

City Council Staff Report



Author: Jonathan Weidenhamer
Matt Twombly
Subject: Historic Park City/ Main Street Infrastructure
Improvements Update
Date: April 5, 2012
Type of Item: Informational

Sustainability

Summary Recommendation –

Review and provide feedback on the concept plans for the downtown infrastructure improvements and provide direction to staff to:

- 1.) Not proceed refining costs, design & feasibility of a snow melt system for the Main Street sidewalks, curbs & gutters;
- 2.) Prioritize new sidewalks, widened where possible;
- 3.) Proceed with preliminary design development drawings, cost estimates, and return during the FY 13 budget process with formal staff recommendations and prioritization for improvements in the following areas:
 - a. Development of the Brew Pub parking lot with either a large plaza space or mixed use building;
 - b. Public spaces at: Miners, Coalition, Schreur's, and Marsac Stairs;
 - c. Streetscape and other pedestrian enhancements – including sidewalks; and
 - d. Supporting operations and maintenance budgets.

Topic: Historic Park City/ Main Street Infrastructure Improvements Update.

Background:

On January 26, 2012 Council awarded a professional service provider contract to IBI Group in order to further advance recommendations from the 2011 HPCA Infrastructure Study to pursue the following scope:

1. Further a formal public input process – Scheduled on April 3, 4:00 – 6:00 pm;
2. Discussion with HPCA and City Council;
3. Produce concept drawings and preliminary cost estimates;
4. Elicit specific policy direction on priorities;
5. Design Development drawings, project engineering and formal cost estimates;
6. Include in FY 13 budget process → identify funding source;
7. Implement phased priorities (based on funding).

As part of the project scope a Working Committee comprised of City staff (Sustainability, Engineering, and Planning staff), HPCA representatives and the IBI Group team was assembled. In addition, operational staff from City Public Works, Police, and Special Events staffs, as well as the HPCA Board, Executive Board and

HPCA Infrastructure & Events Sub-committees have reviewed and provided input on the concept designs.

At the February 16, 2012 Council meeting, staff presented preliminary Capital Improvement Plans including HPCA/Main Street projects including snow melt. The direction was to continue with the concept plans and exhaust the snow melt discussion as further requested by the HPCA Board (minutes Exhibit A). Specific direction was given to expand the scope and footprint for the public space at the base of City Hall. It was understood that a limited amount of additional parking would be lost to do so.

Analysis:

Place Audit:

The first task of the consultant was an existing conditions assessment and a “Place Audit” to determine people’s emotional attachment to Park City and Quadruple Bottom Line Evaluation of proposed projects including; Quality of Life (keeping Park City, Park City), Environmental Impact, Social Equity Impact, and Economic Impacts.

Streetscapes and Pedestrian Enhancements: There has been a considerable amount of work on Streetscapes and Pedestrian Enhancements. The simple goals of improvements in these areas is to improve pedestrian safety and comfort, enhance the image and identity of the Historic District, replace deteriorating infrastructure with durable, long life-cycle materials and increase art and culture education opportunities. The most obvious priority will be replacement and potential widening of the sidewalks. A sample of the other streetscape components include light poles, parking meters, standardizing and clustering of trash receptacles and finding opportunities for way-finding and storytelling through technology are presented below:



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LIGHT POST AND WALL 3D CONCEPT STUDY
March 2012

Historic Park City Improvement Plan
Park City, Utah

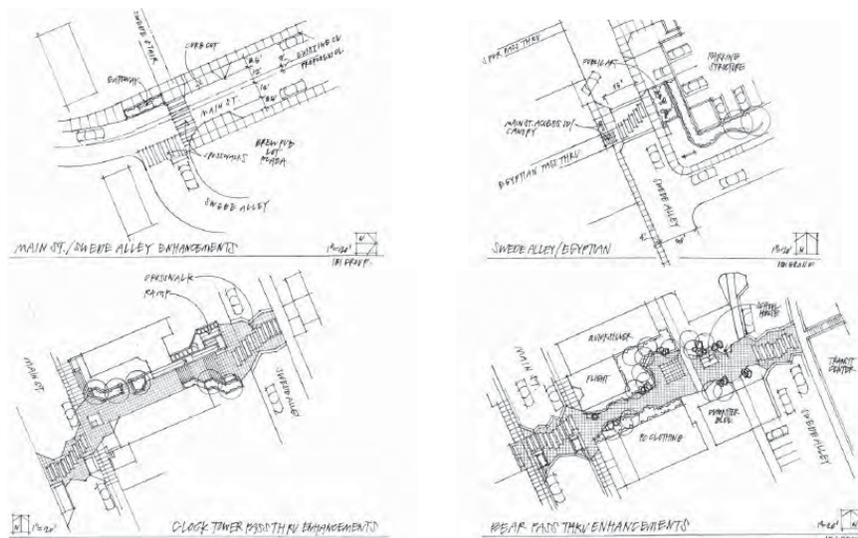
The Pedestrian Enhancements include sidewalks, bulb outs and crossings (painted cross walk or textured paving). There is a key map of recommended bulb outs and crossings. The table below also provides more detail on the type of enhancement.

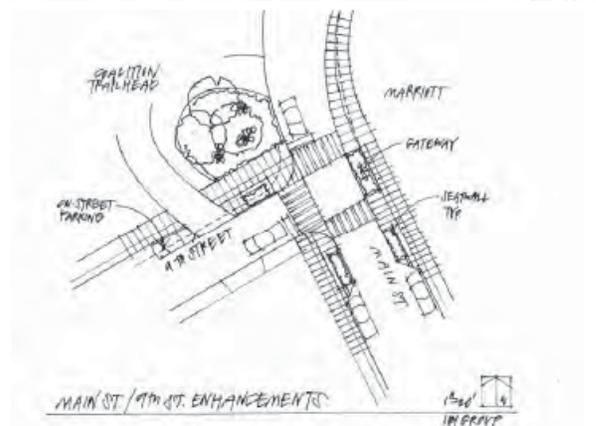
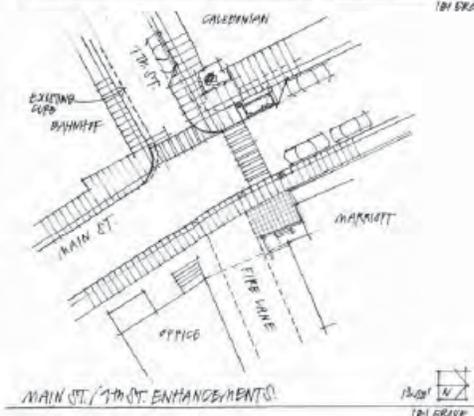
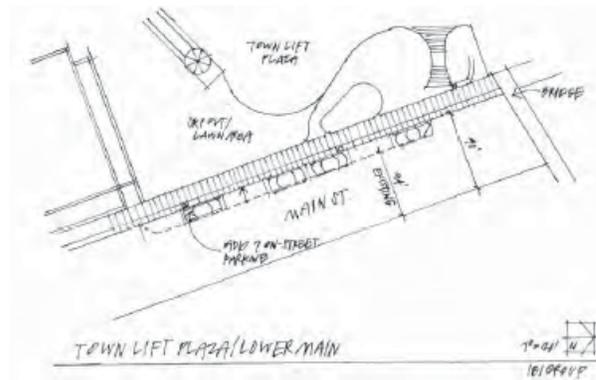
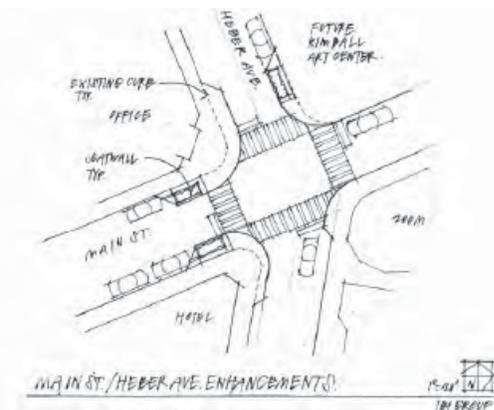


Key Aerial Plan

Street	Location	Bulbout	Enhanced Crosswalk	Crosswalk	Narrative
Main Street					
M1	Main/Swede Alley Intersection	•		•	Bulbout NE corner, crosswalk N and E sides of intersection, gateway feature W side
M2	Main/Egyptian	•		•	Bulbout E side in front of Egyptian Theatre and pass thru, crosswalk across street
M3	Main/Miners Park	•	•		Redesign existing bulbouts both sides of street, enhanced crosswalk
M4	Main/Bear	•	•		Redesign existing bulbouts both sides of street, enhanced crosswalk
M5	Main/Heber Ave. Intersection	•		•	Bulbouts all four corners, crosswalks all sides of intersection
M6	Main/7th St. Intersection	•		•	Bulbout NW corner, crosswalks N and W sides of intersection, reconstruct curb and sidewalk E side - fire lane access
M7	Main/9th St. Intersection	•		•	Bulbout NW, SW corners and E side of street, crosswalk W and S sides of intersection, gateway feature E side
	Main/Town Lift				Relocate curb W to pick up additional parking stalls
Swede Alley					
S1	Swede/Egyptian	•	•		Bulbout W side, enhanced crosswalk to China Bridge parking structure, improved identification for pass thru
S2	Swede/Terigo Plaza		•		Enhanced crosswalk to China Bridge parking structure, reconstruct stairs to add ADA ramp
S3	Swede/City Hall	•	•		Bulbout W side, enhanced crosswalk to City Hall stairs
S4	Swede/Transit Center Access		•		Enhanced crosswalk to Transit Center
Park Ave.					
P1	Park Ave./Heber Intersection			•	Crosswalks all three sides of intersection
P2	Park Ave./7th St. Intersection	•		•	Bulbouts all four corners, crosswalks all sides of intersection
P3	Park Ave./9th St. Intersection	•		•	Bulbouts NE and SE corners, crosswalks N and E sides of intersection

A sample of concept drawings depicting the bulb-outs, crosswalks and enhancements are included below. These concepts will be presented in more detail during the meeting and will still require refinement and further scrutiny by the City's operations staff.





Snow melt:

On February 16, 2012 Staff informed the Council that HPCA membership sought further information and discussion on costs and feasibility of a snow melting system in the sidewalks. Major street or utility projects are not anticipated in Main Street in the next 10 years. Because there is a 20-30 year replacement schedule for sidewalks, the urgency for the snow melt discussion was created. Furthermore, IBI and the working committee are looking at more sturdy materials like granite curbs and pavers which would have a much longer life span.

Staff prepared the following table and recommendations regarding costs and level of service of snow melt versus snow hauling:

Park City Main Street Snow Removal – Current Process vs. Boiler Snow Melt System

Details & Impacts	Option 1 Current Maintenance Plows/Haulers/ Shovels (180,000 sq ft)	Option 2 Enhanced Maintenance Plows/Haulers/ Shovels (180,000 sq ft)	Option 3 Snow Melt - Main Street Sidewalk + Gutter (84,000 sq ft)	Option 4 Snow Melt - All Main Street w/o Plaza (180,000 sq ft)
Upfront Cost	\$0 <i>Equipment in Total Annual Cost</i>	\$130,000 <i>New Loader (7 year life)</i>	\$1.26MM- \$1.68MM	\$2.7MM - \$3.6MM
Annual Fuel Cost	\$4,228 <i>PCMC Fuel Only</i>	\$800 = 200 gallons @ \$4 / gallon. \$5,028 Total	\$54,331 - \$90,552	\$116,424 - \$194,040
Total Annual Cost Comparison	\$46,913 <i>Fuel/Equip Depreciation/Employees/ Hauling</i>	\$69,291** for enhancement. \$116,204 Total	\$26,913 for 100,000 sf roadway; \$104,109- \$140,330 for snow melt; \$131,022- \$167,243 Total	\$223,091- \$300,707
Total Annual Carbon Impact Short Tons CO₂	14	2.24 tons CO ₂ for enhancement. 16.24 tons CO₂ Total	480 - 799	1,028 - 1,713
Other Impacts	N/A	<i>Swede Alley surface lots will need to be used to store the snow prior to a major haul, impacting a limited amount of parking</i>	<i>Street repairs for water, gas or other utilities will be costlier due to the snow melt system.</i>	<i>Street repairs for water, gas or other utilities will be costlier due to the snow melt system</i>

*Note #1: Enhanced Process for snow removal is based on removal within 48 hours after an average snow storm. Current Process budgets for four (4) hauls off of Main Street for an average year. A new loader will need to be purchased (there is no capacity beyond the current level of service) and one FTE-equivalent (two individuals, seasonal) will be needed to perform the service over the course of the winter. The enhanced level of service does not include any additional hauling. Swede Alley surface lots will need to be used to store the snow prior to a major haul, impacting a limited amount of parking.
** Annual costs = \$18,571 for loader; \$800 for fuel; \$49,920 for FTE-equivalent; FTE-equivalent = 2,080 hours X \$24/hr loaded cost to PCMC*

Note #2: All financial values were derived using simple calculations. No inflationary impacts or NPV estimates have been applied. Depreciation costs are included in all cost totals. Maintenance

Note #3: The upper-bound estimates for snow melt were compared to actual data from the Comstock Tunnel system. This comparison found that the upper-bound estimate is about 14% below the actual nat gas usage we incurred at Comstock this past winter. These details are on the second tab of the Excel file.

Note #4: 1,000 Annual Short Tons CO₂ = GHG offset of approx. 2,500 solar panels (\$2.875MM installed cost for this much solar). The \$1.2MM Johnson Controls project completed by PCMC in 2009 prevents roughly 1,044 short tons CO₂ per year. The average Utah household produces 13 short tons of CO₂ each year for electricity and natural gas.

In order to properly assess the snowmelt system, PCMC and the IBI Group provided the HPCA with the following sample costs shown below. The HPCA Board determined that the installation of a snowmelt system needed input from the entire membership and distributed an electronic survey to members. The survey inquired as to the membership's support of a snowmelt system and then further asked if they would be willing to pay for the system. Both questions resulted in a response that 80% of the merchants were not in favor of the installation of the snowmelt system in the sidewalks. The full results of the survey are attached as Exhibit B.

Sample Assessment for Cost

Sharing . (Sidewalk, curb/gutter/3' street):

1 25' Property Frontage

Construction Assessment:	Frontage	Width	s.f.	Cost/s.f.	Total Cost
Sidewalk	25'	8'	200	\$15-\$20	\$3,000-\$4,000
Curb/Gutter	25'	2.5'	62.5	\$15-\$20	\$937.50-\$1,250
Street	25'	3'	75	\$15-\$20	\$1,125-\$1,500
			337.5		\$5,062.50-\$6,750
Annual Operating Assessment					
Sidewalk			200	\$1.25-\$1.67	\$250-\$334
Curb/Gutter			62.5	\$1.25-\$1.67	\$78-\$105
Street			75	\$1.25-\$1.67	\$94-\$125
					\$422-\$564

2 200' Property Frontage

Construction Assessment					
Sidewalk	200'	8'	1600	\$15-\$20	\$24,000-\$32,000
Curb/Gutter	200'	2.5'	500	\$15-\$20	\$7,500-\$10,000
Street	200'	3'	600	\$15-\$20	\$9,000-\$12,000
			2700		\$40,500-\$54,000
Annual Operating Assessment					
Sidewalk			1600	\$1.25-\$1.67	\$2,000-\$2,672
Curb/Gutter			500	\$1.25-\$1.67	\$635-\$835
Street			600	\$1.25-\$1.67	\$750-\$1,002
					\$3,385-\$4,509

If Council wishes to pursue snow-melt in the sidewalks curb and gutters, there is a variety of cost sharing alternatives including construction costs, annual maintenance, or both. The sample assessment does not include the cost of removing snow on the remainder of the street, so there will still be snow removal costs to the City. At the current level of service that would be approximately \$26,913 annually.

Snowmelt options will be considered at the Brew Pub Plaza and Miners Plazas to extend the useful life of these event areas throughout the winter season. Every effort is being made to devise alternative energy sources to offset the carbon impact. Staff recommends that Council provide direction on the snow melt discussion.

Staff will return during the budget process with departmental budget requests reflecting Council’s direction and preferred maintenance level of service.

Plazas:

Brew Pub Lot:

The Brew Pub Parking Lot is one of several plaza areas included in the scope of the HPCA/Main Street Improvement projects. For this space, the working committee and consultant developed two options. Option 1 is a plaza with flexible space over a parking structure. There would also be a small multi-purpose support building that includes public restrooms, storage, elevator, and small food prep, event function or even a retail option. This could also be a hub for a ski connection. This is the option the HPCA prefers.



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BREW PUB LOT CONCEPT PLAN OPTION 1
 March 2012


 Historic Park City
 Improvement Plan
 Park City, Utah



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BREW PUB LOT CONCEPT 3D STUDY
March 2012

Historic Park City
Improvement Plan
Park City, Utah

BrewPub - Option 2



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BREW PUB LOT CONCEPT PLAN OPTION 2
March 2012

Historic Park City
Improvement Plan
Park City, Utah

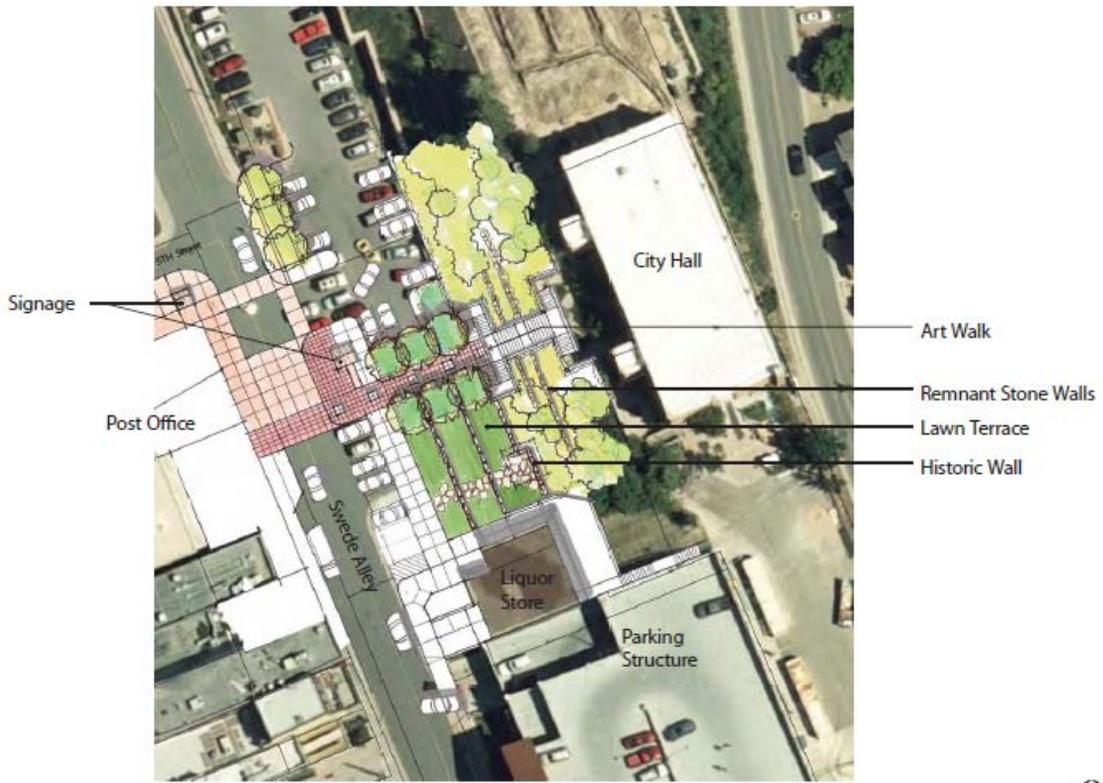
The Second Option being considered for the Brew Pub lot is a 2-3 story mixed use building over 2 levels of structured parking. This option includes a small plaza of approximately 3,750 sf (the size of Miner's Plaza). Before pursuing this option, additional work should be done on market feasibility, including research on vacancy and market rates. For example when we built the liquor store/radio station the free market did not support investing in a third tenant space.

	Option 1 - Large Plaza	Option 2 - Mixed Use w/ small plaza
Plaza Size (approx)	9,500 sf	2,500 sf
approximate cost	\$712,500 - \$950,000	\$150,000 - \$300,000
Building Size (approx)	2,500 sf footprint x 1-2 stories = 4,500 sf	6,000 sf footprint x 2-3 stories = 15,000 sf
approx cost	\$1,125,000 - \$1,575,000	\$3,750,000 - \$5,250,000
parking	1 level likely (40 spaces), currently 47 present	2 levels needed (70 spaces)
parking cost	\$1.4 M	\$2.4M
Pros	could be engineered for Option 2 if plaza doesn't work out	Likely best ROI, from sheer economic argument
	would allow for small Main St. events to not close street	small plaza bookended by activators (retail, rest.)
	Would include limited support to help create energy (furniture, fire pits, etc)	could allow for ski connections to resorts
	The Joint Venture position would target programming this space	
	small building allows for retail, event support, restrooms and other flexibility	
	could allow for ski connections to resorts	
Cons	would need to be programmed to be a true "destination"	not sure of market feasibility
	From a bottom line ROI standpoint may not be best option	
	would likely preclude pursuit of central "Town Plaza" at 5th Street (from a funding standpoint)	
all info approximate estimates only		

Staff recommends further refinement of the concept plans, cost estimating and market feasibility prior to prioritizing either option. This will be presented as part of the budget process.

Historic Wall Space

At the February 16, 2012 meeting, Council directed staff to provide an enhanced entry to City Hall in Swede Alley at the Historic Wall. The architects and the working committee developed the following concept for a public space. Moving forward with either of the Brew Pub options in the near future will eliminate or at least suspend indefinitely City Council's current direction to move forward with the Town Plaza. Staff wants to affirm Council understands that this is a change from their previous direction.



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HISTORIC WALL/CITY HALL 3D STUDY
 March 2012

Historic Park City
 Improvement Plan
 Park City, Utah

Other Public Spaces

The other concepts for plazas include the Miner's Plaza, and the Coalition Plaza:



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MINERS PARK CONCEPT PLAN
March 2012

Historic Park City
Improvement Plan
Park City, Utah



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MINERS PARK 3D CONCEPT STUDY
March 2012

Historic Park City
Improvement Plan
Park City, Utah



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COALITION PARK CONCEPT PLAN
 February 2012

Historic Park City
 Improvement Plan
 Park City, Utah



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COALITION PARK 3D CONCEPT STUDY
 March 2012

Historic Park City
 Improvement Plan
 Park City, Utah

Staff and the project team will provide updates to City Council during the process with a prioritized list of projects to be included during the 2013 Budget discussions. With the project budget of \$419,000 staff is anticipating that some of the proposed improvements “low hanging fruit” will be constructed without an increase in 2013. The majority of projects will not be completed without future funding.

Department Review: This report has been reviewed by representatives of Sustainability, Legal, and the City Manager’s Office and their comments have been integrated into this report.

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Alternatives/ Issues for Discussion:

Staff requests that Council review the concepts presented and provide direction regarding:

- 1) Snow Melt Options:
 - a. Snow Melt whole street;
 - b. Snow Melt only sidewalks, curb & gutters;
 - c. Exhaust discussion on snow melt options and limit future discussion to operations and maintenance level of service. **This is staff’s recommendation.** We would return during the budget process with refined numbers and a recommended level of service.
- 2) Brew Pub Lot Options – The HPCA recommends a large plaza. **Staff recommends further refinement of the two options, cost estimating and market feasibility prior to prioritizing either option;** this will be presented as part of the budget process:
 - a. A large public plaza space;
 - b. A retail space with a reduced plaza.

Significant Impacts:

There is currently approximately \$419,000 budgeted for the Main Street Improvements project in the Main Street RDA. Sustainability and on a limited basis other City staff resources will be required to complete the project.

Staff Recommendations:

- 1.) Not proceed refining costs, design & feasibility of a snow melt system for the Main Street sidewalks, curbs & gutters;
- 2.) Prioritize new sidewalks, widened where possible;
- 3.) Proceed with preliminary design development drawings, cost estimates, and return during the FY 13 budget process with formal staff recommendations and prioritization for improvements in the following areas:

- a. Development of the Brew Pub parking lot with either a large plaza space or mixed use building;
- b. Public spaces at: Miners, Coalition, Schreur's, and Marsac Stairs;
- c. Streetscape and other pedestrian enhancements – including sidewalks; and
- d. Supporting operations and maintenance budgets.

Exhibits

A – February 16 meeting minutes

B – HPCA Member Survey on Snowmelt

Exhibit A – February 16, 2012 Meeting Minutes

Jon Weidenhamer noted that the HPCA wants the City Council to again consider heating Main Street sidewalks. Alison Butz explained that members want to *exhaust* the idea and want it investigated further. The Mayor expressed that cost-sharing should be considered. It is the responsibility of property owners to shovel their sidewalks and the City agreed to plow Main Street sidewalks as an extended service. Now, over time it seems that the owner's responsibility for clearing sidewalks has been lost.

The regional recreation survey and possible projects were discussed. Liza Simpson expressed an interest in the allocation and timing of revenues from the Park City Heights Project and the projects that may have been displaced when this was funded. Tom Bakaly advised that those monies have been committed to funding the repository.

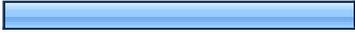
With regard to the town plaza project, Alex Butwinski felt that the historic wall at the Marsac Building could be better showcased from Swede Alley. Jon Weidenhamer explained that \$400,000 is set aside for the 2A option set forth in the staff report and a reduced scope is recommended to provide flexibility on other projects. Andy Beerman felt that the wall could be restored without sacrificing many parking spaces. Mr. Butwinski reiterated that the entrance to the Building deserves more attention than proposed in Concept 1A. Liza Simpson indicated that before making town plaza plan decisions, she would like to understand the difference in cost between the two concepts as the City has lost its pocket parks. The Mayor felt that there needs to be perspective in terms of the demands on all of the different projects and it could be that the town plaza is not a priority for the Main Street businesses. Cindy Matsumoto expressed that it might not be a priority now but could serve as a substitute until other things get done. Liza Simpson agreed and clarified that the Brewpub Lot is the focus for the big amenity which may take a while to fund. Andy Beerman suggested keeping both options on the table while making decisions but Mr. Weidenhamer pointed out the efficiencies of exploring one plan but blending the plans is doable. Ms. Simpson stated that she would like to see something more robust than 1A. The Mayor explained that he would like to meet with the working group informally. Mr. Weidenhamer emphasized that there needs to be direction so a concept plan can be prepared for the budget.

Alex Butwinski stated that he supports 2A but the cost differential may drive the process. Andy Beerman pointed out that the working group prefers to deemphasize Swede Alley and focus the efforts onto Main Street and/or corridors to attract people there and Council's discussion is taking it to a different direction. The Mayor understood then that other projects are secondary to the Brewpub focus. Mr. Butwinski felt the Council should take a look at both concepts and he has a different opinion about improving Swede Alley which needs attention. Ms. Simpson agreed. Mr. Weidenhamer emphasized that the purpose for the Brewpub lot and Swede Alley improvements are very different. Tom Bakaly understood that staff is on the right track with more work on the historic wall. Restrooms were discussed. Dick Peek interjected that the input he has received on restrooms is that they be highly visible and safe. He also supported a hybrid of the two concept plans.

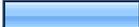
1. Conceptually, are you in favor of adding a snowmelt system in the sidewalks on Main Street?

		Response Percent	Response Count
Yes		21.8%	12
No		78.2%	43
answered question			55
skipped question			0

2. Do you feel there needs to be an increased level of snow removal by the City?

		Response Percent	Response Count
Yes		52.7%	29
No		47.3%	26
answered question			55
skipped question			0

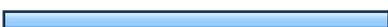
3. We have some very preliminary cost numbers (on a 25' storefront). The initial installation would cost approximately \$5000+ (spread out over a time span of 10 years) for construction and \$1000+ (including renewable electric sources) a year for operations. With this additional information, are you in favor of installing a snow melt system?

		Response Percent	Response Count
Yes		20.0%	11
No		80.0%	44
answered question			55
skipped question			0

4. Do you think the installation of snowmelt in the sidewalks will help increase your business?

		Response Percent	Response Count
Yes		14.5%	8
No		85.5%	47
answered question			55
skipped question			0

5. Are you concerned about the increased carbon impact from a snowmelt system?

		Response Percent	Response Count
No		9.1%	5
A Little Concerned		32.7%	18
Very Concerned		58.2%	32
answered question			55
skipped question			0

6. Please rank the importance of each of the infrastructure improvements being considered.

	Top Priority	Priority	Low Priority	Not a Priority	Rating Average	Response Count
Public Plazas	35.2% (19)	35.2% (19)	25.9% (14)	3.7% (2)	1.98	54
Snowmelt System	5.7% (3)	11.3% (6)	13.2% (7)	69.8% (37)	3.47	53
Sidewalk Improvements	22.6% (12)	30.2% (16)	30.2% (16)	17.0% (9)	2.42	53
Streetscape Improvements (light poles, furniture, and sidewalks)	29.6% (16)	38.9% (21)	18.5% (10)	13.0% (7)	2.15	54
answered question						55
skipped question						0

7. E-mail address:

		Response Percent	Response Count
Email Address:		100.0%	49
answered question			49
skipped question			6