
M E M O R A N D U M

DATE: March 6, 2009
TO: City Council Members
FROM: Russell Weeks, Jennifer Bruno
RE: North Temple Grand Boulevard Options
CC: Cindy Gust-Jenson, David Everitt, Frank Gray, Tim Harpst, Wilf Sommerkorn, Max Peterson, Gordon Hoskins, John Naser, Pat Comarell, Janice Jardine, Karen Halladay, Sylvia Richards, Lehua Weaver, Gail Meakins

This memorandum is a brief summary of a table of options for using funds available for the North Temple Grand Boulevard Project.

The City Council is scheduled to discuss the project at its March 10 work session. The Council also is scheduled on March 10 to set a date for a March 24 public hearing to accept public comment and consider adopting an resolution for implementing elements of the North Temple Grand Boulevard as part of the Airport Light Rail project.

The Administration provided a table of options after a City Council briefing March 3. The table is based on the assumption of using the \$10 million Alliance Fund as the only revenue source to pay for the elements in the boulevard. The Alliance Fund was established in the interlocal agreement between Salt Lake City and the Utah Transit Authority. The \$4.4 million figure at the bottom of each column is the estimated cost of installing lighting along the planned boulevard. The lighting would be paid for through a special assessment of property along North Temple Street. The assessment would be separate from the Alliance Fund.

The first column in the table includes the estimated costs of elements that would make North Temple Street a boulevard. The column includes the estimated cost of light rail track imbedded in concrete from 600 West Street to 2400 West (Item 2b), and the cost of light rail track imbedded in concrete from 600 West Street to the I-215 overpass (2a). Depending on the options in the table's column's to the right of the first column, one or the other cost estimate is used, but not both. The same is true for varying lengths of 10-foot-wide sidewalks and landscaped parking strips. Option No. 5 involves ballasted track from 600 West Street to 2400 West. Ballasted track is a base cost borne by UTA for the project, so no cost estimate is necessary.

The table assumes that the \$10 million Alliance Fund is the only revenue source to pay for elements of the boulevard. Except for Option No. 5, all other options exceed the \$10 million available in the fund. Estimated option costs – if all elements are built at the same time – range from \$11.72 million (Option No. 3) to build paved track to I-215 and 10-foot-wide sidewalks and wide park strips to Redwood Road to \$14.65 million (Option No. 2) to build paved track to 2400 West and 10-foot-wide sidewalks and 5-foot-wide park strips to 2200 West.

If one subtracts the \$10 million from the Alliance Fund, the options have respective cost gaps of \$2.77 million for Option No. 1, \$4.65 million for Option No. 2, \$1.72 million for Option No. 3, and \$2.078 million for Option No. 4.

Council Staff has attached a table showing what the yearly debt service would be if the City elected to pursue issuing bonds to make up the difference between each option and the \$10 million available from the Alliance Fund.

Sales Tax Bond - Yearly Debt Service Payment by Option

	Option No. 1 Paved track to I-215 with 10' walks and 5' landscaped park strip to 2200 West	Option No. 2 Paved tract to 2400 West with 10' walks and 5' landscaped park strip to 2200 West	Option No. 3 - Paved track to I-215 with 10' walks and wide park strip landscaping to Redwood Road	Option No.4 - Paved track to 2400 West with wide landscaped park strip using existing walks and new as needed to 2200 West.	Option No. 5 - Ballasted track from 600 to 2400 West with 10' walks and 5' landscaped park strip to 2200 West
Cost total	\$ 12,771,000	\$ 14,652,000	\$ 11,721,000	\$ 12,078,000	\$ 5,527,000
Gap Amount (assuming \$10m from Allaince Fund)	\$ (2,771,000)	\$ (4,652,000)	\$ (1,721,000)	\$ (2,078,000)	n.a.
Yearly Debt Service (Assuming Sales Tax bond - 4.1% interest, 20 years, 1% bonding costs included)	\$205,705	\$345,340	\$127,758	\$154,260	n.a.

North Temple Grand Boulevard Options

		Cumulative Totals for Different Boulevard Options					
No	Boulevard Elements	Estimated Costs	Option No. 1 Paved track to I-215 with 10' walks and 5' landscaped park strip to 2200 West	Option No. 2 Paved tract to 2400 West with 10' walks and 5' landscaped park strip to 2200 West	Option No. 3 - Paved track to I-215 with 10' walks and wide park strip landscaping to Redwood Road	Option No.4 - Paved track to 2400 West with wide landscaped park strip using existing walks and new as needed to 2200 West.	Option No. 5 - Ballasted track from 600 to 2400 West with 10' walks and 5' landscaped park strip to 2200 West
1	Business Impact Mitigation	\$ 150,000.00	\$ 150,000.00	\$ 150,000.00	\$ 150,000.00	\$ 150,000.00	\$ 150,000.00
2a	Concrete Paved Track - 600 West to I-215. See note 1	\$ 7,244,000.00	\$ 7,394,000.00		\$ 7,394,000.00	\$ -	\$ -
2b	Concrete Paved Track - 600 West to 2400 West. See note 1	\$ 9,125,000.00	\$ -	\$ 9,275,000.00	\$ -	\$ 9,275,000.00	\$ -
3a	10' Wide Sidewalks - 600 West to 2200 West. See Note 2	\$ 2,574,000.00	\$ 9,968,000.00	\$ 11,849,000.00	\$ -	\$ -	\$ 2,724,000.00
3b	10' Wide Sidewalk - 600 West to Redwood Road. See Note 2	\$ 1,769,000.00	\$ -	\$ -	\$ 9,163,000.00	\$ -	
4a	Wide Landscaped Park strip - 600 West to 2200 West. See Note 2	\$ 783,000.00	\$ 10,751,000.00	\$ 12,632,000.00	\$ -	\$ 10,058,000.00	\$ 3,507,000.00
4b	Wide Landscaped Park strip - 600 West to Redwood Road. See Note 2	\$ 538,000.00	\$ -	\$ -	\$ 9,701,000.00	\$ -	\$ -
6	Rebuild Jordan River Bridge	\$ 220,000.00	\$ 10,971,000.00	\$ 12,852,000.00	\$ 9,921,000.00	\$ 10,278,000.00	\$ 3,727,000.00
7	Public Art	\$ 300,000.00	\$ 11,271,000.00	\$ 13,152,000.00	\$ 10,221,000.00	\$ 10,578,000.00	\$ 4,027,000.00
8	Bicycle Signals	\$ 100,000.00	\$ 11,371,000.00	\$ 13,252,000.00	\$ 10,321,000.00	\$ 10,678,000.00	\$ 4,127,000.00
10	City Entrance Feature	\$ 200,000.00	\$ 11,571,000.00	\$ 13,452,000.00	\$ 10,521,000.00	\$ 10,878,000.00	\$ 4,327,000.00
11	Landscaped Median Islands adjacent to Redwood Road intersection.	\$ 400,000.00	\$ 11,971,000.00	\$ 13,852,000.00	\$ 10,921,000.00	\$ 11,278,000.00	\$ 4,727,000.00
12	Street Corner Treatments and Site Furnishings.	\$ 600,000.00	\$ 12,571,000.00	\$ 14,452,000.00	\$ 11,521,000.00	\$ 11,878,000.00	\$ 5,327,000.00
13	Jordan River Trailhead Enhancements.	\$ 200,000.00	\$ 12,771,000.00	\$ 14,652,000.00	\$ 11,721,000.00	\$ 12,078,000.00	\$ 5,527,000.00
	Totals		\$ 12,771,000.00	\$ 14,652,000.00	\$ 11,721,000.00	\$ 12,078,000.00	\$ 5,527,000.00
9	Street and Pedestrian/bikeway lighting Special Assessment Area.	\$ 4,400,000.00	\$ 4,400,000.00	\$ 4,400,000.00	\$ 4,400,000.00	\$ 4,400,000.00	\$ 4,400,000.00
5	Platform Canopies and Solar Power.	Unknown					

Notes

1. Concrete paved track cost includes 7% for engineering and 5% construction contingency. Most of the design and construction for the track way is included in the base ballasted track option. These costs are details changes and some construction engineering
2. Wide sidewalk and park strip landscaping costs include 15% for engineering and 15% contingency. The sidewalk costs represent increasing the existing sidewalk widths to 10 feet by either adding to the existing walk or installing full width. UTA is responsible for the sidewalk costs in all area which the project requires the relocation of the walk. The City is responsible for the added width. The approximate cost for 10 foot walks from 600 to 2200 West is \$3.9 million.
3. The street lighting special assessment area is based on approximately \$200 per foot for 22,100 feet of assessable frontage on North Temple. The limits of the district are from 300 to 2400 West. Grand Boulevard items that could not be funded with alliance funds could be included in the district depending on the amount the Council wishes to included in the assessment.
4. Figures shown in red exceed the \$10,000,000 in alliance funds established in the Interlocal agreement.
5. The amounts listed of the other elements would be installed within the estimated budget amounts including design, construction and contingency. It is difficult to determine exact cost until the scope of these items can be further developed. These will likely not be fully developed for over a year and uncertainty in the bid climate affect what can be done with the available funds.
6. It is anticipated additional right of way costs for the widened sidewalks and park strip is \$800,000. This is areas where insufficient space is available within the existing right of way for the wider walks and landscaping due to the area needed for the light rail and traffic turn lanes such as the 900 West and Redwood Road intersections. It is the administration's position that this additional right of way is a base project cost and not eligible for reimbursement from the alliance funds. UTA is in disagreement and will continue negotiating with the administration on the right of way requirements.

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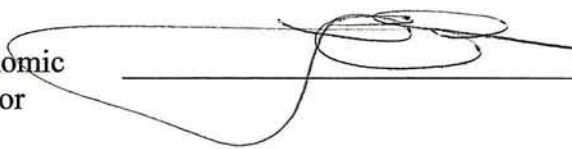
Date Received: _____

Date Sent to City Council: 2/23/2009

TO: Salt Lake City Council
Carlton Christensen, Chair

DATE: February 23, 2009

FROM: Frank Gray, Community & Economic
Development Department Director



RE: North Temple Grand Boulevard - Airport Light Rail Project

STAFF CONTACT: Tim Harpst, Transportation Director, at 535-6630 or
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John Naser, Deputy City Engineer, at 535-6240 or
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RECOMMENDATION: That the City Council discuss and provide input on the Administration's recommendations for implementing elements of North Temple Grand Boulevard as part of the Airport Light Rail project in accordance with the Interlocal Agreement between the City and the Utah Transit Authority

DOCUMENT TYPE: Briefing

BUDGET IMPACT: No impact to the current City budget is envisioned. There are three funding sources for the City's portion of the project: Alliance Fund, City-generated project savings, and Special Assessment Area.

Alliance Fund: The Interlocal Agreement for this project establishes a \$10,000,000 Alliance Fund that the City can utilize for improvements on North Temple and for betterments which are outside of the UTA's base project cost. These funds became available for the City's use upon the successful resolution of the light rail alignment along the southern edge of the Airport and approval of

the inclusion of the tracks within the runway protection zone. Thus, the City can now program up to \$10,000,000 in improvements as part of the project.

City-generated Project Savings: The Interlocal Agreement established that project savings generated by the City, such as resulting from changes in City requirements and design standards, can be used by the City for funding additional boulevard betterments. As the design progresses, opportunities will be evaluated to determine if such additional savings can be made.

Special Assessment Area: An SAA for street and sidewalk/bikeway lighting is proposed.

DISCUSSION:

Issue Origin: Installation of the light rail system from downtown to the Airport will require the reconstruction of North Temple Street from 600 West to 2400 West and possibly the replacement of the North Temple viaduct. Street improvements will include new asphalt pavement, curbs, sidewalks, utility relocations, street lighting, and traffic signals. The roadway will be reduced from the present six lane configuration to four lanes with an on-pavement commuter bike lane in each direction. It is the City's intent, in conjunction with the light rail project, to create a "Grand Boulevard" along North Temple and more formal western entrance to the City. A Grand Boulevard will enhance the connectivity of surrounding neighborhoods with Downtown, provide a consistent streetscape, encourage economic development along the corridor, and improve the visitor's experience upon entering the City. The boulevard plan envisions enhanced landscaping with large canopy street trees and expanded park strips; light rail stations with landscaping and a unique canopy design; public art; upgrades to pedestrian and street lighting; widened sidewalks for combined pedestrian and recreational bicyclist movements; landscaped medians; enhancements to the Jordan River trail; urban street furnishings such as benches, bollards, bike racks, etc; and introduction of solar panels as part of the station platforms. Eventually, the North Temple boulevard theme could be extended eastward to connect with State Street/City Creek Canyon.

Not all of the elements identified to comprise the Grand Boulevard can be installed with the funding currently available. Funding will allow for only major items to be implemented at this time, with the remainder added as funding becomes available and development along the corridor progresses. Of course, if additional City-generated project savings are identified during the project, they can and must be put toward the Grand Boulevard elements.

Analysis: The purpose of this briefing is to provide City Council with the Administration's recommendations for implementing elements of the North Temple Grand Boulevard. The elements recommended to constitute the Grand Boulevard are presented in a general prioritized order with cost estimates and description.

GRAND BOULEVARD ELEMENTS:

The Administration has worked closely with UTA and the City's Citizen Advisory Committee to develop the following list of elements for the boulevard. Many of the cost estimates have been established by UTA's contractor and will be defined further as the design progresses.

<u>Grand Boulevard Items</u>	<u>Estimated Costs</u>
1. Business Impact Mitigation	\$150,000
2. Concrete paved track (600 West to I-215)	\$6,448,000
a. 600 West to 2200 West - \$7,285,000	
b. 600 West to 2400 West - \$8,122,000	
3. 10' wide sidewalks (600 West to I-2200 West)	\$1,947,000
a. 600 West to I-215 - \$1,688,000	
b. 600 West to 2400 West - \$2,205,000	
4. Park strip landscaping (600 West to 2200 West)	\$592,000
a. 600 West to I-215 West - \$534,000	
b. 600 West to 2400 West - \$648,000	
5. Platform canopies and solar/wind power	Unknown
6. Rebuild the Jordan River bridge	\$200,000
7. Public Art	\$300,000
8. Bicycle signals	\$100,000
9. Street and ped/bikeway lighting (Special Assessment)	\$4,400,000
10. City entrance feature	\$200,000
11. Landscaped median islands at Redwood Road	\$400,000
12. Street corner treatments and site furnishings	\$600,000
13. Jordan River trailhead enhancements	\$200,000

The following describes the elements and how they were selected:

1. Mitigation Budget (\$150,000): The Interlocal agreement obligates both the City and UTA to fund a mitigation fund for use during the project. It is recommended the City's portion should be funded using monies other than the Alliance Fund since construction mitigation is not part of the Grand Boulevard. It is, however, a very important aspect of the project.

2. Concrete Paved Track - 600 West to I-215 (\$6,448,000): Based on discussions with several City Council members, adjacent businesses, the Citizen Advisory Committee, and abutting

property owners, it is clear there is a strong desire for paved track over the base cost of ballasted track. The common concern was that the boulevard could not succeed with ballasted track. This is the most expensive boulevard element, but it can be done within the available funds. It maintains the base standard for light rail that the City has used elsewhere on City streets and helps keep the trackway clean. The recommended segment paves the track from 600 West to I-215, west of which becomes more freeway in nature. The costs to pave the tracks further to the west are shown in item 1.a and 1.b above.

3. & 4. 10-foot Sidewalk with 5-foot Landscaped Park Strips (\$2,539,000): The widened sidewalks promote pedestrian movement and provide a safe place for recreational bicyclists to use North Temple to access the Jordan River Trail and downtown. The park strip with large canopy trees provides a buffer between the pedestrians and the vehicle traffic. UTA is replacing a portion of the existing sidewalks as a part of the base project, and this element pays for the increased sidewalk width and landscaped buffer.

It is proposed as part of the project that the sidewalk and park strip landscaping improvements be extended from 600 West to 2200 West. This provides a pedestrian connection to businesses around the 2200 West intersection with the rest of North Temple. This is also the location of a future light rail station. As the properties west of the intersection develop, the widened sidewalk and landscaping can be installed as part of those projects. The costs for sidewalk and buffer ending at I-215 and at 2400 West are shown in items 2.a/3.a and 2.b/3.b above.

5. Platforms, Canopies & Solar/Wind Power (Cost Unknown): UTA is evaluating their standard canopy design currently used throughout their system in order to improve weather protection for riders and reduce the severe weatherization they have been experiencing from the use of salt applications during winter. This may lead to their suggesting a different canopy configuration for North Temple. The Interlocal agreement requires the platforms match those existing throughout the City. A new canopy style could provide more opportunity for mounting solar panels. We are hearing from the community that they like the idea of having different canopies as well. The designers could possibly incorporate wind power assemblies on the canopies in addition to solar. UTA has verbally agreed to do some alternative energy treatments at stations. No cost estimate will be available until a preliminary design can be crafted. There will likely be cost-sharing of this element between the City and UTA.

6. Rebuild of Jordan River Bridge (\$200,000): This expenditure will allow the City's bridge to be completely rebuilt instead of modified to accommodate the light rail. This will extend the life of the bridge and eliminate much more costly repairs and street and light rail service disruption in the future. Providing a new bridge is much better than adding on and patching the existing one.

7. Public Art (\$300,000): The Interlocal agreement requires UTA to match up to \$300,000 of City funding for public art at the light rail platforms. This will provide a total of \$600,000, \$100,000 per station, toward public art for the project. The Art in Transit program will be

designed based on the recommendations of consultant Jerry Allen & Associates. Those recommendations include the development of a master plan for the artwork at the TRAX stations, which addresses both a consistency in design that continues along the system as well as public artwork that makes each station identifiable and related to the immediate neighborhood. The master plan will take into consideration the look of the whole line, the identity of the individual stations, the opportunities and challenges presented by existing features (like the Airport, the wetlands, the Jordan River Parkway, the Fairpark, the viaduct, etc.), and a look toward the future as North Temple blossoms into the envisioned "Grand Boulevard." Certain stations will particularly lend themselves to art projects that involve neighbors and partners. The artist selection process will include a public request for proposals. The Salt Lake City Arts Council, at the direction of the Salt Lake Art Design Board, will manage the Art in Transit program in cooperation with UTA.

8. Bicycle signals (\$100,000): It is desired to add bicycle signals to the pedestrian signals at signalized intersections. They would direct the bicyclists, just as the pedestrian signals direct the pedestrians, at intersections connecting the 10' sidewalk/bikeways.

9. Street and Ped/Bikeway Lighting (\$4,400,000): This proposal is to replace the existing substandard lighting system with new decorative lighting for the roadway and for pedestrians and bicyclists. It is proposed the lighting be paid for by the property owners through a Special Assessment Area that would extend from 300 West to 2400 West. This would allow the existing or new viaduct to have decorative lighting that would match the rest of North Temple. The assessment would be levied after the estimated 2013 project completion date with property owners being able to pay for the improvements in a lump sum or over a ten year period. Assessments for the lighting could approach \$200 per front foot of property. It is important to note that approximately 15% of the abutting property along North Temple is state owned and not assessable. The Administration will work closely with the State Department of Facilities and Construction Management (DFCM) for direct payment of their portion of the street lighting costs. The lighting system would be a significant element for the boulevard, with the style of the poles and lights integrated with the other design elements. They also could be part of the public art. It is desired to use energy efficient lights, preferably solar and/or wind powered if possible.

10. City Entrance Feature (\$200,000): A signature entrance feature could be commissioned for the excess right of way at the west end of the project just west of I-215.

11. Landscaped Medians (\$400,000): The track and roadway alignments at Redwood Road will create two large islands on either side of Redwood Road. These islands can be painted, paved with concrete, or landscaped. Landscaping them would help soften the large intersection approaches.

12. Street Corner Treatments and Site Furnishings (\$600,000): An assortment of treatments, such as bollards or other decorations, can be added at intersection corners during or after the project to help beautify the corners.

13. Jordan River trailhead at N. Temple (\$200,000): An assortment of treatments can be added at any time to the trailhead. This could enhance the entrance to the trail and provide a stronger connection to the light rail system.

14. Other: City staff is investigating two other items for consideration. One has to do with the catenary pole type and the other relates to overhead power lines. The project calls for black, round catenary poles with decorative clamp-on bases. If the actual design for street lighting and catenary poles suggests having a fluted pole is significant in achieving the Grand Boulevard effect; fluted catenary poles would be considered a betterment and a City cost. Staff would also like to investigate whether there will be any overhead power line conflicts, such as with the new trees, to determine if it makes sense to try to bury any lines as part of the project while the street is under reconstruction.

Existing North Temple Viaduct: Boulevard elements could extend over the existing North Temple viaduct if funding is not available to replace it. The proposed elements would include replacing the outside auto lanes with a sidewalk and bike lane and replacing the street lighting with lights matching the new ones to be installed along North Temple. This would provide a safe, appealing walkway and bikeway connecting the neighborhoods with Downtown. The lighting would be paid for from the proposed Special Assessment Area. The other elements are estimated at \$1,900,000, for which funding has not been determined.

Right of Way Acquisition: Adequate space is available within the existing North Temple right of way to install the two travels and bike lanes in each direction along with wide sidewalks and park strips as well as the light rail tracks. At major intersections such as Redwood Road and 900 West, additional right of way is needed for left and right turn lanes to allow the rail and auto traffic to work. The Interlocal agreement requires UTA to acquire needed right of way for these types of turn lanes, but it does not address who acquires any additional property needed for the boulevard. UTA has estimated the added right of way needs for the widened sidewalks and landscaping at approximately \$800,000 and has requested this come from the Alliance Fund or that the City reduce the sidewalk widths, which would affect the feel and appearance of the boulevard. The Administration will negotiate this further with UTA to determine if this should be a City cost or part of their base project budget. UTA is taking the position that the City should buy all right of way behind the new curb line. The Administration's position is that whatever the existing right of way width is goes first toward the 15.5' needed behind the new curb line plus the on-street bike lane and travel lanes. If any existing right of way width is left over, UTA can use it for their tracks and stations. If the City's new street and sidewalk widths needs are more than the existing right of way; the City should acquire the additional right of way. If UTA needs more space to get the tracks and stations in, then UTA acquires that right of way. These are two very different positions.

The City is working with UTA to try to reduce the overall right of way widths needed for short distances at some very tight locations as long as reasonable space can be retained for the sidewalk/bikeway and room for light poles and signs. This will be important in locations where, if there is not a compromise, an expensive property take will be needed, such as a buying out a

business. This is a particular problem at the Redwood Road intersection. The City will determine what is reasonable with respect to the resulting aesthetics if the tree line and/or sidewalk/bikeway is not consistent.

There are areas where the City may wish to get easements from the abutting property owners to place the sidewalk or put in a row of trees outside of the existing right of way when space is tight but front yard areas exist. This will be the case at the State Fairpark in order to save the existing mature trees. DFCM has given preliminary approval to place the City's sidewalk on Fairpark property behind the trees. The existing trees conflict with the sidewalk location due to the light rail station. The trees would have been removed and smaller trees planted in the new park strip without placing the sidewalk outside of the right of way.

Master Plan Considerations: The Airport Light Rail project is contained in the transit element of the City's adopted transportation master plan.

PUBLIC PROCESS:

The project followed a standard environmental assessment public process which resulted in a joint City Council and UTA determination of the project description and alignment.

RELEVANT ORDINANCES:

Interlocal agreement with UTA regarding the Airport Light Rail project