MEMORANDUM

DATE:

August 13, 2009

TO:

City Council Members

FROM:

Russell Weeks

RE:

Briefing: North Temple Boulevard/Airport Light Rail Update

CC:

Cindy Gust-Jenson, David Everitt, Frank Gray, D.J. Baxter, Maureen Riley, Wilf Sommerkorn, Tim Harpst, Pat Comarell, Ben McAdams, John Naser, Jennifer Bruno,

Gordon Hoskins, Gina Chamness

This memorandum pertains to a briefing by the Administration about items involving the North Temple portion of the Airport Light Rail Project. The briefing is scheduled for August 18 during the City Council work session. The work session is scheduled to start at 2 p.m. in Room 326 of the City & County Building.

The memorandum will focus on the North Temple portion of the project because that is the focus of the Administration for the August 18 briefing. The portion does not include design and construction at Salt Lake City International Airport or the North Temple Viaduct. It should be noted that the Administration has held a series of meetings with Utah Transit Authority officials and UTA consultants about the North Temple Viaduct. The meetings have dealt with concepts for a new viaduct that would carry auto, pedestrian and light rail traffic. Cost estimates for the concepts have ranged from about \$60 million to \$85 million. UTA and the Administration expect to have estimates of three or four options available for discussion with the City Council in September.

Options/Motions

Staff has prepared no options or motions because the briefing is an update that requires no City Council action at this time.

Key Points

- Although the Airport Light Rail line remains largely in a conceptual design phase, preliminary construction work either is under way or planned to be under way in the fall in some areas of the line.
- The Administration has hired consultants to guide a master plan for North Temple. The
 Administration also may hire a consultant to check estimated costs of the project to give
 the Administration and Council clearer ideas of potential project costs.

- As the Administration notes, there is not enough revenue to cover the costs of the project as envisioned for the North Temple portion of the project. That does not include estimated costs of building a new North Temple Viaduct.
- Funding some improvements along North Temple Street might be raised by creating special assessment areas in which some of the costs would be shared by property owners along the length of the project.

Issues/Questions for Consideration

- Given the tenor of the Administration transmittal and presentations to a City Council subcommittee, it is likely that City officials will have to set priorities for what kind of improvements should be made at least initially.
- Some concerns have been raised that if the City Council adopts a conceptual plan for elements of the proposed boulevard, it would in effect be adopting about \$14 million in future expenditures on North Temple Street. The \$14 million would be in addition to \$10 million in expenditures that the City knows it can pay.
- The Administration is continuing to work with property owners along the length of the project, including owners such as the State of Utah and Rocky Mountain Power.

Background/Discussion

In May 2008 the City Council adopted a motion authorizing Mayor Ralph Becker to sign an interlocal agreement with the Utah Transit Authority to build a light rail extension from downtown Salt Lake City to the Salt Lake City International Airport. In exchange for building the rail line the City granted UTA the use of City streets and property for 50 years. The City also agreed to pay UTA – through bonding and acting as a conduit – a maximum principal amount of \$35 million plus \$9.77 million in in-kind contributions.

Another part of the interlocal agreement established an "Alliance Fund" which consisted of \$10 million provided by UTA within its project budget for Salt Lake City to use to make improvements the City would like to make along the alignment.

On April 7, 2009, the City Council adopted Resolution 19 of 2009 directing UTA to follow the following priorities:

- The Alliance Fund in the interlocal agreement be used primarily to pay for business impact mitigation and embedded, stamped and colored concrete from 600 West to 2200 West.
- Any remaining money in the Alliance Fund should be used to pay for public art along the route to fulfill terms of the interlocal agreement with the Utah Transit Authority.
- Improvements to the Jordan River Bridge that would cost more than UTA's reconstruction of the bridge would be paid through Class C Road Funds or other appropriate revenue sources.

The resolution also committed the City Council to find revenue sources for the following parts of the project:

- multiuse 10-foot-wide paths (both sides of the street) from 600 West to 2200
 West;
- platform canopies and solar/wind power facilities;
- enhancements to intersections and pedestrian access to light rail platforms;
- park strip landscaping;
- bicycle signals;
- burying electrical power lines.^{iv}

Since then, the Administration has organized itself around the items listed in Resolution 19 of 2009 and has involved itself in developing a master plan for the North Temple portion of the light rail line, a budget and researching ideas to pay for the project both short-term and long-term.

i Administration transmittal, July 29, Page 4, last paragraph.

ii Ibid., Page 5, Paragraph 5. iii Ibid., Page 7, Paragraph 3.

iv City Council Meeting Minutes, April 7, 2009, Public Hearing No. 1



Communication to the City Council

Community & Economic Development
Office of the Director

	4 2000	Date Received:		
David Ev	veritt, Chief of Staff Date	Date Sent to City Council:		
TO:	Salt Lake City Council Cartton Christensen, Chair	DATE: August 12, 2009		
FROM:	Frank Gray, Community & Economic Development Department Director	>		
RE:	North Temple Boulevard/Airport Ligh	it Rail Update		
STAFF C	CONTACT: Patricia Comarell, North T	emple Project Manager		
ACTION	REQUIRED: None at this time. Decis requested on September 22, 2009	ion re North Temple design elements		
DOCUMI	ENT TYPE: Briefing			
Overvie	ew-			

Over the last five months, the Administration has been working with UTA, stakeholders, and City staff on the following:

- Coordination. Develop a process of working together which coordinates the City's
 efforts, ensures efficiencies, and establishes monitoring systems.
- North Temple Master Plan. This has been initiated through a series of community workshops.
- Design of the Boulevard
 - Identify a list of specific design elements with City staff, UTA, and their design consultants.

Develop specific project estimates of the various design elements of the Boulevard, e.g., burying the power lines, acquisition of additional right-of-way, solar power

Budgeting and Monitoring Project Dollars

- Prepare a City budget for the North Temple project under the auspices of the Budget & Policy Division.
- Establish a financial monitoring process through Administrative Services to track UTA expenditures of the Alliance Funds and other funds under the City's direction.
- Explore grants to implement various elements of the Boulevard project.
- Special Assessment Area (SAA)
- Critical Path and Schedule for Project Decisions and Construction

Coordination of Efforts

To coordinate the City efforts by the various departments and divisions regarding this project, the Administration has established the following teams:

- The North Temple Team, consisting of several representatives of the various City
 departments and divisions, meets every two weeks to share what they are doing,
 work out any concerns and identify areas where we can help each other. This group
 of 25-30 people include managers and staff working on this project.
- The North Temple Executive Committee consisting of the Mayor, Chief of Staff, Project Manager, Deputy City Engineer, CED Director, Planning Director, Transportation Director, and RDA Director who meet when needed to make final decisions for the City regarding the details of the project. This group meets on an as needed basis.
- City Staff Meetings with UTA. The Project Manager and Deputy City Engineer
 meet at least weekly, and often many more times during the week with UTA to
 coordinate efforts, identify issues, and come to resolution of those issues. The City's
 North Temple Executive Committee also has periodic meetings with UTA.

North Temple Master Plan

The Planning Division has asked Ron Straka (sole propriator) and Marilee Utter (Citiventure) to guide a master plan for North Temple, facilitate 4-5 community workshops, provide design standards and guidelines for future developments and North Temple Boulevard, provide specific action items which will implement the plan, and give insights on how to balance all the demands that such a large project necessitates.

The Planning Division's approach to the North Temple Master Plan is to evolve that plan over a six month period through a series of community workshops(see chart below).

The first community workshop was held on June 18th with over 100 individuals involved in sharing their **vision** for this area with us and raising any concerns. The consultants and planning staff also had one-on-one interviews with stakeholders, e.g., property owners, Rocky Mountain Power, business owners, state agencies, city staff, and airport staff.

The next workshop will be August 6th. The ideas from the first meeting will be summarized for the public, and drawings and other documents will be prepared that represent the public's ideas for the **Boulevard design** elements. The third workshop in September will address **land uses** around the stations, and a fourth workshop in October will present the overall framework of the **draft plan** and ask for community response.

We encourage the Councilmembers to participate in these workshops along with the community.

The consultants along with the Planning Staff Team of Wilf Sommerkorn, Cheri Coffey, Nick Norris, Nick Britton, Ana Valdemoros and Doug Dansie have been working diligently and quickly to collect the data, aerials, maps, and research to prepare for the community workshops and ultimately produce a draft of the North Temple Plan before the end of 2009. It then will proceed through the adoption process (i.e., open houses, Planning Commission and City Council) after the first of the year.

NORTH TEMPLE PLANNING PROCESS

Mid-June/3-5 days

- Objective: Community input; develop urban design program and urban design framework plan
- Site Visit: City staff
- Stakeholder meetings UTA staff and consultants, property owners on NT, community councils, NeighborWorks, etc.
- Team worksession urban design program, urban design framework, process/timeline
- Community at-large workshop
- Staff debriefing/direction assignments, etc.

July/3-5 days

- Objective: Vision & urban design concept plan for corridor focused on transit and public RIGHT OF WAYS infrastructure
- Transit worksession UTA staff/consultants
- Tech infrastructure work session
 RMP ½ day
- Corridor stakeholders worksession
- Community stakeholders worksession
- Team worksession urban design corridor plan and recommendations for city/UTA infrastructure
- Community Meeting
- Staff debriefings

Early Sept/ 4-5 days:

- Objective: Develop conception station area plans/options
- ½ day on-site worksessions with station area stakeholders
- 500 West Transfer stations & 800 West Station
- Fairpark Station & Comell station
- Winifred stations and future 2200 West station
- Airport Interim Stations
- Team worksessions
- Community meeting
- Staff debriefing/direction assignments, etc.

Mid-October/2-5 days

- Objective: develop draft plan, design standards and guidelines
- Worksession: city staff/UTA re plan and design standards and guidelines
- Briefings Mayor, council, planning commission, CAC
- Staff worksession re debriefing, strategies and recommendations, implementation
- Community meting
- Staff debriefing/directions

Products

- Urban design program: issues, concerns, opportunities
- Urban Design framework plan
- Project process/schedule

Products

- Corridor Urban Design Concept Plan: ROW & edge Treatments/vision/design principal
- Key Decisions/ Direction: UTA 90% design and infrastructure improvements

Products

- Develop taskforces for each station
- Community councils
- Major property
 owners/employees,
 businesses, special interest
 group, city council

Products

- Draft: comdor plan/station area plans/ design standards and quidelines
- Outline: Recommendations & Strategies

Design of the Boulevard

To realize the vision for the North Temple Boulevard, the City must develop design guidelines in two areas:

- The infrastructure design elements of the right-of-way, which includes roadways, intersections, transit stations, park strips, trees, multi-modal pathway, street furniture, public art, streetlighting, burying power lines as have been discussed by the Mayor and City Council before. Other design aspects will be identified as we go, e.g. the rebuilding of the viaduct, Jordan River bridge and trail, bike paths, trails, green spaces need to have extra emphasis as they draw the eye to the various design elements of the Boulevard and must be enhanced.
- Those design guidelines relating to land uses which will be included in a new zoning ordinance for the corridor. (This new ordinance also will be part of implementing the sustainability goals of the City and will be written by Clarion and Associates.)

Ron Straka and Marilee Utter, City staff from various departments, and UTA staff and designers have participated to dozens of meetings to determine what those design standards and guidelines should be.

UTA is preparing 90% drawings this fall in anticipation of beginning construction later this year. In order to keep to their deadlines, we will present what we have to the Council and Mayor for their direction in September. To that end, the consultants will meet with councilmembers in August and September to discuss these elements (and ultimately what the City pays for). Since the design guidelines will be based on input from the public and decisionmakers, in June, August, and September, this is a very compressed schedule. Although all of us wish we had more time, this is the timetable with which we must work.

This project has been approached in segments by both the City and UTA, i.e., the City sees the viaduct, North Temple Boulevard, and the airport projects as three separate projects. UTA breaks it down-into many-more. However, the pieces should be designed and constructed as one visual image of Boulevard from 300 West to the Airport. For example, how the transfer station area is designed impacts not only surrounding neighborhoods, but the design efforts on the rest of the Boulevard as well.

Lastly, the Administration is requesting dollars in the budget to hire a designer to oversee the design elements once Strake/Utter have finished their work and while the actual construction is taking place, so the design elements are implemented as the City instructed.

Meeting with Ron Straka and Marilee Utter

- Context: Issues & Opportunities for the North Temple Boulevard
 - <u>Context</u>: Role and relationship to Downtown, City/ Transit system & adjacent areas
 - <u>Issues</u>: Compatibility/ Connectivity
 - o Opportunities: Transit as a catalyst
- Overall Goals/Urban Design Principals

- North Temple Street Policy/Direction
- Goals: Safety, access and mobility, transit, context, livability, sustainability, economic development, visual excellence, quality and cost-effectiveness
- Urban Design Framework Plan
 - Overall Corridor/ Boulevard concepts (character & image)
 - Key corridor concepts
 - Discussion various corridor segments
- Next Steps
 - Actions/ strategy to resolve major issues (airport, transfer station, undergrounding power lines, Jordan River Bridge, canopy design, corridor lighting, etc.)
 - o Phasing options
 - Potential partnerships (public-public / public-private)

Budgeting and Monitoring the Project Dollars

Budget. A proposed budget for this project is on the next page. Much of the very big ticket items are now going through a more extensive process of estimating the costs. The second chart indicate those items which must be done now and those that can wait.

- Burying the electrical lines. Rocky Mountain Power will have their cost estimates
 and preliminary design for burying the power lines sometime in October. These cost
 estimates will involve the cost of burying the lines minus the cost they would have
 paid to move their poles to accommodate the City project on North Temple (required
 by franchise agreements) plus the cost of connecting individual properties to the new
 lines underground (i.e., the new system requires a different connection system; the
 costs of connection are to be borne by the City).
- Roadway improvements. UTA's contractors will be providing actual costs for roadways, track, etc. improvements based on the 60% drawings in August.
- Urban Design Elements. UTA and City Staff have developed a proposal of what these elements would cost. The City staff and consultants are conducting their reviews and will discuss options with UTA when the review is completed.
- Right of Way Acquisition. The Mayor and Council reviewed aerial drawings of North Temple, which indicated what right-of-way UTA needed to be acquired for their project and what R/W was needed to ensure Boulevard elements, e.g., parkstrips and pathway. The City is awaiting UTA's appraisals of what the acquisition will cost.
- Imbedded Track. The Administration has requested estimates of what the imbedded track would cost (now that the 60% drawings are done). We also requested that they break out the cost for coloring the concrete and the print patterns (which was directed by the City Council). These numbers will help us estimate how much of the Alliance Fund dollars are left to pay for other design elements and to what extent the paved track is colored and textured.

	All Elements	FY 2010	FY 2011	FY2012	FY 2013	
North Temple Boulevard Costs			T. EVIA	LIZUIZ	FT 2013	
Design Consultant	150,000	50,000	50,000	50,000		-
Mitigation budget	150,000	50,000	50,000	50,000		
Concrete paved track, 600 W. to 2200 W. 3	6,400,000	150,000	2,000,000	3,650,000	600.000	
10' Wide Multi-Use Pathway, 600 W to I-215.	1,945,000	300,000	900,000	650,000	95,000	
Wide Landscaped Park Strip, 600 W. to I-215.	590,000	150,000	400,000	40,000	55,000	
Betterment of Jordan River Bridge	225,000	200,000	25,000	10,000	· · · · · · · · · · · · · · · · · · ·	
ordan River trailhead at North Temple	150,000		22/000	100,000	50,000	
treet and pedestrian scale lighting, funded by property owner				100/000	50,000	
assessment	4,400,000	1,000,000	2,500,doo	700,000	200,000	
andscaped median islands adjacent to Redwood Road	300,000	2,5-5,500		300,000	200,000	-
Street corner treatments, crosswalks and site furnishings	650,000	100,000	100,000	450,000		
City entrance feature	300,000			100,000	200,000	
Public Art at Stations ¹	500,000		100,000	400,000	250,000	577
Bicycle signals	100,000	20,000	60,000	20,000		
Right of Way/Acquisition Issues	1,500,000	1,500,000	00,000	20,000		
Rocky Mountain Power Study re: cost of power line burial	15,000	15,000				200
Power Line burial estimate ²	6,500,000	3,000,000	3,000,000	F00 000		
Solar Panel placeholder	500,000	2,000,000	3,000,400	500,000	400,000	
Paved Track Engineering and Contingency	915,000	200,000	700 700	100,000	400,000	
20% Contingency for Boulevard Elements			200,000	400,000	115,000	
7	1,040,000	300,000	300,000	300,000	140,000	
Engineering for Boulevard Design Elements*	790,000	400,000	150,000	150,000	90,000	
Total Cost	27,120,000	7,435,000	9,835,000	7,960,000		
		17.557660	3,033,000	7,500,000	1,890,000	-
Funding Sources						
UTA Alliance Fund	10.000.000					
	10,000,000	650,000	3,100,000	5,455,000	795,000	
Property Owner Assessment, excluding State property	3,800,000	1,000,000	2,500,000	100,000	200,000	
	1					
State Contribution for street and pedestrian lighting	600,000			600,000	1	
UTA Savings from City utility franchise agreements (credited to						
Alliance Fund)	tbd		i			
Power Line burial estimate ²	tbd					-
Solar energy grants	tbd					-
FY 2009-10 Non-Departmental funding	300,000	300,000	7			
Secured FY 2009-10 CIP Funding	1,000,000	1,000,000			The second secon	
Potential FY 2009-10 CIP Funding	1,884,000	1,884,000				
Total Funding Available						
Total Fullding Available	17,584,000	4,834,000	5,600,000	6,155,000	995,000	
Difference between Option Costs and Funds Available	9,536,000	2,601,000	4,235,000	1,805,000	895,000	
		_,555,550	77233,000	1,003,000	093,000	
Tradition and mit and age to the						
1 Includes an additional \$200,000 beyond the amount originally	approved by the City Counc	il.				
	7					
 Placeholder estimate; anticipate estimate based on study Sept. Concrete paved track assumes 5% Engineering and 5% Contino 						

FY 2011	FY2012	FY 2013
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Placeholder estimate; anticipate estimate based on study Sept. 1
 Concrete paved track assumes 5% Engineering and 5% Contingency
 Boulevard elements include: pathway, park strip, Jordan River trailhead and bridge, median islands, street corner, crosswalk, and site furnishing, and the City entrance feature.

Potential to be Added Later Jordan River trailhead at North Temple Landscaped median Islands adjacent to Redwood Road Street corner treatments, crosswalks and site furnishings City entrance feature Bicycle signals Solar Panel piaceholder Public Art at Stations ¹ 20% Contingency for Boulevard Elements	150,000 300,000 650,000 300,000 100,000 500,000 200,000 340,000 2,540,000	100,000 20,000 - 100,000 220,000	100,000 60,000 - 100,000 260,000	100,000 300,000 450,000 100,000 20,000 100,000 200,000 100,000	50,000 200,000 400,000
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The City's project manager has been discussing this district with various property owners. The City has promised a meeting with all the property owners along North Temple to go through the steps of setting up the special assessment district. We are waiting for a more detailed discussion of the other design elements, as these discussion often raise issues we need to address.

For example, as part of the project, eight foot parkstrip with trees will be provided. It is the experience of the CED Director and the planning consultants that if it is left up to individual property owners to maintain these areas, the parkstrips quickly decline from lack of proper maintenance. The Administration is looking at various options such as including a maintenance component for the Boulevard with a special service district. This district would be initiated later as properties along North Temple redevelop.

Landscaping treatments adjacent to the light rail stations, bus stops, median islands, etc. would be maintained by City staff if funding is available until the service district can be created.

Critical Path and Schedule for Construction

The City wants to respect UTA's schedule, and yet, we need to know where the flexibility is so that we have the time to think carefully and thoughtfully through the myriad of issues, options, and costs associated with designing the Boulevard. **Attached is the latest UTA schedule** which identifies key points at which the construction drawings need to be completed and construction begins for each segment of the project.

For example, construction drawings will go to 90% drawings by the end of the year and construction begins on the curbs and gutters hopefully later this fall, but the actual construction of the transit stations is not for several years. Other elements, such as streetlighting, must have the conduit placed now, but the actual poles will not be installed for several years.

During the next two to three months, the Administration will be working with UTA to identify critical path decisions, and these will be shared with the Council as they are identified.