bicyclists. Facility shall be designed in scale and architecture in such a manner as to be compatible with adjacent historic buildings.*
- Consider an alternate transit facility, possible near 224 or 248 or elsewhere, if appropriate.

Pedestrian/Bicycle Improvements

- Maximize the potential use of non-motorized travel modes through provision of convenient, safe, and attractive facilities connecting all important activity centers.
- Consider the expansion of pedestrian facilities on Main Street through elimination of parking in key locations and/or the installation of "bump-outs" in the sidewalks.
- Complete the stairs renovation program.
- Construct an attractive auto/bike/pedestrian crossing of Kearns Boulevard (State Highway 248), in the vicinity of Comstock Drive, to reduce any safety hazard and to eliminate the substantial effect of the highway as a barrier to non-motorized travel.
- Consider the construction of an attractive bicycle/pedestrian underpass of State Highway 224, located between Kearns Boulevard and Holiday Ranch Loop Road, in order to eliminate the highway as a barrier to non-motorized travel.
- Require the installation of bicycle racks at all public, commercial and recreational facilities.
- Develop pedestrian connections from activity centers to transit facilities.
- The Trails Master Plan shall be reviewed annually and updated as needed.

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5. Service Alternatives

This chapter describes various service alternatives that have been developed for regional service in the Snyderville/Park City area. The basis for any transit plan is the development of an effective and appropriate service strategy. The types of service provided, the schedules and routes of the services, and the quality of service can effectively determine the success or failure of a transit organization. Based upon the service plan, capital requirements, funding requirements, and the appropriate institutional and management strategies can be determined.

The service alternatives are presented in two sections: local service and commuter service. Potential ridership on these alternatives was calculated based on estimates of demand that were developed by Fehr & Peers Associates, Inc., as discussed in another section of this report. Annual growth rates developed from the Fehr & Peers demand estimates for 1997 and 2020 were used to estimate demand in 2000. The year 2000 was used because service could not likely start before that year, and it is considered a target date for establishing a system.

A. OLD TOWN TRANSIT CENTER

Many of the Service Alternatives proposed throughout this report will be reliant upon new rider amenity additions. Park City is currently in the process of designing a significant amenity in Old Town which will be of great benefit to many service alternatives proposed in this plan. Visitor based transit service, especially links from the Canyons and the Park City Outlet Mall, will succeed if Old Town is included as a destination. The current stop offers only limited and divided transit curb space on Heber Avenue. The addition of two or more regional buses per hour during peak times, added to the already scheduled 23-19 buses per peak hour, would place significant constraints upon the existing stop at Heber Avenue. Park City is currently in a design phase of the Old Town Transit Facility which will provide a private bus way, a dedicated stop for Summit County services, as well as shelter for passengers wishing to ride an existing link on the current park City System. In addition, this critical amenity for the Summit County system will provide invaluable shelter and waiting space among other services.

B. LOCAL SERVICE ALTERNATIVES

The feasibility of transit service to the Snyderville Basin, particularly to The Canyons resort and Kimball Junction, is a regional transit concern. The following alternatives have been developed to present potential types of service between Park City and these areas.



Resolution No. 7-99

**RESOLUTION ESTABLISHING THE
OLD TOWN TRANSIT CENTER DESIGN REVIEW TASK FORCE**

WHEREAS, the City Council on occasion has formed a temporary Design Review Task Force to provide a broad-based review of the designs of significant projects within the Historic District; and

WHEREAS, federal funding time lines and the City's proposed design and construction schedules require a heightened level of review in a compressed time frame; and

WHEREAS, the newly proposed Old Town Transit Center is a public project with impacts greater than those traditionally reviewed by the Historic District Commission, and the broader representation on the Design Review Task Force has been beneficial in the review of larger projects in the area; and

WHEREAS, the entire Historic District Commission will serve on the Design Review Task Force.

NOW, THEREFORE, BE IT RESOLVED by the City Council of Park City, Utah that the Old Town Transit Center Design Review Task Force is established as follows:

SECTION 1. MEMBERSHIP. The membership of the Old Town Transit Center Design Review Task Force ("Task Force") shall include all members of the Historic District Commission, two Planning Commissioners appointed by the City Council, and one ex-officio, non-voting City Council member appointed by the City Council. In making appointments, the City Council shall take into consideration the background and experience of the candidates in matters affecting Park City's Historic District.

SECTION 2. DUTIES. The Task Force shall conduct design review of the Old Town Transit Center in accordance with the City's Historic District Design Guidelines. The review shall occur prior to the issuance of a Conditional Use Permit for the project. The review is supplemental to Community Development Department review pursuant to Land Management Code § 4.5(b). There shall be no separate review by the Historic District Commission.

(A) **Chairperson.** The Historic District Commission chairperson shall serve as chairperson of the Task Force. The Chairperson shall vote.

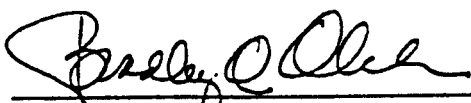
- (B) Quorum. No business shall be conducted without a quorum at the meeting. A quorum shall exist when a majority (at least 4) of the voting members are present. All meetings must comply with the Utah Open and Public Meetings Act.
- (C) Voting. All actions and final design approval of the Task Force shall be represented by a vote of the membership. A simply majority of the members voting at a meeting shall approve any proposed action.

SECTION 3. APPEALS. Decisions of the Task Force are appealable to the Planning Commission and shall be heard as part of the Conditional Use Permit public hearing. The decision of the Planning Commission may be appealed or called up to the City Council in the same manner as final actions of the Planning Commission, subject to the same procedures as outlined in the Park City Land Management Code.

SECTION 4. TERM. The Task Force shall dissolve upon final approval of the design of the Old Town Transit Center, but in no event shall the Task Force remain active past March 31, 2000, without subsequent City Council approval.

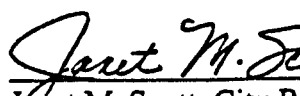
PASSED AND ADOPTED this first day of April, 1999.

PARK CITY MUNICIPAL CORPORATION



Mayor Bradley A. Olch

Attest:



Janet M. Scott, City Recorder



Approved as to form:



Mark D. Harrington, Deputy City Attorney

Open House Responses

February 17, 1999

Name of Recipient:	Comments:
David Chaplin	Main St. Improvements: What are Bulb-outs or? What is the revitalization of one of the most dynamic commercial areas in the state intended to do? Is it to: 1. Make the street more pedestrian friendly? 2. Reduce the amount of parking available? 3. Reduce the visibility of the few remaining historic structures? Would you instead Consider: 1. Widening the sidewalks? 2. Using wasted Swede Alley space for alternative parking? 3. Limiting vehicular traffic to increase pedestrian space? Would you consider redesigning the traffic and parking for Main St. and Swede Alley with an eye to making more pedestrian space on Main St.? Would you consider leaving as much of the historic fabric of Main St. as has survived without condemning it to further depredation by autos? Would you consider rent controls to help the non-restaurant, t-shirt and realtor merchants remain on Main St.?
Hal Compton	I am very concerned about the changes proposed for Main St. Park City is already unique and we should strive to preserve those things that make it unique. Let Estes Park, Scottsdale and Aspen install bulb-outs. If all of these tourists towns are using these things, it is no longer unique and we don't need them. I believe the proposed transit center is an unnecessary extravagance. There are cheaper less intrusive solutions to traffic problems. I believe paid computer parking is terrible, expensive experiment and a failure. The city should admit its failure and stop it. The City did the right thing with the ugly modern street lights on main street in 1976. They removed them and reinstalled the old historic lights.
	Imperative: Keep Plumb trees and lilacs next to bucket on Jim Carrs property. They have been there over 50 years. Rather see sidewalk on street side, resting benches away from street.
Marianne Cone	Bulb-outs: Could we install one and leave the rest until the first one goes through a winter. It's a big expense for not much visual impact.
Frank Nonmile	More benches on Main Street. No Sidewalk widening on Park Ave. No Sidewalks in Park Meadows-waste of money. No Park Ave. Enhancements to tune of \$1,000,000 No City Park Trail Widening.

Rosemary Sweeney	Main Street Bulb-outs: Main Street should be one way. No bulb-outs. Widen sidewalks. The Brew Pub parking lot should be a large garden with parking underground. This could be a really beautiful spot and a place to welcome visitors. A lovely spot for them to rest and view our village like town.
Joan Calder	Main Street Bulb-outs: I am a strong advocate (me personally, not as chamber) and hope the first will proceed this summer. I shared some comments with Rick re perhaps eliminating the boulders in favor of more functional "furnishings" like benches and flower boxes especially on the Terigo (East) side. I also believe there is opportunity for private partnerships on bench purchases (i.e. A "Bob Stanton" Bench).
	Bulb-outs/ Main Street: Leave Main Street as is.
Linda McReynolds	Main Street/Swede Alley/ McPollin Complex: My focus is historic preservation and I want to once more go on record regarding my concern that we are over diluting our historic character with huge intermodal system. If Ogden with its 75,000 people can function with a small covered bus stop, I find it hard to believe we can't also. I am still concerned about the location of the intermodal system and have always felt because we already own the land the decision was made and other sites were not seriously explored. Regarding the McPollin complex it is looking less like a preserved historic complex and more like a place to hold a wedding reception. Where are people going to park? I am pleased that we are renovating the old house. I hope none of the historic fabric gets "lost."
Dale Spears	Main Street:
Valeska Spears	Main Street:
Brigitta Wray	Bulb-outs: Yes
Lani Furr	Miners Park and Bulb-out:
John P. Hughes	Bulb-outs for Main Street: Excellent- need more
Holly Carlion	Bulb-outs: Yes, Benches
Steve Hooker	Bulb-outs: Combination of rock, planters, trees, benches to sit. Good Layout.
Steve Hooker	Parking/Swede: If we all do our jobs the business an Main and in the Historic District will increase and so will the car count. It will be needed. Please do not forget to pencil a structure for the future.
Harry Reed	Bulb-outs: Good idea- lets get going.

Ron Butkovich	Main Street/ Swede Alley/ McPollin: Simplify: Purify: Omit, it is important to: Keep a purity to Park City with streets parks and structures- less can be more!!
Paul Brown	Bulb-outs: Attention should be given to "Main Street Task Force" recommendations with regards to seating, planters, signage and lighting, instead of boulder concept. Consider mining timbers for planters and use of cluster trees.
Robbie Beck	Bulb-outs: Ahh recommendations from the Task Force should have serious consideration. Attention needs to focus on space this is conducive to gathering and socializing. No Trees- No rocks Soft flowers/plants/shrubs-seating space.
Peter S. Van Reyper	Main Street Improvements
	Bulb-outs: Surely a more logical approach would be to widen one side and leave the parking intact on the other. Then benches, outdoor restaurant seating etc. can be placed next to the buildings for pedestrian comfort and people can walk next to moving traffic.
Sarah Jones	Miners Park: Great go for it. We'll provide the statue.
David Uhlendorf	I feel that the Main Street "enhancements" will create a non historic fake appearance. The very new buildings (@ Claim Jumper Park lot, Olympic Flame Park, Mercate Parking Lot) are all bad enough to destroy the charm of the streets. The bulb-outs, etc. are even more of an affront to the senses.
Dianne Roberts	Farm & City Park: The changes to City Park and the Farm look great. Rec and Leisure Services should be commended for an outstanding plan.
Harry Reed	Extension of the Park: Great Concept
John Roberts	Youth Pool: Agree that the Racquet Club improvements and pool etc. should be a lower priority than Main Street work, or Transit Centers. That stuff can wait.
Steve Hooker	Pools: Good pool layout. Kid friendly with adult area.
Steve Hooker	Barn: Nice open Park feel like Wheeler Farm. Good Idea.
Lani Furr	Youth Pool:
George Hull	Skateboard Park:
Brigitta Wray	Swimming Pool: Yes
Holly Carlin	Swimming Pool: Yes new design.

	Recreation Facilities: Recreation staff has put together projects which do not represent the priorities of the Rec serval. These have been railroaded through. Trails are the number one interest. The top the top priorities are to finish the entire trail system <u>and</u> complete the Farm Project.
	The Farm: The McPollin House has been demolished and part of the fabric of our history is lost. Please do not move forward with Barn without a specific tangible use. I am worried it will be torn down too and lost forever.
Steve Hooker	Transit Swede: Parking is still needed. This Center looks Good.
Steve Hooker	Snow Park Garage: Looks too big. It may never be used to its potential. Maybe steer some dollars to a China Bridge expansion.
Dianne Roberts	Transit Center: I like the concept if the new transit center but we really need a way to get Bikers safety around the turnabout. We bike up to Deer Valley from Old Town and its already high risk crossing from Heber to Deer Valley Drive . Should there be some bike advisory group to help w/this issue? I think the path (equidistant from each side of Main St. from the transit center is a great idea! Also a gondola replacing the town lift and handling Empire Canyon too is pure genius!
Cathy Lengling	Transit Center: We love to ride our bikes in town and I'm very concerned about crossing over the traffic circle. We road bike; we don't trail bike and we want to be able to get around P.C. and D.V. areas safely.
Marylee Ojak	Transit Center: Having looked at the plans, I think the Transit Center is way more then we need here in Park City. Are we doing this simply because there is federal funding? What about ongoing costs not covered by the federal Money?
	Transit Center: To encourage bus use- shelters along bus routs w/maps & schedule like that in front of Racquet Club. Is it necessary? Now people have to walk up main St- may enjoy riding to the top & walking down-getting a ride up. If so I like the site because it is in the most unobtrusive spot. Imperative! Save the rock wall. The only remaining part of Marsac Mill.
Nancy E. Solomon	Snow Creek Parking Garage: All 4 sides of the parking garage need to have an attractive facade so the surrounding condos & offices aren't looking at an eyesore.

Sandra Morrison	Transit Center-Swede Alley: I have ridden public transportation all my life and am baffled as to what service this transit center provides. Surely we need shelters at all the bus stops before we embark on a building twice the size of my house, so people can use the bathroom? Or obtain visitor information which is available on Main St.
Rosemary Sweeney	Old Town Transit Center: A large transit system, I think is something that would spoil out town.
Robbie Beck	Olympic: If PC should have one physical legacy of the Olympics it should be this plaza. It is the perfect location and could be done with minimal public funds.
Jonny Tatten	Open House: I don't have strong feelings about any of the projects. I want to say I think the open house was a great idea and the project displays and attendants were terrific.
Carol Williams	Old Town Stairs Phase II: I walk all over the Old Town area and the streets get very slippery. It would greatly help if we could get the stairs on 10 th redone and I think we could use stairs on 9 th so people could get around more easily. Thank you.
Harry Reed	Trails: The more dirt trails in the hills around town the better.
	Trails Master Plan: We should complete the trail through the Farm to White pine road this summer.
John Roberts	Old Town Stairs Phase I and II: Think you should get most of the stairs done before 2002.
John & Diane Roberts	Old Town Stairs Phase II: We like the fact that the Old Town Stairs are slated to be redone. We take the stairs and many of our neighbors do as well. Right now we have to take a steep path (summer only) down 9 th . We strongly Recommend that Phase II of the Old Town Stair project be moved up to Alternate #4 for pedestrian traffic. It is now in Alternative #5 and could replace the Trail Master Plan (2.5 million.) We feel the Old Town Stairs are more important and should move up on the list. (Especially if the section of Park Av near 8 th ends up being closed to traffic.)
Brigitta Wray	Trails: More and faster.
James Totoro	Trails: Keep Going more Trails

Sundyn Woolf	City Park Improvements: Skate Park (and others) There it is, among the tennis courts, playgrounds, softball fields, and volleyball courts. Instead of being pushed to the city limits, so as not to disturb anyone with all the noise, the skate park has been included in the city's center of recreational pride. It has been included in the community. Thank you. But, while I'm excited to see the skate park as part of phase one to be started in Spring 1999, I also have some concerns. I used to have the attitude that we should take what we can get. Now, I think that if we are going to do it, we should do it right. As the Park City Mountain Resort Skate Park Showed in the fall of 1998, skating is not just for kids. Skaters of all ages and abilities shared the facilities. While, I'm not sure what the exact skate park facilities are planned to contain, I think it is important that it accommodate all skill levels and is not targeted to only kids. It would be great if there was terrain to get the beginners started on skating and terrain that would challenge even the advanced skater. I think this is the best way to unite a community of skaters and make sure the facility is used and appreciated by the community. The other concern I have with the skate park plan is the proposed use of the skate park area for additional basketball and roller hockey use. While, I support all sports, I don't like the idea that the skate park would be shut down To accommodate other sports that both have other venue sites. The only other sites for skating are the streets and if that's where the only place to skate there then we will skate there, with or without "No Skating" signs.
Sundyn Woolf	Bike Path Maintenance: In-line skates and skateboards are a great form of transportation. The last job however, that was done on the bike path was so rough that many skaters used the streets instead. This is obviously very dangerous. I would therefore support bike path maintenance that could be used by all types of recreation.
Sundyn Woolf	Open Space: I hate the human mentality that we are the most important living creatures on this earth. Anything we can do to share space and stop destruction of other living things would be greatly appreciated.
Sundyn Woolf	Affordable Housing: Not everyone in Park City makes a six figure salary. It seems like it would make for a better economy if there was housing that fit for a variety of incomes so that a community of all professions could afford to rent/own and live here.

Written Statements from the June 3, 1999 Old Town Transit Center Open House

Transit Center - Entry Circle - John Roberts

961 Norfolk

Phone: 647-9210

Please be sure there is a way to get bikes through the Heber to Deer Valley traffic mess without getting Bikers killed.

Transit Center- David Whlendorf

558 Main PO Box 715

Phone: 649-8654

I like the revised plan- but think it should be planned to accommodate an eventual parking structure in the Hill to the East.

DW

Transit Center- Harry Reed

PO Box 1330 PC, UT 84060

Phone: 647-5962

Please put lights down the bike path going to the Summit Watch and lower Main. This would make movement Pedestrian friendly at night.

Old Town Transit Center- Mark Stevens

PO Box 682799

PC, Utah 84068

Phone: 649-3991

As I have been looking at this and attending the Historic District Task Force meetings over the last month a couple of things have come to mind. It needs to be more pedestrian friendly. I thought the idea was to get people out of their cars and get them walking and using the transit system. If you make it the central part of the mass transit system and main point to bring them into Old Town and over to Main Street. I also feel it should have some sort of Plaza area that encourages socialization, where people could sit on a bench and chit chat, so that it doesn't give the impression of being herded from one bus to another, but that you could take someone to sit and visit or just enjoy the mountain atmosphere, which brings me to my next point. Why not make it more of a Five Senses trail. Lengthen it out, bend it in, benches on it and have it curve through the gardens as a trail, instead of the abrupt angled walk it looked like.

PARK CITY

DATE: January 12, 2000
DEPARTMENT: Office of Capital Management and Budget
AUTHOR: ✓ Matt Twombly, Linda Cook *etc*
TITLE: Trails Improvements - Transportation Enhancement Funds Application,
Letter of Intent to commit matching funds and Public Hearing
TYPE OF ITEM: Legislative

SUMMARY RECOMMENDATIONS: Hold a public hearing and consider approval of a "letter of intent" to commit funds so that staff may proceed with applications for Transportation Enhancement Funds. The awards are made through the Federal Highways Administration (FHWA) and the Utah Department of Transportation (UDOT). Applications for funding awards must include letters of intent to fund and maintain projects and documentation of public comment. Staff is preparing applications for improvement of the City Park Trail and the "Rails to Trails" conversion of the newly acquired Union Pacific parcel.

DESCRIPTION: The 2000 Transportation Enhancement Funds applications are due on February 1, 2000. The applications must include an endorsement to fund and maintain the projects by the project sponsors, letters of support from non-profit, community and other governmental agencies, and the agenda and minutes of a public hearing held to present the project(s) for public comment. Two projects are proposed for applications this year: 1) reconstruction of the City Park Trail and 2) conversion of the newly acquired Union Pacific parcel from 1000' of abandoned rail bed to the final connection of the Rail Trail (from Bonanza Dr. east to the existing Rail Trail State Park). In past years, the City has used these awards to construct Phases I and III of the Entryway Corridor Trails along Hwy.224.

A. Background: Transportation Enhancement Funds have been a major component of the external funding of our trail connections. Pursuit of grants and other external funding was identified as a "Top Priority" Council goal in 1999. ISTEA funds, and more recently TEA 21 funds, have been available for a number of years for projects that, in connection with roads and highways, provide alternative or non-motorized transportation. State priorities, funding options and opportunities are revised each year by UDOT and FHWA and each year the competition increases for a limited pool of resources. Transportation Enhancement Fund awards share the cost of a project (not to exceed \$500,000) on the basis of an 80/20 percent match of funds. Prior expenses incurred, such as the cost of engineering or land and right-of-way acquisition costs can be applied as all or part of the sponsoring agency's (the City's) 20% of matching costs.

B. Analysis: The total estimated project cost for the City Park Trail Enhancement application is \$449,850, where 80% of the funds could be awarded by the FHWA and 20% or

\$89,970 could be provided by Park City Municipal Corporation, should the project compete favorably. Of the \$89,970 (20% match), the City may be able to reduce the hard cost by \$16,580 if prior engineering expenses are applied. The Rail Trail Enhancement of the Union Pacific parcel is estimated at \$381,000 and would require \$76,200 in City matching funds. Our application seeks to apply this amount, as a portion of the cost of acquisition, for the City match.

The City Park Trail Enhancement project would consist of widening the path from 7.5' at present to 12' wide paved asphalt from the underpass at SR 224 to Main Street. The project would also include the installation of lighting, bump outs, benches, signs, striping and two bridges for realignment of the trail. The Rails to Trails conversion project would improve the abandoned rail bed to a paved width and condition similar to the first mile of the existing Rail Trail.

C. Department Review:

Office of Capital Management and Budget

ALTERNATIVES:

A. Approve the Request: Approve the intent to fund letter for the Transportation Enhancement Funds application for both projects, allowing staff to proceed with applications.

B. Deny the Request: This may be an option if City Council does not want to pursue federal funding of these projects through the FHWA. However, other potential funding sources are linked to this application. Should other federal and state funding opportunities arise in this fiscal year (e.g. Olympic Transportation Funds), our projects will already be identified in the Statewide Transportation Improvement Program (STIP) for the funding period. Staff recommends that the applications be submitted to at least set up our preliminary eligibility for any other available funding.

C. Continue the Item: Timing is important to ensure that the City can compile minutes from the public hearing and execute the letter of intent to fund and other documentation necessary for submittal of applications by February 1st.

SIGNIFICANT IMPACTS:

Fiscal - Existing CIP funds (Trails Master Plan Implementation Fund 31-42135) can be applied to cover the total match for the City Park Trail if necessary. However, no CIP project or funds have been identified for improvements to the Union Pacific parcel. The acquisition of the parcel with Open Space Bond proceeds, recommended by the Citizens' Open Space Advisory Committee (COSAC), was not anticipated in the current budget. Should an award for this project not allow prior acquisition costs applied as our match, the Council would need to designate \$76,200 from the City's 5 year CIP Account (project # 648) for the project if we wish to proceed.

CONSEQUENCES OF NOT TAKING THE RECOMMENDED ACTION: Staff will continue to seek other external funding (awards and grants) for these and other trail projects. However, Transportation Enhancement Funds award a much higher percentage of a total project than do most other awards or grants. These applications provide no guarantee of funding, though they do put the City in line for other related funding. A successful application significantly reduces the total project cost to the City.

RECOMMENDATION: Staff recommends that the letters of intent to fund and maintain be approved, with direction to proceed with the applications for Transportation Enhancement Funds. In the past, these awards have provided significant funds for multi-use trails in Park City. The inclusion of Rails to Trails conversions as eligible projects is new this year. We believe the Union Pacific parcel conversion may receive attention based on the novelty of the proposed project and the relatively few similar projects statewide. The City Park Trail was overlooked last year by the awards committee, possibly due to the lack of pre-engineering and environmental approval at the time of application. This year, we believe both projects can compete. As required in the application process, staff has contacted the Mountainlands Association of Governments and the UDOT Region II director. Both entities have agreed to forward recommendations for the proposed projects. The applications require the sponsoring agency to state a priority or preference if submitting applications for multiple projects. Should Council have a clear priority between the projects, staff will indicate the preference in the applications.

