



**BLUFFDALE CITY COUNCIL
SPECIAL MEETING AGENDA
Wednesday, September 21, 2016**

Notice is hereby given that the Bluffdale City Council will hold a special meeting Wednesday, September 21, 2016 at the Bluffdale City Fire Station, 14350 South 2200 West, Bluffdale, Utah scheduled to begin promptly at **6:30 p.m.** or as soon thereafter as possible. Notice is further given that access to this meeting by the Mayor and or City Council may be by electronic means via telephonic conference call.

BLUFFDALE CITY COUNCIL SPECIAL MEETING 6:30 P.M.

1. Roll Call, Invocation, Pledge of Allegiance*
2. Consideration and vote on a resolution of the Bluffdale City Council authorizing the City Manager to enter into agreements awarding a contract for the Trestle Traffic Signal, and establishing a contingency, staff presenter, Dan Tracer.
3. Training on Emergency Management and the Incident Command System, staff presenter, Natalie Hall.
4. Adjournment

Dated this 16th day of September, 2016

I HEREBY CERTIFY THAT THE FOREGOING NOTICE AND AGENDA WAS FAXED TO THE SOUTH VALLEY JOURNAL, THE SALT LAKE TRIBUNE, AND THE DESERET MORNING NEWS; POSTED AT THE BLUFFDALE CITY HALL, BLUFFDALE CITY FIRE STATION, AND THE COMMUNITY BULLETIN BOARD AT THE BLUFFS APARTMENTS; EMAILED OR DELIVERED TO EACH MEMBER OF THE BLUFFDALE CITY COUNCIL; ON THE CITY'S WEBSITE AT WWW.BLUFFDALE.COM AND ON THE PUBLIC MEETING NOTICE WEBSITE, WWW.PMN.UTAH.GOV

**Wendy L. Deppe, CMC
City Recorder**

Note: The Bluffdale City Council will take a recess at approximately 9:30 p.m. and will evaluate the time needed to complete items not yet heard on the evening's agenda. Items the Council determines may take the meeting past 10:00 p.m. may be removed from the agenda and re-scheduled for the next regularly scheduled meeting. In compliance with the American with Disabilities Act, individuals needing assistance or other services or accommodation for this meeting should contact Bluffdale City Hall at least 24 hours in advance of this meeting at 801-254-2200. TTY 7-1-1. *Contact the City Recorder if you desire to give the Invocation.

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Present: Mayor Derk Timothy
Alan Jackson
Ty Nielsen
Boyd Preece
Justin Westwood
James Wingate

Staff: Mark Reid, City Manager
Vaughn Pickell, City Attorney
Natalie Hall, Emergency Preparedness Manager
Dan Tracer, Assistant City Engineer
John Roberts, Fire Chief
Wendy Deppe, City Recorder

Others: Kelly Harris, Project Engineering Consultants (PEC)
Wade Watkins, Salt Lake County Deputy Emergency Manager-Training and Exercise
Thomas Miller, Salt Lake County Training and Exercise Specialist

BLUFFDALE CITY COUNCIL SPECIAL MEETING

Mayor Derk Timothy called the meeting to order at 6:39 p.m.

1. Roll Call, Invocation, Pledge of Allegiance.

All Members of the City Council were present.

Natalie Hall offered the invocation. Vaughn Pickell led the Pledge of Allegiance.

2. Consideration and Vote on a Resolution of the Bluffdale City Council Authorizing the City Manager to Enter into Agreements Awarding a Contract for the Trestle Traffic Signal, and Establishing a Contingency, Staff Presenter, Dan Tracer.

Assistant City Engineer, Dan Tracer referenced the problems that exist on 14600 South that are caused by the railroad bridge. To address the issues, they designed a two-way traffic signal that will help control traffic. It will allow vehicles to pass through for a certain period of time in one direction and then allow the other side to go. They will soon be supplied with the steel for the traffic signal support arms, some of the control cabinets and electronics, and some of the ancillary hardware needed to construct it. An RFP was sent out to request bids from contractors to submit bids for installation of all work, provide the traffic lights, and the Over Height Detection System.

Three bids were submitted. The initial low bidder was Craig F. Sorensen Construction, however, after reviewing the bid, they were found to be non-responsive and failed to submit several pieces of required information. The other two bidders submitted complete bids and provided all of the

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required information. The apparent responsive low bidder was identified as Hidden Peak Electric in the amount of \$145,330.

Design Engineer, Kelly Harris, described the system and stated that the newest feature is the Over Height Vehicle Detection System. The system predicts the height of the vehicle and from the west gives drivers time to turn around on Spring View Parkway where there is a roundabout. On the east side semi-trucks will be able to turn around in the roundabout. The system is far enough to the east to alert drivers in time to turn around. The signal will cycle and allow a certain number of vehicles to pass and then switch to the other side. The system will have to be set initially, monitored, and adjusted as needed. The intent is to offer traffic relief. City Manager, Mark Reid, reported that UDOT requires that their traffic control people oversee control of the signal.

Mr. Tracer stated that the traffic signal will be powered through an underground cable owned by Rocky Mountain Power. The Over Height Vehicle Detection System will operate off of solar power. A battery backup will power the system at night. It was noted that the battery can run for a 24-hour period. The lights will flash only when the sensors detect an over height vehicle.

Mayor Timothy asked if there was any accommodation for emergency services giving them priority to get through. Mr. Harris stated that that was not included but is an option that can be added.

Kelly Albiston gave his address as 14161 South Stone Fly Drive and expressed concern with the roundabout. He stated that there will be development to the south of it. He remarked that at some point the traffic will interrupt the function of the roundabout and back up the east bound traffic.

Mayor Timothy's understanding was that even if the traffic backs up into the roundabout it is not going to be any worse than if traffic were on a straight road. He stated that a light would be the best option but the roundabout is sufficient and can accommodate large trailer trucks. Mr. Tracer stated that it was sized specifically for a full-length travel trailer. The interior is reinforced concrete. Mr. Albiston thanked the Council for the devoted attention given to the matter to ensure a minimal backup of traffic. The Mayor stated that it has been frustrating for the Council trying to get a light there. Now that they control the road it will be easier and improvements will be made along the way.

Mr. Reid stated that the suggestion was made that they lower the road so that there is more clearance between the road and the top of the bridge. They are unable to do that because there is a canal directly adjacent to the bridge. The height cannot be increased due to fact that the Union Pacific Railroad owns the bridge.

James Wingate asked that the jersey barriers be examined to ensure that they are linked together.

Mr. Tracer stated that there have been two complaints about excess water on the road. He was working with Public Works Operations Manager, Blain Dietrich, to remedy that. The source of the water was unknown. Mayor Timothy was told years ago that the water was coming from the

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canal and nothing can be done about it. Emergency Preparedness Manager, Natalie Hall's, understanding was that it was from a natural spring.

Ty Nielsen thanked that Mayor and Mr. Reid for taking proactive measures with regard to bridge issues.

Ty Nielsen moved to authorize the City Manager to enter into an agreement awarding a contract for the Trestle Traffic Signal and establish a contingency to Hidden Peak Electric Company in the amount of \$145,330 with a 10% contingency. Alan Jackson seconded the motion.

Kelly Harris described the preemption in addition to the 10% contingency since they do not know what is beneath the bridge. Dan Tracer stated that that issue had been addressed with the bidders.

Vote on motion: Alan Jackson-Aye, Ty Nielsen-Aye, Justin Westwood-Aye, James Wingate-Aye, Boyd Preece-Aye. The motion passed unanimously.

3. Training on Emergency Management and the Incident Command System, Staff Presenter, Natalie Hall.

Ms. Hall introduced Wade Watkins and Thomas Miller who would help conduct the training.

Wade Watkins serves as the Salt Lake County Deputy Emergency Manager over Training and Exercise for all of the jurisdictions in Salt Lake County. The main focus of tonight's meeting will be the Incident Command System, which is ICS-402, Parts 1 and 2. Mr. Watkins explained that the difference between an incident and an event is that an event is something that is planned and an incident is spontaneous and cannot be controlled.

When they begin looking at an incident they consider the complexity. Factors can include road systems, terrain, livestock, and jurisdictional boundaries. Mr. Watkins stated that the Incident Command System is an on-scene all hazard incident management system. Bluffdale should be operating the same as all other jurisdictions that are standardized. He indicated that it is important for the executives to understand their role in the system. The goal is to ensure the safety of responders, which is the top priority, and the efficient use of resources. During larger scale emergencies/incidents there is often duplication of effort. Mr. Watkins used 9/11 as an example and stated that prior to 9/11 there was no mandate from the federal government to do this. Katrina was another example of when the nation has struggled during large scale disasters.

Mr. Watkins stated that the Bluffdale Fire Engine is considered a Class 1 or Type 1 Pumper and it should be able to be ordered and used interchangeably. If it doesn't have pumping and/or stacking capacity, a mutual aid agreement is necessary with an adjoining jurisdiction. Mr. Watkins stated that Bluffdale fits the national standard and a great deal of time and effort has been focused on coming into conformance. He noted that all in the valley operate under the same Incident Command.

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Mr. Watkins introduced the National Incident Management System (NIMS) and explained why NIMS compliance is important. Another significant aspect of emergency management is the recovery phase which consists of preventing, responding to, recovering from, and mitigating incidents. NIMS exists to reduce the loss of life, which is the priority. Property comes next followed by protecting the environment. When it is necessary to coordinate efforts in a timely fashion, the Incident Command System can facilitate it effectively.

Mayor Timothy gave an example of a flood that damages multiple homes. First responders are on the scene and police are controlling crowds and traffic. There would be many things going on at once and the Fire Department may need the assistance of the police. Mr. Watkins stated that the system is all the same and with a unified command they will work together and set a single objective. Communications may be different and they may be broken into functional groups or divisions, but the system is intended for all to work together. In a situation involving flooding, Public Works would step up and take a role in incident command. Objectives would be set along with support objectives dealing with fire and law enforcement together.

Mr. Reid stated that he has seen it work. Whoever is first on the scene sets up the incident command. They may turn over the incident command to someone else, but they are in charge until they release it. The difference from the day-to-day administrative organizational structures and positions, unique ICS positions, titles, and organizational structures are designed to avoid confusion during response. This is called the chain of command. Rank may change during deployment so a chief may not hold the title under the Incident Command System. Different functional assignments and verbiage might be used when giving out specific assignments.

ICS requires the use of common terminology, which helps define organizational functions and incident facilities. As the incident develops, those involved have specific titles. Chain of command issues were next discussed. With regard to unity of command, there is only one supervisor. Mr. Watkins stated that the incident commander should be the most qualified person on the scene. As soon as someone who is more qualified or has more capability arrives, there should be a transition of command. The change of command can take place in different ways. It is most effective when a chief officer arrives, at which time they communicate that on the radio so that everyone knows and then they take command.

A question was raised about the possibility of two different incidents being related. Mr. Watkins stated that there can be one incident command and then they can begin to prioritize the resources and assignments of incoming resources and split them up. If there are two larger scale incidents, they can be broken up to create two separate incidents that operate simultaneously. If it begins to exceed the span of control, it should be split into two.

Mr. Watkins explained that the incident command provides overall leadership for the incident response. The tone and demeanor the person in charge sets everyone to that tone. The incident objectives should be set appropriately in the first operational period and are critical and direct the development of the Incident Action Plan. Executive Senior Officials roles and responsibilities provide policy guidance on priorities and objectives based on situational needs and the Emergency Operations Plan. Something that exceeds the resource capability of Bluffdale would be a Type 3

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incident. That includes an incident that goes longer than 12 hours. They oversee the resource coordination and support of the on scene command from the Emergency Operations Center (EOC), which coordinates resources.

Command and Coordination was next discussed. Examples were given of multi-agency coordination efforts. Mr. Watkins stated that executives and senior officials delegate command authority to the designated incident commanders of the on scene operations. The Incident Commander has direct tactical operational responsibility for conducting incident management activities.

With regard to delegation of authority, Mr. Watkins stated that it can be in writing, established in advance, or verbal and include legal authorities or restrictions, financial authorities or restrictions, reporting requirements, demographic issues, political implications, agents and jurisdictional priorities, plan for public information management, process for communications, and a plan for ongoing incident evaluation. Within the delegation or authority, or scope of work, each agency is informed of what they are and are not in charge of for that incident. Mr. Watkins stated that in a situation where someone is faced with a delegation of authority for an Incident Management Team, if it overwhelms the system that is in place, a delegation of authority is laid out. He recommended that the City articulate the City Management objectives.

Mr. Watkins summarized the incident management roles as follows:

- Incident Commander – Manages the incident at the scene and keeps the EOC informed of all important matters pertaining to the incident.
- Agency and Executives Senior Officials – Their mission is strategic direction and authority.
- Command Staff – Consists of the Public Information Officer, Liaison Officer, and the Safety Officer and is overseen by the Incident Commander.
- General Staff – Supports the Command Staff and consists of the Operation Section Chief, Planning Section Chief, Logistic Section Chief, and Finance and Administration.

Mr. Watkins stated that ultimately the Incident Commander is in charge. It was reported that ICS is managed by objectives, which are communicated throughout the entire ICS organization. Everyone should be aware of the objectives for that operational period. The Incident Action Plan is referenced and specifies the objectives outlined by the Incident Commander after he has received guidance from the executive level officials who have given him the management objectives. He studies the activities to be completed and covers a specified time frame called an Operational Period.

With regard to integrated communications, Mr. Watkins stated that recently they had a communications exercise in Salt Lake County. Within the fire service they communicate throughout the valley. The computer-aided dispatch capability will be relevant in the new systems

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coming out in the next 18 months. This includes use of the CAD system, which should result in no delay in emergency response. On January 13, 1982, 72 people lost their lives when an Air Florida flight crashed in Washington D.C. Crews responded quickly but could not coordinate their efforts because they could not communicate by radio. On September 11, 2001 when American Airlines Flight 77 crashed into the Pentagon, there were users on the scene from 50 different agencies who were able to communicate. Responding agencies had learned a valuable lesson from the Air Florida tragedy.

Thomas Miller overviewed the Unified Command and stated that those in command should figure out and communicate the best way to mitigate whatever situation they are dealing with. The intent of the Unified Command is to come together with one common operating picture. The primary functions of an Area Command were described. Some positions include the Public Information Officer who is very important in terms of communicating what is taking place. The intent is for multiple people to communicate and come up with one message to be disseminated so that everyone is well informed.

Natalie Hall addressed NIMS Preparedness and stated that it is what Bluffdale is working toward in terms of compliance. Currently, they are working on a Continuity of Operations Fund, which they do not presently have. This means that every position in the City needs three people. This is difficult right now because Bluffdale is a very small city. They want to make sure that those involved are completing all of the ICS training. On the City's website, Ms. Hall has linked the ICS basic course. She will have representatives from each neighborhood and someone to coordinate the neighborhood plan. A drill was scheduled for Monday, November 7, when they will be activating their ECC with all personnel in the City who will be involved with the General Command System.

In preparation for the drill all employees were encouraged to complete IS-100, IS-200, IS-700, and IS-800. Mr. Reid pointed out that they can all be done online. Ms. Hall stated that at some point employees may be required to complete the trainings although presently it is just requested. Mr. Reid stated that employees are offered a \$25 incentive to complete the trainings and he has been pleased by the variety of people who have taken it. Ms. Hall explained that the IS-300 course is a two-day course that takes 16 hours to complete. Mayor Timothy felt that because it is so important, it should be required of all employees since the class is coming to the City.

Mr. Miller stated that the class can be intimidating so employees need encouragement. The test is online and can be taken as many times as necessary in order to pass. Ways to rotate employees through the training were discussed. Mr. Miller stated that in the event of a large-scale emergency, every employee will be involved in some capacity. The IS-300 course is relevant because it involves supervising people in a disaster. It was stated that the role of policy is to give direction in the event of a disaster. Mr. Miller stated that there are issues within the community that need to be addressed. They also need to collaborate and make sure there is a consensus on management objectives. The Council's role is to support the Incident Commander through strategic planning and collaborative efforts and communicating the management objectives.

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Mr. Reid stated that frequently they have incidents in the field where Fire Chief, John Roberts, has to come back to the station to supervise the first responders. Until recently the Incident Command has been on the scene of an incident. Mr. Miller stated that the Incident Command should be in the field. If a situation is under control it can be supported from the Emergency Operations Center.

NIMS preparedness issues were next addressed by Ms. Hall. Mr. Miller reported that on an annual basis an All Hazards Academy takes place in Salt Lake County where they perform position specific training. The Finance Section Sheet Class lasts about one week and requires prior completion of IS-100, IS-200, IS-700, IS-800, and IS-300. It provides valuable information and helps participants understand how to record and document all of the different hours including volunteer hours.

Mr. Miller stated that all of the classes central to the Incident Management Team are excellent training for anyone in Public Works who works on a supervisory level. The planning sections are also beneficial. The end result is that personnel know exactly what to do in the event of an emergency.

Ms. Hall explained that when there is a disaster, until an emergency is declared, the City is 100% responsible financially. It is a gamble in terms of determining that threshold. Once an emergency is declared, things change again, and potentially even the Form of Government. Mr. Miller stated that the threshold he looks at when jurisdictions declare an emergency is when they have exceeded their resources and capability. He remarked that it is better to pull the trigger earlier than later. The threshold for Salt Lake County is only \$3.6 million and \$8.6 million for the state.

The designated positions in the City were as follows:

Commander - Fire Chief, John Roberts
ECC Coordinator – Natalie Hall
Operations Chief – Stephanie Thayer
Incident Operator – unknown

It was reported that the HAM Radio Club trains on the 2nd and 4th Tuesday of each month. They also check in every Sunday on the net. In the event of an incident they would come to City Hall for communication. They would then open up the net and check in throughout the City. The goal is to have five or six licensed HAM radio operators active and trained in every section of the City. Ms. Hall stated that they are also working with the new EOC on how to best have the new building wired for HAM radios. They are currently planning for towers and wiring.

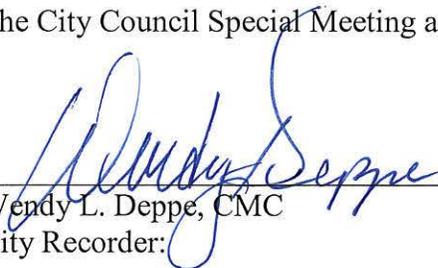
Mr. Reid stated that the City has two satellite phones and a communications box containing police, fire, and public work radios. Communication was acknowledged as a very important component. Other communication methods were described as well. Mr. Reid felt that the most common incident they will have in the City will pertain to motorists being stranded because of snow.

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Ms. Hall reported that she gets information daily about incidents throughout the state and anything that effects the City through the Health Department. She is always aware of what is going on in the City.

4. Adjournment.

The City Council Special Meeting adjourned at 8:39 p.m.



Wendy L. Deppe, CMC
City Recorder:



Approved: October 12, 2016