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# **M E M O R A N D U M**

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**DATE:** March 20, 2009  
**TO:** City Council Members  
**FROM:** Russell Weeks, Jennifer Bruno  
**RE:** Resolution Electing Certain Enhancements to the Airport Light Rail Project, Directing the Utah Transit Authority to Undertake such Enhancements related to the TRAX Line to the Airport under the Interlocal Agreement  
**CC:** Cindy Gust-Jenson, David Everitt, Frank Gray, Wilf Sommerkorn, Pat Comarell, Tim Harpst, John Naser, Max Peterson, Gordon Hoskins, Janice Jardine, Karen Halladay, Sylvia Richards, Lehua Weaver, Gail Meakins

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This memorandum pertains to a proposed resolution for spending up to \$10 million from the Alliance Fund that was created in an interlocal agreement between Salt Lake City and the Utah Transit Authority in relation to the light rail line from Salt Lake City International Airport to downtown. The City Council adopted an ordinance approving and authorizing the execution of the agreement on May 6, 2008.

The City Council is scheduled to hold a public hearing on the proposed resolution at its March 24 meeting at 7 p.m. The council will receive a briefing on the proposed resolution at its March 24 work session. The work session is scheduled to start at 2 p.m.

## **OPTIONS**

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

## **POTENTIAL MOTIONS**

### **PERTAINING TO THE PUBLIC HEARING**

- I move that the City Council close the public hearing.
- I move that the City Council continue the public hearing until (Council Members may specify a date or indicate that the hearing will be held at an unspecified future date with this motion.)

### **PERTAINING TO THE PROPOSED RESOLUTION**

- I move that the City Council adopt the proposed resolution electing certain enhancements to the airport light rail project and directing the Utah Transit Authority to undertake such enhancements related to the TRAX line to the airport under the interlocal agreement.

- I move that the City Council adopt the proposed resolution electing certain enhancements to the airport light rail project and directing the Utah Transit Authority to undertake such enhancements related to the TRAX line to the airport under the interlocal agreement with the following amendments: (Council Members may propose amendments with this motion.)
- I move that the City Council consider the next item on the agenda.

## **KEY POINTS**

The proposed resolution recommends that the following items be installed as part of construction of the light rail line from Salt Lake City International Airport to the Downtown:

- Business Impact Mitigation
- Concrete Paved Track from 600 West to Interstate 215
- Ten-foot-wide pedestrian/bicycle ways from 600 West to 2200 West
- Park strip landscaping from 600 West to 2200 West
- Platform canopies and solar/wind power devices
- Rebuilding the Jordan River Bridge
- Public Art
- Bicycle Signals

According to the proposed ordinance, the items would be “paid so long as funds are available in the Alliance Fund.” The \$10 million Alliance Fund is part of the interlocal agreement between Salt Lake City and the Utah Transit Authority which the City Council approved on May 6, 2008, and authorized Mayor Ralph Becker to sign.

## **DISCUSSION/BACKGROUND**

Except for the “platform canopies and solar/wind power,” the total projected cost of the items recommended in the resolution is \$9,737,000. Projected costs of platform canopies and solar/wind power remain unknown, according to the Administration transmittal.

The projected costs of the recommended items leave \$263,000 in the Alliance Fund. It should be noted that the amount of the Alliance Fund could increase, if the City generates cost savings for the project such as changing City requirements and design standards, according to the Administration transmittal.

According to the transmittal, there are possible variations of the elements for improvements to North Temple Street. However, the recommended items fall within the \$10 million limit of the Alliance Fund, and the variations do not when taken in combination with other elements.

Previously, the Administration provided a table of options after a City Council briefing March 3, and Council staff has attached the table as part of the discussion of the recommended elements. 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 \$4.4 million figure at the bottom of each column on the Administration’s table 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 Administration's 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 Administration's table's columns 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 Administration 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 on the Administration's table 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 to this memorandum another table showing what yearly debt service would be if the City elected to pursue issuing bonds to make up the difference between each option on the Administration's table and the \$10 million available from the Alliance Fund. It should be noted that all bonding depends on the City's bonding capacity, officials' interest in bonding for any program, and in context with other budget priorities. It also should be noted that the Council staff table is an attempt to be thorough, not a formal proposal from either staff or any City Council Member. Given all that, the final row of the Council staff table projects the yearly debt service for the options provided earlier by the Administration plus an additional \$372,517 per year is included to pay for bonds issued to close the estimated \$5 million gap to rebuild the North Temple Viaduct.



**Artist's Rendering of Concrete-Embedded Tracks on North Temple**





**Artist's Rendering of Ballasted Tracks on North Temple**



**Existing View of North Temple**





## Sales Tax Bond - Yearly Debt Service Payment Options

	<b>Option No. 1</b> Paved track to I-215 with 10' walks and 5' landscaped park strip to 2200 West	<b>Option No. 2</b> Paved tract to 2400 West with 10' walks and 5' landscaped park strip to 2200 West	<b>Option No. 3 -</b> Paved track to I-215 with 10' walks and wide park strip landscaping to Redwood Road	<b>Option No.4 -</b> Paved track to 2400 West with wide landscaped park strip using existing walks and new as needed to 2200 West.	<b>Option No. 5 -</b> Ballasted track from 600 to 2400 West with 10' walks and 5' landscaped park strip to 2200 West
<b>Cost total</b>	<b>\$ 12,771,000</b>	<b>\$ 14,652,000</b>	<b>\$ 11,721,000</b>	<b>\$ 12,078,000</b>	<b>\$ 5,527,000</b>
<b>Gap Amount</b> (assuming \$10m from Allaince Fund)	<b>\$ (2,771,000)</b>	<b>\$ (4,652,000)</b>	<b>\$ (1,721,000)</b>	<b>\$ (2,078,000)</b>	<b>n.a.</b>
<b>Yearly Debt Service</b> (Assuming Sales Tax bond - 4.1% interest, 20 years, 1% bonding costs included)	<b>\$206,449</b>	<b>\$346,590</b>	<b>\$128,220</b>	<b>\$154,818</b>	<b>n.a.</b>
<b>If added to \$5 million bond for Viaduct reconstruction (yearly debt service on \$5m is \$372,517)</b>					
	\$578,966	\$719,107	\$500,737	\$527,335	n.a.



FRANK B. GRAY  
DIRECTOR

# SALT LAKE CITY CORPORATION

DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT  
OFFICE OF THE DIRECTOR

RALPH BECKER  
MAYOR

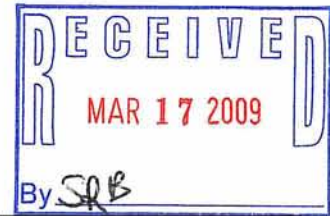
MARY DE LA MARE-SCHAEFER  
DEPUTY DIRECTOR

ROBERT FARRINGTON, JR.  
DEPUTY DIRECTOR

## CITY COUNCIL TRANSMITTAL


  
\_\_\_\_\_  
David Everitt, Chief of Staff

Date Received:

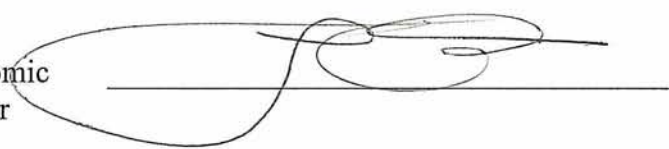


Date Sent to City Council: 3/17/2009

**TO:** Salt Lake City Council  
Carlton Christensen, Chair

**DATE:** March 17, 2009 

**FROM:** Frank Gray, Community & Economic  
Development Department Director



**RE:** North Temple Grand Boulevard elements & land use- Airport Light Rail Project

**STAFF CONTACT:** Wilf Sommerkorn, Planning Director, at 535-7226 or  
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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 be briefed on the plan for reviewing the land use zoning adjacent to North Temple and development of a Transit Oriented Development plan for stations along the line. Also, that Council conduct a public hearing and approve use of the Alliance Fund to implement elements to create a 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:**

Some funding exists for the land use planning effort and construction of Grand Boulevard elements. Additional funding may be needed to complete TOD plans for each station area or if additional Grand Boulevard elements are desired beyond what the current budget can construct.

**Planning:** \$70,000 exists in the current city budget to begin the land use review and TOD plan development.

**Construction:** There is one existing and two potential funding sources for construction of 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 (SAA):** An SAA for street and bike/pedestrian lighting is proposed.

**RECOMMENDATIONS**

1. Pave (imbed) UTA tracks from downtown to I-215.
2. Of the Grand Boulevard elements, implement A-H (see pages 4-7 for details) immediately (i.e., business impact mitigation, concrete paved track, 10' bike/pedestrian ways, park strip landscaping, public art, platform canopies, rebuild the Jordan River bridge, and bicycle signals).
3. Use SAA to fund street and pedestrian/bikeway lighting.
4. Administration will explore avenues for additional funding to implement Grand Boulevard Elements J-N and return with recommendations at the end of the summer.

## ***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 street trees and expanded park strips; light rail stations with larger canopies and solar power; public art; upgrades to pedestrian and street lighting; widened sidewalks for combined pedestrian and recreational bicyclist movements; landscaped medians either side of Redwood Road; enhancements to the Jordan River trail; and urban street furnishings such as benches, bollards, bike racks, etc. Eventually, the North Temple boulevard theme could be extended eastward to connect with State Street/City Creek Canyon.

Introduction of light rail to North Temple and the desire to create a unique and welcoming entrance to the City necessitates reviewing the adjacent land use, creating Transit Oriented Development (TOD) plans for rail station areas and defining, funding and constructing elements to create the desired look along the public way.

**Analysis:** The purpose of this briefing is to update the City Council on the status of reviewing the land use in the N. Temple area with respect to TOD planning and zoning. Also, it is desired to discuss the Administration's recommendations for implementing elements of the North Temple Grand Boulevard and seek Council's adoption of a resolution approving the use of at least some of the Alliance Funds on the City's portion of the project.

The following information is organized into five sections:

1. Land use/zoning and TOD planning efforts
2. 3D renderings and plan view drawings of the project
3. Grand Boulevard elements – descriptions and costs
4. Other issues
5. Resolution for Council adoption consideration



## **1. Land Use/Zoning Review and TOD Planning**

The Planning Division has worked on both the Euclid Small Area Plan and the West Salt Lake City Community Plan, both of which are near completion. Both proposed plans show higher intensity housing and transit oriented developments along North Temple.

The Division has begun the North Temple analysis as part of a Downtown charette held in February which stressed developing plans around transit stops, rather than all along the corridor as was done on 400 South. The same consultants have been asked to help the City with designing several nodes to be used as a pattern for other transit nodes within the City.

The Division anticipates developing a land use plan (which reflects and includes plans developed by other City departments) by the end of 2009. Such an effort would include coordination of City Departments by developing comprehensive goals for North Temple with updates and input from decisionmaking bodies, extensive research and analysis by City Staff; public outreach which would include many stakeholder types (e.g., residents, businesses owners, property owners, public institutions, etc.), and a series of charettes to evolve the plans encompassing the ideas and addressing the concerns of the community.

## **2. 3-D Renderings and Plan View Drawings of the Project**

City and RDA Staffs are working with RDA's architect to update the 3-D renderings shown to the RDA Board and City Council at their March 10 meetings. It is intended these be placed on the City's website for the public to view. A dimensioned plan view of the current project design showing locations of track, travel lanes, bike lanes, landscaping and sidewalks will also be placed on the City's website. All of these renderings and plans will be printed and placed on display at City hall prior to the March 24 public hearing. Hopefully, this will aid everyone in visualizing the various elements being discussed.

## **3. Grand Boulevard Elements (Alliance Funding)**

City staff from various departments have been meeting regularly to discuss various aspects of the project. Staff has also worked closely with UTA and the City's Citizen Advisory Committee for this project. This team identified the following elements which it believes will create a Grand Boulevard for North Temple. Some, but not all, of the elements would need to be implemented as part of the project. Others, could be added later, but may have a second construction impact for the businesses. Not all of the elements can be installed with the Alliance funding.

*Many of the cost estimates have been established by UTA's contractor and will be defined further as the design progresses.*

**As the costs of each element below is an estimate, the elements are listed in the priority order.**

<b>Grand Boulevard Items*</b>	<b>Estimated Costs</b>	<b>Funding</b>
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A. Business Impact Mitigation	\$150,000	<b>Alliance</b>
B. Concrete paved track (600 West to I-215)	\$6,448,000	<b>Fund</b>
1) 600 West to 2200 West - \$7,285,000		
2) 600 West to 2400 West - \$8,122,000		
C. 10' wide sidewalks (600 West to I-2200 West)	\$1,947,000	
1) 600 West to I-215 - \$1,688,000		
2) 600 West to 2400 West - \$2,205,000		
D. Park strip landscaping (600 West to 2200 West)	\$592,000	
1) 600 West to I-215 West - \$534,000		
2) 600 West to 2400 West - \$648,000		
E. Public Art	\$300,000	
F. Platform canopies and solar/wind power**	Unknown at this time	
G. Rebuild the Jordan River bridge	\$200,000	
H. Bicycle signals	\$100,000	
<hr/>		
I. Street and ped/bikeway lighting (Special Assessment)	\$4,400,000	<b>SAA</b>
<hr/>		
J. City entrance feature	\$200,000	<b>Others to</b>
K. Landscaped median islands at Redwood Road	\$400,000	<b>be explored</b>
L. Street corner treatments and site furnishings	\$600,000	
M. Jordan River trailhead enhancements	\$200,000	
N. Burying of power lines	Unknown at this time	

**Note:**

\* Elements A and E are committed and matched by UTA to in the ILA. Elements B, E, F, K would need to be done as part of project. The other elements can be done post-project, but would necessitate a second construction impact.

\*\* Administration is exploring the solar option as a good opportunity for public/private partnership.

## ***Element Description & How They Were Selected***

- A. Mitigation Budget (\$150,000):** The Interlocal agreement obligates both the City and UTA to fund a mitigation fund for use during the project.
- B. Concrete Paved Track - 600 West to I-215 (\$6,448,000):** Based on discussions with 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. I-216 demarks the western end of North Temple Street. It swings southwesterly and becomes part of I-80.
- C. & D. 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. A park strip with 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. This element pays for the increased paved width and landscaped buffer.
- E. Platforms, Canopies & Solar/Wind Power (Cost Unknown):** UTA is evaluating their standard canopy design used elsewhere in the City in order to improve weather protection for patrons and reduce the severe weatherization of platforms. A new canopy style could provide an opportunity for mounting solar panels. We are hearing from the community that they like the idea of having a different canopy style. UTA has begun investigating solar applications. There will likely be cost-sharing of this element between the City and UTA. A donor or sponsor capability may exist.
- F. 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.
- G. 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.

- H. 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.
- I. Street and Pedestrian/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 what would otherwise be their portion of the street lighting costs. The lighting system would be a significant element for the boulevard. The style of the poles and lights can be integrated with other design elements of the project. They also could be part of the public art. It is desired to use energy efficient lights, possibly LED, solar and/or wind powered.
- J. 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.
- K. 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.
- L. 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.
- M. 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.
- N. Burying of power lines:** Some of the overhead wiring will be eliminated with the new street lighting system. There may be opportunities to eliminate additional overhead lines. This is being investigated.

#### 4. Other Issues

- A. **North Temple Viaduct:** The State Legislature has committed funding toward rebuilding of the viaduct. UTA's project design team is reviewing alternative methods of replacing the viaduct to seek a cost-effective design. Discussions are underway to determine if sufficient funds exist to include replacement of the viaduct with this project.
- B. **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 has taken the position that the City should buy all rights 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 sideway 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 or undesirable 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.

## 5. **Resolution for Council Adoption Consideration**

A resolution has been attached for Council's consideration. The interlocal agreement between the City and UTA for this project created the Alliance Fund for the City's use in adding betterments to the project. A Council resolution is the preferred method of directing UTA on the City's desired use of the funds. The attached draft resolution contains the Administrative recommendations use of the funds. It is not necessary to direct use of the entire \$10M fund at this time; however, UTA has requested that a decision on the trackway (Element B in the list) be made ASAP. It is in the critical path for design and delaying this item could delay project completion.

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### **Master Plan Considerations**

1. The **Airport Light Rail** project is contained in the transit element of the City's adopted transportation master plan.
2. The **Euclid Plan** which had substantial progress several years ago has been revived and will go to a public meeting on March 31<sup>st</sup>. The plan shows higher densities on North Temple. **It is important that the North Temple Plan recognize that this is a major focus of the Euclid and West Salt Lake City Small Area Plan and, as such, should have local as well as regional services.** The proposed Euclid policies which relate to North Temple (which have not been formally reviewed by the Planning Commission nor adopted by the City Council) include:
  - A. Ensuring zoning designations lead to compatibility and allow an orderly transition of land uses where appropriate.
  - B. Mitigating the noise, vibrations, access, hazards and traffic delays caused by the heavy rail traffic.
  - C. Improving the visual and physical connections to nearby neighborhoods.
  - D. Encouraging the State to develop uses on the property south of the Fairpark that contributes to the community and North Temple streetscape.
  - E. Upgrading infrastructure, pedestrian amenities, and the aesthetics of the neighborhood.
  - F. Addressing the need for transition areas and design solutions between incompatible land uses.
  - G. Introducing mixed-use development and supporting TRAX service.
  - H. Protecting and celebrating the character of the Euclid neighborhood as a mixed-use, multi-cultural neighborhood.
  - I. Improving north-south access across railroad crossings, designated truck routes, etc.
  - J. Revitalizing the neighborhood by encouraging the transition of industrial, vacant, and marginally used properties to mixed-use, retail, and higher density residential development.
  - K. Improving the appearance of the neighborhood through landscaping, code enforcement, and guidelines for new construction.



3. **The West Salt Lake City Plan** has not been revived since the efforts on this plan several years ago. At that time, the community outlined the following policies (which have not been formally reviewed by the Planning Commission nor adopted by the City Council) related to North Temple:

- A. Encourage new multi-family and mixed-use housing opportunities in select locations in the West Salt Lake Community.
- B. Support additional zoning to accommodate higher density multiple-family dwellings in the Community in the northern area of the Euclid Neighborhood along North Temple where, in the long range, transit oriented development is appropriate along the proposed Light Rail Corridor and along Redwood Road.
- C. Provide opportunities for new housing as part of low-intensity mixed use development project in existing small neighborhood commercial nodes.
- D. Continue to work with the Utah Transit Authority and the Wasatch Front Regional Council to ensure Light Rail Transit along North Temple to the Airport is a high priority.
- E. Rezone properties along North Temple to allow mixed-use and Transit Oriented
- F. Evaluate the appropriateness of creating a Redevelopment Target Area on the City's west side once an existing target area's timeframe expires.
- G. Improve the mass transit system to encourage public use of bicycle, bus, and light-rail alternatives to the automobile.
- H. Support light rail development along North Temple to the Salt Lake International Airport as well as destinations further west to serve high employment centers in the industrial areas west of I-215 along with improved bus routes connecting to light rail.
- I. Develop gateways in a fashion that strengthens the identity of the City or neighborhood.
- J. Enhance gateways with decorative street lighting, landscaping, street trees, improved pedestrian amenities, improved waiting areas at bus stops, entry signs, decreased signage on buildings and limiting billboards to appropriate areas outside residential neighborhoods.
- K. Employ landscaping and visual screening techniques to improve critical view corridors.
- L. Support the development of new bike routes/paths in the West Salt Lake
- M. Coordinate planning and redevelopment programs more effectively to improve the quality, character and function of the neighborhood.
- N. Ensure the sign type, size and location is part of the overall development design and is appropriate for the type of development.
- O. Support the development of a City-wide street tree plan which requires the installation and maintenance of street trees as an integral part of all street reconstruction projects.
- P. Support the installation of new decorative street lighting throughout the community.

## ***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.

Additionally, a Community Advisory Committee of abutting property and business owners and community leaders has been created to provide advice during the project design and construction. This committee has been meeting for several months and is similar in purpose to that used on the University Line project.

## ***Relevant Ordinances***

Interlocal agreement with UTA regarding the Airport Light Rail project

Resolution No. \_\_\_\_ of 2009

A Resolution Electing Certain Enhancements to the Airport Light Rail Project, Directing Utah Transit Authority to Undertake Such Enhancements Related to the TRAX Line to the Airport Under the Interlocal Agreement.

WHEREAS, Salt Lake City Corporation (the "City"), has heretofore entered into that certain Interlocal Agreement Regarding the Design and Construction of the Airport Light Rail Transit Project, between the City and Utah Transit Authority ("UTA"), dated June 12, 2008 (the "Interlocal Agreement"); and

WHEREAS, the Interlocal Agreement provides for the construction of an extension of UTA's light rail line from the existing TRAX system located within the City to the Airport (the "Airport Line"); and

WHEREAS, Article 13.4 of the Interlocal Agreement establishes an Alliance Fund to pay for certain expenditures for the project and particularly for certain enhancements to North Temple to create a grant boulevard, and that such expenditures shall be approved by the City Council; and

WHEREAS, the City has consulted with the Citizen Advisory Committee (the "CAC") regarding priorities for additional potential enhancements to the Airport Line; and

WHEREAS, the Administration, after considering the input of the CAC, has recommended certain enhancements to the Airport Line be undertaken, including business impact mitigation, concrete paved track, 10' wide ped/bikeways, park strip landscaping, platform canopies with solar/wind power, rebuild the Jordan River bridge, public art and bicycle signals.

WHEREAS, the City Council desires at this time to direct UTA to undertake such additional enhancements recommended by the Administration,



NOW THEREFORE, be it and it is hereby resolved by the City Council of Salt Lake City, as follows:

1. Pursuant to Section 13.4 of the Interlocal Agreement, the City Council does hereby elect the following additional enhancements to the Airport Line (in the order set forth below) to be paid so long as funds are available in the Alliance Fund, and directs UTA to undertake the same:

North Temple Items

- A. Business Impact Mitigation
- B. Concrete paved track (600 West to I-215)
- C. 10' wide ped/bikeways (600 West to I-2200 West)
- D. Park strip landscaping (600 West to 2200 West)
- E. Platform canopies and solar/wind power
- F. Rebuild the Jordan River bridge
- G. Public Art
- H. Bicycle signals

2. The Director of the Salt Lake City Department of Community and Economic Development is hereby authorized and directed to provide a copy of this Resolution to the General Manager of UTA, and to take any and all measures necessary to ensure that the enhancements specified herein are undertaken by UTA and incorporated into the Airport Line project.

PASSED by the City Council of Salt Lake City, Utah this \_\_\_\_ day of April,  
2009.

SALT LAKE CITY COUNCIL

By: \_\_\_\_\_  
CHAIRPERSON

ATTEST AND COUNTERSIGN:

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

APPROVED AS TO FORM:

  
\_\_\_\_\_  
SENIOR CITY ATTORNEY

HB\_ATTYY-#7641-v1-Resolution\_Concerning\_North\_Temple\_Improvements\_3-17-09



FRANK B. GRAY  
DIRECTOR

# SALT LAKE CITY CORPORATION

DEPARTMENT OF COMMUNITY & ECONOMIC DEVELOPMENT  
OFFICE OF THE DIRECTOR

RALPH BECKER  
MAYOR

MARY DE LA MARE-SCHAEFER  
DEPUTY DIRECTOR

ROBERT FARRINGTON, JR.  
DEPUTY DIRECTOR

## CITY COUNCIL TRANSMITTAL

  
\_\_\_\_\_  
David Everitt, Chief of Staff

Date Received: \_\_\_\_\_

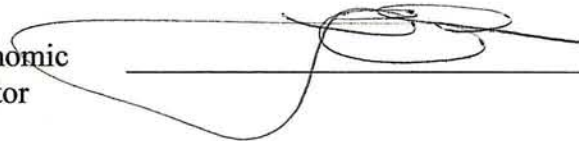


Date Sent to City Council: 2/23/2009

**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  
tim.harpst@slcgov.com

John Naser, Deputy City Engineer, at 535-6240 or  
john.naser@slcgov.com

**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