PARK CITY **FORWARD**

a transportation blueprint

BRIEFING BOOK

OCTOBER 2018

PARK CITY FORWARD –
A TRANSPORTATION BLUEPRINT

Park City remains home to long-standing residents who take pride in the city's historic, small-town character. Yet, new growth is occurring across the region and Park City is becoming more popular as a year-round destination, attracting a variety of residents and visitors. New technologies, changing demographics, and evolving travel preferences also continue to disrupt how people get around.

Business as usual will no longer work. Park City's diverse community and travel needs create unique challenges for our local transportation system. New, bold, and innovative solutions are needed.

Park City Forward is the transformational opportunity to shape our transportation future for decades to come. Over the next year and a half, *Park City Forward* will engage and educate us about citywide development and transportation trends, seek input on mobility needs, articulate values and a shared vision, and define an actionable set of priorities and solutions.

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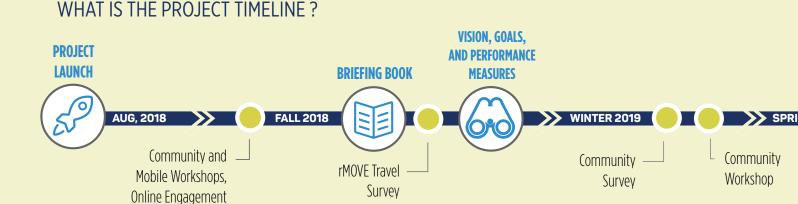
WHAT IS THE BRIEFING BOOK?

The *Park City Forward* Briefing Book summarizes the existing work to date, including preliminary input from the community, data analysis, and documentation of key issues and challenges.

The information in the Briefing Book establishes a snapshot of existing conditions that highlights opportunities for the community to consider what can be improved in regards to transportation in Park City. It allows for a robust and productive discussion of potential improvements and sets the framework for the next stages of the project. Recommendations are not proposed as part of the Briefing Book, but will be included in the *Park City Forward* final plan.

WHO IS LEADING *PARK CITY FORWARD*?

Through public meetings, surveys, and other opportunities for input, community members and key stakeholders will define a transportation vision for *Park City Forward.* An interdisciplinary team drawn from a variety of City departments is working alongside technical transportation experts to translate the community's vision into a robust set of improvements that will strengthen Park City's mobility network.

WHAT IS THE PROJECT TIMELINE ?

PROJECT LAUNCH
AUG, 2018

Community and Mobile Workshops, Online Engagement

FALL 2018

BRIEFING BOOK

rMOVE Travel Survey

VISION, GOALS, AND PERFORMANCE MEASURES

WINTER 2019

Community Survey

SPRI

Community Workshop

FORWARD MOMENTUM

Park City Forward is beginning from a strong foundation established by past and current community efforts. The Park City community has been shaping an ambitious vision for the community based on a shared set of values and priorities. These values have been developed via a number of previous plans, studies, policies, and projects.

Park City Forward will integrate transportation and land use plans to craft a transportation system that allows us to grow with the values and goals that have made Park City a unique and treasured place.

SHARED VALUES

Transportation is a means to achieve broader community outcomes. The Briefing Book provides a snapshot of the goals and values that define Park City and will shape how we talk, analyze, and plan for the future transportation system.

In 2009, City staff conducted interviews, surveys, open houses, and other engagement events to define the community's collective vision for the city. The key theme that emerged was to keep Park City, "Park City," through four core values:

PAST PLAN	DESCRIPTION	YEAR
SR-224 Multimodal Corridor and Safety Improvement Study	Recommendations for implementing side-running bus rapid transit (BRT) in exclusive lanes along State Route 224 (SR-224) from Kearns Blvd to Kimball Junction.	2017
SR-248 Corridor and Safety Improvement Study	Project to address existing and future congestion within the SR-248 corridor through operational improvements, transit enhancements, bicycle and pedestrian improvements, and gateway aesthetic improvements.	2017
Short Range Transit Development Plan Update	Seven-year guide for transit system expansion and improvements, including express park and ride service, local circulator service, and corridor service on SR-224 and SR-248.	2016
Transportation Demand Management Plan	Development of vehicle trip reduction policies and programs for key regional corridors and travel markets.	2016
Bonanza Park and Lower Park Avenue Transportation Plan	Framework for improving transportation around the city's geographic hub and a key gateway corridor.	2016
Downtown and Main Street Parking Plan	Recommendations to improve parking supply and management in the Downtown core.	2016
Park City General Plan and Municipal Land Management Code	Long-term vision for growth and development in Park City.	2014
Utah Department of Transportation (UDOT) 2040 Long Range Plan	Phased 30-year plan for UDOT-funded highway and transit projects. Local projects include capacity improvements on SR-224 and SR-248.	2011
Traffic and Transportation Master Plan	Long-term vision for city's transportation system that prioritizes congestion management through multimodal access and connections.	2011

SENSE OF COMMUNITY

SMALL TOWN

NATURAL SETTING

HISTORIC CHARACTER

Currently, Park City is initiating a new community-wide process to update the overall city vision. *Park City Forward* will coordinate with this process as we define the transportation future.

SCENARIO EVALUATION REPORTING

DRAFT STRATEGY LIST, MODE AND TOPIC PLANS

DRAFT PLAN

FINAL PLAN

NG 2019

SUMMER 2019

FALL 2019

Online Survey & Project Map

Community Workshop
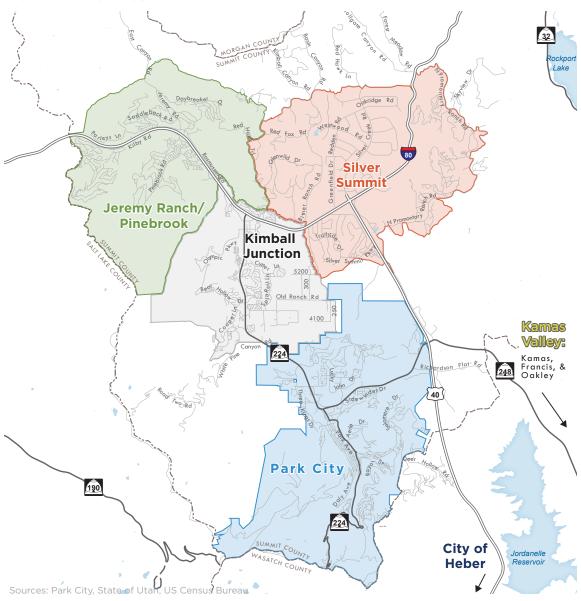
Public Input on Draft Plan

A REGIONAL GATEWAY

Park City is part of a regional transportation network that extends beyond the city boundaries. This means that our future—and the transportation system—will evolve in tandem with surrounding communities.

In addition to regional residents and employees, Park City's recreational opportunities and major events bring thousands of people to town, swelling the city to more

than five times the local population at certain times of the year.

To hold onto our values, we need to get ahead of the demographic trends and find mobility opportunities that will leverage our healthy and dynamic regional economy. We can accommodate growth and lessen today's transportation challenges while addressing social equity, environmental sustainability, access to work, and affordable housing.

PLACES IN THE PARK CITY REGION

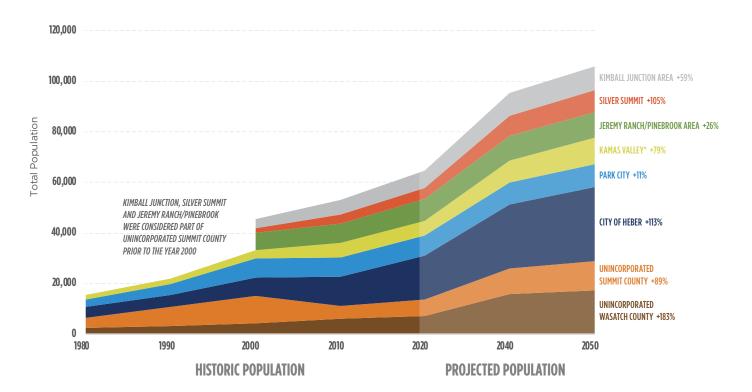Sources: Park City, State of Utah, US Census Bureau

To provide a bigger regional picture, much of the data in this section includes the places that neighbor Park City as well as Park City itself. These places are outlined by the above community boundary map.

CHANGING DEMOGRAPHICS

Like population growth, evolving regional demographics will have profound effects on our local transportation system and choices. Key trends can help predict the types of transportation people will want to use, and what will provide the best local and regional mobility. Highlights include:

- The median household income in Park City increased from about $60k to over $100k between 2000 and 2016, outpacing Summit and Wasatch Counties.

- Over 40% of households in Park City rent, compared to 24% in Summit County as a whole. The local transportation system must provide choice for a variety of income levels.

- Nearly 20% of Park City residents speak a language other than English at home, with Spanish being the most common (15%).

- Park City's population of adults age 65 and older more than doubled from the year 2000, more quickly than in the region overall. It will become increasingly important to address the unique mobility needs of older adults.

HISTORIC AND PROJECTED POPULATION IN PARK CITY AND NEIGHBORING COMMUNITIES, 1980 TO 2050

Sources: IPUMS NHGIS, University of Minnesota, www.nhgis.org; US Census Bureau 1980, 1990, 2000, 2010; US Census Bureau American Community Survey 5-year Estimates, 2016; Summit County Travel Demand Model 2018

*Kamas Valley includes Kamas, Francis, and Oakley.

The region's population is changing and increasing more quickly than in Park City. The biggest growth is expected to occur in Wasatch County. The population projections here do not include the combined development of over 35,000 residential units planned at Deer Mountain and Deer Valley in unincorporated Wasatch County.
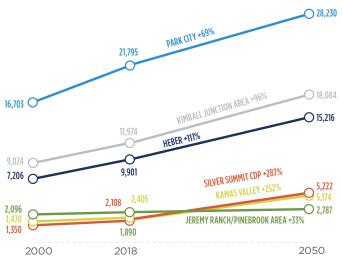
WORKING TOGETHER

Park City is the center of regional employment. With limited residential growth since 2000, Park City's economy is reliant on a robust transportation system that links local businesses and employees with neighboring communities.

At the same time, nearby communities have been adding jobs over the past decade. Most job growth by 2050 will occur in places like Kimball Junction and Heber, leading to increasingly complex transportation patterns throughout the region.

JOB GROWTH IN THE PARK CITY REGION

PARK CITY +69%
28,230
21,795
16,703

KIMBALL JUNCTION AREA +96%
18,084
11,974
9,024

HEBER +111%
15,216
9,901
7,206

SILVER SUMMIT CDP +287%
KAMAS VALLEY +252%
5,222
5,174

JEREMY RANCH/PINEBROOK AREA +33%
2,787

2,096
1,470
1,350

2,108
2,405
1,890

2000   2018   2050

Source: Summit County Travel Demand Model, 2018

*Kamas Valley includes Kamas, Francis, and Oakley.

WHAT WE HEARD

"Residents and visitors are expecting more access to the city by modes other than driving, such as walking, biking, and taking the bus."

Today, Park City's employment opportunities are dominated by service industry sectors—typical for recreational and tourism destinations. These jobs tend to have earlier start times or later closing times than 9-to-5 office jobs, creating challenges in balancing service delivery and traffic. However, by 2050, office professional (white collar) jobs are expected to outnumber both retail and education jobs countywide.

There are also seasonal variations to balance. The number of jobs and visitors swells in the winter months, putting additional pressure on our streets and drastically changing how residents get to the grocery store or to work.

PARK CITY JOBS BY SECTOR

Food and Accommodations
(6,452 jobs)

Retail
(4,574 jobs)

Education and Government
(4,082 jobs)

Office
(3,685 jobs)

Construction
(3,116 jobs)

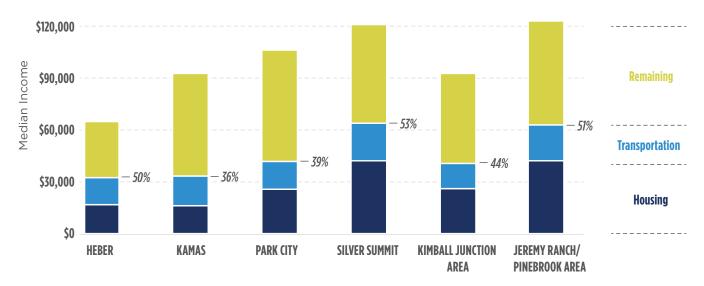Source: Summit County Travel Demand Model, 2018

HOUSING AND TRANSPORTATION COSTS

Where people choose to live and work is directly related to, and causes changes to, the regional transportation system. Park City's higher average income and more diverse local travel options mean that residents, on average, spend a lower share of their income on housing and transportation. Residents in some nearby cities, however, spend a greater share of their total income on housing and transportation.

Park City relies on talented people coming here to provide valuable services. Park City has prioritized local and affordable housing options, seeking to make the city more inclusive for all income levels. Likewise, transportation services can provide complementary solutions to improving equitable access to the region's quality of life. Cities and regions can reduce the burden on residents by continuing to pair diverse housing choice with lower cost travel options that maintain or improve travel efficiency and safety.

HOUSING + TRANSPORTATION AFFORDABILITY

Sources: Center for Neighborhood Technology Housing + Transportation Affordability Index, 2017

WISH YOU WERE HERE

The transportation system must consider the dynamic needs of full-time residents, second home owners, and short-term visitors together. The mobility needs of each group shift over the course of a year, depending on the season and events. The high number of visitors to Park City amplifies society-wide demographic and economic changes, such as an increasing desire for multi-modal transportation choices. How Park City accommodates visitors, while meeting the core needs of residents, will be a key part of prioritizing future investments.

2,100
Licensed vacation rentals in Park City (including hotel rooms, short-term rentals and condominiums).
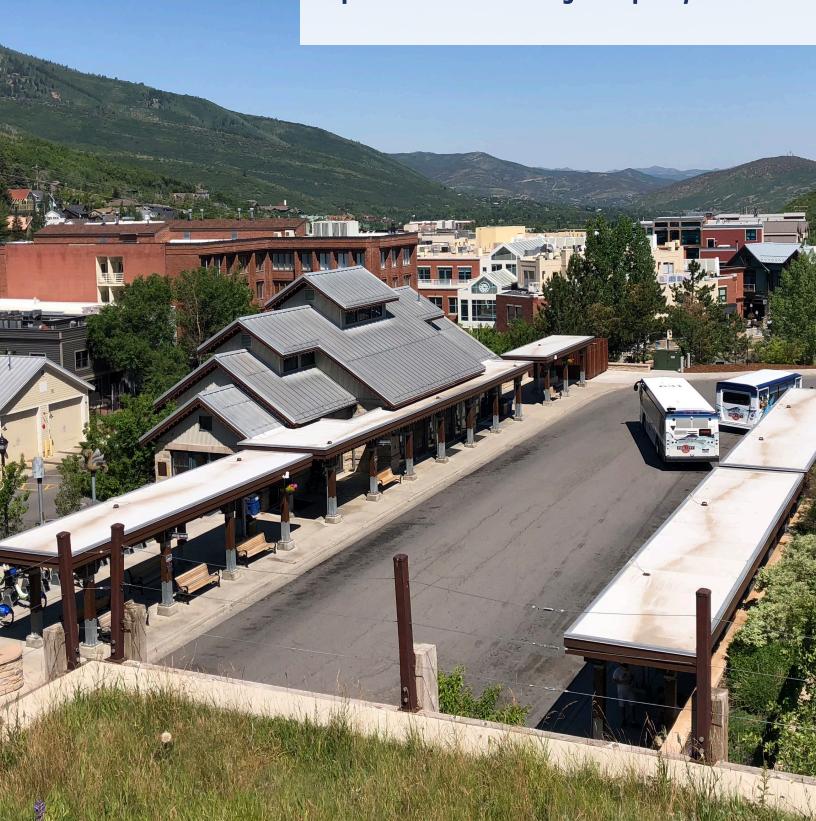
70%
The average occupancy of vacation rentals has increased steadily since 2011, reaching a monthly peak of 70% in February 2017.

24,000+
Nightly visitor lodging capacity (~3 times the 2016 resident population)

Transportation services can provide complementary solutions to improving equitable access to the region's quality of life.

MOBILITY BY THE NUMBERS

Park City's location as a regional gateway for residents, visitors, and employees results in highly dynamic travel patterns. The city's role as a world-class recreational destination increases travel times dramatically at certain times of the year. Peak visitor demand exacerbates the challenges of balancing mobility for many diverse needs—congested roadways, heavy parking demand, and the daily residential needs of a small town.
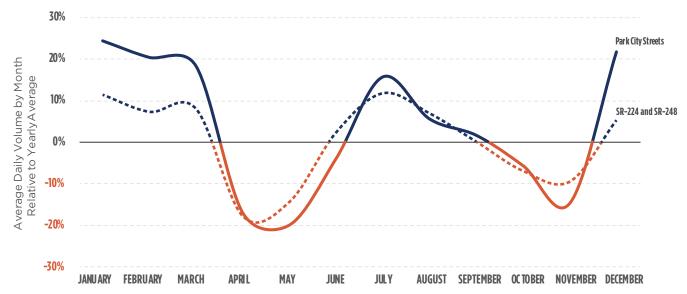
Park City boasts a robust network of free transit, multi-use paths, electric bike share, and walkable neighborhoods that give people travel options. Yet, as

in most towns of its size, the car is still the most popular way to get around.

'TIS THE SEASON

Park City is much more than a resort town. Still, the draw is inescapable—in the winter months average daily traffic volumes increase by over 30%. Traffic volumes can be unpredictable, often fluctuating in response to ski conditions. During the "shoulder" seasons of late spring and fall, the snow melts, vacation days wane, and travel activity slows.

AVERAGE TRAVEL VOLUMES BY MONTH RELATIVE TO YEARLY AVERAGE (APRIL 2017 – AUGUST 2018)
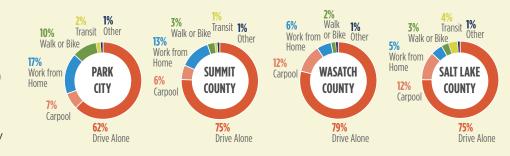

Source: Park City and UDOT, April 2017 to August 2018

Park City data is based on Bluetooth Counts collected at five Blyncsy-operated locations:15th & Park Ave, 6th & Main St, Brew Pub Lot, Marsac Ave & Deer Valley Dr, and SR-224 & Canyons Resort Dr, April 2017 to March 2018; Data from January to March 2018 used in place of January-March 2017 because data was not available. SR-224 and SR-248 data is from UDOT Automatic Traffic Recorders (combined for both locations), January 2017 to November 2017; December 2016 used in place of December 2016 because data was not available.

COMMUTE MODE SHARE

Park City has a variety of transportation options, with service and infrastructure often only seen in larger communities. Still, cars remain time-efficient for most trips in the region. Walking and biking to work is notably more common in Park City than in adjacent communities.

PARK CITY
- 2% Transit
- 1% Other
- 10% Walk or Bike
- 17% Work from Home
- 7% Carpool
- 62% Drive Alone

SUMMIT COUNTY
- 3% Walk or Bike
- 1% Transit
- 1% Other
- 13% Work from Home
- 6% Carpool
- 75% Drive Alone

WASATCH COUNTY
- 2% Walk or Bike
- 6% Work from Home
- 1% Other
- 12% Carpool
- 79% Drive Alone

SALT LAKE COUNTY
- 4% Transit
- 1% Other
- 3% Walk or Bike
- 5% Work from Home
- 12% Carpool
- 75% Drive Alone

Source: US Census American Community Survey 5-year estimates, 2016

Park City has a robust transportation system, providing residents, visitors, and employees a variety of ways to move efficiently and safely to their destinations.

34 MILES OF SIDEWALKS

Key pedestrian network improvements are in the works, including a tunnel under SR-248/ Kearns Boulevard at milepost 0.8, near Cooke Drive.

ON-STREET BIKE FACILITIES

Park City has very few dedicated on-street bicycle facilities—the only bike lanes are found on Bonanza Drive, extending for less than one mile. Other shared-lane marked bike routes on city streets bring the total of on-street marked bike routes to less than two miles.
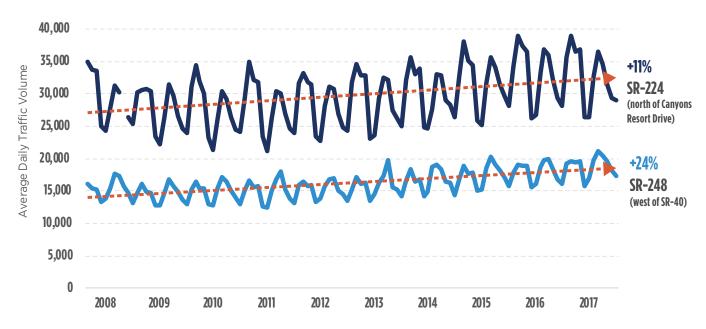
40 MILES OF PATHWAYS

Park City actively maintains a network of high quality off-street pathways for walking and biking, which were resurfaced in the summer of 2018.

Source: Park City, 2018

REGIONAL CORRIDORS

MONTHLY AVERAGE DAILY TRAFFIC VOLUMES ON SR-224 AND SR-248

Source: UDOT Automated Traffic Recorder data (January 2008 through November 2017)

SUMMIT BIKE SHARE

Summit Bike Share was introduced to Park City in 2017, providing electric bicycles to residents and visitors on a short-term rental basis. User feedback indicate riders have enjoyed the system's convenience and efficiency. Initial data includes:

- Nine stations and 118 bicycles.

- Over 12,000 users took a ride of longer than a quarter-mile in 2017-2018.

- Average trip distance of 4.9 miles—users are riding farther than in Boulder (2.3 miles) and Aspen (1.3 miles),[1] partially a function of the electric "boost."

- Average daily trips have increased 138% from the 2017 to 2018 seasons.

- Trips peaked in June and July of 2017 and 2018, with about 150 trips per weekday, on average, and nearly 200 trips on an average weekend day.

AVERAGE DAILY BIKE SHARE TRIPS

[1] Boulder Bike Sharing 2017 Annual Report, Aspen We-Cycle 2018 Midseason report

Source: Summit Bike Share, July 2017 - June 2018

Bike share ridership peaks in the summer months, with about 200 trips on the average weekend day.

ISSUES AND OPPORTUNITIES

As *Park City Forward* moves ahead over the next year and we look to 2050, there are several issues that present both challenges and opportunities for Park City and its regional partners.

GETTING ACROSS TOWN

Our city has a growing network of walking, biking, and transit facilities. For some short trips, biking and walking can be a viable convenient option and allow people to experience Park City through a different lens. Many local trips, especially during peak ski season, are easy to make on Park City's free transit system.

The car is often the most convenient choice for many making trips into, out of, and across the city. Walking, biking, or taking the bus can take longer than driving. Biking or walking may feel unsafe or uncomfortable on certain streets. Bus routes might not yet serve a key destination, or service may not be available at the right time.

While the distance from Kimball Junction to downtown is nearly two miles farther than from Canyons Village, transit travel time is nearly identical. This illustrates the travel time savings of the Electric Express when compared with Route 6, which serves Canyons Village.
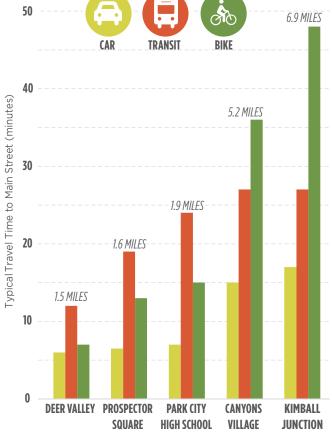

On the average weekday, driving remains the fastest way to get around Park City. For trips of short to medium distance, traveling by bicycle is faster than traveling by transit.

TYPICAL TRAVEL TIMES TO MAIN STREET, TUESDAYS AT NOON

CAR   TRANSIT   BIKE

Typical Travel Time to Main Street (minutes)

DEER VALLEY — 1.5 MILES
PROSPECTOR SQUARE — 1.6 MILES
PARK CITY HIGH SCHOOL — 1.9 MILES
CANYONS VILLAGE — 5.2 MILES
KIMBALL JUNCTION — 6.9 MILES

Source: Google Directions, August 2018

A REGIONAL COMMUTE

Park City is the heart of Summit County, serving the employment, education, and recreation needs of the region.

More and more people come to Park City for work from outlying communities, such as Heber, Kamas, Kimball Junction, and Salt Lake City. Three schools in the Park City School District (including the high school, elementary, and junior high schools) fall within the Park City boundaries. The locations influence travel demand, since 75% o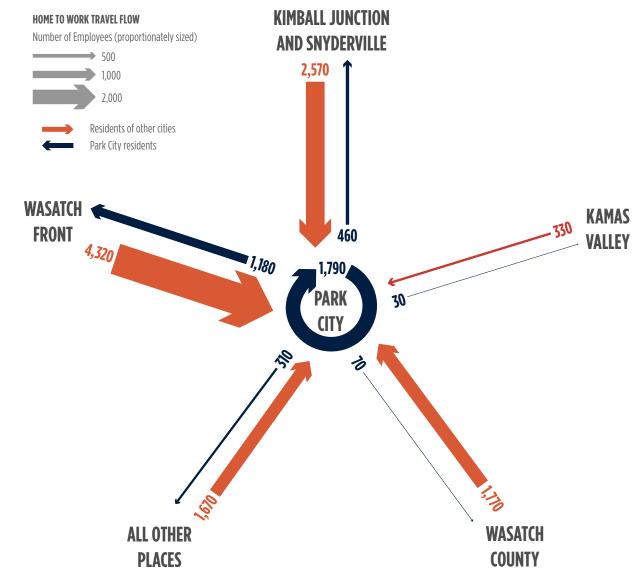f the District students live outside these boundaries. The school district already expects to add about 10% more students by 2028.

Regional travel patterns, combined with limited access points, present unique challenges for Park City. Expanding lanes on highways and local streets to move more cars is expensive, and eventually generates even more traffic.

Focusing on how many *people* we can move, and not just vehicles, will require bold choices. Increasing multimodal access in balance with economic and social goals is a key outcome for *Park City Forward*.

AVERAGE DAILY TRAVEL FLOWS TO AND FROM PARK CITY

HOME TO WORK TRAVEL FLOW
Number of Employees (proportionately sized)
500
1,000
2,000

Residents of other cities
Park City residents

KIMBALL JUNCTION AND SNYDERVILLE
2,570
460

WASATCH FRONT
4,320
1,180

PARK CITY
1,790

KAMAS VALLEY
330
30

ALL OTHER PLACES
310
1,670

WASATCH COUNTY
70
1,770

Source: US Census Longitudinal Employer-Household Dynamics (LEHD), 2015

Note: LEHD data includes only workers who have been employed for three consecutive quarters and therefore does not capture seasonal workers.

SAFETY FIRST

Safe movement is a critical part of local and regional mobility. One objective of *Park City Forward* is to address and enhance transportation safety in the region.

Collision data can help us identify key safety trends and hot spots.

- Collisions in Park City increased 26% between 2006 and 2015.

- Collisions on SR-224 and SR-248 in Summit County increased 7% between 2006 and 2015, while regional traffic increased 10% over that time.

- Approximately 2.5% of collisions in Park City involve a bicyclist or a pedestrian. Bike and pedestrian collisions are more than 16 times more likely to result in a fatality or severe injury than collisions as a whole.

- The segments of SR-224 and SR-248 within Park City are within the range of 2.5-5.5 (out of 10), which is average or above average for Utah Department of Transportation (UDOT) standards, according to the UDOT Safety Index.[2]

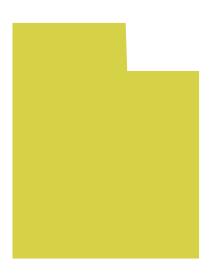**PERCENT CHANGE IN ANNUAL COLLISIONS, 2006-15**

PARK CITY

+26%

increase in collisions between 2006 and 2015

SR-224 AND SR-248
IN SUMMIT COUNTY

+7%

increase in collisions between 2006 and 2015

UTAH

+7%

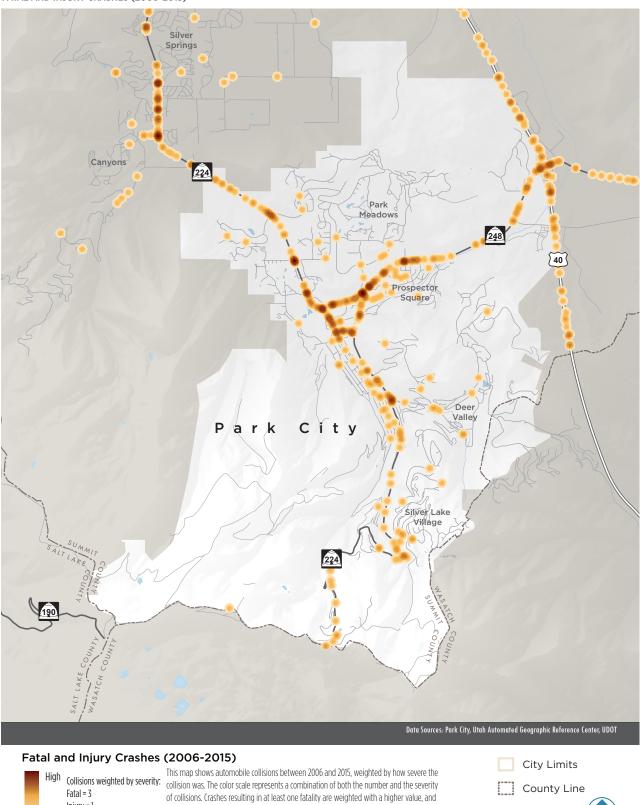increase in collisions between 2006 and 2015

Source: UDOT Collision Data (2006-2015); UDOT 2015 Crash Summary

[2] ArcGIS/UDOT Safety Index

This data is protected under 23 U.S.C. § 409 ("Section 409"). Source: UDOT, Jan 1, 2010 through December 31, 2016

Federal law affords evidentiary and discovery protections that assist State and local highway agencies in keeping data and reports compiled or collected pursuant to various Federal safety improvement programs from being used in tort liability actions. The Highway Safety Act of 1973 was enacted to improve the safety of our Nation's highways by encouraging closer Federal and State cooperation with respect to road safety improvement projects. In 2003, the U.S. Supreme Court upheld the Constitutionality of 23 U.S.C. § 409 ("Section 409"), indicating that it "protects all reports, surveys, schedules, lists, or data actually compiled or collected for § 152 purposes of identifying, evaluating, or planning the safety enhancement of potential accident sites, hazardous roadway conditions, or railway.

FATAL AND INJURY CRASHES (2006-2015)

Data Sources: Park City, Utah Automated Geographic Reference Center, UDOT

Fatal and Injury Crashes (2006-2015)

High — Collisions weighted by severity:
Fatal = 3
Injury = 1
Low

This map shows automobile collisions between 2006 and 2015, weighted by how severe the collision was. The color scale represents a combination of both the number and the severity of collisions. Crashes resulting in at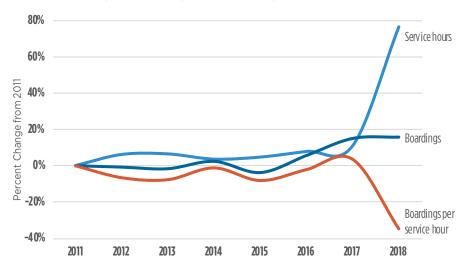 least one fatality are weighted with a higher value, and crashes with at least one injury are weighted lower. The map does not show crashes with no injury or fatality. Crash analysis was done using ArcMap's Kernel Density tool.

City Limits

County Line

Miles 0   0.5   1

Collisions resulting in injury in Park City are concentrated on the city's busiest travel corridors, such as Park Avenue (SR-224), Kearns Boulevard (SR-248), Bonanza Drive, and Deer Valley Drive.
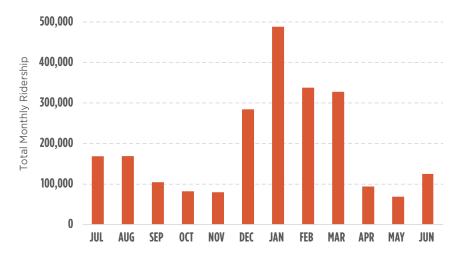
TICKET TO RIDE

Park City Transit serves both local destinations and adjacent communities. Transit is a vital mobility link for residents, employees, and tourists, especially during peak seasons. *Park City Forward* will take a close look at the next generation of transit in Park City, working to ensure that it integrates more people into the local community and regional economy.

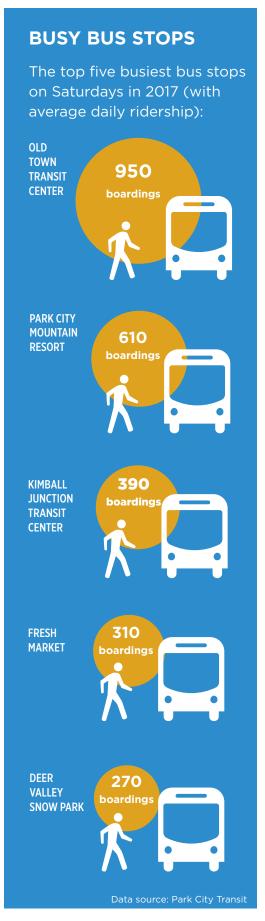**TRANSIT BOARDINGS, SERVICE HOURS, AND PRODUCTIVITY, FY 2011-18**[1]

Major increases in transit service were implemented beginning in July 2017. Prior to this change, ridership increased by 11% from FY 2011 to FY 2017. In FY 2018, average daily service hours jumped nearly 60% from the previous year. While boardings continued the upward trend in FY 2018, ridership has not yet seen an increase commensurate with the service changes.

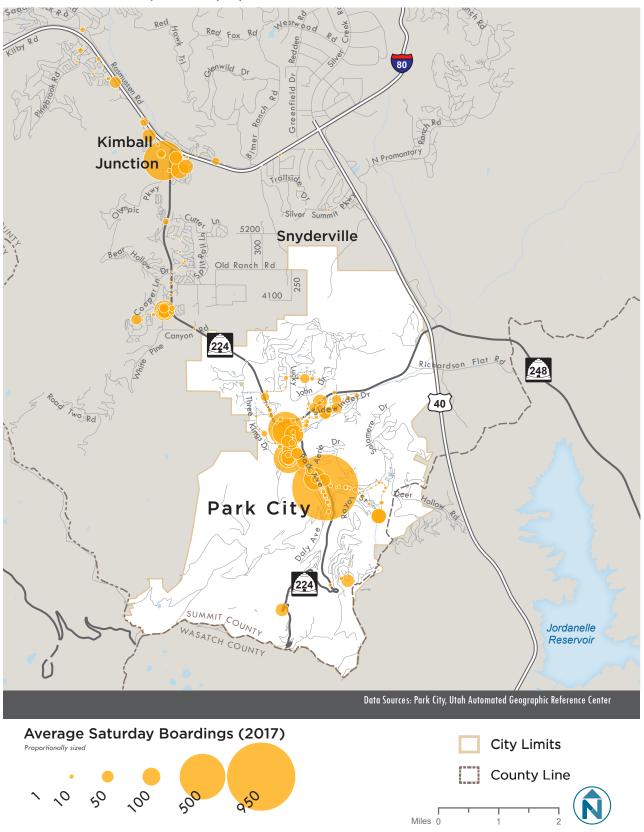**MONTHLY TRANSIT BOARDINGS, FY 2018**

Transit use in Park City is greatest during the winter season, with about 20 to 40 daily transit boardings for every 100 residents and visitors. Ridership drops to less than 15 daily boardings for every 100 residents and visitors during the rest of the year.

[1] Complete data on ridership and service hours were unavailable for FY 2016. 2016 values are therefore based on the trend from FY 2017 - FY 2018.

BUSY BUS STOPS

The top five busiest bus stops on Saturdays in 2017 (with average daily ridership):

OLD TOWN TRANSIT CENTER — **950** boardings

PARK CITY MOUNTAIN RESORT — **610** boardings

KIMBALL JUNCTION TRANSIT CENTER — **390** boardings

FRESH MARKET — **310** boardings

DEER VALLEY SNOW PARK — **270** boardings

Data source: Park City Transit

AVERAGE SATURDAY BOARDINGS, BY BUS STOP (2017)

Average Saturday Boardings (2017)

Proportionally sized

1   10   50   100   500   950

City Limits

County Line

Miles   0   1   2

Data Sources: Park City, Utah Automated Geographic Reference Center

Bus ridership is heavily concentrated in certain parts of the region, such as downtown Park City, Prospector Square, and at the transit centers in Kimball Junction and the Canyons.

PARKING CRUNCH

Parking remains a major challenge when balancing management and supply, especially at resorts and in the downtown area. There simply are not enough parking spaces to accommodate everyone driving alone. Too much parking and too many cars will also undermine the qualities that make Park City so unique and attractive.

To improve parking access and manage existing supply, Park City adopted a comprehensive parking management plan for its downtown in 2016, and implemented Go Park City. This has brought new wayfinding, updated pay stations, a mobile phone app, and price changes to downtown streets, offering more customer choice and maximizing the use of parking spaces.
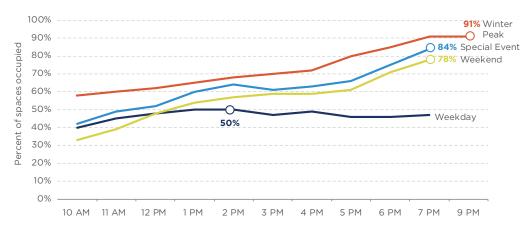
Park City Forward will continue to explore how to improve parking management and policy across the city.

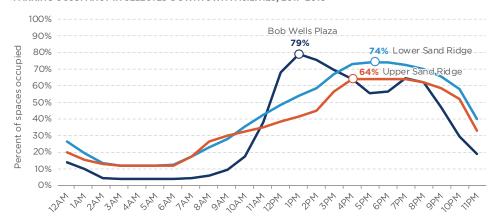**New pay stations and a mobile phone app have improved the parking experience.**

Parking Occupancy

The two charts to the right illustrate parking conditions in downtown Park City. The top chart shows the results of surveys of downtown parking occupancy conducted in 2015 and 2016 for the Parking Management Plan, and includes both off-street facilities and on-street parking spaces. The chart below provides a more recent snapshot of parking occupancy in three off-street facilities downtown.

DOWNTOWN PARKING OCCUPANCY BY DAY, 2015–2016

PARKING OCCUPANCY IN SELECTED DOWNTOWN FACILITIES, 2017–2018

Source: Park City Downtown and Main Street Parking Management Plan (June 2016); Park City (2018)

APRÈS SKI

Park City's transportation challenges are often greatest in the winter, when visitors—and the employees that support them—gather for skiing and events. The area emerged as an internationally-known ski destination with the 2002 Olympics, and Utah has continued to attract record numbers of skiers from around the world, surpassing skier day records in 2013-2014.

Park City has done a great job helping visitors get around in the winter, and even more can be done. *Park City Forward* will engage the resorts, local businesses, and greater tourism industry to explore new and innovative ways to improve visitor travel options.

Credit: Flickr user Dennis Crowley

THOUGHTS? COMMENTS? LET US KNOW!

The Briefing Book is just the start of *Park City Forward*. We hope it is a foundational document for the project, summarizing today's transportation system, while highlighting our strengths and challenges for the future.

What did we get right? What did we miss?

Your insight is essential as we move into the next phases of the project. Please give us your thoughts, comments, and feedback at PCForward@parkcity.org

We look forward to a fun, collaborative, and robust conversation about our community and its transportation future!

HOW CAN I STAY INVOLVED?

- Visit the project website at www.parkcity.org/parkcityforward to get regular updates and find project information.

- Follow us on social media: Twitter and Instagram @ParkCityGovt Facebook: City Government of Park City

- Attend a community event or mobile workshop. Stay tuned for workshop dates and times.

- Sign up for project updates.