



Memorandum

To: Town Council
From: Thomas Dansie
Date: August 6, 2021
Re: Downtown Transportation Study and Active Transportation Plan - Contract

Summary

The Town has been laying the foundation to complete a Downtown Transportation Study, as well as an Active Transportation Plan, for the past several months. The Town has been awarded funding from both UDOT and the Southwest Utah Public Health Department for these projects. Staff has selected Fehr & Peers, a transportation firm with expertise in both tourist community transportation and active transportation, to complete the project.

A copy of the scope of work, project budget, and contract is attached. Staff recommends the Council approve the contract and authorize the Mayor to sign.

Background

The Town has recently experienced a dramatic increase in traffic and parking congestion, particularly in the downtown area. There has been a coincident increase in bicycle and pedestrian travel. This has resulted in negative impacts on surrounding residential areas, conflicts between pedestrians/cyclists and vehicles, traffic flow issues on side streets in commercial areas, and other similar issues.

Staff held initial discussions with affected residents and other stakeholders in 2020 to discuss these issues. Those meetings consistently identified the need to have transportation experts provide analysis and recommendations on how to improve the transportation network in the downtown area.

Staff obtained funding from UDOT (\$40,000) and the Southwest Utah Public Health Department (\$10,000) to conduct a consultant study analyzing traffic flow, congestion, and active transportation in the Town, with an emphasis on the downtown area. Both of these funding grants require local match. The Council has included matching funds for this study in the current budget.

Because a majority of the funding for this project comes from UDOT, the Town can select a consultant from the UDOT consultant pool in lieu of going through the Town's typical procurement procedure (i.e. an RFP process). The Town has selected Fehr & Peers, a consultant in the UDOT consultant pool, to perform the Downtown Transportation Study and Active Transportation Plan.

Fehr & Peers has done work in Springdale and the Zion Canyon region in the past. Specifically, F & P completed the Town's first trail feasibility study in 2007, and more recently completed the feasibility study for the Zion Pathway, being promoted by the Zion Regional Collaborative. F & P has extensive experience in tourist and recreation area transportation planning. In addition to their work in Springdale

and the Zion region, they have done transportation planning in Moab, the Cottonwood Canyons (in Salt Lake City), Park City, Garden City/Bear Lake, West Yellowstone, Grand Teton National Park, and other tourist oriented destinations.

Contract

Fehr & Peers's proposed fee for the Downtown Transportation Study and Active Transportation Plan is \$69,850. As mentioned above, UDOT is supplying \$40,000 and the SW Utah Public Health Department is supplying \$10,000. The Town has budgeted for the remaining \$19,850 in the current budget.

A copy of the contract, scope of work, budget, and F & P staff bios is attached.

Staff recommends the Council approve the contract and authorize the Mayor to sign.

SPRINGDALE DOWNTOWN TRANSPORTATION STUDY & ACTIVE TRANSPORTATION PLAN

Work Plan July 30, 2021

EXECUTIVE SUMMARY

The following work plan addresses combined planning effort on behalf of Springdale, Utah. One element is for the downtown Springdale area (Part A), and the other is for an Active Transportation Plan (Part B). These two efforts are combined into a consolidated contract and work plan.

Over four million visitors travel through Springdale on their way to Zion National Park each year. There is only one main street through Springdale leading into Zion National Park, State Route 9 (SR9). In addition to serving as the only access into Zion National Park's South Entrance, this route is the main access for most of Springdale's businesses. Many residential properties gain access directly from SR9, and almost all residential subdivisions access directly from SR9. There are no traffic controls (signals, stop signs, or actuated crosswalks) stopping vehicles on SR9. This makes it difficult for drivers and cyclists to enter SR9 from side streets or business parking areas, and for pedestrians to cross SR9.

DOWNTOWN PLAN CONTEXT

Motor vehicle traffic congestion has increased significantly in the last several years, coinciding with large increases in visitation to Zion National Park. In addition to motor vehicular traffic, there have been increases in general visitation to Springdale, leading to commensurate increases in pedestrian and bicycle traffic in the Town. The increase in traffic has created negative impacts in Springdale. The Town wishes to find creative solutions to more efficiently and effectively move traffic through the Town's downtown area. The Downtown Transportation Study will develop strategies to help mitigate the negative impacts of increased traffic in the community.

Zion National Park operates a shuttle service, which picks up passengers at nine different locations in the Town and takes them to the Park entrance. This shuttle service operates at capacity most of the time. It is not uncommon for long lines to form at many of the shuttle stops in the Town as it takes several shuttle trips to transport visitors into the Park.

In partnership with Washington County, UDOT, the City of St. George, and other local governments in the County, the Town of Springdale is working toward implementing a public transit route between St. George and Springdale. This transit route will provide alternative modes for employees of local businesses, visitors to the Park, and residents to travel between St. George and Springdale.

In 2018, UDOT, in partnership with the Town of Springdale, reconstructed SR9. Many transportation enhancements were added to SR9 at that time: bike lanes, wider sidewalks, organized on-street parking, crosswalks, turn lanes, expanded lanes at the National Park entrance, and other improvements. These

improvements have helped improve the efficiency and flow of traffic in the Town. However, motor vehicle congestion, bicycle and pedestrian congestion, and excess parking demand remain difficult issues to resolve.

These issues are most apparent in the Town’s downtown area, where most of the Town’s businesses, restaurants, and hotels are located. There are several side streets that provide access to businesses. Most of these side streets are dead-end streets, so all traffic on the streets must enter and exit SR9 at the same location. The side streets that are not dead-ends continue into residential areas. Commercial traffic entering onto these residential streets creates impacts on Town residents. Side streets of particular concern include **Winderland Lane, Paradise Road, and Juniper Lane**. Springdale Elementary School is located in this area. **Traffic impacts on the school are a critical concern.**

Specific problems associated with the significant increase in traffic include:

- Traffic congestion on SR9, and increased difficulty for vehicles exiting side streets and driveways to access SR9 safely.
- A proliferation of e-bike use on SR9 and side streets.
- Pedestrians crossing SR9 at unmarked crossings.
- Parking congestion on side streets.
- Traffic impacts on adjacent residential properties (more vehicles on the streets, illegal parking, u-turns on residential streets, etc.)

Part A – DOWNTOWN TRANSPORTATION STUDY

STUDY TASKS

The Downtown Transportation Study consultant will accomplish the following specific tasks:

1.A. Existing Conditions Analysis:

A. Review of existing plans and available transportation related data: Upon review of available data, consultant shall identify information gaps and develop an approach to data collection and evaluation to close gaps in available information. The Town has the current data available:

1. Transportation Master Plan
2. General Plan
3. Land Use Ordinance
4. Collection of traffic, bicycle, and pedestrian counts at the intersection of Winderland Lane and SR9
 - a. Additional traffic counts may be available through UDOT
5. Capital projects and priorities list
6. Bluetooth “Big Data” may also be available via UDOT Planning to help better understand origins/destinations and “dwell” time.

B. Review of Community Engagement: Review summaries of prior public involvement efforts and

identify community concerns, goals, and priorities to inform further public involvement needs and processes.

2.A. Analyze existing traffic congestion issues in the downtown area (roughly the Paradise Road / Winderland Lane / Juniper Lane area). The consultant will make observations of traffic flow and traffic issues at key peak hour periods. The consultant will also conduct public involvement which may include a survey (online, intercept, targeted mailer, etc.), an in-person PI event, stakeholder interviews, and other PI activities. This effort will be conducted simultaneously with the outreach for the active transportation effort.

- **Deliverables:**

- Summary of traffic observations and identification of issues
- Summary of information gained through PI activities
- Traffic counts (as available), including bicycle and pedestrian counts
- Initial report on current conditions

3.A. Propose solutions for traffic congestion / parking / active transportation in the downtown area. Based on observations, traffic counts, and PI activities discussed above, the consultant will develop creative solutions to help improve traffic flow, reduce parking congestion, make pedestrian and bicycle travel safer and more convenient, and reduce impacts on adjacent residential areas. The consultant will develop high-level short term, medium term, and long-term strategies.

- **Deliverables:**

- Short range implementation plan with strategies that:
 - Can be implemented immediately, or within the next two years with minimal investment
 - Do not require significant capital investment (less than \$50,000)
 - Do not require ROW or property acquisition
- Medium range implementation plan with strategies that:
 - Can be implemented within the next two to five years
 - Can be implemented with modest capital investment (\$50,000 to \$500,000)
 - Require only minimal ROW or property acquisition
- Long range implementation plan that will be the preferred ultimate solution for the downtown. This plan:
 - May take longer to accomplish (over five years)
 - May take significant capital investment (over \$500,000)
 - May require significant property acquisition

COORDINATION WITH OUTSIDE AGENCIES

As part of the Downtown Transportation Study PI activities, the consultant will coordinate with other agencies involved in or impacted by the transportation in the downtown area. These agencies include:

- UDOT
- Parks Transportation Inc (the operator of the Zion National Park Shuttle)
- SunTran (the operator of the planned St. George to Springdale transit route)
- Springdale Elementary School
- The Zion Canyon Visitors Bureau
- The Southern Utah Bicycle Alliance (SUBA)

Part B - ACTIVE TRANSPORTATION

1.B. Review of Community Engagement:

Review summaries of prior public involvement efforts and identify community concerns, goals, and priorities to inform further public involvement needs and processes. This task will also support Part A of the consolidated work plan.

2.B. Gather Additional Data:

Consultant shall conduct additional data gathering necessary to support future recommendations and conclusions. Additional data gathering will include:

1. Pedestrian and bicycle counts and/or observations at key intersections and locations in the Town
2. Consultant field observations and reconnaissance to assess conditions
3. Additional public involvement
 - a. online survey managed by Consultant
 - b. stakeholder interviews (minimum of eight with at least the following interview categories: Zion National Park, UDOT, local bike store, local non-bike businesses (2), Springdale residents (2), Town Council Member
4. Other data gathering the consultant deems necessary to be able to formulate recommendations and conclusions

3.B. Active Transportation Policy Recommendations:

1. Based on data gathering and observations, consultant shall formulate conclusions about active transportation patterns and behavior in the Town including:
 - Where are the active transportation destinations?
 - What obstacles exist that prevent safe and efficient transportation to these destinations?
 - How is pedestrians and cyclists behavior different in getting to in-town destinations versus out of town destinations (e.g. entrance to Zion National Park)?

- How are cyclists and pedestrians currently crossing SR-9? Is there a safer way for them to cross? What are the specific pedestrian traffic generators in the downtown area? What improvements are needed to serve these traffic generators (cross walks, sidewalks, etc.)?
- What can be done to improve active transportation efficiency at the major intersections on SR9 (Lion Blvd, Winderland Lane, Juniper Lane, Canyon Springs Drive)?
- How can the Town's network of single-track natural surface trails be integrated into the active transportation network?

4.B. Based on data gathering and observations, identify critical active transportation infrastructure that is needed to complete a safe, effective, and convenient walking and biking network in Springdale:

- Additional sidewalk connections. The Town's Capital priority document includes a list of planned sidewalk improvements in the next three years. The consultant should provide recommendations on timing or additional connections.
- Additional crosswalks (identify location and justifications for such - include recommendations on how to make crosswalks safer with lights, signage, etc.)
- Multi-use trail connections
- Bike lane extensions or enhancements
- Pedestrian and bicycle support amenities (benches, drinking fountains, bikeracks, etc.)
- Other active transportation infrastructure necessary for an effective AT network

5.B. Formulate Springdale-specific recommendations for policies and programs to promote active transportation and to make active transportation more safe and efficient. Develop recommendations to make active transportation between Springdale and surrounding areas (e.g. Zion National Park, Hurricane/La Verkin) more seamless.

5.B. Deliverables:

A. Existing conditions report

1. Summary of available data and traffic counts/observations
2. Summary of consultant field observations
3. Summary of public involvement surveys and stakeholder interviews

B. Active Transportation Recommendations

1. Written report including all the required content from 4.B and 5.B.
2. Maps (pdf and GIS format) showing locations of recommended active

transportation improvements from section 2.0(B)

SCHEDULE

- August/September 2021: Data gathering and observations, including community engagement
- September - November 2021: Development of solutions and short-, medium-, and long-term plans.
- December/January 2021: Final report and adoption by the Town Council

Jon Nepstad, AICP (PM)

Jon has a wide variety of resort-related project experience from his 29 years in the Intermountain West. He has worked in numerous gateway or resort communities and has a keen understanding of the congestion issues associated with successful recreation areas. Jon has served as either the project manager or a key team member on a number of multi-modal transportation projects that help recreation communities, including Moab, Park City, Town of Alta, and Garden City/Bear Lake, to name a few. In addition to the project experience, Jon is also the Chair of the Town of Alta Planning Commission in Little Cottonwood Canyon. This breadth and depth of experience as a consultant and community volunteer gives Jon a great perspective on getting the transportation solutions “just right.” Too much infrastructure impacts the intrinsic qualities of the setting, while not enough can drive visitation and businesses away.

PRESTON STINGER, PTP, LEED GA (TRAFFIC ENGINEER)

Preston Stinger has served as a transportation engineer and project manager on a variety of projects, including numerous projects in national parks, gateway and resort communities. Preston’s transportation experience includes transportation master plans, traffic modeling/simulation, traffic signal/intersection design, traffic impact studies, and parking study/analysis. He has led technical training sessions for communities and clients on issues including traffic tools, parking, and the transportation benefits of mixed-use development, including a similar project for West Yellowstone. Preston serves as a member and technical advisor on the American Institute of Architects (AIA) Utah Urban Design Committee and the University of Utah’s Metropolitan Research Center Technical Advisory Committee.

TIM BAIRD (MULTI-MODAL PLANNER)

Tim Baird, AICP, is a Senior Transportation Planner in the Salt Lake City office of Fehr & Peers, with over seven years of consulting experience in transportation, land use, and community planning. He is passionate about applying innovative data analysis methods to answer complex and nuanced questions about travel behavior. Tim brings a diverse set of planning aptitudes to every project, with experience ranging from forecasting and big data to active transportation and master planning efforts. Tim is currently leading forecasting and evaluation efforts to assess Logan Main Street corridor options, including two-way to one-way conversion options.

KATHRINE SKOLLINGSBERG (PUBLIC ENGAGEMENT)

Kathrine is a Transportation Planner focusing on creative and accessible visual communication, graphic design, and innovative public engagement. Kathrine has worked on a range of transportation projects from multi-modal -, transit- and parking-based studies to trail plans, bike plans, and other transportation plans. Kathrine has fifteen years of experience working in marketing and public relations on projects related to effective communication between technical and non-technical personnel, public engagement, and education. Kathrine’s combination of planning, engagement, and visualization skills helps make our deliverables engaging and functional.



STANDARD TERMS AND CONDITIONS

Consultant: Fehr & Peers, a California corporation,
2180 South 1300 East, Suite 220, Salt Lake City, UT 84106

Client: Tom Dansie, Town of Springdale

Project:

Effective date of this agreement: August 3, 2021

1. These GENERAL TERMS AND CONDITIONS apply to, and are made part of, the attached letter agreement ("Agreement") by and between Consultant and Client.
2. **Consultant's Services**
 - a. This is an agreement for Consultant to provide professional services. Consultant agrees to perform the scope of services described in the Agreement, as well as all work incidental to or necessary for the performance of such services, all in accordance with the terms and conditions contained in this Agreement (the "Work").
 - b. The Work shall be performed by persons qualified under applicable federal, state and local law to undertake the Work, exercising the same degree of care, skill, and diligence as is ordinarily possessed and exercised by members of their professions, currently practicing, under similar circumstances, shall meet current standards for technical accuracy and quality as defined by relevant professional organizations, societies or other recognized experts, and shall be performed in accordance with all applicable federal, state and local laws.
3. **Term**

The term of the Agreement shall commence on the date it is made as indicated above, and shall continue until the Work is reasonably determined to be complete by Client, or until this Agreement is terminated under Section 15 below.
4. **Data To Be Furnished by Client**

All information, data, documents, records and maps with respect to the Project which are available to Client and are reasonably necessary for the performance of the Work ("Client Materials"), shall be furnished to Consultant without charge by Client.
5. **Independent Contractor, Not An Agent**
 - a. Consultant acknowledges that it is an independent contractor and that in performing the Work, it is not acting as Client's agent or representative. Consultant agrees that it will employ at its own expense, and will be solely responsible for, all personnel necessary to perform the Work, and that in no event shall such personnel be considered the employees of Client. Consultant assumes full and sole responsibility for the payment of all compensation for, and expenses incurred by, all of its personnel who are engaged in performing any part of the Work, and for all state and federal income tax, unemployment insurance, Social Security, disability insurance, workers' compensation insurance, as well as all other withholdings that may be applicable to the performance of the Work.
 - b. Except as Client may specify in writing, Consultant shall have no authority, express or implied, to act on behalf of Client in any capacity as an agent. Consultant shall have no authority, express or implied, pursuant to this Agreement to bind Client to any obligation, or to make any decision or promise, or to enter into any contract, oral or written, on behalf of Client.
6. **Compensation**
 - a. Client shall pay Consultant in accordance to the compensation schedule described in the Agreement. Such compensation shall be deemed to include overhead and incidental expenses, for which no additional compensation shall be paid by Client.
 - b. Consultant shall submit invoices to Client monthly, describing in reasonable and understandable detail the services rendered, fee charged, and expenses incurred by Consultant during the previous month.
 - c. Consultant's monthly invoices shall be paid within 30 days after their receipt by Client.
 - d. If payment on any of Consultant's invoices is not received within 60 days, Consultant may, at its sole discretion, and by written notice to Client, elect to stop work until all payments are received. Client agrees to pay all costs, including attorney's fees and court costs, incurred by Consultant to collect on past due invoices.
7. **Time of Performance**
 - a. Consultant shall commence, perform, and complete the Work in accordance with the schedule for Consultant's performance described in the Agreement. If any of the project scope, required data, and/or comments to be provided by the Client is delayed, the due dates in this schedule will be extended accordingly.
 - b. Consultant shall not be responsible for any delay due to factors not within Consultant's reasonable control whether or not such delay is foreseeable.
8. **Ownership**

12. Non-discrimination in Employment

In connection with the performance of this contract, Consultant agrees not to refuse to hire, discharge, promote or demote, or to discriminate in matters of compensation against any person otherwise qualified, solely because of race, color, religion, national origin, gender, age, military status, sexual orientation, marital status, or physical or mental disability.

13. Notices

Any notice or demand to be given under this Agreement shall be in writing and be deemed given when personally delivered or sent by certified or registered mail, and addressed to the parties as set forth above or to such other address as either party shall have previously designated by such a notice. Any notice so delivered personally shall be deemed to be received on the date of delivery, and any notice so mailed shall be deemed to be received five days after the date on which it was mailed.

14. Waivers

Waiver of any breach or default hereunder shall not constitute a continuing waiver or a waiver of any subsequent breach either of the same or of another provision of this Agreement. Any provision of this Agreement determined to be unenforceable shall be severed from the Agreement, and the remainder of the Agreement shall be given full force and effect.

15. Termination

Consultant and Client may terminate this Agreement for convenience at any time upon seven days' written notice to the other. Client shall pay Consultant in accordance with the provisions of this Agreement for the part of the Work performed up to the day notice of termination is given.

16. Modification

No waiver, alteration, modification of this Agreement shall be valid unless made in writing and executed by both parties.

17. Interpretation

The provisions of this Agreement shall be interpreted to give effect to their fair meaning and shall be construed as though prepared by both parties.

18. Governing Law

This Agreement shall be governed by the governing law specified in the Prime Contract, or if there is no such provision in the Prime Contract, the law of the State in which the Project is located, excluding its conflicts of laws provisions.

19. Multiple Counterparts; Electronic Copies; Electronic Signature

This Agreement may be executed in multiple counterparts, each of which shall be deemed an original. Upon execution of such counterparts, all counterparts together shall constitute the entire Agreement. Electronic transmission (e.g., by facsimile or email) of an executed counterpart of this Agreement shall be as effective as delivery of an original executed counterpart. In addition, pursuant to the Electronic Signatures in Global and National Commerce Act and the Uniform Electronic Transaction Act, both parties agree to accept an electronic signature as a valid replacement of an ink and paper signature for all business transactions related to this Agreement.

20. Successors and Assigns

This Agreement shall be binding upon Client and Consultant, their successors and assigns. Neither party shall assign, subcontract, transfer, or otherwise dispose of any interest in this Agreement without the prior written approval of the other, which shall not be unreasonably withheld.

21. Third-party Beneficiaries

This Agreement confers or creates no rights or benefits in anyone other than Consultant and Client, and it has no third-party beneficiaries.

22. Attorneys' Fees

In the event, and only in the event, it is necessary to take legal action to collect monies due and owing pursuant to this Agreement, the prevailing party will be entitled to attorneys' fees and expenses incurred, in addition to any other relief sought. In the event such action is necessary to collect monies due pursuant to this Agreement, Consultant shall also be awarded the reasonable value of its time and expenses spent for such collection action, calculated according to Consultant's prevailing fees schedule and expense policies.

23. Entire Agreement

This Agreement sets forth the entire understanding between the parties as to the subject matter of this Agreement and merges all prior discussions, negotiations, letters of understanding or other promises, whether oral or in writing.