

Public Works Director



Derrick A. Radke, P.E.

## MEMORANDUM

February 1, 2018

To: Summit County Council  
Thomas C. Fisher, County Manager

From: Derrick Radke, PE - Summit County Public Works Director  
Caroline Rodriguez – Summit County Regional Transportation Planning Director

Re: County Council Intercept Parking Discussion

### **Background**

Summit County's strong economy and desirable location has led to astronomical growth in both jobs and visitors. Over the last decade, the number of jobs available in Summit County has grown by at least 40 percent. For comparison, the number of jobs statewide (recognizing Utah as the fastest growing job market in the nation) has increased by 15 percent. In addition, we lack the available, affordable housing stock to meet the needs of our workers. As such, more and more people are commuting into Summit County from points outside. We know from both anecdotal evidence and Census data that significantly more people work in Summit County, but live outside the County and vice versa, than both live and work in Summit County.

In addition to the job growth, the number of daily and overnight visitors to our region continues to increase. During the previous winter seasons, these visitors more than doubled the population of the greater Park City area at any given time. Even during the "shoulder season," (April - June and September – December), visitors account for more than 40 percent of the total population.

Between 2010 and 2015, daily vehicles trips on SR-224 and SR-248 increased by an average of 10.5 percent, or nine percent and 12 percent respectively. On I-80 between Parley's Summit and Jeremy Ranch, the primary interstate connecting to SR-224 at Kimball Junction, UDOT estimates that traffic during those same years has increased by 15 percent. And finally, at SR-248 between Kamas and Quinn's Junction, traffic has increased by ten percent.

In 2014, Summit County retained a consultant to reexamine the County's Long Range Transportation Plan for the Snyderville Basin. The general conclusion of that updated plan was that the County needed to make a significant investment in infrastructure, and/or in significantly increase transit opportunities and transit-related infrastructure. In 2015, both the County and Park City hired transportation planning staff members to assist Public Works staffs in defining and implementing strategies to mitigate vehicle congestion. Shortly thereafter, the County and Park City created a joint transportation task force to figure out how to manage the ever growing congestion issues along our major transportation corridors and how to fund the necessary improvements to support these efforts.

Based on these facts, and the work of the task force, the County Council placed two sales tax initiatives on the ballot for the voters of Summit County to generate much needed resources to help mitigate the congestion issues. The mantra of the Transportation and Transit Sales Tax Initiative, and the County Council Strategic Goal became: [Create] “A transportation system that connects people to jobs, services and communities while limiting congestion” utilizing solutions that do not involve “adding more pavement” to our road network and that allow us to take matters into our local governments hands to solve the problems the way we want them solved”. Priority strategies include adding and improving alternative modes of transportation such as improved/increased transit service (Electric Xpress), Bike Share (E-Bike network), new and/or interconnected transportation trail system, and intercept parking locations. Roadway and intersection improvements are included in the project plans, provided they increase the efficiency of alternative transportation modes (HOV lanes, bike lanes, and free flowing intersections to improve transit frequency).

In addition to the Council’s current Strategic Plan for Transportation, directly related is their strategy to develop and implement proactive initiatives to advance smart community design, require development that is sustainable, and manage the problems associated with regional growth. Summit County and the greater Park City community continue to evolve and change. Much of this change has arrived by single occupancy vehicles and along with it a number of complex problems to be solved. Among the biggest—traffic congestion during the peak periods.

Carefully considering how best to move traffic is a vital element of community design. Managing the manner in which we transport ourselves, as well as our guests and visitors, is critical to maintaining our environmental quality, resort economy, and our quality of life.

High-performing transportation systems are interconnected webs, linking people, neighborhoods, work centers, service areas, and community amenities. High-performing transportation systems contemplate the efficient and convenient use of all modes—transit, automobiles, pedestrian, and bike. Well thought out facilities in the proper locations that connect people and desired destinations are the key.

### **Identifying Solutions**

Prioritized projects have been presented to the Summit County Council on several occasions. The current discussion will concentrate on proposed intercept parking lots (Park & Ride) and how those lots fit into staff’s overall vision for the transportation network.

One of the potential pieces of the regional transportation web; specifically, the concept of “intercept parking lots” was developed by the interjurisdictional transportation group working on the transportation puzzle. In theory, the idea is relatively simple—intercept single-occupancy vehicles and their occupants before they become part of the traffic congestion problem. The goal is to:

- Capture vehicles before they reach Kimball Junction at SR-224
- Capture vehicles before they reach the Park City municipal limits on SR-248 and
- Provide the occupants with predictable, efficient, and affordable alternative transportation to their destination

The idea also involves targeting these facilities and services for local resort and local business employees. The potential Canyons Assessment Area funds are a great example of a means to help

offset the cost of construction, maintenance, and operation of these improvements and services. Over the last year or so, staff facilitated discussions with Park City Municipal, UDOT, local resorts and business leaders, Park City School District, and citizens to explore potential intercept lots facilities along the I-80 corridor. In addition, in 2016, the County Council and Park City Council appointed a Blue Ribbon Citizens Advisory Committee (“committee” or “CAC”) on Intercept Parking Solutions the intent of which was to advise the City and County on the development and implementation of sound, feasible, and cost effective community-wide Intercept parking solutions through constructive community engagement. The work of this Committee was previously discussed offline with the respective Councils, and is included herein as support to staff recommendations. A detailed summary of the committee and their process and recommendations is also included as Exhibit “A”.

After eight months of work and out of a universe of 14 available parcels, the Committee identified three high priority sites and outlined several strengths and weaknesses for each: Park City Tech Center, Ecker View Area, and Richardson Flat “park-and-ride”. In the opinion of County staff, while a large lot at Richardson Flat Road currently exists, it’s intended use was never as a public park-and-ride location, rather as a construction mitigation measure, so it is difficult to access and is currently only used during large events with limited transit service. Park City Tech Center does not currently have this shown as a use in their master plan; however there is currently a Master Planning effort for all of Kimball Junction underway that may make a recommendation regarding large scale park-and-ride facilities.

The Park City Tech Center may become a viable location for the second Park and Ride opportunity after Ecker. To make this location viable, we must, in addition to modifying the Master Plan, concurrently solve some of the choke points for congestion, such as the intersections of Ute Blvd. and Newpark/Olympic Parkway, and the Kimball Junction Interchange. It may also be necessary to develop another means of accessing Kimball Junction and the commercial areas west of SR-224 to bypass those existing intersections.

The Ecker View Area has been the primary focus of the County’s (Transportation and Public Works staff) first meaningful/large scale park-and-ride, primarily because of its current use, availability and that it is one of the few open/available parcels between Salt Lake City and the greater Park City Area.

Another recently identified (and acquired) parcel is Cline Dahle property located on Rasmussen Road near the Jeremy Ranch Elementary School. The Cline Dahle site is currently being evaluated for a potential workforce housing with associated transit center project.

Both the Ecker View and the Cline Dahle site were selected for further staff examination because of location, land availability, property size, and suitability for development.

Staff is currently developing plans for the Ecker site, which in our opinion has the best chance for early implementation. From staff’s perspective, the Ecker View Area has the following advantages and disadvantages:

#### Advantages

- Located close, but still outside the Kimball Junction area and able to intercept workforce commuters, day-skiers and other daily visitors
- Available: UDOT is supportive of the change of use provided some truck parking is

maintained, and the County operates and maintains the park-and-ride area (one less thing for them to maintain)

- Connected to Alternative Transportation Modes
  - Transit - Existing route from Jeremy/Pinebrook to Kimball Junction Transit Center. An express route is easily implemented.
  - Transportation Trail: The existing Kilby Road Trail runs from Summit Park to Kimball Junction. Improvements to the trail system on the Jeremy Ranch side of I-80 along Rasmussen Road and others will be made via the Jeremy Ranch Interchange/Intersection Round-About Project.
- Accessible – Though we had originally wanted to make a direct connection for inbound traffic to the park-and-ride lot to make access as convenient as possible, Federal Highways has denied our request until such time as a full interchange is built at this location and access can be from the interchange, and not directly from I-80. Improvements to Kilby Road, which would have needed to be made in the not too distant future, and the improvements to the Jeremy Interchange/ Intersections, can make access nearly as convenient.
- “Expectable” – It is already a parking lot. Any other parcel that might be suitable would likely be in the view area along I-80 and meet public resistance.
- Partnerships – It is highly likely that the County can work with some of the large employers to build (at the employers expense) dedicated employee parking spaces. Large employers would have an opportunity to bring their own shuttles into the parking facility should the public transit system not provide the timing required by the employer.

#### Disadvantages

- Proximity to Ecker Middle School and possible new school site development.
- Added traffic: Approximate 450 parking spaces will add traffic to Kilby Road during the peak AM and PM periods. However, with the proposed improvements to Kilby, the roadway will still function within acceptable standards.
- Transit transfer – It is likely that transit passengers would have to make a transfer at the Kimball Junction Transit Center, at least in the short term.

Final design efforts are currently underway, though the process has been slowed by a shortage of internal engineering staff. Money has been budgeted in 2017 & 2018 to begin and complete the work on the facility.

There are two other park-and-ride projects that are being contemplated in the Jeremy area, both of which complement the use of the Ecker View Area as a park-and-ride. The first is an expansion of the existing Jeremy Ranch Park-and-Ride. Because the design of the roundabout project re-routes east bound traffic along Rasmussen Road to the south of the existing park-and-ride, the existing roadbed can be converted into parking spaces. This will add around 25 spaces. As discussed above, the other project is the recently acquired Cline-Dahl property that is currently being master planned. This project may include park-and-ride opportunities as well.

In order for these pieces of the web of transportation solutions to be effective, traffic must be able to easily flow into and out of them. The final concept level design of the Jeremy Ranch Interchange/Intersection Round-About was designed to handle traffic growth through 2040. The

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modeling for that project was completed prior to the identification of the Ecker and Cline-Dahle Intercept lots. Recently, the County Engineer had the same firm re-model the traffic flows to include these two new facilities. The additional traffic anticipated to use the facilities is predicted to function within acceptable Levels of Service, except during the PM peak hour on the Jeremy Ranch side and only in the “High-Parking” scenario at Cline-Dahle. These traffic models also indicate improvements to Kilby and Rasmussen roads are required. The “High-Parking” scenario is Option 4B of the University of Utah, Cline Dahle Capacity Study. This option estimates 268 Park and Ride spaces and 1280 parking spaces in total. In contrast, the “Low-Parking” scenario is Option 2A that has 182 Park and Ride spaces and 1054 parking spaces in total.

It should be noted that the difference in the delay in the PM peak hour between the “Low-Parking” and “High-Parking” scenarios is approximately 33 seconds.

The following table summarizes the Jeremy area projects that need to be constructed in order for the first round “web” of transportation solutions to be as effective as possible.

<b>Jeremy Area Transportation Initiative Project Implementation Plan</b>			
<b>Project</b>	<b>Transportation Mode Improvements</b>	<b>Project Delivery Goal</b>	<b>Project Cost</b>
Jeremy Ranch Round-About	Congestion, Ped/Bike, Transit Flow	2018/19	\$6.5M
Ecker P & R, Phase 1 - Open/General Parking (320)	Congestion, Ped/Bike, Transit Connection/Express, EV Charging	2018	\$3.4M
Ecker P & R, Phase 2 - Employer Parking (175)	Congestion, Ped/Bike, Transit Connection/Express, EV Charging	2018/2019	\$1M
Kilby Road Improvements (Ecker to Jeremy Ranch)	Congestion, Ped/Bike, Transit Flow	2018/2019	\$3.5M
Cline-Dahle, Phase 1 - Park & Ride (200 +/-)	TOD, Ped/Bike (E-Bike), Transit Connection/Express, EV Charging	2020/2021	\$1.65M
Rasmussen Road Improvements (Jeremy to Cline-Dahle)	Congestion, Ped/Bike, Transit Flow	2022+	\$3M

We look forward to discussing the intercept parking concepts and projects. Your input and direction will be very valuable. Should we not be able to answer some of your questions and concerns, we are happy to return in the very near future to readdress this issue. If you have any questions prior to the August 2<sup>nd</sup> meeting, please contact me or Caroline.

Attached (Exhibit A)

CC: file (C:\Users\DRadke\Documents\MyDocs\Public Works\sb-transportation mp\park-ride\cc-park-n-ride disc v3 7-28-17 final.doc)

## EXHIBIT “A”

The Blue Ribbon Citizens Advisory Committee (“committee” or “CAC”) on Intercept Parking Solutions was a volunteer advisory group to Summit County and Park City that met monthly from January to December of 2016. The CAC did not set regulations or policy and did not have independent duties or authority to take actions or make any recommendations that will bind the City or County. As a volunteer advisory group, the members of the committee made recommendations based upon members’ expertise and experience, together with community input and engagement. The intent of the committee was to advise the City and County on the development and implementation of sound, feasible, and cost effective community-wide Intercept parking solutions through constructive community engagement.

During the month of January 2016, the committee outlined five objectives that would govern the process, as follows:

- Reduce congestion on entry corridors through the construction and utilization of Intercept park-and-ride lots for transit riders, carpoolers, and cyclists
- Identify strategic Intercept parking locations that are safe, accessible, and attractive to residents, commuters, and visitors
- Identify public and private land that is not within sensitive areas and/or designated open space and that are adjacent to or could be served existing transit routes or private shuttles
- Identify areas that minimize adverse impacts to adjacent property owners, the natural environment, and wildlife associated with noise, trash, stormwater/drainage, and light pollution
- Make final recommendation to City and County staff on high priority locations that can be acquired, if necessary, and constructed in 1-3 years

The committee utilized a, 5-step structured prioritization methodology to identify sites and build its recommendations.

### Step 1 – Identify Potential Sites

The committee identified a broad list of fourteen potential sites for inclusion in the assessment. In the initial stage, the committee attempted to include sites both practical and aspirational to ensure that the report represented more than shared conventional wisdom among participants.

### Step 2 – Document Site Characteristics

Over numerous sessions, the committee undertook an exhaustive exercise to document the “characteristics”, or attributes, of each site. The purpose of this step was to document a shared understanding among committee members about each site option, to be used as reference going forward. Sites were attributed across a matrix of 20 characteristics, such as size, customer segments served, speed-to-value, scalability, and risks.

Description of the site against a common set of data attributes allowed them to be compared objectively during prioritization, and provoked the committee to address questions about each site

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that may have been missed otherwise. Questions that could not be answered often provoked the committee to request data to fill in these gaps.

### Step 3 & 4 – Document Prioritization Criteria and Prioritize Sites

Building from the characteristics compared across sites in Step 2, the committee identified the attributes that would be most critical to success, and prioritized the sites based on these attributes.

Sites were then prioritized and discussed as a group.

### Step 5 – Finalize Recommendations

The committee finalized the prioritization of sites, along with a set of critical “success factors” common to most or all sites. Regardless of site selection, the committee highlighted a set of important steps the council should take to ensure successful adoption of Intercept parking. From the beginning, committee members emphasized and agreed that the location of Intercept parking was only **one of many** factors in driving success.

### **Outcome**

The committee identified three preferred Intercept parking sites, each serving a distinct travel market, without officially prioritizing one site over the other and listed the strengths and weaknesses of each site. They were also clear in outlining the overarching concepts that drove their decision making, including:

- a) Different parcels serve different markets: Primarily concerned with workforce, tourist, and event traffic coming from I-80 (Salt Lake area), and predominantly workforce traffic coming from outlying SR-248 and U.S. 40 (Heber, Kamas and Oakley). However, each parcel should potentially plan on serving all markets, in order to maximize utilization.
- b) Parcels **and the transit system** should work together to create a cohesive system
- c) Transit/mode access is imperative to success; During peak season and special events, transit schedules/wait times should be comparable to the long term parking lots at Salt Lake International Airport. Consideration should be given to dedicated buses with direct routes to obvious core destinations, i.e. ski area bases, P.C. Transit Center, and special event locations. Each parking area must have good access to the lot, as first impressions will go a long way toward positive public perception and long term success.
- d) Group decided that multiple smaller lots could be implemented relatively quickly to address short term needs; however, our group focused more on longer term, permanent solutions, including larger lots that could intercept larger volumes of ski and workforce traffic, creating a greater impact.
- e) Guest services such as rentable ski and bike lockers will be important for residents and bike commuters to utilize the Intercept parking lots on a consistent basis. Valet services to help with skis could be located at designated drop-off points within the parking area. Heated bus

shelters, restrooms, Intercept event and ski ticket/pass vending machines available at parking sites. 24-hr security patrols would also be helpful.

Each of the three parcels, as well as the strength and weakness of each parcel, is listed below.

*Park City Tech Center Lot (Eastbound Traffic)*

Strengths

- Adjacent to potential expansion of transit center currently being constructed
- Very good access via multiple ingress/egress points to the parking structure and multiple access points to SR-224 (Ute Blvd. and Olympic Park intersections)
- Could also use Landmark Drive to access Jeremy Ranch intersection
- Could be public/private partnership with Boyer Company/future owner to address future employee parking needs at PC Tech Center
- Can be a large, multi-level parking structure accommodating large volume of vehicles
- Adjacent to other existing public facilities and extensive trail system for residents and workforce commuters

Weaknesses

- Most users will want to use transit through Kimball Junction
- Structured parking would be required in order to maximize available space
- Existing development agreement issues regarding public parking structure?
- Parking structure won't be visible from highway; wayfinding will be important
- May have to provide employee parking for PC Tech Center lot that is located along SR-224 between Richens Building and existing Tech Center building
- May require roadway improvements in Kimball Junction area to accommodate future growth, including expanded roadways, additional parking, and possible additional interchange at I-80

*Ecker View Parcel (Eastbound Traffic) – Note: During the time of this committee, it was assumed that the Ecker View Parcel could be accessed by private vehicles directly off I-80.*

Strengths

- Good visibility from I-80
- Intercepts Salt Lake traffic prior to Kimball Junction
- Kilby Road could be used by buses to bypass most of Kimball Junction

Weaknesses

- Coordination with UDOT required to use existing view area as access point. Site could be retained by UDOT for other potential future uses, including interchange.
- User must “double back” and use Kimball Junction interchange to travel back to Salt Lake
- Guest services will be very important here to convince users to return

*Richardson Flat Parking Lot (Westbound Traffic)*

Strengths

- Existing facility, limited improvements would need to be built within the parking lot

Weaknesses

- Indirect/limited access from US-40 and SR-248, slip ramps should be considered
- Poor visibility of site would require wayfinding
- Potential traffic signal would likely be required on Kearns Blvd.