

DIXIE TRANSPORTATION ADVISORY COMMITTEE
Meeting Minutes
December 10, 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
Ross Romero, Washington City
Chuck Gillette, Ivins City Engineer
Lee Cabell, Horrocks Engineering
Arthur LeBaron, Hurricane City Engineer
Lowell Elmer, Director, Dixie MPO
Diane Lamoreaux, Community Development Program Specialist, FCAOG

ABSENT

Jack Taylor, Santa Clara City, Public Works Director
Ron Whitehead, Washington County, Public Works Director
Steve Call, FHWA, Planning Engineer (Excused)
Elden Bingham, UDOT Planning (Excused)
Curt Hutchings, MPO, Transportation Manager, FCAOG (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, Elden Bingham, UDOT Planning and Curt Hutchings, MPO. He presented the minutes of the November 12, 2008 meeting for consideration.

MOTION WAS MADE BY DAVE GLENN, SECONDED BY CAMERON CUTLER, TO APPROVE MINUTES OF THE NOVEMBER 12, 2008 MEETING, AS PRESENTED. MOTION CARRIED.

SHORT RANGE PLANNING UPDATE

Design Engineering Phase III Plan: Lowell reported that the contract agreement with Horrocks Engineering for the Phase III study of the Southern Parkway has been signed by all parties. Total cost is \$100,000 with funding participation from UDOT (\$50,000); St. George City (\$25,000) and Washington City (\$25,000). It is anticipated that a kickoff meeting will occur in conjunction with the January DTAC meeting. It is proposed that the DTAC serve as the steering committee for this study. Phase III is from the Airport Road connection to the vicinity of the Warner Valley Interchange. Mike Shaw mentioned that he would like to see the study cover an area north of Warner Valley to include the South Mountain Subdivision. Lowell indicated that the Southern Parkway is broken into five phases and is being constructed with only state and local funding. MPO staff will provide invoices to UDOT, Washington City and St. George City for their respective funding shares.

Lee Cabell, Horrocks Engineering, provided a handout outlining the scope of work which was included in the contract for this study. This study will examine the next extension of the Southern Parkway from the airport access to the Warner Valley interchange location. Mike Shaw indicated that he would like to see the study area conclude at 3650 South in Washington City and the city would be willing to pay additional associated costs. This area is inclusive of the road past the Staheli farms and the South Mountain Subdivision through the Ence development to BLM land. Washington City is desirous of figuring out the debris basin in conjunction with the road alignment.

Mr. Cabell reported that this will include a transportation study of the area which would address the need for any additional interchanges. There are also issues of the different cities master plans not coming together in this area. In addition, boundaries have changed with recent annexations in the area impacting roads which used to be in one city that are now in another. The first task will be gathering data in conjunction with the recent update of the MPO model calibration/validation. Land use will be added into the model to include uses adjacent to the new airport, new road networks, the Desert Canyon area, airport land use, vicinity plan, double check land uses in Washington City, etc. Uses of the roads connecting to interchanges will also be studied. This will provide the backbone for roadway scenarios and how everything will connect. The study will incorporate design standards for the Southern Parkway with grade separated interchanges. Additional interchanges beyond those included in the EIS will require participation of developers, land owners and cities. Horrocks Engineering also proposes to work with property owners in this area. Over the next month their goal is to collect background data from the latest land uses plans, roadway connections, etc. As mentioned previously, it is proposed that the DTAC serve as the steering committee for this study. The steering committee would meet each month in conjunction DTAC as the last agenda item at each meeting. It is anticipated that the kickoff will be on January 7th during the regularly scheduled DTAC meeting.

He asked for input from members for the most appropriate way to deal with the large number of property owners in this particular area. Several property owners have been in contract with Horrocks, many of which claim to have transportation and/or network issues solved. SITLA is also a property owners in this particular area. This is an issue for consideration of this group in dealing with owners on an individual basis or together as a group. A result of this study will be action on the part of the MPO and cities to amend their Long Range Plan and Master Plans to incorporate the new road network in their documents. This will likely require some public hearings through the Planning Commissions and City Councils. Another part of this study will be to identify arterial roads that connect to the facility, number of interchanges, and detailed work on alignment of the Southern Parkway. Rick Torgerson indicated that UDOT will be working on alignment of the facility internally utilizing their staff. Mike Shaw reported that he met with SITLA earlier today. SITLA would like to move that debris basin to the other side and is willing to cover associated costs. This would likely have an impact on the roadway alignment of the corridor. Discussion at the January meeting will include issues of dealing with property owners, key elements that cities would like included in the study, cities view of some of the interchange locations, based on design criteria where interchanges can and cannot be located, etc. One of the biggest challenges will be what to do with the Washington Fields Road, where it ends and how it ties into the airport road.

It is anticipated that the study will be completed in a six month time frame. He asked that members review the Scope of Work and provide comments on the scope or limit of this study. Rick Torgerson commented that Lee has outlined a very rigorous plan. UDOT anticipated that this study would include cities talking with each other in terms of coordinating their transportation master planning to get on the same page. From his perspective, there is concern about involving property owners in this study at this point. UDOT anticipated that cities would amend their master plans at

which point there would public involvement in the process. It will be difficult to stretch the limited amount of funding available for this study to include individual meetings with property owners. He mentioned that SITLA is developing a huge financial plan which will include interchange locations as well as other items associated with the Southern Parkway. SITLA has invited UDOT to participate in this planning and has requested that the opportunity to participate in the Phase 3 study and planning. If this is opened up to SITLA, other property owners would also have to be included. UDOT's intent is to get the process to master plan level where both cities are talking on the same page with potential interchange layouts versus master plans. This would go to the next step at the city level with modification of master plans. Mike Shaw suggested that this group could host some type of a joint open house which would provide the opportunity for involvement of property owners in the process. Dave Demas agreed that this would be a good approach for both cities, UDOT and the MPO to show a strong front. Lowell indicated that the MPO would be happy to host an open house. Lee Cabell commented that there will be issues if the group tries to totally exclude property owners from involvement in the study. Dave Demas suggested that this group develop a press release outlining the study and announcing a joint open house where people could attend to give comments or provide input via e-mail. This provides an opportunity for the public and property owners to provide input into the process. It may also be necessary to contact key players such as SITLA and Desert Canyon to schedule a meeting to obtain key information. Kelly Lund commented that hosting this open house early in the process would be most beneficial. It was suggested that a draft press release and potential data be provided for the January DTAC meeting for discussion. The potential for having a booth at the Transportation Expo, scheduled on February 3rd, for this project was also suggested as a possibility for gathering public input. The initial gathering of public input could be in conjunction with the Expo and an open house could be held with the dates announced at the Expo.

Rick Torgerson indicated that UDOT is going to try to tie down the roadway alignment all the way through the corridor using internal staff resources. He noted that the Horrocks study should stay with the originally proposed scope of work and area of study. UDOT staff will be working with city staff to review aerial mapping of the corridor which will include an overlay of the EIS alignment. It is anticipated that the aerial mapping will be available in the near future. The study should not only look at the west side of the parkway but should also include the area up to the ridge line.

Southern Parkway Corridor Preservation Process: Lowell provided a brief update on the Southern Corridor task force resource and management groups. Both groups have met several times over the past month. As the process has progressed a lot of historical information and data has been shared and learned about the Southern Parkway in the Hurricane area. The group has identified some consistency in the BLM EA and the Federal Highway Record of Decision on the Southern Corridor. Both of these documents provide documentation that meetings were held by BLM, UDOT, Federal Highway Administration, and developers which outlined the need for a re-evaluation of the particular segment by the golf course and Sand Hollow Reservoir. UDOT has hired a person at Parsons Brinkerhoff to provide financial scenarios and value capture tools that can be used by local governments to preserve corridors. This is something that both of those documents suggested would need to be done at some point in time. It appears that the trade offs between the two alignments could in reality be a good thing in terms of availability of land at no cost and some mitigation of cultural resources.

The individual putting together the financial scenario provided a letter to members of the task force. A presentation is planned for the December 17th task force resource and management groups providing information on socioeconomic issues and land use and value capture tools. He is requesting feedback on this information by this Friday. The approach is to begin with MPO data

for the year 2035, adjust it based on land use plans and estimates of development on other land in the corridor. Where no land use plan was established, (zone z and m) they approximated the land area, reduced the area by approximately 25 percent for infrastructure, allocated land to residential or commercial use at conservative densities (5 dwelling units per acre or .25 FAR), and spaced development out over the latter half of the forecast period which is 2015 to 2035. There is some guess work in this and therefore he is requesting members review this information to see if there are any glaring inconsistencies with what cities would expect to see with their cities portion of the corridor. The assumption is that all of this development will occur by 2035 generally starting from the ends of the parkway working towards the middle. He anticipates presenting some numbers and forecasts at the December 17th meeting and any preliminary reviewing of this would be very helpful. The e-mail was provided to any developers who previously met with him in addition to city representatives and the MPO. Lowell noted that he would forward copies of the e-mail to Arthur LeBaron and Dave Demas.

The task force will meet again on January 8th. Prior to this meeting draft copies of the financial scenarios and tools as well as a draft of the Southern Parkway standards will be provided for review. The final decision making meeting will be held on January 12th at the Dixie Center from 3-6 p.m. Notices of these meetings will be forwarded to involved parties.

LONG RANGE PLANNING

Model Validation/Calibration Presentation: Lowell Elmer reported that InterPlan has provided the final report on the model validation/calibration process. This report is available on CD. One copy will be retained by the MPO and additional copies will be provided to committee members upon request. A copy of the model has been provided to Horrocks Engineering for use in development of the Phase III study.

Acceptance of Report and Calibration: Dave Demas asked that copies be forwarded to all members for review prior to the next DTAC meeting. This agenda item will be included for acceptance of the report and calibration at the January 7, 2009 DTAC meeting.

DIXIE TIP/LRP

2010 to 2014 TIP Project Prioritization:

Lowell explained that this is part of our annual TIP prioritization process. A handout was provided which depicts scoring for the three projects as follows: **1) Dixie Drive Realignment-- 351.5; 2) Red Hills Parkway Grade Separated Diamond Interchange-- 351; and 3) Snow Canyon Parkway/Snow Canyon Drive Intersection Roundabout-- 289.5.** Diane Lamoreaux provided copies of the final FY 2009-13 TIP and outlined the transfer of funds on the Southern Parkway which was made during September. A handout was provided of programming from last year including the STP and Small Urban monies. The handout contains STP monies which were programmed in the out years. It was explained that programming of the STP money for 2010 is pretty much set. Funds programmed for 2010 include: **1) Hilton Drive/Blackridge Drive, \$188,000--** Funds have been committed through a pre-agreement on this project; **2) Southern Parkway MP2 to River Road, \$478,000--** Project funds have also been committed; and **3) ITS St. George City, \$150,000--** Allocation programmed on an annual basis. Lowell noted that the MPO has generally programmed 90% of available annual funding for St. George STP and Small Urban. However, UDOT has asked that the group program only 80% this year. Larry Bulloch asked for an explanation of how the MPO receives small urban funds. Lowell indicated that until a few years ago, UDOT had managed these funds in one lump. The MPO had not previously been programming Small Urban funds. As per direction from UDOT, the MPO is now responsible for

programming these funds which constitute the MPO urbanized area share of statewide funds. Small urban funding in the amount of 561,000 is available for programming today. Last year the MPO choose not to program funding in out years because of the potential of federal fund recisions. Kelly Lund, FHWS, commented that it is uncertain if funding for this year will hold but he encouraged the group to program funds today.

Rick Torgerson mentioned that a scoring piece was included for cost benefit ratio which was not included in any of the project information. His scoring did not reflect numbers in this particular category. It was noted that it would be difficult to put a cost benefit ratio to these projects. Lowell asked members how they looked at this piece of criteria in terms of scoring projects. Dave Demas indicated that he looked at projects with an assumed cost versus what he would assess as the benefit in the absence of a cost benefit analysis. It is difficult because the benefit of all projects can be seen and two have a large dollar amount associated with their projects. The group noted that funding is accumulated over a number of years before many projects can be addressed with the limited amount of funding received by the MPO. Dave Glenn commented that Ivins City does not plan on moving forward with their project for about 4-5 years. Members questioned if Ivins City really wants to use federal funding for this particular project. Along with federal funds come all of the associated requirements including environmental clearances and right-of-way acquisition issues. Mike Shaw noted that a number of projects in Washington City have been funded with local funds to avoid federal requirements. Chuck Guillette commented that two of the properties will require purchase and the other two are commercial projects where some type of exchange could occur.

Mike Shaw questioned whether new projects had to be submitted each year. Lowell responded that this has been the process to resubmit any projects which were not funded in the previous year. Members suggested that an unfunded CD list be developed for use in funding projects. This would eliminate the need to provide concept reports for previously submitted projects. After development of the list, project information could be discussed and updated to reflect cost increases on an annual basis. It was noted that this may also be helpful for submission of information in conjunction with a Stimulus package. Staff will work to develop a list prior to the January 7th meeting.

Consensus of the group was to proceed with programming the Small Urban money (\$561,000) today. Dave Demas posed several questions to Ivins City in regard to a documented safety problem or accidents at that specific intersection, whether a signal warrant study has been completed, is there a determined level of service from this study, projections, etc. These types of information would have been helpful in scoring the project and may have resulted in a higher score.

Larry Bulloch commented that he would have rated Dixie Drive higher than the Red Hills Parkway Interchange except for the fact that UDOT has frozen state money for that project. It is hard to determine at this point where UDOT is heading with funding future transportation projects. These projects are equally critical for St. George but it would be difficult to program money into Dixie Drive given that UDOT funding is frozen. His scoring rated Red Hills Parkway higher for that single reason. Rick Torgerson responded that things will be uncertain until after the legislative session. At that time, there will be a better understanding of where funding for transportation will fall into the state budget. UDOT has currently put \$3.9 billion dollars of projects on hold. If they were to get back the \$2.5 billion dollars as proposed in the Governor's budget, it is incertain if the Dixie Drive project will survive as projects are re-prioritized. If the Dixie Drive project does not survive, the question then becomes whether to shift resources back to the Bluff Street corridor which becomes a greater issue. He noted that the state received an earmark of \$456,000 for Dixie Drive. Legislation specified that funding be used for the environmental document. Lowell commented that

the group should consider dropping the Dixie Drive alignment off the list for this year. Larry Bulloch asked if the state has considered any funding for the interchange at Bluff Street and Red Hills Parkway. Rick Torgerson responded no because the project would not fall into the long range plan and TIP list. Larry Bulloch explained that the intersection is a huge safety issue and there has already been one fatality at this location. Rick indicated that the Transportation Commission looks at the long range plan Phase I list which is then taken into the TIP prioritization process. This process includes four components as follows: 1) Capacity improvements; 2) New interchanges; 3) Existing interchanges; and 4) Major capacity. To date, the commission has funded mostly major capacity projects and there has been no attempt to prioritize interchanges. Larry requested that this project be included on future lists for scoring. It was noted that the majority of interchanges on the list are on I-15 and not an arterial interchange. It would be helpful if this project was included on the Dixie TIP. In summary, Larry Bulloch commented that the Red Hills Parkway Interchange project will require additional money and it may be helpful if the MPO support is reflected. This will at least allow the project to be placed on UDOT's list for prioritization and scoring. Funding programmed in 2010 would be available for design of the interchange. It would be cleared environmentally and ready to go at that point.

MOTION WAS MADE BY MIKE SHAW, SECONDED BY LARRY BULLOCH, TO ALLOCATE \$150,000 TO THE IVINS CITY SNOW CANYON INTERCHANGE ROUNDABOUT AND \$411,000 TO THE RED HILLS PARKWAY GRADE SEPARATED DIAMOND INTERCHANGE. MOTION CARRIED UNANIMOUSLY.

Rick Torgerson mentioned that if the Ivins project does go on the TIP and get approved the city will need to be very careful about right-of-way acquisition. If this is approached wrong it would create a big problems, especially with the environmental document. The group discussed the possibility of doing a CadX document for this project. It was noted that once the project is approved the city would have to go through the federal process to acquire the right-of-way. It would be best to have all of the right-of-way secured prior to receiving the project approval next October. Larry Bulloch explained that St. George City is having to go through this process on Hilton Drive and noted that it is very painful. Rick indicated that the process is basically offering fair market value for property acquired. He suggested that perhaps the UDOT right-of-way staff person could work with Ivins City to make sure that this is done appropriately. Dave Demas pointed out that a CADX may be a problem because there is some road realignment. Another questions is whether Federal Highways will approve a roundabout without going through other additional analysis.

OTHER BUSINESS

The group discussed the Transportation Expo which is scheduled for February 3, 2009 at the Dixie Center from 11:30 a.m. to 7:00 p.m. Larry Bulloch asked how many jurisdictions would have booths at the Expo. Washington City indicated that they would have 2 booths, Ivins City will have one booth, UDOT will have a booth for each project, Horrocks Engineering will have two booths (one for the Phase III study), BLM, the RPO, the trails group, and the Dixie MPO will also have booths. Booth requests should be sent to Miriam Palma, St. George City. Mike Shaw indicated that they will be checking with the leisure services department to see if they would like to have a booth for trails. Lowell mentioned that there will be a lunch at the cost of \$8.00 which should be paid as requests are submitted to Miriam. It was suggested that popcorn and bottled water would be less costly as a refreshment, and it may be possible to get Mt. Olympus to donate the water.

Rick Torgerson provided a brief update in regard to general fund projects as follows: **1) Dixie Drive--** UDOT is proceeding through the draft EA review but no public hearings will be held. The document will be reviewed internally and then shelved at this point; **2) Southern Parkway Phase**

III-- UDOT has released \$50,000 for this study and staff will be working on some internal design to help facilitate needs. Phase 5 money has been placed on hold. However, work will proceed to complete the aerial mapping for the entire corridor which will cost approximately \$130,000. Targets were done by UDOT for the control. Mapping will be available for the entire parkway which can be used to do some alignment work in house. There will also be money to pay for the value capture work; **3) Region 4 Projects:** There are various projects in the region where UDOT is trying to reach the next milestone at which point projects will be shelved. This can hopefully occur in a fashion where a lot of value is not lost. All projects will be re-prioritized after the legislative session. One reason for UDOT putting projects on hold was a number of projects would have been out to bid prior to the next legislative session and they did not want to bid any projects on the ground that may not be their highest priority given funding decreases. This action impacts two other major projects in the area: 1) Telegraph Road and 2) SR-9 in Hurricane. However, work on the roundabouts at Bloomington will proceed.

Larry Bulloch asked about the Valley View Bridge and the projected funding amount which was included on the Stimulus list. Rick Torgerson explained that the Federal Highway Administration has requested that UDOT categorize their \$11 billion dollar stimulus project list as A, B, or C depending on where projects stack up in terms of being ready to proceed with funding through a planned stimulus package. Projects on the "A" list are ready to proceed and have full federal clearance. Those included on the "B" list are projects that are close to being released but may need some additional NEPA work to proceed within 90 days. The "C" list would include projects which may be impacted by federal land transfers or program management issues, but still have full federal approval. He encouraged DTAC members to provide input on prioritization of projects in this area. The Valley View Bridge project funding was increased on the stimulus list to \$7 million. At this point, the stimulus package can go several different ways and it is all up to Congress. The Southern Parkway project is included on the stimulus list with Phase three as a B, Phase five as a B, and Phase four as a C because of the federal land transfer which needs to occur. It is anticipated that this project could be accomplished through the use of a design build contract. Members noted that the stimulus package will also include funding for infrastructure projects such as water, storm water, sewer, etc. Kelly Lund pointed out that the SAFETELU bill ends this year and the new authorization of this bill is also entering into discussions. Members noted that it would not hurt to have contact with the congressional delegation to seek support of local projects. Mike Shaw requested that Telegraph Road be included on the stimulus list. He noted that environmental work has been completed and the project is ready to move forward. Rick Torgerson requested input on any projects which should be included on the stimulus list by tomorrow.

NEXT MEETING

The next meeting is scheduled for Wednesday, January 7, 2009 at the Five County Association of Governments Office, Conference Room, beginning at 1:00 p.m.

Meeting adjourned at 2:35 p.m.