

**MINUTES OF THE CITY OF HOLLADAY
CITY COUNCIL WORK MEETING**

Thursday, October 23, 2025

5:30 p.m.

**Mt. Olympus Room
4580 South 2300 East
Holladay, Utah**

ATTENDANCE:

Mayor Rob Dahle
Paul Fotheringham
Drew Quinn
Matt Durham
Emily Gray
Ty Brewer

City Staff:

Gina Chamness, City Manager
Todd Godfrey, City Attorney
Stephanie Carlson, City Recorder
Jonathan Teerlink, Community Develop. Dir

1. *Welcome* – Mayor Rob Dahle.

Mayor Rob Dahle called the Work Meeting to order at approximately 5:30 p.m.

2. *Quarterly Reports.*

a. Unified Fire Authority – Captain Brown.

Captain Dan Brown presented the Quarterly Report for Quarter 3 (July 1, 2025, to September 30, 2025). He shared a presentation slide with summary information and pointed out that Holladay is getting busier. On average, Holladay gains 1% per year in population and the call numbers have continued to increase. The Top Fire Calls, Top EMS Calls, and Top Other Calls were reviewed. The Emergent Total Times are 5:26 for the 50th percentile and 8:04 for the 90th percentile. Capt. Brown clarified that this does not include the dispatch processing call time.

Historically, the Fire Department has been reactionary, but there is a Community Risk Reduction Program that has been started. There can be more done as far as prevention and education. Capt. Brown reviewed information about lithium-ion battery fire safety. He noted that there have been news stories about lithium-ion fires in different areas. This year, there were lithium-ion fires in Kearns, South Jordan, Layton, and Logan. There is a desire to better educate the public on best practices when dealing with lithium-ion batteries.

It was noted that the Community Risk Reduction Program will be led by Fire Marshal Wade Watkins. Capt. Brown reiterated that the program is intended to be both proactive and educational. The next area of focus will be on CPR and best practices. There is a desire to prioritize meaningful education.

Council Member Brewer expressed support for the program. He asked if education would happen primarily through articles in the Holladay Journal and on social media. It was reported that the best way to deliver the information to communities is through the Liaison Program. The content will be created, the information will be gathered, and there will be feedback received from the Board. From there, it is possible to work directly through liaisons to share the information. Social

media campaigns related to outreach are also beneficial. There is a desire to focus on prevention wherever possible.

There was additional discussion about lithium-ion batteries. Council Member Brewer asked about e-bikes. It was noted that many e-bikes have UL tags to indicate that it has been inspected and meets standards. Over the years, there have been fires caused by different types of batteries, especially as those batteries age. This is something that UFA will continue to pay attention to. There is a desire to capture all of the relevant information and communicate what is being seen to the UFA Board.

Mayor Dahle believed there was a certain way to recycle lithium-ion batteries and asked for additional information about that. He wanted to understand what is done with the recycled batteries. Captain Brown pointed out the QR code on the presentation slide. He explained that there is a recycling website that includes information about where different types of batteries can be recycled. There was recently a trash fire related to the contents in a truck. His assumption is that it was related to a battery.

Captain Brown shared information about the Low Acuity Unit. Generally, if there was a medical call, there would be an ambulance and a heavy apparatus sent out. UFA is testing out the Low Acuity Unit, which is located in a station in Millcreek. There is dispatch within an 11-minute drive time radius, which covers most of Holladay. This is for situations where assistance is needed, but not necessarily medical intervention. It involves dispatch with an ambulance, but the heavy apparatus stays in service. There are many benefits to this approach, including reduced wear and tear on the heavy apparatus and additional service available to cover more critical calls. He noted that there is a trial period underway. Last week, there were approximately 25 responses in the City of Holladay, which means there were 25 instances when the heavy apparatus did not need to be sent out. It remained in service for a more serious call. The trial will run for one year. He believes it has been successful so far. Mayor Dahle asked if there is response with an ambulance, which was confirmed. He believed there was a policy change, so all of the ambulances had a paramedic on board. This was also confirmed.

Council Member Fotheringham believes there is potential with the Low Acuity Unit, especially after looking at the call types shared at the UFA Board Meetings. Information was shared to indicate the types of calls that the unit has handled so far. There is normally no dispatch to traffic accidents, as that could be high acuity. The common call types are related to falls, medical alarms, psychiatric problems/abnormal behaviors/suicide attempts, sick persons, or traumatic injuries. Mayor Dahle noted that there are a lot of calls related to falls. Capt. Brown explained that the dispatch type would depend on the details provided. For example, if there was a hurt ankle, the Low Acuity Unit would likely be sent, but if there was a head injury, the Low Acuity Unit may not be appropriate.

b. Unified Police Department – Chief Hoyal.

Unified Police Department (“UPD”) Police Chief Justin Hoyal shared the Third Quarter Report – July to September 2025 with the City Council. He expressed appreciation for the working relationship that exists with UFA. The City of Holladay Precinct information was shared. Chief Hoyal reported that the calls for this year are down slightly from the last few years. Council Member Fotheringham asked if the calls are down slightly across UPD or if that is only happening in the City of Holladay. Chief Hoyal explained that each precinct is a little bit different. The

organization is trending about the same overall, but some precincts are a little bit higher and some that are a little bit lower.

The Holladay City General Offenses Third Quarter 2025 information was shared. Chief Hoyal explained that this looks at the offense types and the difference between 2024 and 2025. There are some that are lower than in 2024 and there are some that are higher. The Holladay City Traffic Offenses Third Quarter 2025 information was reviewed next, which looked at traffic related offenses for July, August, and September. There were 48 in July, 44 in August, and 40 in September. The Holladay City Citations and Booking Arrests information was shared. Council Member Fotheringham wondered if there could be pending numbers listed in the future, which was denied. Chief Hoyal explained that when someone is arrested, the officers have to list that person as an offender/suspect in their reporting system. Once it goes all the way through the system and the charges come back, the records staff can update the reporting system, so it says arrestee or suspect.

Chief Hoyal reviewed the Holladay Patrol Response Times information. He pointed out that the information is separated by Priority 1, Priority 2, and Priority 3 for July, August, and September. It is approximately 6 minutes for a Priority 1 call, 4 minutes for Priority 2 call, and 10 to 11 minutes for Priority 3 call. These are strong response times overall. Chief Hoyal reported that this was a unique quarter in terms of the response times. Council Member Matt Durham asked what priority type it would be if there was a burglary taking place. Chief Hoyal reported that an in-progress call like that would be a Priority 1. When a crime has happened and the suspects are gone, that is a Priority 2 or 3 depending on the information provided. However, something in progress is Priority 1.

There was discussion about the response times. Chief Hoyal reported that in general, six minutes is a little bit high for a Priority 1 call, as around five minutes is preferred. Council Member Brewer asked how the response times in the City of Holladay compare to other cities. Chief Hoyal reported that there is a strong relationship with the Chief in Cottonwood Heights. As for a direct comparison to other departments, it is possible to look into that and then consider possible areas of improvement.

Mayor Dahle asked about Public Order. He wanted to know what falls under that category. Chief Hoyal reported that those could be suspicious circumstances, such as a suspicious vehicle. Public Order might also be a noise disturbance or a civil problem. Public Order and Public Peace are the largest call types responded to. These are broad and cover a number of situations.

Chief Hoyal reviewed some Cases of Note with the City Council. On August 24, 2025, Officers responded to an apartment complex following reports of a shooting. The victim was shot in the leg by an acquaintance. The Violent Crimes Unit tracked down the identity of that individual. The suspect was found and arrested for multiple felonies, including aggravated assault causing serious injury, discharge of a firearm causing serious injury, possession of a firearm by a restricted person, and drug offenses. He noted that there was excellent work done by the Violent Crimes Units.

On July 15, 2025, Officers were dispatched to address a water leak that caused a severe mudslide. A Unified Command was established with UFA. Chief Hoyal explained that the benefit of the UPD model is that it was possible to pull resources from other precincts to assist.

On September 4, 2025, the Midvale Detectives identified a suspect involved in a burglary in Midvale. The suspect lived in the City of Holladay, so work was done with the Midvale Detectives to serve a search warrant. It was found that the suspect had been committed multiple burglaries across the valley. The search warrant yielded eight firearms, \$3,120 in US currency, 35 silver bullion coins, and jewelry taken during the burglary in Midvale. The suspect was booked into jail on multiple felony charges. Chief Hoyal reported that there were Detectives from Magna, Holladay, Millcreek, and Midvale assisting with that operation.

Education is important to UPD. Chief Hoyal shared information about the E-Bike Educational Campaign. He explained that there are a lot of questions received about e-bikes as far as what is and is not legal. There are many variations between e-bikes and scooters and there are different rules and regulations in place. During the month of July, there was a focus on educating Officers and the public. A classification of all of the different e-devices was created, and this was sent out for publication on the City website. In addition, he wrote an article for the Holladay Journal. There was also an educational video created and posted on Instagram. E-bikes are an issue across the valley. During the months of August and September, there were a lot of educational stops that took place. The focus is now on taking enforcement actions. Chief Hoyal reported that there were a few accidents over the summer involving children riding various e-devices, so it is important to prioritize education.

Council Member Gray asked if education and citations have started to shift behavior. Chief Hoyal explained that it varies because some people had no idea that their actions were not legal. He shared some example scenarios with the Council. There was discussion about the speed of e-bikes and other electric devices. Chief Hoyal reported that there are children who have run away from officers on e-bikes. He asked that people not run away, because fleeing from the police is a third-degree felony. He does not want to see people with felony charges over an e-bike situation.

Council Member Gray wanted to know if there has been education in schools. Chief Hoyal reported that there has not been any so far, but it is something that he would like to look into. It would be beneficial to speak to certain classes. However, he noted that the School Resource Officers speak to students regularly. Mayor Dahle thanked Chief Hoyal for sharing information with the Council.

3. *Wildland Urban Interface Update.*

City Manager, Gina Chamness, reminded the City Council that during the Legislative Session, the Legislature passed a comprehensive piece of Legislation that was designed to help reduce the risk of wildland fires. Something it required was that all municipalities and counties adopt a Building Code around wildland fire. There were a lot of unanswered questions at the end of the session. UFA has been working through some of those questions with State Representatives and the City is now ready to start a conversation with the Planning Commission about that code adoption. She explained that Fire Marshal Watkins will share some information with the Council and then Community and Economic Development Director, Jonathan Teerlink, will talk about the land use process.

Fire Marshal Watkins shared information about House Bill (“H.B.”) 48 – Wildland Urban Interface Modifications. As of March 3, 2025, it became law, and as of January 1, 2026, municipalities need to adopt and enforce the Utah Wildland Urban Interface Building Code standards within their municipal boundaries. He referenced the currently adopted standards from 2006. The

recommendation from the State of Utah is to create a Structure Exposure Score map. Fire Marshal Watkins reported that there is a public meeting on November 6, 2025, at the headquarters of the Utah Division of Forestry, Fire, and State Lands (“FFSL”). He offered to send out the details.

There will be assessments on the higher Structure Exposure Scores within the community. Fire Marshal Watkins explained that the assessment will be facilitated by the County and directed by the State of Utah. He noted that the document has a lot of reiteration of the International Fire Code. Council Member Gray stated that there is not a lot of latitude in creating the map. Fire Marshal Watkins clarified that there is direction to adopt a map. There is discretion over what that map is, but there is a recommendation from FFSL. Ms. Chamness reported that some policy questions included in the Meeting Materials Packet for Council Members to provide some feedback on.

Council Member Gray asked what the difference would be for property in a seven-zone compared to a six zone. She wondered if there are different building and mitigation measures for property owners. Fire Marshal Watkins shared information about the Structure Exposure Scores. Council Member Gray wanted to know about the impact on property owners. Fire Marshal Watkins believed that before January 1, 2026, additional details will be provided. He shared information about defensible space. Fire Marshal Watkins offered to send out a frequently asked questions sheet that addresses a lot of common questions about H.B. 48. The intention is to improve insurability in the State of Utah. Council Member Brewer believed some insurance companies were unwilling to insure certain areas. Fire Marshal Watkins reported that the insurance companies will be able to use the data. The homeowners assessed a fee will have the opportunity to lessen the fee through mitigation efforts.

There was discussion about the maps included in the Meeting Materials Packet. Mr. Teerlink highlighted the Wildland Urban Interface Overlay map and the blue areas that indicates the proposed Holladay Wildland Urban Interface Overlay for Zone A and Zone B. The Exposure Structures Score map was also reviewed. Council Member Brewer asked if this is the same as the Foothill and Canyons Overlay Zone (“FCOZ”) restrictions. It was noted that this is applicable within FCOZ. Fire Marshal Watkins reported that the Structure Exposure Score is the metric of measurement used in this case.

Mayor Dahle believed the map needs to be adopted before January 1, 2026, in order to be compliant, which was confirmed. Ms. Chamness reported that the Planning Commission will start talking about the Wildland Urban Interface Overlay Zone and Building Code at the meeting on October 28, 2025. Staff wanted to make the City Council aware of that and also asked for some guidance about the areas in light blue shown on the map. Council Member Fotheringham pointed out that the light blue areas could be added later. Mr. Teerlink explained that there are light blue and dark blue areas indicated on the maps, but the light blue areas are considered optional. It depends how broad the City Council would like this to be. Council Member Gray asked how the defensible space requirements might conflict with the tree canopy requirements. If this moved forward, the trees in the defensible space would need to be moved and then replanted further from the building. Mayor Dahle clarified that this would only be if there was a new build or remodel. The Council further discussed defensible space.

Council Member Gray asked what would happen if the City Council did not adopt this and there was a fire in the light blue area. She wanted to know if the City could be considered negligent

because though it was recognized that there was some level of risk, the light blue areas were not included. City Attorney, Todd Godfrey, stated that there is fairly strong protection under the Governmental Immunity Act of Utah for a decision that is discretionary. He would not expect the City to incur liability based on a legislative decision unless it was arbitrary. Unless the Council was ignoring data, he would not expect liability to fall on the City. The light blue and dark blue are both being evaluated, as are the risk factors. He does not have a sense that the decision is likely to result in liability.

Fire Marshal Watkins shared additional information about H.B. 48 and also presented some example scenarios. Council Member Gray asked why the houses on the northwest side that are shown in a darker yellow color were not included in the other map. She also wanted to know why a different area was included. Mr. Teerlink explained that there are homes that back up against the golf course.

Mayor Dahle pointed out that some of this comes down to how strict the City would like to be in terms of the code. He asked what policy decision is being requested as far as the map. Ms. Chamness asked if there is interest in staying with five and above (the dark blue area) or if there is an interest in expanding the definition of interface to include the light blue area as well. Council Member Durham asked about the previous City Council discussions that were had. Ms. Chamness explained that at that time, the City Council was dealing with the adoption of the Wildland Urban Interface code.

Council Member Gray stated that she is not ready to make a decision on the light blue area at this time. She is concerned about the burden on property owners as well as the tree canopy but noted that some constituents have reached out to her with fire concerns. She wondered if it would be possible to explore this further and receive feedback from the community. Ms. Chamness believed the suggestion is to move forward with adoption of the map that shows the dark blue area. There can be a more robust engagement process over the next 1 ½ years related to the light blue area. Mayor Dahle agreed with Council Member Gray. He is concerned about continuing to add a burden to property owners. He asked about the light blue areas to the north. Those might involve a slightly different conversation than some of the other light blue areas that are shown on the example map.

Council Member Fotheringham pointed out that not adopting the light blue areas does not mean that the people who build and remodel there cannot choose to adhere to the standards. Mayor Dahle expressed support for areas that are five and up on the Structure Exposure Scores map. It is possible to revisit this in a few years as well. It was confirmed that it can be revisited and amended in the future. Council Member Gray mentioned the noticing that took place for the Planning Commission Meeting. She asked that a summary of the public comments to be shared with the City Council.

The City Council further discussed the maps and potential boundaries. Council Member Gray asked about best practices. It was clarified that the best practice is to make all of this information easy for residents to understand. Mr. Teerlink reported that the Planning Commission will provide input to the City Council and there will be a summary from the public hearing provided as well. Council Member Drew Quinn asked if there will be additional City Council discussion about this matter, which was confirmed. Mayor Dahle believed there is support to remove the light blue area at this time and have further discussion in the future. It also makes sense to have some kind of

identifiable structure or geographic element so there is not a situation where one neighbor is in the boundary and another neighbor across the street is not. There should be some clear delineation.

Council Member Gray pointed out that postcards were already sent out to people in the light blue area. Even though that area will be discussed more in the future, she would be interested in hearing their feedback. Mayor Dahle reported that there will be a public hearing at the Planning Commission level and at the City Council level, so there will be opportunities to hear from residents.

4. *General Plan Overview.*

The City Council discussed the draft version of the General Plan. Mr. Teerlink reported that the Planning Commission has had three discussions about the plan at this point. Mayor Dahle explained that there is a desire to have this passed by the end of the calendar year. As a result, it makes sense to hear a little bit about the General Plan process so far and start some of the preliminary discussions.

Mr. Teerlink reported that the process was initiated around this time last year. There was public input received on various topics. He explained that the intention is to update the General Plan so the terminology is in line with State Law and the document is approachable to a variety of audiences. The engagement opportunities have led to some items being incorporated into the update. A full draft has been created, and the Planning Commission has spent time reviewing the draft General Plan.

Project Overview information was shared. Phase 1 is Foundation, Phase 2 is Vision and Opportunities, and Phase 3 is The Plan. It was noted that Phase 3 is currently underway and the draft version of the General Plan is currently being reviewed by the Planning Commission. There is not a great deal of change in terms of the overall policy, vision, and objectives. The main changes have to do with State Law compliance and making the document easier to use. The representative from Logan Simpson, Delaney Sillman, introduced herself to the City Council and reviewed presentation slides.

Ms. Sillman further discussed the Project Overview information and highlighted the public engagement opportunities. There were three events held as well as opportunities for people to engage online. She explained that there were questionnaires provided. People were also able to respond to the draft plan. Ms. Sillman next reviewed the Visioning and Opportunities Highlights. For the outreach conducted, there were four Steering Committee Meetings, two Vision and Values events, and one questionnaire with 151 respondents.

The General Plan draft was reviewed, including the Table of Contents, layout, and Future Land Use chapter. Ms. Sillman presented some of the key changes proposed, including to the Water Element, Transportation, and Housing sections. Those changes are related to State compliance. There is also some Future Land Use consolidation, and updates were made to data, key considerations, and use of the Plan Portal. There were also some changes made to the Goals and Policies and formatting. The Legislative requirements for the Water Element were shared with the City Council. Ms. Sillman next shared additional information about the Water Element, including the relevant maps and charts.

Ms. Sillman noted that some changes have been made to the map included in the draft version of the General Plan. This includes some consolidation and an overlay of opportunity categories. She reviewed changes that were made to the map as well as the related information.

Council Member Gray asked about the suggestion to remove Professional Office – Commercial. Council Member Quinn pointed out that people recently switched into that. Council Member Gray believes it is an important zone to provide a buffer between more commercial areas and neighborhoods. The abutting neighborhoods appreciate having that buffer area in place. She would like to keep Professional Office – Commercial. Council Member Quinn agreed. Mr. Teerlink explained that this removal relates to Land Use Categories. The zone would still fit into one of the categories. Council Member Gray asked for additional clarification. Mr. Teerlink stated that Professional Office – Commercial will not be an overarching category but will still be a zone within the category of commercial. He shared additional clarifying information with the City Council.

Council Member Brewer wanted to know if the current presentation is simply an introduction to the General Plan. He asked if there will be an opportunity to discuss this further. Mr. Teerlink explained that this is an overview of the current process. He reported that the Planning Commission is currently looking at the draft document. Ms. Chamness added that it should be coming to the Council shortly.

Ms. Sillman shared information about the Interactive Portal and provided a link to access the portal. She explained that the Interactive Portal is accessible for community members and can easily be updated. Council Member Gray reported that the Interactive Portal is much more user-friendly. She expressed appreciation for the work done.

There was discussion about the General Plan information shared. Mayor Dahle believes that there will likely be only minor tweaks made to the document once it has gone through the Planning Commission process and the public feedback has been taken into consideration. It was noted that the Steering Committee has put in a lot of effort. Council Member Brewer asked for an estimate of the unique number of Holladay residents who provided input on the General Plan document. It was stated that information can be shared with the City Council in the future. There was thoughtful input received from residents. There was discussion about a connection between Highland Drive and Murray Holladay Road. Mr. Teerlink shared a summary of the feedback that was received.

5. Discussion of Proposed Terms of Contract with Brighton for Justice Court Expansion.

Ms. Chamness explained that the contract structure will be slightly different than what is in place with Cottonwood Heights and Millcreek. In this agreement, there is a different approach that will be tested out. This is an approach that has been used in some cities in Davis County. The City of Holladay will keep 50% of the revenue generated by Brighton and then return the other 50%. That is meant to cover their share of the employees and regular administrative costs. There would be separate direct billing for their share of Prosecutor Services and Indigent Defense. Their caseload is such that this should be manageable. This process will allow the City to determine whether this approach might also work for Cottonwood Heights and Millcreek. She wanted to make sure there was Council support. Mayor Dahle stated that his priority is that Staff is able to handle the work and the costs are fair.

Mayor Dahle shared information about the Holla-Ween event. It is scheduled to take place on Saturday from 2:30 p.m. to 4:30 p.m. It is a fun event, and he encouraged Council Members to attend. The Interfaith Council event will take place on November 16, 2025, at Olympus Junior High School. There will be a wonderful program offered. It is a meaningful way to kick off the holiday season.

6. Closed Session for the Purposes Described in UCA 52-4-205 and 205.

There was no Closed Session.

7. Adjourn.

Council Member Fotheringham moved to ADJOURN. There was no second. The motion passed with the unanimous consent of the Council.

The City Council Meeting adjourned at approximately 8:03 p.m.

I hereby certify that the foregoing represents a true, accurate, and complete record of the Holladay City Council Meeting held on Thursday, October 23, 2025.

Stephanie N. Carlson, MMC
Holladay City Recorder

Paul Fotheringham, Mayor

Minutes approved: **January 8, 2026**