

MEMORANDUM

Date: October 2019

To: Park City Municipal Corporation

From: Fehr & Peers

Subject: Sundance Circulation Plan Peer Review

INTRODUCTION

This technical memorandum summarizes Fehr & Peers' review of circulation strategies proposed by Park City to manage congestion related to the 2020 Sundance Film Festival to be held in January. The primary purpose of these strategies is to reduce traffic impacts on the residential neighborhoods within the core of Old Town. Fehr & Peers was provided via email a draft map of proposed circulation patterns and an list of strategies; this memorandum is in response to those materials, and includes additional recommendations from Fehr & Peers to manage Sundance-related congestion. It should be noted that none of the strategies listed here have been modeled, analyzed, or tested in the field. Fehr & Peers recommends testing and monitoring strategies as next steps for Park City.

PEER REVIEW

This section contains a summary of the proposed circulation strategies identified by Park City via email to Fehr & Peers on Friday October 25, 2019, alongside the results from Fehr & Peers' peer view of the strategies.

Park Avenue Strategies:

1. Place VMS board at "Box of Rocks" (understood to be the intersection of Park/Empire/Deer Valley Drive), directing drivers to PCMR or to Deer Valley Drive/China Bridge parking garage. Monitor the intersection with a traffic control officer. Allow Park City Transit vehicles to use Park Avenue in both directions on Park Avenue between Deer Valley Drive and Heber Avenue.
 - a. We agree with the concept of diverting Sundance traffic away from Old Town, starting at this location. We would further recommend limiting any traffic entering this gateway to transit vehicles, pedestrians, and residents. Park City could issue hanging tags to Old Town residents so they can pass the traffic control officer at the intersection (there may need to be several officer-controlled points around the perimeter of Old Town to discourage entry elsewhere as well). We understand there are concerns from Sundance about whether sponsor vehicles and Lyft vehicles could be allowed to access Park Avenue beyond this point. Park City could prioritize access for residents, transit, and pedestrians, and take a "wait and see" approach with the sponsor and Lyft vehicles; if circulation is

functioning well by limiting traffic on Park to just these users, then maintain access for Lyft and sponsor vehicles. If circulation is still poor even with these limitations, consider limiting access further for Lyft and/or sponsor vehicles.

- b. These limitations may only need to be applied for the peak days of Sundance and possibly not for the entire period of the festival – possibly only the Thursday, Friday, Saturday and Sunday dates of the festival period.
 - c. Success of this strategy will rely heavily on advance notification, in several ways:
 - i. Drivers approaching the Park Ave/Empire/Deer Valley Drive intersection from the north will need advance notice via VMS (temporary and permanent signs can be used) to inform them of the diversion. Signs could direct “event traffic” to PCMR or Deer Valley Drive and indicate “residents only beyond this point” at the Park Ave/Deer Valley Drive intersection. Notification could be provided to drivers as far away as the approaches to Park City from US-40 and I-80, directing drivers to free satellite park-and-rides with transit access. Park City should avoid allowing drivers to get past the intersection of Park Ave/Deer Valley Drive just to learn that they can’t proceed further; the narrow pavement width on Park Avenue south of that intersection (and likely presence of snow on the curbs and shoulders) will make U-turns difficult and constrain circulation unnecessarily.
 - ii. Park City may wish to entice drivers from outside Park City to utilize park-and-ride and transit facilities through the offering of incentives such as free coffee or snacks at the park-and-rides (ie, host a coffee truck or similar at Kimball, the View lot on I-80, Richardson Flats, etc). Use of electric buses may provide further appeal to visitors committed to reducing their carbon footprint.
 - iii. Similarly, Park City, Sundance, the Chamber of Commerce, and other commercial organizations will need to get the word out in advance to the hospitality industry about changes to access and circulation. This should include Sundance ticket holders, AirBnB and VRBO hosts, hoteliers, and other commercial centers.
2. Park City has also considered removing parking from one or both sides of Park Avenue between Empire/Deer Valley Drive and Heber, in order to improve conditions for transit vehicles who are sometimes constrained by snow storage and on-street parking in winter conditions. Given that the primary purpose of the proposed strategies is to reduce impacts on Old Town residents, we do not recommend broadly eliminating on-street parking for residents. Instead, we recommend the strategies outlined in paragraph #1 above to incentivize travel into Old Town via transit or walking, and diverting vehicle traffic around the perimeter of Old Town. It may be feasible to remove a small section of on-street parking during the peak days of the festival for residents near City Park, if those residents have other on-site parking available to them and could direct visitors to use City Park stalls instead of on-street parking on Park Ave.

China Bridge Strategies:

1. Enter the China Bridge parking garage only from Marsac, and exit onto Swede. Vehicles would not be able to enter China Bridge from Swede, unless the driver has a "black permit". Have dynamic pricing (possibly up to \$60) on the Friday and Saturday dates of Sundance.
 - a. We agree with the plan of directing drivers to enter the parking garage from Marsac and exit onto Swede, with caveats as outlined below.
 - i. The "Sundance Current Plan" map provided to Fehr & Peers indicates that Main Street is proposed to function as one-way northbound traffic during the festival. We disagree with this strategy for a range of reasons, outlined later in this memo. If the City decides to maintain this strategy of one-way northbound traffic on Main Street, then vehicles exiting the China Bridge parking garage should be forced to make a right-turn only onto Swede to leave Old Town. If vehicles are allowed to turn left out of China Bridge onto Swede, they will head up to the intersection of Swede and Main, where they will be forced to turn right due to the one-way restrictions. This will add traffic and congestion to Main Street.
 - ii. If Main Street is allowed to carry traffic in both directions, then vehicles exiting China Bridge could be allowed to turn right or left onto Swede. Drivers would have more options to leave Old Town, either via Swede/Heber or via Swede/Main/Hillside (assuming Hillside is allowed to function as a two-way street). If Hillside is restricted to westbound traffic only, then drivers will again be forced northbound on Main Street or Park Ave, adding congestion to already busy areas.
 - b. We agree with the dynamic pricing for China Bridge and would add the following considerations:
 - i. The higher the price, the less likely it is that people will have exact change in their wallets to pay the fee. This means that there may need to be credit card transactions at the entry, which could extend the transaction time per vehicle and lengthen the amount of time it takes to get into the garage. This could lead to queuing onto Marsac depending on how many people are trying to enter the garage at peak times. One way to mitigate this would be to convert the garage exit on Marsac into an entrance, so two vehicles at a time could enter the parking garage. This would require some signage and operational changes within the parking garage, and would likely need to be configured prior to the start of the festival (rather than adapting on the fly).
 - ii. Similar to the concept outlined in 1c above, advance notification will be valuable here to communicate parking pricing and availability to people approaching Park City. It is our understanding that event staff monitor parking occupancy within the garage, and consider China Bridge "full" at 80% occupancy (this is fairly consistent with industry standards). "China Bridge full" information could be displayed via VMS to visitors on Deer Valley Drive, Bonanza, and Park Ave, so they could make other choices about where to park and avoid unnecessary trips

into Old Town. Information can also be shared with visitors and festival-goers in advance, to let them know that parking rates could be “up to \$60” (even if it isn’t \$60 throughout the festival), and set expectations that cheap or free parking is better found elsewhere.

Other Parking Areas:

1. Park City is considering charging for parking at Flagpole Lot, and/or making it a required 4+ carpool lot for merchants or employees. We support charging for parking. While we agree generally with the idea of allowing only carpool vehicles to park there, enforcement of this will be a challenge – especially verifying that these individuals are employees of Old Town businesses. This may be a good pilot project to test in 2020 for rollout in 2021, to work out enforcement and operational challenges.
2. Park City is considering allowing Lyft vehicles to stage at the Brew Pub Lot at the top of Main Street. Other staging areas are located in different parts of Old Town. While staging Lyft vehicles closer to the heart of the action may result in shorter waits for some Lyft users, it would also add vehicle traffic (including deadhead trips, where the driver returns to the staging area with an otherwise empty vehicle) to Swede Alley which is already likely to be congested. We would suggest finding more locations for Lyft to stage outside Old Town, such as at Deer Valley, the high school Bonanza, City Park, or other areas.
3. Park City is considering using City Hall South Marsac Lot as a pickup/dropoff zone for people who don’t want to go down to the street. We agree that this is a good location for pickup/dropoff, and would recommend having clear signage for pickup vs dropoff areas to manage parking and curb spaces efficiently and reduce congestion.

One Way Streets:

Park City is considering establishing a network of temporary one-way streets throughout Old Town, per the “Sundance Current Plan” map provided to Fehr & Peers via email on October 25, 2019. In general, our opinion is that establishing a new and unfamiliar network of one-way streets may not improve conditions much, and it may add confusion and logistical challenges that detract from whatever benefit there might be. Park Avenue between King and 7th may be the exception to this, given that the one-way northbound traffic is a pattern that persists throughout the winter and is a function of snow storage needs. Otherwise, converting streets such as Main Street to one-way travel creates circulation problems for transit, delivery vehicles, and on-street parking, and could potentially confuse visitors who are already unfamiliar with the area, may not be comfortable driving in winter conditions, and may have been consuming alcohol. Instead, we would advise the City to focus on limiting the amount of travel in Old Town by visitors in private vehicles, applying the concepts noted throughout this document. This approach is consistent with the City’s adopted Transportation Demand Management Plan and sustainability goals, and has the added benefit of reducing vehicle trips and the associated greenhouse gas emissions.