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## II. INTRODUCTION

The Wasatch Front Regional Council (WFRC), as the Metropolitan Planning Organization (MPO) for the region, is responsible for long range transportation planning for the Salt Lake and Ogden/Layton Urbanized Areas. In cooperation with the Utah Department of Transportation (UDOT), the Utah Transit Authority (UTA), the Utah Division Of Air Quality (DAQ), other federal and state agencies, and local cities and counties, the WFRC has developed the Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030 (2030 LRP Update) with a planning horizon to the year 2030. The 2030 LRP Update has been prepared in accordance with Federal Highway Administration and Federal Transit Administration requirements for Metropolitan And Statewide Planning. An overview of the Wasatch Front Regional Council and the specific committees that assisted in the development of 2030 LRP Update is found in Appendix A.

The Wasatch Front Urban Area 2030 LRP Update recommends improvements to highways, transit, and other modes to meet the transportation needs of the region over the next 30 years. The planning policies and recommendations of the 2030 LRP Update are prepared under the guidelines of the Transportation Equity Act For The 21<sup>st</sup> Century (TEA-21). The 2030 LRP Update conforms to the goals and objectives defined in the Utah State Air Quality Implementation Plan, considers multimodal alternatives, and supports local communities' existing and planned land uses.

### OVERVIEW OF THE 2030 UPDATE PROCESS

#### Purpose For The 2030 Update

Federal regulations governing the development of transportation plans and programs in Urbanized Areas require MPO's to update their Long Range Transportation Plans (LRP) three years. The Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030 takes advantage of the latest socioeconomic growth forecasts, projected increases in travel demand for the region, and changes in the priority of various planned transportation improvement facilities. Periodic updates to the Long Range Transportation Plan allow for new information to be incorporated and recommended additions to the list of highway and transit projects to be made. The Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030 specifies a coordinated system of highways, freeways, arterial streets, transit facilities, transit hubs, intermodal centers, park-and-ride lots, airport facility improvements, freight movement corridors, pedestrian paths, and bicycle routes. A 27-year planning horizon was selected for this Long Range Transportation Plan update effort and the 2030 Long Range Transportation Plan Update covers the planning period from the year 2004 until 2030.

#### Past Planning Efforts

The first comprehensive, regional transportation planning efforts in the Wasatch Front Urban Area began in the early 1960's. At that time, the Utah Department of Transportation worked with local governments in the Wasatch Front Region to develop an area-wide Long Range Transportation Plan for 1980. As part of this study and analysis, an origin-destination survey was conducted to develop travel forecasting models for projecting future traffic flows for the region.

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In the mid-1970's, a major update to the Wasatch Front Region's Long Range Transportation Plan was undertaken by the WFRC. The objective was to extend the LRP to the planning horizon of 1995 and to take into account the changes in development patterns and travel behavior that had occurred since the first LRP was adopted. The 1979 LRP, with a planning horizon out to 1995, consisted of Technical Report 13 for the Salt Lake Urbanized Area and Technical Report 19 for the Ogden Urbanized Area. This LRP was approved, published, and distributed in September 1979.

In the 1980's, a second major update to the Wasatch Front Region's Long Range Transportation Plan was undertaken by the WFRC. This update effort extended the LRP's time horizon to 2005. While earlier Long Range Transportation Plans had developed a good master plan for future transportation facilities with an emphasis on highways, many of the facilities would not be needed during the time frame of the plan and funding for other projects would not likely be available. The LRP developed in 1987 took a slightly different approach and made recommendations to address the projected needs for the year 2005. The WFRC also developed a separate plan for facilities needed beyond 2005 as a guide for local communities to use in future local transportation planning. The 2005 LRP was approved by the Wasatch Regional Council in 1987 and consists of Technical Report 22 for the Salt Lake Urbanized Area and Technical Report 23 for the Ogden Urbanized Area.

With the passage of the Intermodal Surface Transportation Efficiency Act (ISTES) in 1991, the WFRC Long Range Transportation Plan was now required to include a financial element showing how the recommended projects and facilities could reasonably be implemented. This financial constraint meant that some needed projects could not be included in LPR recommendations. In 1993, the WFRC adopted an interim LRP to address the financial requirements and other criteria established by ISTEA. The Wasatch Regional Council approved a final Long Range Transportation Plan in 1995. This LRP, which had a planning horizon out to the year 2015, addressed ISTEA requirements. Three reports were published, including Technical Report 32, *The Salt Lake Area Long Range Plan*, Technical Report 33, *The Ogden Area Long Range Plan*, and Technical Report 34, *The Financial Plan For The Wasatch Front Region Transportation Plans*.

A comprehensive LRP for 2020 was developed and approved by the Wasatch Front Regional Council in October 1998 for the Salt Lake and Ogden Urbanized Areas. This LRP effort placed greater emphasis on public transit improvements than previous Long Range Transportation Plans, and identified a system of fixed guideway light rail and regional commuter rail facilities. The Long Range Transportation Plan was documented and summarized in a series of technical reports, including Technical Reports 35, 36, 37, and 38.

The Long Range Transportation Plan was revisited beginning in January 1999. The Salt Lake and Ogden Urbanized Areas, treated in the past as two separate and distinct geographic jurisdictions for population projections, travel demand analysis, needs assessment, recommended transportation projects, and supporting documentation, were combined into the larger, more complete Wasatch Front Urban Area for the purposes of this particular planning effort. The LRP and supporting documentation, entitled the *Wasatch Front Urban Area Long Range Transportation Plan: 2002-2030*, was approved and adopted by the WFRC in December 2001. The 2002-2030 LRP was designated Technical Report 40. Technical Report 41, entitled the *Wasatch Front Urban Area Long Range Transportation Plan: 2002-2030 Financial Plan*, along with an appendices and executive summary, provided supporting documentation to the 2002-2030 Long Range Transportation Plan.

These previous regional transportation planning efforts provided the ground work for the current Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030. The 2030 LRP Update builds on the recommendations and priorities established in earlier Long Range Transportation Plans.

In the 2000 United States Census, the Ogden Urbanized Area became the Ogden/Layton Urbanized Area, which incorporated portions of Davis County that was formerly included in the Salt Lake Urbanized Area.

### Transportation Planning Organization And Committees

The development of the 2030 LRP Update required the involvement, cooperation and coordination of various federal, state, local, and public organizations and committees. The WFRC worked closely with a number of agencies and organizations to ensure that the 2030 LRP Update serves the needs and values of the region for which it is developed. The LRP planning process utilized input and recommendations from the groups listed in Table II-1.

**Table II-1**

#### **2030 LONG RANGE TRANSPORTATION PLAN UPDATE PARTICIPATING ORGANIZATIONS AND COMMITTEES**

Federal Agencies	Federal Highway Administration (FHWA) Federal Transit Administration (FTA) Federal Aviation Administration (FAA) U.S. Environmental Protection Agency (EPA)
State Organizations	Utah Department of Transportation (UDOT) Utah Division of Air Quality (DAQ)
Local Governments	Wasatch Front Regional Council (WFRC) Transportation Coordination Committee (TransCom) Utah Transit Authority (UTA) Salt Lake County Council of Governments Davis County Council of Governments Weber Area Council of Governments Salt Lake Area Transportation Technical Advisory Committee Ogden/Layton Area Transportation Technical Advisory Committee City and County Planners and Engineers
General Public	Public Open Houses LRP Stakeholders Group Outreach interviews with select special interest groups

In addition to the above organizations, the WFRC prepared a special mailing to various federal, state, local, and private resource agencies requesting early participation and input into the 2030 LRP Update. These organizations included the U.S. Army Corps of Engineers, Utah Department of Natural Resources, U.S. Fish And Wildlife Services, Governor’s Office of Planning and Budget, Utah Department of

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Agriculture, Natural Resources, Conservation Service, Utah Geological Survey, Utah Open Lands, Utah Division of State History, Utah Division of Water Resources, Utah Division of Water Quality, Jordan Valley Water Conservancy District, Utah Wildlife Resources, Utah Heritage Foundation, and various regional school districts to be part the 2030 LRP Update process, analysis, and solution development. These groups provided early identification of key concerns and solution development, including the type and scope of needed transportation projects.

## **Review Of 2030 LRP Update Planning Process**

The Wasatch Front Regional Council utilized a general planning model to guide the preparation of the 2004-2030 Long Range Transportation Plan. This model calls for (1) problem identification, (2) goals and objectives, (3) alternative concepts, (4) preferred alternative, (5) implementation, and (6) assessment and evaluation. This simple but effective model provides a straightforward approach to the complex task of planning for projected regional transportation growth and demand.

The planning process for the 2030 LRP Update began in November 2001 when the Wasatch Front Regional Council approved a motion requesting that the WFRC staff, in cooperation with other agencies and individuals, identify opportunities for additional transit service in the Region. A special task force, known as the 2030 Transit Committee, was formed and included elected officials from the Wasatch Front Regional Council and the Mountainland Association of Governments (MAG), along with representatives from Envision Utah, UTA, UDOT, Kennecott Development Company, the Future Moves Coalition, the Utah Manufacturers Association, the Salt Lake, Davis, Weber, and Utah County Chambers of Commerce, and several private interest groups.

During September and October 2002, the Transit 2030 Committee organized a series of region-wide “Transit Presentation and Workshops” in Weber, Davis, Salt Lake, and Utah Counties to facilitate this planning effort. Elected officials and representatives of each community and county, including mayors, city administrators, council members, city planners and planning commissioners, were invited to attend and help answer the question, “What would you like transit to do for your community?” Input from these workshops helped identify 66 potential region-wide transit corridors.

The WFRC organized the Land Use and Transportation Sub-Committee of the Regional Growth Committee in December 2001. A series of “Land Use and Transportation Symposiums” were organized and held in April and May of 2002. These symposiums helped gather information on needed highway and transit improvements from a local community perspective. County planners, engineers, council members, planning commissioners, city managers and officials participated in this outreach effort.

Urban planners, engineers, city managers or elected officials from each city and county in the Wasatch Front Region presented an overview of their general land use plans and important transportation issues to their fellow professionals. The Land Use and Transportation Symposiums helped educate the WFRC staff and attendees on each individual city or county’s development priorities, important land use issues, and potential transportation conflicts. In addition to facilitating an important exchange of information, the Land Use and Transportation Symposiums helped create a list of land use and open space issues, transportation concerns, and possible solutions. These solutions helped guide the recommendations found in the 2030 LRP Update. A summary of the three county-wide Land Use and Transportation Symposiums is found in Appendix A.

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Throughout the 2030 LRP Update process, additional meetings were scheduled with local elected officials as well as planners from UDOT and UTA. These meetings helped the WFRC identify specific transportation problems, areas of concern, and the need for specific transportation improvement projects. The information provided by these professionals was compiled and analyzed as part of the LRP's needs assessment and problem identification task. Additional steps in developing the 2030 LRP Update included the consideration of revised socioeconomic projections, updated traffic modeling and needs analysis, and the development of alternative strategies. The planning steps in the 2030 LRP Update are detailed in Figure II-1.

**Socioeconomic Projections** - Utilizing population information received from the Governor's Office of Planning and Budget, the WFRC generated population and employment projections for approximately 800 traffic zones throughout the Wasatch Front Region. These projections were reviewed by community planners, engineers, and locally elected officials allowing for adjustments to be made to this important component of the 2030 LRP Update. Population projections indicate that the Wasatch Front Urban Area will increase over the next 27 years from 1,334,000 persons to approximately 2,139,000 persons.

**Highway And Transit Needs Analysis** - Regional traffic modeling, utilizing projected 2030 population, employment, and transportation mode choice information, was performed and analyzed. Projected traffic volume and highway capacity ratios were mapped, allowing the WFRC to locate areas of potential concern. Information was also gathered on the Wasatch Region's pedestrian safety and vehicle accident rates. Additional needs analysis steps included an inventory of UTA bus and light rail service areas and operational frequency, transit park-and-ride locations, and other facilities.

**Strategy Development** - A regional land use inventory and environmental data base were generated for the 2030 LRP Update. These data assisted in the preparation and analysis of alternative transportation solutions. Four alternative transportation alternatives were developed and evaluated. Each alternative was based on different financial assumptions, ranging from a low "status quo" funding amount to an optimistic funding level. Based on the amount of available funding, the 2030 LRP Update alternatives presented a different combination of highway and transit projects. The four transportation alternatives were examined by local planners and engineers, UDOT, UTA, elected officials, the 2030 LRP Update Stakeholders Group, and the general public.

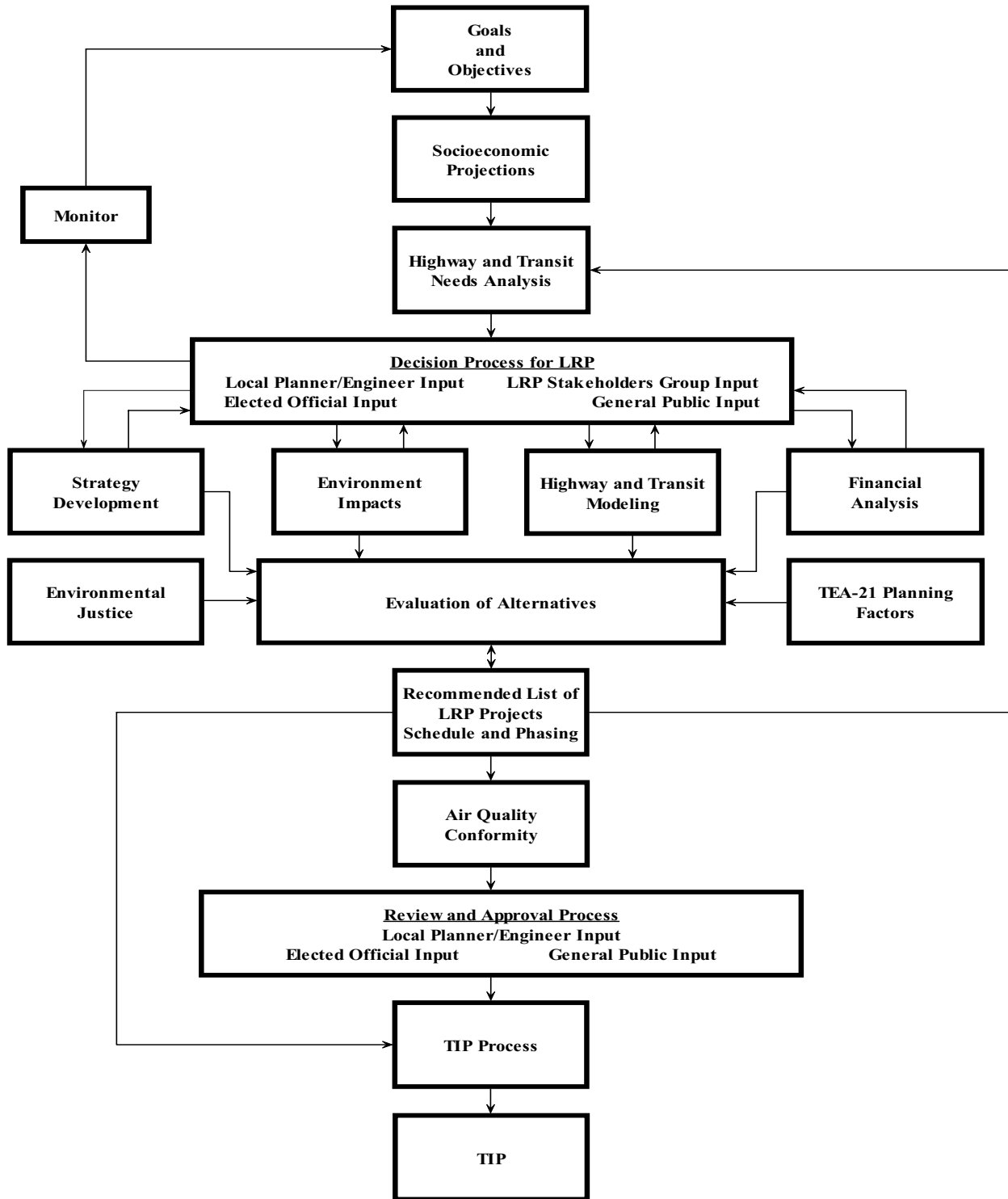
## **Review of Public Involvement**

The WFRC solicits public participation and integrates oral and written comments received into the planning process. Input to the Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030 was requested from various groups including the LRP Stakeholders Group, private organizations, citizen groups, local special interests, and the general public. The WFRC considered the comments received from these groups and individuals in both the draft and final document. A summary of the public review process and involvement in the 2030 LRP Update can be found in Appendix B.

**LRP Stakeholders** - The WFRC formed the Wasatch Front Urban Area Long Range Transportation Plan Update Stakeholders Group to obtain input from a wide variety of community representatives concerning the region's transportation goals, issues and alternative solutions. Representatives from Davis County Tourism, Sierra Club, Assist, University of Utah, the Davis County.

Figure II-1

**WASATCH FRONT REGIONAL COUNCIL  
LONG RANGE TRANSPORTATION PLANNING PROCESS**



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Chamber of Commerce, Salt Lake City Mayor's Bicycle Advisory Committee, League of Women Voters, Coalition for Liveable Streets, Friends of the Great Salt Lake, Salt Lake Board of Realtors, Hill Air Force Base, and various community councils participated. These individuals helped identify transportation related problems and issues, suggested possible solutions to meet growing travel demand, assisted in developing the LRP's alternatives, and provided comments on the draft 2030 LRP Update document.

**Special Interest Outreach** - Approximately 20 outreach visits were conducted with various special interest groups and organizations, including those representing low-income families, the elderly, minorities, and persons with disabilities. This special interest outreach effort included meetings with Utah Issues, the Salt Lake Community Action Program, the Indian Walk-In Center, Crossroads Urban Center, La Alianza Latina, Utah Coalition Del La Raza, the NAACP, the Utah State Department of Community and Economic Development Minority Community Directors, the Disabled Rights Action Committee, the Salt Lake City Transportation Advisory Committee, and the Salt Lake County Division of Aging and Adult Services. These meetings were designed to gather information to help the 2030 LRP Update meet the needs of these interest groups.

**Public Open Houses** - A series of four public open houses held in Salt Lake, Davis, and Weber Counties were scheduled between November 2002 and October 2003. The public open houses were preceded by notices and advertisements in local newspapers. Three press conferences were held with local newspapers and the stories published on the 2030 LRP Update helped to generate public interest.

The first and second series of public open houses served as scoping opportunities to gauge public opinion as to perceived needs and transportation improvements. The third series provided a forum to receive input on the four highway and transit alternatives developed as part of the 2030 LRP Update planning process. The fourth series of public open houses, held in October 2003, presented the draft 2030 LRP Update for public review and comment. The WFRC staff compiled written comments and summarized verbal comments received from the public after each open house and prepared a written response to each concern.

The WFRC prepared a draft document of the Wasatch Front Urban Area Long Range Transportation Plan: 2004-2030 in September 2003 for distribution to interested public agencies, elected officials, local communities, and the general public. A formal public review period was held during October of 2003. Interested persons and groups were invited to review and offer comments on the 2030 LRP Update in either formalized public open houses or individually at their convenience. The finalized document was reviewed and approved by the Wasatch Front Regional Council on December 18, 2003. Copies of the Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030 are available through the Wasatch Front Regional Council office, the WFRC website, and select local area libraries.

## **LEGISLATIVE OVERVIEW**

The Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), passed by the U.S. Congress in 1998, authorizes highway, highway safety, transit, and other federal surface transportation programs through the year 2003. It continues and expands the programs established by the Intermodal Surface Transportation Efficiency Act (ISTEA) in 1991. Both transportation acts placed greater emphasis on planning and identified several planning factors that must be addressed.

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The current federal legislation, TEA-21, requires metropolitan planning organizations to consider transportation projects and strategies within the context of seven general factors or goals. These goals are designed to assist transportation planners and engineers in developing comprehensive solutions to area travel demand needs. The goals and objectives of the 2030 LRP Update are consistent with TEA-21's planning factors for improving transportation system management, operation, efficiency, and safety. The TEA-21 factors to be considered in developing regional transportation plans are listed in Figure II-2.

**Figure II-2**

**TEA-21 FACTORS TO BE CONSIDERED  
IN DEVELOPING REGIONAL TRANSPORTATION PLANS**

**The metropolitan transportation planning process for a metropolitan area shall provide for consideration of projects and strategies that will:**

1. Support the economic vitality of the metropolitan area, especially by enabling global competitiveness, productivity, and efficiency.
2. Increase the safety and security of the transportation system for motorized and nonmotorized users.
3. Increase the accessibility and mobility options available to people and for freight.
4. Protect and enhance the environment, promote energy conservation, and improve quality of life.
5. Enhance the integration and connectivity of the transportation system, across and between modes, for people and freight.
6. Promote efficient system management and operation.
7. Emphasize the preservation of the existing transportation system.

The United States Department of Transportation (USDOT) has developed and published requirements for metropolitan transportation planning and programming. Specific regulations cover transportation planning tasks, work program, plan development, and content. The 2030 LRP Update was prepared in accordance with Federal Highway Administration requirements (23 CFR, Part 450) and Federal Transit Administration requirements (49 CFR, Part 613) found in the Code of Federal Regulations.

**Long Range Plan Requirements**

In accordance with TEA-21 requirements, the Wasatch Front Urban Area Long Range Transportation Plan Update: 2004-2030 recommends improvements to highways, transit, and other travel modes to meet the transportation needs of the region over the next 30 years. The list of highway and transit facility improvements found in the 2030 LRP Update supports the economic vitality of the region, increases accessibility, mobility, and safety, enhances integration and connectivity, and promotes efficient system management, operation, and preservation of the transportation system. The Wasatch Front Urban Area 2030 LRP Update is financially constrained, provides public involvement opportunities, conforms to state air quality requirements, considers multimodal alternatives, utilizes available intelligent transportation system technologies, promotes travel demand management strategies, and supports existing and planned land use.

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## GOALS AND OBJECTIVES

During the 1970's, the Regional Council established goals and objectives to guide the development of regional Long Range Transportation Plans . The LRP's goals and objectives are used to evaluate how well alternative travel demand strategies and recommended highway and transit improvements meet the transportation needs of the Region. The goals and objectives reflect the ideas, suggestions, and desires of participating communities, elected officials, and the general public. The LRP planning process required a reevaluation and revision of existing goals and objectives.

In November 1999, the WFRC staff met with several public groups to solicit input to the LRP's goals and objectives. These groups include stakeholders from various private organizations and interest groups, the Salt Lake and Ogden/Layton Area Technical Committees, the Transportation Coordinating Committee and the Wasatch Front Regional Council itself. Based on the input from these varied groups, the Wasatch Front Regional Council adopted updated goals and objectives for the transportation planning process within the region in March 2000.

The 2030 LRP Update utilized the same goals and objectives that guided the previous planning effort, the Wasatch Front Urban Area Long Range Transportation Plan: 2002-2030. The WFRC's general goals and objectives for long range transportation plans are provided in Figure II-3.

**Figure II-3**

### WASATCH FRONT URBAN AREA GENERAL LRP GOALS AND OBJECTIVES

**I. GOAL: Provide a balanced, interconnected transportation system with a range of convenient, efficient, and economical choices.**

**OBJECTIVES:**

1. Provide a system with alternative transportation modes including highways, bus transit, rail transit, bicycle, pedestrian, etc.
2. Enhance system integration and connectivity through intermodal centers and other means for both passenger travel and freight movement.
3. Utilize available intelligent transportation system technologies.
4. Implement appropriate transportation demand management and transportation systems management strategies.

**II. GOAL: Increase transportation mobility and accessibility for both persons and freight, thus promoting economic vitality in the region.**

**OBJECTIVES:**

1. Minimize travel time.
2. Increase accessibility to employment for all persons in the region.
3. Increase accessibility to other major commercial, industrial, educational, medical, and recreational centers.
4. Provide for access to developing areas outside but adjacent to the region.

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**III. GOAL: Increase transportation safety and security for all modes of travel.**

**OBJECTIVES:**

1. Minimize accidents on highways and transit systems.
2. Improve safety for pedestrians, bicyclists, and other non-motorized travelers.
3. Enhance security for transit systems.

**IV. GOAL: Provide a transportation system that both protects and enhances the environment, promotes energy conservation, and improves the quality of life.**

**OBJECTIVES:**

1. Provide a transportation system that both serves and complements desired community development standards and land use patterns as included in local master plans.
2. Minimize air, water, noise, and visual pollution.
3. Minimize disturbances of the region's natural aesthetics and wildlife habitat.
4. Protect community and neighborhood integrity and social cohesiveness by minimizing residential and business relocations.
5. Provide for needed highway and transit system enhancements.

**V. GOAL: Protect existing and future transportation systems through ongoing maintenance, preservation, or reconstruction.**

**OBJECTIVES:**

1. Maintain and preserve existing highway, transit, and other facilities in good condition.
2. Identify and protect corridors needed for future highway, transit, freight, or other transportation system requirements.
3. Promote access management for arterial and collector streets.

The goals and objectives of the 2030 LRP Update include a greater emphasis on transit, bicycle, and pedestrian concerns, along with the desire to take advantage of improved congestion management technologies. These goals and objectives also address the need to mitigate the potential social, economic, and environmental impacts that transportation improvements might cause. Finally, the goals and objectives of the 2030 LRP Update are consistent with federal requirements found in TEA-21 legislation.