

JORDAN CITY
CITY COUNCIL STUDY SESSION

June 17, 2014

Present: Mayor Alvord, Councilman Chuck Newton, Councilman Chris Rogers, Councilman Mark Seethaler, Councilman Don Shelton, CM Gary Whatcott, ACM/City Attorney Rob Wall, Director of Development Services/City Engineer Brad Klavano, IS Director Jon Day, Finance Director Sunil Naidu, COS Paul Cunningham, Public Works Director Jason Rasmussen, City Recorder Anna West

Absent: Councilman Steve Barnes

Others: (See Attachment A)

Mayor Alvord welcomed everyone present.

A. **Invocation:** *By Interim Mayor Alvord*

Mayor Alvord offered the Invocation

B. **Review: Jordan School District Transportation**

Mayor Alvord noted an accident that happen in our City that caused concern to many people in our City. He said it could be viewed as a wake-up call as an opportunity to make some changes. He recognized that the Jordan School District is here and we appreciate their attendance. He turned the time over to Anthony Godfrey of the School Board.

Anthony Godfrey said we are prepared to give an overview of how we establish routes and stops and talk about what is involved in student transportation, including safe walking routes. He introduced Scott Thomas, Administrator of Auxiliary Services who oversees the transportation department; Herb Jensen, Director of Transportation, and Debbie Soelberg, Route Coordinator. He said we want to answer your questions and provide whatever you need about the general process for establishing stops. He said we also have information here about each route and a binder to look up specific information to assist with your questions. We follow state law and state guidelines in establishing routes and those routes are expected to be both safe and efficient. We are required to meet certain standards to maintain safety and that is a very high priority for us. We are also required to establish routes in a way that meet those standards so that we qualify for reimbursement. The overall reimbursement for the routes that we are required to provide is about 55% from state funding.

Scott Thomas reviewed and read aloud handout document (Attachment B) "Jordan School District Transportation Stops, Runs, and Routes."

City Manager Whatcott asked how road miles are calculated. Debbie Soelberg said they measure from the middle of the road in front of the student's home to the first public access.

Councilman Rogers said using this calculation and if they live in a community with private roads are those roads counted in this calculation. Ms. Soelberg said yes; we do count them.

Mr. Thomas said if your driving route is less than 1.5 miles then you don't qualify for busing.

Councilman Newton said two months ago we had a discussion with our City Engineer to prioritize getting in sidewalks in rural areas.

Councilman Rogers asked about the process for determining safe walking routes. Mr. Thomas said the School Community Council is the starting point. That has parent representatives and school representatives and they are reviewed annually. He said it specifically states that they can be reviewed any time a need arises.

Councilman Rogers said there was some concern that when the Community Council provided the Safe Walking Routes to the City there was a very short turn-a-round period (24 hours) for the City to respond. If you could, we would like a bit more time to review those routes to help our City Staff so they can do a more thorough review of the routes.

City Engineer Klavano said I sign off on the Engineering side of things and we sometimes get them the day before they are due. It would be more productive if our staff as well as the Police Department was more part of the Community Council that puts these together so we can collaborate more effectively. We need to know when they have their meetings so we can participate in the process better. Mr. Thomas said we can look at the calendar and pick which meeting would give you enough time before the deadline to make any budgetary considerations or to give input.

Mr. Thomas said it would be best if you tell us that you would like us to hold an additional meeting where you would have representation. You could even hold the meeting here if needed. We will look at coordinating that so it's early enough and so it is with the right people.

Mayor Alvord said the neighborhood where Seleny Crosby had her accident has conducted a pole and they have asked that the buses stop in the HOA neighborhood rather than on 40th west. I was reading through your guidelines and noticed it said the bus stops can't be on private property. What is the district's policy on HOA's. Mr. Thomas read from the handout regarding bus stops on where they can and should not be placed.

Councilman Rogers said I am less concerned with the stop being in the HOA as opposed to the side of the street in which the student lives because the danger occurs when we are expecting children to cross busy streets. In this circumstance we had a stop on the west side of the street and she lived on the east side of the street and had to cross. Mr. Godfrey said the Crosby children were permitted to ride on the bus because lived within the walking boundary and there is a bus that stops in the neighborhood on the east side of 40th west. It would have required them to walk

a lot further to get there so some of the people that cross right there where the accident took place requested that so they wouldn't have to walk as far.

Councilman Rogers said the safety concern should always trump the route set whether the kids are permitted or not. Ms. Soelberg said the state requires us to create stops, runs and routes according to their state guidelines.

Mayor Alvord asked about the bus fitting through the Oak Park subdivision. Mr. Klavano said those streets are very narrow and have a pretty tight radius in there. I believe they are 22' feet of asphalt and that's all there is. They have applied for us to take those streets on as public streets and we are going through the process.

Councilman Newton asked what our regular street width is. Mr. Klavano said they are 28 feet of asphalt and you have the gutter. Councilman Newton asked what the likelihood would be in widening those streets to an acceptable width. Mr. Klavano said widening would never happen. He said I spoke to them and told them that if we do move this forward we would probably have to no parking on one side of the street. They said they have talked about it as an HOA whether to do that or not.

Mayor Alvord said when a bus stops on a busy street all cars should stop and there are children present. It may give children a false sense of security and they may think they are safe. We lost a life on that road and would like a solution that delivers the kids in the neighborhood that goes 12 mph rather than 40 mph on a busy street.

Mr. Thomas said we know there is an active investigation continuing on and Jordan School District is prepared to comply with whatever recommendations given as part of that investigation. In the mean time we would like to continue to consult with our State Traffic Engineer and look at the different possibilities.

They had discussion about the difference between public roads and private roads. It was noted that they are purchasing shorter buses to be able to take them into the tighter roads. HOA's are required to maintain their own infrastructure so there is concern about taking a bus into an HOA and causing possible damage to the road or area. It was noted that the State Code requirements are listed in the handout.

Mayor Alvord said he would like to see a map of the stops on busy roads. Mr. Godfrey said he would scan a copy of the document and email it to Council.

Mayor Alvord called for a brief break before continuing.

C. Review: Fire Level of Service (*By Battalion Chief, Andy Butler*)

Fire Battalion Chief, Andy Butler, reviewed a power point presentation for Fire Level of Service (Attachment C).

**Councilman Newton made a motion adjourn. Councilman Rogers seconded the motion.
The vote was unanimous in favor.**

**This is a true and correct copy of the July 17, 2014 Council Study Session meeting minutes, which
were approved on July 1, 2014.**

Anna M. West
South Jordan City Recorder

Utah State Office of **Jordan School District Transportation** Stops, Runs and Routes

Jordan School District transports approximately 29,700 eligible students to and from school daily. Of those 29,700 students, we transport approximately 4,700 regular education students from the city of South Jordan on 62 buses to and from school. We transport 394 special education students to South Jordan City schools from inside the city boundary as well as from other surrounding cities.

Below, we have asked and answered some of the most commonly asked questions regarding school transportation. In answering these questions, we have included the administrative rule and guidelines from the State of Utah. It is important to state that in order to receive State funding for transportation; we are required to follow the State Administrative Rules and Guidelines.

It is our hope that you will have a better understanding of how we create stops, runs and routes for Jordan School District students.

ELIGIBILITY:

Question: How is eligibility determined?

Administrative Rule: R277-600-4

- A. State transportation funds shall be used only for transporting eligible students.
- B. Transportation eligibility for elementary students (K-6) and secondary students (7-12) is determined in accordance with the mileage from home specified in Section 53A-17a-127 (1) (a) and (b) to the school attended by assignment of the local board.

53A-17a-127

- (1) A student eligible for state-supported transportation means:
 - (a) A student enrolled in kindergarten through grade six who lives at least 1.5 miles from school;
 - (b) A student enrolled in grades seven through twelve who lives at least 2.0 miles from school;

ELIGIBLE BOUNDARY MEASUREMENT:

Administrative Rule R277-600-4

F. The distance from home to school is determined as follows: From the center of the public route (road, thoroughfare, walkway, or highway) open to public use, opposite the regular entrance of the one where the pupil is living, over the nearest public route (thoroughfare, road, walkway, or highway) open regularly for use by the public, to the center of the public route (thoroughfare, road, walkway, or highway) open to public use, opposite the nearest public entrance to the school grounds which the student is attending.

A. Method of Measurement

In order to determine pupil eligibility, the distance from home to school or school to home is measured as follows:

From the center of the public route (road, thoroughfare, walkway, or highway) open to public use, start or stop the measurement opposite the front door of where the pupil is living, then over the nearest public route (thoroughfare, road, walkway, or highway) open regularly for use. Start or stop the measurement opposite the nearest public access to the school grounds where the student is attending. **The shorter of the two distances (home to school or school to home) will be used.**

Question: What is the process in measuring the 1.5 mile and 2.0 mile eligibility boundary?

Jordan School District's method of compliance:

Transportation uses Edulog (routing software) to reflect the attendance boundary for each school on a map. This map is calibrated and maintained according to the official state map.

The 1.5 mile and 2.0 mile boundaries are created by identifying where on the map the school property begins, marking the access points to each school on the map. We select the school access points on the map and instruct the computer to measure down the center of the street, from those school access points either 1.5 or 2.0 miles using all roads, thoroughfares, walkways or highways. Edulog generates an accurate measurement for each school.

Once Edulog has generated the measurement, we create each boundary by drawing lines at the point on the map where the measurement ends. This process creates what we refer to as the walk boundary. Any student who lives beyond 1.5 miles for elementary school and 2.0 miles for secondary school is eligible by measurement to ride the bus.

BUS ROUTE APPROVAL:

Administrative Rule: R277-600-6

- A. Transportation is over routes proposed by local boards and approved by the USOE. Information requested by the USOE shall be provided prior to approval of a route. A route usually is not approved for reimbursement if an equitable student transportation allowance or a subsistence allowance accomplishes the needed transportation at less cost. A route shall:
1. Traverse the most direct public route;
 2. Be reasonably cost effective related to other feasible alternatives;
 3. Provide adequate safety;
 4. Traverse roads that are constructed and maintained in a manner that does not cause property damage; and
 5. Include an economically adequate number of students.

- B. The minimum number of general education students required to establish a route is ten; the minimum number of students with disabilities is five.

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G. A bus route may follow only public roads that are constructed and maintained at such standards that the condition of the road will not subject the passengers or the bus to undue hazards and will not subject the school district or any of its employees to liability for injury or property damage.

Question: How do we create an approved bus route?

Question: What is an approved bus route?

Jordan School District's method of compliance:

Based on the number of eligible students, we analyze the cost, efficiency and distance of a route and determine the most economical method of providing transportation for Jordan School District students.

To qualify for state funding, a state approved regular education bus route would require ten eligible students who ride the bus every day. This translates to sixteen eligible students which allows for illness or track changes. A state approved special education bus route requires five special needs students assigned to a bus.

All bus routes are created in the most efficient manner as possible limiting the number of miles traveled by the bus and the number of minutes that it takes for a bus to complete the route. In other words, a bus should travel only on the most direct public route necessary to pick up students safely and limit the opportunity to waste fuel and time.

BUS STOPS:

Administrative Rule R277-600-6

- C. The school district designates safe areas for bus stops.
- (1) To promote efficiency, the USOE approved minimum distance between bus stops is 3/10 of a mile. The USOE may approve shorter distances between bus stops for student safety
 - (2) Bus routes shall avoid, whenever possible, bus stops on dead end roads.
 - (3) Students are responsible for their own transportation to bus stops up to one and one-half miles from home.

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D. Bus Stops

1. To promote bus route efficiency, the minimum distance between stops should be 3/10 of a mile in safe areas assigned by the local district.
2. For efficiency, bus routes should be avoided that have bus stops on dead-end roads. These stops increase costs due to extra mileage and time consumed.

3. Students will be expected to walk to bus stops up to one and one-half miles from their home depending on the age and ability of the students. Disabled students are expected to walk to bus stops commensurate with their ability.
4. Whenever a bus route is extended to pick up additional children, the extra costs and time should be analyzed, and prior approval received from the State Office of Education. In some situations student reimbursement may be more economical.

Question: How do we create efficient, safe bus stops?

Jordan School District's method of compliance:

All bus stops are evaluated individually. We determine where the majority of eligible students live and try to place a stop in that area. The process of creating a stop;

1. Site visit. We look at the surrounding area, become familiar with the characteristics of the neighborhood.
2. Determine, based on our observation, where the safest place would be for placing a stop.
3. Comply with all state requirements:
 - a. Stops are to be placed 3/10 of a mile apart unless there is a safety concern.
 - b. Stops should not be placed on roads that have dead ends where a bus will not have the opportunity to turn around without backing up.
 - c. Stops should not be placed on a curve in a road or on the crest of a hill which will limit visibility.
 - d. Stops are placed on public roads that are maintained and are constructed to handle the size and weight of a school bus.
 - e. Stops should not be placed on private property so that the school district or any of its employees will be subject to liability for injury or property damage.
 - f. Stops must be placed within the eligible busing boundary. Stops must be created in such a way as to promote efficiency.
 - g. Stops should not add unnecessary time or mileage to the route.
 - h. Stops should not be placed in any area where a verified sex offender resides.

When creating a stop; we try to ask a parent, in advance, if it would be acceptable to place a stop for the students at his or her residence. Whenever possible, if there is a public area within a neighborhood, we will place a stop at that site while making sure that the bus remains on public roads.

Should a patron call us and request that we move the stop from their property, we respect their wishes and look for a new location for the stop by using the same procedure as previously described.

Question: Why do Special Ed Buses enter and stop on private property?

Administrative Rule R277-600-4

- C. A student who's IEP (Individual Education Plan) identifies transportation as a necessary service is eligible for transportation regardless of the distance from the school attended by assignment of the local board.

Federal guidelines play into the rules regarding Special Ed Students and Transportation. If transportation is identified in a student's IEP as a relatable service, we are required to provide transportation.

Also identified in the IEP is whether or not a student needs a home stop based on his or her capabilities. If a student lives on private property and it has been determined that we need to pick up that student at his home, we are required to do so. Failure to meet the Individual Education Plan (IEP) for a student is regarded as a violation of his or her civil rights. Federal guidelines are followed first and then State guidelines.

INELIGIBLE STUDENTS AND SPACE AVAILABLE PRIVILEGES:

Administrative Rule R277-600-11

- B. (1) A school district shall not be penalized in the computation of its state allocation for the presence on an approved to and from school route of an ineligible student who does not create an appreciable increase in the cost of the route;
- (2) There is an appreciable increase in cost if, because of the presence of ineligible students, any of the following occurs:
 - (a) Another route is required;
 - (b) A larger or additional bus is required;
 - (c) A route's mileage is increased;
 - (d) The number of pick-up points below the mileage limits for eligible students exceeds one;
 - (e) Significant additional time is required to complete a route.
- (3) Ineligible students may ride buses on a space available basis. An eligible student may not be displaced or required to stand in order to make room for an ineligible student.

Utah State Office of Education – Standards for Utah School Buses, Page 70

B. Ineligible Students

1. If a school district allows ineligible students on a bus and their presence does not create an appreciable increase in the cost of the bus route as determined by the State Office of Education (in computing to and from school state allocations), the district shall not be penalized.
2. Ineligible students may ride existing bus routes, and to and from an existing bus stop, on a "space available" basis provided that neither time, mileage, or other appreciable cost is added as a result of this service.
3. No eligible transported student is to be displaced or required to stand in order to make room for an ineligible student.

Question: How do we implement Space Available Passes for ineligible students?

Jordan School District's method of compliance:

Jordan School District allows bus service to ineligible students within the limits set by the State of Utah. Students who live within 1.5 miles of an elementary school and 2.0 miles of a middle or high school are identified as ineligible for transportation. Jordan School District's Space Available program works as follows:

Space Available Guidelines:

- If space is available, students who live too close to school to qualify for state supported bus service may be allowed to ride from the nearest approved bus stop. (This privilege will not be granted when there are overriding safety concerns or other considerations.)
- It is a parent's responsibility for the safety of their student to and from the bus stop.
- If the number of ineligible students who want to ride exceeds the number of spaces available, the principal will work with the School Community Council to establish guidelines for the method that will be used to issue space available passes.
- Space available passes are issued for the current year only. Students requesting a space available pass must apply each year.
- Passes may be withdrawn at any time if an increase in eligible riders reduces the number of seats available.
- Passes may be revoked at any time for student conduct that does not conform to the rules for riding the bus.
- Ineligible riders who are issued bus passes must agree to use a designated existing bus stop.
- Bus stops will not be added to accommodate space available riders.
- Students attending their boundary school and request a space available pass will be given first priority over students attending a school on a special permit.
- Space available passes may not be issued until:
 - ❖ Year round elementary schools – prior to the 15th day after Track D has begun.
 - ❖ Traditional calendar schools – prior to the 30th day of the school year.
- Space available passes will not be issued to students desiring transportation to an after school job site or activity.

SAFE WALKING ROUTES:

Transportation is not responsible for the development of safe walk routes for each individual school. The school administration in cooperation with its local municipality develops and publishes the safe walk route for walking students who attend the school. This process of developing the safe walk route could require a student to walk farther than 1.5 miles or 2.0 miles to school.

SNAP Plan Overview:

With increased traffic congestion around schools, students who choose to walk or bike have limited safe routes. Under Utah law, every elementary, middle, and junior high school is responsible for developing and implementing a safe walking plan. High schools are also encouraged to create a plan. The plans are referred to as SNAP plans, because the software used to create them is called the "Student Neighborhood Access Program." A SNAP plan consists of a map and text description outlining the safest routes for students to walk and bike to school.

SNAP Plan Process

1. Identify a School Community Council SNAP Team
 - School Community Councils have the important responsibility of developing their school plan. A council consists of parents and school employees, which includes the principal. There will always be more parents on the committee than employees.
2. Take an inventory of the school's walking areas
 - Members of the team walk or drive routes looking for possible problem areas. They may also consult with local law enforcement, city engineering employees, city public works department employees, or others as they look closely at the route.
3. Create a student map
 - Often schools use the SNAP software to create these maps. Cities also partner with schools to create them. The maps need to include the school, crossing guards, crosswalks, stop/yield signs, and traffic signals.
4. Create a text description of the student map
 - Principals will often separate their maps into areas or quadrants to accomplish this task.
5. Meet with law enforcement, city planners, and city engineers
 - Principals share the final plan with these key people before submitting it to the district.
6. Revise SNAP Plan based on review and input from these different jurisdictions
 - The principal, School Community Council, PTA, City Manager, City Engineer, and law enforcement will sign their approval on the final form before it is submitted to UDOT.
7. Distribute approved plan to students, parents and school employees
 - The approval process takes place in the spring of each year for the following year. Maps should be given to students at the beginning of each school year. It is important to note that this is not a one-time process. Schools and the community councils are required to review and update the plan at least once a year, and more often if needs arise.

SUGGESTED ELEMENTS

- **Missing/Damaged Sidewalks**

Note the condition of the sidewalks where most students will be walking or biking. Take note of roads without sidewalks, damaged or broken sidewalks, missing sidewalk curb ramps and parking stripes and curbs. Their location and physical condition can be considered in determining the safest route(s). You may choose to mark some of these critical areas with the optional Missing/Damaged Sidewalk line icon in the SNAP Mapping Software.
- **Narrow School Routes**

Note areas where there is no continuous sidewalk and students may be forced to walk along road shoulders that are less than three feet wide. The SNAP Mapping Software includes Footnote and Hazard icons to mark where these roads exist and the location of warning signs. Detail the narrow routes in the Text Description.
- **Railroad Crossings**

Mark where rail lines pass through a school's walking area (typically within a one- to two-mile radius of the school). The SNAP Mapping Software automatically identifies these areas through Google Maps™ mapping service.
- **Reduced Speed School Zone**

Mark the location of reduced speed zones around the school. The SNAP Mapping Software includes a reduced speed school zone line option to identify these areas.
- **School Bus Loading Zones**

Mark the location of bus loading zones on school property.
- **Student Drop-off/Pick-up Zones**

Mark the location of drop-off zones. The SNAP Mapping Software includes an icon to identify this zone. Flow of on-site traffic and drop-off/pick-up zones can be described in detail in the Text Description.
- **Traffic Volume**

It is not necessary to identify the traffic volume of every street in the school's walking area; however, keep in mind the volume where students are walking or biking. Observe traffic patterns on more than one day. When choosing between two roads, direct students to travel along the road with lower traffic volume and speed, where possible.
- **Other Hazards**

Take note of additional hazards that may affect walking or biking to school, such as canals or steep hills. Use your best judgment in identifying hazards that are not included on the checklist but that are significant to your area. In the SNAP Mapping Software, use the hazard symbol to identify these areas, and detail the hazard in the Text Description.

Fire Department Service Levels

SOUTH JORDAN CITY FIRE DEPARTMENT

PRESENTED BY: ANDREW BUTLER



Goal

Formally establish the level of service for this community including:

- baseline and benchmark travel time for urgent calls for service
 - baseline and benchmark travel time for non-urgent calls for service
 - baseline and benchmark staffing level for first-due fire suppression units.
- 

Service Level

- Emergency Response
- Other Services

Terminology

- Baseline
 - Benchmark
 - Urgent
 - Non-Urgent
 - Travel Time
 - Response Time
- 

Standards

- Insurance Services Office (ISO)
- National Fire Protection Association (NFPA)
- The Commission on Fire Accreditation International (CFAI)

	Travel Time - Urgent	Total Initial Assignment	Travel Time – Non Urgent	Performance
ISO	3:12 minutes			
NFPA	4:00 minutes	8:00 minutes		90%
CFAI	Benchmark: 4:00 Baseline: 5:12	Benchmark: 8:00 Baseline: 10:24		90%

Science Behind the Standards

Standards based on science

Two examples:

- EMS: Cardiac Arrest
- Fire: Flashover

Cardiac Arrest

- Definition
- Survival vs. Time

Flashover

- Definition
- Fire Propagation Curve
- Safety Aspects
 - Occupant
 - Firefighter
- Property Loss
 - Building Clearances
- Resources Needed

Recommendation

Considerations / Standard

- Standards
- Experience
- Sustainability
- Cost vs. Benefit
- Historic Service Level
- Impact to Life Safety and Property
- Science
- Service Level Within the County

STANDARD

	Travel Time - Urgent	Total Initial Assignment	Travel Time – Non Urgent	Performance
South Jordan Fire	Benchmark: 4:00 Baseline: 5:12	Benchmark: 8:00 Baseline: 10:24	Benchmark: 8:00 Baseline: 10:24	90%

Recommendation

Benefits

Total response time of 7 minutes 32 seconds:

- Industry Standards
 - Service Level in Salt Lake County
 - Life Safety
 - Incident Stabilization
 - Property Conservation
- 

Consider This

Recommendation – Travel Time

	Benchmark	Baseline	Performance
Urgent	4:00	5:12	90%
Non-Urgent	8:00	10:24	90%
Total Initial Assignment	8:00	10:24	90%

**CITY OF SOUTH JORDAN
4 MINUTE TRAVEL TIME
BY POSTED SPEED LIMIT
EXISTING AND POTENTIAL STATION LOCATIONS
USING EXISTING STREET NETWORK
WITH FUTURE STREETS**

