



Regional Transportation Planning

AMENDED STAFF REPORT

Date: July 26, 2016

To: The Joint Meeting of the Summit County Council and the Park City Council

From: Jack Thomas, Park City Mayor; Tim Henney, Park City Council Member; Roger Armstrong, Summit County Council Chair; and Chris Robinson, Summit County Council Member; supported by Derrick Radke, Public Works Director; Caroline Ferris, Regional Transportation Planning Director; Alfred Knotts, Transportation Planning Manager (PCMC); Matt Dias, Assistant City Manager (PCMC)

Re: Subcommittee Recommendations for Transportation Solutions and Funding to the Joint Councils

Background

During the past year, staff has been speaking to Council(s) and our community about traffic congestion along key corridors throughout our area. Our 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 have increased greatly, 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. Because we lack available housing stock to meet the needs of our workers, more and more people are commuting to 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. The same is true for Park City, but by a more significant split.

In addition to the job growth, the number of daily and overnight visitors to our region continues to increase. During the previous winter season, these visitors more than doubled the population of Park City 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.



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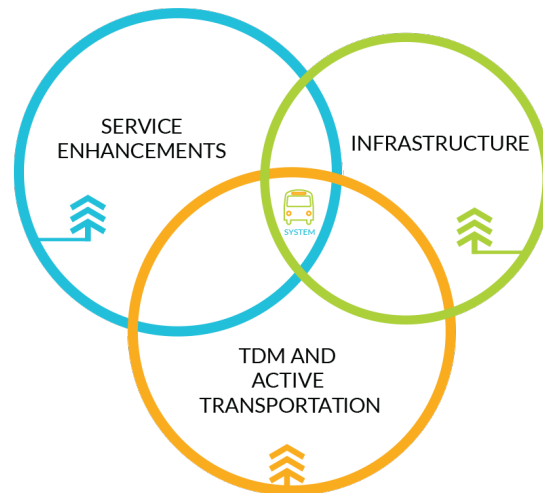
Projections indicate these trends will continue on an even stronger upward path. Failure to address our congestion now, whether through lack of appropriate investment, deferred maintenance, or apathy, will lead to compounded problems in the future. Growing problems such as 15 to 20 minute travel times along SR-248 that should take five to seven minutes; travel times from Kimball Junction to Park City that take over 40 minutes when it should be an easy 15 to 20 minutes. This congestion occurs because the every day peak hourly volumes of nearly 1,200 (SR-248) and 1,800 (SR-224) vehicles per hour on roads exceeds the maximum carrying capacity of 1,400 and 2,200, respectively.

Our Councils and citizenry have expressed a clear desire to seek solutions that do not involve “adding more pavement” to our network and that allow us to take matters into our local governments hands to solve the problems the way we want them solved.

In that regard, staff offers the following strategy.

Proven Planning Approach

Our combined “transportation team” has been working hard to implement a regional approach to transportation planning; one that centers on the County and its municipalities molding our own future through programs that are appropriate for our rural community with urban demands. This comprehensive, regional approach involves presenting a combination of programs, projects, and infrastructure that work in unison to build a more effective transportation network.



Identifying Solutions

Summit County, Park City, and the local Council of Governments (COG) are committed to on-going collaboration and finding effective solutions to current and future traffic congestion. To this end, the Summit County Council and the Park City Council, respectively, formed sub-committees to 1) identify transportation projects that would be cost effective and implementable and 2) analyze available funding transportation funding mechanisms. Over the course of six months, each sub-committee met separately; with their respective councils; and then jointly, to discuss both project and funding options.



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As a result of these sub-committee’s research and deliberations, Summit County and Park City, in consultation with the COG, developed a list of eight priority transportation projects that can be implemented over the next six years, along with corresponding funding sources. A list of those projects, proposed timelines, and estimated costs are included in the tables below.

The potential funding sources discussed were reported in previous staff reports and included various taxing options as well a possible parking management scenarios, inclusive of paid parking. From the list of eight latent funding mechanisms available to Park City, Summit County, or both, the sub-committee ultimately determined that two separate taxes, each limited to specific uses, employed together, would be most effective in meeting our transportation funding needs. Both the Additional Mass Transit Tax and the County Option for Transportation require an affirmative ballot initiative.

The *Additional Mass Transit Tax* (UCA 59-12-2214) is a countywide sales and use tax available to be used for transit operations, only. The 0.25% sales tax, or equivalent to one cent for every four dollars spent, does not apply to food items or gas and is estimated to generate approximately \$4.1 million annually. Based on the subcommittees’ list of projects, the Additional Mass Transit Tax could fund the following priority projects, removing approximately 1,500 individual vehicles from our primary corridors, per day, or 570,000 vehicles annually:

Project Description	Project Cost	"Cars Off the Road" (per year)*
Increased Bus Frequency/Service		
SR-224 Express (to Jeremy 2018)	\$ 2,010,000	166075
SLC/PC/SC Connect	\$ -	36500
Park City (Internal)	\$ 760,000	18250**
Kimball Junction Circulator	\$ 600,000	33215
Kamas to PC	\$ 280,000	13870
SR-248 Express	\$ 450,000	292000
Neighborhood Transit Connections	\$ -	7300**
	\$ 4,100,000	570,000

*Per Draft Park City and Summit County Short Range Transit Development Plan prepared by KFH Group

**Estimated

Use of funds generated through the Additional Mass Transit Tax would be governed by a Memorandum of Understand (MOU) between Park City and Summit County that staff is currently refining, outlining regionally significant projects and how funds from this source would be applied to future transit projects after the listed projects are in place through 2019.



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The *County Option for Transportation* (UCA 59-12-2217) is a countywide sales and use tax that can be used to fund transportation infrastructure improvements, only. The 0.25% sales tax, or equivalent to one cent for every four dollars spent, does not apply to food items or gas and is similarly estimated to generate approximately \$4.1 million annually. Projects under this funding program must be included on a COG-approved transportation plan.

In addition to the infrastructure improvements funded under this option, and in an effort to address the lack of available maintenance funds in smaller areas, staff is developing the Summit County Small Municipality Transportation Improvement Fund Grant Program (TIFGP), which will provide up to \$250,000 (80 percent of project cost) annually to the County’s small municipalities for transportation construction projects. The TIFGP would be administered directly by the COG and awards would be issued via a criteria-based project selection process.

Based on subcommittees’ list of projects, the County Option for Transportation could allow us to move forward with the following priority projects, removing approximately 1,650 individual vehicles from our roads, per day, or nearly an additional 600,000 annually:

Project Description	Project Cost	"Cars Off the Road" (per year)*
Transit Priority Infrastructure & Remote Parking		
Jeremy/Ecker Remote Parking #1 (250 sp)	\$ 1,830,000	91250
Jeremy Interchange/Intersection Imp	\$ 3,350,000	
Kilby Road Widening (Ecker to Jeremy Interchange)	\$ 4,210,000	
Transportation Demand Management (Bike Share, Parking Management, Wayfinding, Incentives)	\$ 500,000	18250
SR-248 HOV & Safety Project	\$ 12,000,000	292000
Richardson Flat Access Improvements	\$ 8,290,000	
Jeremy/Ecker Remote Parking #2 (250 sp)	\$ 5,600,000	91250
Jeremy/Ecker Remote Parking #3 (300 sp)	\$ 2,350,000	109500
Small Cities Grant Program	\$ 250,000	
	\$ 38,380,000	600,000 **

*Based on maximum available remote parking spaces developed

**Amount to be Bonded for over 10 to 15 years

As previously indicated, neither the Additional Mass Transit tax nor the County Option for Transportation apply to food purchased for home preparation or gasoline. Further, historical sales tax data reveal that visitors to Summit County pay 51 percent of all sales tax receipts. Within Park City, the visitor share of sales tax is 90 percent.



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Community Outreach and Feedback

Engaging community stakeholders in decision-making is critical for any public entity to successfully meet its goals and provide the best project and/or services to the public. Summit County and Park City have been engaging with the community for nearly six months - - meeting with community groups and organizations about a regional transportation approach. The meetings have included:

- Greater Park City Transportation Management Association (GPCTMA)
- Historic Park City Alliance
- Kimball Junction Business Association
- Park City Board of Realtors
- Park City Chamber Bureau
- Park City and Snyderville Basin Planning Commissions
- Park City School District
- Sunrise Rotary

In mid-May, the County hired Wilkinson Ferrari & Co. to assist in a formal public engagement program to seek input and share information about the future of transportation for the County. The firm teamed up with Y2 Analytics and Strategies 360 to develop and implement an outreach program for Summit County's Comprehensive Transportation Initiative.

The three-pronged approach includes:

- Interviews with business and community leaders
- Countywide public opinion research
- Web-based questionnaire

The goal has been to educate about a regional and comprehensive approach; to understand current attitudes and opinions about transportation issues and their impact on quality of life; to determine attitudes towards specific elements of the plan; and to measure the public's willingness to invest in road improvements and transit enhancements.

Stakeholder interviews

The team has interviewed more than a dozen community leaders including members of the press, business leaders, resort representatives and members of the community-at-large. Key findings from stakeholders were as follows:

- Transportation is a top-of-mind issue for every stakeholder interviewed
- Stakeholders are looking to the County and Park City for cooperation and solutions. They have above-average trust that the two entities can and should work together to



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address the growing issue of traffic and transportation. Demonstration of future coordination is critical.

- Stakeholders generally believe that the transportation problem is not a “visitor” problem, but rather a result of growth and more commuters traveling both in and out of the County each day.
- While most stakeholders were quick to cite SR-224 and SR-248 as major problems, they are more holistic in their description of possible solutions. Solutions offered most frequently include:
 - More remote parking for transit
 - Congestion “fixes” at key points (such as Kimball Junction interchange)
 - Expanded and more frequent transit
 - Coordination with resorts and other large employers

Opinion Survey

On request from Summit County, Y2 Analytics conducted a public opinion survey about regional transportation issues and potential solutions. This survey included 500 likely voters from the County list of registered voters and was fielded June 1-4, 2014 by live interviewers over the phone. The poll carries a margin of error of plus or minus 4.3 percentage points. Here are the basic findings according to Y2 Analytics:

1. Voters are generally pleased with the overall direction of Summit County. We asked respondents, "Do you feel things in Summit County are going in the right direction or the wrong direction?" A strong majority of voters chose right direction (56%) despite a common sentiment of pessimism about government effectiveness nationally. Residents of Park City and the Snyderville Basin were even more complimentary with 66% saying the County was on the right track.
2. Voters see growth and traffic problems as primary challenges for the future. When asked to name the most important issues facing the County, survey respondents overwhelmingly cited growth and traffic issues as their top priorities. 43% of likely voters mentioned growth, development, and planning issues while another 23% pointed to traffic and transportation issues. All in all, over 60% of primary concerns from voters were related to growth or traffic. One respondent said, "Traffic - it's a resort, so in the winter time there's no way to move cars." Another feared, "I don't think we can actually deal with the rapid influx of people."
3. County voters signaled willingness to invest in solutions to these issues. Our interviewers presented two potential solutions for traffic issues to respondents, both in the form of ballot propositions: one for road improvements and another for transit improvements. Both measures received majority support. 67% of likely voters supported roads investment and 58% of likely voters supported transit investment.



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Web-based Questionnaire

The consultant has created an online questionnaire to give the broader community a chance to weigh in on transportation issues. The site asks four simple questions:

- How important is it that we improve our transportation system in Summit County?
- How important is the role that bus service plays in our transportation plan?
- Do you prefer expanding our roads or making better use of the roads we have?
- In your opinion, what is the single greatest transportation need in Summit County?

The consultant team will continue to collect and compile community input to assist our transportation planning efforts. If the County Council decides to place a transportation measure on the ballot, the team will go back out to the public to ensure that our residents have the information they need to make a decision.

Next Steps

To move forward with the current initiative, the following actions are required:

- Now: Consider recommendation to County Council from the joint meeting of the Summit County Council and the Park City Council to proceed
- Ongoing: Staff level planning meetings; Council discussions
- Ongoing: Public information and education campaign to ensure effective decision making and transparency
- August 11: Park City Council considers resolving to support initiatives
- August 16: COG meeting with in-depth discussion of the initiatives
- August 17: First consideration of County Council to add ballot initiative(s)
- August 31: Last meeting available for County Council to consider adding ballot initiatives
- September/October: Public information meetings and voter information mailings
- September 2: County Council resolution received by State of Utah
- September 6: Last day that those wanting to provide pro- and anti- statements or rebuttals in the voter information mailings can file to do so with the County Clerk
- September 9: Ballot language received by County Clerk
- November 8: Election