

MEMORANDUM

Date: November 16 2021

To: Park City Municipal Corporation

From: Fehr & Peers

Subject: 2022 Sundance Film Festival Circulation Plan Peer Review

INTRODUCTION

This technical memorandum summarizes Fehr & Peers' review of circulation strategies to manage peak congestion periods in Park City during the Sundance Film Festival. The primary purpose of these strategies is to reduce traffic impacts on the residential neighborhoods within the core of Old Town, and to maintain traffic circulation as much as possible during this extremely busy time. Fehr & Peers was provided via email a Google Earth file of proposed traffic circulation and mitigation measures; this memorandum summarizes our response to the proposed measures, and includes additional recommendations from Fehr & Peers to manage Sundance-related congestion. This memo also includes relevant observations made by Fehr & Peers staff during the first Friday of Sundance 2020 (prior to the COVID-19 pandemic).

PEER REVIEW

This section contains a summary of the proposed circulation strategies identified by Park City via emailed Google Earth file to Fehr & Peers on Sunday November 7th, 2021, alongside the results from Fehr & Peers' review of the strategies. This memo indicates Fehr & Peers' agreement with strategies in *italic text*; additional suggestions or points for consideration are provided in **bold text**.

Park Avenue Strategies:

1. Place VMS board at "Box of Rocks" (the intersection of Park/Empire/Deer Valley Drive), directing drivers to PCMR or to Deer Valley Drive/China Bridge parking garage. Allow Park City Transit vehicles to use Park Avenue in both directions on Park Avenue between Deer Valley Drive and Heber Avenue; prohibit all other southbound traffic on Park Avenue between Heber Avenue and the Box of Rocks. Allow northbound vehicles to use Park Avenue to exit the Old Town area.
 - a. *We agree with diverting all southbound traffic except local residents and transit away from Park Avenue.*
 - 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 through Monday 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. **Park City may wish to notify drivers via VMS 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.**

Swede Alley Strategies:

1. Swede Alley will be limited to southbound traffic only. Swede Alley provides access to the flag lot, rideshare pick-up/drop-off between 5th and 6th Streets across from the Transit Center driveway, drivers exiting the China Bridge parking garage, and ADA parking near the Swede/Main intersection. Swede Alley southbound traffic will be forced to turn right onto Main Street to travel northbound to exit the Old Town area – in the plans reviewed by Fehr & Peers, Main Street traffic is one-way northbound only from Hillside Avenue to Deer Valley Drive.
 - a. *We agree with the proposed southbound-only traffic on Swede Alley between Heber Avenue and Main Street.* However, we observed during the 2020 Festival that southbound Swede Alley traffic became congested fairly early in the afternoon, and by 3:30 southbound vehicles on Swede were unable to exit Swede onto Main Street because Main Street queued all the way from Heber Avenue to Swede Alley. Limiting Swede Alley to southbound only and Main Street to northbound only forces all traffic from Swede Alley to then turn down Main Street, which is the primary focus area of the festival and extremely congested with cars, people, deliveries, and other movements.
 - b. To alleviate this problem, **we suggest allowing two-way travel on Main Street between Hillside Avenue and Swede Alley, and configuring Hillside as eastbound-only to channel drivers from Swede Alley towards Marsac Avenue and away from Main Street.** While we acknowledge that this is politically challenging for Park City’s leadership, it is one of few practical ways to keep circulation moving during these peak periods.
 - i. The current proposed plans show five traffic control staff or police officers at the intersection of Swede/Main. During the 2020 Festival, we observed that the limited number (sometimes a single person) of security/police staff at this location was overwhelmed by the number of conversations required with vehicles coming from all directions in order to communicate road closures and limitations. *If Park City chooses to move forward with the plans as currently proposed, we agree that the increased number of officers may be beneficial at this location.* If Park City opts to allow southbound traffic on Main Street between Hillside and Swede, and use Hillside as eastbound-only in order to clear out traffic, then this could potentially
 - a) reduce the amount of officers needed at the Swede/Main intersection, allowing them to be reallocated elsewhere, and
 - b) reduce the amount of time officers have to spend communicating with drivers at this intersection, as movements will be less limited.

- c. *We agree with the placement of rideshare pick-up/drop-off at the bottom of Swede Alley near the transit center. **We suggest that rideshare drivers be allowed access to the Transit Center driveway to exit Old Town via the Deer Valley Drive roundabout (normally transit-only access).*** Otherwise, rideshare drivers are forced into the southbound queue on Swede Alley, which adds congestion into the Swede Alley/Main Street circulation pattern, increases the amount of time rideshare drivers are unable to serve festivalgoers, and reduces the accessibility of rideshare vehicles to visitors. **This may require additional traffic control staff to facilitate these movements across southbound traffic**, but could reduce the number of cars getting trapped in the Swede/Main loop.
 - d. **We suggest limiting access to China Bridge parking garage from Marsac Avenue only.** This would limit the number of vehicles on Swede Alley, either entering or exiting the parking garage, and would reduce the number of cars getting trapped in the Swede/Main loop. This is especially valuable if Park City is unable to make the suggested revision above of allowing two-way travel on Main Street south of Swede, and switching Hillside to eastbound only. **Limiting China Bridge access points to Marsac Avenue will likely require additional traffic control staff at the Marsac driveway to facilitate access onto the roadway.**
 - e. With Swede Alley limited to one direction of traffic only, there may be additional space in the roadway to accommodate other needs. We observed during the 2020 Festival that pedestrian conditions on Swede Alley were, at best, uncomfortable – most sections of Swede lack any sidewalk facilities, and pedestrians found themselves on icy, snowy roadway shoulders next to very congested traffic conditions. **We suggest that Park City repurpose part of the roadway space for pedestrians on Swede Alley**, using barriers or other means to create a safe separated area for people to walk to their destinations.
2. The current plans propose two police officers at the intersection of Heber Avenue/Swede Alley to prevent southbound drivers from turning right onto Heber Avenue. Plans do not indicate placement of police vehicles or other physical barriers at this intersection.
 - a. During the 2020 Festival, we observed that southbound Swede frequently backed up onto Deer Valley Drive. Many drivers asked traffic control staff at the Heber/Swede intersection whether they could turn right; and once one driver stopped to ask questions, every subsequent driver wanted to ask information too, which delayed each car moving through that intersection. **We suggest using police vehicles, other barriers, and/or signage to make the right-turn prohibitions more obvious, and move traffic control officers further away from the intersection to discourage ongoing discussions with drivers.** Care should be taken when placing police vehicles or barriers to ensure safe crossings for pedestrians, as this seemed to be an issue during the 2020 Festival.

Main Street Strategies:

1. Park City's proposed plans currently show Main Street as one-way northbound traffic only from Hillside Avenue to Deer Valley Drive. While not specified on the Google Earth file provided, it is our understanding based on conversations with Park City staff that Main Street between Hillside Avenue and Heber Avenue will not accommodate on-street parking or rideshare pick-up/drop-off, and the

only curbside activities allowed on this section of Main Street will be for venue deliveries and related commercial activities. Vehicles will be able to exit Main Street via 9th Street onto Deer Valley Drive, or via 7th Street or 9th Street west to northbound Park Avenue (southbound travel on Park Avenue will be prohibited in this section). The plans indicate a proposed pick-up/drop-off area at the intersection of Main Street and 9th Street.

- a. *We support limiting traffic on Main Street. **We furthermore suggest Park City prohibit all private vehicles on Main Street*** – if no parking is allowed, and no pick-up/drop-off is allowed, then are few reasons for people to drive on the street in the first place. Park City could prioritize transit vehicles on Main Street, encouraging people to use the transit buses or the trolley to access Main Street, and also provide more space in the street for pedestrians, if private vehicles are limited.
- b. The current plans indicate that vehicles would be allowed to travel north on Main Street and exit the Old Town area by turning right onto Deer Valley Drive (all other movements are prohibited). We observed during the 2020 Festival that vehicles attempting to exit Old Town by turning right onto Deer Valley Drive were worsening traffic conditions on Deer Valley Drive and into the roundabout, contributing to queueing both northbound and southbound at the roundabout. **We suggest Park City discourage vehicles from traveling northbound on Main Street north of 9th Street, funneling them out through Park Avenue instead.** The current plans do not show security staff at this intersection; **Park City may wish to consider blocking the access with a policy vehicle, or having staff present at the intersection to prevent unwanted access.**
- c. *We support the placement of the pick-up/drop-off location at the Main Street/9th Street intersection.* It is our understanding that traffic on Deer Valley Drive will be able to make right turns in and out of Main Street at this location. This pick-up/drop-off location may be more attractive to some than the pick-up/drop-off zones on Swede, which will require drivers to travel through the Swede Alley/Main Street loop before exiting the traffic flow. Limiting northbound traffic in this area to pick-up/drop-off activity may help mitigate some of the impacts to Deer Valley Drive seen in previous years, as described in Section 1(b) above.

Deer Valley Drive and Marsac Avenue Strategies:

1. Park City's proposed plans use Deer Valley Drive as the primary route of entry into Park City Old Town. Drivers coming to Old Town can access the area via Heber Avenue, or access the China Bridge parking lot via Marsac Avenue. Left turns from Deer Valley Drive will be prohibited at Main Street and at Heber Avenue.
 - a. *We support the prohibition of left turns at Main Street and Heber Avenue.* We observed during the 2020 Festival that people attempting to turn left from northbound Deer Valley Drive into Heber Avenue were queuing out of the turn pocket and into the travel lanes, contributing to queuing through the roundabout. Keeping cars moving northbound on Deer Valley Drive will help to mitigate this issue.
 - b. Traffic coming from Deer Valley Drive or Marsac will have limited options to access the Old Town area. **Park City should encourage drivers from these routes to drop off**

passengers at the drop-and-load area at China Bridge accessed via Marsac, and place traffic control staff at the Marsac entry to China Bridge to help facilitate ingress and egress. Drivers wishing to access Old Town may otherwise need to go northbound on Deer Valley Drive to the Bonanza Drive intersection, turn around, and head southbound on Deer Valley Drive to access the Heber Avenue southbound route into Old Town.

- c. We observed during the 2020 Festival that buses exiting the Transit Center into the roundabout had a difficult time entering the traffic stream due to heavy southbound traffic from Deer Valley Drive. **We suggest adding traffic control staff to assist buses leaving the roundabout, to improve reliability for transit service.**

China Bridge Strategies:

1. The current plans show that drivers may enter the China Bridge parking garage only from Marsac, and exit onto Swede or Marsac. The City will establish the South Marsac Lot as a pickup/dropoff zone for shuttle drivers, hotel transportation, and other drivers coming from Deer Valley Drive or Marsac. China Bridge rates will range from \$40-\$50 flat fee during the first weekend of Sundance, with slightly lower rates the following week and weekend.
 - a. **We suggest limiting exit from China Bridge onto Marsac only**, which would prevent people leaving the parking garage from getting stuck in the Swede-Main loop. As suggested above, this may require placing a traffic control officer at the China Bridge entry on Marsac in order to facilitate access.
 - b. *We agree that South Marsac 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.
 - c. *We agree with the pricing rates for China Bridge*. During the 2020 Festival, we observed on the Friday of opening weekend that China Bridge was between 50-60% full, and that there were opportunities to accommodate more people and raise additional revenue. At that time, drivers paid a \$60 flat fee to park at China Bridge on Friday and Saturday, so the slightly reduced rate of \$50 for that time period during the 2022 Festival may result in higher usage of China Bridge.

Additional Notes:

1. 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.
2. 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.
3. In our conversations with security staff during the 2020 Festival, we heard that many festivalgoers were not aware that transit service was free of charge, and that more advertising/awareness would help get more people out of their cars and into the transit vehicles. We also heard that more

wayfinding or signage of the transit system could help people find their way or be more willing to use the service.

4. During our 2020 Festival observations, we noted that security personnel spent a lot of time managing pedestrian traffic, and that better-marked pedestrian crossings and signage may help channelize pedestrians more effectively and safely. We also noted that generally sidewalks are not wide enough to handle the volume of pedestrians; reallocating public right-of-way from two-directional traffic to one-way may create space on several important routes to more safely and comfortably accommodate pedestrians.