PARK CITY MUNICIPAL CORPORATION

NEIGHBORHOODS FIRST - STREETS PROGRAM

Traffic Management Strategies

Adopted 04/27/2023

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PREFACE

Various and sometimes competing users seek prioritized access to Park City streets and sidewalks, ranging from residents to visitors, delivery trucks to day skiers, special events to neighborhood gatherings, and pedestrians to cyclists. Just as we use our streets to get to and from work, school, and shopping, our neighbors and visitors also use these streets for exercise, sightseeing, and destination connectivity.

Park City aims to make all residential streets safe and accessible while providing access to local business districts and public transit. Conversely, protecting residential streets from cut-through traffic or bypassing arterial roadways is necessary to maintain a balanced residential quality of life.

Our traffic control strategies are designed to maintain or improve safety for all users, reduce traffic speeds, maintain accessibility for emergency services, and deter arterial traffic volumes from using residential collectors/local roads as bypass routes.

For more information, please visit http://www.parkcity.org/departments/engineering-division/neighborhoods-first or email Engineering at engineering_submittals@parkcity.org with additional questions.

PURPOSE STATEMENT

The City's Neighborhoods First - Streets Program (NFSP) aims to implement neighborhood traffic calming by:

- Proactively working with residents and businesses to implement traffic-calming solutions by applying a combination of education, enforcement, evaluation, and engineering improvements; and

- Determining the eligibility of traffic-calming measures by collecting traffic data for vehicular/pedestrian/bicycle volumes, speeds, roadway geometrics (roadway widths/number of lanes/presence or absence of sidewalks), and traffic accident data.

PROGRAM GOALS AND POLICIES

Goals of the Neighborhoods First - Streets Program (NFSP):

- Enhance neighborhood livability and safety by reducing speeding traffic.
- Involve residents and businesses in addressing traffic issues.
- Use clear evidence and documented processes to evaluate and implement traffic calming solutions and measure impacts (i.e., impacts to traffic diversion).
- Incorporate public safety and emergency response interests.
- Improve compliance with posted speed limits, stop signs, and other traffic control devices.
- Educate residents and businesses about available traffic safety measures.
- Balance the transportation needs of the various land uses in and around neighborhoods; and
- Ensure consistency with previously approved Council policy: Complete Streets & People-First Streets.

Guidelines of the NFSP:

The guidelines listed below will be used to conduct traffic calming solutions equitably and transparently. The following provides a framework for neighborhood traffic management:

- A combination of education, enforcement, engineering, and evaluation will be employed. The NFSP will utilize professionally accepted engineering and planning practices. Park City shall direct the installation of traffic control devices (signs, beacons, infrastructure, and pavement markings) to comply with project objectives, municipal code, and applicable state and federal regulations.
- While it is possible for an NFSP project to be initiated by a non-resident, the process will favor feedback and participation from residents and businesses in the area where a project occurs.
- A residential street classified as a Local or Collector (major or minor) roadway may be considered for traffic calming. (Street classification map – Attachment A.)
- Each NFSP project will include logical project boundaries that address displacement and diversion of traffic resulting from an NFSP project.
- Solutions will balance or enhance emergency response with sometimes competing interests, including:
- If the emergency vehicle response time is greater than the standard, NFSP efforts shall not further degrade existing response time; and
- If the response time is less than the standard, then NFSP shall not cause the response time to exceed the standard.
- Parking removal is considered on a project-by-project basis. The parking needs of residents and businesses should be balanced with public safety, traffic functionality, emergency access, transit, bicycle, and pedestrians.
- The NFSP mitigations should not cause an increase of more than 50 vehicles per day (VPD) in traffic diversion. If more than 50 VPDs are anticipated, the impacted area will be invited to participate before implementation.

- In general, arterial street traffic will not be directed to neighborhood streets.

Eligibility:

All individuals, neighborhoods, businesses, and business districts within Park City are invited and eligible to participate in the NFSP. Applications that impact roads owned by the UDOT require review and approval from UDOT.

PROGRAM OVERVIEW

The primary purpose of traffic calming is to support the livability and safety of residential areas through improvements in non-motorist safety, mobility, and comfort. These objectives are typically achieved by reducing vehicle speeds and volumes on a single street or street network. Due to the complexity of traffic-related concerns, it is necessary to use an integrated approach that combines education, enforcement, and engineering to mitigate the adverse effects of speeding and higher-than-anticipated traffic on neighborhood streets.

Traffic calming, as defined through the NFSP, is the implementation of physical traffic engineering devices to slow motorized vehicle speeds to a safe level reflective of a street's characteristics. Traffic calming can have other impacts, including improving street aesthetics and conditions for walking and biking. Park City will consider all traffic calming methods as potential solutions but will select the tactic that best suits the specific project site and concerns.

The NFSP will rely upon a data-driven, transparent, and consistent process to consider solutions. The Neighborhoods First - Streets Committee (NFSC) is made up of the following:

Neighborhoods First – Streets Committee (NFSC)

- Park City Engineering Department.
- Park City Police Department.
- Park City Public Works Department.
- Park City Fire Department.
- Park City Transportation Department.
- Park City Resident Advocate.
- Park City Resident*; and
- Summit County Government Representative.

*The Park City resident representative will be selected by the Mayor, as defined below:

1. Open an application period for interested residents to serve a two-year term.
    a. Post opening on applicable local news and information outlets
        i. City Website (News Item), Pertinent Webpages (PCMC Board and Commission Website, Board or Commission-specific page, Library, Rec, etc.), Social Media Posts, City Newsletter, City Brief, Park Record, and KPCW (PSA).

2. Conduct interviews and rank by a sub-committee of the City Engineer, Public Works Director, Park City Resident, and Resident Advocate.
3. The Engineer drafts a memorandum and presents it to the Mayor for consideration.

Neighborhoods First - Streets Technical Advisory Group

Below are members of the NFSP technical advisory group who are frequently consulted to review and provide input on items before decisions by the NFSC:

- Park City Engineering Department Representative.
- Park City Fire Department Designee.
- Park City Trails & Open Space Representative.
- Park City Transit Department Representative.
- Park City Transportation Planning Representative; and
- Park City Community Engagement Representative.

Education, Enforcement, Engineering, and Evaluation (4-E's)

The NFSP utilizes multiple methods through the 4-E's (Education/Enforcement/Engineering/Evaluation) to change behavior and improve neighborhood traffic safety. Some NFSP elements are site-specific and address speeding issues at a specific location, most notably true for engineering and enforcement methods. Others, especially education-related strategies, apply to many locations. Because physical treatments within the roadway affect vehicle speed directly, engineering methods are known to be the most effective method of reducing speeds.

The 4-E's are defined below:

- Education:
    - Traffic safety education is vital to bring awareness to safe practices for drivers, pedestrians, and bicyclists. These tools include deploying the speed trailer, radar speed enforcement, yard signs, and guidance for self-facilitated neighborhood meetings.
- Enforcement:
    - These actions consist of traditional police speed enforcement as resources allow. Using data collected by the tools mentioned above, crucial time-related information is provided to the Police Department to direct resources to monitor irresponsible driver behavior.
- Engineering:
    - A variety of physical design elements and other measures on existing roads to reduce vehicle speeds and improve safety for pedestrians and cyclists. See the list below for additional physical design elements.
- Evaluation:
    - All streets receiving engineering treatments are evaluated before and after project construction. This helps measure the effectiveness and informs future program decisions. Engineering will publish annual progress reports on NFSP projects,

traffic diversion, and community satisfaction.

Examples of Physical Design Elements

- Narrowing the Street: may require the loss of parking on one or both sides and/or reduced driving lanes. Pedestrian enhancements could be installed or expanded.
- Medians and Islands: used to constrict travel lane width and provide an area for additional landscaping and signage.
- Bulb-Outs (Chokers/Curb Extensions): physical constrictions constructed adjacent to the curb at both intersections and mid-block locations, making pedestrian crossings easier and space for additional landscaping and signage.
- Chicanes: a set of two or three landscaped curb undulations extending and narrowing the street, encouraging drivers to drive more slowly.
- Traffic Circles and Roundabouts: circular islands located in the middle of street intersections that force traffic to deflect to the right, around a traffic island, to perform any movement through the intersection, tending to slow the traffic speeds. Traffic circles and roundabouts are not generally pedestrian friendly.
- Rumble Strips: changes in the elevation of the pavement surface and/or changes in pavement texturing, which are much less pronounced than speed humps.
- Diverters: physical obstructions in intersections that force motorists to turn from the traveled way onto an adjacent intersecting street, thereby reducing volume.

Critical Emergency Response Route (CERR)

The Park City Fire Department designates routes essential for emergency response access. The NFSP can impact emergency response because effective traffic calming measures slow all vehicles. The NFSP projects on CERRs undergo special consideration. A list of CERRs is included in Attachment B.

Funding:

Annual funding for small and pilot projects is subject to yearly Council authorization. Larger and more complex projects likely require a formal Capital Improvement Budget approval during the Budget Process.

NFSP REQUEST CATEGORIZATION

Through the NFSP process, requests/complaints will be categorized as Small, Pilot, or Complex projects. These categorizations are detailed as follows:

Small Projects:
Projects expected to have a localized impact on a roadway segment and little effect on traffic diversion. Small projects typically have low costs (less than $10,000) and can be completed quickly depending on material and labor availability. Small projects may involve:

- Installation or removal of signage.

- Minor parking issues
- Education efforts; and
- Installation or removal of striping.

Pilot Projects:

Pilot projects are temporary and designed to evaluate the effectiveness of a given treatment. The NFSC recommends a Pilot Project if preliminary evaluation determines that some treatment is necessary, but a temporary measure would be advantageous to evaluate the effectiveness before a more permanent project. Pilot projects may also provide immediate action interim to a more permanent solution. Pilot projects may be recommended to:

- Address complaints expeditiously.
- Collect additional data to determine whether permanent solutions are recommended and provide recommendations on appropriate actions; and
- Test innovative treatments as appropriate.
- Temporary materials (e,g, spray paint, traffic cones, shipping pallets, etc.) are often used in Pilot Projects

Pilot project treatments may include one or a combination of the treatments in the table below:

Treatment	Traffic Calming	Pedestrian Safety	Bike Safety	Social Life
Activity programming	x	x	x	x
Advisory bike lane	x	x	x	
Curb extension	x	x		
Hi-visibility crosswalk	x	x		
Median refuge island	x	x		
Mid-block crossings	x	x		
Mini roundabouts	x			
Painted bike lane	x		x	
Pop-up plazas	x	x	x	x
Protected bike lane	x		x	
Public seating	x	x		x

These projects may evolve into Complex projects if observations and/or data collected during the pilot period support permanent treatment. Pilot projects may use temporary treatments, such as:

- Bike lanes.
- Curb extensions.
- Hi-visibility crosswalks.
- Mini roundabout/traffic circles; and
- Pop-up plazas.

Complex Projects:
Upon evaluation, if a recommended improvement is more than $10,000 or there will be more significant impacts to adjacent neighborhoods, the project shall be classified as a Complex project. Complex projects may include impacts to neighboring streets or other travel modes, are located on designated CERR streets, or require higher internal and external coordination. In addition, the project costs may trigger a capital project budget request. Complex projects may involve:

- Installation or removal of traffic control signage.
- Major parking issues.
- Enforcement efforts.
- Installation or removal of striping for an entire roadway; and
- Installation of traffic calming methods (Attachment C - pre-approved ones).

NFSP PROCESS

The section below provides an overview of the NFSP process for progressing a request from initiation through project completion and final evaluation.

NFSP Process Details:

1. Online Application

The NFSC receives a complete application related to traffic, parking, signage, sidewalks, pedestrian, bicycles, lighting, or other issues concerning activity within City streets.

A. Application Review

- All complete submitted applications are entered into the database tracking program and assigned a number.
- Engineering reviews the online application to assign a preliminary categorization (Simple/Complex/Pilot) level.
- If necessary, a meeting (phone call or in-person) is held with the applicant to verify the request or concern.
- The applicant is informed of the accepted application and provided with a tracking number.

2. Data Collection

A. Scoping and Data Collection

The Engineering Division develops a scope for the project, defines a project area, and facilitates the collection of initial project data. Data collection may include the following types of data:

- CERR or non-CERR designation.
- As needed, obtain input and conditions of installation from various members of the

NFS Technical Advisory.

- Five most recent years of historic speed-related crashes in the project area.
- Motor vehicle speeds collected on the block for seven days.
- Volume data (traffic/bikes/pedestrians) collected on the block for seven days.
- A determination of the presence of activity generators (schools, congregate care facilities, transit stops, parks, crosswalks, etc.) within one block of the location
- Lack of or type of sidewalks in the project area.
- Lack of or type of bicycle facility in the project area.

B. Recommendation

Upon completion of data collection, Engineering shall analyze the data and decide.

i) If the project meets the requirements of a Simple project and will accomplish the goals of the NFSP, Engineering can progress to project implementation per the process outlined in 3S Project Development - Simple.
ii) If the project is a Pilot or Complex project, or if the project is found not to meet the goals of the NFSP, Engineering will present a recommendation to the NFSC at the monthly committee meeting for review and approval or denial of the project. The meeting also allows the applicant to provide input. Should the committee approve the Pilot or Complex project, project development will proceed per the processes outline 3P Project Development – Pilot or 3C Project Development - Complex, respectively.

All improvements will meet accepted local, state, and federal traffic standards. Any deviation shall only be considered after a design exception analysis is completed.

3. Project Development

3S. Project Development – Simple

- Some Simple projects will not require approval by the NFSC. If a solution is identified upon completion of the data collection/analysis and the cost of the improvement is $10,000 and below, Engineering may submit a work order to Public Works. The item will be reported at the monthly NFSC meeting. Applicants shall be invited to the meeting to provide additional information not included in the application.

- Evaluation of Simple projects should not exceed three (3) months. Installation of a recommended project may take 3 to 4 months, depending on Public Works' workload, the time of the year, and the availability of materials. The project's status can be followed using the tracking database on the NFSP website.

- Before project implementation, City staff will notify neighborhoods of the final project design and implementation timeline.

- Before the installation of improvements, the applicant and residents adjacent to the improvement will be notified of the installation.

- If further action is required beyond the scope of the Simple project, at the monthly NFSC meeting, issues will be reviewed and discussed regarding current codes, resources, timing, and possible outcomes and whether the request should be considered as a Pilot project or move to a Complex project. The Engineering representative will be accountable for ensuring the following steps are outlined to the applicant(s). The following steps for providing some immediate relief and problem assessment might include assigning traffic officers to conduct enforcement and speed control or deploying the NFSC's traffic trailers to help reduce the traffic issue.

3P – Project Development – Pilot Projects

- Regular Meetings
  - After data collection and analysis, Engineering will present to the NFSC each project proposed for a Pilot project. The applicant will have an opportunity to discuss the issue(s). In conjunction with the applicant's efforts, staff shall reach out to the neighborhood to provide notice of the issue and date/time of the meeting. A neighborhood project representative shall be identified at the meeting to act as a liaison to the NFSC.
  - The NFSC can decide to:
    - Approve the project and move into the implementation stage.
    - Deny the project; or
    - Request further data collection, analysis, or both and have the project return for consideration at a future meeting.
- Project Implementation
  - Project Design- Transportation Planning and Engineering will develop a project design and recommended treatments. These recommendations will be presented to the applicant and other interested public members for input and discussion. The recommendations will then be presented to the NFSC for approval to implement.
  - Staff workload may impact the schedule, delivery, and number of projects.
- Project Installation
  - City staff will facilitate project installation using temporary materials. Neighbors are welcome to participate.
- Project Maintenance
  - NFSC and project representative(s) will determine a maintenance schedule. Applicants and neighbors may be asked to participate in maintenance.
- Pilot Project Evaluation
  - Evaluation will occur throughout the duration of the project. Pilot projects to address traffic concerns throughout the year shall not be installed before April 1 and removed no later than October 3, unless authorized by Engineering. Any pilot projects installed to address concerns during winter conditions, e.g., placing barricades to reduce cut-through traffic, shall remain in place and evaluated during winter. Evaluation will include visual observations by residents and staff. Quantitative data may be collected to evaluate the effectiveness of the temporary measures.

- Results of data collection will be presented during the monthly NFSC meetings.

- Pilot Project Evaluation Meeting
  - After Engineering determines sufficient time has passed, a Pilot evaluation meeting will be held with the NFSC to discuss the evaluation results. Engineering will present the results. The applicant and interested neighbors will be invited to attend and provide input.
  - The NFSC may deny any future action or determine what actions are recommended at the project site. Future actions may include elevation to a Simple or Complex project. Additionally, projects may become Capital Improvement projects outside of NFSP.

3C. Project Development – Complex

After a project is determined to be Complex or is elevated after a successful Pilot project, it may be implemented in three ways:

1. If NFSP funds are available and the project cost is less than $30,000, the project will be moved forward for installation. The timing of installation will depend on availability and the ability to obtain the required materials or equipment.
2. Incorporate into a previously approved capital project.
3. If the proposed scope of work exceeds $30,000 and does not fit within a previously approved capital project, Engineering will submit the project for consideration as a specific capital project for funding with the following fiscal year budget process.

- Depending on the implementation solutions identified above, a Complex project may take up to 6 months or several years to be funded and constructed.

- Evaluation of a Complex project will be completed as per No. 4 of this section. Complex projects resulting from a Pilot project do not require additional evaluation.

4. Data Evaluation and Progress Reports

The evaluation may include visual observations by residents and staff. Quantitative data may also be collected to determine the effectiveness of the implemented/piloted project and non-intrusive efforts, such as additional enforcement resources within the neighborhood.

A. Post-Implementation Data Collection

- City collects speed and volume data after implementing NFSP project for simple and complex projects. Speed and volume data are collected before and during Pilot projects.
- Collected data, speed, and volume impacts will be compared to data collected before implementation to gauge the success of NFSP projects.
- Complex and Pilot projects may also include before and after bicycle and pedestrian

counts, emergency response times, and speed and volume data on adjacent roadways, to be determined on a case-by-case basis.

B. Progress Reports

- Engineering will survey NFSP neighborhoods to gather feedback on implemented NFSP projects, the program, and overall community satisfaction.
- Engineering will publish an annual NFSP progress report detailing an overview of implemented projects, including before and after data collection and project impacts, community feedback and satisfaction, and goals for the upcoming year.

5. Engineering Device Replacement and Removal

Existing traffic calming engineering treatments, or treatments constructed through the NFSP, will be reconstructed by the City during regular street maintenance or with capital projects occurring in the area. Engineering treatments constructed through the NFSP are only eligible for removal for three years following project construction if the City determines there to be a safety or maintenance issue due to the NFSP project. If a neighborhood desires to have an NFSP treatment removed after the three-year grace period, the applicant must follow the normal NFSP process and attend a public meeting with the NFSC.

DEFINITIONS

Standards:

Traffic control devices shall be defined as all signs, signals, markings, and other devices used to regulate, warn, or guide traffic placed on, over, or adjacent to a street, highway, pedestrian facility, or bikeway by Park City Municipal Corporation.

The Manual on Uniform Traffic Control Devices (MUTCD), incorporated by reference in 23 Code of Federal Regulations (CFR), Part 655, Subpart F, is recognized as the national standard for all traffic control devices installed on any street, highway, or bicycle trail open to public travel by 23 U.S.C. 109(d) and 402(a). The policies and procedures of the Federal Highway Administration (FHWA) to obtain essential uniformity of traffic control devices are also described in 23 CFR 655, Subpart F.

Park City Neighborhoods –First-Street Committee (NFSC) will follow the most current editions of the MUTCD, City Standards, AASHTO, and UDOT standards.

Speed Limits:

Residential streets in Park City will generally be posted at 20 miles per hour. The posted speed limit shall be based on an evaluation by the City Engineer. Please refer to the Neighborhoods First website for the current version of the "*Park City Street Typology & Speed Limits"* for current speed limits.

NFSC Comment- *The Park City Council has granted the City Engineer the final determination of speed limits within Park City limits. Factors to be considered when determining speed limits shall include the width of the road, horizontal geometry,*

sidewalks/trails/bike lanes/sharrows, and travel efficiency. The City Engineer does not have the authority to set speed limits on state or county-owned roadways. In residential areas, travel efficiency is given a lower priority. Passive measures such as adding guidelines (edge striping) and narrowing driving lanes to ten feet may be used to lower traveling speeds. Neighborhoods may request physical changes to the roadway to reduce speeds to within five miles per hour of the posted speed limit after completing a speed analysis of the corridor.

Design Exceptions:
Design exceptions are useful tools that may be employed to meet project needs and community values. All proposed design exceptions should be thoroughly analyzed, and the potential impacts understood before approval. The process to evaluate and justify design exceptions will be based on an evaluation of the context of the facility (e.g., community values), needs of all the various project users, safety, mobility (i.e., traffic performance), human and environmental impacts, project costs, and other impacts.

Driver Feedback Signs (DFS):
Driver Feedback Signs (DFS) are electronic signs that provide the driver with their current speed and the posted speed limit. If corrective measures are viable to bring the 85th percentile speed within ten miles per hour of the posted speed limit, a DFS may be used. A DFS may be installed in other areas if special circumstances exist and a traffic engineering study supports the installation.

Guidelines:
Guidelines are edge marking added to a roadway on both sides of a roadway to give the visual appearance of a narrower driving area. The minimum lane width will be ten feet.

NFSC Comment- *Studies have shown that a reduction of 1 to 2 miles per hour can be anticipated.*

Children at Play:
A non-conforming sign identifying where children are playing.

NFSC Comment- *The NFSC frequently receives requests for "Slow, Children at Play" signs. Federal Standards discourage the use of "Children at Play" signs. There is a widespread false belief that traffic signs provide added protection. Studies have shown there is no long-term reduction in speed. The NFSC does not support the installation of "Children at Play" signs but does recommend that if residents are concerned, they should purchase a "Children at Play" sandwich board or sign for display in their yard.*

Crosswalk:
A part of a roadway at an intersection included within the connections of the lateral lines of the sidewalks on opposite sides of the roadway measured from the curbs or, in the absence of curbs, from the edges of the traversable roadway, and in the lack of a sidewalk on one side of the roadway, the part of a roadway included within the extension of the lateral lines of the sidewalk at right angles to the centerline or any portion of a roadway at an intersection or elsewhere distinctly indicated as a pedestrian crossing by

lines on the surface, which may be supplemented by contrasting pavement texture, style, or color.

NFSC Comment- *Pedestrians and motorists have the same legal rights at unmarked crosswalks at intersections as they do at a location with crosswalk markings. Crosswalks work best where pedestrian volumes are relatively high, and the potential for conflict with vehicles is also high.*

Unwarranted or random crosswalks that pedestrians seldom use may breed disrespect for the devices and make the ones that are truly necessary even less effective. The NFSC has adopted a less restrictive warrant developed by Fehr and Peers for Park City than recommended in the MUTCD for a crosswalk in residential areas. The warrant matrix is below in Attachment D.

Stop signs:

A stop sign is used at an intersection to assist drivers and pedestrians in determining who has the right-of-way.

NFSC Comment- *Residents often ask for stop signs to resolve speeding problems. Stop signs may seem like a good solution to neighborhood speeding, but traffic studies and experience show that using stop signs to control speeding doesn't necessarily work. When stop signs are installed to slow down speeders, drivers may increase their speed between signs to compensate for the time they lost by stopping. Some drivers tend to accelerate rapidly after a stop, possibly creating an even more dangerous situation. Most drivers reach their top speed within 100 feet of a stop sign.*

Why not have a stop sign at every intersection? Too many stop signs could cause motorists to ignore the right-of-way rule, or some drivers may ignore the stop sign. More stop signs in a neighborhood can result in higher levels of pollution, more noise, and maintenance costs.

Stop signs should be installed at intersections where drivers cannot safely apply the right-of-way rule, irremovable visibility restrictions exist, and/or where traffic volumes are high enough to establish vehicle right-of-way formally. Stop signs should not be used to divert traffic.

Residential Multi-Way Stop Signs:

Multi-way stop signs should be used at intersections considering the amount of traffic, the length of time traffic must wait to enter an intersection, and the safety of an intersection (number of stop sign preventable accidents).

NFSC Comment- *The NFSC has adopted guidelines to review requests for multi-way stop signs. These "guideline criteria" have been established by the U.S. Department of Transportation based on the expertise and experience of transportation engineers nationwide. Attachment E.*