

# GOVERNING BODY MINUTES UTAH STATE DEVELOPMENTAL CENTER

December 17, 2015

## Governing Body Present:

Lana Stohl, DHS Deputy Director  
Carmen Pingree, USDC Gov. Board Member  
William H. Exeter, USDC Gov. Board Member

Paul Smith, Division Director, DSPD  
Redacted USDC Individual, Consumer Advocate  
RaFawn Rogers, Executive Secretary

## Present During Presentation:

Lesa Howell, QA / Unit Director  
Mark Forbes, Financial Manager  
Senator Margaret Dayton  
Todd Trane, Highland City Engineer  
Mark Thompson, Mayor, Highland City  
John Dougall, State Auditor  
Rob Shelton, American Fork City Council  
Frank Gallardo, Project Manager, OpTerra

Charles Goodman, USDC Program Admin.  
John Harrington, Energy, Director DFCM  
Mike Mower, Deputy Chief of Staff, Governor's Office  
Nathan Crane, Highland City Administrator  
Gary Gygi, Mayor of Cedar Hills  
Bob Hooper, Business Development Mgr. OpTerra  
Laura Thompson, Dir. Development, OpTerra

## Excused:

Guy Thompson, USDC Superintendent

## Planning and Accountability:

### Properties Master Plan: Highland City Proposal Map: / Murdock Connector Road

Presentation per the Murdock Connector Road using the proposed Harvey Boulevard alignment was given by Richard Nielson, Utah County Public Works Director. It was noted that the area surrounding the Utah State Developmental Center has existing and defined roads/routes:

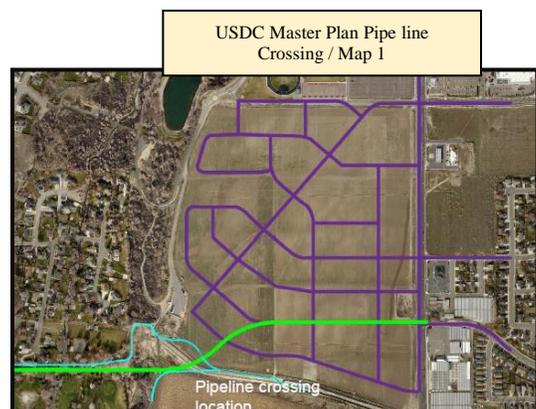
1. North-south routes have approximately one mile spacing.
2. East-west routes are about three miles apart.

The area transportation system per existing and desired city and regional routes was identified. The surrounding Cities, Utah County and the Utah State Developmental Center have all identified the need of an additional east-west route. (Note historical data)

1. 1980 Highland City General Plan.
2. 1990's Mountainland Association of Governments. (MAG)
3. 2008 Highland City Engineer Plan, noted as a Phase I need.
4. 2009 Highland City Plans created by Civil Science.
5. 2011 Mountainland Association of Governments (MAG) Northern Utah County East/West Study.
6. 2013 USDC Properties Master Plan which identifies development of USDC Property north of the Murdock Canal Trail.

**Murdock Canal Pipeline Crossing:** (See photo right<sup>1</sup> -  
Note: Green line shows proposed road with alignment at Harvey Boulevard.  
The blue line notes the Murdock Trail System)

In 2011-2012 the Murdock Canal was piped. It was excavated to include reinforcement and concrete to carry vehicle weight. Underground roadwork preparation was completed by the Provo River Canal Company



<sup>1</sup> Power Point Presentation: Murdock Connector Road USDC Governing Board Meeting December 17, 2015 Richard J. Nielson, P.E. Utah County Public Works Director

to protect the pipeline at the proposed road crossing location. That location was selected per the following criteria:

1. Per connection of existing road system. (Harvey Blvd.)
2. Topography on the west, per existing hill slope and landscape.
3. The Murdock Trail follows the road alignment with added consideration for a Murdock Trail pedestrian underpass.
  - a. The trail will go under the road so users do not have to cross the street.
4. The location allowed optimal downhill access to the Highland Glen Park.

### **Governing Body Questions:**

Is the proposed pipeline crossing the only place the road can cross? Why that specific location? Can the crossing be moved?

### **Utah County Response:**

If USDC wanted to move the canal road crossing, it could be done. However consideration of permits, authorization, material, time, labor and expense need to be measured:

1. **Provo River Canal Company:** The Provo River Canal Company owns the Murdock Trail right of way. A new crossing location would require negotiation and approval from the Canal Company and its stockholders.
2. **Expense:** Currently there is a 10 ½ foot steel pipe. The area around that pipe has been encased with hardened low strength concrete. Any crossing change will incur additional construction and material costs.
3. **Site Selection:** In 2011 the Highland City Plan (per the current canal crossing) was the only proposal presented to the Provo River Canal Company during their planning and final encasement of the Murdock Canal.

### **Current Murdock Connector Project Request and Proposal:**

The request from Utah County, Highland City, Cedar Hills City, Pleasant Grove City and American Fork with concurrence from UDOT request that the USDC Governing Body grant approval for the utilization of a right-of-way for the Murdock Connector Road Project along the Harvey Boulevard alignment, from a regional perspective this alignment option makes the most sense.

### **Discussion per the request:**

The current proposal from Utah County for the USDC Road would cover the cost of a 26 foot



wide asphalt roadway, with additional sloped shoulders from fence to fence. The total improved space would measure approximately 40 feet. The area is currently being farmed. The initial proposal will not disrupt farming. It allows agricultural lease options to continue with minimum disruption. The two lane road will get traffic moving on the needed east/west corridor. (Photo Left<sup>2</sup>)

The long term proposal will eventually finalize with a wider cross section of the road

to include a center turn lane and sidewalks. (Photo right<sup>3</sup>)

Governing Body asked why a temporary road proposal? If a road is built, why not add curb, gutter and sidewalk now?

Richard Neilson replied that “Cost and development will necessitate change. Currently the USDC Master Plan allows the use



<sup>2</sup> Power Point Presentation: Murdock Connector Road USDC Governing Board Meeting December 17, 2015 Richard J. Nielson, P.E. Utah County Public Works Director

<sup>3</sup> Power Point Presentation: Murdock Connector Road USDC Governing Board Meeting December 17, 2015 Richard J. Nielson, P.E. Utah County Public Works Director

of 82 feet for the road. The proposed centerline option uses 72 feet, it actually drops the requested road width by ten feet.”

Who decides when to enlarge the road, USDC or Highland City? Who pays for the cost of that development; USDC, Highland City or the Developer? How many total land acres are being requested for both proposals? Richard Neilson answered the questions:

1. The timeline for enlargement of the road will be decided by need and the USDC Properties Master Plan Development.
2. The cost per the enlarged road would be paid by the Developer.
3. The Governing Body requested that Richard Neilson present exact acreage area of the requested roadway.

## **USDC Master Plan - Murdock, Knight Ave. and Cedar Hills Drive Discussion:**

City and Utah County proposals suggest two options; each connected to a roundabout that will direct traffic to cross the pipeline at the correct alignment.

### **USDC Master Plan w/Murdock Knight Ave and Cedar Hills Drive:**

The dark blue diagonal line (in photo at right<sup>4</sup>) is noted in the USDC Master Plan, which has been approved by the Legislature as the major roadway to move the traffic flow within the development. It is noted as part of the east/west connection.

The red line is new to the Governing Body. It is proposed as Knight Ave. bordering Lone Peak High School, then dropping to the west side of USDC Property. The green line shows the Murdock Connector and Cedar Hills alignment. This option alters the Master Plan by changing the curvature of the blue road toward the roundabout.



### **USDC Master Plan w/Murdock Connector and Trail<sup>5</sup>:**



The proposed USDC Master Plan w/Murdock Connector and Trail follows the master plan with the addition of the roundabout, which will align traffic across the pipeline.

**Governing Body Questions:** The proposal shows the roundabout with two lanes? Is one a center lane with the other as the exit lane? Or will it be a single lane roundabout per the road size? Would a traditional intersection a better option? What will it take to have a traffic light instead of a roundabout?

**Per Richard Nielson;** “Studies show there are less accidents on a roundabout. The terrain is uphill from the river bottoms to USDC property. A traffic signal usually increases speed because people hurry to get through the light. People need to slow down to enter a roundabout.”

1. A signal light is dependent upon traffic volume, vehicle turning movement, etc. Studies will need to be conducted before a traffic light is installed. If the intersecting road is not seen as a major east/west connector, traffic may not be sufficient to warrant a traffic light.

<sup>4</sup> Power Point Presentation: Murdock Connector Road USDC Governing Board Meeting December 17, 2015 Richard J. Nielson, P.E. Utah County Public Works Director

<sup>5</sup> Power Point Presentation: Murdock Connector Road USDC Governing Board Meeting December 17, 2015 Richard J. Nielson, P.E. Utah County Public Works Director

2. When a proposal is made during the development and planning phase meetings, the traffic engineer will conduct studies per the proper approach.

### **Proposal Summary / USDC Advantages:**

1. The proposals fall within the specifications of the USDC Properties Master Plan.
2. Revenue is secure, there will be no cost to USDC per building the road.
3. Utah County will be the lead agency per the project with City and USDC input.
4. Highland City will maintain the road(s). UDOT will not have maintenance responsibility.
5. After approvals, completion time will be approximately one year for construction.
  - a. It is possible that construction could begin next summer.
6. Land will be requested for trail realignments during the final design stage.

### **Additional Discussion:**

#### **Northern Road – Lone Peak High School:**

Bill Exeter questioned why the road located north, by Lone Peak High School, wasn't a viable option. The road is a current city street.

1. A wider road near the High School is required to move traffic away from Lone Peak. Currently the road ends west of the high school.
2. If you draw a line straight across and go to SR 74, connectivity is there. It seems that a continued westerly route would effectively move traffic away from the high school.
3. The proposal to build Knight Avenue (located on the far west – note pg. 3, map 2, red road) and run it north and south, takes additional USDC property. It devalues the land, because secluded prime building lots would have an additional road running behind the lots.

Richard Nielson responded:

1. The local residential road is not designed for anticipated traffic volume. It's estimated that traffic volume, added with existing school traffic would increase usage to thirty thousand vehicles.
2. Both options Lone Peak and Harvey Boulevard have schools along their street. Lone Peak located on the north and Cedar Ridge Elementary school located on Harvey Boulevard.
3. Harvey Boulevard is the desired central location.
4. Harvey Boulevard and the Murdock Connector is designed to be side or back loaded, people will not pull directly out of their driveway onto Harvey Boulevard. Traffic will not be impeded.

#### **Canal Crossing Clarification:**

How is it that the city determined where to harden the canal? Location was predetermined without consulting the Developmental Center. How does this happen without USDC being aware?

1. Studies were made as early as 1980. Decisions were made in 2008 with ongoing studies and connection routes determined by engineers, current roadway alignment, future and projected road projects, canal structure/enclosure and topographic issues.
2. Mayor Thompson explained further, in 1990-1997 with the acquisition of Adventure Land Learning Center (known as Highland Glen Park) and the Golf Course it was determined that the proposed roads needed to move south. The land slope drops six feet making canal alignment tight.
3. Carmen Pingree stated "My concerns remain, due to vehicle speed and the final size of the roadway. The Master Plan was designed for its overall system. It is a companionship of retail, designated senior housing and quiet neighborhoods. It is to be an area for community gardens so that residents who live at USDC can comfortably mix within that community. The point is to have the diagonal road carry the weight of traffic. The quiet buffer needs to remain."
4. "The Governing Body wants to make it work and is willing to find solutions. But it must be understood that our specific duty is to protect the interest of those who need services. There are parents who are passionate about the Developmental Center and what happens here. Others are

involved as needs continue to change. One in 54 children are currently diagnosed with autism. There are thousands who do not have a voice. This group doesn't fully understand the tidal wave of children that will require supports and need this facility. The necessity of the Utah State Developmental Center and the land surrounding it must remain safe. Decisions must be made to that end, to be as functional as possible for residents who reside here and for those who will reside here in the future. There is great passion about this property. Our objective is not to fight you. However it is our duty to do what is best for the people for whom this land was set aside for and who it was intended to serve."

5. Senator Margaret Dayton: There is a real change in focus and admission requirements for people admitted to the Developmental Center. It is home to people who can't function safely within the community. Options continue to be eliminated; land becomes a city park, then a golf course, additional land becomes Lone Peak High School. Change is inevitable, but it has and continues to limit USDC options. The role of the Center is also being changed. USDC is the intensive care unit. It provides service for and maintains intellectually disabled people who have acute needs. It provides emergency services for aggressive individuals and urgent needs. Frankly the east/west transportation corridor is not a primary concern. The focus is and continues to be, to find funding for the dental clinic and to expand the Admission Safe House (ASH) Building with a fourth pod. There is a crucial need for those already living here and for those who will be coming from the community to have ongoing supports. It is not a transportation corridor. The hope is that we have a united voice for the legislative session. While we are sympathetic to cities; cities have taken land and want more. We do not want to eliminate options, but roads that do not serve the interest of the people long term are not a priority.

### **Motion Remove - Knight Avenue:**

Lana Stohl: Made a motion that Knight Avenue be pulled off the table, the additional road proposal that is on the west side of USDC property. Specialists are needed to see how a road on the west side of the USDC Properties Master Plan will affect the value of USDC property. Knight Avenue should be removed from the Master Plan discussion at this point. The green east/west connector road is consistent with the master plan and requires a separate motion. (See maps Pg. 1, Map 1 – Pg. 3, Map 2&3)

1. The motion to remove Knight Avenue per current consideration (as identified - Page 3, map # 2, red line road) was seconded, unanimous approval was voiced. Motion carries.

### **East/West Connector Road / Connection at Harvey Boulevard:**

John Dougall, State Auditor noted that the process has not been rushed. "Cities have worked for years with USDC and allowed the facility time to develop the Properties Master Plan. It has not been rushed, but in process for many years."

1. **Master Plan Identification:** The USDC Master Plan identifies the East/West Corridor road as a Collector Street. The street has two possibilities; one as a Major Collector Street or the other, noted as a Collector Street. The specific size of the street is not specified in the Master Plan. (Pg. 57-58, USDC Properties Master Plan)
2. **Safety / Vehicle Speed:** The issue of safety is a concern if a resident gets up that way, and it needs to be addressed. The road cannot be become another North County Boulevard with vehicles speeding through.
  - a. **Speed Limit:** City and County are willing to accept a lower speed limit per the road.
  - b. **Speed Bump:** A speed bump was discussed. Rob Shelton, American Fork City Council said: "Speed limits will be looked at along with generating a safe traffic flow. A desired speed can be maintained. Studies have shown that a speed bump doesn't slow traffic as much as a skinnier road does."
  - c. **Roundabout:** A Roundabout will slow traffic and could be selected as the intersection option. Vehicles must slow down to enter a roundabout.

- d. **Minor Collector Street:** If the road remains a Minor Collector Street, it will keep vehicle speed down.
3. **Traffic Lights:** Details per vehicle speed and intersections will need to be negotiated, engineered and worked out. A traffic light is planned at North County Boulevard and can be installed at exit points in American Fork City.
4. **Cost:** The City and County will pay for the initial road. The proposed road is consistent with what the Legislature has already adopted.
5. **Box Culvert / Trail Intersections:** How will the trail intersection work? If the model is followed, there are supposed to be bike trails along the road. However those bike trails would be pulled off the roadway due to immediate access to the trail system. This will narrow the road and impact per the Properties Master Plan.
  - a. The Art Dye Trail goes up the hill to Developmental Center Property and merges with the Murdock Canal Trail.
  - b. A box culvert will be installed under the road.
6. **Sidewalks:** Sidewalks are needed along the road for people who live in the area. This is a residential road not a highway.
7. **Design:** Who develops the final design? Ensure that engineered solutions address speed limit and follow the Master Plan.

**Access Agreements:**

Bill Exeter, USDC Gov. Board Member said; “What assurances are there in the future, that the County and Cities will not come back to ask for more land? To be frank I’ll be damned if I’m going to give it to you. As a Governing Body what assurances can be given that this won’t happen?”

Carmen Pingree, USDC Gov. Board Member stated; “This is a specialized population of people. Those who live at USDC are a select group that are not able to stay home or live in group homes. They cannot live safely within the community. Intensive services are needed for these people, who often times are served at USDC because no one else knows what to do with them. Residents have multiple medical, physical and emotional diagnoses. The land must be preserved and when it is developed, the land use must be for the benefit of this specialized population. USDC provides a place for people to call home. It is a place where people can make the most of skills they have, where they can live a full and functional life, as much as possible within their capabilities.”

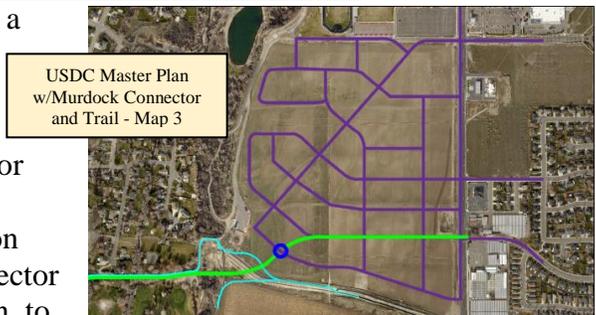
1. The Cities, Utah County Council and the Governing Body will prepare and sign access agreements, which can note modifications to deal with USDC/DHS concerns.

Paul Smith, Division Director, Department of Services for People with Disabilities (DSPD) stated; “The Murdock Connector road is not intended to preclude the diagonal road. The East/West Connector Road fits into the Properties Master Plan as an income generator for the trust. The land retains agricultural lease options and will continue to generate money for supplemental funding. The diagonal road will be completed in Phase I of the Properties Master Plan as development begins.”

**Motion: Murdock Connector Road with Harvey Boulevard Alignment:**

Paul Smith, Division Director DSPD requested that a motion be made with two conditions; that there be constraints per speed limit and agreement as to how intersections be designed. Once approved those recommendations will be moved to the Governor’s office for review and approval.

Lana Stohl, DHS Deputy Director, put the motion on the table; that the Governing Board support the green connector road which is consistent with USDC Properties Master Plan, to work in good faith with Cities and Utah County to ensure that future access agreements be written into the proposal. Further that the following be addressed:



1. Payment for the underlying land will be made at fair market value.
2. Slow traffic speeds be defined and road design for such implemented.
3. Road and intersection designs be specified and developed.
4. No cost to the Utah State Developmental Center per the initial road project.
5. Trails remain consistent with the vision of the USDC Properties Master Plan.

Paul Smith, Division Director DSPD requested a vote per the motion. There was hesitation per Carmen Pingree, USDC Gov. Board Member and William H. Exeter, USDC Gov. Board Member, unless above stipulations are met.

### **Discussion to the requested motion:**

Senator Margaret Dayton requested further discussion to the motion and questioned why the purple diagonal road (Located center of the USDC Properties Master Plan) was not being developed first instead of the green Murdock Connector Road (See Page 6, Map 3) Lana Stohl, DHS Deputy Director, stated a number of reasons:

1. DHS and USDC want to be good neighbors. Per the Properties Master Plan, initial review of the road is consistent with that document. We need to honor our agreement to the Master Plan.
2. The Murdock Connector Road is a priority for Utah County and involved Cities.
3. Money has been allocated. Four to five million dollars is a gift and a contribution because funds will not be taken from USDC or DHS proceeds to build the proposed road.
4. Utah County will do the construction and complete the project.
5. The Master Plan will be implemented one piece at a time. Currently there are not enough funds to build the diagonal road. However it will be built during Phase I by the developer.
  - a. Until commercial development begins there are not enough roof tops to support the retail portion of the USDC Master Plan.

### **Motion: Murdock Connector Road Approved:**

After additional discussion Paul Smith, Division Director DSPD requested that the motion be restated with conditions of approval for the Murdock Connector Road to be met as follows:

1. Future access agreements be written into the proposal.
2. Determine the purchase cost of property at fair market value.
3. Define, develop and select design of road for lower traffic speed and intersections.
4. Construction cost will be paid 100% by Utah County. USDC will incur no expense.
5. Highland City will maintain the developed road.
6. Trail designs will remain consistent with the vision of the USDC Properties Master Plan

Bill Exeter seconded, the motion which passed in favor of approval to proceed with design/building of the Murdock Connector Road with Harvey Boulevard Alignment.

Meetings will be set; to work on the elements of detail required to proceed between interested parties to include the Governing Body, City Mayors and Utah County.