



CITY COUNCIL MINUTES

Wednesday, October 23, 2024

Approved December 11, 2024

The following are the minutes of the City Council meeting of the Herriman City Council. The meeting was held on **Wednesday, October 23, 2024, at 5:30 p.m.** in the Herriman City Council Chambers, 5355 West Herriman Main Street, Herriman, Utah. Adequate notice of this meeting, as required by law, was posted in the City Hall, on the City's website, and delivered to members of the Council, media, and interested citizens.

Presiding: Mayor Lorin Palmer

Councilmembers Present: Jared Henderson (remotely), Teddy Hodges (remotely), Sherrie Ohrn, and Steven Shields (remotely)

Staff Present: City Manager Nathan Cherpeski, Assistant City Manager Wendy Thomas, City Recorder Jackie Nostrom, Finance Director Kyle Maurer, Communications Manager Jonathan LaFollette, Public Works Director Justun Edwards, Community Development Director Blake Thomas, City Attorney Todd Sheeran, Management Analyst Trevor Ram, City Planner Michael Maloy, City Engineer Bryce Terry, HPD Police Chief Troy Carr, Operations Director Monte Johnson, UFA Division Chief Anthony Widdison, HPD Investigations Commander Zach Adams, Assistant City Attorney Matt Brooks

5:30 PM – WORK MEETING: (Fort Herriman Conference Room)

1. Council Business

Mayor Lorin Palmer called the meeting to order at 5:31 p.m.

1.1. Review of this Evening's Agenda

Council and staff briefly reviewed the agenda.

1.2. Future Agenda Items

There were no future agenda items requested.

1.3. Council discussion of future citizen recognitions

There was no future citizen recognitions discussed.

2. Administrative Reports

2.1. Hidden Oaks Master Development amendment discussion – Nathan Cherpeski, City Manager

City Manager Nathan Cherpeski outlined the potential development plan amendment for the Hidden Oaks area. He highlighted a proposal to request the removal of the senior-only housing requirement in pod 15 and 17. Additionally, the second proposal would replace the pods with larger, single-family lots in pod 15 and 16 and transfer six into pod 10. The revised plan for pod 10 was suggested to address concerns about attainable housing. The change would allow for a row of 4,000 square-foot lots that would feature a smaller building footprint. The homes would initially be constructed without garages to help reduce the initial purchase price. Homeowners would have the option to add a detached garage in the future. City Manager Cherpeski noted the setbacks would also be reduced to accommodate the potential for future garage construction. City Planner Michael Maloy added the driveway would account for tandem parking.

Mayor Paler shared the background behind the proposed development changes, explaining that the idea came from his involvement with the Housing Affordability Commission and subsequent conversation with Ivory Homes discussing the challenges of making housing truly affordable. Mayor Palmer emphasized the solution shouldn't just be about creating small lots, but rather about ensuring homes were genuinely affordable. He looked at the possibility of exploring deed restrictions or other mechanisms to ensure affordability. When asked about the price point for the proposed homes, Ivory Homes Representative Brad Mackay replied that a price point had not been determined as the plan was still in the early stages of development.

Ivory Homes Representative Mackay explained the approach to make homes more affordable in the proposed development by outlining that the homes would be 950 square feet, designed as rear-load ramblers with unfinished basements, and could be built without garages initially. By removing the garage, the price of the home could be reduced by \$30,000 to \$40,000, allowing homeowners to add a detached garage later when they were financially able to do so. He emphasized the goal was to build smaller homes on smaller lots, taking advantage of the existing infrastructure in the area, which has already been developed with the necessary roads and utilities. Councilmember Sherrie Ohrn pointed out the details provided to the Council showed various layouts and size of homes.

The Council debated the potential for constructing smaller homes and price points. Councilmember Steven Shields argued the real issue was not the size or feature of the home, but rather that smaller homes on smaller lots do not necessarily translate into more affordable prices, especially when the market price drives the cost. He worried that such developments would simply create more expensive homes in smaller formats without lowering overall housing costs. Mayor Palmer agreed.

City Planner Maloy suggested the development could be a good opportunity to address housing affordability for a small number of families, but acknowledged the solution would not solve the broader issue of the housing crisis. Councilmember Ohrn emphasized the challenge of affordability being a market-driven issue and cautioned against over-regulating and not allowing the market to correct itself. Councilmember Teddy Hodges relayed his concern about the feasibility and potential for unintended consequences, such as government subsidizing housing. Councilmember Jared Henderson agreed that this project didn't make sense to experiment. He clarified his priority was the infrastructure and density of the development, not the square footage of the lot. He stressed the importance of properly placed open spaces and argued that they should be practical and useful, not just meeting an arbitrary requirement. He suggested that green spaces should be integrated into people's yards rather than placed in unutilized public areas. The Council agreed.

City Council consensus expressed support of lifting the senior housing restriction on lots within pod 15 and 17; however, were not open to the revised plan for pod 10.

2.2. Discussion on a 10-Year Financial Model – Kyle Maurer, Finance Director and Trevor Ram, Management Analyst

Finance Director Kyle Maurer presented an overview of the City's 10-year financial model, outlining the key assumptions that guided the projections for both revenues and expenditures. The revenue forecasts, particularly for sales tax, were approached conservatively, reflecting recent trends where sales tax growth had been strong through 2022 but was expected to slow moving forward. The City saw significant double-digit increases in sales tax up until 2022; however, in 2023-2024, the growth slowed to around 2%. This deceleration was attributed to the larger tax base, where achieving high percentage increases became more challenging as the base grows. Franchise tax revenue, from energy companies like Rocky Mountain and Enbridge, saw a surge in 2022-2023 due to rate increases, but future revenue was expected to stabilize, particularly in cable TV, as more residents discontinue cable services in favor of streaming alternatives.

On the expenditure side, the financial model assumed realistic, slightly higher-than-usual growth in costs to account for various service demands. This included anticipating increases in personnel costs, such as salaries, insurance premiums, and retirement contributions, which were projected to grow at different. Given the importance of maintaining operational

vehicles and equipment, the City has incorporated a vehicle replacement charge into the budget for all departments, a practice that was previously applied only to the police department. This ensures that City vehicles and equipment are replaced on a timely basis without straining future budgets.

A significant adjustment to the model involved the City's impact fee revenue projections. The Community Development Department has worked on updating these projections to make them more realistic, particularly as new developments like Olympia and the proposed Panorama area are utilizing the Public Infrastructure Districts instead of paying impact fees.

Population growth, a critical driver of both revenue and expenditures, has slowed in recent years. The City's current population is estimated at 62,000 residents, with the official 2023 census count at 60,000. However, the population projections for 2023 and 2024 show a slight dip, primarily due to changes in how the U.S. Census Bureau estimated population. The Census Bureau adjusted its methodology, which resulted in more of the growth being allocated to Utah County rather than Herriman City. This shift in population estimated implications for future planning, as it suggested that some of the expected growth will not be captured within city boundaries.

The City plans to maintain current staffing levels and service levels for most departments, the financial model includes provisions for expanding the fire service area. This expansion involved the construction of a new fire station in the coming years to meet the growing demand for fire services as the city continues to develop. Overall, the 10-year financial model was designed to ensure fiscal sustainability by planning for conservative revenue growth, realistic expenditure increases, and adjustments to reflect the changing dynamics of the city's population and infrastructure needs. The model also anticipated future demands and made provisions for additional services, particularly in the fire department, to meet the evolving needs of the community.

Finance Director Maurer provided a detailed presentation of the City's General Fund and capital improvement projects, emphasizing the current and future financial challenges. He showed the City's projected revenues were sufficient to cover operating expenditures. He explained that the current capital improvement projects over the next 10 years focus on those funded by general revenues. Staff projected future capital needs beyond what has been approved by the Council. When the additional projects are incorporated into the model, there is a noticeable imbalance with expenditures exceeding revenues. The fund balance was expected to decrease starting in 2032, and if all proposed projects were funded, the city would face a shortfall of over \$30 million, highlighting the need for further financial planning.

The capital improvement projects currently totals about \$39 million, though about \$11 million could be covered by other sources such as impact fees or one of the potential public

improvement districts. The City included the projects in the list; however, has placed them deferred them to a future column in the projections. Director Maurer emphasized the importance of reevaluating the capital improvement plan to prioritize essential projects, given limited staff capacity, particularly within the engineering department, which would manage the projects.

Staff recommended exploring economic development initiatives to increase city revenue and reexamine which projects would be critical to move forward. Director Maurer stated some projects could be postponed due to workload constraints. He also highlighted efforts made to support technology initiatives, like using artificial intelligence, to reduce the reliance on new hires and mitigate labor costs, which are the biggest expense. The technological solutions could provide long-term savings, although they may require significant upfront investment.

Director Maurer addressed the financial implications of the proposed capital improvement projects and other fund forecasts. He highlighted the current model assumed no property tax increase to balance the budget, which would lead to a \$30 million shortfall by 2034. The model did include the projected cost of a public safety building in 2028, estimated at \$19.5 million, which would require bonding and result in an annual debt service of about \$1.5 million. To cover this gap, property tax increases would be necessary, with projections showing a required increase ranging from 2.77% to 33.5% over the next decade. A smaller tax increase of 13.5% would be needed just to fund the public safety building.

Director Maurer presented a scenario where new growth revenue was incorporated into the model. This improved the financial outlook, showing that the fund balance would remain solvent until about 2029, just before the public safety building debt service would begin to strain the budget. The City also had a strong performance from the police department in fiscal year 2024, with savings of approximately \$1.06 million, largely due to personnel vacancies, which helped to offset operating costs. However, he noted that the police department's fund balance would decrease in 2025 and 2026, as personnel funds were used temporarily to cover inflation costs.

Director Maurer discussed the park impact fee fund, which faced its own set of financial challenges. The impact fee revenues were expected to be around \$13.1 million over the next 10 years, with some of this revenue being reduced due to the creation of Public Infrastructure Districts that fund park infrastructure instead of paying impact fees. With about \$46.6 million in park projects within the capital improvement plan, the park impact fee fund is facing a significant shortfall. Debt service on bonds issued for master development agreement obligations would add further strain, requiring approximately \$516,000 per year from park impact fees. Staff recommendations for the park impact fee fund included prioritizing

projects that have the least operating impact on the general fund, as well as updating the impact fee analysis and facilities plan to reflect current costs.

Director Maurer then provided an update on the transportation impact fee fund and highlighted the projected fund balance which showed a slight surplus when excluding projects potentially funded by public improvement districts. Major transportation projects included the 13400 South improvements, McDougal Road Phase One, and traffic signal upgrades, all of which are part of the current plan.

Director Maurer addressed the fire service area fund, which included the projected cost of a new fire station in 2028. This fund assumed that the City would pay for the new station's operating and debt service costs, although other cities might contribute to the operating costs under the Unified Fire Authority's (UFA) pricing model. The fund balance looks healthy until 2028, but once the new station is operational, both the construction and operating costs will significantly increase the fund's financial demands.

City Manager Cherpeski added that the decision to build a new station would be primarily based on the City's needs, not because of neighboring area requirements. He acknowledged that other cities could contribute to the costs, the City should anticipate bearing most of the financial responsibility for the new station as a community. The planning for the station could evolve, and changes may occur in how costs are distributed. He reiterated that the City should prepare for the possibility of funding a new station independently.

Finance Director Mauer outlined assumptions used in the fire service area's financial model explaining that a conservative approach allocated for a 2% increase through 2031, followed by a 1% increase. He also noted that the fire service area participates in several Community Development Project Areas, which would reduce the property tax increment directed to those development areas. He noted operating costs were assumed to rise at 5% annually due to contract increases. The cost for a new fire station was estimated at \$8.4 million, factoring in current costs and inflation. He noted the model also included a worst-case scenario, considering the construction of a larger fire station instead of a smaller one, which would lead to an additional operating expenditure of \$3.4 million and a debt service of \$1.4 million. He projected that a property tax increase of about 26% would be required in 2031 to keep the fire service fund solvent.

City Manager Cherpeski emphasized the importance of not relying on one-time funds, noting that the City had made efforts to shift away from using such funds to avoid masking long-term financial challenges. He also highlighted the limitations of impact fees, explaining that while certain projects may be eligible for impact fee funding, there was no guarantee that sufficient funds will be available to cover them. City Manager Cherpeski referred to the large capital projects, mentioning that the City had far more ambitious plans, such as the \$250-

\$300 million in planned capital projects, than what was realistically achievable with the current financial outlook.

City Manager Cherpeski also pointed out that while the City hoped to increase property and sales tax revenues in the future, most of these increases would come with incentives, meaning the City won't capture the full amount immediately. By around 2035, the City would start receiving the full benefit of these increases, but it will be too late to address the current financial shortfalls. Despite these challenges, he stated that the situation was not catastrophic but rather a long-standing reality that is now being presented more transparently for informed decision-making. He noted that the City has been conservative with its expense projections, although actual costs could vary. Additionally, while revenue growth is occurring, it is not at the same rate as in the past. He used the example of homebuilding, noting that adding 1,000 homes now has a far smaller impact on revenue compared to when the city was adding 5,000 homes annually, as the tax base is much larger now.

City Manager Cherpeski outlined the next steps for the City's financial planning, noting that after this meeting, they would bring the Council back to discuss the Capital Improvement Plan (CIP). While the focus of the current meeting was on the broader budget, the CIP would address projects planned beyond the immediate two-year period. City Manager Cherpeski mentioned that, with \$70 million allocated to projects over the next two years, it would take longer than that to fully complete them. Therefore, the Council will need to focus on the longer-term plans and consider how to prioritize projects in the future.

City Manager Cherpeski reiterated his plans to discuss a framework for evaluating projects, emphasizing the importance of asking key questions for each project. These questions could include: How does the project impact the city and its residents? What is the investment required, and what is the expected rate of return—if any? The goal will be to develop a clear set of criteria to guide decision-making for future projects. He also mentioned that the Council would review the entire capital plan.

Councilmember Ohrn expressed appreciation for the transparent approach taken in the meeting, stating that it's far better to face the reality of the City's financial situation with clear numbers than to ignore it. She emphasized that pretending the issue doesn't exist, continuing to spend without the necessary funds, or making promises that can't be backed financially, would be detrimental. Councilmember Ohrn acknowledged that while the situation may not be ideal, it's far more constructive to understand the challenges upfront so the City can address them directly, rather than pretending they aren't happening. The Council concurred.

3. Adjournment

Councilmember Ohrn moved to adjourn the City Council work meeting at 6:38 p.m. Councilmember Henderson seconded the motion, and all voted aye.

7:00 PM – GENERAL MEETING:

4. Call to Order

Mayor Palmer called the meeting to order at 7:03 p.m. and noted Councilmember Henderson and Hodges were participating remotely.

4.1. Invocation/Thought/Reading and Pledge of Allegiance

Mr. Gavin Nyberg led the audience in the Pledge of Allegiance.

4.2. City Council Comments and Recognitions

There were no comments or recognitions.

5. Public Comment

Gavin Nyberg expressed his disappointment and surprise upon learning that the DARE program had been canceled this year, without any prior notification to him or others he had spoken with. After his mother spoke with Sergeant Lopez, he discovered that the cancellation was due to funding issues. Mr. Nyberg requested the City to find a way to reinstate the program in schools, emphasizing the importance of combating the widespread issue of drug use and providing students with as much support as possible to remain safe and drug-free. To further support his request, Mr. Nyberg gathered signatures from 124 fourth and fifth-grade students at Silver Crest Elementary, all of whom expressed their desire for the DARE program to be brought back.

Councilmember Shields acknowledged the value of the DARE program, sharing personal experience with his own children, including his oldest son, who gained the courage to intervene with a friend due to the lessons learned in DARE. He expressed strong support for the program, describing it as "amazing" and beneficial for students. However, he explained that the main issue preventing the program's continuation was the high cost of providing officers for the training sessions. With the full cost of an officer—including vehicle and equipment—amounting to around \$250,000 per year, having two officers involved in the program across multiple schools was a significant financial commitment. Councilmember Shields pointed out that these officers, while conducting DARE sessions, were not available for other public safety duties. He noted that due to budget constraints and the recent tax increase already passed, the City was forced to make difficult financial decisions, and unfortunately, the DARE program was one of the things that had to be cut.

Mayor Palmer explained that the cancellation of the DARE program was largely due to a state law passed this year, which now requires officers to be present in junior high schools throughout the entire school day. He clarified that previously, an officer was able to divide

his time between the junior high and the elementary schools, conducting DARE sessions part-time. However, with the new state law, officers must be stationed at the junior high from bell to bell, leaving no time to manage the DARE program at the elementary schools. To continue the DARE program, the City would have needed to hire an additional full-time officer, making it financially unfeasible given the current budget constraints. Mayor Palmer expressed his personal disappointment, noting that even his young son, who loves participating in DARE, would be upset by the program's discontinuation. He acknowledged that everyone involved is saddened by the loss, but the change was driven by the need to comply with the state's new safety requirements for schools.

Councilmember Ohrn encouraged Mr. Nyberg to explore alternative ways to address the issue of drug prevention at his school. She acknowledged that government programs like DARE have been a long-standing solution, but she suggested that the community, including parents and students, could come together to create their own version of a drug prevention program. Councilmember Ohrn emphasized that the responsibility of preventing drug use lies not just with the government but with the entire community. She encouraged him to talk with his parents and peers to find solutions and create initiatives locally, given the City's financial constraints. She added that increasing taxes to fund such programs would only raise costs for families, potentially making the area unaffordable.

Darianna Faria, the president of Latinos in Action at Herriman High School, extended a formal invitation to the City Council residents to attend a Multicultural Festival hosted by the organization on November 2nd. The event, which was scheduled from 2:00 PM to 6:00 PM, would celebrate the diverse cultures within the community. It marked the conclusion of Hispanic Heritage Month and coincided with Dia de los Muertos (Day of the Dead). The festival featured various cultural organizations, including the Columbus Center, the Black Student Union (BSU), and the Asian Student Union. The event honored cultures beyond just Hispanic traditions. Ms. Faria mentioned that the festival provided a platform for the community to come together in celebration of its diversity.

6. City Council Reports

6.1. Councilmember Jared Henderson

There was no report.

6.2. Councilmember Teddy Hodges

None.

6.3. Councilmember Sherrie Ohrn

Councilmember Ohrn shared that during the special meeting with Wasatch Front Waste and Recycling District, where the Board discussed budget issues including a proposed \$6.50 monthly increase in garbage service fees. She expressed concern about the financial burden

this increase might place on the residents, especially considering the cumulative effect on everyone. She recommended the City explore alternatives by preparing a request for proposal for garbage service to make sure the City is getting the most affordable option. She clarified the City would continue working with the District for the foreseeable future. She also noted the tentative budget would be considered the following Monday, with a final budget approval the following month, allowing for public comment. She relayed the sentiment at the meeting was to move forward with the proposed fee increase.

6.4. Councilmember Steven Shields

Councilmember Shields shared a personal reflection after spending time in the San Diego area, noting the unique approach to high-occupancy vehicle lanes, which featured a moving barrier for bus lanes. He observed significant construction and heavy traffic congestion in southern California, highlighting the rapid growth and changes in areas like San Diego. He compared this to Herriman's growth over the past 20 years, acknowledging the challenges of rapid change but also appreciating the community's positive aspects. He stated Herriman was a wonderful place to live, with great people and facilities.

7. Mayor Report

Mayor Palmer discussed the ongoing issue of homelessness, noting that it was a topic raised in both the LPC meeting on Monday and COM. He shared that the State Committee on Homelessness has decided to shift back to a centralized campus model, moving away from the previous approach of temporary satellite shelters. The committee was seeking a 30-acre site along the Wasatch Front to build a permanent homeless facility that will not only provide shelter but also essential services. Mayor Palmer expressed hope that the new direction would alleviate the challenges of relocating temporary shelters each winter.

Councilmember Shields questioned the effectiveness of current approaches relating to homelessness. He noted that the county has spent significant resources on temporary shelters and services for the homeless population, including \$50 million annually for winter resource centers. He suggested that instead of continuously spending on temporary solutions, they could consider building affordable housing, such as tiny homes, which could be more cost-effective in the long run. Mayor Palmer agreed, acknowledging the high costs involved in maintaining temporary shelters, and pointed out that efforts are shifting towards more permanent housing solutions.

8. Reports, Presentations and Appointments

8.1. Results of Traffic Signal Warrant Study at the intersection of Herriman Main St & Herriman Rose Blvd – Bryce Terry, City Engineer

City Engineer Bryce Terry presented the results of a traffic signal warrant study for the intersection of Herriman Main Street and Herriman Rose Boulevard. He noted that the intersection had no traffic control device for Herriman Main Street traffic, only advisory

lights to alert drivers when people are crossing. The school crosswalk for Silver Crest Elementary had previously been located at this intersection, but after consulting with the school, local law enforcement, and the community, it was relocated to Herriman Main Street and Black Locust. This new location has an existing traffic signal, which provided safer crossing with a red light stopping all traffic.

Engineer Terry explained that the decision to move the Safe Walk route to Black Locust was met with public concern, and additional discussions emerged about the need for broader improvements to the intersection, including a potential traffic signal, roundabout, or other enhancements. In response, the City conducted a traffic signal warrant study, explaining that such a study is necessary before installing a traffic signal. Engineer Terry also mentioned that a prior study in 2021 found that the traffic volumes at this intersection did not meet the requirements for a traffic signal, but the new study would provide updated information. He invited questions from the public before continuing with the details of the study.

Councilmember Shields asked for clarification on who was responsible for choosing the safe walk route for students. City Engineer Terry explained that the decision was a collaborative effort from the Herriman Police Department, the Engineering Department, Silver Crest Elementary administration, and Jordan School District. The school administration gathers feedback from the school community council, which discusses safe walking routes and provides recommendations. After considering the input provided from all parties, an agreement on the safest route is submitted to the state for official recording and finalization. Engineer Terry added that the discussion regarding the safe walk route had been ongoing for at least the past five years.

Councilmember Shields asked for the definition of “safe walking route”. Engineer Terry explained the safe walking route referred to the safest path for students to take from their home to the school, utilizing existing infrastructure. The main goal is to prioritize safety, particularly when dealing with obstacles like busy roads. Convenience is also a factor considered; however, the primary focus is on ensuring the safest route, based on engineering assessments and recommendations. Councilmember Shields clarified that the safe walking route is not guaranteed to be free from any dangers or issues. Engineer Terry concurred and reiterated the goal was to provide the best path for students to get to school. It does not guarantee complete safety from all dangers. In some areas, there are no sidewalks, and students may have to walk on the shoulder of the road without any curb or gutter for protection. The route created allowed for designated areas where crossing guards could safely assist students in crossing busy streets. In cases where there are no sidewalks, the route is still established, though it would be referred to as a “narrow school safe walk route,” meaning students walk with minimal protection from the road.

Councilmember Shields asked about the context behind what a warrant study entailed. Engineer Terry explained that a traffic signal warrant study was based on the Manual on Uniform Traffic Control Devices, a federal document that sets the standards for all public roadways, including private roads that are not gated. The manual is used to ensure consistency in road signs, striping, and traffic controls across the country to allow for uniformity so that drivers can understand traffic controls regardless of location. The warrant study was part of the guidelines, which establish criteria for when a traffic signal should be installed. The criteria, or warrants, justify the need for a signal based on factors like traffic volume and safety, ensuring that there is a valid reason for adding a traffic signal to a particular intersection. Councilmember Shields restated that the term “warranted” was often used to mean something that was justified or met certain requirements. He emphasized that the warrant study essentially would determine whether the installation of a traffic device was justified.

City Engineer Terry explained that traffic signal warrant studies are necessary to determine whether installing a traffic signal is justified and appropriate. The purpose of these studies is to avoid overuse of traffic signals, which can cause unnecessary delays and frustration for drivers. If traffic signals are installed without proper justification, it can lead to congestion and potentially more dangerous driving behavior, like road rage. He pointed out that traffic signals are not only installed to improve vehicle flow but must be done so in a way that doesn't create new issues or worsen the existing situation. If traffic signals are placed in locations that aren't warranted by national or state standards, there is a risk of creating safety problems and legal liability if accidents occur. Therefore, a warrant study follows established criteria to ensure that traffic signals are installed where they are needed, effective, and safe.

Engineer Terry explained the process of determining whether a traffic signal is warranted, focusing on several key criteria used in a traffic signal warrant study. The first criterion, traffic volume, was assessed through three different warrants. In Warrant 1, the volume of traffic on both the major and minor roads had to meet certain thresholds over an eight-hour period. For example, the minor road needed at least 150 vehicles per hour, and the major road required 600 vehicles per hour. While the major road met its volume threshold, the minor road did not, so a traffic signal was not warranted based on traffic volume alone. Pedestrian activity was another factor, but it was unlikely to meet the necessary thresholds for a signal. A pedestrian signal warrant required either 300 pedestrians crossing in one hour or 150 pedestrians crossing for four hours a day, which was not the case in this study. Crash data was also reviewed under Warrant 7, which required at least five crashes in the last year that could have been prevented by a traffic signal. However, there was only one minor crash, which did not meet the necessary criteria. Additionally, Warrant 6 and Warrant 8 considered factors such as transit needs and future traffic projections from a transportation master plan, but these were not relevant to this study. Warrant 9 addressed railroad crossings, which did not apply in Herriman. Engineer Terry emphasized that while traffic signals can improve

safety and manage traffic, they must be justified by these technical standards to avoid unnecessary delays and driver frustration. If the city decided to override these standards, it could face legal risks if accidents occurred due to an improperly justified signal. He also noted that funds for traffic signals must be allocated responsibly, ensuring they are installed where truly needed, based on unbiased data rather than external pressures.

City Engineer Terry confirmed that the first three warrants, which are based on traffic volume, were examined in detail. He explained that while some of the criteria were close to being met, others were far off, and after reviewing the collected data, they concluded that a traffic signal was not warranted. Based on the studies and data analysis, including all the factors considered in the manual, staff did not recommend installing a traffic signal at currently. Engineer Terry explained that the pedestrian activity warrant was challenging to quantify. The warrant simply counted how many people are crossing the road at a given time, and this does not account for the fact that fewer people may cross the road due to safety concerns in the absence of a traffic signal. For a four-hour period, the warrant required 150 pedestrians to cross during each of those four hours. However, at the location in question, the highest count, typically around the time when school lets out, was about 50 pedestrians. This number was subject to change, especially after the school crossing was moved to a different intersection.

Councilmember Shields also inquired whether any warrant combined traffic and pedestrian counts at the same hour, to which Engineer Terry explained that the pedestrian warrant does consider traffic volume. The busier the road, the fewer pedestrians are needed to meet the warrant. Conversely, on less busy roads, a higher number of pedestrians would be needed. Councilmember Ohrn asked if pedestrian traffic was considered during peak times, such as morning or after school hours, when pedestrian traffic is higher. Engineer Terry confirmed that the warrants factor in the amount of traffic at specific times, but the intersection did not meet the necessary criteria for any of the traffic and pedestrian warrants.

Following up, City Engineer Terry noted that, although the intersection didn't meet the warrants for a traffic signal, traffic on Herriman Main Street was expected to grow, making it important to continue monitoring the situation. The intersection was about 75% of the way to meeting the necessary traffic volumes for a signal. However, he emphasized that alternative solutions should be considered, including meeting with community members to discuss their concerns. Engineer Terry suggested solutions such as improving sight distance by trimming or removing trees in the center median, installing traffic-calming measures, or using a driver feedback sign.

Councilmember Ohrn asked whether there are times when it would no longer be safe to have an intersection at all, such as when left turns become too dangerous. Engineer Terry acknowledged that there are instances where restrictions could be placed on certain

movements, like eliminating left turns by extending the median. However, this could create new challenges, and any change would need careful consideration of its potential impact.

Councilmember Shields pointed out that it wasn't clear what specific issues the traffic signal was meant to address, such as traffic flow, pedestrian crossings, or school safety. He emphasized the importance of identifying the exact concerns before determining which improvements should be made. Engineer Terry agreed, stating that the goal was to identify the community's main concerns and find targeted solutions that could improve safety and functionality at the intersection.

Mayor Palmer opened the public comment portion of the meeting.

Charisty Nyberg expressed her concern about the lack of communication regarding the recent changes regarding the safe walk route. She highlighted that the neighborhood had not been notified about the decisions, and there was no opportunity for public comment or input. Ms. Nyberg shared that she only learned about the school community council when she attended a meeting regarding the new safe walk route, and she was surprised to find that the changes had already been decided. This lack of communication led to pushback from residents who felt excluded from the process. Ms. Nyberg, who is now a member of the school community council, mentioned her goal was to improve communication moving forward. She emphasized that many residents were unaware of the ongoing discussions, and this led to frustration in the community. She then addressed the safety concerns raised by Councilmember Shields, agreeing that the issues were a combination of several factors. Ms. Nyberg explained that it was difficult to safely enter or exit the neighborhood, especially during peak times, as the traffic made it challenging to turn left out of the intersection. She suggested that this might have contributed to the low traffic numbers recorded during the study, noting that construction work had likely led many people, including herself, to avoid the area. Regarding the pedestrian count, Ms. Nyberg pointed out that the children now had to walk to Black Locust School instead of crossing directly to their previous school, reducing the number of pedestrians crossing at the intersection. She also noted that more parents were driving their children to school because of the increased walking distance. She called for more community input, acknowledging that other areas of the city may also need attention but stressing that the concerns of her neighborhood should be addressed as well.

Lacey Taylor introduced herself as a member of the school community council, alongside Ms. Nyberg, both of whom were elected to the council with hopes of making a positive impact. She noted that the plan regarding the school's safe walk route had been presented at a subcommittee meeting, not to the entire council. When they were informed about the plan, the police brought it forward, stating that it was already decided. Ms. Taylor expressed concerns about the level of communication involved in creating the plan and questioned how much input had been gathered, particularly from school leadership. She referenced

information from the Utah Safe Routes program, which stressed the importance of school leadership in decisions related to student safety and transportation. According to the program, policies, procedures, and projects aimed at improving student safety, increasing physical activity, and encouraging walking or biking to school should be promoted by school and district officials. Taylor emphasized that, as the only all-walking school in Herriman, the school had unique needs that required special consideration. She pointed out that there were no buses serving the school, meaning that all students had to walk, which likely contributed to increased foot traffic in the area. Ms. Taylor also raised concerns about safety, particularly with the lack of a reduced speed limit along the road. She mentioned that before the traffic study began, she had contacted the engineering department to inquire if traffic between the school and a nearby restaurant would be considered, as it could affect pedestrian traffic on Main Street. Although she was told that this would be taken into account, she was unsure whether it had been addressed in the study. Additionally, she noted that previous foot traffic studies had been conducted during a period when schools were not fully operational due to COVID-19, suggesting that these findings might not accurately reflect the current situation. Taylor concluded by reiterating the need for further exploration of options to ensure the safety and well-being of the students walking to school.

David Pruitt referenced the Manual on Uniform Traffic Control Devices (MUTCD) and specifically Warrant 5, which addressed school crossings. According to Warrant 5, if an engineering study shows that the number of traffic gaps during school crossing periods was fewer than the minutes in that period, and there are at least 20 schoolchildren crossing during the highest crossing hour, a traffic signal would be warranted. Mr. Pruitt found it hard to believe that this warrant was not met and sought clarification on this point. He then raised another question about the study, asking whether it had considered the possibility of installing stop signs, as they have a lower threshold for warranting than traffic signals. He noted that this aspect had not been discussed in the study. Mr. Pruitt made a comment regarding roundabouts. He pointed out that while traffic lights and stop signs require warrants, roundabouts do not. He acknowledged that roundabouts can be more expensive than traffic signals but emphasized that low-cost roundabout options exist. He cited studies showing that roundabouts are safer than traffic signals and recommended that the city consider them as a viable alternative when addressing traffic concerns. Specifically, Mr. Pruitt suggested that a roundabout would be a better solution than restricting left-hand turns through the installation of a median, as had been previously mentioned.

Councilmember Shields asked City Engineer Bryce Terry to address two points. First, he inquired whether the subcategory of Warrant 5 regarding gaps in traffic and their relation to the number of minutes during the school crossing was evaluated in the study. Engineer Terry explained that the school crossing warrant was not applicable because the current Safe Walk route does not cross at the location in question. The warrant would have applied if the route had remained as it was before, but since there are alternative crossing options, the warrant

didn't justify a traffic signal at this intersection. Councilmember Shields also asked about the consideration of roundabouts in the area. He noted that roundabouts are generally a good solution for traffic flow but wanted to know how they interact with pedestrian crossings. Engineer Terry responded by explaining that roundabouts reduce conflicts between vehicles and pedestrians, particularly because there are no left turns crossing in front of other vehicles. However, for a roundabout to function effectively in this case, it would need to be multi-lane to accommodate the traffic on Main Street. The design of such a large roundabout might impact nearby properties, and the pedestrian safety concerns arise because drivers may not always notice pedestrians while navigating the roundabout, especially when they are not required to stop. Mayor Palmer reiterated that no decisions had been made yet and emphasized the need for continued community input, particularly on issues like communication and transparency. He acknowledged the concerns about the process and assured everyone that further discussions would allow for more consideration of the options and their potential impacts. Councilmember Shields clarified that his questions were intended to gather information, not dismiss ideas, and that the process was ongoing.

Katie Palmer shared her concerns about the intersection near Silvercrest, emphasizing that the issue was not just about creating safe walking routes for children, but about the overall safety of the intersection itself. She described witnessing three close calls, including a recent incident where a middle school student almost got hit while crossing the intersection on their bike. Katie pointed out that middle school kids tend to cross the intersection around 7:35-7:45 AM, which is often during busy traffic times. She mentioned that these students are not following the longer walking route to Black Locust but instead crossing directly at the intersection, which increases the risk of accidents. Ms. Palmer also raised concerns about the timing of school releases, noting that the elementary school lets out at 3:05 PM, which overlaps with middle school dismissal. This creates congestion at the intersection, with students from both schools trying to cross at the same time, potentially creating more confusion and risk. She emphasized that her primary concern was the safety of anyone crossing the intersection, particularly the children, and thanked the Council for working with the community to address these concerns.

Sherry Rogers expressed her concerns regarding the safety of students, particularly middle school children, crossing the street near Silvercrest. She noted that many middle school students were still using the old crosswalk, which was no longer a zebra-striped crosswalk and was potentially hazardous. Ms. Rogers proposed reinstalling a 20 mph school zone from Black Locust to the Herriman Rose intersection, arguing that such a zone would make the area safer for students walking or biking. She pointed out that similar setups exist in other areas, such as Salt Lake, where a 20 mph school zone exists alongside a traffic signal and a pedestrian sky bridge. She also raised the concern that students were walking in the gutters of Herriman Main Street due to insufficient sidewalk space, which increased the risk of accidents, especially with cars speeding at 35 mph. Ms. Rogers suggested that slowing traffic

to 20 mph would help mitigate these dangers and make the area safer overall, especially for middle school students crossing the street. She also questioned why the traffic signal was placed at Black Locust rather than at Herriman Rose, suggesting that the latter intersection might be more critical given its higher traffic volume and the safety concerns raised by the community.

David Pruitt asked whether the stoplights at the intersections of Black Locust and Fort Herriman were warranted, seeking clarification on whether there was a traffic study or data supporting the need for these lights. His second question focused on communication with the community, as he inquired about how the future community meeting would be communicated to residents. He was looking for clarification on the methods or channels that would be used to ensure the public is informed about upcoming discussions or decisions regarding the intersection and safety improvements.

Mayor Palmer responded that he did not have information currently on why the lights were placed at specific intersections; however, wanted to focus on looking forward and addressing the issues at hand. He also made it clear that the City would never allocate taxpayer money to remove or relocate the traffic lights, as doing so would be an extremely costly undertaking, amounting to millions of dollars. The City's current approach was to focus on finding solutions.

Gabe Nyberg shared his thoughts on the traffic light situation, and expressed that if the equipment for the light was already in place, it might be more efficient to move it rather than leave the light where it was. He mentioned the frustration that occurs when a light turns red, and vehicles make right turns without waiting, causing unnecessary delays for others. Mr. Nyberg also highlighted the significant distance children must walk to cross Herriman Main Street. He suggested that moving the lights could improve the situation for residents, especially for children walking from the neighborhood and the recreation center. He also brought up the idea of installing pedestrian crossing lights, like those seen near schools in other areas, to improve safety.

Lacey Taylor expressed her appreciation for the City's efforts in addressing the traffic and safety concerns, acknowledging the work and studies being done. She emphasized that their main goal was not to push for a light if it's not necessary, but to explore viable options for improving safety. She indicated they became involved because they noticed a lack of communication, which led to delays in addressing the issue, particularly with school already in session. She mentioned the importance of timely updates, especially regarding safe walking routes, and the possibility of changing routes mid-year if needed. Ms. Taylor also highlighted that, through paying closer attention to the traffic patterns, she noticed many drivers seemed unaware of the dangers. She clarified that her involvement was not about placing blame on any party, but rather about working together as a community to find the right solution. She

also shared her frustration with how a local news interview was edited, taking out of context her statement about losing sleep, which she felt was misleading.

Mayor Palmer and Councilmember Hodges were nominated to sit on the committee to further address this concern with staff and interested citizens.

8.2. Discussion Regarding 13800 South Roadway Improvements – Bryce Terry, P.E., City Engineer

City Engineer Bryce Terry provided an update on the 13800 South roadway improvements, particularly around Mountain Ridge High School and surrounding areas. He explained that the project was divided across multiple jurisdictions: parts of the road are in Herriman, Riverton, and Bluffdale. The section west of Mountain View Corridor, including a new connection to the road, was completed before the school year started to accommodate school traffic, with curb, gutter, sidewalk, and road widening improvements. The section to the east of the canal, which included a new asphalt trail and a raised crosswalk for safety, was finished by the end of September. However, concerns from neighboring communities about the increased traffic and speed led to a delay in opening the road fully. Though the Herriman portion was complete, barriers were placed to prevent traffic from moving east or west across the canal. The neighboring communities requested additional upgrades to address safety concerns before the road could be opened. These upgrades included addressing traffic flow and speed, with public meetings being held to discuss the changes. Engineer Terry confirmed that the goal was to remove the barriers and open the road completely by Monday, October 28th. A letter was sent to residents notifying them of the anticipated opening.

9. Consent Agenda

9.1. Approval of the September 25, 2024 City Council meeting minutes

9.2. Review and Approval of the September 2024 Financial Summary

Councilmember Ohrn moved to approve the consent agenda as written. Councilmember Shields seconded the motion.

The vote was recorded as follows:

<i>Councilmember Jared Henderson</i>	<i>Yes</i>
<i>Councilmember Teddy Hodges</i>	<i>Yes</i>
<i>Councilmember Sherrie Ohrn</i>	<i>Yes</i>
<i>Councilmember Steven Shields</i>	<i>Yes</i>
<i>Mayor Lorin Palmer</i>	<i>Yes</i>

The motion passed unanimously.

10. Discussion and Action Items

10.1. Discussion regarding concerns with the design of Mountain View Corridor ramp locations – Blake Thomas, Community Development

Community Development Director Blake Thomas discussed concerns regarding the design of the Mountain View Corridor ramp locations. The original design from UDOT, dating back to 2010-2012, proposed the southbound ramp for the corridor to be located just north of Juniper Crest/Real Vista Drive. However, due to the developments in the area, such as the community college, RSL Training Academy, and future commercial centers, the current design creates logistical issues. Traffic from the ramp would either need to travel south on the frontage road or miss the ramp entirely, forcing drivers to use city streets, including Academy Parkway, which is narrow and would require expensive widening to handle the increased traffic.

Director Thomas noted staff has worked with UDOT to move the ramp further north to improve traffic flow, but UDOT's analysis has rejected the request. The cost of moving the ramp is between \$5-6 million, which is a fraction of the cost it would take for the City to widen Academy Parkway and address traffic flow issues. Director Thomas asked the City Council to reach out to their legislative representatives and business partners to advocate moving the ramp to its originally planned location, thus saving taxpayers money and improving infrastructure.

The Council expressed concern over the potential costs and inefficiencies of the current design. They agreed that they should advocate for the ramp to be moved, and Mayor Palmer suggested sending a letter to the legislature and making phone calls. The Council also emphasized the importance of explaining the financial impact of the current design and the potential savings of moving the ramp.

11. Future Meetings

11.1. Next Planning Meeting: November 6, 2024

11.2. Next City Council Meeting: November 13, 2024

12. Events

12.1. Election Day: November 5, 2024

12.2. Senior Social: November 7, 2024; Herriman City Hall 11:00 a.m.

13. Closed Session

The Herriman City Council may temporarily recess the City Council meeting to convene in a closed session to discuss the character, professional competence, or physical or mental health of an individual, pending or reasonable imminent litigation, and the purchase, exchange, or lease of real property, as provided by Utah Code Annotated §52-4-205

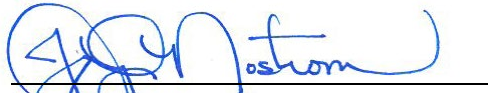
There was no closed session.

14. Adjournment

Councilmember Shields moved to adjourn the City Council meeting at 8:59 p.m. Councilmember Ohrn seconded the motion, and all voted aye.

15. Recommence to Work Meeting (If Needed)

I, Jackie Nostrom, City Recorder for Herriman City, hereby certify that the foregoing minutes represent a true, accurate and complete record of the meeting held on October 23, 2024. This document constitutes the official minutes for the Herriman City Council Meeting.



Jackie Nostrom, MMC
City Recorder