



MINUTES
Springville City Council Work/Study Meeting - April 02, 2024

MINUTES OF THE WORK/STUDY MEETING OF THE SPRINGVILLE CITY COUNCIL HELD ON TUESDAY, APRIL 02, 2024 AT 5:30 P.M. AT THE CIVIC CENTER, 110 SOUTH MAIN STREET, SPRINGVILLE, UTAH.

Presiding and Conducting: Mayor Matt Packard

Elected Officials in Attendance: Craig Jensen
Logan Millsap
Jake Smith
Mike Snelson
Mindi Wright

City Staff in Attendance: City Administrator Troy Fitzgerald, Assistant City Administrator/City Attorney John Penrod, Assistant City Administrator/Finance Director Bruce Riddle, Deputy Recorder Jennifer Grigg, Community Development Director Josh Yost, Director of Administrative Services Patrick Monney, Library Director Dan Mickelson, Museum of Art Director Emily Larsen, Parks and Recreation Director Stacey Child, Power Generation Superintendent Brandon Graham, Public Works Director Brad Stapley, Public Safety Director Lance Haight, Economic Development/Planner II Carla Wiese, and Director of Engineering and Internal Services Scott Sensanbauger.

CALL TO ORDER - Mayor Packard welcomed everyone and called the Work/Study meeting to order at 5:33 p.m.

COUNCIL BUSINESS

1. Calendar

- Apr 09 - Work Study Meeting 5:30 p.m.
- Apr 16 - Work Study Meeting 5:30 p.m., Regular Meeting 7:00 p.m.
- Apr 17-19 ULCT Mid-Year Conference - St. George
- Apr 26 - Arbor Day

Councilmember Wright reported the three newly elected councilmembers are attending the ULCT Conference. Mayor Packard asked the Council what dates are best for the budget retreat. The consensus was the 5th Tuesday, April 30, 2024, at 3:00 p.m. here in the Multi-Purpose Room.

2. REVIEW OF THE 7:00 P.M. REGULAR MEETING AGENDA ITEMS

- a) Invocation - Councilmember Snelson
- b) Pledge of Allegiance - Councilmember Millsap
- c) Consent Agenda

1. Approval of the minutes for the March 19, 2024 work meeting and regular meeting
2. Approval of the Mayor's appointment of David Cuque to the Library Board, Tyler Patching to the Planning Commission, Kelly Jensen, and Natalie Hollingshead to the Community Board, the reappointment of Ralph Calder to the Planning Commission, and appointment of Joe Marvin to the PAR Board.

Councilmember Millsap wondered about the list of possible appointees. Mayor Packard asked staff to send the applications for appointment to the Council going forward. Mayor Packard explained that the two council members assigned to each board should submit names and the Council can discuss those two appointments. It is very important to get the right people on the boards. He turned the time over to Director Yost.

3. WORK MEETING DISCUSSIONS/PRESENTATIONS

a) Historic Preservation Policy Discussion - Josh Yost, Community Development Director

Director Yost started by explaining that the Landmark Commission is required by Springville City Code 5a-6 and listed its duties:

1. Conduct a survey of the historic, architectural, and archaeological resources
2. The Commission shall review and comment on NRHP nominations
3. Advisory role to other departments of the City
4. Promote the continuing education of residents
5. Support enforcement of all State laws
6. Other duties as shall be designated by the Mayor

He said a survey of all historical architectural and archaeological resources is due and an update to the reconnaissance level survey of the Plat A Historic District is being completed right now. There haven't been any recent nominations to the NRHP (National Register of Historic Places). The Landmark Commission makes assessments and recommendations for maintenance and upgrades to facilities on city-owned historic properties like the Industrial Arts Building, Museum, Memorial Hall, and Carnegie Library that are already on the NRHP. Councilmember Snelson asked about continuing education. Director Yost said that is the part where he appreciates the appointees with knowledge of the stories of the people who settled in Springville City. The Commission needs to make sure owners of historic properties understand the role of the City and available resources. It is important that new residents have access to our history.

Director Yost showed the Springville Historic Landmarks Register which initially allows the owner of the property to approve the listing. Councilmember Smith clarified the historical listing continues with the building, not the owner. Director Yost explained the criteria for the Springville Historic Landmarks Register which only has 24 properties and has not been added to in 25 years. There are 26 National Register of Historic Places properties listed in Springville as well which is an honorary list and includes tax credits. Councilmember Snelson asked what if the property owners do not want to maintain the integrity of the historic property. Director Yost said delisting from the national register removes eligibility for tax credits. He showed that Plat A is a national historic district with 1261 properties included; 914 are significant or contributing historic properties. He explained that this concentration is good but erosion of those properties would delist the district. He asked the Council if the policy on the books is enough. He showed antique photographs of historic Main Street. In his opinion, the Senior Hotel is the most intact historic commercial building in Utah County. He moved on to the John Hafen house designed by Alberto Treganza and lamented the loss of the half-timbering and the original multi-light windows glazed with discarded George Edward Anderson photographic plates. The owner should have applied for a certificate

of appropriateness that would be reviewed according to established criteria but our ordinance just gives the city an advisory role.

He repeated his policy question:

Is there a regulatory weakness in the landmark preservation code?

He said our current code does not specifically prohibit the demolition of historically significant buildings like the Senior Hotel on Historic Main Street. Councilmember Jensen asked about updating a historic property and described property owners who do not want to own historic property. Director Yost said there are misconceptions and the current ordinance requires the owner to apply for a certificate of appropriateness which is reviewed according to established criteria. The current preservation code lacks enforcement and penalties. It only states the Landmark Commission should review any demolition application. Councilmember Jensen said it is a double-edged sword with historic preservation for the entire community balanced against an individual's property rights.

Director Yost asked the Council if this regulatory weakness is a concern and if staff should do some work on this code. Councilmember Wright said the owners of the W.W. Clyde house do not want to be on the list, and questioned if the code should regulate people and their houses. Councilmember Jensen agreed and questioned the Magleby's renovation. Director Yost said the owners of the H.T. Reynolds Building at the time of the update followed historic preservation standards even with the retrofitted earthquake bracing because the code has no purview on building interiors. Councilmember Jensen said the historic district is cool but also has some parcels that need some work. Councilmember Millsap said he does not want to lock our city in amber—development should be improving incrementally for the people here and now, but iconic buildings make Springville a place with a capital 'P' so it is tricky to strike a balance. He said there should be historic protections while encouraging midrange housing infill in historic downtown.

Director Yost reported on the Crandall twin homes, on 200 North; one is well-loved, but the owners of the other are parceling the property to build a new house in the backyard. Director Yost suggested encouraging those owners to agree to perpetual preservation by offering a density upgrade with their permit. Councilmember Millsap commended the idea saying a win/win would be great. Councilmember Snelson said preservation costs taxpayers and asked about the return on investment. He reiterated that he completely understands the value of retaining our history. Director Yost said administering a landmark ordinance and doing a thorough job has costs and takes time so it is never a perfect comparison between property value change and investment by the city. He said there is documentation that well-maintained historic districts retain value during downturns in the economy. The downside is that increased property values make housing unattainable for some people. He and Councilmember Snelson referred to heritage tourism economies like Spring City. Cities recover direct costs with fees from the applicant. Councilmember Smith said he supports property rights as well as preserving historic buildings. Councilmember Jensen asked about 1970s homes. Director Yost said the historic survey covers through 1975. Councilmember Jensen complimented the Norman and Phyllis Clyde home. Director Yost concluded his presentation by illustrating the seventies ranch homes are also worth fighting for. Mayor Packard said he remembers an iconic Victorian house that was replaced by the Sinclair gas station. There is a happy medium between preserving history and being heavy-handed. The consensus of the Council was to recommend revision of the landmarks register ordinance.

b) Discussion of service levels and funding of general fund departments - Troy Fitzgerald, City Administrator

Administrator Fitzgerald started his tax funding discussion by explaining fees and the formula designed in 2019. Higher education audited Springville in 2020 to test whether Springville fees were

reasonable, saying the amount must bear a reasonable relationship to the service and benefits received or needed. In 2021 the Council adopted a procedure deciding full recovery, high-cost recovery, mid-level recovery, low-cost recovery, and no-cost recovery. He showed examples of each. Councilmember Wright clarified recreation fees are medium-cost recovery. Administrator Fitzgerald explained recovery versus benefit. He added that taxes are most appropriate for services received by the entire community and user fees are more appropriate when the services are beneficial to an individual or a group. Building permits are charged a full recovery fee. Councilmember Snelson said recreation is beneficial to the community because it gives kids something to do instead of causing trouble but it also costs taxpayers money to provide that service. Administrator Fitzgerald said the parent directly benefits. He continued explaining that the Council reviews and approves cost recovery in the budget each year and currently, half of recreation services are funded by taxes and transfers and the other half by user fees. Mayor Packard asked about higher-value sports charging higher recovery. Administrator Fitzgerald said non-profit uses have different costs and recovery rates from commercial uses.

He moved on to define enterprise funds in his presentation (an enterprise fund identifies the total direct and indirect costs to provide the service and the sources and amounts of revenues that support the service for which a fee is charged in exchange for service). Recently the state legislature acknowledged B and C road funds needed to be adjusted because there is not enough money coming in to maintain streets throughout the state. This year, the legislature approved adding fees and declined to take away some fees. Councilmember Snelson asked why there is not enough money to pay for roads when there are more drivers paying taxes. Administrator Fitzgerald answered by quoting strongtowns.org which explains the interstate system was built in the 50s, and 60s with tax revenue and then rebuilt with bonds that are not yet paid off. Infrastructure needs rebuilding now but there is no possible way it is affordable with the current tax structure. He used the example of his current taxes that do not cover the maintenance on his half of the street in front of his house, let alone any other street, highway, or interstate he drives on. Additionally, the taxes he pays not only do not pay for his half of the street or any other road, but his taxes do not pay for any other services like recreation or public safety. Mayor Packard said that is because they should not have used 30- or 40-year bonds to rebuild roads that do not last 30 years. Administrator Fitzgerald agreed stating we cannot afford the roads we have. He said he did some math and found replacing roads once every 100 years would require an additional transportation fee of \$60 per month per house in Springville. He reviewed what other nearby communities are using to fund roads and found no entity in Utah is using 100% enterprise funds for road maintenance, unlike water which generates fees to pay for itself. He continued by asking the Council what is the right level of service; do we fund that level 100% by passing a \$60 per month transportation utility fee? He asked the Council how much should the General Fund support streets and what data the Council needs to debate this question.

Councilmember Wright clarified the streets fund is under Public Works in the General Fund. Councilmember Snelson asked about taking funds out from the general fund. Administrator Fitzgerald said Director Riddle keeps C funds separate from the general fund. Councilmember Snelson said he likes that better than a separate fee. Councilmember Jensen suggested contracting out roads for more transparency and said some towns keep their roads too nice then residents expect too high a level of service. Director Stapley gave the example of the expense of maintaining Second West to the curb and the current plan is to reconstruct wider streets with a median. Administrator Fitzgerald said a median takes forethought and is more expensive at first. Councilmember Smith asked about a toll for nonresidents. Administrator Fitzgerald said 1700 East out of Mapleton would be the first toll road.

Councilmember Millsap said he ran for council because of the insolvency nightmare looming if cities do not rethink the funding of roads because bike infrastructure is more affordable than large auto highways. He said Copenhagen invested in active transportation infrastructure because it was the

cheapest alternative and without a different mode of transportation, Copenhagen faced insolvency. Administrator Fitzgerald said he asked Josh Yost about Copenhagen what Springville should do and he wrote back to *build more bike lanes*. Copenhagen rezoned and changed its mindset. Councilmember Snelson asked about public buy-in. Administrator Fitzgerald said it took a generation and Copenhagen was already pro-active transportation. Scooters are the norm in other countries.

Administrator Fitzgerald asked what additional data the council needed. Councilmember Wright asked if Springville is considering a transportation utility fee. Administrator Fitzgerald answered yes, but the reality of a study and implementation is it will not happen until late next budget year or after. He said this is an important discussion because he needs guidance from the council to leave road funding the same, take all of the transportation utility fees and give it to streets, or put that revenue into the general fund for all services. Councilmember Snelson asked if the goal of a fee is to keep our current roads maintained or transform into Copenhagen which would take three generations and a transportation paradigm shift. He asked if the Council is going to spend that money on the shift to active transportation and start to educate residents about that paradigm. Administrator Fitzgerald added previous councils wrestled with road funding when designing the West Fields which have 32-foot-wide roads instead of Administrator Fitzgerald's neighborhood which has 47-foot-wide roads. That is a huge difference in maintenance cost and lowers the speed cars travel. There is a holistic view of how to get there and service level is an important component in that discussion. Councilmember Wright clarified Springville already has a transportation plan. Administrator Fitzgerald said today he is drilling down on how much tax, and transfer dollars this Council wants supporting streets and what data is needed. Historically Springville used taxes on streets—do we need a fee instead? Mayor Packard said Springville is not Copenhagen, and will never be Copenhagen but that should not deter us from doing something meaningful and unique to our community. He is for the concept of a transportation utility fee but only if it does not get lost. If we adopt a new fee, it should be centered on a meaningful and proper use.

Administrator Fitzgerald moved on to fees for long-range planning which is a significant component of Community Development and currently, those fees are almost all full recovery. Over the next year and a half, there will be an examination and creation of a new general plan which has elements of development but much of it looks far into the future of our community. Current planning varies with the demand of developers and economic development is part of this division. He asked if a portion of long-range planning should be supported with general fund tax dollars or assume all community development efforts are funded by fees paid by developers. He said staff believes there is a broad city interest to make sure we are planning appropriately outside of the development process. The current budget staff is working on has a degree of tax support for planning in it. Councilmember Wright asked if planning has ever been supported in the past. Administrator Fitzgerald answered funding for planning goes up and down and recently he and Director Riddle have changed their budget methodology. Planning is not funded from the general fund because development brought in enough money but recently development has slowed.

Councilmember Jensen said not developing comes at a cost and the councils made a conscious effort to not develop as quickly as the cities around us. He stated he was the guy who voted to build for six-plus years but he rethought that process because the concept of *Home Town Feel* means curtailing development. If we allow development then the Community Development staff is funded, but if Springville only receives 50 building permits a year, Springville cannot afford a building department. Mayor Packard said a city should grow comfortably and not get hooked on construction fees to support overhead. Administrator Fitzgerald agreed saying Director Yost will have a hard time balancing his budget and some long-term planning is already supported by general fund tax dollars. The building side of his department must pay for itself. Long-term planning is different and creates the community that is best for our residents

whether another building comes to Springville or not. Councilmember Wright clarified where the funding for long-term planning comes from. Administrator Fitzgerald said there is an element of taxes and fees that funds long-term planning. Time spent on planning comes from all departments, Public Safety, Recreation, etc.

Attorney Penrod said the insurance company asked Springville to close down the shooting range and Councilmember Snelson said to bring it up to current safety standards. Attorney Penrod detailed some safety features that are lacking that have been known since the 1970s. He said experts will inspect and recommend upgrades. Councilmember Snelson said the shooting club has funding. Attorney Penrod said local companies like Action Target, and Spire will donate. Councilmember Wright asked how many people use it. All in attendance said everyone had used it. Councilmember Smith asked if it must be closed immediately. Attorney Penrod said the insurance company said yes. Councilmember Snelson asked about fee recovery. Attorney Penrod said there is no fee. Councilmember Wright asked for notification before it closes. Attorney Penrod said it is currently closed.

MAYOR, COUNCIL, AND ADMINISTRATIVE REPORT

ADJOURNMENT

Motion: Councilmember Snelson moved to adjourn the meeting at 6:58 p.m. Councilmember Smith seconded the motion. Voting Yes: Councilmember Jensen, Councilmember Millsap, Councilmember Smith, Councilmember Snelson, and Councilmember Wright. The motion **Passed Unanimously; 5-0.**

This document constitutes the official minutes for the Springville City Council Work/Study Meeting held on Tuesday, April 02, 2024.

I, Jennifer Grigg, do hereby certify that I am the duly appointed, qualified, and acting City Recorder for Springville City, of Utah County, State of Utah. I do hereby certify that the foregoing minutes represent a true, accurate, and complete record of this meeting held on Tuesday, April 02, 2024.

DATE APPROVED: May 07, 2024

Jennifer Grigg
Deputy Recorder