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# MEMORANDUM

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**DATE:** December 6, 2007  
**TO:** City Council Members  
**FROM:** Russell Weeks  
**RE:** Resolution: Authorizing the Extension of the Light Rail System and the Alignment to the Salt Lake City International Airport and Related Matters  
**CC:** Cindy Gust-Jenson, Lyn Creswell, Louis Zunguze, Maureen Riley, Ed Rutan, Sam Guevara, George Shaw, DJ Baxter, Tim Harpst, John Naser, Jennifer Bruno, Mary De La Mare-Schaefer, Allen McCandless, Rusty Vetter, Lynn Pace, Doug Dansie, Janice Jardine

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This memorandum pertains to a proposed resolution that would authorize the extension of the Utah Transit Authority's existing light rail system from downtown Salt Lake City to the Salt Lake City International Airport. The proposed resolution also would set the alignment for the extension and would authorize the Salt Lake City Administration to negotiate and draft an interlocal agreement with UTA relating to the construction and financing of the extension.

The City Council held a briefing on the proposed resolution at its December 4 work session. The Council has scheduled a public hearing December 11 on the item. It will formally consider the resolution at the December 11 meeting after the public hearing.

## OPTIONS

- Adopt the proposed resolution.
- Do not adopt the proposed resolution.
- Amend the proposed resolution.

## POTENTIAL MOTIONS

### PUBLIC HEARING

- I move that the City Council close the public hearing.
- I move that the City Council continue the public hearing until (the City Council may set a date, if the Council determines that the item may need further study).

### RESOLUTION

## RESOLUTION

A number of amendments have been proposed. The proposed amendments are listed below the third bullet point in no particular order. However, staff has listed the names or organizations of those who have proposed the amendments. It should be noted that after the amendments pertaining to the resolution, staff has included a motion that addresses a Salt Lake City Planning Commission motion on November 14 that recommended a "full replacement" of the North Temple Viaduct.

- I move that the City Council adopt the proposed resolution authorizing the extension of the light rail system and the alignment to the Salt Lake City International Airport and related matters.
- I move that the City Council consider the next item on the agenda.
- I move that the City Council adopt the proposed resolution authorizing the extension of the light rail system and the alignment to the Salt Lake City International Airport and related matters with the following amendments: (This motion would allow Council Members to add any amendments they might wish to make).

**PARAGRAPH NO. 2:** The City Council does hereby approve the alignment of the Airport Light-Rail Extension running north along 400 West Street, connecting to North Temple Street, then running west in a center-running configuration to approximately 2400 West, then along the north side of Interstate 80 to the Airport property or an alignment that continues to run along North Temple Street until 2400 West, then south on 2400 West to the north side of Highway 186 to the airport property, based on current and future ridership analysis and land-use changes.

**Discussion:** The amendment is proposed by Council Members Søren Simonsen and Nancy Saxton. The proposed amendment is intended to allow for further study of the light-rail alignment west of about 2300 West based on future land use in the area and the number of potential riders, particularly users of hotels and employees of businesses there.

**PARAGRAPH NO. 3:** The City Council does hereby approve the construction of six (6) additional light-rail stations at approximately the following locations: (a) on top or adjacent to the North Temple viaduct, (b) at the intersection of North Temple and 800 West Street, (c) at the intersection of North Temple and the Jordan River, (d) at the intersection of North Temple and Cornell Street, (e) at the intersection of North Temple and Winifred Street, and (f) a possible future station at the intersection of North Temple and 2300 West, or an alignment that continues to run along North Temple Street until 2400 West, then south on 2400 West to the north side of Highway 186 to the airport property, based on current and future ridership analysis and land-use changes and contingent upon the Administration reviewing the various cost and financing option with the City Council

**Discussion:** The amendment is proposed by Council Members Søren Simonsen and Nancy Saxton. Again, The proposed amendment is intended to allow for further study of the light-rail alignment west of about 2300 West based on future land use in the area and the number of potential riders, particularly users of hotels and employees of businesses there.

**PARAGRAPH NO. 5**

**A.) Contained in Resolution:** Concerning the terminus of the Airport Light-Rail Extension, the Administration should work toward a mutual agreement with UTA to locate the terminus at such location that significantly maximizes ridership and convenience for light-rail passengers, subject to federal regulatory approvals. The Administration and UTA ~~shall~~ should participate in the Airport planning process, which should be completed within approximately 9 (nine) months, whereby the City and UTA should also consider and address, for purposes of determining the terminus of the Airport light-rail line: (a) maximizing improvement of air quality; (b) maximizing reduction of vehicle miles traveled; (c) minimizing carbon emission; (d) minimizing interference with Airport operations; (e) compatibility between light-rail systems and existing and future Airport operations, provided that the location of the terminus selected at the conclusion of the planning process does not result in a material, negative impact to light rail ridership or passenger convenience.

**Discussion:** The Administration has slightly revised the proposed resolution since the December 4 City Council work session. According to the Administration, UTA has agreed to the revisions. The revisions are intended to give the Department of Airports more time, if necessary, to work with UTA to complete that part of planning for a light-rail terminus.

**B.) Alternate Proposal:** Concerning the terminus of the Airport Light-Rail Extension, the Administration should work toward a mutual agreement with UTA to locate the terminus at such location that ~~significantly maximizes ridership and~~ properly balances convenience for light-rail passengers, maintaining flexibility for future development at the Airport, and maintaining flexibility for future extension of the Airport Light-Rail Extension beyond the Airport subject to federal regulatory approvals. The Administration and UTA should participate in the Airport planning process, which should be completed within approximately 9 (nine) months, whereby the City and UTA should also consider and address, for purposes of determining the terminus of the Airport light-rail line: (a) maximizing improvement of air quality; (b) maximizing reduction of vehicle miles traveled; (c) minimizing carbon emission; (d) minimizing interference with Airport operations; (e) compatibility between light-rail systems and existing and future Airport operations, ~~provided that the location of the terminus selected at the conclusion of the planning process does not result in a material, negative impact to light rail ridership or passenger convenience.~~

**Discussion:** This amendment was proposed by representatives of Delta Air Lines. The representatives indicated that this language proposes a better balance of interests among the City, UTA and airlines.

**C.) Second Alternate Proposal:** Concerning the terminus of the Airport Light-Rail Extension, the Administration should work toward a mutual agreement with UTA to locate the terminus at such location that ~~significantly maximizes~~ balances maximum ridership and convenience for light-rail passengers with Airport operations, subject to federal regulatory approvals. The Administration and UTA should participate in the Airport planning process, which should be completed within approximately 9 (nine) months, whereby the City and UTA should also consider and address, for purposes of determining the terminus of the Airport light-rail line: (a) maximizing improvement of air quality; (b) maximizing reduction of vehicle miles traveled; (c) minimizing carbon

emission; (d) minimizing interference with Airport operations; (e) compatibility between light-rail systems and existing and future Airport operations, provided that the location of the terminus selected at the conclusion of the planning process does not result in a material, negative impact to light rail ridership or passenger convenience.

**Discussion:** This alternative was proposed by Council Member Søren Simonsen as a way to assure airport stakeholders that their interests would be taken into consideration along with the City's interest in developing an efficient, citywide transportation system.

**PARAGRAPH NO. 8**

**Contained in Resolution:**

8. The interlocal agreement shall include the following:
  - a. a construction schedule and process designed to minimize impacts to businesses, residents, and visitors along the construction route;
  - b. definitions and responsibilities between UTA and the City for "additional cost measures" and "betterments";
  - c. requirements for alignment, overhead contact system, stations, and track system to be substantially consistent with the appearance of existing and planned facilities located within the City;
  - d. requirements for streetscape and sidewalk design to be substantially consistent existing downtown standards and the proposed North Temple "grand boulevard" design;
  - e. funding arrangement agreed upon shall not represent a precedent for future funding arrangements between Salt Lake City and the Utah Transit Authority.

**Discussion:** The language above is contained in the proposed resolution.

**Alternate Proposal**

8. The interlocal agreement shall include the following:
  - a. a construction schedule and process designed to minimize impacts to businesses, residents, and visitors along the construction route;
  - b. definitions and responsibilities between UTA and the City for "additional cost measures" and "betterments";
  - c. requirements for alignment, overhead contact system, stations, and track system to be substantially consistent with the appearance of existing and planned facilities" located within the City;

- d. requirements for streetscape and sidewalk design to be substantially consistent existing downtown standards and the proposed North Temple “grand boulevard” design;
- e. funding arrangement agreed upon shall not represent a precedent for future funding arrangements between Salt Lake City and the Utah Transit Authority.
- f. No airport revenue, passenger facility charge revenue, or FAA Airport Improvement Fund grant monies will be used to fund any portion of the construction or maintenance of the Airport Light-Rail extension.

**Discussion:** This amendment was proposed by representatives of Delta Air Lines.

**Second Alternate Proposal**

- 8. The interlocal agreement shall include the following:
  - a. a construction schedule and process designed to minimize impacts to businesses, residents, and visitors along the construction route;
  - b. definitions and responsibilities between UTA and the City for “additional cost measures” and “betterments”;
  - c. requirements for alignment, overhead contact system, stations, and track system to be substantially consistent with the appearance of existing and planned facilities located within the City;
  - d. requirements for streetscape and sidewalk design to be substantially consistent existing downtown standards and the proposed North Temple “grand boulevard” design;
  - e. funding arrangement agreed upon shall not represent a precedent for future funding arrangements between Salt Lake City and the Utah Transit Authority.
  - f. Any use of airport revenues for the Light-Rail Extension shall be subject to a cost-benefit analysis demonstrating benefits of the use of that revenue to airport operations.

**Discussion:** This amendment was proposed by Council Member Søren Simonsen to quantify actual benefits to airport operations from a light-rail extension.

**PARAGRAPH NO. 9: The City and UTA shall work together to determine the effect of a commuter-rail station below, and a light-rail station on the top of the North Temple viaduct on land use, neighborhoods, and the convenience and efficiency to light-rail users; the two shall prepare strategies to mitigate any adverse impacts on those aspects of the Light-Rail Extension.**

**Discussion:** City Council Member Nancy Saxton proposed this amendment, which is a new paragraph to the resolution. The intent of the amendment is to study the effect of placing a commuter-rail station below and a light-rail station on top of or next to

the North Temple viaduct. Master plans for the area do not address placing that combination of stations in the area.

### **PLANNING COMMISSION RECOMMENDATION**

The City Council directs the Administration to evaluate the cost and feasibility of either shortening the North Temple viaduct or designing future configurations of the North Temple viaduct so the viaduct can be shortened when it is replaced.

**Discussion:** Council Member Carlton Christensen is proposing the motion. At its November 14 meeting, the Planning Commission adopted two motions. One motion recommended the resolution currently before the City Council. The other was a unanimous vote to make “a strong recommendation to the City Council for a full replacement of the existing North Temple viaduct.” The motion was the result of several residents and business owners speaking in favor of a single viaduct. At the December 4 City Council work session the Administration said rebuilding the viaduct remains an option. The intent of the motion is to make sure that option is addressed thoroughly as the light-rail project moves forward.

### **NEW INFORMATION**

A set of the Planning Commission’s approved minutes of its November 14 meeting is attached.

### **KEY POINTS**

- The proposed resolution is a component of a reassessment of the 1999 *Airport to University West-East Light Rail Project Final Environmental Impact Statement*.
- The proposed resolution also is designed to set the stage for an interlocal agreement between Salt Lake City and UTA about each’s potential responsibilities in the construction of a light rail line over Salt Lake City streets and property.
- The alignment for the light rail extension contained in the proposed resolution will go into the revised environmental study report. UTA tentatively expects to complete the draft environmental study report early next year and possibly have a public hearing on the draft in February.
- The alignment is “north along 400 West Street, connecting to North Temple Street, then running west in a center-running configuration to approximately 2400 West, then along the north side of Interstate 80 to the Airport property.”
- The alignment follows precedent established by the 1999 *Final Environmental Impact Statement*, more recent studies, and City Council policies.
- The City’s Transportation Advisory Board and Planning Commission support the alignment contained in the resolution.

- Although UTA previously had recommended an alignment along 600 West Street, UTA officials say the agency supports the 400 West alignment with the understanding that construction cost issues will be resolved with the City.
- The City and UTA acknowledge the need for further planning addressing where the light rail line will be placed at the Salt Lake City International Airport.

## DISCUSSION/BACKGROUND

### RESOLUTION

The resolution can be divided into three parts:

1. The first nine "Whereas" clauses address City actions and the City's participation in the *Downtown in Motion* study that was jointly funded by the City, UTA, the Salt Lake Chamber, and the Utah Department of Transportation. *Downtown in Motion* is a downtown Salt Lake City transportation master plan published in January 2007 that has yet to come before the City Council for formal consideration.
2. The tenth "Whereas" clause references the 1999 *Airport to University West-East Light Rail Project Final Environmental Impact Statement*. The first four numbered clauses in the resolution address the reassessment of the 1999 study and are necessary to further UTA's publication of a draft of a revised environmental impact statement about the effects of an airport-to-downtown line.
3. The last four numbered clauses involve City Council authorization of the Administration to negotiate an interlocal agreement with UTA on the construction of a light rail line over City streets and property. Clauses Nos. 5 and 8 contain specific goals that an interlocal agreement would contain. Clause No. 6 makes City Council approval of the resolution "contingent upon the Administration negotiating (with future City Council approval) an equitable and reasonable cost of construction to the City, in partnership with the UTA and the federal government and regulatory agencies."

### ALIGNMENT

Again, the proposed resolution contains an alignment that would run "north along 400 West Street, connecting to North Temple Street, then running west in a center-running configuration to approximately 2400 West, then along the north side of Interstate 80 to the Airport property." The proposed resolution also approves the reduction of the number of travel lanes on North Temple Street from three lanes to two lanes in each direction between North Temple's intersection with Interstate 80 and State Street.

According to the proposed resolution, the alignment would include six stations at approximately the following locations:

- i. On top of or next to the North Temple viaduct (The viaduct spans North Temple between 300 West and 600 West streets.)
- ii. At the intersection of North Temple and 800 West Street

- iii. At the intersection of North Temple and the Jordan River
- iv. At the intersection of North Temple and Cornell Street (1537 West)
- v. At the intersection of North Temple and Winifred Street (1950 West)
- vi. A possible future station at the intersection of North Temple and 2300 West that would be contingent upon the Administration reviewing various cost and financing options with the City Council.

It should be noted that UTA has suggested inserting the words “UTA’s ridership criteria and” in item No. vi so the item would read: “A possible future station at the intersection of North Temple and 2300 West that would be contingent upon UTA’s ridership criteria and the Administration reviewing various cost and financing options with the City Council.” UTA representatives may raise the suggestion at the December 4 briefing.

#### **PARAGRAPH NO. 5**

Clause No. 5 addresses where a light-rail line would end at the Salt Lake City International Airport. City airport administrators have begun planning for the future expansion of the airport and are in the process of hiring a consultant to recommend transit options for airport customers and employees. The expansion will be one of the largest public works projects in Utah, and airport administrators say they would like the placement of any mass transit terminus to be in the best location so it could serve the public during and after the expansion, which could take more than 10 years.

UTA representatives say the Authority would like to have a terminus, even if it is in a temporary location, ready for operation well before 2015. The year 2015 is the year UTA plans to start operation of four light-rail lines, including the airport line, plus a commuter rail connection from Utah County to Salt Lake City. UTA representatives say the Authority is willing to move a potential temporary light-rail connection point to its ultimate configuration if deemed necessary by the airport’s construction phasing plans. The City Council may wish to clarify with UTA details about its proposal.

Clause No. 5 says the Administration and UTA “should work toward a mutual agreement ... to locate the terminus as such location that significantly maximizes ridership and convenience for light-rail passengers, subject to federal regulatory processes.” The clause also establishes the following guidelines for the City and UTA to help determine where to place the terminus at the airport:

- Maximizing improvement of air quality.
- Maximizing the reduction of vehicle miles traveled.
- Minimizing carbon emissions.
- Minimizing interference with airport operations.
- Providing compatibility between light-rail systems and existing and future Airport operations that “does not result in a material, negative impact to light rail ridership or passenger convenience.”

## **PARAGRAPH NO. 6**

Clause No. 6 is an acknowledgement that City Council approval of the resolution is contingent upon

Clause No. 8 lists five elements that an interlocal agreement “shall” contain:

- A construction schedule and process designed to minimize impacts to businesses, residents and visitors along the construction route.
- Definitions and responsibilities between UTA and the City for “additional cost measures” and “betterments.” (It should be noted that in past agreements with UTA the term “betterment” meant a capital improvement beyond a functional baseline established by UTA with a cost borne by the City.)
- Requirements for alignment, overhead contact system, stations, and track system to be substantially consistent with the appearance of existing and planned facilities located within the City.
- Requirements for streetscape and sidewalk design ... substantially consistent with existing downtown standards and the proposed North Temple “grand boulevard” design.
- An acknowledgement that any funding arrangement agreed upon shall not represent a precedent for future funding arrangements between Salt Lake City and the Utah Transit Authority.

## **BACKGROUND**

### **WHY THE AIRPORT LINE MATTERS**

A stated key goal of building an airport-to-downtown Salt Lake City light rail line has been to link three of Utah’s states largest employment bases – Salt Lake City International Airport, downtown Salt Lake City and the University of Utah. The 1999 *Airport to University Final Environmental Impact Statement* noted that automobile traffic generated by the airport, the downtown and the University of Utah had “created a pressing need to implement transportation improvements ... to link these entities to the regional transportation system.”<sup>1</sup> The link between the downtown and the airport is the final leg of the original plan, and the reasons for linking the three areas remain.

The latest figures available indicate that more than 61,000 people work in Salt Lake City’s Central Business District (300 East, North Temple, 400 South and 500 West).<sup>2</sup> Hotels and motels in downtown and east Salt Lake City account for 28 percent of Utah’s total hotel room nights. Hotels and motels near the International Airport account for another 9.6 percent of the total, giving the City’s center and airport a total 37.6 percent of the state’s market share of room nights.<sup>3</sup> Combined the two sectors accounted for 203,608 room nights as of October 2007.<sup>4</sup> It remains likely that downtown Salt Lake City still contains, in terms of square footage, the state’s two top facilities for convention meeting space; three of the state’s top five facilities for convention meeting space; and five of the state’s top ten facilities for convention meeting space.<sup>5</sup>

The University of Utah employs a total of 13,760 people not including students. The university has a total enrollment of 28,619 students. In Fiscal Year 2006, University Hospital and its clinics admitted 24,901 patients, had 782,165 outpatient visits, and 31,764 emergency visits.<sup>6</sup>

In comparison, about 13,500 people work at the Salt Lake City International Airport.<sup>7</sup> Wasatch Front Regional Council figures show total employment at the airport plus the Salt Lake International Center is 38,859.<sup>8</sup> In addition, businesses and government agencies on the North Temple corridor employ about 12,500 workers between 300 West Street and Interstate 215.<sup>9</sup>

Salt Lake City International Airport serves about 11 million enplaned passengers a year. About 5.5 million of the 11 million passengers begin or end their destinations at the airport.<sup>10</sup> Of the portion of the 5.5 million regional passengers that board planes at the airport, 29 percent are from Salt Lake City, 29 percent are from Salt Lake County, and 29 percent are from Summit, Utah and Weber counties.<sup>11</sup> Forty-five percent of the airport's local passengers come from their homes; 39 percent come from hotels or motels; and 16 percent come from places of business.<sup>12</sup>

According to a presentation at the Northwest Quadrant Master Plan open house in November, "Of all the opportunities to strengthen existing (core economic) centers, the International Center/Airport represents one of the most promising opportunities."<sup>13</sup> It generally is conceded that North Temple Street leading to the downtown presents an opportunity to develop a significant commercial gateway to downtown Salt Lake City while serving a residential population of roughly 10,000 people.<sup>14</sup>

At an Urban Land Institute presentation titled *Emerging Trends in Real Estate* on November 27, Michael Hansen, planning manager for the Governor's Office of Planning and Budget, said the office projects that the Wasatch Front will continue growing for six reasons:

- Competitive wages.
- Relatively stable housing values.
- Business friendly climate.
- Geographic amenities.
- Quality infrastructure, particularly transportation infrastructure.
- The Salt Lake City International Airport.

He said Governor John Huntsman remains concerned about three issues: How to manage growth; how to improve air quality; and planning development to avoid natural hazards. His comments echoed the goals and strategies to maintain peoples' quality of life on the Wasatch Front that were published by Envision Utah. The goals were published in January 2000 after comprehensive research and public involvement supported and promoted by then-Governor Michael Leavitt.

The goals for maintaining quality of life along the Wasatch Front are:

- enhance air quality;
- increase mobility and transportation choices;
- preserve critical lands, including agricultural, sensitive, and strategic open lands and address the interaction between these lands and developed areas;
- conserve and maintain availability of water resources;
- provide housing opportunities for a range of family and income types; and
- maximize efficiency in public and infrastructure investments to promote the other goals.

**SALT LAKE CITY  
PLANNING COMMISSION MEETING  
In Room 326 of the City & County Building  
451 South State Street, Salt Lake City, Utah  
Wednesday, November 14, 2007**

Present for the Planning Commission meeting were Chairperson Matthew Wirthlin, Vice Chair Mary Woodhead, and Commissioners Peggy McDonough, Susie McHugh, Prescott Muir, Tim Chambless, and Robert Forbis. Commissioners Babs De Lay, Kathy Scott, and Frank Algarin were excused from the meeting.

Present from the Planning Division were George Shaw, Planning Director; Kevin LoPiccolo, Planning Manager; Marilyn Lewis, Principal Planner; Nole Walkingshaw, Zoning Administrator; and Cecily Zuck, Senior Secretary. Staff from additional City departments included: Lynn Pace, City attorney, and Brad Stewart, Public Utilities.

A roll is being kept of all who attended the Planning Commission Meeting. Chairperson Wirthlin called the meeting to order at 5:50 p.m. Audio recordings of Planning Commission meetings are retained in the Planning Office for an indefinite period of time.

The field trip scheduled prior to the meeting was canceled.

**APPROVAL OF THE MINUTES from Wednesday, October 24, 2007.**

*(This item was heard at 5:52 p.m.)*

**Commissioner McHugh made a motion to approve the minutes with noted changes. Commissioner Chambless seconded the motion. All in favor voted, "Aye," the minutes were approved unanimously.**

**REPORT OF THE CHAIR AND VICE CHAIR**

*(This item was heard at 5:53 p.m.)*

Chairperson Wirthlin thanked the Commissioners for participating in numerous subcommittee meetings the past month.

Commissioner Muir noted that he had attended another city's Planning Commission meeting and noticed that it was their practice that when a motion was called for there was an individual Commissioner voice roll call for the motion.

Chairperson Wirthlin noted that was a good suggestion and he would adopt that practice immediately and have staff review Robert's Rules of Order to clarify.

**PUBLIC HEARING**

*(This item was heard at 5:54 p.m.)*

**Airport Light Rail Transit Line**— a recommendation will be forwarded to the City Council regarding a proposal by the Utah Transit Authority to build an Airport Light Rail Transit line, including potential track alignment and station locations.

Chairperson Wirthlin noted that Doug Dansie was the staff representative on this petition, but was unable to attend the meeting and George Shaw would present the petition to the public and Planning Commission.

Mr. Shaw stated that this petition had been before the Commission a couple of times, and had been presented individually to a few of the Community Councils. On October 18, 2007 a public

open house was held at the Fairpark to receive additional public comments and concerns regarding the Trax alignments.

Mr. Shaw noted that staff had recommended that the airport correcting line should run centrally down 400 West. He noted that some of the proposed changes for the station locations would be discussed later in the meeting. These recommendations were also discussed by the Transportation Advisory Board (TAB) on November 5, 2007 and they forwarded their recommendation to the Planning Staff, which sustained the 400 West alignment.

Mr. Shaw stated that John Naser, City Transportation Engineer, and Tim Harpst, City Transportation Director were both present at the meeting to present to answer questions from the Planning Commission and public.

Mr. Naser noted that a large amount of time and resources had been spent studying these issues, and public hearings and meetings were also held, which had generated much public input. He stated the configuration of the light rail would run down the center of the street, which was exactly as it was elsewhere in the city, however; the track would run just north of the North Temple viaduct and not directly over the center of that structure.

Mr. Naser noted that the Transportation Department agreed with the recommendation by staff for the light rail to be built down 400 West, beginning at the a station at South Temple and 400 West, which would proceed north to North Temple Street, extend over a new light rail viaduct, and touch down at 600 West.

Mr. Naser noted that the details were still being worked on for the connection at either 2200 or 2400 West, which would allow the light rail to extend from that point parallel to Interstate 80 around the golf course into the airport. The alignment into the airport was still being developed as the airport master plan continues to be molded to accommodate the light rail and airport expansion.

Mr. Naser noted that there were currently five proposed station locations and one proposed station that would not be built until a future date. He noted that the four of the stations would be located on the Westside of 800 West and the stations configurations would match those being built in the city as far a same size, look, and function. One station would be located on the eastside of the Jordan River at the Fairpark in the Jordan River Parkway. The second station would be located just west of Garside Street, called Cornell station. The third station would be located on the Westside of Winifred Street at about 1900 West. The fourth station would be located on top of the North Temple viaduct, over the Union Pacific and commuter rail tracks, and the future station would be located at 2200 or 2400 West, which would be decided as the area developed.

Mr. Naser noted that the Transportation Department would like to transform North Temple Street into a type of grand boulevard/entrance into the city and the light rail would be placed in the center of North Temple Street, which would reduce the street from six lanes to four lanes, but would allow space for additional amenities such as sidewalks and bike paths, which would not affect traffic. This four lane section would also continue over the North Temple Street viaduct.

Mr. Naser noted that the most controversial issue within this project matrix was the alignment options between 400 West and 600 West. The reasons that Transportation staff recommended the 400 West alignment included:

- Overwhelming majority of public comment supporting the 400 West alignment.
- Four of the five Community Councils in the area have supported the 400 West alignment.

- The previous Light Rail Master Plan and plans from the 1999 Environmental Document suggested the 400 West alignment,
- If this alignment is used, it would prevent another viaduct in the downtown area, and allow the new structure to be placed next to the existent North Temple viaduct, which will look like one structure.

Mr. Tim Harpst stated that based on various city department recommendations, UTA's recommendations, and public comment. UTA had recommended that they would like to see the light rail connect to 600 West because it would be the most cost effective; however, they were prepared to agree with the City's recommendations and move forward with the 400 West connection. Mr. Harpst presented a PowerPoint presentation to visually express what had been discussed thus far in the meeting.

Mr. Harpst stated that the West Valley and Mid-Jordan lines would be built prior the airport light rail and Draper lines. He noted that UTA would need to provide four trains per line to accommodate the fifteen minute pick-up/drop-off times, and there were still concerns in regards to congestion at 400 West and Main Street, which was currently being studied. He noted that by extending the 400 South line westward, the University line would be able to connect to 400 South instead of following its current route into downtown, which would eliminate a lot of the congestion at 400 West and 200 South.

Mr. Harpst noted that there were also negotiations with South Davis County on how to improve connection into downtown Salt Lake City.

Vice Chair Woodhead stated that she noticed that in the TAB meeting minutes, and City recommendations both referenced support for a rehabilitated North Temple Street viaduct; however, later in the City's document it stated that the anticipated cost for a North Temple Boulevard and possible reconstruction or rehabilitation of the North Temple viaduct were not included in the evaluation.

Mr. Naser noted that the cost of rebuilding or rehabilitated the viaduct was not included because it looked as if the North Temple Boulevard would work without actually redoing the viaduct; however, the grand boulevard project would stand alone from the light rail project as far as cost, which is why it had not been included.

Vice Chair Woodhead and Commissioner Chambless inquired about the timeframe and budget regarding this.

Mr. Naser noted UTA would like to start construction in late 2009 or early 2010, and would be completed by 2012. He noted that the timeframe for the Grand Boulevard and North Temple viaduct would be completed at the same time.

Mr. Harpst noted that the Transportation Department understood that the replacement of the North Temple viaduct would be extremely costly, so for now various looks and functional options were being looked at.

Commissioner Chambless inquired of the condition of the existing North Temple Street viaduct.

Mr. Harpst noted that it was in good condition it just was not visually pleasing, and non functional for pedestrians and cyclists. He noted that UDOT evaluated it with a 92 percent sufficiency rating and there would be a lot of cosmetic features that could be added to visually improve the structure, to avoid having to tear it down.

Commissioner Chambless inquired about the 2100 West site and what the tentative date of completion was, as well as what the commute time from the airport to downtown would be.

Mr. Harpst noted since it was a future site; the plans would stay flexible and be built as per how the area developed.

Matt Sibble, UTA Project Manager, noted that the commute time from the airport to downtown would be approximately 24 minutes, with the 400 West route.

Commissioner Muir stated that in the report from Transportation Division it stated that the 400 West option would hinder the function of Gateway and future developments in the area, and he inquired what was being done to mitigate those issues.

Mr. Harpst stated that by placing the track north of the existing North Temple viaduct those problems would be mitigated.

Chairperson Wirthlin noted that there seemed to be a discrepancy between what UTA had originally concluded would be the cost of the project and what was being presented as the approximate cost of both the 400 West and 600 West option.

Mr. Harpst noted that the 600 West viaduct would be shorter, which is why it would cost one million and a half less.

Mr. Naser noted that a lot of the cost with the 400 West option was generated due to a transfer station on North Temple, which would be approximately an additional ten million dollars.

Vice Chair Woodhead asked how the public would move from that transfer station on North Temple.

Mr. Sibble noted that there would be a series of stairways and two elevators.

Chairperson Wirthlin opened the discussion to the public.

Gentleman, Rose Park Community Council, stated that he and the council voted in favor of the 400 West Trax alignment.

Vicky Orme, Fairpark Community Council, stated that the council was in favor of the 400 West Trax alignment and the North Temple viaduct rebuild because it would beautify North Temple as an entrance into the city.

Leslie Reynolds-Benns, WestPoint Community Council, stated that the council was grateful the City and the Planning Commission took the time to allow for public comment from the Westside citizens, and stated that the council was in favor of the 400 West alignment.

John Williams (574 NE Capitol Street, representing Gastronomy Properties) stated he was in support of the 400 West alignment and the transfer station at the North Temple viaduct. He also wanted to urge the Planning Commission to choose the option that would be the most beneficial as far as urban planning and not which would be the cheapest option.

Dave Sollis (6205 Lorreen Drive) stated that he would like to see the 400 West alignment versus 600 West.

Tom DeVroom (213 North 800 West) stated that he agreed with either alignment, and would like to see the choice made that would increase ridership. He also noted that well designed bridges were assets to any city and should be thought of as positive connections and not a structure that would bring crime.

Tony Nissen (456 North 600 West) stated he felt that there had not been a good enough analysis on the North Temple viaduct and would like to see a couple more studies done.

Jeff Gochnour (2855 Cottonwood Parkway, Cottonwood Partners) stated he was in favor of the 400 West alignment, with a transfer station on the North Temple viaduct.

Pam Phillips (439 East Sandy Oaks Drive) stated that she supported the 400 West alignment and the new North Temple viaduct.

Tiffany Sandberg (310 North 1000 West) stated she supported the 400 West alignment, which would benefit the West High School students by making it a lot more safe for them to get to and from school.

Jason Grigg (Park-N-Jet) noted that his family had been in business on North Temple Street for over 23 years, have 65 employees, and run over 250 shuttles a day. He stated he did not feel comfortable having a transfer at the 2200 West intersection, and would recommend having the transfer at 2400 West.

Darren Menlove (1370 West North Temple) stated he was concerned with the area at 1260 and 1460 West North Temple, where the property access would be altered. He stated he would like the Commission to consider this property and include a solution in their recommendations to the City Council.

Vice Chair Woodhead inquired of Mr. Menlove if he had a solution to this problem.

Mr. Menlove noted that UTA had come to them in the past couple of months with a few proposals regarding access issues to preserve his property. He noted that he felt that UTA was not required to help with the change and he would like to see something more permanent to preserve the access.

Tom Guinney (518 9<sup>th</sup> Avenue) stated that he supported the 400 West/ North Temple alignment and the new viaduct.

Steve Woods (995 West Beardsley) stated that he was representing the Salt Lake City school district and they would like to see the 400 West option, which would be beneficial for the students coming from the Rose Park area.

Rawlins Young (2135 South 1900 East) stated that he would like to see better or even alternative planning to prevent unlimited downtown urban sprawl.

Terry Hurst (346 North 600 West) stated that he would like to see the current North Temple viaduct torn down and rebuilt to be more pedestrian friendly.

John Haymond (3060 N. Marie Circle) stated he was representing Salt Lake Neighborhood Sevices, for the past 15 years. He stated they were in favor of 400 West alignment and the new North Temple viaduct.

David Galvan (440 West 600 West) noted that he was representing a lot of the public from the Westside. He stated that he would like the 1998 Master Plans re-looked at by the Planning Commission to make sure that the Westside was unified instead of cut off from the rest of the downtown area.

Chairperson Wirthlin closed the public portion of the hearing.

Commissioner McDonough inquired about how ingress and egress limitations were negotiated.

Mr. Harpst stated that it would depend on the situation, for example if it were a traffic control issue at an intersection he would deal with the negotiations. He noted that as the project design becomes more concrete the City would work with property owners on specific impacts and how access could be adjusted.

Commissioner Woodhead inquired if the via duct would be rebuilt; however, under the current plan how is the pedestrian crossing being taken care of.

Mr. Harpst stated that currently there were six lanes over the viaduct and the outside two would be converted into a sidewalk.

Commissioner Woodhead inquired how likely it was the viaduct would be completely rebuilt.

Mr. Harpst noted that it was still an option, and did have some advantages as far as urban planning, but some disadvantages as far as traffic. A big part of the decision had to do with funding from the City and considering the grand scale of the project the money could go toward beautification elsewhere along North Temple Street as well.

Commissioner Woodhead inquired about the approximation of one of the stations on Redwood Road.

Mr. Sibble noted that structured parking would be allowed in the area to be used by surrounding developments as well as the public who wanted to park and use the transit system. He noted that the nearest station would be 1950 West; however, if the parking was seriously considered the station would need to move east 700-800 feet to make the walk to the station shorter. He noted that this was still being negotiated.

Commissioner Woodhead noted that though it was important to have the stations built near work places, which would serve people that live outside of the Westside, the stations should be placed to benefit the residences of the Westside, who may use the transit system to get groceries etc. as well as accessing the work places.

Commissioner Chambless inquired about current funding and the choice to not redo the viaduct first, and would the viaduct increase the view corridor?

Mr. Harpst noted that if funding were not an option then there would be no question the North Temple viaduct would be torn down and re-built. He also noted that he did not think the view corridor would be greatly changed, because the new bridge would only be shortened, but not have additional height or width space. Mr. Harpst noted that one of the positive things of not building a new viaduct was that traffic flow would not be lost in that area during the construction.

Commissioner McHugh stated that concerning the station locations, should the Commission temper the recommendation concerning the Redwood Road station that Vice Chair Woodhead mentioned.

Commissioner Muir suggested that in the staff recommendation it stated, *Station locations are approximate and may shift somewhat as a result of the negotiations with user groups and details of final design*, which should be specifically mentioned in the motion. He noted that the Planning Director should have the final say in these negotiations and he recommended that the Planning Director address transit-oriented development potential in that final decision.

**Commissioner Muir made a motion based on the careful analysis of the technical aspects, community impacts, and considerable input over various hearings, from the general public, stake holders, and community groups, and City departments recommendations; that the Planning Commission recommends the Trax configuration be center running down the 400 West route, and approved as the preferred alignment; and that the station locations be**

said as noted, **Station locations are approximate and may shift somewhat as a result of the negotiations with user groups and details of final design**, with the acceptance that the Planning Director be empowered to address the final station locations, as a result of ongoing discussions with user groups, detail of the final design, and to reference the transit-oriented development potential of each site. A critical part of the 400 West recommendation is the inclusion of a new additional light rail track at 400 South, 400 West, and 700 South to make the overall light rail system perform effectively and also the recommendation of a secondary commuter rail transfer station at North Temple.

**Commissioner Forbis seconded the motion.**

Commissioner McDonough inquired how the Commission felt about adding to the motion language sustaining a new viaduct over rehabilitating the existing viaduct.

Mr. Shaw noted that the Commissioners may want to consider that aspect of the project as a separate motion, since it was not technically part of the recommendation, but could be sent to the City Council as a separate motion.

**Commissioner Muir did not accept the addition to the motion.**

Mr. Harpst stated that in looking at the TAB and Planning Staff recommendations the motion addresses the majority of the points, and wondered if the Commission wanted to include item 4 from the staff report which stated, *North Temple cross-section—two auto travel lanes in each direction with bike lanes, sidewalks, and amenities creating a Grand Boulevard treatment*, versus the existing current three.

Commissioner Muir stated that all of the TAB and Planning staff recommendations were included by reference in the motion.

**Commissioners Forbis, McHugh, Chambless, McDonough, Muir, and Woodhead all voted, "Aye," the motion passed unanimously.**

**Commissioner McDonough made a motion that the Planning Commission passes on a strong recommendation to the City Council for a full replacement of the existing North Temple viaduct.**

**Commissioner Chambless seconded the motion.**

**Commissioners Forbis, McHugh, Chambless, McDonough, Muir, and Woodhead all voted, "Aye," the motion passed unanimously.**

Chairperson Wirthlin announced a short break at 7:30 p.m.

Chairperson Wirthlin called the meeting back to order at 7:39 p.m.

*(This item was heard at 7:40 p.m.)*

**Petition 400-07-18 Riparian Corridor Overlay District**— on July 17, 2007 the City Council enacted a moratorium and Temporary Land Use Regulations for Non-Ephemeral above Ground Streambed Corridors. The purpose, as stated in this draft zoning regulation, is to minimize erosion, stabilize stream banks, protect water quality, preserve fish and wildlife habitats, as well as preserve aesthetic values of natural watercourses and wetland areas. Planning Staff has created the new draft Riparian Corridor Overlay District to address protection for the streams east of I-215, which will include the Jordan River. Also proposed are minor revisions to the existing Lowland Conservancy Overlay District to remove the Jordan River and focus on streams west of I-215 and the surplus canal.

Dean Schwanke, a vice-president of the Urban Land Institute, said at the November 27 ULI presentation that nationally investors and developers are highly favoring developments that embody three things: “Thinking green,” focusing on mixed use and infill development, and building transit-oriented developments.

Given the above, the airport-to-downtown line remains valid in its potential to:

- foster sound, sustainable, economic development attractive to investors and developers
- enhance Salt Lake City International Airport’s position as one of Utah’s main economic engines
- link three major Utah employment centers and tourist and convention destinations
- apply successfully growth management criteria – including improving air quality – supported by the previous and current governors of Utah.

### **SALT LAKE CITY PLANS**

Since before the 1999 *Airport to University Final Environmental Impact Statement* was published, Salt Lake City has had two goals – link the airport to downtown and the university and create a loop that would allow pedestrians to be within two blocks of a light-rail station within the downtown. The proposed resolution appears to be a step toward realizing both goals.

It might be noted that the *Downtown Rising* study initiated by the Salt Lake Chamber says in part:

“Downtown rising supports as a signature project the extension of the TRAX system to the Salt Lake City International Airport, to South Jordan, to West Valley City and to Draper. ... As new routes are added to the TRAX system, it will be necessary to add new tracks in the downtown area to accommodate more trains. This need provides the opportunity over the next five to 10 years to create one or more light rail/streetcar loops downtown.”<sup>15</sup>

The unadopted *Downtown In Motion* downtown transportation master plan sponsored by UTA, Salt Lake City, the Salt Lake Chamber, and the Utah Department of Transportation calls for the construction of “new TRAX lines on 700 South from 200 West to 400 West and then continuing north on 400 West connecting to the existing system near Gateway – completing an outer loop that serves Downtown and the emerging southwest quadrant.”<sup>16</sup> *Downtown in Motion* also calls for “constructing new TRAX lines along 400 South from Main Street to 600 West and the Intermodal Hub ... completing an inner loop of rail circulation.”

The proposed alignment in the resolution does not support the 600 West alignment. The Administration has recommended a 400 West alignment because the 400 West alignment would “allow for the future completion of light-rail loops in the Downtown that are important for establishing the transportation accessibility to support the business and residential components of the City.”<sup>17</sup>

The Administration's recommendation is based on a number of reasons, including:

1. Opposition to a 600 West alignment by residents and members of Community Councils west of 300 West Street.
2. Established City land use plans, including the unadopted Downtown in Motion master plan, which lists as its No. 1 goal: "**Serving Downtown:** Downtown transportation will be supportive of and compatible with Salt Lake City's vision of Downtown and Downtown land uses, activities and businesses."<sup>18</sup>
3. Precedent such as the 1999 *Airport to University Final Environmental Impact Statement* and the *Salt Lake City Intermodal Center Final Environmental Assessment* published September 1, 1998, which say in part:

*Airport to University Final Environmental Impact Statement*

The downtown alignment option selected was North Temple to 400 West to 400 South. This alignment option was retained as the preferred option on the basis of mobility improvements, operating efficiencies and land use policy support. This alignment option services both existing densities along 400 South, and the future densities anticipated to come with the redevelopment of the Gateway area. If the decision is made to reconstruct the viaduct on North Temple to accommodate LRT, there is an opportunity to incorporate pedestrian and bicycle enhancements into the design of the new viaduct to facilitate connections between the east and west portions of the corridor. This alignment has the potential to more fully define the southern boundary of downtown and capture the new riders who are under-served by potential alignments further north. In addition, 400 South to 400 West requires only two turns in the downtown area, thereby reducing travel times throughout the corridor.<sup>19</sup>

*Salt Lake City Intermodal Center Final Environmental Assessment*

The LRT (light-rail train) connections to the proposed W/E (west-east) LRT and N/S (north-south) LRT alignments will serve the downtown CBD. This connection will allow commuters to easily transfer to the LRT and continue on to their final destination point. There are currently two options for this LRT connection depending on whether or not the proposed W/E (West/East) LRT is constructed. If the W/E LRT is constructed as planned, the LRT connection to the Intermodal Center will include a tie to the W/E LRT alignment at 200 South 400 West. The proposed route would then travel along 200 South to 600 West, south on 600 West to 300 South and connect to the proposed Intermodal Center. Without the W/E LRT construction, the LRT extension to the Intermodal Center will originate at the end of the existing N/S LRT alignment at the Delta Center (Energy Solutions Arena). The proposed route will then travel along 400 West to 200 South where it will turn west to 600 West and south to 300 South providing the connection to the proposed Intermodal Center.<sup>20</sup>

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- <sup>1</sup> *Airport to University Final Environmental Impact Statement*, Page 1-1.
- <sup>2</sup> Utah Economic and Business Review, May/June 2005, published by the Bureau of Economic and Business Research.
- <sup>3</sup> Rocky Mountain Lodging Report, October 2007.
- <sup>4</sup> Ibid.
- <sup>5</sup> *The Enterprise Lists*, 2002
- <sup>6</sup> University of Utah Internet Website.
- <sup>7</sup> Salt Lake City International Airport Overview, 2006.
- <sup>8</sup> Presentation: Northwest Quadrant Master Plan open house, November 12, 2007.
- <sup>9</sup> Wasatch Front Regional Council, North Temple Corridor Employment Projections.
- <sup>10</sup> Salt Lake City International Airport Overview, 2006; City Council Update, 2007.
- <sup>11</sup> Salt Lake City International Airport Overview, 2006.
- <sup>12</sup> Ibid.
- <sup>13</sup> Presentation for Envision Utah by Robert Charles Lesser & Co.
- <sup>14</sup> Wasatch Front Regional Council, North Temple Corridor Population Projections.
- <sup>15</sup> Downtown Rising, Pages 11 and 13.
- <sup>16</sup> *Downtown in Motion*, Page 1.
- <sup>17</sup> Communication to the City Council, October 29, Page 3.
- <sup>18</sup> *Downtown in Motion*, Page 8.
- <sup>19</sup> *Airport to University West-East Light Rail Project Final Environmental Impact Statement*, Pgs 2-7, 2-8.
- <sup>20</sup> *Salt Lake City Intermodal Center Final Environmental Assessment*, Page 8.

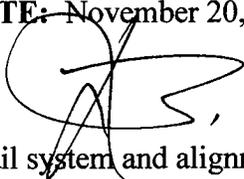
A. LOUIS ZUNGUZE  
DIRECTOR  
  
BRENT B. WILDE  
DEPUTY DIRECTOR

**SALT LAKE CITY CORPORATION**  
DEPT. OF COMMUNITY DEVELOPMENT  
OFFICE OF THE DIRECTOR

ROSS C. "ROCKY" ANDERSON  
MAYOR

**CITY COUNCIL TRANSMITTAL**



**TO:** Lyn Creswell, Chief Administrative Officer      **DATE:** November 20, 2007  
**FROM:** Louis Zunguze, Community Development Director        
**RE:** A resolution authorizing the extension of the light-rail system and alignment to Salt Lake City International Airport and related matters

**STAFF CONTACTS:** George Shaw, Planning & Zoning Enforcement Director, at 535-7226 or george.shaw@slcgov.com

**RECOMMENDATION:** That the City Council schedule a public hearing and adopt a resolution

**DOCUMENT TYPE:** Resolution

**BUDGET IMPACT:** To be determined as part of the interlocal agreement between the City and UTA

**DISCUSSION:**

**Issue Origin:** In recent years, the Utah Transit Authority (UTA) and area governments have facilitated efforts toward expansion of the TRAX system. In 2006, Salt Lake County voters agreed to a sales tax increase to fund needed transit projects. This funding, combined with federal funds, will largely be directed toward four additional TRAX routes and commuter rail to the south. This initiative includes funding to construct a light rail extension from the Downtown to the Salt Lake City International Airport.

The TRAX Airport line was originally studied in 1999. Due to the age of the original study, the analysis had to be readdressed to account for current conditions, such as redevelopment in the Gateway area, a major reconfiguration of the Grant Tower track area, completion of the Intermodal Hub, land use developments along North Temple, and the Airport Master Plan. As part of this revaluation effort, City staff evaluated several alternatives for route alignment, station locations, and location of track in the public right-of-way.

**Analysis:** The evaluation of the alternatives focused on five key areas: urban planning, Downtown goals, operational aspects, cost efficiencies, and community concerns (see Attachment D). A major component of the analysis was soliciting public input by meeting with Community Councils and individually with key stakeholders. Discussions were held with the Capitol Hill, Jordan Meadows, Downtown, Poplar Grove, and Fairpark Community Councils.

property owners, business stakeholders, and relevant City and State government organizations (see Attachment E, page 7). On October 18, 2007, the Administration organized a general open house at the Fairgrounds to provide the public additional opportunity to comment. On October 29, 2007, the Administration released its recommendation, which was forwarded to the Transportation Advisory Board and Planning Commission for review.

***Master Plan & City Council Policy Considerations:*** Multiple plans and policies addressing the Downtown area discuss transportation issues and offer recommendations related to transit development.

City Council policies adopted in 1994 and 1996 address making transportation multimodal, convenient, and accessible while equally considering the impact on neighborhoods and protecting the quality of life in the City.

The 1995 Downtown Land-Use Master Plan makes a recommendation supporting mass transit in general and speaks to the preferred alignment of the route for an airport line.

The Gateway Specific Plan provides guiding principles for land-use, development, and transportation in the area. The plan also speaks to a proposed alignment for the TRAX line extension to the Airport and the construction of the Intermodal Hub at its actual site.

The draft Salt Lake City Downtown Transportation Master Plan, developed in 2007 and in the process of being officially adopted, provides goals associated with the transportation systems operating in Downtown.

#### **PUBLIC PROCESS:**

Input received at numerous public meetings helped in formulating the Administration's recommendation. The Administration's recommendation (see Attachment D) was reviewed by the City's Transportation Advisory Board at their meeting on November 5, 2007. At that time, the Board voted to forward a positive recommendation to the Planning Commission (see Attachment C).

The Planning Commission held multiple Issues Only hearings to solicit public input. On November 14, 2007, the Commission held a public hearing to consider the recommendation made by the Transportation Advisory Board and Administration (see Attachment B). At the conclusion of that hearing, the Commission voted unanimously to adopt the recommendation made by the Transportation Advisory Board and Administration with the expectation that the Planning Director be empowered to address the final station locations. The Commission also recommended supporting the inclusion of additional light rail track on 400 South, 400 West, and 700 South and a secondary commuter rail transfer station at North Temple.

#### **RELEVANT ORDINANCES:**

None

## Attachment A: Resolution

RESOLUTION NO. \_\_\_ OF 2007

(Authorizing the light-rail extension project to the Salt Lake City International Airport; the alignment along 400 West Street; the locations of the stations; and related matters)

\* \* \*

AUTHORIZING THE EXTENSION OF THE LIGHT-RAIL SYSTEM AND THE ALIGNMENT TO THE SALT LAKE CITY INTERNATIONAL AIRPORT, AND RELATED MATTERS.

WHEREAS, Salt Lake City has participated with the Utah Transit Authority (UTA), the Utah Department of Transportation and the Salt Lake Chamber to develop *Downtown In Motion*, which is a transportation Master Plan that includes planning for future transportation needs and considerations for the Downtown area of the City and west to the Airport; and

WHEREAS, a key component of the Master Plan is future light-rail service to the Salt Lake City International Airport; and

WHEREAS, UTA was an active participant and contributor to the Master Plan process and UTA's Board of Directors concurred in the findings and conclusions of the Master Plan; and

WHEREAS, the City and UTA have collaborated to develop and enhance efficient transportation both entering and within the City; and

WHEREAS, the City's support in developing UTA's light-rail projects has contributed to the overall success of UTA's light-rail service in Salt Lake County; and

WHEREAS, the City's Transportation Advisory Board and Planning Commission have studied the downtown alignment of the Airport light-rail project and have submitted their recommendations to the City Council; and

WHEREAS, the Master Plan provides for a light-rail alignment that includes the corridor along 400 West Street, connecting to North Temple Street to the Airport; and

WHEREAS, the Master Plan provides that the 400 West alignment contemplates the construction of additional light-rail lines on 400 South and 700 South, and as planned for construction in the Master Plan during 2011 to 2020; and

WHEREAS, UTA has developed plans for a regional transportation system that includes light-rail service to the Intermodal Hub, the Airport and areas west of Salt Lake City; and

WHEREAS, the Master Plan is in accord with the development of UTA's regional transportation system for Salt Lake County, which complements existing and planned light-rail and commuter-rail lines; and

WHEREAS, the City has participated with UTA and UDOT in a process to reevaluate and update the previously approved 1999 Airport to University West-East Light Rail Project Final Environmental Impact Statement (FEIS), which included the 400 West/North Temple alignment; and

WHEREAS, funding for the construction of the future alignment is the responsibility of UTA, with the City assuming responsibility for those aspects of the project that are attributable to City requirements (such as a possible "grand boulevard" on North Temple Street); and

WHEREAS, the City Council has studied the matter and has decided that this resolution is in the best interest of the City.

NOW THEREFORE, BE IT RESOLVED by the City Council of Salt Lake City, Utah, as follows:

1. Extension of the light-rail line from its current terminus in Salt Lake City to the Salt Lake City International Airport ("Airport Light-Rail Extension") is approved;
2. The City Council does hereby approve the alignment of the Airport Light-Rail Extension running north along 400 West Street, connecting to North Temple Street, then running west in a center-running configuration to approximately 2400 West, then along the north side of North Temple to the Airport property;
3. The City Council does hereby approve the construction of six (6) additional light-rail stations at approximately the following locations: (a) on top or adjacent to the North Temple viaduct, (b) at the intersection of North Temple and 800 West Street, (c) at the intersection of North Temple and the Jordan River, (d) at the intersection of North Temple and Cornell Street, (e) at the intersection of North Temple and Winifred Street, and (f) a possible future station at the intersection of North Temple and 2300 West, and contingent upon the Administration reviewing the various cost and financing options with the City Council;
4. The City Council does hereby approve the reduction of the number of travel lanes on North Temple Street from three to two lanes in each direction;
5. Concerning the terminus of the Airport Light-Rail Extension, the Administration should work toward a mutual agreement with UTA to locate the terminus

at such location that significantly maximizes ridership and convenience for light-rail passengers, subject to federal regulatory approvals. The Administration and UTA should participate in the Airport planning process, which shall be completed within 9 months, whereby the City and UTA should also consider and address, for purposes of determining the terminus of the Airport light-rail line: (a) maximizing improvement of air quality; (b) maximizing reduction of vehicle miles traveled; (c) minimizing carbon emissions; (d) minimizing interference with Airport operations; and (e) compatibility between light-rail systems and existing and future Airport operations; provided that the location of the terminus selected at the conclusion of the planning process does not result in a material, negative impact to light rail ridership or passenger convenience.

6. City Council approval is contingent upon the Administration negotiating (with future City Council approval) an equitable and reasonable cost of construction to the City, in partnership with the UTA and the federal government and regulatory authorities;

7. The Salt Lake City administration is hereby authorized to negotiate and draft an interlocal agreement with the UTA that is consistent with this resolution; and

8. The interlocal agreement shall include the following:

- a. a construction schedule and process designed to minimize impacts to businesses, residents, and visitors along the construction route;
- b. definitions and responsibilities between UTA and the City for “additional cost measures” and “betterments”;
- c. requirements for alignment, overhead contact system, stations, and track system to be substantially consistent with the appearance of existing and planned facilities located within the City;
- d. requirements for streetscape and sidewalk design to be substantially consistent existing downtown standards and the proposed North Temple “grand boulevard” design;
- e. funding arrangement agreed upon shall not represent a precedent for future funding arrangements between Salt Lake City and the Utah Transit Authority.

Passed by the City Council of Salt Lake City, Utah, this \_\_\_\_\_ day of December, 2007.

---

CHAIRPERSON

ATTEST:

\_\_\_\_\_  
CHIEF DEPUTY CITY RECORDER

Transmitted to Mayor on \_\_\_\_\_.

Mayor's Action: \_\_\_\_\_ Approved. \_\_\_\_\_ Vetoed.

\_\_\_\_\_  
MAYOR

\_\_\_\_\_  
CHIEF DEPUTY CITY RECORDER

(SEAL)

Bill No. \_\_\_\_\_ of 2007.

Published: \_\_\_\_\_.

RECORDED  
CITY CLERK  
Date 11/26/07  
ERV  
BY

**Attachment B: Planning Commission  
DRAFT Minutes**

**SALT LAKE CITY  
PLANNING COMMISSION MEETING  
In Room 326 of the City & County Building  
451 South State Street, Salt Lake City, Utah  
Wednesday, November 14, 2007**

Present for the Planning Commission meeting were Chairperson Matthew Wirthlin, Vice Chair Mary Woodhead, and Commissioners Peggy McDonough, Susie McHugh, Prescott Muir, Tim Chambless, and Robert Forbis. Commissioners Babs De Lay, Kathy Scott, and Frank Algarin were excused from the meeting.

Present from the Planning Division were George Shaw, Planning Director; Kevin LoPiccolo, Planning Manager; Marilynn Lewis, Principal Planner; Nole Walkingshaw, Zoning Administrator; and Cecily Zuck, Senior Secretary. Staff from additional City departments included: Brad Stewart, Public Utilities.

A roll is being kept of all who attended the Planning Commission Meeting. Chairperson Wirthlin called the meeting to order at 5:50 p.m. Audio recordings of Planning Commission meetings are retained in the Planning Office for an indefinite period of time.

The field trip scheduled prior to the meeting was canceled.

**APPROVAL OF THE MINUTES from Wednesday, October 24, 2007.**

*(This item was heard at 5:52 p.m.)*

**Commissioner McHugh made a motion to approve the minutes with noted changes. Commissioner Chambless seconded the motion. All in favor voted, "Aye," the minutes were approved unanimously.**

**REPORT OF THE CHAIR AND VICE CHAIR**

*(This item was heard at 5:53 p.m.)*

Chairperson Wirthlin thanked the Commissioners for participating in numerous subcommittee meetings the past month.

Commissioner Muir noted that he had attended another city's Planning Commission meeting and noticed that it was their practice that when a motion was called for there was an individual Commissioner voice roll call for the motion.

Chairperson Wirthlin noted that was a good suggestion and he would adopt that practice immediately and have staff review Robert's Rules of Order to clarify.

**PUBLIC HEARING**

*(This item was heard at 5:54 p.m.)*

**Airport Light Rail Transit Line**— a recommendation will be forwarded to the City Council regarding a proposal by the Utah Transit Authority to build an Airport Light Rail Transit line, including potential track alignment and station locations.

Chairperson Wirthlin noted that Doug Dansie was the staff representative on this petition, but was unable to attend the meeting and George Shaw would present the petition to the public and Planning Commission.

Mr. Shaw stated that this petition had been before the Commission a couple of times, and had been presented individually to a few of the Community Councils. On October 18, 2007 a public

- If this alignment is used, it would prevent another viaduct in the downtown area, and allow the new structure to be placed next to the existent North Temple viaduct, which will look like one structure.

Mr. Tim Harpst stated that based on various city department recommendations, UTA's recommendations, and public comment. UTA had recommended that they would like to see the light rail connect to 600 West because it would be the most cost effective; however, they were prepared to agree with the City's recommendations and move forward with the 400 West connection. Mr. Harpst presented a PowerPoint presentation to visually express what had been discussed thus far in the meeting.

Mr. Harpst stated that the West Valley and Mid-Jordan lines would be built prior the airport light rail and Draper lines. He noted that UTA would need to provide four trains per line to accommodate the fifteen minute pick-up/drop-off times, and there were still concerns in regards to congestion at 400 West and Main Street, which was currently being studied. He noted that by extending the 400 South line westward, the University line would be able to connect to 400 South instead of following its current route into downtown, which would eliminate a lot of the congestion at 400 West and 200 South.

Mr. Harpst noted that there were also negotiations with South Davis County on how to improve connection into downtown Salt Lake City.

Vice Chair Woodhead stated that she noticed that in the TAB meeting minutes, and City recommendations both referenced support for a rehabilitated North Temple Street viaduct; however, later in the City's document it stated that the anticipated cost for a North Temple Boulevard and possible reconstruction or rehabilitation of the North Temple viaduct were not included in the evaluation.

Mr. Naser noted that the cost of rebuilding or rehabilitated the viaduct was not included because it looked as if the North Temple Boulevard would work without actually redoing the viaduct; however, the grand boulevard project would stand alone from the light rail project as far as cost, which is why it had not been included.

Vice Chair Woodhead and Commissioner Chambless inquired about the timeframe and budget regarding this.

Mr. Naser noted UTA would like to start construction in late 2009 or early 2010, and would be completed by 2012. He noted that the timeframe for the Grand Boulevard and North Temple viaduct would be completed at the same time.

Mr. Harpst noted that the Transportation Department understood that the replacement of the North Temple viaduct would be extremely costly, so for now various looks and functional options were being looked at.

Commissioner Chambless inquired of the condition of the existing North Temple Street viaduct.

Mr. Harpst noted that it was in good condition it just was not visually pleasing, and non functional for pedestrians and cyclists. He noted that UDOT evaluated it with a 92 percent sufficiency rating and there would be a lot of cosmetic features that could be added to visually improve the structure, to avoid having to tear it down.

Commissioner Chambless inquired about the 2100 West site and what the tentative date of completion was, as well as what the commute time from the airport to downtown would be.

Jeff Gochmour (2855 Cottonwood Parkway, Cottonwood Partners) stated he was in favor of the 400 West alignment, with a transfer station on the North Temple viaduct.

Pam Phillips (439 East Sandy Oaks Drive) stated that she supported the 400 West alignment and the new North Temple viaduct.

Tiffany Sandberg (310 North 1000 West) stated she supported the 400 West alignment, which would benefit the West High School students by making it a lot more safe for them to get to and from school.

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Vice Chair Woodhead inquired of Mr. Menlove if he had a solution to this problem.

Mr. Menlove noted that UTA had come to them in the past couple of months with a few proposals regarding access issues to preserve his property. He noted that he felt that UTA was not required to help with the change and he would like to see something more permanent to preserve the access.

Tom Guinney (518 9<sup>th</sup> Avenue) stated that he supported the 400 West/ North Temple alignment and the new viaduct.

Steve Woods (995 West Beardsley) stated that he was representing the Salt Lake City school district and they would like to see the 400 West option, which would be beneficial for the students coming from the Rose Park area.

Rawlins Young (2135 South 1900 East) stated that he would like to see better or even alternative planning to prevent unlimited downtown urban sprawl.

Terry Hurst (346 North 600 West) stated that he would like to see the current North Temple viaduct torn down and rebuilt to be more pedestrian friendly.

John Haymond (3060 N. Marie Circle) stated he was representing Salt Lake Neighborhood Sevices, for the past 15 years. He stated they were in favor of 400 West alignment and the new North Temple viaduct.

David Galvan (440 West 600 West) noted that he was representing a lot of the public from the Westside. He stated that he would like the 1998 Master Plans re-looked at by the Planning Commission to make sure that the Westside was unified instead of cut off from the rest of the downtown area.

Chairperson Wirthlin closed the public portion of the hearing.

Commissioner McDonough inquired about how ingress and egress limitations were negotiated.

Mr. Harpst stated that it would depend on the situation, for example if it were a traffic control issue at an intersection he would deal with the negotiations. He noted that as the project design

Planning Director be empowered to address the final station locations, as a result of ongoing discussions with user groups, detail of the final design, and to reference the transit-oriented development potential of each site. A critical part of the 400 West recommendation is the inclusion of a new additional light rail track at 400 South, 400 West, and 700 South to make the overall light rail system perform effectively and also the recommendation of a secondary commuter rail transfer station at North Temple.

**Commissioner Forbis seconded the motion.**

Commissioner McDonough inquired how the Commission felt about adding to the motion language sustaining a new viaduct over rehabilitating the existing viaduct.

Mr. Shaw noted that the Commissioners may want to consider that aspect of the project as a separate motion, since it was not technically part of the recommendation, but could be sent to the City Council as a separate motion.

**Commissioner Muir did not accept the addition to the motion.**

Mr. Harpst stated that in looking at the TAB and Planning Staff recommendations the motion addresses the majority of the points, and wondered if the Commission wanted to include item 4 from the staff report which stated, *North Temple cross-section—two auto travel lanes in each direction with bike lanes, sidewalks, and amenities creating a Grand Boulevard treatment*, versus the existing current three.

Commissioner Muir stated that all of the TAB and Planning staff recommendations were included by reference in the motion.

**Commissioners Forbis, McHugh, Chambless, McDonough, Muir, and Woodhead all voted, "Aye," the motion passed unanimously.**

**Commissioner McDonough made a motion that the Planning Commission passes on a strong recommendation to the City Council for a full replacement of the existing North Temple viaduct.**

**Commissioner Chambless seconded the motion.**

**Commissioners Forbis, McHugh, Chambless, McDonough, Muir, and Woodhead all voted, "Aye," the motion passed unanimously.**

**Attachment C: Transportation Advisory  
Board DRAFT Minutes**

## SALT LAKE CITY

### TRANSPORTATION ADVISORY BOARD

#### DRAFT Minutes of the November 5, 2007 Meeting

Present from the Transportation Advisory Board were Joel Ban, Milton Braselton, Randy Dixon, Kelly Gillman, Tim Harpst, Jim Jenkin, Keith Jensen, Jonathan Springmeyer, Steve Sturzenegger, and Alama Ulu'ave.

Also present from City staff, UTA, and the consultant team were Kevin Young, John Naser, George Shaw, Doug Dansie, Matt Sibul, Jeff Harris, and Brian Wilkinson.

The meeting was called to order at 4:05 PM by Chairman Keith Jensen. Keith asked for approval of the minutes of the October 1, 2007 meeting.

**Motion:** Jonathan Springmeyer moved to approve the minutes of the October 1, 2007 meeting. Steve Sturzenegger seconded the motion. The motion passed unanimously.

George Shaw updated the board on the status of the Downtown Master Plan and explained that the intent of the Planning Division is to take the efforts of both the Downtown Rising plan and the Downtown Transportation Master Plan and incorporate them into the Downtown Master Plan update. Doug Dansie said it is not the intent to totally rewrite the Downtown Master Plan Document, but to update the existing plan. Doug handed out two different copies of the draft plan. One copy was in legal format, showing the proposed changes and the other copy showed the document with the changes incorporated. Doug told the board that any comments they have regarding the plan are welcomed. Tim Harpst recommended that board members review the plan and send any comments they have to either himself or Kevin Young. Joel Ban asked if comments from the board should be limited to transportation issues. Doug said that comments regarding any part of the plan would be accepted. Tim told the board that at a future meeting they could also take formal action on any recommendations the board as a whole wanted to make.

Tim Harpst started the presentation on the Airport Light Rail project by updating the board on project related events that had occurred since the October board meeting. As part of the City's public process and in addition to the previous meetings held by UTA and the consultant team, the City held a public open house on October 18. Over 150 people attended the open house. The main issue at the open house was regarding the 400 West and 600 West alignment options. 45 people provided comments in favor of the 400 West alignment option and nine people provided comments in favor of the 600 West alignment option. Tim said the Planning Commission is scheduled to hold a public hearing on the Airport Light Rail project on November 14. Tim indicated that the board had received a copy of the City Administration's recommendation for the project, which included six areas: 1) Track Configuration; 2) Alignment; 3) Station Locations; 4) North

North Temple viaduct needs to be rebuilt. Tim said the City Administration's recommendation is for a new or rehabilitated North Temple viaduct. John Naser said the existing North Temple viaduct is in good condition structurally and has 30 to 40 more years of life if maintained properly.

**Motion:** Jim Jenkin moved that the board recommend the following items of the City Administration's recommendation for the Airport Light Rail project: 1) Track Configuration; 4) North Temple cross-section; 5) Grand Boulevard; and 6) New Downtown Trackage. Kelly Gillman seconded the motion. The motion passed unanimously.

**Motion:** Kelly Gillman moved that the board recommend item 3) Station Locations as described in the City Administration's recommendation, with the exception of item 3a) a light rail station on top of new or adjacent to rehabilitated N. Temple viaduct and connected to a Commuter Rail transfer station below. Steve Sturzenegger seconded the motion. The motion passed unanimously.

**Motion:** Jon Springmeyer moved that the board recommend item 2) Alignment as recommended by the City Administration and item 3a) a light rail station on top of new or adjacent to rehabilitated N. Temple viaduct and connected to a Commuter Rail transfer station below. Randy Dixon seconded the motion. The motion passed with Jim Jenkin and Steve Sturzenegger voting in opposition.

Jim Jenkin and Steve Sturzenegger said their opposition to the 400 West alignment option was based on their belief that their role is to deal with the transportation aspects of the project and that they believed 600 West is better in that regard. They also stated they understood there were other issues that were taken into account by the City Administration in making a final recommendation.

Under other business and updates, Kevin Young informed the board about a Foothill Corridor Study Open House scheduled for Thursday, November 8, 2007. The Open House will be held from 5:00 p.m. to 7:00 p.m. at the Indian Hills Elementary School.

The next meeting of the board was set for Monday, December 3, 2007. Tentative agenda item will be the Sugar House Transit Study, Downtown Master Plan, and an overview of the Rail~Volution conference attended by Kelly Gillman and Milton Braselton.

With no further business, the meeting was adjourned at 6:08 p.m.

**Attachment D: Administrative  
Recommendation**

# Communication to the City Council



*Steve Fawcett for Lyn Creswell*

Department of Community Development  
Office of the Director

**To:** Lyn Creswell, Chief Administrative Officer

**From:** Louis Zunguze, Community Development Director

**Date:** October 29, 2007

**CC:** Mary De La Mare-Schaefer, Community Development Deputy Director  
Tim Harpst, Transportation Director  
George Shaw, Planning Director  
John Naser, Deputy City Engineer  
Sam Guevara, Chief of Staff  
Planning Commission  
Transportation Advisory Board  
Community Council Chairs

**Re:** City Administration Recommendation for Airport Light Rail Project

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Attached please find the City Administration's recommendation pertaining to the extension of light-rail from Downtown to the Airport. This recommendation was determined through the Administration's careful analysis of policy considerations, community impacts, and the technical aspects associated with different options. The Administration's recommendation strongly considers the input received from the community through meetings with stakeholders from the area, discussions with Community Councils, and two different community open house events.

As the next step in the process, the Airport light-rail extension matter will be brought before the City's pertinent boards. In separate November meetings, this issue will be considered by both the Transportation Advisory Board and the Planning Commission. The recommendations of these groups will then be forwarded to the City Council for its consideration in making a final decision on the aspects associated with this light-rail extension.

**Salt Lake City Administrative Recommendation  
for the  
Airport Light Rail Project**

**Overall City Administration Recommendation**

**The proposed light-rail extension to the Airport should have a center running track alignment that is routed north along 400 West to North Temple and west along North Temple to the Airport property.**

***Recommended Project Description***

1. Track Configuration - Center-Running
2. Alignment - 400 West (from existing track at 400W/S. Temple, north on 400 W one block, then west along the north side of a new or rehabilitated N. Temple viaduct to 600 West, then center running on N. Temple to I-215, then center-running west along "new" N. Temple to approximately 2200 West, then west along the north side of N. Temple to the airport property. Alignment on the airport property will be determined as part of the Airport master plan process currently underway.
3. Station Locations
  - a. Light rail station on top of new or adjacent to rehabilitated N. Temple viaduct and connected to a Commuter Rail transfer station below
  - b. N. Temple, west side of 800 W intersection (800 W Station)
  - c. N. Temple, just east of Jordan River (Fairpark Station)
  - d. N. Temple, west side of Cornell Street (Cornell Station)
  - e. N. Temple, west side of Winifred Street (1900 W) (Winifred Station) although negotiations with developers near Redwood for use of a parking facility may allow this station to be located closer to Redwood Road
  - f. Future station on N. Temple, north side of new N. Temple at approximately 2300 West

Note: Station locations are approximate and may shift somewhat as the result of negotiations with user groups and details of final design
4. N. Temple cross-section - two auto travel lanes in each direction with bike lanes, sidewalks and amenities creating a Grand Blvd. treatment
5. Grand Boulevard – Various amenities including landscaping, lighting, bicycle and pedestrian treatments, and other appropriate urban design features that will, along with light rail, transform North Temple into a “Grand Boulevard” that will be an attractive, welcoming entrance into the downtown from the Airport
6. New Downtown Trackage - UTA agreement to construct additional 400 South and 700 South trackage connecting existing tracks to the Intermodal Hub to alleviate train capacity issues downtown

**Decision-Making Considerations**

The Administration’s recommendation was determined by considering and analyzing information within five key areas. The areas of focus consisted of urban planning, Downtown goals, operational aspects, cost efficiencies, and community concerns.

## **Urban Planning**

### *Finding*

The Administrative recommendation provides the best opportunity to meet sound urban planning concepts such as the walkability of neighborhoods, continuity of residential living that supports neighborhoods, promotion of mixed use development, and transportation systems that support the needs of both business and residential neighborhoods in the area. The North Temple to 400 West alignment will avert the construction of a viaduct on 600 West that would hinder the neighborhood quality for the residential area and that would create a barrier that would have a negative impact on the walkability of the area and connectivity to other parts of the City. In addition, this alignment, coupled with the additional light-rail tracks recommended to go to the west on 400 South and 700 South, and to the North 400 West, would allow for the future completion of light-rail loops in the Downtown that are important for establishing the transportation accessibility to support the business and residential components of the City. Finally, the center running track configuration and location of light-rail stations along North Temple provide an excellent opportunity for the creation of a “Grand Boulevard” entry into Salt Lake City.

### *Analysis*

The operational efficiencies necessary to accommodate light rail expansion must be balanced with the needs of the community and specific neighborhood viability. Light rail expansion should enhance neighborhood walkability, residential living, and encourage mixed use development along the corridor—with transportation accessibility that supports both business and neighborhood needs. On balance, the 400 West alignment will have less negative neighborhood impact than the 600 West alignment, and provide the best opportunity to meet the urban planning principles.

### *North Temple Street (“Grand Boulevard”)*

The design of the North Temple corridor should help unify and define neighborhoods, rather than further divide them. The North Temple Street right-of-way was recently transferred from UDOT to Salt Lake City. The opportunity now exists to make North Temple Street a “Grand Boulevard.” This would include multiple forms of transportation (i.e. auto, light rail, bike, and pedestrian).

Under the “Grand Boulevard” scenario, North Temple would be narrowed by reducing the number of auto travel lanes from six to four. With the light-rail track placed in the center of the street, bike lanes and streetscape could be constructed on the outer edges. The street would unify and enhance neighborhoods by also containing shorter connections for pedestrians to cross the street, access activity centers, and safely walk to individual light rail stations. As a major artery connecting the airport to downtown, this street is important in creating a ‘sense of entry/arrival,’ and a good first impression, for the visitors to our community.

## **Downtown Goals**

### *Finding*

The Administrative recommendation provides the ideal opportunity for the City to meet the goals and intentions that have been established in various land use and transportation planning efforts and policies. The City has various plans wherein goals for the City and its Downtown are addressed as it pertains to mass transit, including light rail, and surrounding community development. A common element of these plans is that transportation modes should be supportive and compatible with existing and anticipated land uses. The North Temple to 400 West alignment provides the opportunity to meet the goals of limiting negative impacts to neighborhoods and supporting the viability of the City's commercial and residential areas. This alignment, coupled with the additional light-rail tracks recommended to go to the west on 400 South and 700 South, and to the north on 400 West, would also allow for the future completion of light-rail loops in the Downtown.

### *Analysis*

As articulated in the Salt Lake City's *Airport Light Rail Project: Summary of Issues and Existing Policies* (See Attachment), Salt Lake City has a number of official plans, policies, and studies that are pertinent to the study of the airport light rail line. Included in these are general citywide policies and plans, as well as plans and studies addressing the areas of the City where the airport line will be located or have impact. From this information, it is clear that the operational efficiencies necessary to accommodate light rail expansion must be balanced with the needs of the community and specific neighborhood viability. Light rail expansion should enhance neighborhood walkability, residential living, commercial viability, and encourage development along the corridor and in nearby areas—with transportation accessibility that supports both business and neighborhood needs.

In addition to the City's policies, plans, and studies, the Salt Lake Chamber's Downtown Rising effort emphasized the importance of Downtown and its transportation needs. As part of its visioning process, the plan not only proposes a light rail connection to the airport, but also the addition of new tracks to the west on 400 South and 700 South, and to the North on 400 West in order to create light rail loops to improve Downtown mobility. This approach is also recommended in the City's draft Downtown Transportation Master Plan.

## **Operational Aspects**

### *Finding*

The selected alignment was determined to operate at an acceptable level for trains, autos and pedestrians through the study year of 2030, although the intersection of 400 West and N. Temple will likely approach unstable flow conditions near 2030. It can be expected this will lead to auto drivers selecting an alternative route such as 300 West or switching to other travel modes such as transit as travel demand through this intersection increases. Also, under any scenario, it will be

necessary to construct additional dual left turn lanes at the Redwood Road and North Temple intersection to maintain an acceptable service level at that intersection.

### *Analysis*

The operational aspects of each alignment alternative were evaluated using industry-standard, computerized modeling techniques, programmed with the information and assumptions below.

### Assumptions

1. 24 trains per hour (12 trains in each direction) was used as the train capacity of all intersections. Beyond this frequency, it would not be likely train schedules could be maintained.
2. 15-minute headways (time between trains) in both directions were used for the Airport Line and other new light rail lines that will service the downtown, similar to the service level now provided on existing lines.
3. Existing traffic and land use data was projected to year 2030 levels. The data used was projected by the Wasatch Front Regional Council which is this metropolitan area's planning organization for projecting travel growth based on expected land use growth.
4. The number of through traffic lanes on N. Temple was reduced to two in each direction.
5. The auto traffic volumes on N. Temple were grown in accordance with expected land use development, then reduced 20% to reflect the presence of the additional light rail travel option and the reduction in through traffic lanes on N. Temple. The traffic and land use data and projections were reviewed by UTA, City and UDOT staff.
6. A new traffic signal was assumed necessary at N. Temple and 400 West.
7. New trackage downtown on 400 South and 700 South connecting existing tracks to the Intermodal Hub was assumed for the purpose of providing operational flexibility to UTA in routing trains through downtown to reduce congestion and stay within the train capacity of intersections.

### Center-Running Track Configuration

A Center-Running (center of street) Track Configuration is recommended as opposed to a side-running or split side-running configuration because:

1. Familiarity. It is the configuration seen throughout most of the TRAX system that exists on city streets. This allows riders to easily understand how it operates and what is expected of them for safely accessing, embarking and disembarking trains.
2. Best operations. This configuration is superior to both of the side-of-street configurations in terms of UTA's ability to maintain their TRAX time schedule and minimizing auto-train conflicts. If side-running, every auto needing to access the abutting land via a driveway will pose an auto/train conflict which will need to be controlled in a safe manner to insure auto drivers and TRAX drivers know who has the right-of-way. This can lead to excessive and variable delays to the TRAX train which will make it difficult to maintain a schedule and remain competitive travel- time-wise.
3. Aesthetics. Side-running operations require the use of gates and bells, not generally considered aesthetic, at busy driveways to provide right-of-way control.
4. Rider access. Center-running requires riders to cross only half a roadway, watching for traffic in one-direction only. Side-running options offer convenient access from the

adjacent sidewalk to those already there, but the other pedestrians must cross the entire street to access the train.

North Temple Cross-Section - two auto travel lanes in each direction with bike lanes, sidewalks and amenities creating a Grand Blvd. treatment. Two through auto travel lanes in each direction is recommended instead of three lanes because:

1. the roadway functions satisfactorily with two lanes,
2. it allows the TRAX lines, car lanes, bike lanes and sideway improvements to be built within the existing right-of-way for much of the length of the project, minimizing the acquisition of additional right-of-way
3. the configuration allows for more of the existing right-of-way to be used for amenities to create a "Grand Boulevard" appearance, and
4. it is much less expensive to construct

#### Station Locations

1. Light rail station on top of new N. Temple viaduct and connected to a Commuter Rail transfer station below  
This location provides direct light rail access for the northern portion of the Gateway development and future development north of N. Temple. It also allows commuter rail riders to access the Airport Line without needing to transfer at the Intermodal Hub.
2. N. Temple, west side of 800 W intersection (800 W Station)  
This location is more central to the area between I-15 and the Fairpark grounds, particularly with the recommendation to shift the Fairpark station to the west
3. N. Temple, just east of the Jordan River (Fairpark Station)  
This location provides access to the Jordan River Parkway trail and to a new access into the Fairpark. It is also adjacent to property on the south side of N. Temple that may become a Transit Oriented Development with a park-n-ride facility. This location is recommended by the State Fairpark and the Fairpark Community Council.
4. N. Temple, west side of Cornell Street (Cornell Station)  
This location preserves left-turn auto and trailer/ motor home access to Garside to serve the growing state office complex and the KOA Campground and mobile home park. This location is recommended by these businesses.
5. N. Temple, west side of Winifred Street (1900 W) (Winifred Station) although negotiations with developers near Redwood for use of a parking facility may allow this station to be located closer to Redwood Road  
This location serves workers of businesses to the north. It may be possible to locate the station a little to the east if discussions with potential developers closer to Redwood Road prove successful in terms of providing park-n-ride opportunities.
6. Future station on N. Temple, north side of new N. Temple at approximately 2300 West  
The 2200 West traffic signal allows the tracks to depart from the N. Temple right-of-way onto the north side of the roadway to transition onto airport property. Although the station location would be located along the south side of currently developed property, it will be more centrally located among development when the land between N. Temple and I-80 develops. One property owner has already approached the City with a development concept within this area.

Note: Station locations are approximate and may shift somewhat as the result of negotiations with user groups and details of final design

#### New Downtown Trackage

Additional trackage on 400 South and 700 South to connect the existing tracks to the Intermodal Hub will alleviate train capacity issues downtown, allow UTA flexibility in operating all of the TRAX lines and provide TRAX coverage to more of the downtown. An extension of the existing 400 South trackage to the Intermodal Hub allows the running of the University Line directly between the U and the Hub. It also frees up train capacity on Main, S. Temple, 400 West and 200 South which allows the Airport Line to connect to the Intermodal Hub. New trackage from 700 South and 200 West to the Hub allows the running of trains from the south directly to the Hub which alleviates a train capacity constriction at 400 South & Main.

#### **Cost Efficiencies**

##### *Findings*

Costs for the different Airport light rail alignment and station options are comparable. The costs are similar except for a small difference in the 400 vs. 600 West viaduct lengths. It is expected construction of the selected alignment poses no added impacts or costs over the other route.

Anticipated costs for a North Temple Boulevard and the possible reconstruction or rehabilitation of the North Temple viaduct are not included in the evaluation. These are look upon as optional improvements. Additional costs would also be incurred for the construction of the additional tracks on 400 South and 700 South that would create the recommended light-rail loops in the Downtown area.

##### *Analysis*

The cost efficiencies of the different options were evaluated using current construction costs and methods and considering impacts to through traffic and access to adjacent properties during construction. The construction methods are similar to the current light rail project being built between the Arena station and the Intermodal Hub.

#### Center-Running Track Configuration

A center-running light rail track configuration is recommended as opposed to either of the side-running option (both track on one side or a single track on each side) because:

1. Construction of a center-running track reduces the conflicts and impacts on existing underground public and private utilities resulting in less relocation and disruption costs. Most utilities are located at the present curb line and within the packing strips. Placing the light rail over these facilities creates maintenance and operation issues.
2. Through traffic can be maintained in the outside travel lanes as construction progresses in the center. Property access impacts are minimized without the extended time frames need to construct the rail system along the curb line.

3. Constructing light rail on each side requires two separate overhead power systems which increases installation and long term maintenance costs.
4. With the light rail located at each curb line two separate passenger platforms are needed at each station location, increasing costs for paved areas, canopies, benches and fare vending machines.
5. Construction costs for the track way is comparable for either center-running or side-running.

#### Light Rail Alignment

The 400 West alignments over the North Temple viaduct are recommended because it is comparable in cost to the 600 West alignments.

1. The length of the light rail system to connect the 400 West option from the North Temple and 600 West intersection to the existing Arena station and the 600 West alignments from the same intersection to the Intermodal Hub TRAX line is the same. Both alignments involve 3 City blocks of construction and viaducts over the Union Pacific and commuter rail tracks.
2. The viaducts for both alignments are basically the same with the North Temple structure being approximately 100 feet longer. The structure type is the same for both alignments.
3. Costs for curb and gutter, pavements, landscaping, traffic signal and street lighting are the same for either alignment because of similar roadway widths and lengths.
4. The change in the proposed alignment at North Temple and 2200 West reduces project cost by shorting the total length of the light rail system. The construction length reduces by approximately 400 feet.
5. This proposed alignment also eliminates the need to construct a 90 degree bend in the track system at the 2200 West and North Temple intersection. This eliminates special curve track and the associated expensive overhead power system.

#### Station Locations:

The proposed station locations are recommended because:

1. The location of the stations does not affect costs unless they are separate side-running platforms on each side of the street.
2. The size, layout and platform furnishings are the same at each location.
3. Construction cost saving could be obtained if the future station at 2200 West is constructed at the same time as the rest of the project. An economy of scale would exist because the same details, materials and contractor would build this station. Constructing the station in the future will result in higher costs due to inflation and the work restrictions necessary while the light rail system trains are operating.
4. The evaluation does not include the possible cost for a light rail/commuter transfer station on the North Temple viaduct. The cost for this station is considerably more than the standard station due to connection requirements with the commuter rail platform below and added viaduct strength needed because of starting and stopping the light rail vehicles at a station.

#### 4 Travel Lanes VS. 6 Travel Lanes

Considerable savings can be obtained by reducing the number of travel lanes on North Temple. Reducing North Temple to 4 travel lanes would result in total pavement reconstruction cost reductions of approximately one-third. While some of the savings in the pavement reduction is lost with the increased size of the parking strips and additional sidewalks and landscaping necessary between the curb and right of way lines, these are minor compared to pavement costs.

## **Community Concerns**

### *Finding*

The Administrative recommendation is the alternative that addresses a significant portion of the issues raised by the community. The North Temple to 400 West alignment will prevent many of the concerns that were expressed with the proposed alignment of North Temple to 600 West. In particular, the North Temple to 400 West alignment will avoid the construction of a viaduct on 600 West that would be located in front of a residential building, thereby preventing the construction of a perceived barrier between the City's west side and the Downtown. The recommended alignment would also consist of a new or rehabilitated North Temple viaduct that would allow an easier transition from 400 West to North Temple than the current viaduct could facilitate.

### *Analysis*

The initial step in analyzing the airport light-rail line was for UTA to update a 1999 Environmental Impact Study (EIS) that had been conducted for the project. Throughout the technical review by the UTA and consulting team for the updated EIS, public input was solicited and reviewed. This was a critical part of the work that was accomplished by the UTA consultants for the updated EIS.

A major component of the effort to solicit public input was to meet individually with key stakeholders from the area and to hold an informational open house in the community. Discussions were held with groups such as Community Councils, property owners, and business stakeholders in the area, and relevant City and State government organizations. The open house was held on March 15, 2007, to provide information about the project and the reevaluation of the EIS. The consultants mailed out information about the open house to over 650 stakeholders within the project area, sent electronic invitations to the nine (9) pertinent Community Council organizations, and distributed information about the event to news organizations. Over 100 people signed in at the open house, and more than 150 comments were received. Many of the comments obtained through the meetings and open house centered on concerns that the proposed bridge on 600 West would be unsightly, limit access to adjacent properties, and cause public safety concerns.

During July and August 2007, the UTA-defined light rail extension options (400 West alignment and the 600 West alignment) were presented to nearby community councils as part of a public process to seek input to guide Salt Lake City's Administration, Transportation Advisory Board, Planning Commission, and City Council deliberations and recommendations. The Community Councils that participated in this initial city public process were Capitol Hill, Jordan Meadows,

Downtown, Popular Grove, and FairPark. In summary, the Jordan Meadows, Popular Grove, and FairPark Councils favor the 400 West alignment. The Capitol Hill Council did not have a preference on the alignment; and the Downtown Council favors the 600 West alignment.

Community Councils favoring the 400 West alignments cited the following reasons:

- Concern about a new structure/viaduct in the west portion of the community with the 600 West alignment made the 400 West option more attractive
- The preferred option (400 West) from the 1999 study should still be supported
- The 400 West option reduced negative impacts to the Bridges at Citifront project
- The 600 West option would have negative impacts on the neighborhood without any accompanying benefits
- The 400 West alignment supports the Gateway Master Plan

Concerns about the 400 West alignment from the various Community Councils were as follows:

- That locations of traffic signals and railroad crossing gates would cause problems for vehicular traffic and potential development on 400 West
- That the 400 West alignment may require acquisition of property and removal of a sidewalk and auto ramp

As part of the continuing effort to seek public input, the City sponsored a public open house on October 18, 2007 to present the findings of the analysis of the various options for station locations, location of tracks in the public right-of-way, and the alignment that the Airport line will follow. The City distributed a document, *Airport Light Rail Project: Summary of Issues and Existing Policies*, that provided background on the proposed project, an overview of the decisions before the City, and the criteria to be used in making those decisions (See Attachment). A strong majority of input received from the public at this meeting, both orally and in writing, cited preference for the 400 West alignment. Some attendees also expressed a preference for a transfer station on North Temple where the light-rail tracks will cross over the commuter rail tracks, and for having the tracks aligned in the center of North Temple with a four traffic lane configuration that will provide space for pedestrians and bicyclists.

The Downtown Alliance Board of Trustees also submitted a statement expressing its endorsement of the North Temple to 400 West alignment with a shortened North Temple viaduct.

**Attachment E: Administrative  
Policy Document**



Department of Community Development

# AIRPORT LIGHT RAIL PROJECT

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SUMMARY OF ISSUES &  
EXISTING POLICIES

OCTOBER 2007

451 S. STATE ST., ROOM 404  
PO BOX 145485  
SALT LAKE CITY, UT 84114

# AIRPORT LIGHT RAIL PROJECT

## SUMMARY OF ISSUES & EXISTING POLICIES

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### BACKGROUND

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Utah's light rail transit system (TRAX) began operating in Salt Lake County in 1999. At that time, TRAX consisted of a 15-mile route running north and south between Salt Lake City and Sandy. In 2001, TRAX was expanded to include a route running east and west between Downtown Salt Lake City and the University of Utah. In 2003, the University Line was extended through campus to the Medical Center. The Utah Transit Authority reports that these TRAX lines serve more than 42,000 riders each weekday.

In recent years, the Utah Transit Authority (UTA) and area governments have facilitated efforts toward expansion of the TRAX system. In 2006, Salt Lake County voters agreed to a sales tax increase to fund needed transportation projects. This funding, combined with federal funds, will largely be directed toward four additional TRAX routes and commuter rail to the south. This initiative includes funding to construct a light rail route from the Salt Lake City International Airport to Downtown Salt Lake City. Davis County voted for a tax increase for more transit, including service connecting to Salt Lake City. Utah County also voted for a tax increase to build commuter rail between Provo and the Salt Lake County line.

Subsequent to the opening of the existing TRAX lines, Salt Lake City became home to the newly constructed Intermodal Hub. The Intermodal Hub is intended to be a major transportation transfer center that will serve passengers from Commuter Rail, TRAX, AMTRAK, Greyhound Bus, UTA buses, and passenger vehicles, as well as bicyclists and pedestrians. During 2007 and 2008, UTA and Salt Lake City will be constructing a 0.7 mile expansion of the TRAX system to connect the Intermodal Hub to existing Downtown light rail lines.

#### TRAX AIRPORT LINE

The TRAX airport line was originally studied in 1999 as part of the West-East Light Rail Corridor Study to connect the airport to the University of Utah and Medical Center. The segments from Downtown to the University and then through the University to the Medical Center have been constructed. Due to the age of the original study, the analysis must be readdressed to account for current conditions, some of which were not known or planned in 1999. For example, there has been much development in the Gateway area, a major reconfiguration of the Grant Tower track area is being completed, the Salt Lake International Airport is reassessing its master plan, UTA's Commuter Rail, *FrontRunner*, will begin service in 2008 between Ogden and Salt Lake City's Intermodal Hub, and construction of an extension of commuter rail to Provo will also begin soon. As part of this reevaluation effort, the UTA and its team of consultants, along with City staff, are evaluating several alternatives for route alignment, station locations, and location of track in the public right-of-way.

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## ISSUES TO ADDRESS

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The planned TRAX extension between Downtown and the Airport requires that the City, in conjunction with UTA, analyze multiple aspects that are associated with the project in order to make the following decisions:

1. **Alignment of the route** - A determination is required as to where the line will run between the Airport and where it will connect with the existing downtown light rail system. There are three distinct route segments:
  - a. Airport property – The alignment on airport property is being evaluated and will be decided in the next 9-12 months as part of the Airport Master Plan review currently underway.
  - b. North Temple west of I-215 – The 1999 evaluation identified following “old” North Temple and making a jog west of I-215 to the “new” North Temple in order for the line to access property that was being considered for a TRAX service yard. Because UTA has now concluded it does not need a service yard on this line, an option to follow the “new” North Temple right-of-way was analyzed to provide quicker, more direct service. This alignment option may not as easily accommodate patrons of existing hotels in the area but could better serve new development expected between North Temple and Interstate 80.
  - c. North Temple to Downtown connection – In 1999, routes from Downtown to North Temple were considered along 400 West, 600 West, and 900 West. The 400 West alignment was identified at that time as the preferred route. These routes, and slight variations of them, have been analyzed in the current study.
  
2. **Station locations** - The locations of the four (4) proposed initial stations and one future station have been reevaluated based on development since 1999 and known future land use development plans. The general station locations that have been reviewed include:
  - a. Future 2300 West station
  - b. Winifred Area Station
  - c. Cornell Area Station
  - d. Fairpark Area Station
  - e. 800 West Area Station
  
3. **Location of tracks in right-of-way** - Where the track will be placed in the right-of-way; namely in the center of the streets or along one of both sides of the streets, has been evaluated.

A technical matter of note is determining the number of traffic lanes that will result on North Temple after light rail is built. An evaluation has been conducted to determine the sufficiency of two traffic lanes in each direction (four lanes total) compared to the current three lanes in each direction (six lanes total). This evaluation considered that much of the project can be built within existing right-of-way with the two traffic lanes concept and that

there will be a reduction in automobile traffic with the addition of light rail. However, traffic congestion at Redwood Road and North Temple would be similar with either the four-lane or six-lane configuration. Traffic flow on the remainder of North Temple would run at an acceptable level of service with the two traffic lanes in each direction.

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## APPLICABLE MASTER PLANS AND POLICIES

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Salt Lake City has numerous official plans and policies that are relevant to the analysis of the TRAX airport alignment and associated decisions. Some of the policies are general principles that the City applies across the municipality, while others are specific to the particular area of the City where the TRAX line will be located.

### CITYWIDE POLICIES & PRINCIPLES

The City Council has adopted policies and principles that address making transportation multimodal, convenient, and accessible while still equally considering the impact on neighborhoods and protecting the quality of life in the City. These policies and principles are articulated in nine policy statements adopted by the Council in 1994 and in the guiding principles of the Citywide Transportation Master Plan adopted by the Council in 1996.

The key policy statements adopted by the City Council include:

- The Council will focus on ways to transport people to their desired destinations, not on moving motorized vehicles at the expense of neighborhoods.
- The Council will make and support transportation decisions that increase the quality of life in the City, not necessarily the quantity of development.
- The Council supports considering the impacts on neighborhoods on at least an equal basis with the impacts on transportation systems in the transportation master plan and related planning.
- The Council supports giving all neighborhoods equal consideration in transportation decisions.

The Guiding Principles of the 1996 Citywide Transportation Master Plan include:

- Salt Lake City's transportation system will support and encourage the viability and quality of life of its residential and business neighborhoods.
- Salt Lake City will take a leading role in addressing regional land use issues affecting Salt Lake City and their link to transportation impacts along the Wasatch Front.
- Salt Lake City will consider the impact of various transportation modes on the environment and the community.
- Salt Lake City will educate citizens about transportation issues and impacts, and encourage public involvement in the decision-making processes.

## **DOWNTOWN MASTER PLANS**

Multiple Salt Lake City plans addressing the Downtown area discuss transportation issues and offer recommendations related to transit development. The 1995 Downtown Land-Use Master Plan makes a recommendation supporting mass transit in general and speaks to the preferred alignment of the route for an airport line. According to this document, the preferred alignment is along North Temple and 400 South. This document does not state which North/South road should be used to connect the North Temple and 400 South segments but indicates the alignment should “augment the viability of strip commercial areas and...avoid the introduction of commercial intrusion into residential neighborhoods.”

The draft Salt Lake City Downtown Transportation Master Plan, developed in 2007 and in the process of being officially adopted, provides goals associated with the transportation systems operating in Downtown. These goals not only address the modes of transportation but also focus on considering the impacts to various land uses and the public. The goals include:

- Downtown Transportation will be supportive of and compatible with Salt Lake City’s vision of Downtown land uses, activities, and businesses.
- Downtown Salt Lake City will be pedestrian friendly, where walking is the primary mode of transportation.
- All transit resources available in Downtown will be used to enhance regional accessibility to Downtown and mobility within Downtown.
- Salt Lake City will creatively address congestion and enhance mobility in ways that are compatible with other goals and objectives for Downtown.

The draft plan also identifies additional light rail lines to be built in the Downtown in the future.

## **AREA SPECIFIC PLANS**

### **GATEWAY SPECIFIC PLAN**

The City has an official land-use plan that specifically addresses the area of the City where the TRAX extension to the airport will be constructed. In 1998, the City Council adopted The Gateway Specific Plan, which is intended to “give direction and provide a framework for guiding future decisions regarding growth and development in the Gateway District.” The plan provides guiding principles for land-use, development, and transportation in the area, and general policies that support the use of light rail and the opportunity to use it for supporting the development of mixed-use urban development. The plan also speaks to a proposed alignment for the TRAX line extension to the airport and the construction of the Intermodal Hub at its actual site. The plan addresses objectives such as development that will promote a sense of community and a pedestrian environment and that will protect view corridors. Finally, this plan discusses the consolidation of rail lines and reduction in viaducts in order to increase access and visibility to properties in the area, which in turn will increase property values and generate greater opportunities and interest in development for the area, while more effectively integrating it with both the Downtown and the City’s west side.

## NORTHWEST QUADRANT MASTER PLAN PROCESS

Salt Lake City is currently in the midst of a process to develop a master plan for the one of the last large undeveloped areas within the City. This area is known as the Northwest Quadrant and is generally located to the west of the airport. A key component to the overall vision for this master plan (which is scheduled to be completed in 18 months) is the presence of multi-modal transportation, which includes the presence of light-rail. As part of this plan, the City intends to identify locations for transit lines that will serve people traveling to, from, and within the area and establish connections with the Airport and Downtown Salt Lake City.

### **AIRPORT TO UNIVERSITY WEST-EAST LIGHT RAIL PROJECT FINAL ENVIRONMENTAL IMPACT STATEMENT**

As discussed in the background section, Salt Lake City received a report in 1999 that analyzed the placement of a light rail line between the Airport from the west to the University of Utah at the east. This document addressed the technical aspects of constructing this line. While the analysis is currently being redone to address the issues and circumstances currently faced, it is worth noting that the study offered the following conclusions:

“The downtown alignment option selected was North Temple to 400 West to 400 South. This alignment option was retained as the preferred option on the basis of mobility improvements, operating efficiencies and land use policy support. This alignment option services both existing densities along 400 South, and the future densities anticipated to come with the redevelopment of the Gateway area. If the decision is made to reconstruct the viaduct on North Temple to accommodate LRT, there is an opportunity to incorporate pedestrian and bicycle enhancements into the design of the new viaduct to facilitate connections between the east and west portions of the corridor.”

### **SALT LAKE CITY INTERMODAL CENTER FINAL ENVIRONMENTAL ASSESSMENT**

A study analyzing the development of Salt Lake City’s Intermodal Hub was released in 1998. This study addressed issues associated with constructing the Intermodal Hub at its current location on 600 West at 300 South. The document included the following conclusions:

The LRT connections to the proposed W/E (west-east) LRT and N/S (north-south) LRT alignments will serve the Downtown [Central Business District]. This connection will allow commuters to easily transfer to the LRT and continue on to their final destination point. There are current two options for this LRT connection depending on whether or not the proposed W/E LRT is constructed. If the W/E LRT is constructed as planned, the LRT connection to the Intermodal Center will include a tie to the W/E LRT alignment at 200 South 400 West. The proposed route

would then travel along 200 South to 600 West, south on 600 West to 300 South and connect to the proposed Intermodal Center. Without the W/E LRT construction, the LRT extension to the Intermodal Center will originate at the end of the existing N/S LRT alignment at the Delta Center. The proposed route will then travel along 400 West to 200 South where it will turn west to 600 West and south to 300 South providing the connection to the proposed Intermodal Center.

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## PUBLIC PROCESS & INPUT

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Due to the length of time since the 1999 study, it was necessary that UTA update the Environmental Impact Study (EIS) for the light rail project. Throughout the technical review by the UTA and consulting team for the updated EIS, public input was solicited and reviewed. This was a critical part of the work that was accomplished by the UTA consultants for the updated EIS.

A major component of the effort to solicit public input was to meet individually with key stakeholders from the area and to hold an informational open house in the community. Discussions were held with groups such as Community Councils, property owners and business stakeholders in the area, and relevant City and State government organizations. The open house was held on March 15, 2007, to provide information about the project and the reevaluation of the EIS. The consultants mailed out information about the open house to over 650 stakeholders within the project area, sent electronic invitations to the nine (9) pertinent Community Council organizations, and distributed information about the event to news organizations. Over 100 people signed in at the open house, and more than 150 comments were received.

Comments obtained through the meetings and open house addressed issues that include the following:

- Concerns that the proposed bridge on 600 West would be unsightly, limit access to adjacent properties, and cause public safety concerns
- Concerns that the proposed 400 West alignment would hinder access to Gateway, obstruct views from a planned hotel, and require the acquisition of additional right-of-way
- Certain alignments on North Temple could cause access and traffic flow problems
- Some of the stations proposed in the 1999 study should be moved to better serve existing and/or future needs
- Consider development of a park-and-ride facility in conjunction with the planned new development at North Temple and Redwood Road

During July and August 2007, the UTA-defined light rail extension options (400 West alignment and the 600 West alignment) were presented to nearby community councils as part of a public process to seek input to guide Salt Lake City's Administration, Planning Commission, and City Council deliberations and recommendations.

The Community Councils that participated in this initial city public process were Capitol Hill, Jordan Meadows, Downtown, Popular Grove, and FairPark. In summary, the Jordan Meadows, Popular Grove, and FairPark Councils favor the 400 West alignment. The Capitol Hill Council did not have a preference on the alignment; and the Downtown Council favors the 600 West alignment.

Community Councils favoring the 400 West alignments cited the following reasons:

- Concern about a new structure/viaduct in the west portion of the community with the 600 West alignment made the 400 West option more attractive
- The preferred option (400 West) from the 1999 study should still be supported
- The 400 West option reduced negative impacts to the Bridges at Citifront project
- The 600 West option would have negative impacts on the neighborhood without any accompanying benefits
- The 400 West alignment supports the Gateway Master Plan

Concerns about the 400 West alignment from the various Community Councils were as follows:

- That locations of traffic signals and railroad crossing gates would cause problems for vehicular traffic and potential development on 400 West
- That the 400 West alignment would require acquisition of property and removal of a sidewalk and auto ramp

As part of the continuing effort to seek public input, the City will sponsor a public open house on October 18, 2007, to present the findings of the analysis of the various options for station locations, location of tracks in the public right-of-way, and the alignment that the Airport line will follow. The City Administration will then consider the input from the open house along with the analysis and findings before making its recommendation. This will be presented to the City's Transportation Advisory Board for their recommendation. The Administration's and Transportation Advisory Board's recommendations will then be presented to the Planning Commission, which will hold a public hearing before determining their recommendation. All of this information and the recommendations will then be presented to the City Council, which will host a public hearing or hearings before making a final decision on station locations, location of tracks in the public right-of-way, and the alignment.

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## **RECOMMENDATIONS FOR POLICY CONSIDERATIONS & A DECISION-MAKING PROCESS**

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A guiding principle to the 1996 Transportation Master Plan, and a consistent policy of the Administration and the City Council, is that all Salt Lake City neighborhoods should have equal consideration in transportation decisions. In October 1994, the City Council met in a

retreat in which policy statements were formulated that sought to balance transportation access to the City and preservation of neighborhoods. The City has articulated the preservation of neighborhoods throughout multiple master plans and policies that point to the values and priorities that define quality of life in the community. Any light rail decisions must support these overarching issues of neighborhood viability first and foremost, a strong economically viable downtown, and community accessibility through public transportation.

The difficult task before the advisory bodies, the Administration, and the City Council is the weighing and balancing of the need for an efficient light rail connection with the Downtown Intermodal Hub and enhancing the viability of the neighborhood in the alignment route. In consideration of the context presented above, the City Administration recommends the following, among other public input, be taken into account in arriving at decisions on the above-listed issues to be addressed:

### ***Urban Planning***

- Does the proposed light rail extension support sound urban planning concepts such as walkability of neighborhoods; continuity of residential living that supports neighborhoods; mixed use development, and transportation modes that support the needs of both business and residential neighborhoods in the area?

### ***Community Concerns***

- Does the proposed light rail extension address the full range of community concerns?
- Which of the proposed alternatives best minimizes the noted negative impacts?

### ***Downtown Goals***

- Which of the proposed alternatives best supports the further enhancement of the downtown business/retail environment and residential development?

### ***Operational Aspects***

- Which of the proposed alternatives provide adequate connectivity to major activity centers such as the Airport, North Temple ridership generators, the Intermodal Hub, and Downtown?
- Are the assumptions used in the analysis of the operational impact of the proposed alternatives consistent with the values and priorities of the City?
- Will the light rail extension and the streets that it will reside on operate at an acceptable level of service for all users?

### ***Cost Efficiencies***

- Is the proposed system cost efficient in a way that provides accountability for the public funding of the light rail train system?