



WASATCH FRONT REGIONAL COUNCIL

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MINUTES Wasatch Front Regional Council Meeting of January 22, 2004

Commissioner Burton, Chairman, called the meeting of the Wasatch Front Regional Council to order at 3:05 p.m. at 295 North Jimmy Doolittle Road, Salt Lake City, Utah.

Members Present

Glen H. Burton, Chair	Commissioner, Weber County
Janice Auger	Mayor, Taylorsville
Ken Bischoff	Commissioner, Weber County
Dave Connors	Mayor, Farmington
Michael J. Cragun	Commissioner, Davis County
Tom Dolan	Mayor, Sandy
George Garwood, Jr.	Mayor, South Ogden / ULCT
Daniel B. Hancock	Councilman, Morgan County
Michael H. Jensen	Councilman, Salt Lake County
Dannie R. McConkie	Representative, Utah Association of Counties / Alternate
Kent Money	Mayor, South Jordan
Dennis Nordfelt	Mayor, West Valley City
Fred Oates	Mayor, Harrisville
Carol Page	Commissioner, Davis County
JoAnn B. Seghini	Mayor, Midvale
Nancy Workman	Mayor, Salt Lake County

Members Not Present

Ross C. Anderson	Mayor, Salt Lake City
Matthew Godfrey	Mayor, Ogden
Robert Grow	Representative, Envision Utah
Charlie Roberts	Mayor, Tooele
Jerry Stevenson	Mayor, Layton

Alternate Members Present

Carlton Christensen	Councilperson, Salt Lake City
J. Lynn Crane	Mayor, Herriman
R. Mont Evans	Mayor, Riverton
Bryan D. Holladay	Mayor, West Jordan

Alternate Members Present (continued)

Wes Losser	Mayor, South Salt Lake
John Petroff, Jr.	Mayor, West Point
Darrell H. Smith	Mayor, Draper

Others Present

Mike Allegra	UTA
Barry Banks	WFRC Staff
Loveit Baumgardner	WFRC Staff
D.J. Baxter	Salt Lake City Mayor's Office
Chuck Chappell	Director, WFRC
Bryan Dillon	WFRC / FHWA
Scott Festin	WFRC
Sharon Gray	WFRC Staff
Doug Hattery	WFRC Staff
Sam Klemm	WFRC Staff
Glenn J. Mecham	Senator Bob Bennett
Kathryn Pett	UTA
George Ramjoue	WFRC Staff
Michael Sears	S.L. City

Mayor Stevenson, Mayor Anderson, and Mayor Godfrey were excused from the meeting.

Commissioner Burton welcomed those in attendance and asked everyone to introduce themselves.

Consent Agenda

Action on the minutes, financial statements, and check registers: Mayor Garwood noted that he had attended the December 18, 2003 meeting and had been listed under *Members Not Present*.

Councilman Jensen moved to approve the minutes of the WFRC meeting of December 18, 2003, with the correction in attendance to include Mayor Garwood, along with the financial statements and check registers for the months of November 2003, and December, 2003. The motion was seconded by Mayor Oates and passed unanimously.

Chairman's Report

Commissioner Burton presented a plaque to Commissioner Page thanking her for her service as Chairman of the Regional Growth Committee. He noted that she was instrumental in helping the Committee make the transition from being strictly a technical advisory group to being a policy advisory body of the Regional Council. He stated that as a consequence, the Committee has been able to assume

great responsibilities and importance. He also noted that she was instrumental in initiating the Regional Open Space Planning Study and in helping to secure the financial resources for the study.

Commissioner Burton presented a plaque to Mayor Money thanking him for his service as Vice-Chairman of the Regional Growth Committee. He noted that Mayor Money was also instrumental in helping the Committee make the transition from being strictly a technical advisory group to being a policy advisory body of the Regional Council. He also noted that during this time, Mayor Money served as Chair of the Transit 2030 Committee, which, under his leadership, recommended a most far reaching and visionary Regional Transit Plan.

Reports from COGs: Commissioner Burton noted that Davis County has appointed alternate members to the Council for 2004, as follows: Mayor Jerry Larrabee, Mayor, Woods Cross; Mayor Thomas C. Waggoner, Mayor, Clearfield; Mayor Kay Briggs, Mayor, North Salt Lake; and Mayor John Petroff, Jr., Mayor, West Point City.

Commissioner Burton noted that Mayor Dennis Webb, the new Mayor of Holladay, and Councilman Carlton Christensen, Councilman, Salt Lake City, were new alternate members from Salt Lake County.

Mayor Dolan reported that at their January 7, 2004 meeting, members of the Salt Lake County Council of Governments discussed their relationship with the Utah Transit Authority's Board of Directors at length. At the conclusion of the discussion, COG members unanimously adopted a motion to examine the concept of possibly having one or two elected officials serve as UTA board members; support the establishment of some type of formal budget oversight process; insist that UTA board members report on a regular basis to the bodies that appointed them; and request that UTA distribute meeting agendas, meeting minutes, and the annual budgets in a timely fashion to all general purpose governments in its service area.

Mayor Dolan added that COG members do not feel it is necessary for the Legislature to mandate that local elected officials serve on the UTA Board to provide oversight. There are other ways to achieve that end. He added that a UTA Board of 15 members is felt to be an appropriate number to provide representation for the areas served by the system and should not be reduced. Mayor Auger added that Salt Lake County COG members want to be kept informed through better access to agendas, minutes and budget documents, but they do not wish to run the UTA.

Mayor Dolan acknowledged that COG members in Weber and Davis Counties have already moved ahead with steps to have a close relationship with their UTA Board representatives, and Salt Lake County wants to do the same.

Commissioner Burton noted that there were no additional reports from the COGs for this meeting.

Election of Officers

Commissioner Burton noted that he had appointed a nominating committee, one Council member from each of the five counties, as follows:

Commissioner Michael Cragun, Chair, Davis County
Mayor Charlie Roberts, Tooele County
Councilman Daniel Hancock, Morgan County
Mayor Fred Oates, Weber County
Mayor JoAnn Seghini, Salt Lake County

Commissioner Burton stated that the Nominating Committee met at 2:30 p.m. on January 22, 2004, just prior to the Council meeting.

Report from the nominating committee - Election of Chair and Vice Chair: Commissioner Cragun reported on the Nominating Committee meeting held. He stated that Mayor Roberts had been excused from the meeting, where they met to consider nominations for Chairman and Vice-Chairman of the Regional Council for the calendar year 2004. He stated that the Nominating Committee unanimously recommended the continued service of the current Chairman, Commissioner Burton, and the current Vice-Chairman, Mayor Dolan, for the calendar year 2004.

Commissioner Burton opened the floor for additional nominations for Chairman.

Councilman Hancock moved that nominations for Chairman cease and that Commissioner Burton be retained as Chairman, by acclamation. The motion was seconded by Mayor Seghini and passed unanimously.

Commissioner Burton opened the floor for additional nominations for Vice-Chairman.

Councilman Jensen moved that nominations for vice-Chairman cease and that Mayor Dolan be retained as Vice-Chairman, by acclamation. The motion was seconded by Mayor Workman and passed unanimously.

Concurrence in committee appointments: Commissioner Burton noted that the following Council members have been appointed, as follows:

Budget Committee Chairman - Councilman Michael Jensen

Trans Com Chairman - Commissioner Michael Cragun

Trans Com Vice-Chairman - Mayor Dennis Nordfelt

Regional Growth Committee Chairman - Mayor Dave Connors

Regional Growth Committee Vice-Chairman - Mayor Janice Auger

Commissioner Burton noted that a new **Transportation Funding Committee** has been established. He recommended that Mayor Tom Dolan be appointed as Chairman, with membership on the committee as follows: Mayor Kent Money, Mayor Dennis Nordfelt, Mayor Stevenson, Commissioner Dannie McConkie, Commissioner Glen Burton, and Mayor JoAnn Seghini.

Commissioner Burton noted that three representatives will be appointed to the committee from Utah County.

Transit 2030 Chairman - Mayor Kent Money

Corridor Preservation Chairman - Mayor Jerry Stevenson

Open Space Committee Chairman - Commissioner Carol Page

Community Development Block Grant representative on the State Board - Commissioner Carol Page

JPAC Appointments: Commissioner Glen Burton, Mayor Lynn Crane, Commissioner Michael Cragun, Mayor Tom Dolan, and Mayor Darrell Smith.

Commissioner Burton noted that four additional members of the JPAC Committee would need to be appointed from the WFRC. He asked for volunteers. The following Council members/alternates were then appointed to the JPAC Committee: Commissioner Bischoff, Mayor Dave Connors, Mayor John Petroff, Jr., and Councilman Carlton Christensen.

Commissioner Burton noted that Mayor Washburn, Mayor Billings, Mayor Ellertson, and Commissioner Herbert were members of JPAC that had been appointed from Utah County.

Commissioner Cragun moved that all nominations to the committees listed above be confirmed by the Council. The motion was seconded by Councilman Jensen and passed unanimously.

Commissioner Burton explained the difference between the Council's *Budget Committee* and the Council's new *Transportation Funding Committee*, which will be pursuing and promoting the Council's position on Transportation funding.

Budget Committee Report

Action on acceptable use policy and harassment policy: Councilman Jensen stated that the Council's current Personnel Policy does not contain statements on an *Acceptable Use Policy* or a *Non-Harassment Policy*. He stated that the staff has been advised by legal counsel and other human resource professionals that the WFRC should consider adding such statements to their Personnel Policy. Copies of an Acceptable Use Policy for Information Technology Resources and copies of a Non-Harassment Policy that was patterned after Salt Lake City's policy were included in Council members' packets.

Councilman Jensen moved that the *Acceptable Use Policy* and the *Non-Harassment Policy* be added to the Council's Personnel Policy. The motion was seconded by Mayor Dolan and passed unanimously.

UTA Interlocal Agreement

Commissioner Burton introduced Kathryn Pett, UTA's Counsel, and asked her to discuss UTA's Interlocal Agreement with 40 cities which would give UTA planning and operational authority over the commuter and light-rail corridors it owns. Copies of an article from the Salt Lake Tribune dated January 6, 2004 were included in Council members' packets.

It was noted that UTA, some members of the State Legislature, and others, have expressed some concern that the commuter rail line that is anticipated to be completed in 2007 could be delayed due to regulations that could be imposed on the Utah Transit Authority (UTA) by the numerous local jurisdictions that the rail line traverses. In the State Legislature a Bill is being sponsored by Senator Greg Bell to address the issue in the event the UTA Interlocal Agreement cannot be approved by the various local jurisdictions.

Ms. Pett stated that UTA's Interlocal Agreement is now final and it is posted on the Utah League of Cities and Town's website. She stated that if approved by the local jurisdictions, UTA would still be subject to city regulation as a general [rule], but not as it pertains to the construction and operation of their system within their rail right-of-way. The cities would not impose permitting or other fees. But, if it's not something defined as part of the system or in the corridor, then the cities would have regulatory authority. She noted that several cities have already passed the Agreement, including Harrisville, Midvale, Sandy, and Farmington, and that things are progressing well. She stated that UTA needs two signed copies of the Interlocal Agreements, and noted that the Agreements can be sent to either Gary Crane or Kathryn Pett at UTA.

In answer to a question by Commissioner Burton, Ms. Pett stated that the Interlocal Agreement needs to be in place before a Full Funding Agreement can be obtained in Washington. She noted that UTA can't pursue federal funding until this issue is complete.

Ms. Pett noted that UTA's Commuter Rail project to the north was the only project nationwide to be advanced this year by Congress and is at the top of a list in Washington. She also noted that the \$9 million funding request was not reduced in committee.

Mayor Connors noted that the Regional Growth Committee passed a Resolution endorsing UTA's Interlocal Agreement, at its last meeting. He felt that a Resolution from the Council would be viewed as a tremendous demonstration of unanimity and need for the project.

Mayor Connors moved that the Council prepare a Resolution supporting UTA's Interlocal Agreement. The motion was seconded by Mayor Auger and passed unanimously.

Mr. Mike Allegra noted that in the past two days, a discussion was reopened relating to the re-authorization of federal transportation programs. He stated that the funding discussion for a six year bill is progressing very quickly towards a February 29 deadline.

Mr. Chappell noted that in addition to capital funds, PL funds to support metropolitan planning activities have been increased in the Senate version from 1% to 1.5%, but not in the House version. He stated that MPOs all depend on additional planning funds and would appreciate the additional ½%.

LRP Finance Committee

Report on establishing the committee, members: Mayor Dolan reported that in December, 2003, the Regional Council endorsed the Regional Growth Committee's recommendation to create a committee to develop a funding strategy to support the financial assumptions of the Long Range Plan. He stated that the committee is now established and will have it's first meeting on January 26th. The committee's responsibilities will include 1) agreement on a package of funding sources to pursue for highway and transit financing, and 2) agreement on information needed for local officials to present to the Legislature when pursuing necessary authorizations for preferred funding sources.

Report on UrbanSim Land Use Model

Information - briefing on the testing of UrbanSim per the settlement agreement: Commissioner Burton introduced Mr. John Britting of the Council's staff, and asked him to brief the Council on the UrbanSim Land Use Model. Copies of excerpts from the settlement agreement pertaining to the UrbanSim testing, along with excerpts from the Urbanism Peer Review Panel report were included in Council members' packets.

Mr. Britting reported that the WFRC staff is testing the UrbanSim land-use model. He noted that a different land-use modeling approach to forecast future growth in the region is currently used by the WFRC staff. He stated that UrbanSim is a state-of-the-art approach to forecasting future land-use growth that relies on a set of statistical models that pick up patterns in the way this region has grown. Critical inputs to the modeling system include jurisdictional master plans, environmental constraints and the proposed future transportation system. He stated that the WFRC is one of a handful of Metropolitan Planning Organizations (MPOs) across the country currently implementing and testing UrbanSim.

Mr. Britting reported that MPOs are responsible for preparing long-term forecasts of travel demand, and projected land use is a critical component of such a process. He stated that these growth forecasts are a critical input to the region's transportation models, which are used in the planning process to help evaluate the relative effectiveness of alternative transportation solutions. However, WFRC, like other MPOs, currently prepares long-term travel demand forecasts based on land use assumptions about the future that are not influenced by the transportation plan. That is, land-use growth forecasts have traditionally not been influenced by or tied to where infrastructure improvements are planned. Many have questioned the logic of this forecasting approach, wondering whether land-use growth and transportation demand would be noticeably different under alternative transportation plans.

Mr. Britting stated that UrbanSim is designed to support metropolitan planning and policy analysis in a much more scientifically rigorous manner, and one important advantage is that growth forecasts are influenced by the quality of the proposed transportation system. By coupling UrbanSim with the regional travel demand model system, a range of land use and transportation policy interventions can be combined into policy 'scenarios', and the systematic effects of these intervention strategies can be explored on urban development outcomes and the quality of the transportation system. He stated that the objective of the UrbanSim project is to make available a set of analytical tools to support informed strategic planning to improve decisions about transportation, land use and the environment that affect the sustainability and quality of life in communities.

Mr. Britting reported that, as per the conformity lawsuit settlement agreement, the WFRC must test UrbanSim and a Peer Review Panel must evaluate whether or not UrbanSim is suitable for use in this area by January 31, 2004. (This deadline has been extended to February 29, 2004.) He stated that the Peer Review process has been completed and at the February 2004 Council meeting, the WFRC will be asked to consider to what extent, if any, UrbanSim is suitable for use in this region.

Mr. Britting reviewed excerpts from the UrbanSim Peer Review Panel Report, dated January 8, 2004. He explained the implications of adopting UrbanSim by WFRC. Adopting UrbanSim or another integrated land use - transportation (LU/T) model requires a significant commitment of resources and effort. The real motivations to make this commitment are to produce more realistic and accurate forecasts of both land use and transportation system performance, and to provide answers to the key policy questions of today and tomorrow. Such questions include the land use impacts of transportation investments and policies, and the congestion consequences of land development actions. UrbanSim is prominent among advanced, integrated LU/T models, but it is a work in progress. The question "is it suitable for operational use?" gets a qualified "yes", in that additional tuning is required to make it immediately operational for WFRC, it cannot yet answer all of the relevant policy questions, and it needs a more timely data set to support its use. It can support exploration of some of the key transportation and land use questions facing the Council, it has great potential for bringing essential decision support and improved information assets to the region, and, the panel believes, it is superior to the forecasting tools now in use by WFRC. A commitment to UrbanSim is an investment in better information and decision-making for transportation and land use planning; that investment must include better, more timely land use data that will be useful to the region for a variety of planning purposes beyond UrbanSim and sufficient, professionally skilled staff support. Such investments will not only assure the successful application of the current version of UrbanSim, but will also build the basis for using more advanced integrated LU/T models when they become available.

Mr. Britting explained the usefulness for different WFRC applications from the Peer Review Report. He explained that UrbanSim produced credible land use and travel results for tests of policies involving substantial changes - e.g., the no-build and urban growth boundary policies simulated to 2030 in the sensitivity tests. He stated that the panel found it difficult to interpret the outcomes of tests of narrower policies, such as the removal of substantial sections of the proposed highway or transit networks. In the latter cases, and in tests of what were thought to be radical increases in downtown Salt Lake City parking fees, results seemed almost random. It is possible that, with more experience and some model

improvements, WFRC professionals and regional constituents may find it possible to use UrbanSim for smaller projects. In the meantime, the panel feels that UrbanSim is not now suitable for use for evaluating the impacts of corridor and project level actions. This will also limit its use for developing the TIP. Additional sensitivity studies, changes in model specifications, the use of smaller grid cells, and the use of fewer variables with a better calibration data set might lead to more realistic project level sensitivity in the future.

Mr. Britting explained that UrbanSim allows the modeling to include adopted city land use plans. He also noted that when forecasting, the modeling makes sure that regional transportation plans fit with city land use plans. He stated that more testing will be done, although he felt a thorough job has been done to this point. He hoped to get the level of comfort with the software up, so that it could be used in the Long Range Plan over the next three years.

Mr. Chappell stated that the Council was falling behind in tools to forecast land use development. He noted that UrbanSim includes better land use/parcel/and block information which will improve the transportation demand modeling.

Mr. Britting noted that a draft Resolution will be presented to the Regional Growth Committee (RGC) and then, with the RGC approval, presented to the Council in February.

In answer to a question, Mr. Britting stated that the software was developed at the University of Washington through a grant from the National Science Foundation, and was provided to the Council free of charge.

Council members discussed concerns about funding. Mr. Chappell stated that although the ongoing cost of the project is currently unknown, it was hoped that any costs could be incorporated into everyday business and end up being a cost savings for the Council.

Mayor Oates felt that this "cutting edge" software could be a cost avoidance down the road, even if it's not currently a cost savings.

Mr. Chappell noted that Mr. John Britting was recently promoted to Area Coordinator.

Information - report from Regional Growth Committee (RGC): Commissioner Page reported that Mr. Chappell and Mr. Ramjoue' have made presentations to the RGC suggesting changes to the regional transportation process/Plan. She stated that there are some changes that need to be made to make the process more sensitive to regional growth patterns, regional growth principles and strategies, local planning, the land use/transportation connection, economic development, safety and security, environmental quality, and purpose and need of projects. She stated that the development of a "Regional Vision" was also suggested that would identify alternative futures (growth choices), development of an enhanced public involvement process, enhanced geographic information system for data storage, analysis, and mapping, enhanced technical planning tools (such as UrbanSim), system performance measures, and updated criteria for project selection and priorities.

Commissioner Page stated that the WFRC staff will be working on a Work Plan or Scope of Work for making the suggested changes to the regional transportation planning process and Plan that will be considered by the RGC at its next meeting. She noted that it will then be presented to the Regional Council.

Executive Director's Report

Mr. Chappell noted that Mr. Barry Banks had been assigned as the staff representative for Weber COG.

Mr. Chappell briefly reported on House Bill 23 , sponsored by Representative Lockart, relating to codifying MPOs in state law. He stated that this bill reinforces coordination between MAG and WFRC.

Mr. Chappell reported on legislation relating to transportation funding that would affect projects. He stated that the Centennial Highway funds appear safe for now, however the Legislature is waffling on B&C funds to local agencies. He encouraged Council members to get in touch with their Representatives and Senators on these issues.

Mr. Hattery noted that a letter had been received from FHWA and FTA concurring in the Regional Council's conformity finding for the Long Range Plan. This finding will be valid for 3 years and means that transportation projects in the region will continue to be eligible for federal funding.

Other Business

With no further business, the meeting was adjourned at 4:25 p.m.