

## MEMORANDUM

To: Members of Park City Planning Commission  
From: VRCPC Holdings, Inc.  
Date: May 23, 2022  
Re: Parking Mitigation Plan for PL-22-05145

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On behalf of VRCPC Holdings, Inc. (the “Applicant”), operator of Park City Mountain (PCM), this memorandum is provided to supplement the record relating to the Parking Mitigation Plan submitted as part of PL-22-05145.

### **Requirement**

Section 2.3 of the Development Agreement outlines the process for approving Ski Operations Improvements. Section 2.3 provides for administrative review and requires that “[a]t all times,” the “Developer shall assure that it has adequate parking or has implemented such other assurances, as provided in the Parking Mitigation Plan, to mitigate the impact of any proposed expansion of lift capacity.”

At the request of staff, the Applicant submitted a Parking Mitigation Plan to address the small increase in Comfortable Carrying Capacity (CCC) of 290 that would result from the approved lift upgrades. This Parking Mitigation Plan would be in effect upon approval of the lift upgrades associated with PL-22-05145.

### **Proposed Mitigation**

The Parking Mitigation Plan that was approved as part of PL-22-05145 includes multiple mitigation efforts to address the increased CCC that results from the approved lift upgrades.

### **Reservation Parking**

PCM will implement a reservation only parking system prior to the start of the 2022/2023 ski season. This system will require guests to make advance reservations to park at the Mountain Village Base Area. Guests will not be permitted to park at any of the Mountain Village parking lots (First Time, Main, or Silver King) without proof of a reservation.

Reservations will be available to guests online or via a mobile app. The details of the system will be released prior to the start of the 2022/2023 ski season and will be made readily available to the public through information on PCM’s website, targeted emails, and through a new text messaging system (details below).

The purpose of implementing a reservation system is twofold. First, the requirement of a reservation will limit guests who circulate in and around the base area without having a parking space available at PCM, thus reducing base area congestion and vehicle emissions. Second, reservations will spread out arrival times and reduce peak hour congestion as guests with reservations will be ensured a parking space when they arrive.

PCM and its third-party consultant observed over the 2021/2022 ski season that a main contributor of traffic congestion in and around the Mountain Village Base Area is caused by guests who try to access the parking lots, are unable to find parking and have to circulate back out to main roads. During the load times in the morning, the City has programmed traffic signals to facilitate movement of traffic into the base area and towards Main Street, Deer Valley and other destinations in Park City. The result of this priority signalization is that traffic trying to circulate in the opposite direction (out of the base area/out of town) has shorter signal lengths, which results in fewer vehicles moving through the intersection with each cycle causing traffic congestion.

Guests who do not have reservations will be made aware that parking will not be available to them and, as a result, will not enter the base area. This will alleviate congestion on the various approaches to the resort, as well as make traffic circulation within the base area more efficient. Reduced base area congestion will allow transit vehicles to move through the area more quickly, making transit access more attractive to residents and guests and further alleviating traffic congestion.

Other resorts and large event venues that have implemented a reservation parking system have seen that the systems efficiently deter guests who do not have reservations from approaching or entering a reserved lot and reduce peak hour congestion.

PCM retained Fehr & Peers, a nationally renowned third-party transportation and parking consultant who has previously done work for Park City Municipal and is familiar with Park City's transportation network. Fehr & Peers evaluated the benefits of implementing a parking reservation system. Similar programs have shown to be an effective tool to manage parking demand at other Utah ski resorts. Fehr & Peers reported that, based upon feedback from the Town of Alta's staff, implementation of the ski area's paid and reserved parking system has led to zero days on which day skiers have been turned around due to a lack of available parking on days in which it has been in effect.

Additionally, PCM has been in touch with other resorts and facilities that have implemented reservation parking systems. These locations have anecdotally represented that a reservation-based parking system is proven to drive a change in guest behavior in and disperse guest arrival times.

In recent years, guests who want to be ensured a parking space at Mountain Village Base Area arrive at the resort very early since parking has been available on a first-come, first-served basis. This leads to a concentrated period of congestion in the base area and unnecessary crowding at base area lifts as guests arrive in advance of lift opening and gather in the base area prior to the resort opening.

A reservation-based parking system will allow guests who have reservations to arrive at the time that is most convenient for them, with the assurance of parking availability. This will decrease pressures on traffic and roadways in and around the base area as guests will not all be arriving in a very short period of time before the resort opens. It will further alleviate base area crowding and early lift lines as guests will spread their arrivals throughout the morning.

The parking reservation system will be implemented in all three lots every day of the ski season up until 1:00pm. Guests will not be required to have a reservation to park after 1:00 pm.

#### *Paid Parking*

In conjunction with the reservation system, PCM will implement a paid parking system prior to the start of the 2022/2023 ski season. Paid parking is a proven parking strategy to change guest behavior and reduce parking demand. It will also disincentivize “no show” reservations.

Significant research has been done by planning and transportation experts showing that the introduction of paid parking does drive behavior change and reduces demands for parking. According to Fehr & Peers, paid parking has been shown to encourage guests to carpool and/or utilize transit to access their destination.

There are two quantifiable metrics associated with the implementation of paid parking. Paid parking drives both a reduction in demand for parking and an increase in average vehicle occupancy. The reduction in demand is driven by creating a disincentive for individuals who may have access to transit or are within walking distance or simply prefer not to pay.

Fehr & Peers used a proprietary model based on a meta-analysis of 50 different parking studies to analyze the impacts of implementing paid parking. They analyzed the existing parking supply and observed average parking demand for the 2021/2022 ski season under a \$25/day pricing scheme for all existing base area parking. Relying on price sensitivities for different user groups, they concluded that an approximate 11% reduction in parking demand is achievable under a paid parking system at PCM. The anticipated reduction in demand will be achieved through an increase in vehicle occupancy and an increase in transit ridership.

The anticipated 11% reduction in parking demand is consistent with data collected at other Vail Resorts’ operations that implemented a paid parking system. Beaver Creek Resort in Colorado instituted paid parking during the 2016/2017 ski season for all of its surface lots (940 spaces). The fee for the lots has remained \$10 per day. Similar to PCM, parking is free starting at 1:00pm. Prior to the implementation of paid parking, the Beaver Creek parking lots were filled on average 53 days per season. In the five years since the implementation of paid parking, parking lots have filled an average of 8 days per season.

The reduction in demand is also connected to the increase in average vehicle occupancy (AVO). The same number of guests can access a destination with varying demands on parking, all driven by vehicle occupancy. For example, 300 people accessing the same destination could drive the need for 300 parking spaces if one person occupies each car, 150 spaces if two people occupy each car or 100 spaces if three people occupy each car.

PCM has retained SE Group, one of the nation’s leading experts in ski area planning, who concluded that the implementation of paid parking will increase the average vehicle occupancy from 2.0 people per car (based upon counts conducted by Fehr & Peers in February 2022) to 2.7 people per car. Given the continued concerns about COVID-19 and apprehension around carpooling or riding transit associated with COVID-19, this average occupancy is lower than was typical in seasons prior to COVID.

Based upon this decrease in demand and increase in AVO, the current lots show a surplus of 12 parking spaces based on the increase in CCC generated by the approved lift upgrades. The chart below was compiled based upon information provided by SE Group and Fehr & Peers. The figures are exclusively based on the proposed lift upgrades at issue here and are not dependent on or connected in any way to the pending base area development application.

<b>Total CCC for Park City side of PCM</b>	<b>12,860</b>	<b>12,570 existing + 290 increase</b>
Accessing from Town and Silver Star Lifts	1,325	950 from Town Lift and 375 from Silver Star
Guests within walking distance	4,310	3,249 from lodging in 1996; 437 from Marriott Mountainside; 624 from nightly rental houses
Transit/drop off	2,449	1800 from transit/398 from hotel shuttles/251 from drop off/ride share
<b>Total skiers remaining (require parking)</b>	<b>4,776</b>	
Average Vehicle Occupancy	2.7	2.7 based upon SE Group anticipation with paid parking
<b>Total Parking Spaces Required</b>	<b>1,769</b>	
11% Reduction for Paid Parking	195	Based on F&P analysis
Total Required	1,574	
Total Existing Parking Spaces	1,586	1200 in surface lots; 265 in Resort Center; 75 in Sweetwater; 17 in Legacy/Marriott
Current Surplus	12	

### Employee Parking

As part of this PMP, the Applicant will also relocate approximately 90 employees who park onsite to an offsite location. This will result in a net increase of 90 guest spaces at the Mountain Village Base Area.

Currently, PCM employees are permitted to park in the Silver King lot during non-peak days (not weekends or holidays). Under the Parking Mitigation Plan, the Applicant will direct employees to park offsite at the Munchkin property during all days, not just during peak days, making additional parking available for guests at the base area.

Employees have traditionally parked at the high school on peak days. (PCM’s Munchkin Road lot was used during the 2020/2021 ski season to accommodate COVID protocols.) Similar to during non-peak periods, moving employees during peak times away from the high school lots will create additional capacity at the high school for guests.

The current proposal is to relocate these employees to the Munchkin Road site, owned by the Applicant. There are 120 spaces currently on that site, of which 30 are used by employees who report to work at that location. The remainder of the spaces are unused. The Applicant is proposing to use this site, which it wholly controls, to supplement parking and will provide transportation to the base area for employees who park there. This will result in a net increase of approximately 90 spaces during non-peak and peak days.

When added to the surplus at the base area based upon the calculation above, this Parking Mitigation Plan shows an overall surplus of 102 parking spaces, exceeding the parking needed for the increase of 290 CCC that results from the lift upgrades based on the calculation below.

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Current Surplus	12	
Proposed Spaces	90	Relocate 90 employees from base to offsite
<b>Total Parking Space Surplus</b>	<b>102</b>	

### Employee Transportation Demand Management (TDM) Plans

In addition to the measures noted above, which increase the inventory of parking spaces available for skiers, PCM will continue to promote its employee TDM plans as part of this PMP. Approximately 30 percent of employees are enrolled in the resort's TDM program. PCM will continue to implement these measures, as a condition of the approval of the lift upgrades.

Current measures include, but are not limited to, the following:

1. UTA Van Share – PCM pays for costs and helps facilitate placement in van share through UTA's program.
2. PC-SLC Connect – PCM pays for the costs of a PC-SLC Connect pass for any employee who requests it. Over 7,000 trips of PC-SLC Connect were logged during the 2021/2022 ski season.
3. Transit Incentives – Over the last year PCM invested over \$3,000 in incentives, along with those provided by the City, to encourage use of transit. Employees who track and report their car pooling or transit miles are eligible for various prizes and events throughout the year.
4. Ride On Platform – PCM has participated in the regional platform in partnership with Deer Valley, CVMA and the City to connect employees with ride sharing/carpool opportunities.

### Text Messaging

PCM has worked with the City for several years to utilize the City's text messaging system for skier parking updates. The use of that service was discontinued mid-season in the 2021/2022 ski season. PCM has worked diligently since the discontinuation of the City's service to implement a resort-based text messaging service. This will provide a subscription text service for guests to use starting during the 2022/2023 ski season.

Through this system, guests can sign up to receive text message alerts for day-of updates regarding the status of parking at PCM's two base areas, as well as directions for where to park. The system will also provide periodic reminders of the requirement to make parking reservations. PCM will operate this system and will be responsible for disseminating messaging, which will allow messaging to be sent in sync with operations, without depending on a third party.

Details on the service and how to subscribe will be provided to guests prior to the start of the 2022/2023 ski season.

### Continued Transit Prioritization

PCM worked closely with City staff over the 2021/2022 ski season to implement a transit priority traffic circulation pattern in the base area. This new traffic flow was piloted over several weekends, with the City and PCM making adjustments during these pilot weekends.

This new circulation pattern prioritized getting transit vehicles into and out of the base area. This was a stated goal of both the City and PCM. Together with paid parking, creating more efficient transit circulation and prioritization will improve the attractiveness of using transit. Transit service includes Park City Transit and High Valley Transit that serve the Mountain Village Base Area, as well as private transit provided by the resort for guests or employees.

PCM will continue to implement this traffic pattern, in continued consultation with the City, making adjustments as needed, keeping with the goal of transit prioritization. This circulation pattern will be a benefit to local residents who can ride Park City or High Valley Transit from a location near their home to the base area with ease. As early as 1998, the Mountain Upgrade Plan notes that vehicle occupancy by locals is lower than destination or regional guests. Measures to prioritize transit are shown to reduce parking demand created by locals and others who use transit.

Specifically, PCM will maintain the one-way westbound approach on Shadow Ridge Road with one dedicated lane for skier drop off (shown in red below) and one dedicated lane for transit vehicles only (shown in green below). This will direct drop-off traffic into the current transit center (shown in red) and buses will serve the island between Lowell Avenue and the drop-off center (shown in green). This will continue to provide drop-off and transit only access on the portion of Lowell Avenue between Shadow Ridge Road and Manor Way (“Upper Lowell Avenue”) during morning arrival times. (Blue arrows demonstrate areas of combined traffic flow).



### Offsite Parking

In addition to the more than 1,700 spaces available at the Mountain Village Base Area, all of which, if the ACUP is affirmed, will be part of the paid reservation parking system starting with the 2022/2023 ski season, free, first-come, first-served offsite parking locations will be available.

First, PCM operates two base areas with equal access to the mountain and resort. Canyons Village has over 1,600 parking spaces, of which 1,175 are currently free to guests. Guests who park at Canyons will access the ski terrain through the lifts that service Canyons Village. From there, guests have access to the entire resort through the extensive lift network, including the Quicksilver Gondola.

Second, PCM has secured an agreement with the Park City School District to use nearly 400 parking spaces at Park City High School on weekends and holidays (with the exception of Sundance weekends when it is used by the City/festival organizers) during the 2022/2023 season. The School District has indicated to

PCM that they are willing to continue to permit use of the lot going forward. In the event that a future agreement is not secured, PCM will provide an alternative plan for review by the Planning Director.

The high school is currently served by Park City Transit. PCM has contracted with the City and paid costs associated with the City's running of supplemental transit during peak times. Due to staffing issues last season, the City was unable to fully staff that route, causing delays for guests. PCM will work with the City to either continue to pay for supplemental transit service or provide private supplemental transit as needed to ensure the guest experience from the high school is efficient and convenient.

Lastly, there are multiple public Park 'n Rides located in and near Kimball Junction. These lots are intended for use by the public and are served by High Valley Transit. These locations have been largely underutilized in recent years and can absorb additional guests who do not wish to pay for parking. High Valley Transit has confirmed that adequate bus service is available currently from Ecker Hill, Kimball Junction and Jeremy Ranch Park & Ride lots. High Valley Transit wants these lots to be fully utilized to promote the use of their transit service.

### Communications Plan

If the ACUP approval is upheld, PCM agrees to a condition that will require the implementation of a robust communication plan with guests. PCM will use the following methods to communicate with guests regarding changes to parking operations and the paid reservation parking system. This list is not exhaustive and is subject to change to adapt to changes in communications, all of which will be done in consultation with the Planning Director.

- Website
  - PCM will update its website to include prominent “know before you go” information, including paid parking, the reservation requirement and alternative parking locations.
  - This messaging will also include promotion of transit options and carpool incentives.
  - PCM will explore options for notifying purchasers of PCM lift tickets, ski school lessons and rentals of the parking reservation requirement at the point of purchase.
- Social Media
  - PCM will use social media channels to inform guests of the implementation of paid parking and about required parking reservations.
  - This messaging will be pushed multiple times throughout the season, including frequent early season communications and communications around peak holiday periods.
- Geo-Fenced Email Communications
  - PCM will use geo-fenced email communications to inform regional and local passholders of the implementation of paid parking and about required parking reservations.

#### Local Messaging

- PCM will periodically contact local media, including KPCW, the Park Record and the Town Lift to request that they provide parking information to local guests.
- Text Messaging

- As noted above, beginning in the 2022/2023 ski season, PCM will implement a subscription text messaging service to provide guests with parking and traffic information. Guests will have the option to subscribe to updates.
- This messaging will include day-of updates on the status of parking at PCM's two base areas with directions for guests on where to park along with periodic reminders of the parking reservation system and the requirement to make parking reservations.
- Meeting and Consultation with the City
  - As a condition of approval, PCM agrees to meet at least biannually with the City to discuss transportation and parking operations, including the measures provided in the Parking Mitigation Plan. Historically, PCM and the City have had continuous discussions during ski season to keep both parties informed of resort operations and City operations. The condition of this approval, if upheld, would formalize and codify that process.

#### Re-investment of Parking Revenues

PCM is a committed partner in the community, together with the City, other ski resorts, other businesses and residents. The resort's contributions in the community are extensive, from providing over \$1.5 million in resort tax revenue to over \$3.9 million per year in charitable giving to ongoing collaboration with the City and residents on historic mining preservation to employing nearly 1,000 residents of Park City during the winter season. PCM is proud of what it contributes.

In addition to these existing contributions, PCM has agreed to re-invest parking revenues in transportation, transit, parking and traffic improvements in the area. PCM will work with the City to align these investments with City goals to enhance transportation and improve the experience for guests and visitors of Park City, not just PCM.