

**DIXIE TRANSPORTATION ADVISORY COMMITTEE**  
**Meeting Minutes**  
**November 12, 2008**  
**Five County AOG**

**PRESENT**

Dave Demas, St. George City, City Engineer, Chair  
Dave Glenn, Ivins City, Public Works Director, Vice-Chair  
Mike Shaw, Washington City, Public Works Director  
Larry Bulloch, St. George City, Public Works Director  
Cameron Cutler, St. George City, Traffic Engineer  
Rick Torgerson, UDOT Region Four, Program Manager  
Kelly Lund, FHWA, Planning Engineer  
Elden Bingham, UDOT Planning  
Ross Romero, Washington City  
Matt Riffkin, InterPlan  
Robert Eldridge, InterPlan  
Camille Peterson, InterPlan  
Lee Cabell, Horrocks Engineering  
Mike Heaps, Horrocks Engineering  
Aron Baker, Horrocks Engineering  
Tyler Hoskins, Hoskins Engineering  
Arthur LeBaron, Hurricane City Engineer  
Chuck Gillette, Ivins City Engineer  
Lowell Elmer, Director, Dixie MPO  
Curt Hutchings, MPO, Transportation Manager, FCAOG  
Diane Lamoreaux, Community Development Program Specialist, FCAOG

**ABSENT**

Jack Taylor, Santa Clara City, Public Works Director  
Ron Whitehead, Washington County, Public Works Director (Excused)  
Steve Call, FHWA, Planning Engineer (Excused)  
Ryan Marshall, General Manager, SunTran  
Lynne Scott, BLM/Dixie Regional Bike and Pedestrian Committee

**CALL TO ORDER**

Dave Demas, Chair, called the meeting to order and welcomed everyone in attendance. Those asking to be excused include Steve Call, FHWA, and Ron Whitehead, Washington County. He presented the minutes of the September 3, 2008 meeting for consideration.

**MOTION WAS MADE BY MIKE SHAW, SECONDED BY DAVE GLENN, TO APPROVE MINUTES OF THE SEPTEMBER 3, 2008 MEETING, AS PRESENTED. MOTION CARRIED.**

**DIXIE TIP/LRP**

**Concept Reports for 2010 to 2013:** Lowell called for Concept Reports from those in attendance. He noted that St. George City has already submitted their reports. Dave Glenn, Ivins City, provided an envelope with his reports. No other jurisdictions provided projects for consideration. Diane indicated that she would provide packets to voting members for scoring prior to the next DTAC meeting.

## SHORT RANGE PLANNING

**Emergency Action Items:** Lowell Elmer provided a handout representing an amendment to the MPO's annual Unified Planning Work Program (UPWP) for 2009. The color coding relates to the funding versus narrative included summarizing tasks. Other items were included in the approved work program which was approved and adopted last June. The work program was also approved by the Dixie Transportation Executive Council (DTEC).

- A. Design Engineering Phase III Plan (\$100,000/UDOT/St. George/Washington)--** He outlined financial adjustments to the work program increasing funding \$100,000. The breakout of increased funding is as follows: **1) UDOT--** \$50,000; **2) St. George City--** \$25,000; and **3) Washington City--** \$25,000. This money is local and state with no federal dollars involved and is kept separate from the \$30,000 in local only money. This funding will be built into a contract with Horrocks Engineers who have been doing Phase I and Phase II of the Southern Parkway. Because of their heavy involvement in the Parkway, a design engineering contract will be executed for Phase III which goes from the airport interchange on the Southern Parkway up towards Warner Valley and the border of Washington and Hurricane cities. Dave Demas pointed out that St. George City and Washington City staff have met to discuss and identify roads between those two interchanges, connectivity issues as well as other aspects in regard to interchanges. Rick Torgerson commented that this contract will assist with inter-connect ability of the parkway. Lowell mentioned that the scope of work has been drafted and letters are in place from UDOT, St. George and Washington cities documenting the availability of funds for this contract.
- B. Long Range Planning--** Lowell reported that UDOT is in the process of developing a Statewide Traffic Demand Model. This model is in the second phase and will be utilizing the existing MPO traffic demand models. Attendance at federal highway peer review meetings was discussed previously by this group. Several recommendations were provided from participation in this review. One recommendation was that the Dixie MPO adjust the TAZ's in our regional model. There are differences which lessen the accuracy, reliability of the model, and making the model more unique to reflect what is actually occurring with traffic behavior in our region. Under the umbrella of their statewide traffic demand model, UDOT is willing to take care of those TAZ adjustments to make the Dixie MPO model more accurate in reflecting existing travel patterns as well as projections. This task is being added to the UPWP, but there is no money involved. When this is completed, the MPO will need to develop trip projections from the newly calibrated/validated traffic demand model for work which is currently occurring as well as for the long range plan update for 2020 and 2040. An approximate estimate for this is \$20,000. The amount is reflected in the funding source table in blue.
- C. Short Range Planning--** The Phase III design engineering plan and entire corridor preservation plan agreement is reflected at \$100,000. Concurrently with the design engineering, the MPO will be working on an Entire Corridor Preservation Plan Agreement. A recent e-mail was provided with specific details in regard to protecting the Southern Parkway corridor from future encroachments and maintaining the standards of the EIS Record of Decision by the Federal Highway Administration.

**D. MPO Studies/Contracts**

**Regional Commuter Transit Plan:** The item in green depicts initiation of a Regional Commuter Transit Multi-modal Plan with an approximate cost of \$70,000. This is included in the current work plan, and the MPO needs to begin looking at this very quickly. This will address a possible bus rapid transit system connectivity corridor which would go from the western part of the MPO over to the eastern part of the RPO in the Hurricane/Toquerville area. The purpose of this plan is to protect this corridor as construction and design is examined in terms of the highway network so that we do not preclude the ability for a bus rapid transit corridor. This was included in the MPO long range plan. This study will need to begin as soon as possible during the current fiscal year. This is highlighted because the MPO needs to begin action on this item in the very near future. As the full scope of work is developed, additional funding would be available from the line item included in the table for development of trip projections.

**ITS Communications Plan:** There is also approximately \$30,000 available in local only money which could be utilized to support some of these activities. The final item under short range planning is initiation of the ITS Communications Plan from the ITS Architecture Study recommendations. This has been discussed at previous meetings. Discussion occurred last week with UDOT traffic operations center staff who is developing a statewide fiber optics plan. This plan needs to be completed within the next 6-9 months. UDOT's intent is to use the urbanized area communication plans which exist in Cache, Utah, Salt Lake, Davis, and Weber counties as well as Dixie. He noted that there are projects being built today including rehabilitation or new projects under construction that need to have fiber optics included as part of the design and engineering. Some projects in the state are falling through the cracks where the fiber optics will have to be added down the road through reconstruction. UDOT is willing to work with the MPO in developing and managing an ITS Communications Plan. It is proposed that this plan be developed concurrently with the statewide fiber optics plan. The local ITS committee was interested in completing as much work on the ground as possible. However, this plan is very important in terms of the need to have fiber optics included in all projects.

Lowell presented items reviewed and clarified above to the group for inclusion into the current Unified Planning Work Program (UPWP). He also noted that the UPWP will be presented to the DTEC for their approval.

**MOTION WAS MADE BY MIKE SHAW, SECONDED BY CAMERON CUTLER, TO AMEND THE 2009 UNIFIED PLANNING WORK PROGRAM (UPWP) TO INCLUDE ITEMS AS INCLUDED ON THE HANDOUT AND AS REVIEWED. MOTION CARRIED.**

**LONG RANGE PLANNING - MOBILITY MANAGEMENT STUDY SCOPE OF WORK**

Curt Hutchings provided a draft scope of work for the Mobility Management Study which was discussed and reviewed at the last Transportation Coordination Committee meeting. At this point, a contractor is not in place for this study, but it is likely that the state contractor pool will be utilized for selecting a firm to conduct this study. The Transportation Coordination Committee has asked to review some brief bios on companies included in the contracting pool. The scope of work outlines some of the major items to be accomplished with this particular study. He indicated that

the main point of the Mobility Management Study is to further define projects which could make application for available funds. The intent of the study is to provide further detail on projects through an extensive public participation component. It is proposed that transportation issues be dovetailed into the Five County AOG public forums which are conducted in each of the five counties on an annual basis. The Transportation Expo will also be utilized to gather public input of transportation needs into this process. Staff will be utilizing GIS resources to show where target populations are located, transit resources which are currently available, and to identify gaps in services. Projects would be intended to meet the gaps which are identified. Lowell provided information outlining how this information fits into the Long Range Planning process. The updated LRP will include highway transit, pedestrian, bicycle, and human services transportation needs. It is hoped that within the next few years there will also be a picture of eastern Washington County human services needs. This study will compile information for the MPO urbanized boundary only at this time. Curt indicated that once a contractor is selected it is anticipated that the study will be completed within 4-6 months. The draft scope of work was presented to the group for consideration.

**MOTION WAS MADE BY DAVE GLENN, SECONDED BY MIKE SHAW, TO APPROVE THE DRAFT SCOPE OF WORK FOR THE MOBILITY MANAGEMENT STUDY AS PRESENTED. MOTION CARRIED.**

### **MAPPING COORDINATION**

Curt Hutchings reported that staff has been exploring the possibility of coordinating the mapping data base, most particularly of the regional plan. Meetings have been conducted with Washington County GIS staff to determine the best approach for a process to update the mapping work which each city maintains. The county has an FTP site which would be a good place to store this type of data. The only problem is that this is a read only FTP site. Each individual city would not be able to update data directly into the database. However, information could be fed to the Washington County GIS staff for inclusion into current maps. Data would be available from this site to be downloaded. Any proposed changes from cities would need to be discussed and approved by the DTAC prior to inclusion into the mapping. It is proposed that this agenda item be included on future meeting agendas to discuss any pertinent issues. It is also suggested that a quarterly report be provided by Washington County GIS staff to review proposed map changes. Access to this system may necessitate establishing a user password for the system. GIS staff is questioning how proprietary this information would be or if this group felt information needed to be open to a wider audience. Group consensus was that information should be available as a read only format for public viewing.

Dave Demas stressed the importance of having current and accurate mapping from jurisdictions as well as at a regional level to enhance future planning efforts and to match roadway alignments between jurisdictions. He mentioned that property owners and/or developers can use information from one jurisdiction to another to gather approval of projects. It is very important that cities coordinate road alignment on an on-going basis. Larry Bulloch emphasized the importance of having this as a regular discussion item on future DTAC meeting agendas for cities to report current changes and/or projects which are coming on line. This will allow entities to keep up to speed on things occurring on the ground.

Curt mentioned that Washington County GIS staff is suggesting that city GIS staff meet as a group to specifically discuss and develop this specific mapping process. Notification of this meeting will be forwarded to city GIS staff and the meeting will be held at Washington County. Mapping coordination will be included for discussion on future DTAC agendas. Washington County GIS staff will provide quarterly mapping updates/changes for DTAC approval.

## **STUDIES/CONTRACTS**

**FHWA:** Kelly Lund, FHWA, reported that a Memorandum of Understanding (MOU) is circulating which is a follow-on document to their travel model and forecasting for project level analysis from review which was previously conducted. A generalized document has been developed for all MPO's, UTA and UDOT to follow when doing project level analysis. Information from this document should be used by all agencies to make sure that everyone is looking at the same things for every project. The purpose is to tie UTA, UDOT and MPO's together through this Memorandum of Understanding. The MOU outlines how a plan should be developed, decisions on funding to be determined as a group, and utilizes expertise as a group at a statewide level. He explained that this is a signing document indicating that these agencies will use this document as their source for project level analysis. FHWA is currently in the process of sending this MOU out for signatures and anticipates that the document will be executed within the next couple of weeks. This will mainly be utilized for combined projects such as corridors or other projects which would involve these entities. Membership and the name of this group has not yet been decided. It was pointed out that UTA utilizes this for corridors only and it does not apply it to route planning. The purpose of including UTA is to provide an opportunity for discussion with roadway modelers to determine appropriate interface for corridor planning to best utilize resources at all levels. A presentation will also be provided to JPAC in the near future.

**I-15 Study:** Rick Torgerson, UDOT Region 4, reported that the I-15 study has been finalized. This study includes information from the Arizona state line to Milepost 42. Multiple projects are listed in the study, with major projects outlined as capacity along I-15 which is in Phase I of the MPO Long Range Plan as well as the area outside the MPO boundary (Milepost 13 to 16). UDOT staff will be looking to add this project into the STIP as a concept level project for 2014. This will begin planning for I-15 widening. The study actually identified this widening project for 2019 but it will take approximately five years to complete the EIS process. The stretch is identified in the Long Range Plan as milepost 4-16 and in the UDOT study as milepost 13-16. This project would include widening one lane in each direction and would likely be phased (milepost 5-8 phase I) with the remainder of widening to occur as funding is in place. UDOT is currently in the process of identifying what environmental document will be used in order to begin the process.

Another project that UDOT is looking at is the Bluff Street Corridor study which included some funding in the TIP last year. UDOT is in the process of discussing this project and trying to identify funding. Staff would like to examine the traffic demand model including modifications which have been made to the Bluff Street Interchange and as it comes on line the new Dixie Drive Interchange. UDOT is asking for assistance from the MPO to look at traffic demand modeling on Bluff Street, taking into consideration above mentioned improvements, prior to funding anything on Bluff Street. Staff at UDOT believes that the new Dixie Drive Interchange will direct a large amount of traffic onto Dixie Drive and may alleviate a lot of the Bluff Street traffic issues. Questions need to be answered in regard to how much of the traffic demand will be taken off Bluff Street once the new interchange is completed. He noted that the long range plan contains the Bluff Street project in Phase I. The question is whether this need will be as great with current improvements that are in progress and the addition of the Dixie Drive Interchange. Larry Bulloch commented that St. George City has submitted a Concept Report for the Interchange at Red Hills Parkway which is the most critical portion of Bluff Street at this point.

**Tri-Routes Study:** Rick Torgerson reported that the Tri-routes study has also been completed. This study identified a number of safety type improvements for this stretch of roadway. The RPO is looking at the Toquerville bypass road as well as other projects in

the area. UDOT will be working with the RPO for future recommendations to determine how this area is served.

Dave Demas asked if these studies would be available to access via the Internet. Rick indicated that he would provide e-mail links to these studies which Diane could forward to members.

**Southern Parkway Issue:** Rick Torgerson noted that Lowell provided a recent e-mail to establish a critical committee which will meet between now and January to help establish what the Southern Parkway will look and feel like as well as addressing protection of the corridor. The next 1 to 2 months is a critical time in addressing this corridor. A couple of months ago, UDOT was examining the SR-9 corridor and ways to protect the corridor. He reported that a Senate bill was passed which established high priority corridors throughout the state of Utah. The two corridors established in Region 4 include SR-9 and the Southern Parkway and are based on legislation which took place last year. This legislation requires entities along these corridors to notify UDOT of any potential right-of-way conflicts as well as entitlements or building permits which are submitted for consideration. There have been several issues on SR-9 which have been worked through. However, UDOT does not really have a lot of money to address right-of-ways as the corridor preservation pot of funds is basically zero statewide. He stressed the importance of working together as a group to protect these particular corridors.

Because UDOT was to meet with the Transportation Commission to address the SR-9 corridor, they were flying the rest of the corridor taking aerial photos to gain some survey information from the new airport all the way to SR-9. Several conflicts were revealed in the Southern Parkway corridor. It is unknown if these occurred before or after the corridor was established. UDOT currently has \$30 million dollars in Phase 5 (4300 West to the SR-9 connection) of the Southern Parkway to preserve the corridor or begin construction. As recent mapping and conflicts came up, the Transportation Commission was upset and have indicated that these conflicts must be resolved or the funding will be pulled. UDOT is proposing to work with a task force to resolve these conflicts by January with some type of solution which will preserve the \$30 million dollars in state funding. It is critical that this take place by January due to funding shortfalls and the possibility of delaying or cancelling of projects. He reported that the Critical Highway Needs (CHN) fund had a \$35 million dollar budget reduction. It is important that over the next month and one-half to identify as a collective group some type of agreement that establishes the importance of the Southern Parkway. The Transportation Commission meeting is scheduled for January 13, 2009 and some resolution needs to be presented at that time in order to preserve the \$30 million in funding for the parkway.

He noted that the main issue revealed in the survey was that a golf course was built in the middle of the corridor outlined in the EIS, which creates a lot of conflicts with the EIS. If this issue cannot be resolved, there is the possibility that the Southern Parkway cannot be built. A master planned area in Phase 3 has precipitated meetings between St. George and Washington cities to discuss issues around the airport. This will help immensely to understand traffic patterns and how the Southern Parkway will function around the airport. Current funding will extend the Southern Parkway to the airport with a four lane facility to River Road and a two lane facility out to the airport. There are a lot of issues that UDOT would like to work through with this work group in regard to interchanges (access versus interchange). There is a lot of work which needs to be accomplished and a number of individuals will be brought into the process to get agreements signed by January 12<sup>th</sup>. Funding mechanisms will become a big issue to discuss such things as a quarter cent sales tax to help preserve the right-of-way. Rick indicated that there are other potential conflicts along the corridor but it is anticipated that workable solutions can be developed. The interchange at

Warner Valley will require shifting to the north. Dave Demas mentioned that it is important that the EIS not be opened as it could delay or kill the project altogether. Rick commented that everyone needs to realize that the Southern Parkway is not just a single city or county issue but it has benefit to all agencies along the entire route. He asked for support of the group in making sure that someone represents each entity throughout upcoming meetings.

**I-15 Interchange at Milepost 2:** Larry Bulloch asked if there is a chance that the interchange at milepost 2 would be opened anytime soon. Rick indicated that the date has not been finalized for opening of the interchange, but noted that the Phase I project is much further along than anticipated. He explained that the contract is actually established to be completed October 2009. UDOT anticipates that the interchange to River Road could be opened around March 2009. This is dependent on what happens with the River Road Interchange. There is also consideration to open the interchange only at an earlier date with no travel toward River Road. Earthwork is progressing on Phase II and the Ft. Peirce Wash structure is close to being released.

**I-15 Milepost 10-19:** Rick Torgerson reported that the I-15 project, milepost 10-19, will go out to bid within the next two weeks. He noted that the bidding market is pretty aggressive right now and they are trying to get this ready for release. This project includes adding a truck lane from milepost 13 to 16 as well as rehabilitation of existing pavement.

**Bluff Street Interchange:** Larry Bulloch asked about the percentage of completion for the Bluff Street Structure. Rick indicated that they will be setting the deck panels around Thanksgiving. Completion is dependent on weather conditions to finish the final paving.

**Hurricane Main Street:** Arthur LeBaron reported that they have begun right-of-way acquisition with business owners. The engineer for this project is Horrocks Engineering. It is anticipated that construction contracts will be in place by March/April 2009. Lee Cabell indicated that right-of-way issues are being addressed including whether the ROW has to be in place for the entire project prior to beginning construction. The project may be in phases with an early utility package under consideration. Right-of-way negotiations are under way in most of the downtown area. Project limits are 300 West to 800 North and will tie into the bridge improvements.

**Red Hills Parkway:** Larry Bulloch reported that they are working on the land swap with the Utah Division of Parks and Recreation. Dave Demas indicated that a yellow book appraisal has been completed, but there is some discrepancy on who commissioned the appraisal. The agency is requiring another appraisal and there are also issues with what process the land exchange follows. There seems to be much confusion in the Department and how things should proceed. He noted that any help from UDOT in working through this process with State Parks and Recreation would be welcomed. Rick indicated that he would ask UDOT right-of-way staff to follow up with State Parks to see if a resolution can be reached.

Aron Baker commented that it is frustrating because this is only a \$30,000 dollar piece of property which is being traded value for value and all parties are in agreement.

Lowell Elmer mentioned that previously discussed issues will be taken to the DTEC this month for their concurrence. He indicated that the presentation will take place today but the acceptance report will be accomplished in the near future. There will also be a break between InterPlan's presentation and training which will be provided on the model.

**Model Validation/Calibration Program Presentation:** Matt Riffkin, InterPlan, provided background information regarding the model development and the validation/calibration program. The model is a tool which is generally utilized for long term planning, 5-20 years out. The model was acquired by the Dixie MPO in 2002 and the Hurricane area was added in 2005 as combined model. For approximately one year InterPlan has been working with the model to address and fix several issues. The four step travel demand model consists of the following: 1) Trip Generation; 2) Trip Distribution; 3) Mode Choice; and 4) Trip Assignment. These four steps are included in most advanced traffic models. The QRS II model has some built in defaults. The model will be better with local data but it does contain some basic defaults. Inputs to the model include: 1) Land Use (socio-economic data) and 2) Transportation Network. He explained that various changes have been made to the model which have not been tracked. In the future, it is important that the MPO document any modifications which are made to the model. Forms will be made available to jurisdictions for collection on an annual basis to document land use and traffic changes which have occurred. It is recommended that a smaller calibration occur at least every three years. The model accepts data from Traffic Analysis Zones (TAZ's) which all have unique numbers.

These zones are originally built using groups of Census blocks which may include as many as 500 homes. Boundaries in the current model were developed randomly and haphazardly and it would make sense to clean those up at some point. There is always a temptation to divide those by city boundaries but those bounds always change. It is better to use some type of physical boundary such as a river, canal, mountain, etc. Socio-economic inputs include: 1) Households; 2) Household Size; 3) Income; and 4) Employment. It is pretty data intensive to populate the model with local inputs. There are approximately 500 TAZ's in the St. George urbanized and Hurricane area. InterPlan conducted a number of comparisons of Census data and aggregated the model into districts. He reviewed household changes 2007-2035 as well as population and employment data from the Department of Workforce Services (DWS) which were coded by traffic zone.

Model validation changes include the following: **1) Network Coding Guidelines--** land use, street systems by functional class, signal timing by functional class; **2) Trip Generation/Distribution Changes--** This is based somewhat on national data and may be on the low side of trips; **3) External Station Changes--** Trip lengths or frequency; **4) Mode Choice Changes--** Existing SunTran routes were coded into the model; **5) Traffic Assignment--** Model is structurally better and some volume ranges are better; and **6) Traffic Assignment Screen Lines--** Model screen lines tend to be low.

He reviewed the next steps for the MPO as follows: **1) Evaluate the Accuracy of Socioeconomic Data--** Such as income versus auto ownership in advance of the 2010 Census; **2) Review TAZ boundaries--** In concert with 2010 Census; **3) Maintain Model Documentation--** Input changes made by consultants; **4) Update TAZ Level Socioeconomic Forecasts--** Households, people by household, jobs by job type, income, etc. Develop some type of method to estimate on specified timeframe; **5) Provide Ongoing Data Collection Programs of Model Inputs--** TAZ level growth and outputs by traffic volume; and **6) Plan for local travel data collection--** MPO may consider conducting a home interview study. It may be possible that the Cache and Dixie MPO could partner for some type of study.

He reported that InterPlan is in the process of developing a final report at this time. It is anticipated that this should be completed within the next week.

Larry Bulloch asked members what their thoughts are in regard to another EXPO in February. He asked for member feedback in regard to how beneficial it would be to sponsor the Expo again this

year. Lowell Elmer commented that in talking with other MPO's the attendance at our Expo has been far greater than public involvement experienced by other MPO's. It is rare that 200-300 citizens participate in transportation open houses or Expos. The Dixie Expo has been successful in getting participation from approximately 400 individuals. Public participation is an important component of the Long Range Plan which scheduled for update in 2011. It is beneficial to keep the public abreast of transportation planning, upcoming projects and current projects. Larry indicated that the cost for this event is approximately \$15,000 and it may be possible to cut back on some of the expenses from past years. Elden Bingham commented that from a state planning perspective from UDOT the Dixie MPO Expo had far greater attendance than others in the state of Utah. The Expo has been very successful in terms of attendance and public involvement. Kelly Lund agreed that it is very important to keep the public abreast of transportation projects in the area and provide an opportunity for the public to comment on transportation planning as well as projects. The consultant has played an important role in setting up the booths and in providing a summary of the comments received. This is a key piece of information that needs to be kept in place. Group consensus was to continue with the Expo but to look at cost cutting measures where ever possible. It was noted that it would be beneficial to obtain a list from UDOT, jurisdictions, consultants, etc. of booths planned for the Expo.

### **ITEMS FOR NEXT MEETING**

Diane indicated that reports would be delivered to voting entities in the next two days for scoring of projects prior to the next DTAC meeting.

The next meeting is scheduled for Wednesday, December 10, 2008 at the Five County Association of Governments Office, Conference Room, beginning at 1:00 p.m.

Meeting adjourned at 2:10 p.m.