

CLEARFIELD CITY COUNCIL MEETING MINUTES
6:00 P.M. WORK SESSION
April 30, 2019

City Building
55 South State Street
Clearfield City, Utah

PRESIDING:	Mark Shepherd	Mayor
PRESENT:	Kent Bush	Councilmember
	Nike Peterson	Councilmember
	Vern Phipps	Councilmember
	Tim Roper	Councilmember
	Karece Thompson	Councilmember
STAFF PRESENT:	JJ Allen	City Manager
	Summer Palmer	Assistant City Manager
	Stuart Williams	City Attorney
	Kelly Bennett	Police Chief
	John Meek	Emergency Preparedness Manager
	Scott Hodge	Public Works Director
	Mark Baird	Public Work Deputy Director
	Kamilla Schultz	Engineer
	Curtis Dickson	Community Services Deputy Dir.
	Spencer Brimley	Community Development Director
	Brad McIlrath	Senior Planner
	Lee Naylor	Accountant
	Trevor Cahoon	Communications Coordinator
	Jenn Wiggins	Marketing Intern
	Nancy Dean	City Recorder
	Wendy Page	Deputy Recorder
EXCUSED:	Eric Howes	Community Services Director
	Rich Knapp	Finance Manager

VISITORS: Ruth Jones, Nathan Stong, Jeff Bunderson, Adam McClurg, Brayden Burnett, Brett McClurg, Carter Hoffman, Sawyer Shelton, TJ Hanson, Zach Bott

Mayor Shepherd called the meeting to order at 6:06 p.m.

Councilmember Peterson arrived at 6:11 p.m.

DISCUSSION ON A REQUEST TO AMEND THE CITY'S GENERAL PLAN FUTURE LAND USE MAP DESIGNATING THE PROPERTIES LOCATED AT APPROXIMATELY 1300 SOUTH 2000 EAST (TIN: 09-341-0306 AND 09-341-0305) FROM COMMERCIAL TO RESIDENTIAL

Brad McIlrath, Senior Planner, stated a request had been presented to the Planning Commission during its meeting on April 17, 2019, to amend the City's General Plan from Commercial to Residential for 9.067 acres of the property located at approximately 1300 South 2000 East. He explained the request was to amend the Future Land Use Map along with a rezone request to enable the developer, if approved, to develop the area with an apartment community containing 225 luxury units. He added the amendment and rezone requests were to allow for an increased density of up to 25 units per acre. Mr. McIlrath pointed out the properties were part of a larger commercial area which was zoned C-2 (Commercial); however, in 1986 according to a review of the City's Comprehensive Master Plan, the land was designated as Residential but had been changed since then to Commercial.

He noted the purpose for the proposed request was to match the triangular portion of the property to the surrounding uses while keeping the remaining area for commercial development. Mr. McIlrath reviewed the conceptual plan provided by the applicant. He commented Public Works staff had looked at the concept plan and identified some improvements necessary for the infrastructure. He commented staff had recommended approval of the amendment to the Planning Commission and those findings had been included in the staff report. Mr. McIlrath stated the Planning Commission, after its review and discussion, forwarded a recommendation of approval to the Council.

There was a discussion about the request and impacts on future development in the area. Mayor Shepherd highlighted the planned residential development components which included four story buildings, tuck under garages, amenities, and connections to multiple trails. Councilmember Peterson wondered if the units would be owner occupied or rentals. Mayor Shepherd said the units were planned as rentals. Councilmember Peterson wondered how accesses were being planned. She expressed her concern that access not have a negative impact on the future development of the neighboring commercial parcels. Mr. McIlrath responded there would be a new access created for the project; however, it had not yet been engineered but should not have a negative impact on other development.

He pointed out the developer had been willing to provide multiple trail accesses with the project which would benefit the City and provide better security in the area than if it were a commercial development. There was a discussion on the timeframe of the project. Mayor Shepherd indicated the developer would like to move forward as soon as possible and could begin construction during the current year, if approved. Mr. McIlrath pointed out the General Plan amendment and the rezone would be considered during the next policy session on May 14, 2019; however, the development agreement required for the special purpose overlay would not be ready so it would be considered in conjunction with the site plan. JJ Allen, City Manager, suggested the rezone be considered contingent on the approval of a development agreement at a future date.

DISCUSSION ON A REQUEST TO REZONE PROPERTY LOCATED AT APPROXIMATELY 1300 SOUTH 2000 EAST (TIN: 09-341-0306 AND 09-341-0305) FROM C-2 (COMMERCIAL) TO R-3-SP (RESIDENTIAL WITH SPECIAL PURPOSE OVERLAY)

Brad McIlrath, Senior Planner, acknowledged the rezone request was in conjunction with the amendment to the General Plan Future Land Use Map as previously discussed for the property located at approximately 1300 South 2000 East. He mentioned the Council could consider the rezone from C-2 (Commercial) to R-3-SP (Residential with Special Purpose Overlay) at its next policy session but the purpose of the Special Purpose Overlay was to allow a density of 25 units to the acre. He reviewed a density comparison of apartments in the area both existing and proposed. Mr. McIlrath indicated the Planning Commission had reviewed the request at its meeting on April 17, 2019, and recommended approval.

DISCUSSION ON AN INTERLOCAL COOPERATIVE AGREEMENT WITH LAYTON CITY FOR THE SANITARY SEWER SERVICE CONNECTION FOR THE RC WILLEY STORE LOCATED AT APPROXIMATELY 2205 NORTH 1400 WEST IN LAYTON CITY

Kamilla Schultz, Staff Engineer, stated RC Willey was constructing a retail store in Layton City near 1450 Legend Hills Drive. She acknowledged RC Willey was requesting to tie into the City's sanitary sewer system. She noted staff had been working cooperatively with Layton City in an effort to provide the necessary utilities to support the development in the area for both cities.

Ms. Schultz reviewed the site location and utility map. She indicated the Interlocal Cooperative Agreement set forth the terms so a connection could be made to the City's sanitary sewer system. Councilmember Bush asked if the impact fees the City would collect would be based on Clearfield or Layton City's rates. Ms. Schultz answered the impact fees paid to the City by the developer would be based on Clearfield's rates. She added RC Willey would be paying the City for the sanitary sewer system services as well.

Councilmember Phipps questioned if the City's system could handle the volume for the needs of the store. Ms. Schultz responded staff had analyzed its capacity about a year ago to confirm it could provide for the increased volume. She stated the recommendation from staff would be to approve the Interlocal Agreement with Layton City for the sanitary sewer service connection for the RC Willey Store.

Stuart Williams, City Attorney, commented the Layton City attorney had been complimentary of City staff and its efforts of collaboration towards accomplishing the project.

DISCUSSION ON THE FEDERAL AID AGREEMENT WITH THE UTAH DEPARTMENT OF TRANSPORTATION (UDOT) FOR THE 500 WEST ROADWAY EXTENSION PROJECT

Kamilla Schultz, Staff Engineer, stated the Federal Aid Agreement was with the Utah Department of Transportation (UDOT) for the 500 West Roadway Extension project. She noted the City was the lead agency for Phase 1 of a larger regional plan coordinated through the

Wasatch Front Regional Council (WFRC), UDOT, Layton City, Syracuse City, and Clearfield. She said the environmental study had been completed and approved by UDOT.

Ms. Schultz indicated the next step of the project would be design, property acquisitions, and construction, so the agreement would allow the City to trigger the federal dollars. She reviewed the details of the Federal Aid Agreement which outlined the roles and responsibilities of both UDOT and the City for compliance with the federal aid process. She pointed out a copy of the agreement had been provided in the agenda packet.

Councilmember Peterson commented in her review of the document it seemed to be a standard agreement without much room for negotiations. Ms. Schultz responded she was very familiar with the federal process and the agreement was standard to ensure the funds were accounted for and used appropriately. Councilmember Bush asked about Layton City's involvement with the project. Ms. Schultz indicated in a future phase of the project the roadway was planned to extend into Layton City. She continued Syracuse City had been awarded money for Phase 2 of the project; however, was not certain if Layton City had applied for funding or been approved yet for Phase 3.

DISCUSSION ON EMERGENCY SERVICES PREPAREDNESS AND THE CITY'S ACTION PLANS

JJ Allen, City Manager, indicated the last discussion with the Council about the City's Emergency Operations Plan (EOP) resulted in staff moving forward to prepare three documents which would assist with the City's emergency preparedness efforts. He highlighted the three documents and the purpose for which each was prepared:

- EOP – technical document with the Federal Emergency Management Agency (FEMA) language for in-house trained experts in emergency responses.
- Guidebook for Staff and Elected Officials – plain language to provide direction and expectations during an emergency.
- Resident Handbook – geared to help residents and business owners in the City with personal emergency preparedness.

Mr. Allen reported the EOP was not a document that required formal adoption by the City Council, but was to be used as a working document and updates could be made as needed through an administrative process.

John Meek, Emergency Preparedness Manager, reviewed the drafted easy to use handbook for staff and elected officials which included a table of contents, various phases of emergency, response conditions, a checklist and responsibilities, hazards checklist, and the Emergency Operation Center (EOC) Organizational Chart. He thanked Jenn Wiggins, Marketing Intern, for her assistance in formatting the handbooks. There was a discussion about the roles and responsibilities; staff's efforts to secure supplies and a safe place for storing them that was accessible in an emergency; communication methods available to staff and elected officials; unified messaging during an emergency; and intergovernmental coordination efforts during an emergency.

He stressed the role of elected officials in an emergency would be to first check on their own families and then report to the City building to assist as needed.

Councilmember Thompson commented another community had expressed its challenges with federal bureaucracy and hoped the City was familiar with the federal processes and types of funding available so it did not have to experience similar issues. There was a discussion about the City's need to be resilient on its own because FEMA assistance was limited but documentation was important when completing all of those required forms. Mr. Meek suggested photos would be a valuable form of documentation in addition to logging the volunteer hours utilized during an emergency.

Councilmember Phipps stated he toured the Washington County EOC during ULCT meetings. He indicated the County Sherriff reported the County had its own internal software package for managing volunteers and implied, because it was built in-house, there was the possibility it could be shared with other agencies. There was a discussion about the need for tracking and coordinating volunteers in an accurate and time sensitive manner. Mr. Meek responded opportunities to practice emergency responses and further train staff and elected officials through table-top exercises would be another step towards preparedness efforts.

Councilmember Phipps reported he did not find the roles and responsibilities of the City Council clearly defined in the emergency response booklet. Mr. Meek stated there was a role for the City Council and apologized it was not included. He explained the City Council's role would be to report to the City building if needed for any policy decisions and spread the word to residents with a unified message through the public information officer (PIO). There was a discussion about the Council's roles and responsibilities. The consensus of the Council was to include the roles and responsibilities of the Council in an explicit way in the guidebook; thus, providing clarity as well as training for future legislative bodies. Mr. Meek stated he would research the roles and add those duties to the guidebook.

Councilmember Phipps questioned if the City had pre-contract agreements in place to allow the City access to necessary resources during an emergency. Mr. Meek stated he would work with staff moving forward so they could be added to the EOP. There was a discussion about how the communication efforts should work during an emergency. Kelly Bennett, Police Chief, reported the City had its own AM radio station; however, it was not currently working but would be a source of communication in an emergency. Councilmember Bush suggested the radio channel information be added to the booklet for residents. Mr. Meek indicated once the radio station was functioning again it could be shared with the public and added to the City's webpage.

He reviewed the emergency handbook for residents. Mr. Meek continued this resource book would be added to the City's webpage so residents could access it. Trevor Cahoon, Communication Coordinator, reported staff planned to develop monthly messaging to promote emergency preparedness for the City's residents in a one page format with action items and reminders pointing residents to the City's webpage for additional information. There was a discussion about challenges the City could face during an emergency.

Mr. Meek stated staff would plan training opportunities for residents and begin encouraging preparedness during City events and through its messaging efforts. Councilmember Peterson suggested having a one page document that supported the messaging that could be accessible on the City's website. There was a discussion about the planned efforts going forward to help the City and its residents with emergency preparedness. Councilmember Phipps expressed appreciation to staff for its efforts and consistent progress.

DISCUSSION ON THE POSSIBILITY OF BRINGING UTOPIA FIBER TO THE CITY

Summer Palmer, Assistant City Manager, indicated staff recently met with representatives from UTOPIA to learn more about the possibility of bringing UTOPIA Fiber to the City. She mentioned the Council in its January strategic planning meeting had ranked pursuing the addition of UTOPIA as a Tier 2 priority. She stated UTOPIA would bring top speeds, price, service and value for telecommunications service to cities. Ms. Palmer commented the first step necessary would be to conduct a survey of residents to help determine the viability of bringing fiber to Clearfield. She continued if the Council agreed the survey would be distributed through all methods of communication to the City's residents.

Ms. Palmer noted the financing was not discussed with UTOPIA but there was a back stop number that would need to be met to acquire the service at a rate that would be beneficial. Councilmember Bush questioned if it was similar the City's recycling program where more participation would help make it more affordable. Ms. Palmer responded yes. She added business participation would be helpful and there were already several businesses with UTOPIA fiber in the City. She mentioned initially it had been discussed those already participating would not be included towards the back stop number; however, further discussions with UTOPIA representatives led to the possibility of its willingness to reconsider those numbers if necessary once the results of the survey were collected.

Ms. Palmer reviewed the survey questions. She indicated the questions were stock questions to provide UTOPIA with the information it would need to provide the best information back to the City. She stated the survey questions could be changed if needed. There was a discussion about the capability of fiber connections, the methods of communication which could be used to encourage the survey, the timeframe the survey would be available, and the possibility of adding a question to better determine if the person completing the survey was a decision maker or not.

Mayor Shepherd wondered if the survey would be polling residents in apartments or the actual complex that regulated the type of service available to the complex. Ms. Palmer said the survey could be done for both; however, resident data would be collected. She stated the apartment complexes would be counted towards business participation and that was why she further insisted those businesses in the City be counted towards the back stop number which would ultimately influence the service rates. Mayor Shepherd expressed his concern the survey could provide misleading data if there was not a way to factor in whether or not those completing the survey were renters or decision makers. He suggested a separate question be added to the survey asking if the person was a renter and if the landlord made the decision on the complex's WiFi service. He also wanted to be able to determine the service was desirable by the tenant.

Ms. Palmer commented she would ask further questions about the survey to determine how the data would influence the take away and see if a question could be added to better identify the issues discussed. She asked if the Council was in favor of releasing the survey to businesses and residents. The Council was in consensus to move forward with the survey of businesses and residents.

DISCUSSION ON THE FISCAL YEAR 2020 BUDGET

Lee Naylor, Accountant, highlighted the budget topics which had been discussed during prior work sessions. He stated the tentative budget would be considered for adoption during policy session on May 14, 2019. He indicated staff had been working on creating the budget for Fiscal Year 2020 (FY20). Mr. Naylor explained there were still items that were being estimated until further information was determined: property tax revenue, health insurance premiums, property and liability insurance premiums, capital projects that might not be completed by June 30, 2019, and the indirect cost allocation.

He pointed out the following changes had been made to the budget since prior discussions:

- Reduced the admin transfer from CDRA revenue to the General Fund – \$3,846
- Reduced FY20 cemetery expansion project in the General Fund – (\$250,000)
- Sewer monitoring and modeling in the Sewer Fund – \$85,000
- Pacific Park storm/escrow funded in the Storm Fund – \$34,000
- Communications Suite in the General Fund – \$5,000
- Waste Management fee increase of 60 cents per can in the Garbage Fund – \$85,500
- EDA #3 – CMAQ grant match for trail connections from Clearfield Station to Freeport in the CDRA Fund – \$120,000

JJ Allen, City Manager, stated some of the items had not yet been discussed with the Council and requested additional details about each item be reviewed. Kamilla Schultz, Staff Engineer, stated the sewer monitoring and modeling would be done for six man holes which had been identified in order to project future usage for the City. She reported the data would help in planning for future growth and development of the City.

Councilmember Phipps questioned if the City knew what the anticipated costs would be for the cemetery expansion. Curtis Dickson, Community Services Deputy Director, explained the City received the estimated cost for construction which was much higher than anticipated. He reported staff planned a phased approach for the expansion over the next few years. JJ Allen, City Manager, explained the original cost estimate included in the budget was for \$500,000 but the actual cost estimate was around \$850,000; consequently, the FY20 budget was reduced by \$250,000 to accomplish only the first phase of the expansion which included the utility work.

Mr. Allen explained the challenges the City had with a development on Pacific Street and its retention basin. He mentioned the City received \$34,000 held in escrow for the project to its Storm Fund. He reported the plan was to use those funds to have the basin conveyed to the City so it could be owned, improved and operated by the City in the future. Scott Hodge, Public Works Director, commented the preliminary costs were estimated to be around \$50,000.

Mr. Naylor indicated improvements to the communications suite had not yet been included with the budget but the anticipated cost was \$5,000. Trevor Cahoon, Communications Coordinator, explained the funds would be used to create a shared work space for the increased staffing to assist with communication, marketing, events, and the City's website. He reviewed the layout design with the Council.

Mr. Naylor continued the Waste Management fee increase would have a net effect on the budget of \$85,500.

Spencer Brimley, Community Development Manager, indicated several years ago the City had applied for Congestion Management and Air Quality (CMAQ) grant funding administered by Wasatch Front Regional Council (WFRC) for a pedestrian bridge to cross into the Freeport Center. He reported those plans had dissolved due to the Americold building; however, the City would be eligible to receive \$1.6 million for a Trail connection from 700 South (SR-193) to Antelope Drive. He noted the City's portion of the grant would be \$120,000 and a portion of the trail would be dedicated as a future double track system for UTA. Mr. Brimley commented the funds would come from a portion of the EDA #3 funds set aside for infrastructure improvements and construction was anticipated to begin in 2020.

Mr. Naylor reviewed the City's measure of sustainability and security. He stated the net ongoing surplus amount of \$68,502 would change as the unknown figures were plugged in. He pointed out GFOA recommended the City have two months of operating expenses in reserve. He clarified the proposed budget currently had \$142,706 above the two month operating expense.

Summer Palmer, Assistant City Manager, shared historical and comparison data with the Council regarding the City's portion of health insurance costs and percentage increases year over year in response to questions received from Councilmember Phipps. She explained there were many nuances to the benefit costs. She reviewed the benefit changes the City made from 2015 to 2018 in addition to the cost changes. She noted over the years there was heavy disruptions for employees because of the constant change of health networks. Councilmember Thompson asked how much of the challenges being experienced by the City were being caused by the requirements of the Affordable Care Act (ACA) and the consolidation of companies. Ms. Palmer responded when the ACA went into effect costs increased across the board for all persons on an insurance plan; thus moving the cost of health insurance trend upward.

She pointed out the City had received news there would be an 18 percent increase in health insurance costs for FY20; however, it was still too early and plan design or network changes had not yet been evaluated. Ms. Palmer continued reviewing the City's plan comparisons for high deductible health plans and traditional health plans year over year. She provided the Council with information collected by the Wasatch Compensation Group for benefit data and plan types used from 2015 and 2018. She stated the City used comparisons for compensation, benefits, and culture to assist in its recruitment and retention strategy.

Ms. Palmer explained staff had been asked to research whether or not councilmembers in other cities were receiving benefits. She shared with the Council the results of a survey and indicated there were 37 of the 67 responding cities that were providing benefits to councilmembers.

Councilmember Phipps expressed appreciation for the thoroughness of the information. He mentioned his concern with the City's ability to sustain the increased costs in the coming years given the trends. There was a discussion about health insurance experience ratings, the component factors used for retention and recruitment, and fiscal sustainability.

Ms. Palmer stated the City made changes almost every year to sustain benefits for its employees yet still tried to be conservative. There was a discussion about the City's purpose with participation in the Healthy Living Program, the City's plan to conduct a fiscal sustainability study, and the financial impact, if any, elected official participation in the benefit would have on the cost of benefits. Mr. Allen commented the management and the financial side of health benefits had been reviewed; however, any policies decisions or discussions would be done by the Council.

Councilmember Bush moved to adjourn as the City Council and reconvene as the CDRA in work session at 8:37 p.m., seconded by Councilmember Thompson. The motion carried upon the following vote: Voting AYE – Councilmembers Bush, Peterson, Phipps, Roper, and Thompson. Voting NO – None.

The minutes for the CDRA are in a separate location

**APPROVED AND ADOPTED
This 14th day of May, 2019**

/s/Mark R. Shepherd, Mayor

ATTEST:

/s/Nancy R. Dean, City Recorder

I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Tuesday, April 30, 2019.

/s/Nancy R. Dean, City Recorder