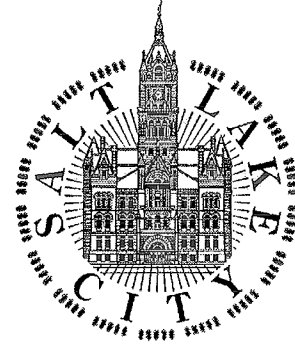


MEMORANDUM

451 South State Street, Room 406
Salt Lake City, Utah 84111
(801) 535-7757



Planning and Zoning Division
Department of Community and Economic Development

TO: Salt Lake City Planning Commission

FROM: Doug Dansie, AICP, Senior Planner

DATE: June 20, 2008

SUBJECT: **Downtown in Motion plan: Public Hearing**

Please find attached the draft of the *Downtown in Motion* plan. The plan is a culmination of an effort between Salt Lake City (Transportation /Planning), the Redevelopment Agency of Salt Lake City, Downtown Alliance, Salt Lake Chamber, Utah Transit Authority, and the Utah Department of Transportation to arrive at a comprehensive approach to Downtown Salt Lake transportation issues. Many of the concepts highlighted in the *Downtown in Motion* plan have been integrated into the Downtown Rising process completed by the Chamber and also into the draft of the Downtown Master Plan update. The development of this plan included a broad public process as outlined in the memo for the June 11, 2008 meeting.

The Planning Commission was briefed regarding the plan on June 11, 2008. The Planning Commission did not have additional comments or questions at that time.

On June 25, 2008 the Planning Commission will hold a public hearing. Notice of the meeting was published in the Deseret News and Salt Lake Tribune on June 10, 2008.

Recommendation

The Planning Commission is being asked to review the plan, hear public comments, make any subsequent changes and forward a positive recommendation for its adoption to the City Council.

Attachments:

Exhibit 1 –Downtown in Motion plan

Exhibit 1
Downtown in Motion Plan



DOWNTOWN IN MOTION

SALT LAKE CITY DOWNTOWN TRANSPORTATION MASTER PLAN

DRAFT PLAN UP FOR ADOPTION



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LIST OF APPENDIXES - VOLUME II

- Appendix A: Public Involvement Events
- Appendix B: Goals And Objectives Technical Report
- Appendix C: Pedestrian And Bicycle Technical Report
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- Appendix G: Parking Technical Report
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- Appendix J: Bibliography

DOWNTOWN IN MOTION

SALT LAKE CITY DOWNTOWN TRANSPORTATION MASTER PLAN

Imagine ... a vibrant Downtown that engages everyone.

Imagine ... an energetic Downtown where watching and wandering is part of the fun.

Imagine ... a hassle-free Downtown, easy to peruse and access on foot or by wheels.

Imagine ... an exemplary Downtown, attracting the eyes of the world for its accessibility.

Imagine ... Salt Lake City in 2030 and see a “Downtown in Motion!”

Imagining is just the first step. Downtown In Motion, Salt Lake City’s new downtown transportation plan, lays out the stepping stones to make it happen. With roots in Envision Utah, the plan promotes sustainable growth and provides a blueprint for generations. Its vision is grounded in measurable, incremental steps that make all modes of movement—to, from, and within—Downtown more integrated, efficient, and accessible.

The vision for balanced accessibility in Downtown is also shared by Downtown Rising, the urban visioning effort of the Salt Lake Chamber, as well as the planners responsible for Salt Lake City’s current land use plans. Downtown In Motion is designed to serve land use, now and as envisioned well into the century.

TRANSPORTING DOWNTOWN INTO THE FUTURE

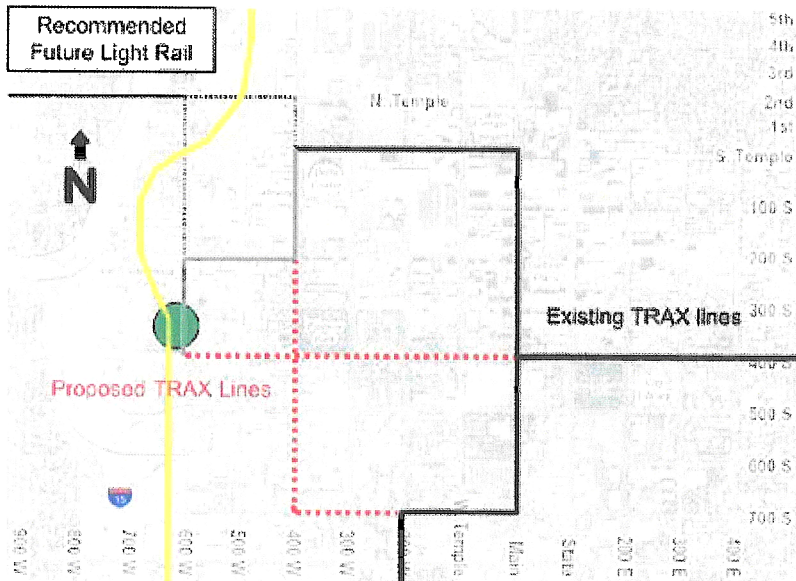
Downtown In Motion is a balanced plan. It provides for more TRAX lines in Downtown without the loss of a single automobile lane. It helps make Downtown competitive with the suburbs for those who visit by automobile and need to park. The plan allows you to get around easily with well-thought-out transit service and bike and pedestrian walkways. Downtown In Motion will make walking and bicycling interesting, fun, and safe. The plan’s Downtown transportation highlights include:

New TRAX Loops & Expanded Service

- Constructing new TRAX lines along 400 South from Main Street to 600 West and the Intermodal Hub (at 300 South and 600 West) – completing an inner loop of rail circulation in Downtown.
- Constructing new TRAX lines on 700 South from 200 West to 400 West, and then continuing north on 400 West connecting to the existing system near Gateway – completing an outer loop that serves Downtown and the emerging southwest quadrant.

“Downtown In Motion drives the vision of a world-class Downtown Salt Lake City. This transportation policy and infrastructure blueprint provides an innovative foundation for the evolution of needed improvements to keep our City and State moving. The broad scope of the plan creates a progressively more integrated, efficient and accessible Downtown for our Capitol City.”

Governor Jon M. Huntsman, Jr.



“Cities the world over teach us that a successful and sustainable urban core relies on a robust transit system and careful attention to the needs of pedestrians and cyclists. Downtown In Motion establishes ambitious goals for improving transit, bicycle, and pedestrian facilities that will make downtown Salt Lake City more accessible to all modes of travel, thereby enhancing the city’s vitality for generations to come.”

Salt Lake City Mayor
Rocky Anderson

More Solutions for Parking

- Forming a parking-management group to focus solely on solving Downtown’s real and perceived parking challenges. This will result in a Downtown where parking will be easy to find and understand. Some elements will include:
 - Conveniently locating off-street public parking spaces for visitors.
 - Improving way finding signage for public parking spaces.
 - Providing more payment options for on-street parking meters.
 - Ensuring adequate, well-located public parking by revising zoning ordinances and other policies.
 - Providing an enhanced parking validation system.

A New Road Ahead for Bus Services

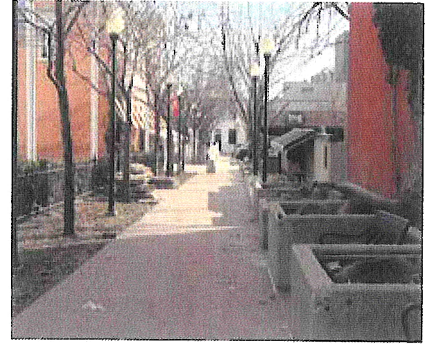
- Building a bus system that encourages use in and around Downtown and not just for getting to and from Downtown. A new bus passenger center will be constructed at State Street and 200 South on the east side of Downtown to complement service on the west side of Downtown at the Intermodal Hub.



- Increasing bus service in Downtown, which includes using Branded Bus Corridors, to help visitors circulate easily along set routes without worry of being on the wrong bus.

An Enjoyable Walking Experience

- Creating a network of pedestrian walkways throughout Downtown. The wide sidewalks that already exist in Downtown will be amplified by a network of pedestrian walkways that cut through existing city blocks.



Accommodating All Cyclists

- Developing an infrastructure for bicyclists that will accommodate all skill levels. The bicycle plan involves four key elements: (1) continuation of designated bike lanes striped for bicyclists along certain city streets; (2) marking of all other Downtown streets indicating that the right-hand lane is to be shared at all times between motorists and bicyclists; (3) building separate bike paths between the sidewalk and street on some Downtown streets; and (4) removing the restriction that prohibits bicycle riding on Downtown sidewalks.

Free Fare Zone at Work

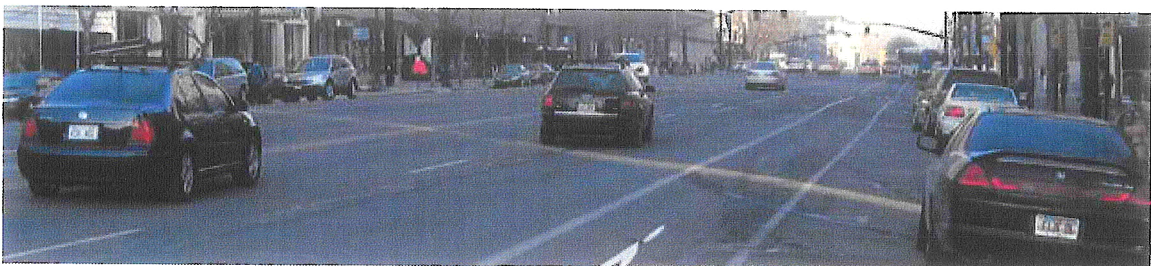
- Expanding the Free Fare Zone in Downtown. The Free Fare Zone will be extended to include the Library TRAX Station and three new stations on the west side of Downtown, including the Intermodal Hub and the hotels on 600 South.

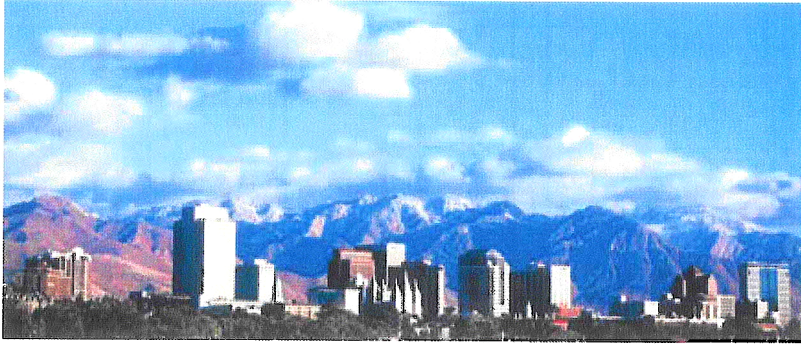
Making Driving Easier

- Accommodating automobiles more efficiently. This will include retiming of signals to better fit drivers' patterns and tendencies. Streets will be classified by their intended use. "Car streets" will be operated to most efficiently serve their intended purpose of bringing visitors to and through Downtown.

“Salt Lake City is known as the ‘Crossroads of the West’ for good reason -- we are equidistant from major western markets. At the heart of it all is downtown Salt Lake City, where the state’s interstate system, light rail, commuter rail, and other modes of transportation converge. Businesses depend on a superb transportation network, and Downtown In Motion sets the course for our future prosperity.”

**Lane Beattie,
President and CEO,
Salt Lake Chamber**





MANY MINDS AT WORK

Six local agencies spearheaded the development of Downtown In Motion, all of which are committed to its completion.

- Salt Lake City
- Redevelopment Agency of Salt Lake City
- Utah Transit Authority
- Utah Department of Transportation
- Salt Lake Chamber
- Downtown Alliance

“The plan includes the best collaborative efforts of downtown business owners, economic development interests, and transportation planners, designed to improve mobility to, from and around downtown. It’s a timely and progressive plan for encouraging and supporting a high quality of life, sustainable development, and regional commerce downtown.”

Bob Farrington,
Executive Director,
Downtown Alliance

Input from all sources was encouraged and reviewed by representatives of these agencies and a consultant team of transportation experts. Six Community Leaders Forums and two Public Open Houses were held in the year-long development of the plan. Several dozen meetings were held with key business leaders, legislators, community councils and the Salt Lake City Council. Information on the plan and comment opportunities were available through print, radio and television media and on a public website. Nearly 57,000 hits were recorded on the project website at www.slctrans.com through March 2007

THE PLAN IS ON THE MOVE!

This plan is also available at www.slctrans.com. The Downtown Transportation Policies outlined in the plan guided the creation of these specific recommendations in this plan. These recommendations are provided in three timeframes: immediate (2007-2010); medium-term (2011-2020); and long-term (2021-2030) Keep in mind that various aspects of the plan can adapt to different timeframes in order to accommodate specific needs or to coincide with funding availability.

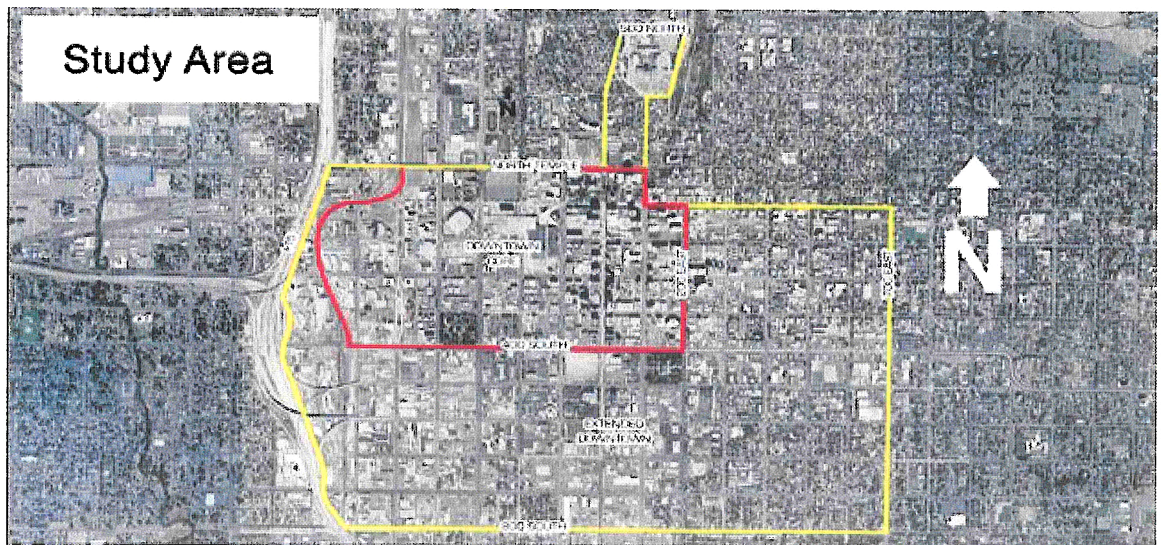
Downtown In Motion will drive the vision of a world-class Downtown by providing the transportation infrastructure and the policies and programs that support vibrant land uses. By beginning today, this plan will immediately provide an evolution of improvements to our Downtown.

1. THE BIG PICTURE

A TEAM EFFORT IN DEVELOPING DOWNTOWN'S TRANSPORTATION SYSTEM

Downtown In Motion is the culmination of a year of study and analysis of Downtown's transportation issues and infrastructure.

The purpose of the study is to develop a comprehensive and coordinated transportation strategy, one that will guide Salt Lake City and the sponsoring agencies over the next 25 years or more. While the plan is organized around specific modes of transportation—pedestrian/bicycle, rail, bus, and automobile—the policies and recommendations are all part of a comprehensive strategy. The final result is a well-integrated transportation system based on existing and planned land use that meets the needs of employees, business owners, shoppers, residents, and visitors. These efforts will help make Downtown Salt Lake City a world-class city.



The study area for Downtown In Motion includes two parts.

1. The Downtown core bounded by 400 South on the south, North Temple on the north, the FrontRunner commuter rail tracks on the west and 200 East on the east,
2. An extended Downtown that includes areas south to 900 South, west to I-15, north to the State Capitol and east to 700 East.

Downtown In Motion was developed concurrently with the efforts of Downtown Rising, a visioning exercise led by the Salt Lake Chamber. Downtown In Motion meets the core principle of mobility defined in Downtown Rising:

“Downtown is accessible. Transportation coordinates with development to provide efficient pedestrian, bicycling, public transportation and auto mobility to, from, and within Downtown.”



The Downtown In Motion process was a collaborative process that involved stakeholders on multiple levels, including:

- The Management Committee, assembled at the beginning of the project, included staff members from all sponsoring agencies. This committee met twice a month to advance the study effort.
- The Plan Advisory Committee, also established at the beginning of the project, included sponsoring agencies' executives and select business leaders in Salt Lake City. This committee met once a month, including two all-day meetings; one to help develop the goals and objectives of the study, and the other to develop comprehensive recommendations.
- Community Leaders Forums were held six times throughout the study to present study progress and solicit input. These forums brought together a broad range of key stakeholders (e.g., land owners, business owners, community leaders). Chronologically, the forums covered the following topics:
 - May 17, 2006 Draft goals and objectives for the study were presented. Input from community leaders was integrated to develop the final goals and objectives that were adopted by the Plan Advisory Committee and presented to the City Council.
 - August 23, 2006 Possible alternatives for the rail and bus elements of the study were presented.
 - September 20, 2006 Alternatives for Downtown circulation as well as the pedestrian and bicycle elements of the study were presented.
 - October 25, 2006 Alternatives for parking, streets, and traffic flow were presented.

“Many people and organizations with great interest in the continuing success of our downtown have collaborated to create this dynamic master plan that will serve Downtown mobility well for years to come. All of the recommendations in this plan work collaboratively to improve Downtown mobility and serve our intensifying land use.”

**Tim Harpst,
Transportation
Director, Salt Lake City
Transportation Division**

- November 29, 2006 This meeting was a panel discussion about transportation efforts in three comparable western cities: Vancouver, BC, Portland, OR, and Denver, CO. Experts from each of these three cities presented an overview of the transportation system in their respective city, the process used to arrive at the current system, and parallels to the efforts contemplated in Salt Lake City.
- January 31, 2007 Draft policies and recommendations of Downtown In Motion were presented.
- Public Open Houses were held twice. Chronologically, content included the following
 - May 17, 2006 Draft goals and objectives for the study were presented, reflecting what was covered in the Community Leaders Forum held earlier this day.
 - January 31, 2007 Draft policies and recommendations of Downtown In Motion were presented, reflecting what was covered in the Community Leaders Forum held earlier this day.

“Downtown In Motion supports Salt Lake City’s vision for downtown land uses, activities and businesses. The plan is designed to support a high quality of life, promote a sustainable, quality growth, encourage transit-oriented development, and support office, retail and residential land uses.”

**Doug Dansie,
Downtown Planner,
Salt Lake City**

In addition to the formal process, technical committees were developed for each of the transportation modes, and meetings were periodically held as the plan for each mode evolved. Numerous one-on-one meetings were conducted with stakeholders during the process. To further disseminate information and solicit public input, a project web site at www.slctrans.com was developed and updated regularly.

A complete list of meetings is included as an appendix to this report.



2. GUIDED BY THE PLAN'S GOALS AND OBJECTIVES

METHODOLOGY

Developing the goals and objectives was a collaborative process that involved a diverse group of participants with a broad range of opinions. A starting point for the goals and objectives was the city-wide transportation policies in the 1996 Salt Lake City Transportation Master Plan. The methodology also relied on a series of meetings to draw input and comments.

The process started with meetings with various staff members from the project's sponsors (the Management Committee) before broadening to include policy makers (the Plan Advisory Committee). Draft goals and objectives were then taken to the public in four primary forums: a Community Leaders Forum, a Public Open House, a taped presentation on Channel 17 (the Salt Lake City's public television channel), and via the project website at www.slctrans.com. Input received from all of these sources was incorporated into a refined set of goals and objectives, which was later presented to the Salt Lake City Council.

PURPOSE

The study's goals and related objectives were drafted early in the process and refined with extensive coordination from participants. Ultimately, the study goals and objectives introduced the discussion of all subsequent tasks related to individual travel modes, and they became the measurement tool of all transportation-related elements in this plan.

STUDY GOALS AND OBJECTIVES

Goal No. 1

Serving Downtown: Downtown transportation will be supportive of and compatible with Salt Lake City's vision of Downtown and Downtown land uses, activities and businesses.

Study Objectives:

Serving Downtown means the transportation system will:

- Support a high quality of life for residents and visitors.
- Promote sustainable, quality growth.
- Encourage and optimize transit-oriented development.
- Support regional commerce Downtown, including office, retail and leisure land uses.

Goal No. 2

Pedestrian Friendly: Downtown Salt Lake City will be pedestrian friendly, where walking is the primary mode of transportation.

Study Objectives:

Pedestrian friendly means:

- Transportation within Downtown will not require an automobile.
- People who live Downtown will be able to do so without the need to own a car
- New pedestrian routes will make walking distances shorter, safer, and more appealing.
- Regional transit systems will serve regional land uses with walk access.

Goal No. 3

Easy to Use: All forms of Downtown transportation will be easy to use and understand.

Study Objectives:

Easy to use means the transportation system will:

- Be accessible, predictable, seamless and connected.
- Integrate all travel modes to create synergy.
- Serve people’s needs 24/7
- Strive to ensure both the perceived and actual safety of the traveler
- Be communicated through easy to understand information.

“This plan provides a framework that will move transportation in Salt Lake City significantly forward. We will have the basic transportation infrastructure in place to grow upward.”

Alice Steiner,
Development
Consultant,
Utah Transit Authority

Goal No. 4

Enhanced Transit Accessibility and Mobility: All transit resources available in Downtown will be used to enhance regional accessibility to Downtown and mobility within Downtown.

Study Objectives:

Enhanced transit accessibility and mobility means:

- The transit system will provide optimum accessibility and capacity.
- Activity nodes or districts Downtown will be connected with public transit, including the potential of a dedicated circulator system.
- Efficient transfers among various transit modes, including the potential of a transit center Downtown.

Goal No. 5

Balanced Modes: Salt Lake City will creatively address congestion and enhance mobility in ways that are compatible with the other goals and objectives for Downtown.

Study Objectives:

Balanced modes means.

- Quality mobility options will be available to all.
- Bicycling and all other non-motorized modes will be viable and safe.
- There will be a hierarchy of streets to efficiently move vehicular traffic into and through Downtown, minimizing adverse impact on other modes or land uses.
- Automobile drivers will be able to park once and get around Downtown using other modes of transportation.
- The availability, visibility and accessibility of parking will be managed to achieve efficiency and other Downtown goals.
- On-street parking will be managed to encourage short-term use to support retail and other short-stay activities.

3. TRAVEL ON FOOT, TRAVEL BY BIKE

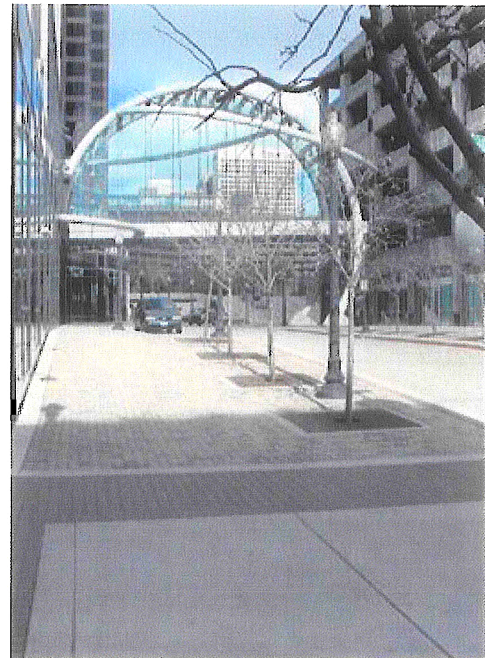
HIGHLIGHTS OF THE PEDESTRIAN AND BICYCLE PLAN

- Enhanced walkability of Downtown sidewalks along all city streets.
- A network of walkways throughout Downtown that will include an integrated system of mid-block walkways and a completed network of mid-block street crosswalks.
- Infrastructure for bicyclists that will accommodate all skill levels of cycling:
 - Continuation of designated bike lanes on streets.
 - New markings and signage indicating bicycle/automobile shared use of the right-hand lane on streets without designated bike lanes.
 - Separate bike paths between the sidewalk and streets in some areas of Downtown.
 - Legalize responsible bicycle riding on sidewalks in Downtown under specific conditions.
- Augmentation of the Downtown way finding system.
- New urban design features, monuments, and gateways throughout Downtown.
- Additional bicycle racks and lockers on street and inside buildings.

WHAT THE PEDESTRIAN AND BICYCLE PLAN AIMS TO ACCOMPLISH

The purpose of the pedestrian and bicycle plan is to support a vision of Downtown Salt Lake City as a special urban place, defined by vibrant mixed uses, which are attractive to residents, workers, and visitors. This vision is broadly supported by planning already in place and the concurrent visionary efforts of Downtown Rising.

This vision is served by any strategy that elevates the pedestrian to the status of a “first-class passenger.” according to transportation guru Charlie Hales. Unlike other transportation modes, the pedestrian is served primarily by urban design, not operational strategies. Urban design addresses the pedestrian’s physical realm and his or her environment, such as the streets, sidewalks, and open spaces, as well as the physical nature of the buildings and land uses that surround this area.



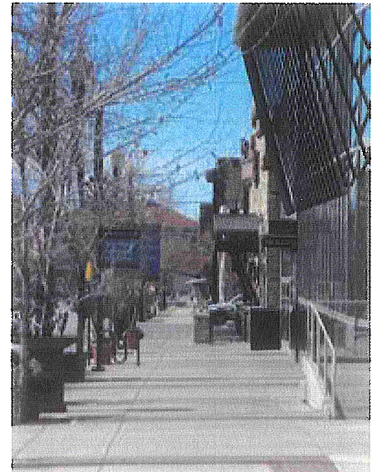
Supporting a vision of Downtown as a walkable place means creating an environment that is friendly to pedestrians as well as to cyclists and people in wheelchairs. This requires the interaction of two elements. (1) transportation that includes all travel modes, including walking, as well as (2) land use, the patterns of urban development that both encourage and depend on walkability. For pedestrians, this plan addresses both of these elements, but it primarily focuses on the transportation aspects of walkability.



WHAT DOWNTOWN ALREADY HAS OR NEEDS

The following bullets describe current Downtown conditions for pedestrians and bicyclists. Although many of these conditions are positive, others will benefit from the recommendations in this plan.

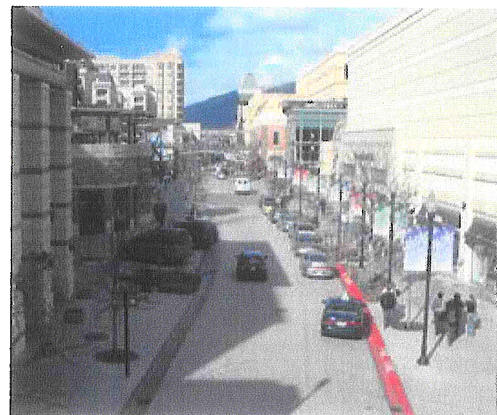
- Downtown is intrinsically pedestrian-friendly, benefiting from the characteristics of grid streets with 1/8 mile between intersections and demonstrating many examples of good urban design.
- Grid streets fall into three general models: arterial, transit/multi-modal, and collector. All of these models are capable of supporting a high standard of pedestrian urban design along sidewalks.
- Grid streets are the backbone of pedestrian circulation, creating an instant Downtown network.
- Grid sidewalks exist as protected public rights-of-way, whether fully developed or not, while providing pedestrian access to the perimeters of all Downtown city blocks.
- City blocks have many opportunities for the development of interior pedestrian linkages. The incremental development of vacant properties (many used for surface parking) provides an engine to realize opportunities over time. Other options include the conversion of existing alleys and service lanes into shared use, taking into consideration the requirements of existing vehicle uses such as access to garages and loading docks.
- Existing mid-block crossings of grid streets greatly enhance the convenience of pedestrian movement from block-to-block. Continued development of these crossings is recommended for all blocks over time and as pedestrian-supportive land uses continue to grow.
- New developments in Downtown should incorporate pedestrian-supportive activities along the street where they do not currently exist. They should be added through remodeling and redevelopment.



- Certain streets like 300 South have exemplary pedestrian urban design, using standards already developed by the City. These standards, which include decorative lighting, furniture, way-finding signage, and street trees, create an urban design identity for Downtown worthy of its place in the region.
- The result of a concerted effort in recent years to install accessible ramps on sidewalks at intersections and mid-block crossings, the majority of Downtown crossings fully meet the requirements of the Americans with Disabilities Act (ADA).
- Downtown sidewalks generally lack weather protection. This is most obvious in the winter along grid streets near major intersections (and in crosswalks) with high wind exposure. Mitigating strategies should be explored, such as wind shelters, screens, and alcoves in building fronts.
- The presence of parked cars along curbsides and in medians acts positively to define the pedestrian realm and break-up the scale of wide grid streets. These elements should be continued and further developed (e.g. median parking should be made permanent with walkways and landscaping).
- The qualities of historic mid-block streets such as Pierpont are a defining contribution to the charm of Downtown through their human scale, fronting activities, and traditional urban design. Future planning should consider the options of extending or connecting some of these streets and creating new streets in the same image where mid-block links are warranted.
- Currently, bicyclists in Downtown are limited to designated lanes on certain streets, suitable for (and supported by) experienced, regular cyclists, but not welcoming to casual riders such as children and families.
- Although currently prohibited by ordinance in Downtown, sidewalk use by bicyclists would appear to be feasible on many blocks with enforceable traffic and safety rules.
- Downtown currently lacks facilities that would encourage and support serious bicycle commuters. Such facilities include safe and secure bike storage, bike repair services, and showers and change rooms at places of employment.

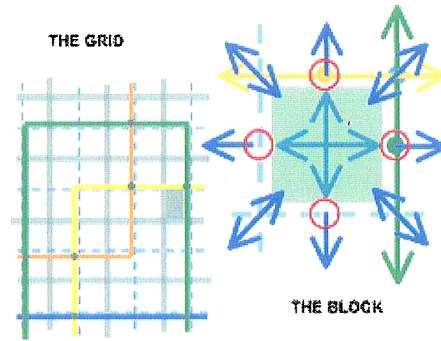
“Downtown In Motion elevates the pedestrian to the status of ‘first class passenger,’ and provides for enhanced walkability along all streets downtown via a network of walkways -- including mid-block walkways and street crosswalks. The plan also outlines an improved infrastructure for bicyclists, to accommodate all cycling skill levels. The pedestrian and bicycle plan supports the vision of Downtown Salt Lake City as a special urban gathering place, defined by mixed uses so important to the vitality of the downtown area.”

DJ Baxter, Senior Advisor, Salt Lake Mayor’s Office



EXPLORING THE POTENTIAL

This plan is built on two elements of pedestrian circulation – the grid and the block. A grid system of streets, especially those with relatively wide sidewalks, provides a backbone for pedestrian circulation. This system is easy to understand and navigate, and it provides efficient transfers from other modes, including both auto and transit. The block, on the other hand, is where people are going: all land uses are located within city blocks and all trips begin or end here.



These same conditions hold the keys to realizing Downtown’s pedestrian- and bicycle-friendly vision. The large blocks create the opportunity over time (already evidenced by historic mid-block streets such as Pierpont and Market) to be subdivided by a secondary network of streets and pedestrian ways. This creates a secondary, intimate grid of minor pedestrian- and bicycle-focused corridors overlaid by major grid streets supporting vehicle and transit access. The grid streets now allow generous room for transit easements, on-street parking, and wide, feature-rich sidewalks.

POLICIES THAT MAKE THE PLAN WORK

The following general policies are recognized for Downtown In Motion:

- Walking is recognized as a primary mode of travel in Downtown.
- A supportive environment for commuter and recreational bicyclists of all skill levels will be created in Downtown.
- Land-use development policies in Downtown will support pedestrian and bicyclist use.
- All grid streets are recognized as the backbone of the pedestrian and bicyclist network in Downtown. A 20-foot minimum sidewalk realm will be protected on all grid streets. Where feasible, wider sidewalks will be encouraged.
- All grid sidewalks will have a common high-standard of urban design, based on established city standards.
- All grid street crosswalks will be fully accessible to pedestrians (including the disabled) and designed to mitigate the effects of street width, weather, and signal cycles.
- A network of off-grid pedestrian and bicycle circulation will be established throughout Downtown, through the blocks and crossing grid streets at mid-block crossings.

“The Plan is innovative, bold, and visionary. Downtown ‘districts’ will further promote community identity and unique gathering places. Mobility, both getting to downtown and moving around downtown, will be greatly enhanced. That, along with additional ‘walkable’ elements, will help create a true pedestrian realm. This in turn will promote foot and bicycle traffic, street life, and economic benefits that will translate into a better quality of life for residents, workers, and visitors alike.”

George Shaw, Planning Director, Salt Lake City

- Over time, new mid-block connections will be encouraged and created through the land redevelopment process.
- Mid-block streets will support shared use by vehicles, bicyclists, and pedestrians.
- Bicyclists are welcome on all public rights-of-way.
- Downtown will have a network of dedicated bike lanes.
- All other grid streets Downtown will have travel lanes shared by bikes and autos.
- Downtown will have a network of bicycle paths separate from the street and adjacent to the sidewalk.
- Bicyclists will be permitted on sidewalks, but must obey a speed limit and yield to pedestrians.
- Bicyclists will be permitted on all Downtown mid-block vehicle and pedestrian rights-of-way.
- Amenities to encourage bicycle use, including lockers and bike racks in visible locations, will be provided throughout Downtown.



ACTIONS THAT MAKE IT HAPPEN

Our recommendations are based on the policies in this plan. While they are presented in short-term, medium-term, and long-term time frames, Downtown needs and available funding could accelerate the implementation of any of the recommendations.

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
3a. Integrate Downtown In Motion recommendations with City's urban design standards to reinforce the City's commitment to enhance streetscapes and encourage walking.	Salt Lake City	Staff and/or consultant time
3b. Plan locations of new urban design features, monuments, and gateways throughout Downtown. Elements could include public art, distinct crosswalks pavements, gateway monuments, and way finding features. Prioritize streets for detailed design and implementation.	Salt Lake City, Redevelopment Agency	Staff and/or consultant time
3c. Develop standards for shared bicycle-auto lanes.	Salt Lake City	Staff and/or consultant time
3d. Begin implementation of shared bicycle-auto lanes, starting with missing bike lane link on 200 South Street between Main and State Streets.	Salt Lake City	\$13K-\$17K

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
3e. Make urban design improvements on priority streets within Downtown.	Salt Lake City	\$50K-\$3M/year
3f. Develop standards and plan for bike paths adjacent to sidewalks including links to shared path network.	Salt Lake City	Staff and/or consultant time
3g. Complete model bike path adjacent to the sidewalk on at least one block (both sides of road)	Salt Lake City	\$800K-\$1M
3h. Begin implementation of mid-block crosswalks on grid streets Downtown.	Salt Lake City	\$5K-\$100K per crosswalk 21 mid-block crossings needed
3i. Develop, adopt and maintain mid-block walkway plan and design standards for lighting and other amenities.	Salt Lake City	Staff and/or consultant time
3j. Begin acquisitions of missing links in mid-block walkways in two first priority corridors—North/south blocks between State Street and West Temple Street, East/west blocks between 200 South and 300 South.	Salt Lake City, Redevelopment Agency	Property rights acquisition costs TBD on a case basis
3k. Refine the standards and develop prototypes to augment the Downtown way-finding system including locational information at each corner of each intersection, walking tour directional information embedded in the sidewalks, and signs indicating where mid-block walkways lead.	Salt Lake City	\$50K
3l. Provide service and amenities for bicyclists Downtown.	Salt Lake City, UTA	\$25K-\$50K/year
Medium-term - 2011 to 2020		
3m. Make urban design improvements on priority streets within Downtown.	Salt Lake City	\$500K/year
3n. Early in term construct a demonstration section of off-street bike path.	Salt Lake City	\$4M
3o. Complete all designated auto/bike shared travel lanes Downtown.	Salt Lake City	\$780K. Later in term construct add'l off-street bike paths (\$37M-\$40M).
3p. Complete needed permanent mid-block crossings Downtown.	Salt Lake City	See 3g
3q. Achieve significant progress in implementing through-block pedestrian linkages in all blocks Downtown.	Salt Lake City, Redevelopment Agency	Property rights acquisition costs plus \$500K/year
3r Provide service and amenities for bicyclists Downtown.	Salt Lake City, UTA	\$25K-\$50K/year
Long-term - 2021 to 2030		
3s. Extend pedestrian and bicycle amenities to areas surrounding Downtown.	Salt Lake City	\$10M over 10 years
3t. Identify pedestrian and bicyclist elements and issues to incorporate into an updated plan.	Salt Lake City	Staff and/or consultant time

4. TRAVEL BY TRAX

HIGHLIGHTS OF THE TRAX PLAN

- Completion of two loops of TRAX to provide a backbone of rail transit circulation in Downtown:
 - Construction of TRAX along 400 South from Main Street to 600 West and the Intermodal Hub - completing an inner loop of rail circulation in Downtown.
 - Construction of TRAX along 700 South from 200 West to 400 West, and then continuing north on 400 West connecting to the existing system near Gateway, completing an outer loop that serves Downtown and the emerging southwest quadrant of Downtown.
- Further study of streetcar access to Downtown from surrounding neighborhoods not served directly by TRAX.

WHAT THE TRAX PLAN AIMS TO ACCOMPLISH

The primary objective of the Downtown TRAX Plan is to develop a concept for light-rail routing, coordinated with the other elements of the transportation plan. Principal considerations and products include:

- Identification of the frequency and routing of TRAX train activity anticipated in the Downtown area.
- The capacity of existing track and the alternatives for routing TRAX into, around, and through Downtown.
- The operational and patronage impacts of the various public transportation alternatives.



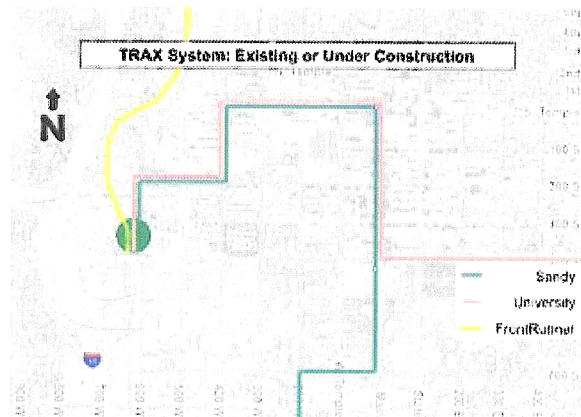
TRAX is the most permanent component of the Downtown Salt Lake City transportation system. The track alignment, capacity, and operation of the TRAX system in Downtown are critical to the regional light-rail system. It is expanding rapidly to serve all of the Salt Lake Valley and can potentially affect the land use plan as well as the rate and location of development in Downtown. Operational functions, such as signal priority, must factor in both rail and automobile operations, finding an optimal balance to allow the efficient movement of both modes. The alignment and operational efficiency of the TRAX system can affect parking demand as well as the design of bus services and the flow of people. These are just some of the factors that emphasize the importance of finding the correct balance between the TRAX system and automobile and pedestrian capacity in the Downtown.

WHAT DOWNTOWN ALREADY HAS

Existing Rail Track and Stations

The diagram below shows the alignment of existing TRAX and FrontRunner Commuter Rail infrastructure in the study area. The following locations of the rail system, now under construction, are considered part of the existing rail system:

- The existing Sandy and University Lines, in service since 1999 and 2001, respectively.
- The track segments and stations under construction in 2007 from the EnergySolutions Arena (South Temple and 400 West) to the Salt Lake City Intermodal Hub (300 South and 600 West).
- FrontRunner Commuter Rail from Weber County to the Salt Lake City Intermodal Hub.



Existing TRAX Operations

Presently, the UTA Sandy and University Lines each operate every 15 minutes from 6 a.m. to 11 p.m. The two lines converge at Main Street and 400 South and share the section of track from this point to the Intermodal Hub. The combined use of this track segment results in an average of eight trains per hour in each direction with six- to nine-minute headways.

FrontRunner Operations and Stations

Beginning in early 2008, FrontRunner Commuter Rail service from Weber and Davis Counties will begin to the Salt Lake City Intermodal Hub. The service will also operate at regular intervals all day. In conjunction with the initiation of this service, existing TRAX routes and supplemental bus connections will help distribute commuter rail patrons to their final destinations.

Frequency of TRAX Trains

Headways will continue to decrease over time as the number of trains increases. By 2010 or 2011, the Downtown TRAX system will have 12 trains per direction per hour (approximately one train every five minutes in each direction). This increase in regular train service will result in reliable, high-frequency circulation within Downtown.

“Maintaining accessible, reliable, and efficient mobility in downtown Salt Lake City requires better transit options as well as improvements in other transportation modes. Increasing TRAX, bus and shuttle service in the Central Business District in coordination with other area transportation improvements is an important element of Downtown In Motion.”

John English,
General Manager,
Utah Transit Authority

WHAT'S IN THE WORKS

Planned Extensions of the TRAX Regional System

Four suburban extensions from the existing TRAX mainline are envisioned by UTA to be operating by 2015. These include the following:

- West Valley City Line – A five-mile line extending from the 2100 South TRAX Station to the West Valley City Intermodal Center, near 3500 South and 2700 West.
- Mid-Jordan Line – A 15-mile extension extending from the 6400 South/Fashion Place Station along the Bingham Branch rail line to Daybreak, serving Midvale, South Jordan, and West Jordan.
- Salt Lake City Airport Line – A five-mile extension connecting Salt Lake City International Airport and the Intermodal Hub via North Temple.
- Draper Line – Initially, the existing Sandy mainline service will be extended from 100th South to 106th South. Later this line will be extended to 126th South in Draper.

“I love TRAX! More rail is good. Every extension will be helpful downtown.”

Tony Weller,
Owner, Sam Weller’s
Zion Bookstore

Each of these extensions will provide access to Downtown destinations.

FrontRunner Commuter Rail System’s Planned Extensions

Passage of the recent sales-tax referendum in Salt Lake and Utah Counties will allow extension of FrontRunner southward from Salt Lake City to Provo along the rail corridor owned by UTA. Eventually, the FrontRunner Commuter Rail line will extend more than 125 miles from Brigham City in Weber County to Payson in Utah County.



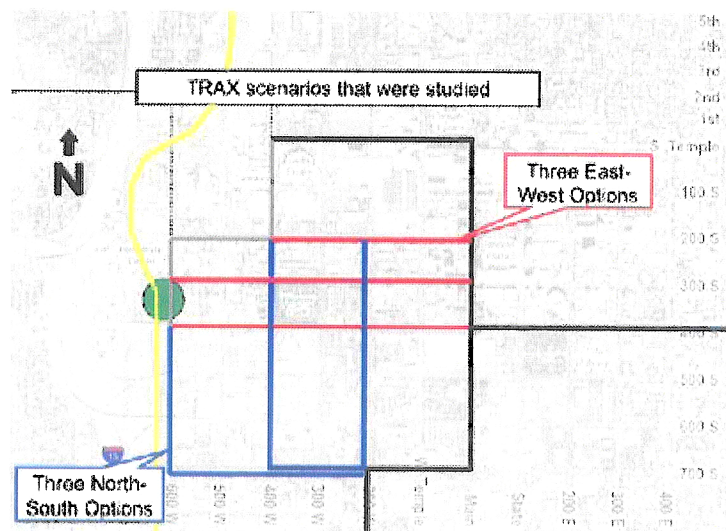
Other Planned UTA Service Connecting to Downtown

UTA and communities in Davis County are studying transit alternatives in the South Davis Transit Corridor, which extends from Farmington to Salt Lake City, possibly ending at the Intermodal Hub. The transit mode and implementation schedule have not been determined for this corridor, but possibilities range from TRAX to streetcar or trolley service to Bus Rapid Transit (BRT). BRT service is also being considered for other corridors in Salt Lake County, including 1300 East, but no Salt Lake County BRT service is currently planned to enter Downtown.

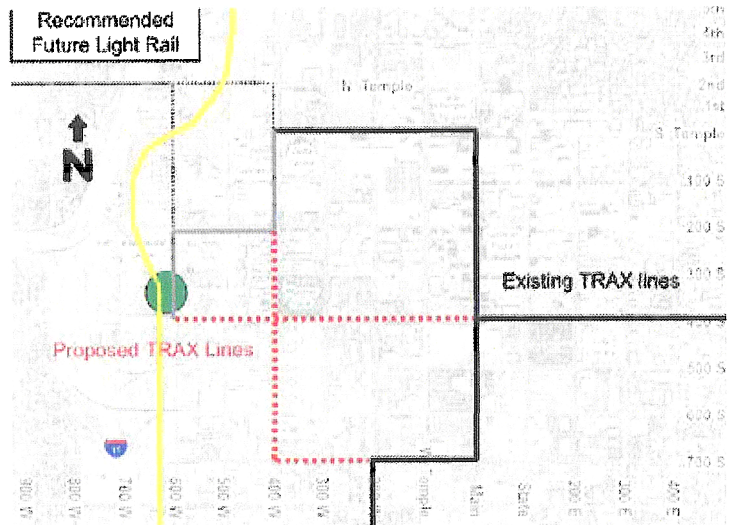
IMAGINE NEW SCENARIOS

Several north-south and east-west streets were studied as potential TRAX locations in Downtown. East-west track segments along 200 South, 300 South, 400 South, and 700 South were coupled with north-south segments along 200 West, 400 West, and 600 West. The performance of each alternative was analyzed against the goals of the study and rail-specific goals to measure effectiveness. The result of the rail alternatives development and analysis was presented at the Community Leaders Forum in August 2006. Three different TRAX scenarios were presented:

- **Scenario 1-** New track along 400 South between Main Street and the Intermodal Hub at 600 West, and new track along 400 West/700 South connecting the existing TRAX at 700 South/200 West with TRAX at 200 South/400 West.
- **Scenario 2-** New track along 200 South from Main Street to 400 West, and new track along 200 West from 700 South to 200 South.
- **Scenario 3-** TRAX along 300 South in lieu of TRAX on 400 South as in Scenario 1.



The overwhelming preference heard at the Community Leaders Forum was for Scenario 1. Discussions with UTA, the Management Committee, and the Plan Advisory Committee resulted in Scenario 1 emerging as the preferred framework for the new Downtown TRAX expansion.



Scenario 1 results in two loops of track to provide rail circulation in Downtown with TRAX. It provides UTA with additional capacity and flexibility for regional service. As the Downtown land use intensifies and TRAX service increases to support it, the additional capacity and flexibility will result in very good rail circulation for Downtown visitors and residents.

POLICIES THAT MAKE THE PLAN WORK

Downtown In Motion includes the following policies:

- Within Downtown, develop a comprehensive network of TRAX light rail lines to improve general transit access, increase transit capacity, and enhance intermodal connectivity.
- Construct new TRAX track on 400 South from the Intermodal Hub to Main Street, completing a loop around Downtown.
- Complete a lower loop around Downtown by constructing new TRAX track on 700 South to 400 West, and along 400 West from 700 South to 200 South.
- After regional use of the current and future TRAX tracks is accommodated, reserve use of excess capacity for rail shuttle and/or streetcars.
- Locate future TRAX stations about every other city block in order to ensure that any location downtown is no more than two blocks away from a TRAX station.
- Locate TRAX stations to minimize the walk distance between stations on intersecting lines.



ACTIONS THAT MAKE IT HAPPEN

Recommendations build upon the goals in the plan. While they are presented in short-term, medium-term, and long-term time frames, Downtown needs and available funding could accelerate implementation of any of the recommendations.

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
4a. Adopt the recommended alignment for new TRAX track in Downtown and the Extended Downtown on the Major Street Plan and in the appropriate phase of the Wasatch Front Regional Council Regional Transportation Plan so that other planning activities may continue with confidence.	Salt Lake City, UTA	Staff and/or consultant time
4b. Obtain stakeholder agreement that new track will be required in Downtown by approximately 2015.	UTA, UDOT. Salt Lake City, Wasatch Front Regional Council	Staff and/or consultant time
4c. Conduct follow-on project development steps including refining ridership estimates, developing operating plans and preparing conceptual designs to ensure the new track can be completed when required.	UTA, Salt Lake City	Staff and/or consultant time and \$1M conceptual engineering
4d. Identify sources of capital funding to allow construction of new track in Downtown by approximately 2015.	UTA, Salt Lake City	Staff and/or consultant time
4e. Study additional streetcar access to Downtown from surrounding neighborhoods not served directly by TRAX.	Salt Lake City, UTA	\$150,000 feasibility study \$3M conceptual engineering
Medium-term - 2011 to 2020		
4f. Continue project development activities, including environmental analysis, refined operating plans and design.	UTA	Staff and consultant time
4g. Construct new recommended TRAX track.	UTA	\$111M
4h. Build streetcar line(s) to neighborhoods where high density development is planned.	Salt Lake City, UTA	\$20-25M/mile
Long-term - 2021 to 2030		
4h. Investigate additional system capacity improvements based on actual and planned development.	UTA	Staff and/or consultant time
4i. Identify rail elements and issues to incorporate into an update of Downtown In Motion.	Salt Lake City, UTA	Staff and/or consultant time

5. TRAVEL BY AUTO

HIGHLIGHTS OF THE AUTOMOBILE PLAN

- More frequent updating of traffic signal timing plans Downtown to support traffic progression.
- A network of streets that are classified and designed according to a hierarchy of traffic needs allows operational improvements for improved flow into and out of Downtown, as well as within the core of Downtown.
- Coupled with parking programs and way finding, more efficient access to Downtown parking spaces.
- An expanded network of mid-block streets.
- New urban design elements incorporated into Downtown streets.

WHAT THE AUTOMOBILE PLAN AIMS TO ACCOMPLISH

The automobile is, and is projected to remain, the dominant mode of transportation for access to Downtown through 2030. In a competitive economy, Downtown's prosperity relies on convenient access to jobs, shopping, cultural events, and other activities. While access to Downtown will be improved for all travel modes, providing for the automobile will always be important since it is the most prevalent mode of travel. The overall goal of the Automobile Plan is to maintain automobile access into and within Downtown and facilitate easy to locate and use parking. Parking policies and recommendations are contained in Section 7 of this master plan.

Early in the study process, input from the project sponsors, key stakeholders, and the general public, helped the study team craft goals and objectives for this master plan. The following are the Automobile Plan's objectives:

- Downtown Salt Lake City must be viewed as a destination. There is a need to accommodate through traffic in and around Downtown as well as a need to segregate through-traffic from destination traffic. To meet this objective, designing preferred through-traffic routes on arterial streets will be key.
- Downtown streets need to be operated to efficiently accommodate automobile traffic. Ways to improve traffic-flow efficiency include: use of frequently updated traffic signal timing plans to accommodate appropriate travel speeds for

“While access to Downtown Salt Lake City will be enhanced through improvements to all travel modes, Downtown In Motion also preserves a quality level of service for the automobile, which is projected to remain the dominant mode of transportation for access to the downtown area through the plan’s horizon year of 2030.”

**Mark Howell,
Division Manager,
Executive
Vice President,
Wells Fargo Bank**

Downtown, good way finding for parking, and designs to eliminate or mitigate automobile and pedestrian conflicts. For example, center of street access ramps to off-street parking eliminates the need for autos to cross sidewalks.

- Downtown Salt Lake City's street system must also accommodate all travel modes.
- The street system must provide for on-street, short-term parking, access to off-street parking, and loading zones for freight deliveries.

WHAT DOWNTOWN ALREADY HAS

The land area of Salt Lake City Downtown streets will remain unchanged, allowing it to continue to serve a growing demand of users and activities. The original grid of Downtown streets, as planned by Brigham Young in the late 1840s, called for 132-foot wide streets and 660-foot blocks. More than a century later, Downtown Salt Lake City continues to serve pedestrian, bicycle, private automobile, light rail, bus, private vehicle parking, and a plethora of uses never imagined by the early city leaders and pioneers. While the original plans and street grid have proven to be flexible and accommodating to new uses, continued growth in the Downtown area may mean future trade-offs to accommodate all types of transportation.

Jurisdictional Control of Streets

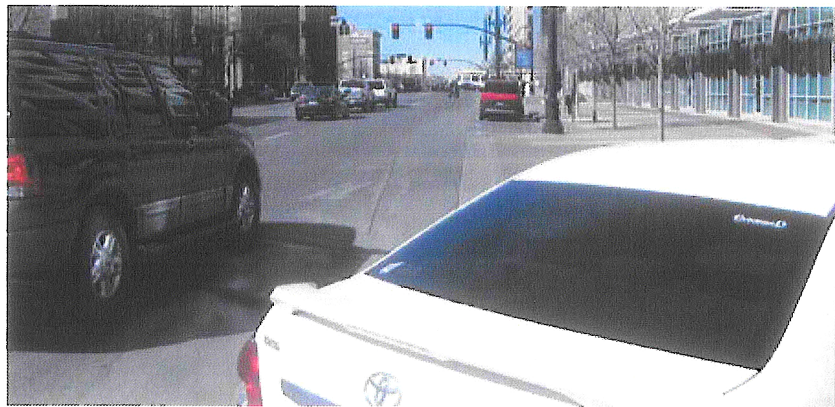
In Utah, streets are owned and maintained by a combination of the local government and the State Department of Transportation (UDOT). Generally, the State Highway System ensures uniform, high-quality standards on a series of key routes. The Utah Legislature determines the routes' significance to the state's economy. The following arterial streets Downtown are owned and operated by UDOT

East-West Streets

- North Temple
- 400 South
- 500 South
- 600 South

North-South Streets

- 300 West
- State Street



The remainder of the streets in Downtown are owned by the City.

It is important to highlight the operational coordination between UDOT and Salt Lake City in the day-to-day management of traffic signals. Traffic signal coordination is a joint effort by

UDOT and Salt Lake City within City limits using the valley-wide CommuterLink Automated Traffic Management System (ATMS). There is a high level of operational coordination and joint agreement on technical and operational policies between Salt Lake City and UDOT staff.

Existing Street Capacity

Key Downtown intersections that are at or near capacity in the peak hour include the following:

- North Temple and State Street
- North Temple and 200 West
- 500 South and 500 West
- 500 South and 400 West
- 500 South and 300 West

Traffic capacity demands are greatest along the key transportation corridors of 500 South, 600 South, and 400 South leading to Downtown from I-15 in the morning and heading from Downtown towards I-15 in the afternoon. Although a coordinated traffic signal system is in place along these major routes, coordination on 400 South is periodically diminished to provide priority for TRAX trains. The priority for trains also affects north-south traffic flow on State Street across 400 South. Localized delays are also evident on South Temple and North Temple.

EXPLORING THE POTENTIAL

An overview of all modes of transportation had to be considered simultaneously in developing Downtown In Motion. With this in mind, the Automobile Plan included the following analysis:

- Technical analysis, such as level of service analysis and calculations of intersection delay, for existing and projected 2030 conditions.
- Policy analysis, which primarily viewed future conditions expected within the plan's time horizon.

Technical Findings

As Downtown In Motion is executed, even with increases in the percentage of individuals riding transit, there will be more automobiles on Downtown streets in 2030 than there are today. The following will increase automobile travel Downtown.

- More Downtown development and density, resulting in more travel-generating destinations Downtown.
- Substantial increases in activity in the west and south portions of Downtown.

“Elements outlined in Downtown In Motion are key to addressing critical transportation and mobility issues that are a result of our constant growth. By implementing street improvement concepts that are identified in this study, we can ensure a high quality of life for residents and businesses in the Downtown Salt Lake City area.”

**John Njord,
Director, Utah
Department of
Transportation**

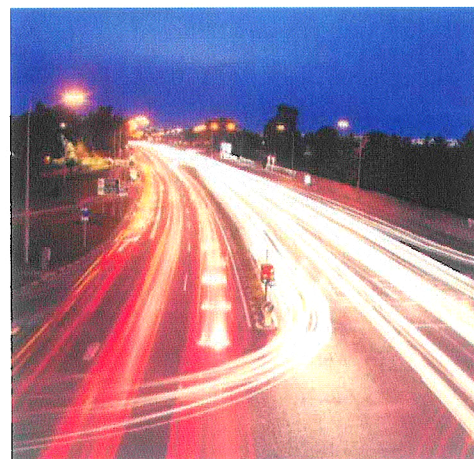
Downtown In Motion analyzed ways to accommodate these future increases in automobile traffic. It is anticipated that no Downtown street will lose automobile travel lanes to accommodate other modes. This premise holds true even considering the additional TRAX lines proposed in Downtown. Traffic conditions will be addressed with the following efforts: updating traffic signal timing more



frequently to better match the changing traffic flow Downtown; implementing enhanced programs for parking that reduce cars circling blocks looking for a parking space; and improving the accommodation of pedestrians to minimize pedestrian/automobile conflicts.

Policy Findings

Presently, Downtown's grid streets all have an adopted Roadway Functional Classification of either Collector Street or Arterial Street. Arterial Streets are further defined as State Highways and City Streets, depicting more of the operational control and ownership than a hierarchy. Part of the Automobile Plan is to create four street hierarchies (three for grid streets, and a fourth for the non-grid/local streets) The following includes the classifications for the four types of streets. Arterial Streets, Multi-modal / Transit Streets, Grid Collector Streets, and Mid-Block Local Streets.



Options for Downtown Streets

Options and alternatives, as they relate specifically to automobiles, evolved as part of discussions of the Management Committee and key input from the Plan Advisory Committee. A variety of options were analyzed including one-way street couplets, a new I-15 High Occupancy Vehicle Ramp from the north at 100 South, and a concept of introducing traffic management programs in the Downtown core.

POLICIES THAT MAKE THE PLAN WORK

The following general policies are recognized by Downtown In Motion:

- Streets will be operated to maintain a reasonable level of service for automobiles, while

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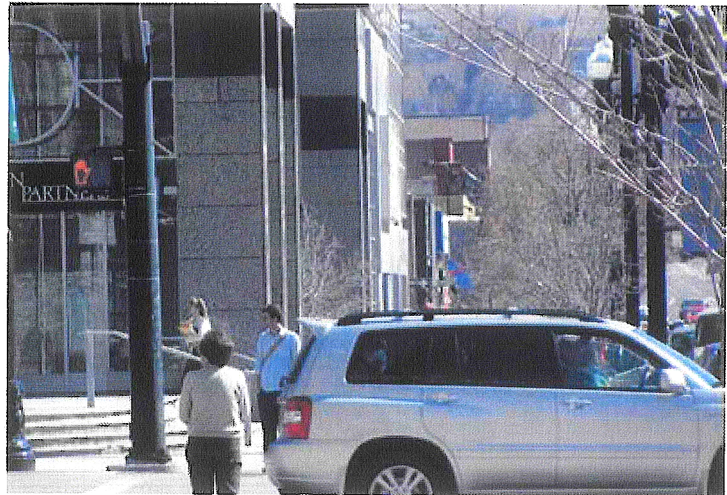
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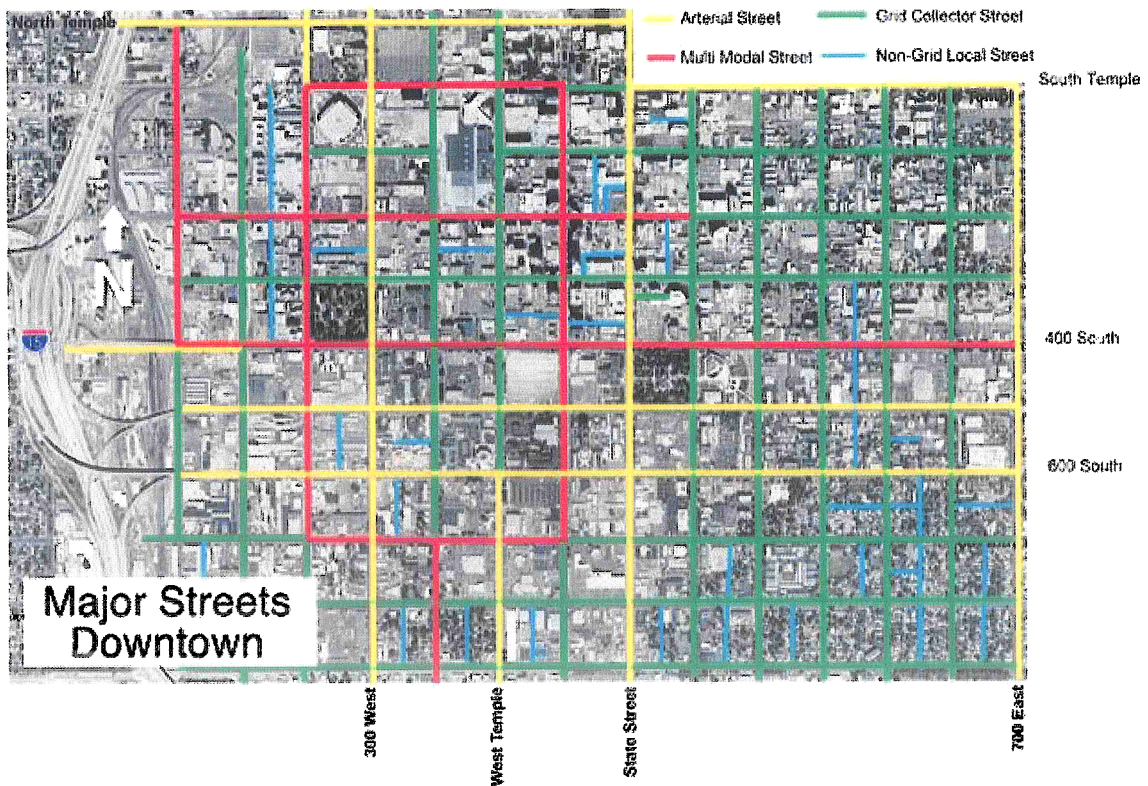
POLICIES THAT MAKE THE PLAN WORK

The following general policies are recognized by Downtown In Motion:

- Streets will be operated to maintain a reasonable level of service for automobiles, while

still accommodating pedestrians, bicyclists, transit, and deliveries.

- All street design modifications will consider both the classification of the street and the adjacent, planned land-uses.
- There are four street classifications within Downtown and extended Downtown as shown below:
 - Grid Arterial - predominantly regional auto access to and through Downtown.
 - Grid Multi-modal - auto oriented, but with a portion of the right-of-way dedicated full time or part time to transit use.
 - Grid Collector - local access and lower volume vehicular traffic.
 - Mid-block/Local - minor circulation within city blocks.
- Mid-block local streets will support shared-use by autos, bicyclists, delivery vehicles and pedestrians.



ACTIONS THAT MAKE IT HAPPEN

Recommendations build on the policies in the plan. While they are presented in short-term, medium-term, and long-term time frames, Downtown needs and available funding could accelerate implementation of any of the recommendations.

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
5a. Update Downtown's traffic signal timing plans.	Salt Lake City, UDOT	Staff and/or consultant time
5b. Convert non-auto dominant street speed limits and signal timing plans from 30 miles per hour to 25 miles per hour progression on City streets.	Salt Lake City	Staff and/or consultant time
5c. Work with adjacent landowners to improve streets that lack sidewalks, wheelchair access ramps, lighting, landscaping, complete pavement, etc	Salt Lake City, Redevelopment Agency	\$50K-\$3M/year
5d. Work with adjacent landowners to expand the network of mid-block streets, including use of mid-block streets for deliveries.	Salt Lake City, Redevelopment Agency	Land acquisition
Medium-term - 2011 to 2020		
5e. Minimize impacts on traffic entering and departing Downtown when developing TRAX extension on 400 South.	UDOT, UTA, Salt Lake City	Staff and/or consultant time
5f. If appropriate, develop 200 South as a multi-modal street (dedicated bus lanes between 200 East and 600 West).	Salt Lake City, UTA	\$2M
5g. Enhance the function of West Temple as a grid collector street north of 400 South.	Salt Lake City	\$500K
5h. Work with adjacent landowners to improve streets that lack sidewalks, wheelchair access ramps, lighting, landscaping, complete pavement, etc.	Salt Lake City, Redevelopment Agency	\$50K-\$3M/year
5i. Work with adjacent landowners to expand the network of mid-block streets, including use of mid-block streets for deliveries.	Salt Lake City, Redevelopment Agency	Land acquisition
Long-term - 2021 to 2030		
5j. Make urban design improvements on all remaining streets Downtown.	Salt Lake City	\$50K-\$3M/year
5k. Identify streets elements and issues to incorporate into an update of Downtown in Motion.	Salt Lake City, UDOT	Staff and/or consultant time
5l. Work with UDOT to evaluate the adequacy of highway ingress and egress to Downtown.	UDOT, Salt Lake City	Staff and/or consultant time
5m. Work with adjacent landowners to improve streets that lack sidewalks, wheelchair access ramps, lighting, landscaping, complete pavement, etc.	Salt Lake City, Redevelopment Agency	\$50K-\$3M/year
5n. Work with adjacent landowners to expand the network of mid-block streets, including use of mid-block streets for deliveries.	Salt Lake City, Redevelopment Agency	Land acquisition

6. TRAVEL BY BUS

HIGHLIGHTS OF THE BUS PLAN

- Revised bus routes Downtown.
- A new Bus Passenger Facility to be located at 200 South and State Street.
- More attractive and comfortable bus stops Downtown, including better information about bus service.
- Branded Bus Corridors for circulation within Downtown.

WHAT THE BUS PLAN AIMS TO ACCOMPLISH

UTA's bus system is an integral component of the Downtown Salt Lake City transportation infrastructure. Although UTA will be making substantial investments in the expansion of TRAX in the Salt Lake Valley, and the introduction of the FrontRunner (commuter rail) in 2008, UTA buses will carry nearly 50 percent of the transit riders into and out of Downtown each day.

Over the past two years, UTA has developed a new and more efficient bus plan for the Salt Lake Service District outside Downtown Salt Lake City. One of UTA's key objectives is to coordinate regional bus operations in Downtown with other modes, particularly TRAX and FrontRunner, so that the bus system complements other services. One of the City's goals is to make the bus system easier to use for mobility within Salt Lake City and within Downtown.

UTA is striving for a bus plan that enjoys broad support from the City and the Downtown business community. Increasing the visibility and status of buses serving Downtown through better signage, way finding, and passenger amenities will help improve patronage and the use of buses for shorter distance trips within the City and the study area. Establishing a new bus passenger center and better transfer coordination Downtown is a key step in achieving UTA and the City's objectives. The bus passenger center will have easy walking access to TRAX and be located by concentrated work destinations.

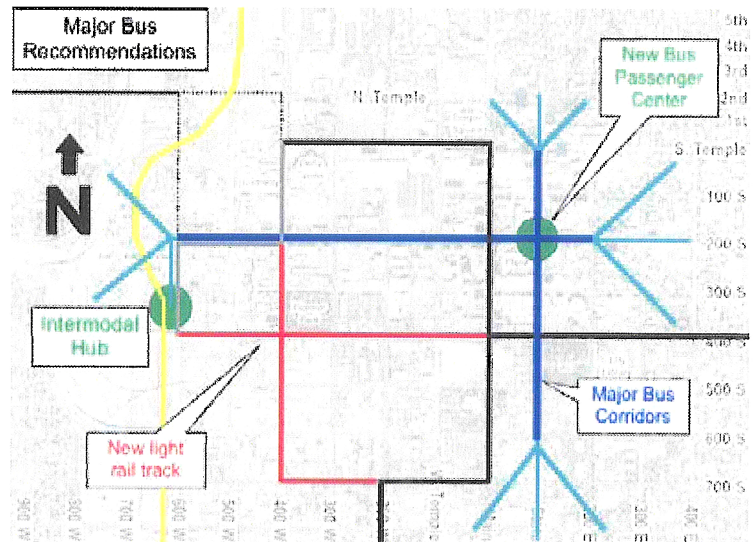
“Bus and rail work together to provide access to, and circulation around, Downtown. The bus system has been an important element of the transit system for decades and will continue to be for decades into the future. Downtown In Motion provides a vision and blueprint for the bus system, which will make it easier to access and more convenient for both the everyday rider and the visitor to Downtown Salt Lake City.”

**Mick Crandall,
Deputy Chief
for Planning and
Programming, UTA**

WHAT DOWNTOWN ALREADY HAS

UTA estimates that bus transit transports about 10 percent of all work trips to the heart of Downtown. Buses are responsible for about half of all transit trips within the Downtown study area.

Currently, bus routes serving Downtown are primarily on 30-minute headways in the AM and PM peak periods, dropping back to 45 to 60 minutes in the off-peak hours. The service includes coverage within much of Salt Lake City and nearby suburban cities. It also includes express routes from Utah, Weber and Davis Counties as well as outlying communities within Salt Lake County such as Herriman and the East Bench.



Express service from the south enters Downtown on 400 South, and then serves both the State Street and North Temple corridors. Express service from the north enters on Beck Street and then serves North Temple and State Street. Express routes largely operate in the peak periods.

Local and sub-regional service that enters Downtown is focused on providing access to Downtown from adjacent areas that do not have convenient access to TRAX. Eastern routes enter Downtown using 400 South, 200 South, 100 South, South Temple, and through the Avenues, but primarily 200 South is used. Local and sub-regional service that is west of I-15 enters Downtown primarily on North Temple. Several peak-only routes from the Bountiful area also serve Downtown, primarily via Beck Street, and one on Victory Road.



WHAT'S IN THE WORKS

Salt Lake County Bus System Redesign

Although the FrontRunner and the suburban TRAX extensions have received most of the publicity, UTA has directed considerable effort at redesigning the entire Salt Lake County bus system. These changes will be deployed in August 2007. The redesign's focus moves away from providing broad, but low-frequency coverage across the county, to focusing on high-frequency service on the more heavily traveled suburban corridors. This is expected to increase the overall ridership without adding bus-miles to the system and also improve bus patronage into Downtown. History has shown that transit ridership increases in proportion to the increase in the frequency of service. This is especially true when service is frequent enough that riders don't worry about how long it will be before the next bus arrives. As part of this effort, UTA will rely on this plan to determine the redesign for Downtown.

The changes in suburban bus service should have positive implications on Downtown. There will be fewer numbered routes entering Downtown, while the remaining routes will be more frequent (typically every 15 minutes instead of every 30). The overall number of buses entering Downtown is not expected to change significantly. As Downtown grows, there will be a higher demand for more transit. Generally this would fall to the bus system but new rail services will help to meet this demand, allowing the number of buses to remain constant or even decrease slightly.

Initiation of FrontRunner

In 2008, when FrontRunner service begins, UTA plans to augment TRAX service to the Salt Lake City Intermodal Hub with specific bus service to help distribute commuter rail patrons to destinations in Downtown. This service will be timed to meet arriving FrontRunner trains and will also deliver outbound FrontRunner patrons to the Intermodal Hub to catch departing trains.

“This plan combines a routing system, transfer locations, and passenger amenities – including increased passenger information at a new bus facility at 200 South State Street – resulting in bus service which is available throughout Downtown, and is more visible and easy to use.”

**Mick Crandall,
Deputy Chief
for Planning and
Programming, UTA**



Initiation of Bus Rapid Transit (BRT) Service in Salt Lake County

Currently, several corridors in Salt Lake County are good candidates for BRT. The most advanced option is the 3500 South corridor from Magna to TRAX. BRT has been selected as the preferred alternative in this corridor and a final environmental study is underway. Other possible corridors under study are identified in the Wasatch Front Regional Council Long Range Transportation Plan. Some of these corridors would provide direct bus service to Downtown. Regional BRT service to Downtown is significant because it will attract more transit patrons and will supplement systems already serving or planning to serve Downtown.

EXPLORING THE POTENTIAL

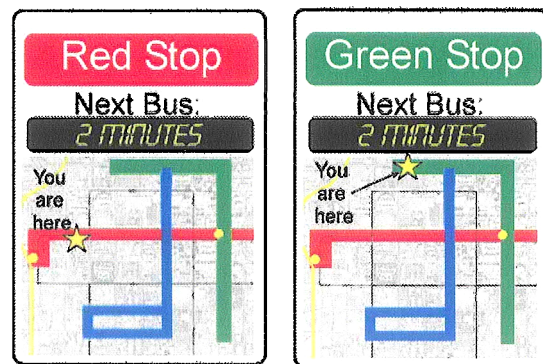
Suggested improvements to the current Downtown bus system fall into the following three categories:

- Bus system improvements to better the visibility of the bus system, provide bus patron amenities, and enhanced multi-modal transfers.
- Determination of an optimum routing plan for regional buses in Downtown.
- Implementation of a new bus passenger center in Downtown.

Bus System Improvements

As the current bus system enters the heart of Downtown it spreads across most streets in a grid pattern, with the highest bus volumes on State Street, North Temple, and 200 South. There are multiple points throughout Downtown where buses cross paths, creating transfer opportunities, but there is no visible signage to mark the location. The following improvement concepts were investigated:

- Increasing the visibility of transfer opportunities.
- Public education to raise the understanding of bus service in Downtown.
- Real time information at multiple locations Downtown.
- Upgrading the comfort and aesthetics of the most popular stops.



Routing Plan for Buses in Downtown

The following three overall routing options were considered:

- **Dispersed Service-** Dispersing buses on the Downtown street grid to provide coverage and circulation without having all of them pass through a Downtown bus transit center
- **Aggregated Routes-** Drawing most buses entering Downtown onto primary routes and passing them through a transit center that is close to regional destinations and TRAX. Some would be dispersed to serve the Downtown grid and others would interline to other regional destinations.

- **Regional Feeder and Downtown Circulator** - Establishing a bus feeder system where regional buses come to Downtown but not through Downtown. Patrons would transfer at peripheral transit nodes to a bus or rail distributor system for further travel to destinations Downtown.

While dispersed service has served Salt Lake City well in the past, it is not the best system to serve Downtown as land uses intensify. As Downtown grows and density increases, continuing to operate dispersed bus service will result in increased delays and lost ridership. Also, dispersed service will not allow concentration of service on highly visible corridors with better passenger amenities. A regional feeder system would not use the street system well in Downtown and force transfers resulting in ridership loss. Aggregating routes was determined to have the greatest potential for good future service.

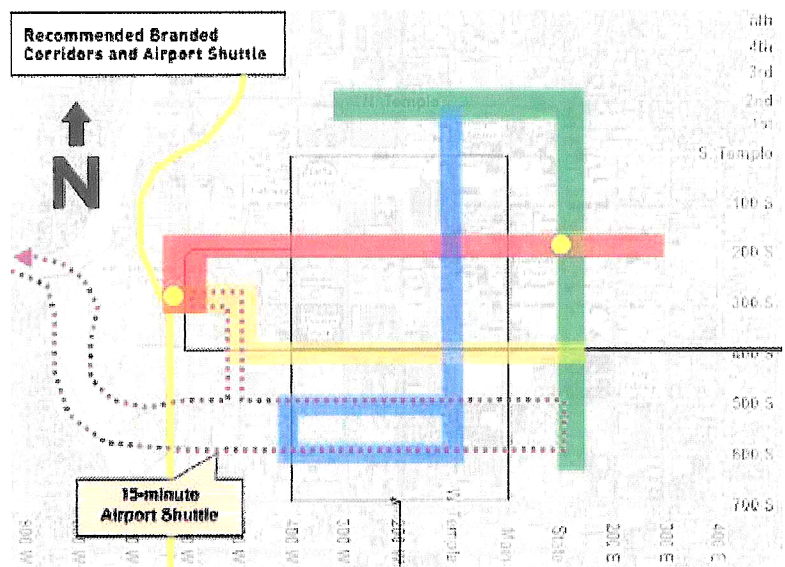
Downtown Bus Passenger Center

The system improvements and the routing plan analyzed above strongly support the need for a bus passenger center in Downtown. If most bus routes serving Downtown can be adapted to pass through a single point with a high level of patron amenities, it will vastly improve the use of the regional bus service to and within Downtown.

POLICIES THAT MAKE THE PLAN WORK

The following general policies are recognized for Downtown In Motion:

- Continue State Street and 200 South as the main corridors for bus service in Downtown.
 - Bus service will be provided on other streets to provide appropriate transit coverage in concert with light rail and shuttles.
 - Bus stops Downtown will be comfortable and attractive spaces. Major bus stops will have schedule and next-bus arrival information.
 - Organize bus system Downtown to support Branded Bus Corridors for circulation within Downtown, as discussed in Shuttle Element (see right). Branded Bus Corridors should be created on State Street and 200 South Street and on other corridors where there is sufficiently frequent bus service.



- Develop a Bus Passenger Center at 200 South and State Street.
 - Bus operations will be on-street to provide timely service.
 - The Passenger Center will have weather protected waiting areas, system-wide schedule information, real time bus arrival and/or departure displays, vendors, restrooms and bike lockers.

ACTIONS THAT MAKE IT HAPPEN

Recommendations build upon the policies in the plan. While they are presented in short-term, medium-term, and long-term time frames, Downtown needs and available funding could accelerate implementation of any of the recommendations.

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
6a. Support implementation of UTA's bus plan redesign, which is consistent with this plan.	UTA, Salt Lake City, UDOT	Staff and/or consultant time
6b. Develop strategy for a multi-story, shared-use building with a ground floor Bus Passenger Center	UTA, Salt Lake City, Redevelopment Agency	Staff and/or consultant time
6c. Pursue acquisition or protection of property located at 200 South and State Street to ensure Bus Passenger Center is included in future use.	UTA, Salt Lake City, Redevelopment Agency	\$2M
6d. Begin improving visibility, traveler information, comfort and amenities at all bus stops Downtown.	UTA	\$50,000
6e. Implement Branded Bus Corridors using UTA regional bus service.	UTA	\$50,000
Medium-term - 2011 to 2020		
6f. Analyze potential for peak period or full-time dedicated bus lanes on 200 South and State Street.	UTA, Salt Lake City, UDOT	Staff and/or consultant time
6g. Complete improvements to visibility, traveler information, comfort and amenities at all bus stops Downtown.	UTA	Staff time and \$.5M study
6h. Construct additional bus bays and parking at the Intermodal Hub.	UTA, Salt Lake City	\$1M
6i. Complete Bus Passenger Center	UTA, Salt Lake City	\$8M
Long-term - 2021 to 2030		
6j. Adjust bus services in Downtown in response to existing and planned development.	UTA	Staff and/or consultant time
6k. Identify bus elements and issues to incorporate into an update of Downtown in Motion.	UTA, Salt Lake City, UDOT	Staff and/or consultant time

7. PARKING PERKS AND PLANS

HIGHLIGHTS OF THE PARKING PLAN

- Immediate formation of a parking management group to coordinate operating policies of public parking Downtown.
- Way finding enhancements for off-street parking spaces.
- New zoning policies that foster the development of convenient off-street parking for visitors.
- New parking meters with more payment options.
- An enhanced parking validation system for Downtown.

WHAT THE PARKING PLAN AIMS TO ACCOMPLISH

The parking element of Downtown In Motion has two distinct parts:

1. Short-term parking, geared toward visitors and retail/cultural patrons of Downtown.
2. Long-term parking, which is primarily commuter parking, serves the needs of Downtown employees who may drive to work and park each day.



Many of the parking alternatives focus on the management of short-term parking, such as visitor parking in Downtown. A key objective is to ensure adequate short-term parking for the next 25 years. Meeting this objective will involve a coordinated system of on-street and off-street parking open to the public on an hourly basis. Also, with good transit circulation and pedestrian walkways in Downtown, visitors should be able to park once and visit many Downtown destinations.

Although long-term parking policies and strategies are important, commuters have multiple options for travel to the workplace, including excellent rail transit and bus service that will become even more convenient with the implementation of projects funded in part by the passage of Proposition 3 in November 2006, which increased transportation funding in Salt Lake County. Moreover, commuter parking needs have generally been and should continue to be met in the marketplace by private parking providers.

The basic elements that must be included in any parking-management program include:

- Parking managed for public use must be easy to use and understand. Currently, parking can be very confusing to visitors in Downtown. Effective and wide-spread marketing is integral to the success of any parking program Downtown.
- On-street parking must be managed to encourage short-term use and discourage use by commuters.
- Patrons who arrive by car Downtown need to be able to access all of their needs without having to park at multiple locations.

WHAT DOWNTOWN ALREADY HAS

Downtown parking conditions were observed and analyzed as part of the development of policies and recommendations. The area of most interest relating to parking Downtown was the core area bounded by 500 West on the west, North Temple on the north, 200 East on the east, and 400 South on the south. Data was collected for all on-street and off-street parking spaces in this area.

The following presents the findings of existing conditions:

- On-street parking, which is critical to many businesses and is the most convenient form of parking, could be managed to increase effectiveness. In general, the City enforces on-street parking regulations, time limits, and other elements of parking extremely well. On-street parking meter rates are lower than comparable off-street rates, even though on-street parking is more convenient for patrons.
- 
- The image shows a woman with blonde hair, seen from the side, interacting with a green parking meter. She is holding a coin and appears to be inserting it into the meter. The meter has a digital display and a coin slot. The background is slightly blurred, showing some foliage.
- On-street parking in the evening is limited and often occupied by evening workers and others for extended periods, not for the short-term purposes intended.
 - About 780 (38 percent) of the on-street parking spaces are free, making them susceptible to being used for long periods or, in the case of the 350 free spaces that have no time limit, being used by commuters. Additionally, time limits for spaces that are not metered are difficult to enforce.
 - The total number of off-street parking spaces currently supports existing land uses. However, since nearly all of this parking is privately owned and operated, the considerable inventory of off-street parking spaces is not available as a whole. Overall, off-street parking is considered to be confusing and difficult to use by many patrons.
 - Parking conditions in Downtown Salt Lake City could be improved substantially with a strong parking management entity. Management of parking in Downtown Salt Lake City

is currently performed by multiple entities including the City for on-street spaces, the Downtown Alliance for the token program, other government agencies (e.g., Salt Lake County) for a limited number of off-street spaces, and numerous private parking providers. Without a central parking management entity that has consistent policies within a Downtown parking system, little effective action can be taken for off-street parking in particular, including setting reasonable hourly rates, hours of operation, use of tokens for parking validation, etc.

- Existing policies regarding parking in Downtown Salt Lake City, as outlined in the parking regulations contained in the City's Zoning Ordinance, could be modified to improve the following parking items:



- The City has set minimums for off-street parking that are lower than what the marketplace typically provides for development. In

addition to the minimum parking requirements, the City also has maximum limits specified in the Zoning Ordinance. In virtually all cases, developers have provided parking above the minimums but below the maximums. The bounds set by the Zoning Ordinance may not have had any real influence over the parking provided with new development.

- For a change in use of a building that was in use at the time the Zoning Ordinance was enacted, such change does not trigger the requirement to build additional parking.
- The City's Zoning Ordinance also recognizes that parking can be shared among land uses in a Downtown district. Overall, the City's schedule results in a higher number of parking spaces than generally recognized in the parking industry (such as recommended percentages in Urban Land Institute's publication, Shared Parking).
- The City's Zoning Ordinance recognizes that some parking for a land use can be accommodated by on-street parking Downtown. The Zoning Ordinance states: "Credit for on-street parking shall be limited to the number of spaces provided along the street frontage adjacent to the use." This provision eases the requirement for off-street parking.

"A main objective of the parking plan can be summarized as, 'Get in, get out, and stay out!' We want to make it easy for people to get into Downtown, get out of their cars, and stay out of their cars while they visit and shop."

Ron Holmes, Downtown Transportation Master Plan Project Manager, HNTB Corporation

- The City has no provision for in-lieu fees – fees that could be paid by a development in-lieu of constructing on-site parking and used to build short-term parking for public use. In-lieu fees could be an important tool for the City to shape public parking in Downtown.
- The City’s Zoning Ordinance makes no distinction between short-term parking and long-term (commuter) parking.
- The City currently has a parking token program, administered by the Downtown Alliance. This program has been successful and has exceeded initial expectations. However, the following issues have been raised with respect to the program’s continued success and particularly on its expansion:
 - There is no process in place that can provide teeth in the program, i.e., requiring or inducing both merchants and parking facility operators to participate.
 - The use of coins as a medium is generally considered inconvenient, particularly if a merchant or office is validating for a longer stay or normally gives out a substantial number of validations.
 - Some businesses (e.g., Gateway Center) use parking validation to track which merchants were validating parking, something not possible with the parking tokens.
 - The merchants’ discounted cost to purchase tokens is deep.
 - Some merchants possibly misuse parking tokens, (i.e. letting employees use the tokens and/or not providing them to customers when they make minimum purchases of \$20 or more)
 - Finding off-street parking in Downtown can be confusing for visitors and frequent Downtown users alike. While the City has adopted way finding standards and guidelines, they do not include the locations of short-term, off-street parking. Clearly visitors would benefit if short-term public parking was easy to find and understand.

EXPLORING THE POTENTIAL

Various elements of parking in Downtown Salt Lake City were investigated as part of the work for Downtown In Motion. The purpose of the investigation was to determine which courses of action, near term and in the long run, could enhance short-term parking in Downtown. The following possibilities were investigated:

- On-street parking, especially the ability to create additional turnover and availability for patrons visiting Downtown for specific, short-term purposes.
- Off-street parking, particularly determining what courses of action could be taken to maximize the use of off-street spaces for short-term parking.
- Parking management, including the investigation of alternative structures and regulations that could help provide order to both public and private parking in Downtown.
- Parking regulations, such as changes in the zoning ordinance and business licensing requirements that could support the long-term vision of Downtown and the parking needs associated with this.

- Parking validation, including ideas for improving the participation in an overall parking validation program in Downtown.
- Parking way finding, determining what improvements could be made to enhance the understanding of parking Downtown to visitors and residents and still complement the current way finding system.
- Parking and business improvement district, an opportunity under Utah law that would give the City taxing authority for parking promotion and construction.

In general, no one option will solve all existing parking problems. The options recommended should be viewed as potential tools that the City can use to improve parking and help meet the overall goals and objectives for Downtown parking.



The large amount of office space currently in Downtown has resulted in more long-term parking (i.e., parking spaces) than short-term parking for visitors and shoppers. However, much of the long-term parking is provided in the marketplace as part of Downtown office developments. Thus, a majority of the options considered relate to short-term parking. Options for long-term parking are generally ones of policy - helping to shape the density and accessibility of Downtown.



POLICIES THAT MAKE THE PLAN WORK

Downtown In Motion recognizes the following general parking policies.

- Downtown parking consists of two distinct parking markets, short-term and long-term, both of which need to be reflected in City policy.
- Improve the visitors' experience of short-term parking Downtown by providing needed information to drivers as they approach Downtown and search for parking.
- Encourage better use of on-street parking.
- Improve availability and efficient use of public parking spaces by establishing a parking management group to coordinate consistent operating policies for short-term parking.
- Parking strategies will be used to encourage Downtown visitors to only park once when using off-street parking.
- Downtown zoning will reflect the City's desire to provide adequate short-term parking.
- Zoning for Downtown will require that parking associated with new construction be structured.
- Surface parking may be permitted under zoning regulations as a holding use but may not be associated with a particular building.
- The City will work with owners of existing surface parking associated with existing buildings to find ways to structure parking.
- On-street parking will continue to be metered with new meters added to un-metered areas to match the parking demand.

ACTIONS THAT MAKE IT HAPPEN

Recommendations build upon the policies in the plan. While they are presented in short-term, medium-term, and long-term time frames, Downtown needs and available funding could accelerate implementation of any of the recommendations.

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
7a. Establish and staff a parking management group that will oversee the implementation of the parking policies and recommendations in Downtown in Motion.	Salt Lake City	\$300,000 (annual cost including staffing and marketing)
7b. Develop parking management incentives and strategies to offer to parking owners and operators. Negotiate agreements with parking owners and operators. <ul style="list-style-type: none"> • 1st priority: Library and Salt Palace. • 2nd priority: Major private parking providers. • 3rd priority: RDA subsidized parking. • 4th priority: Smaller private parking providers. • 5th priority: Lease of parking spaces from private parking providers. 	Salt Lake City	Staff and/or consultant time
7c. Develop and require by ordinance consistent parking operating requirements, including: <ul style="list-style-type: none"> • Clearly identifying entrances and parking availability at off-street public parking facilities. • Posting hourly and daily rates and hours of operation at parking entrances that are clearly visible from the street. • Requiring public parking to be located at ground-level and on adjacent floors. • Providing annual reports showing statistics for parking use and rates. 	Salt Lake City	Staff and/or consultant time
7d. Identify and offer inclusion in an electronic, real-time parking availability system. Post signs at the major entrances to Downtown indicating parking availability in parking facilities within the system.	Salt Lake City	\$1.0 million - \$2.0 million
7e. Encourage turnover of on-street parking by working with parking owners and operators to price off-street short-term parking at or below on-street parking rates.	Salt Lake City	Included in 7a
7f. Identify types of meters that take a greater variety of payment media and begin to replace existing meters. Add new style of meters to unmetered areas of Downtown as warranted by parking demand.	Salt Lake City	Budgeted annually depending on number and types of meters needed

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
7g. Adjust hours of meter operation to encourage short-term visitor use of on-street parking during the day and evenings. Suggested hours are 9:00 a.m. to 8:00 p.m.	Salt Lake City	Included in 7a
7h. Prepare implementation budget. Evaluate benefit of providing free on-street parking during the Christmas shopping season versus using funding to implement other programs.	Salt Lake City	Included in 7a
7i. Implement a strong parking marketing program. As part of this program, develop and distribute maps that clearly indicate the location of off-street parking, how the parking is accessed, the cost of parking and the hours of operation.	Salt Lake City, Downtown Alliance	Included in 7a
7j. Enhance universal parking validation system.	Salt Lake City	\$100,000 (annual cost)
7k. Revise parking requirements in the City's Downtown zoning codes: <ul style="list-style-type: none"> • Establish short-term parking requirements based upon lot area which can be met by building on-site; securing off-site; or making a payment to a City parking fund. • Restrict new surface parking. 	Salt Lake City	Staff or consultant time
7l. Survey public perception of Downtown parking on a regular basis.	Salt Lake City	Included in 7a
Medium-term - 2011 to 2020		
7m. Negotiate with additional parking owners and operators to expand the number of short-term parking facilities with parking operating agreements.	Salt Lake City	Included in 7a
7n. Evaluate parking requirements in the Downtown zoning codes.	Salt Lake City	Included in 7a
7o. Continue to add parking meters as Downtown expands and on-street parking demand increases.	Salt Lake City	Budgeted annually depending on number and types of meters needed

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Medium-term - 2011 to 2020		
7p. Continue to replace meters with meters that take a greater variety of payment media.	Salt Lake City	Budgeted annually depending on number and types of meters needed
7q. Modify parking meter rates in concert with agreements re off-street parking and the health of the Downtown economy.	Salt Lake City	Included in 7a
7r. Continue to implement electronic, real-time parking availability signs for facilities with agreements re off-street parking.	Salt Lake City	\$1.0 million
7s. Evaluate market response to long-term parking needs and adequacy of parking provided.	Salt Lake City	Included in 7a
7t. Evaluate adequacy of short-term public parking throughout the day and evening.	Salt Lake City	Included in 7a
7u. Survey public perception of Downtown parking on a regular basis.	Salt Lake City	Included in 7a
7v. Evaluate need and funding options for publicly owned, short-term parking. Construct if needed.	Salt Lake City	Included in 7a
Long-term - 2021 to 2030		
7w. Recognizing changes in modal split and traffic congestion Downtown, propose parking strategies and adjustments to incorporate into an update of Downtown In Motion.	Salt Lake City	Included in 7a
7x. Adjust parking agreements as necessary to maintain an adequate supply of short-term, off-street parking and turnover of on-street parking.	Salt Lake City	Included in 7a

8.0 TRAVEL BY SHUTTLE

HIGHLIGHTS OF THE CIRCULATOR/SHUTTLE PLAN

- Continuation and expansion of the Free Fare Zone to include the Library TRAX station, the Intermodal Hub, and the hotels on 600 South.
- Improved transit circulation Downtown with a combination of more frequent TRAX service, Branded Bus Corridors, and a Downtown shuttle service.
- Further study of additional streetcar access to Downtown from surrounding neighborhoods not served directly by TRAX.
- Until completion of the TRAX Airport Extension, shuttle bus service at 15-minute headways linking the airport, the Intermodal Hub, and the hotels along 500 South and 600 South Streets.

WHAT THE CIRCULATOR/SHUTTLE PLAN AIMS TO ACCOMPLISH

The Downtown Circulator/Shuttle Plan addresses the role of public transit to improve short and long-term mobility in Downtown Salt Lake City. Similar to other elements of Downtown In Motion, circulation must be considered as one element of a comprehensive transportation strategy for Downtown. The synergy afforded by a variety of transit services will provide strong circulation and shuttle services between key destinations, while serving the future needs of employees, business owners, shoppers, residents and visitors. Adoption of Downtown In Motion by Salt Lake City will provide a firm basis for development of the recommended circulator and shuttle services by project stakeholders.

“The circulator and shuttle services recommended in Downtown In Motion are an important element of the comprehensive transportation strategy for Downtown Salt Lake City. These multi-modal transit services will provide synergy and robust circulation between key destinations and provide mobility for employees, business owners, shoppers, residents and visitors, alike.”

**Barry Banks,
Vice President, Regional Manager,
Wilbur Smith Associates**

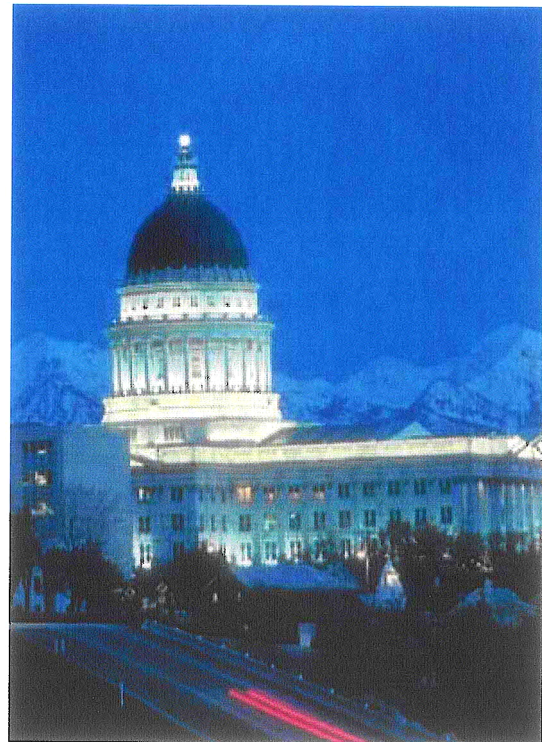
WHAT DOWNTOWN ALREADY HAS

The following describes the existing characteristics of transit circulation in Downtown Salt Lake City:

- Salt Lake City has an existing Free Fare Zone for transit in Downtown. Current boundaries of the Free Fare Zone are from 400 West to 200 East and from 500 South to North Temple. In addition, the Free Fare Zone extends up to the State Capitol (500 North) along State Street and Main Street. All buses and TRAX are free in this area. TRAX

stations in the Free Fare Zone include the Courthouse Station, Gallivan Center, City Center Station, Temple Square Station, and the EnergySolutions Arena Station.

- Bus service on many streets is frequent, but it can be confusing and unpredictable in the minds of potential riders. For many short trips, typically under a mile, potential riders are often unfamiliar with the paths of various routes and are unwilling to board a bus that could serve them because they don't know whether or not the bus will take them to their destination or turn along the way.
- TRAX is familiar to the public and easy to understand. However, TRAX does not cover all of Downtown and current headways are infrequent enough that it is not used for many short trips. Currently, the Sandy and University TRAX lines operate at 15-minute headways. Both converge at 400 South/Main and travel to the EnergySolutions Arena. They will soon extend to the Intermodal Hub with stops on 400 West and on 200 South. The two lines provide eight trains per hour, or a train every six to nine minutes. When FrontRunner opens, TRAX and bus service will be used to help distribute the arrival of patrons from Weber and Davis Counties.
- UTA also operates Route 23 on a circuitous route in Downtown. Route 23 operates between the Downtown core and the State Capitol and is the nearest approximation of a dedicated circulator that exists in Salt Lake City today. While ridership is good during legislative sessions (nearly 1,000 passengers per day in February 2006), ridership in other months is not very good (less than 350 passengers per day). In order for any circulator to be effective on a day-to-day basis, a higher frequency of service is needed. With 15-minute headways, Route 23 does not produce good ridership except during the legislative sessions. Also, unless there is public awareness of circulator service—brought about by good marketing and way finding—ridership on any circulator service will lack.



WHAT'S IN THE WORKS

UTA is redesigning the entire Salt Lake County bus system and is planning to introduce the changes in August 2007. The goal of the redesign is to move away from providing low frequency but broad coverage across the valley, and move toward concentrating higher frequencies on the most successful corridors. It is anticipated that this will raise the overall ridership without adding bus miles to the system.

As part of the redesign, UTA will be reconfiguring bus routes that serve Downtown. UTA has identified the need for buses to help TRAX distribute patrons to their final destinations near or within Downtown when the FrontRunner commuter rail begins service. This redesign is an excellent opportunity to seek ways that the regional bus system in Downtown can be harnessed to help accomplish local circulation needs.

EXPLORING THE POTENTIAL

The Downtown Circulator/Shuttle Plan required answering the following basic questions.

- What are the key origins and destinations in Downtown that need to be connected with transit circulation service?
- With the implementation of the Downtown TRAX Plan, will sufficient excess track capacity exist for a rail circulator or will additional circulator or shuttle service be required?
- What corridors or destinations, if any, will need additional frequency of service?
- Will an interim circulator or shuttle system be needed to augment existing TRAX service in Downtown before construction of new TRAX tracks in Downtown?
- Would a streetcar or trolley system in Downtown be preferable to expansion of the TRAX system, and what would be the affect on the TRAX system?
- How should the Free Fare Zone be modified to better serve existing and future development?



The Downtown Circulator/Shuttle Plan was developed in tandem with the TRAX and Bus Plans as part of the overall transit strategy for Downtown Salt Lake City. The Downtown TRAX Plan was developed first, since rail transit is the most capital intensive and most permanent type of transit. Next, key elements in the Bus Plan such as the location of a new bus passenger center at 200 South/State Street were established.

The approach to addressing Downtown circulation needs was to first identify how regional transit—both TRAX and bus—entering Downtown could be better employed to meet circulation needs within Downtown. After that, unmet needs were addressed by an analysis and a range of Downtown circulator/shuttle options as possibilities to further augment mobility options.

The analysis concluded that 2030 Downtown circulation needs could be met by a combination of the following:

- TRAX service, with the expanded infrastructure recommended in the TRAX Plan and

- Provide frequent, highly visible service between these points.
- Local transit service within Downtown will serve the needs of four types of patron: Regional Bus, TRAX, and FrontRunner patrons, employees; visitors; and residents living in Downtown and surrounding areas.
- Retain a transit Free Fare Zone in Downtown and expand it to include the Library TRAX Station, the Intermodal Hub, and the hotels on 600 South.
- Implement transit circulation Downtown with a combination of the following three components:
 - Existing TRAX service
 - Branded Bus Corridors
 - Downtown shuttle service
- TRAX operating plans provide an important component of Downtown circulation that will increase as additional TRAX lines from outside Salt Lake City are added.
- Organize the bus system Downtown to support Branded Bus Corridors.
- Downtown circulation. Branded Bus Corridors should be created on State Street and 200 South Street and on other corridors where there is frequent bus service.
- Branded Bus Corridors should have a consistent fare policy.
- Explore the potential for a Downtown shuttle service to augment the circulation provided by TRAX and Branded Bus Corridors.
- Explore the potential for a Downtown streetcar service to augment circulation and/or promote development in the peripheral areas around Downtown.



ACTIONS THAT MAKE IT HAPPEN

Recommendations build on the policies in the plan. While they are presented in short-term, medium-term, and long-term time frames, Downtown needs and available funding could accelerate implementation of any of the recommendations.

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
8a. Negotiate revised Free Fare Zone agreements.	UTA, Salt Lake City	Staff
8b. Implement Branded Bus Corridors. <ul style="list-style-type: none"> • Stops shall have "You Are Here" signs and maps showing the Branded Bus Corridors. • Give priority to Branded Bus Corridor stops for bus stop enhancements. 	UTA	Staff and/or consultant time
8c. Explore the routes, cost and funding potential for a dedicated Downtown Bus Shuttle service to connect key activity centers such as the 300 South restaurant district, the Salt Palace, City Creek Center, Temple Square, Gateway, Energy Solutions Arena and hotels. Shuttle service should: <ul style="list-style-type: none"> • Operate at five to ten minute headways, • Use small, modern buses with uniquely painted exteriors. • Have an operating and funding plan agreed to by Downtown stakeholders. 	Salt Lake Chamber, UTA, Salt Lake City	Capital costs. \$1.6M (5 vehicles at \$320K each). Annual operating and maintenance: \$700K/year
8d. Explore and possibly implement additional TRAX service Downtown, running trains on existing TRAX track: <ul style="list-style-type: none"> • Additional crossovers to facilitate turnaround of trains. • Single-car trains on the University Line. 	Salt Lake Chamber, UTA, Salt Lake City	\$300K-\$500K for automated cross-over at 400 S 600 E. \$600K in operating costs/year
8e. Until completion of the TRAX Airport Extension, provide shuttle bus service at 15-minute headways linking the airport, the Intermodal Hub, the hotels along 500 South and 600 South Streets, and existing TRAX system.	UTA	No cost (included in UTA's 2007 Salt Lake County bus system redesign).

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
8f. Study additional streetcar access to Downtown from surrounding neighborhoods not served directly by TRAX	Salt Lake City, UTA	Staff or consultant time
Medium-term - 2011 to 2020		
8g. Increase light rail frequencies to increase the use of TRAX for Downtown circulation.	UTA	UTA will assess costs when demand exists.
8h. Evaluate frequencies and need/desire for shuttle service with improved TRAX service.	Salt Lake City, UTA	Staff or consultant time
8i. Complete Branded Corridor enhancements not achieved earlier	Salt Lake City, UTA	\$3M-\$5M
8j. Downtown circulation, including streetcar from nearby neighborhoods, should have priority for use of excess track capacity on the TRAX track.	Salt Lake City, UTA	No cost
8k. Build streetcar system to neighborhoods where high-density development is planned.	Salt Lake City, UTA	\$20M-\$25M/mile
8l. Expand Free Fare Zone to 700 South, as new TRAX is constructed Downtown.	Salt Lake City, UTA	Undefined
Long-term - 2021 to 2030		
8m. Adjust operating plans as necessary to serve existing and planned development.	UTA	Staff or consultant time
8n. Identify circulation elements and issues to incorporate into an update of Downtown in Motion.	UTA, Salt Lake City	Staff or consultant time

9. PUBLIC WAYS: ORCHESTRATING THE PLAN

INTEGRATING THE OBJECTIVES

For Downtown In Motion to be successful, ensuring smooth integration of all travel modes Downtown is essential. Strong cooperation will be necessary among transportation-related organizations and the jurisdictions responsible for maintaining and operating the public rights-of-way. Similarly, there needs to be clarity about how our streets will function.

The following are the overall objectives regarding public ways (primarily streets)

- The public rights-of-way in Downtown Salt Lake City must each have an identified place in a hierarchy of streets that establishes the intended use of each right-of-way and the intensity levels of the travel modes using it. The operation of each right-of-way needs to follow the hierarchy and be logical to each user.
- The balance of all modes must be achieved in a manner that does not reduce the level of service of any single mode. As transportation services evolve, they must do so in such a manner that all modes function appropriately. The best concepts will increase the level of service for all modes.
- Although all travel modes are expected to increase in volume and intensity, travel by transit to and throughout Downtown is expected to increase the fastest

“Downtown In Motion is built on the foundation that all modes of travel work together. Each mode has its role, all modes are interconnected, and every urban journey begins or ends on foot. From TRAX to automobile to shoe leather, this is the picture of motion in a city that works for all.”

**Rick Phillips,
Director of Urban Design,
HNTB Corporation**

Downtown In Motion integrates all modes of transportation to support a vision of Downtown as a model to other cities in the United States and around the world. A fundamental premise behind this plan is that transportation is placed in the service of land use. As a system, transportation is a foundation element that serves the circulatory needs of downtown by foot, bicycle, automobile, train and bus. All these modes must work well together and support each other. This plan also recognizes that as downtown grows in density and



full time residents, it is important that transportation and related services be oriented to a 24 hour/seven day a week population. There will be more evening and weekend events and activity. Transit will need to operate more hours daily. Parking facilities and other services will need to be open for business longer hours. Lighting of public places must be inviting and feel safe.

THE THOUGHT PROCESS

The process followed in developing Downtown In Motion involved identifying and evaluating numerous ideas for improving each travel mode. These were scrutinized by the study's Management Committee and Plan Advisory Committee. The best options that met technical muster were then vetted through the Community Leaders Forum and a public involvement process. This led to the selection of specific recommendations for improvements for each travel mode. The recommendations were then layered upon each other and technically evaluated as a system to ensure they complemented each other and would successfully co-exist on the public rights-of-way.

The recommendations in Downtown In Motion work individually and in concert with each other to provide improved travel to and through Downtown.

POLICIES THAT MAKE THE PLAN WORK

Downtown In Motion recognizes the following policies:

- It is recognized that as Downtown grows and travel choices expand, use of all modes will grow with non-auto trips increasing at a higher rate.
- Public rights-of-way need to accommodate all modes safely and efficiently.
- All travel mode improvements must be implemented in a manner that improves the overall travel ability Downtown.
- Design elements, monuments, and gateways will identify the major entry points to Downtown to emphasize the greater concentration of people, activities, and vehicles.
- As Downtown public ways are rebuilt, the City will follow the Complete Streets Policy of designing streets for all users.
- All grid streets are divided into three realms and the functions of each are protected throughout the Downtown planning area:
 - Traffic Realm encompasses motor vehicles and public transit.
 - Curbside Realm encompasses bicyclists, parking and loading, transit stops.
 - Sidewalk Realm encompasses pedestrians and bicyclists, sidewalk café land uses, and property access.

“Driving the vision of a world-class downtown area, Downtown In Motion supports and encourages regional commerce, and is designed to enhance retail and restaurant business opportunities in the heart of Salt Lake City.”

Shahab Saeed, Vice President and Chief Operating Officer, Questar Energy Services

ACTIONS THAT MAKE IT HAPPEN

Recommendations build upon the policies in the plan. While they are presented in short-term, medium-term, and long-term time frames, Downtown needs and available funding could accelerate implementation of any of the recommendations.

RECOMMENDATION	RESPONSIBLE PARTY	2007 COST
Short-term - 2007 to 2010		
9a. Develop transit operating plans which minimize the impacts to other modes.	UTA, Salt Lake City	Staff or consultant time
9b. Adopt procedures to protect transit routes (bus and rail) to minimize disruption of service.	UTA, Salt Lake City, UDOT	Staff time
9c. Work with adjacent landowners to construct missing street improvements on grid streets and to expand the network of mid-block streets.	Salt Lake City, Redevelopment Agency	Included in 5d
Medium-term - 2011 to 2020		
9d. Minimize impacts on traffic entering and departing Downtown when constructing TRAX extension on 400 South.	UTA, UDOT, Salt Lake City	Project cost
9e. Analyze potential for peak period or full-time dedicated bus lanes on 200 South	UTA, Salt Lake City	Staff or consultant time
9f. Enhance the walkability of West Temple north of 400 South by considering pedestrian amenities and landscaping.	Salt Lake City	\$1M
9g. Develop on-sidewalk bike paths along planned Downtown network.	Salt Lake City	\$50K-\$500K/year
9h. Continue working with adjacent landowners to construct missing street improvements on grid streets and to expand the network of mid-block streets.	Salt Lake City, Redevelopment Agency	Land acquisition
Long-term - 2021 to 2030		
9i. Identify public way elements and issues to incorporate into an update of the Downtown In Motion	Salt Lake City, UTA, Redevelopment Agency, Salt Lake Chamber	Staff or consultant time
9j. Continue working with adjacent landowners to construct missing street improvements on grid street and to expand the network of mid-block streets.	Salt Lake City, Redevelopment Agency	Included in 5k

10. BEYOND THE TIME HORIZON

Downtown In Motion provides clear guidance about how to improve transportation in Downtown over the next two decades. While the recommendations of this plan will serve the anticipated growth through 2030, market forces, policy decisions, and funding schedules can greatly change the rate, magnitude, and characteristics of the anticipated growth.

This section of Downtown in Motion suggests additional concepts that could be implemented to accommodate transportation demands beyond the 2030 growth scenarios that have been developed.

DOWNTOWN WILL GROW

Several market indicators suggest that in the coming decades there will be a much greater demand to live, work, learn, and play within or near Downtown:

- Retiring Baby Boomers are seeking less property maintenance and alternatives to spending time in traffic.
- Smaller and delayed families have less interest in suburban living.
- Freeway and suburban congestion motivates many to live closer to Downtown where convenient options exist to get from place to place.
- Businesses wanting to attract a creative workforce are choosing to locate in vibrant downtowns.
- Specialized firms that are internally lean but work with a variety of other firms find downtowns to be the most efficient place to office.
- Office and retail firms who want to give employees and customers choices about how to reach them may find downtown locations to be most convenient.
- Gas prices increasing at a faster rate than incomes may make Downtown the preferred living and office location because of its superior transit accessibility.



As illustrated by South Jordan’s Daybreak development, even the suburbs are discovering this growing market for developments with a greater variety of transportation options and lifestyles. How much of the market will be captured by Downtown depends on how aggressively other Salt Lake Valley communities work to provide downtown-like environments.

ACCELERATING THE TIMELINE

The recommendations and timelines in this plan are designed to accommodate a rate of growth to 2030 that is similar to the one that has occurred over the recent past. Can we reach the 2030 projected growth more quickly than expected?

Absolutely!

The rate of transportation investment can make a difference in causing people who are attracted to being Downtown to either head to the suburbs or stay and contribute to Downtown’s vitality.

The recommendations in this plan are achievable. Implementing them will make Downtown competitive and attractive for development. Similarly, if they are aggressively pursued and new TRAX alignments are lined with supportive zoning and incentives, development will respond.

A strong emphasis on attracting residential growth will also benefit the entire Wasatch Front by reducing the need to import workers to fill Downtown jobs, which in turn reduces the demand on regional roadways.

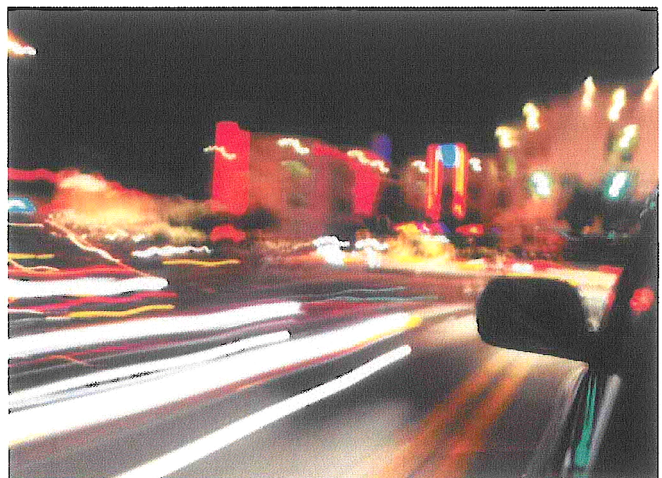
“The recommendations in this plan not only improve mobility in our Downtown now, but they also create a transportation services backbone for implementing even more improvements that will serve our transportation needs beyond 2030.”

**Tim Harpst,
Transportation
Director, Salt Lake City
Transportation Division**

VISION BEYOND 2030 – WHAT IS POSSIBLE; WHAT TO WATCH

As Downtown Salt Lake City continues to prosper, our transportation systems will evolve based on the framework outlined in Downtown In Motion. This list outlines potential solutions for serving a much larger Downtown, one that is envisioned to develop by the mid-point of the century or sooner if market, policy, and funding conditions come together more rapidly.

- Neighborhood Streetcars: While the proposed TRAX loops will



provide excellent service within Downtown and to the developing neighborhood to the south, in the relatively near future, streetcar lines may be extended from logical TRAX transfer points into other nearby neighborhoods along corridors where increased residential density can be built. Quoting Mr. Charles Hales' experience in Portland, *"A well-conceived streetcar system can shape the pattern, pace and desirability of the urban environment. If a streetcar system is tangibly possible, Salt Lake City will become the densely urban place you foresee."*

- Streets for Streetcars. The Downtown grid street network provides good route alignment opportunities for future streetcars.
- Parking Sharing: With increased use of transit, walking, and biking, some buildings may end up with too much parking. The recommended parking management group may need to broker deals between buildings with above-average parking and new buildings that could be served well without constructing much parking.
- Futuristic TRAX. Demand for TRAX into Downtown could ultimately be higher than can be delivered on the proposed TRAX loops without serious impacts to both traffic and transit operations. TRAX capacity could be increased dramatically by running TRAX trains underground through Downtown then to the Intermodal Hub on 200 South. If an underground alignment is chosen that does not require tearing up the existing TRAX network, neighborhood streetcars could provide at-grade shuttle service using former light-rail track.
- High Frequency Shuttles. If bus volumes entering Downtown become excessive, regional buses can stop at the periphery of Downtown for seamless transfers to high-frequency, high-capacity shuttle service that takes the place of or augments former Branded Bus Corridors.
- Car Sharing: Many Downtown workers would ride transit if they had quick, affordable access to a car. Many residents likewise would opt not to own a car if they had similar access for those few times they need one. Car-sharing programs such as provided by www.FlexCar.com and www.ZipCar.com can be pursued to reduce the demand for both residential and commercial parking.
- Transit Internet Service: Wireless Internet service on board transit vehicles will make getting Downtown via transit more attractive than driving and parking.
- City-Wide Free Transit: Salt Lake City could consider introducing a city-wide transit tax to pay to extend the Free Fare Zone to the City limits. Nominally free transit would give transit an economic edge over paying out-of-pocket to drive and park.





SUMMARY

Market forces across America are beginning to reinvigorate downtowns. Investments such as City Creek Center are producing a renaissance in urban working and living. The recommendations in this plan and these more visionary concepts will contribute to creating a Downtown that continues to be “The Place” for Salt Lake City, the state of Utah and the world.

Imagine ... Downtown grown into a model western metropolis

Imagine ... Downtown streetcars, TRAX and shuttle buses transporting 50% of the Downtown workforce to Downtown jobs

Imagine ... Downtown sidewalks bustling with people enjoying the retail, restaurant and cultural attractions that line the streets

Imagine ... Downtown streets where the bicycle lanes are crowded with bicyclists of all ages and abilities

Imagine ... Downtown hotels, residences, and offices being preferred by Utahns as well as national and international firms and visitors because of the superior accessibility to anywhere on the Wasatch Front.

Imagine ... Downtown in every year from now on as... a Downtown in Motion!

11. DEFINITIONS

Bicycle paths adjacent to the sidewalk: A portion of the existing or widened sidewalk, on the curb side, to be used by slow moving bicycles.

Branded Bus Corridor: Several blocks of a street where a number of bus routes come together to provide frequent service. Each bus displays a sign “branding” it as part of the service. Each stop has a sign showing the downtown portion of the route or the “corridors” the buses with the branding are guaranteed to go.

Bus Passenger Center: A space in the first floor of a building used for passenger service needs, such as schedule information, bus arrival, or departure information, purchasing transit passes, waiting areas, news vendors, food and beverage vendors, and restrooms. It may also include bike lockers and a bicycle retail store.

Bus Rapid Transit: Priority bus services that are faster than traditional local bus service.

Circulation: Movement via transportation modes within a defined area.

Commuter Rail: The diesel rail passenger train service which will eventually connect Brigham City to Payson and enter Downtown at the Intermodal Hub. The first phase of commuter rail is under construction and will be operational in 2008.

Complete Streets: Rights-of-way designed and operated to ensure safe access for all users as they move along and across the right-of-way. Salt Lake City recently adopted a Complete Streets Policy.

Dedicated bike lanes: On-street lanes reserved for use by bicyclists.

Downtown: The area from 200 East to the commuter railroad tracks and from North Temple to 400 South, excluding any portion of the Avenues Neighborhood.

Extended Downtown: The area from 700 East to I-15 and from 900 South to North Temple, but also including connection to the State Capitol.

Free Fare Zone: The area Downtown where transit rides on TRAX or bus are free for riders staying within this area.

FrontRunner: Local name for UTA’s commuter rail service.

Grid streets: The north/south and east/west streets with 132-ft. rights-of-way servicing the perimeters of the ten-acre city blocks.

Headway: The distance measured in time that separates two vehicles traveling the same route.

Interline: Using one bus for two bus routes where the ending portion of one route overlaps the starting portion of the other route.

Intermodal Hub: The new train station located on 600 West Street between 200 and 300 South. Several transportation modes are available from the Hub, including UTA bus, Greyhound bus, Amtrak rail service, taxis, dedicated bicycle routes, TRAX in 2008, and commuter rail in 2008.

Long-term parking: Parking for commuters and residents that is used frequently for long periods of time during a month, paid for by the day, the month, or included with a lease or purchase of commercial or residential space.

Mid-block crosswalks: Striped walkways in the street that indicate pedestrians have a right to cross the street at this location. Some mid-block crosswalks have traffic signals.

Mid-block streets: The smaller streets, typically 66-ft. wide, within the large blocks.

Mid-block walkways: Walkways within blocks that are either publicly owned or reserved for public use. Some mid-block walkways exist through buildings.

Park Once: Parking in a single space during a visit to Downtown. Trips between Downtown destinations are accomplished by walking or transit.

Short-term parking: Parking for six hours or less, paid for by the hour within Downtown.

Shuttle: A transportation system used for short trips within a defined area, usually on specialized, easily identifiable vehicles and clearly identified routes.

Streetcar: A wheeled vehicle that runs on rails and is propelled by electricity.

Travel lanes shared by bikes and autos: On-street auto lanes with special coloration or markings to show legal right of bicyclists to travel in an auto lane.

TRAX: The existing and future electric light-rail service located on the city streets.

UDOT: Utah Department of Transportation

UTA: Utah Transit Authority

Way finding: Signage that helps people orient themselves and navigate from place to place.

12. ACKNOWLEDGEMENTS

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