CLEARFIELD CITY COUNCIL MEETING MINUTES
9:00 AM RETREAT WORK SESSION
August 23, 2024

City Building
55 South State Street
Clearfield City, Utah

PRESIDING: Mayor Mark Shepherd

PRESENT: Councilmember Karece Thompson, Councilmember Nike Peterson, Councilmember Tim Roper, Councilmember Megan Ratchford, Mayor Mark Shepherd, Councilmember Dakota Wurth

STAFF PRESENT: City Manager JJ Allen, Assistant City Manager Spencer Brimley, Community Services Director Eric Howes, City Attorney Stuart Williams, Assistant City Attorney Amy Jones, Police Chief Kelly Bennett, Community Relations Director Shaundra Rushton, Public Works Director Adam Favero, Community Services Deputy Director Curtis Dickson, Finance Manager Rich Knapp, City Recorder Nancy Dean, Deputy City Recorder Chersty Titensor, Utility Superintendent Kenny England, Finance Department Lee Naylor, Assistant Police Chief Devin Rogers, Human Resources Manager Ricki Miller,

VISITORS: Senior Planner Brad McIlrath, Building Official Beth Dean, Customer Service Manager Stacy Millgate

COUNCIL ROUNDTABLE I

Prior to the retreat, JJ Allen, City Manager, asked the councilmembers to prepare 15 minutes of information that would help the other councilmembers and staff understand their motivations, background, vision, irritants, what they wanted to accomplish in the City, and what inspired them. The first to present were Councilmember Wurth and Councilmember Thompson.

BUDGET PREPARATION PROCESS

JJ Allen, City Manager, dedicated time to review the most recent Budget Preparation Process in an attempt to improve certain elements of the process that seemed discombobulated.
He admitted that in hindsight he would have taken the month of March to better vet the department requests and scrutinize them in light of the revenues staff believed would be available. He had preferred to wait until April to start budget work sessions with the Council but acknowledged the challenges due to the limited timeframe before the tentative budget needed to be adopted, and the various conferences being attended by staff during that month. He acknowledged the need for more work sessions dedicated to budget only with no other agenda items. He suggested some changes to the process that might help, such as identifying major decisions that would need to be made, focus more on the amount of property tax needed instead of the tax rate, work out compensation plan details earlier, and possibly hold small group meetings with one or two councilmembers at a time with the budget committee for more in-depth conversation.

Mr. Allen asked the Council how they wanted to utilize the budget item 104111 – Mayor and

Council Budget and what time of the year would work best to have that discussion. He asked for Council's feedback to be able to make the budgeting process better.

Councilmember Ratchford thought there needed to be a restructuring of expenditures to add current capital project items into the budget. Mr. Allen acknowledged that the capital component did not get as much attention as previous years. Adam Favero, Public Works Director, thought the details of each project were not addressed but focused more on the inflation.

Mayor Shepherd expressed his opinion that there was so much focus at the beginning of the process on the wages, that there seemed to not be enough money to do all the other things. He wanted to avoid the perception that the City was giving up services to the City because it decided to work on wages. He did not feel the wage decision was wrong, but felt that other items were given up. He did not feel like it was a united decision. Mr. Allen pointed out that wages were the largest part of the budget. Mayor Shepherd said the Council needed to justify to residents why the other projects were not done. Mr. Allen asked if too much attention was given to wages. Mayor Shepherd did not think so, but it seemed to be separated from the rest of budget. Councilmember Wurth said he perceived the wages discussion the same way. He recommended outlining tentative budget priorities during the January retreat. Eric Howes, Community Services Director, wondered if having other items on the agenda had prevented the full discussions that Council wanted. He thought having sessions just for the budget discussions would be beneficial.

Councilmember Peterson appreciated the mayor pointing out the timing. She said there was a sense of everything that could not be done. She requested that in conjunction with any future compensation increases that staff provide more hard numbers to review rather than staff recommendations so the Council could justify the increases to the residents. She expressed concern that the message might come across to residents that the City valued its workforce in a way their employers were not investing in them and resources that would be beneficial to residents would not be invested in. She said it was easier to defend when it was not just a recommendation but rather specific information to residents as to why the percentage or range was needed to maintain the integrity of the police force and other positions. She felt it was a big ask to trust staff recommendations instead of data. She said her vote to accept the budget with the compensation where it was, was a trust vote, whereas the vote for utility rate increases was based on data so it was easier to explain. Mr. Allen acknowledged the Councilmember's feeling that enough data was not provided, or was not substantial enough for comparables, but thought adequate data was provided to Council and wondered if there was a disconnect in perception. He wondered if it was easier for Council to trust a third-party analysis on wages. Councilmember Peterson acknowledged it was easier to trust a third-party analysis. Councilmember Ratchford said no. Councilmember Roper said no. Mayor Shepherd said anytime they could have an independent study it would be great, but also more costly. He did not need third-party analysis but agreed with Councilmember Peterson that there seemed to be a lack of data to back up the increases. He also perceived that with the data provided, he received different interpretations of the data depending on who he asked, which made him suspicious of the data. He did not think the data should be so ambiguous.

Councilmember Roper felt like things were rushed and that staff did not have enough time. Mr.

Allen agreed and acknowledged that staff did not have enough time to present manageable information for them.

Stuart Williams, City Attorney, said compensation analysis was the biggest item on Human Resources' to-do list. He did not think a study was needed but thought staff could do better in presenting information to Council – define goals, philosophy, and stick to it. Councilmember Ratchford recommended that the data provided needed to be summarized with footnotes and she was concerned about the age of the data. Mr. Williams explained that relying on other entities to enter their pay data on an annual basis and the differences in job definitions proved to be barriers to up-to-date data. Ricki Miller, Human Resources Manager, further explained that when reviewing data for the public sector 90% of the information provided was from when their fiscal year hit, which was typically July. Mr. Williams pointed out other discrepancies staff found as it compared job postings to what was entered in the program. He thought the City needed to better define, make decision and stick to it.

Mayor Shepherd commented that the number one job of the Council was to approve a budget and since that was the number one priority, there could not be any sort of doubt or lack of trust in the process. He said that would be detrimental to the process. He recommended that a councilmember be included in the staff's budget meetings to observe the process and report to the Council. Councilmember Roper recommended the inclusion of two councilmembers. Mr. Allen pointed out that two councilmembers were assigned to the Audit Committee, a Budget Committee that was historically at a staff level but did not oppose his recommendation. He pointed out it would be a burden because it entailed all-day meetings in February. Councilmember Wurth said if two councilmembers had a flexible schedule, he would support it. Councilmember Roper thought having two perspectives would be beneficial. Councilmember Peterson said it was an observational function only and was not meant to disrupt. Mr. Allen forewarned Council that staff scheduled two solid weeks in February and were in constant meetings all day long. Councilmember Peterson recommended rotating councilmembers. Councilmember Wurth observed that the Council was working off data that was noisy with no observable background, thus the conversation became dissonant. He thought observation would help cut the noise. Councilmember Roper asked if having a councilmember in attendance would impede the process. Mr. Allen said it would not alter the conversations, but he was concerned about the logistical challenges with their jobs.

Councilmember Peterson said having councilmembers as observers could open councilmembers' eyes to the realities of what each department was working with and pinch points. She thought it would help Council have better perspective into the operation side that could be beneficial in directing policy. Spencer Brimley, Assistant City Manager, recommended creating sign-ups that worked for their schedules. Mr. Allen pointed out that if Councilmembers were not able to be in attendance, staff would need to proceed with the meeting. Rich Knapp, Finance Manager, asked if councilmembers wanted to observe the full budget meetings or just meetings on compensation. The Council agreed they wanted to observe the full budget review. Mr. Allen said they would give it a try and could revise the process if any adjustments were needed.

Councilmember Thompson was not interested in participating in the observation of the budget

process because he felt that unless he understood the history of each department, he did not know how he could contribute. He explained the barriers that prevented him from understanding some budget processes. He understood the need for data but acknowledged it was an inexact science. He did not want to be overly critical of staff based on possible inaccurate data. He recommended staff to be more prepared and talk about the budget in April. Mr. Allen said he was willing to involve the Council during the department meetings. He stated that the City was not like other cities size-wise – Clearfield City had a lot more employees than cities of a similar size, mostly due to the large recreation and aquatic center. He acknowledged that the compensation plan was beautifully complicated and wondered if the complicated nature had led to the thought that staff was withholding information.

Mr. Allen asked if the Council wanted dedicated time for the budget item 104111 (mayor and council budget line). Councilmember Peterson recommended reviewing it in December. Councilmember Wurth expressed concern with the possibility of setting initiatives a month before new councilmembers might come into office. Councilmember Thompson pointed out that with an election in November, the new members would be known, so the discussion could still be held in December, but recommended it be reviewed in January to take advantage of the new year momentum. He thought if the Council changed due to the election, it should be required to be reviewed in January but if no new Council, it could be reviewed in December. Councilmember Roper asked if it should be reviewed in a work session instead of a retreat. Councilmembers agreed. Mayor Shepherd suggested December because any new members starting in January would have no frame of reference to determine Council's budget. He would prefer having the new councilmembers invited but have the discussion with a group of people that had an understanding of the Council's objectives.

Mr. Knapp asked if it had been determined whether the Council wanted to have individual meetings with the Budget Committee. Mr. Allen thought if Council participated in the February department request meetings it might not be needed but emphasized that if any councilmember wanted time with the Budget Committee to discuss anything, staff was happy to schedule time for that. Councilmember Wurth offered feedback regarding the focus on the amount of property tax versus tax rate. He liked that the City maintained the rate because it insulated wild fluctuations in property tax rates year-over-year. Councilmember Thompson was concerned about focusing on the tax rate because he thought residents needed to know what the City was facing and not kicking the can down the road for another Council to face. Mayor Shepherd said he would much rather have little increases instead of larger increases that some surrounding cities had faced this year. Councilmember Wurth thought it was important to avoid large tax increases for residents on fixed incomes. Mayor Shepherd thought the focus on the dollar amount that was allocated to the City was so much better because residents could recognize the value of the services that were provided by the City.

FOURTH OF JULY

Mr. Allen asked the Council if they would like the Fourth of July discussion scheduled for a work session. Council agreed it should be scheduled for a work session discussion. Councilmember Wurth was interested in understanding the planning process for Fourth of July. Mayor Shepherd said the planning meetings for the Fourth of July were typically held monthly starting in January and it was possible to attend the meetings via Zoom.

NLC CONGRESSIONAL CITY CONFERENCE

Mr. Allen reminded the Council that they would be attending the Congressional City Conference in Washington, D.C. in March 2025. He asked the Council if they wanted to discuss this during the retreat or schedule for work session. Councilmember Peterson wanted to discuss it at the retreat to determine what the Council's ongoing participation should look like with the National League of Cities and determine the return on investment. She thought if it was only personal enrichment then it should be considered as compensation instead of a benefit for the City. She commented that if the whole Council would attend, there had to be a deliverable or something the Council was working on for the City besides just team building or personal development. She thought there needed to be very specific marching orders and the possibility of lobbying as a group for the City. Mayor Shepherd thought it would be better discussed in a work session where Steve Hiatt could be involved. Mayor Shepherd thought the number one benefit in being in D.C. was that they would be in D.C. with their congressional delegation. He recommended having a connection with the congressional delegation was imperative when the City had a specific need.

There was a discussion about what the Council could provide to the Congressional Delegation to make an impression and help them remember the Council and the needs of the City. Mayor Shepherd thought it would be something they informed the NLC leadership about, that the Council attended the conference with a purpose. He discussed reporting the City's efforts to the Delegation was important to inform them why an issue was important to the Senators and Representatives and how they could get involved. He said it was those relationships that were important when the City needed financial help with items such as bridges to be able to ask for their assistance. Councilmember Ratchford suggested a diecast Sentinel. Mayor Shepherd emphasized that the conversation with the delegation was important, and the teambuilding was crucial as well, and could be combined in the same trip. Councilmember Wurth wanted more substance, wanted to bring a united front, build a coalition, and wanted the delegation to think about Clearfield and Northern Utah, and lobby on policy, if possible. Mayor Shepherd wanted the Council to attend so they could hear the same things he heard at the conference. He pointed out that the NLC had recently produced marketing information on recycling that could be utilized by the City. Councilmember Peterson recommended having a discussion with Steve Hiatt in early December before the legislative session. Mayor Shepherd suggested that he would love to see miniature painted planes – desk model - to take to the City's Representatives in Congress. Mr. Allen said he would invite Steve Hiatt for a work session in the fall and would work on some kind of keepsake for the delegation.

The Council took a short break at 10:15 a.m.

The meeting reconvened at 10:30 a.m.

OPERATIONAL SUSTAINABILITY

Mr. Allen informed the Council that there were difficult decisions on the horizon over the next few years and that the FY26 budget would not be easy. There were short term and long term strategies that could be used. There would be a focus on the General Fund. He acknowledge the Council experienced a difficult decision on utility rates. He pointed out multiple factors that

would come into play – growth, headcount, wages, benefits, scaling back, regionalization, mandates, etc.

HEAD COUNT
Mr. Allen acknowledged that head count was a major driver of the budget – ideally finding the sweet spot that finds a balance of desired level of service and fiscal prudence. The greatest concern is about addressing the needs for Parks and Police. Part-time positions didn't have as much fiscal impact, but as a whole is a massive burden managerial.

PARKS
Mr. Allen discussed two metrics that could be considered when evaluating whether there were enough parks and open space in Clearfield City. The first was "Acres of Parkland Per 1000 Population." By that standard the City was way below. The second standard was to ask, "How much of the population lived within a 10-minute walk of a park." The national median was 55%, Clearfield City was 63%. Mr. Allen said there were other metrics – not one single metric told the whole story. He then asked whether the City had sufficient employees to maintain current parks and open space. He mentioned that the National Standard for Acres per full-time employee (plus a crew) was 15-20 acres. Clearfield City was at 25 acres per crew. This measure indicated that staff was overburdened to some extent. Mr. Allen asked what would not get done at the current level of service. He mentioned open spaces that could not get worked on often enough, landscaping around public facilities, park backflow inspections, maintenance, and repairs. Mr. Howes added the first thing that did not get done were the 200 acres of open space with one crew. He said to add places this year the lowest priority open space would not get hit as frequently or smaller parks would suffer. He said the Tier 3 open places along sound walls would be responded to if the resident calls. Mr. Allen said the challenge is exacerbated when parks and open space were added to the maintenance needs (e.g. Clearfield Station, Lotus Anthem, etc.). Councilmember Ratchford mentioned that other cities had enlisted businesses to sponsor projects and trailways and installed a placard. Mr. Howes said there was already an Adopt a Trail and Adopt a Park program – most of the trails were sponsored, however, the program was not as effective in the parks yet. Councilmember Peterson recommended hiring a third-party to take care of Clearfield Station and Anthem while experiencing staffing problems. She said even if it pursued and did not work out, would have the ability to pull back. Mr. Howes explained the areas that had already been agreed to as the City's responsibility. Mr. Allen said the City could consider contracting some things out, but there would be a cost to it.

POLICE
Kelly Bennett, Police Chief, discussed a change to the typical metric of having one officer per 1000 population after researching information from the International City Managers Association (ICMA) and Center for Public Safety Management which stated it was not a good metric to use. ICMA recommended 60/40 rule of thumb which meant 60% of the department should be patrol 40% other officers and 60% of patrol's time should be focused on calls for service and 40% should be a saturation index of proactivity and administrative assignments. He felt their department was at 70/30 right now. Patrol officers were spending 70% of their shift responding to calls and 30% on the other duties. He explained that when officers were not in a 60/40 zone they became accustomed to wait for the next call and their saturation of proactivity, or self-initiated activity, decreased. He said the sweet spot was 60/40. Mr. Allen stated that the

information was validated by comments received from the officers. Chief Bennett admitted it was hard to put a finger on everything – the City was seeing an increase in domestic violence cases and other calls, but with changes in policing there was so much more of a time commitment in handling the calls due to paperwork both at the jail and the police department. He said it took away from the number of officers available to respond to calls. Mr. Allen said the information gave context to the bonafide need for two additional officers to allow for three officers on patrol duty 24/7 to get closer to the 60/40 sweet spot to reduce burn out. Chief Bennett pointed out that as his department looked at the information over the last couple of weeks, a determination had been made that the ideal department would have the additional two plus four more. He explained that the Sergeants were in the call rotation, so supervisors were handling just as many calls as patrol officers so when a critical incident occurred, there would not be a supervisor to respond to those calls. He said in a perfect world, the department wanted the supervisors to be supervisors and not in call rotation, which would allow them to manage complaints or managing questions the officers had or help another officer in a physical confrontation or pursuit.

Mr. Allen pursued other strategies that could possibly allow the department to accomplish its goals with the current headcount. The group discussed the opportunity costs and advantages of participation in the Specialty Assignments (i.e. Violence Against Women Act (VAWA), METRO, School Resource Officers (SROs) and Traffic). Chief Bennett said he was still a believer that METRO Narcotics was beneficial to the community because its focus was on stopping key players from bringing drugs into the community. Additionally, he pointed out that an agent could be pulled but the City would then need to pay $30k annually for its services based on the City's population. He pointed out that most cities in Davis County did not provide an officer, but bigger cities did. For instance, Layton City subsidized five full-time officers and an administrative assistant to run METRO. Devin Rogers, Assistant Police Chief mentioned the value of the experience gained from the position, and pointed out that it could be seen when a supervisor or patrol were training others on the street. He said it was an opportunity for the officer to have a specialty assignment and that in a smaller department, when officers were in patrol for 20-25 years, there was significant burnout. He stated that those were intangibles that could not be measured monetarily. Chief Bennett pointed out that the METRO unit provided the vehicle for the Clearfield officer so it would take further resources to add to the police fleet if the City stopped its participation.

There was a discussion on the need for SRO's based on new legislation requiring school districts to have Guardians at each school. Chief Bennett said the Davis School District still wanted School Resource Officers (SROs) in addition to the Guardians. Mr. Allen pointed out that the money received from the School District for the SRO did not cover the full cost for the officers. There was a discussion on the whether the Traffic Officer benefited the City. Chief Bennett pointed out that the officer performed truck inspections and thought it was important to take the unsafe semis off the road as well as taking pressure off patrol officers to investigate accidents.

In all, Mr. Allen felt good about having the specialty assignments and the services they provided. Mayor Shepherd expressed his opposition to having the SRO position because he thought it should be the schools' responsibility. He asked if it would be easier to have an

officer respond to a call at the school. Chief Bennett said the SRO officers were so busy all the time that a call would take a patrolman off the road. Chief Bennett gave an example of an incident that happened at the North Davis Junior High with the SRO that required an exhaustive investigation and was only instigated because of the relationship established with the officer because they were in in the school daily. Chief Bennett said Weber County was paying 100% of the SRO cost but that added other implications. Mr. Allen suggested the mayor have a conversation with the other mayors at a COG meeting to put pressure on the School District to provide additional funding. Councilmember Thompson thought based on the amount of taxes taken out for the school districts it should be covered by the districts.

WAGES & BENEFITS
Mr. Allen expressed hope that the economic pressures felt over the past few years was stabilizing. He affirmed that wages were prioritized over headcount in the last budget. He recognized that benefits were important to employees but was becoming increasingly expensive. Mr. Allen mentioned the Step-in-Grade system that had been effective but acknowledged that it's aggressive structure had complicated the General Pay Plan and was not sustainable, and would likely need to be dialed back in FY26. He currently did not know what that would look like.

Mr. Allen said the cost to the City could be mitigated by changing cost-share and/or by changing the plan benefits. Mr. Allen asked for Council's preference on the compensation philosophy with both wages and benefits; whether they wanted to lead the market, lag behind the market or be at the midpoint/median of the market. Councilmember Thompson said he was comfortable with mid-point/median and recognized the City would not always be able to compete. He thought trying to lead the market would overextend the City.

Councilmember Ratchford asked for clarification of the Step-in-Grade system. Mr. Allen explained that the aggressiveness of the compensation had helped recruit, and retain employees, but in some of those types of positions the City might be in the lead status instead of median status. He said that was not the case with the Police Department. Councilmember Ratchford asked if the City needed to restructure by identifying outliers and then develop a different process. She said if the City was trailing the market because of one department then it was lopsided. Mr. Allen said there were so many different types of positions with similarities with how the marketplace compensated the positions and how the City internally valued the positions. Those groupings were put together in a grade, but it did not mean all of them were hitting the midpoint averages. Ricki Miller, HR Manager, said the Step-in-Grade was complicated but was confident that the department head groups and finance committees could handle it. Councilmember Ratchford asked whether it was sustainable given turnover and the ebb and flow of the market. Mr. Allen said staff did what was needed to do to keep the City competitive but would need to dial it back as inflation decreased. He acknowledged that there were some outliers that were not fitting in the system.

GROWTH
Mr. Allen acknowledged that the Clearfield population was growing but did not know how the timing of future projects would impact the City. The growth rate would impact infrastructure, sales tax revenue, energy tax revenue, and property valuation/tax rate calculation. Growth would

have an impact on Clearfield's point-of-sale, job creation and enhanced property values. Mr. Allen explained that when the City depended too much on growth it was difficult to address budget needs if growth slowed. Councilmember Ratchford asked if high-rise revenue would be displaced because of the multi-family versus single-family homes. Mr. Allen said it was commonly held that single-family development did not generate the revenue required to serve those properties and households. He said the denser the development the more likely it was to cover it's own costs. He said it was true in commercial development as well. Big box with seas of asphalt generated far less revenue per square foot than a locally owned business. Councilmember Peterson recommended she check out Urban3 on YouTube. Councilmember Thompson recommended Strong Towns.

REVENUE TRENDS
Mr. Allen stated that a lot of the City's revenues were economy dependent. He said they were increasing but not enough to keep pace with the dramatic rise in costs. He said that any recession would necessitate cuts.

Mr. Allen said that the rate structures for the Clearfield Aquatic and Fitness Center (CAFC) and Recreation might have to be adjusted as the wages had thrown the cost recovery model out of whack. Mr. Howes explained his department was looking at all angles to cover costs and generate enough revenue to self-support more than the 55%. He explained the pressures that he was facing to try to reduce Council's need to cut projects.

PROPERTY TAX
Mr. Allen said property tax was not the biggest revenue source, but it was one the City could control.

TRANSPORTATION UTILITY FEE
Mr. Allen said there were funds in the FY25 budget for a Master Transportation Plan which could lead into a Transportation Utility Fee Study if Council was so inclined. He explained the fee would be on the utility bill to all property owners to pay for street service. He said several cities around the State had adopted a similar fee and it would be a way to get more streets funding for projects and operations. Mr. Allen did not have exact percentages, but he thought some cities were charging approximately $10/month. He offered some context by saying Provo had been the first to do so and the ability for cities to implement a utility fee for transportation was validated by the Supreme Court. Mr. Allen explained that the utility bills currently had a line called "utility tax" which was 6% for water and sewer. The rationale was that the 6% was the franchise fee that power and gas had to pay; essentially the fee to exist in the city rights of way. He said it had not been tested or challenged but if a street fee was adopted the City could consider dropping another fee that was more vulnerable. He explained that it was a potential source of new revenue. Adam Favero, Public Works Director, added that there were different inputs to start thinking about – not just roads, but streetlights, sidewalks. The City would have to decide what the inputs would be and what would be funded with the revenue.

SCALING BACK
Mr. Allen introduced a discussion on what scaling back would look like for the City. What should the City get out of the business of doing or not do as much? He offered examples from

conversations earlier in the day, reduce specialty assignments in the Police Department, Parks – sell off property, scale back programming in Aquatics, Recreation, and Arts as the largest subsidies. He also asked Council to consider where they could accept a lower level of service. Chief Bennett told them of the practice of putting non-priority calls on "pend" until officers were available to respond. He said the next step would be to pull specialty assignments. He explained that there were protocols with Layton City Dispatch that if a call was on pend for thirty minutes they let them know to try and handle them.

Mr. Allen also introduced the concept of reducing capital investments. He said that in FY25 there was $4M being transferred from General Fund to the Capital Projects. He pointed out that every time the City added a new facility, park, or asset, there was more to maintain. However, he said deferring capital investment that was for rehab or reconstruction of existing infrastructure became more costly as time went on. He showed a pie chart showing the expenditures and asked whether the budget reflected Council's priorities. Councilmember Wurth recommended innovating in ways that did not necessitate an increase in headcount. He mentioned the possibility of the new development to soccer fields – public/private partnerships, and automated robotic mowers.

INNOVATION
Mr. Allen showed examples of innovations that would increase Efficiency/Cost-Saving and those that would be Revenue-Oriented. Councilmember Ratchford suggested reviewing contracts for savings. Mayor Shepherd asked if there might be ways to automate more processes or find cost savings for third-party landscapers for park maintenance. Mr. Allen brought up the possibility of using PARAT monies to help with operational costs instead of always building.

TECHNOLOGY
Mr. Allen pointed out that practically all technology had on-going costs because they were subscription-based services.

REGIONALIZATION
Mr. Allen discussed potential opportunities for regionalization or sharing services or equipment with surrounding cities. He expressed his personal opinion that Clearfield had been known as the hub for recreational services. Clearfield taxpayers were taking too much of the financial burden. He thought it would be nice to regionalize and create a recreational district. He thought there was an opportunity for all things recreation. Mr. Allen said he could speak with other cities' managers and the mayor could speak with other mayors about the possibility. Mr. Allen thought there could be a way to convert the CAFC into district-owned facility. Mayor Sheperd thought it was worth pursuing. Curtis Dickson, Deputy Community Services Director, said staff had discussed with other directors that if their cities wanted access to the Aquatic Center they could pay an amount that could be based on a percentage of their population, but that would have to be instigated by administrators, councils, or mayors to make it happen. Mr. Howes pointed out that every city had community services administrators which would help reduce costs if combined and would strengthen program participation. Mr. Allen admitted that sooner or later the alternative was to cut programming. Mr. Allen said he would speak with other city managers and asked the mayor to speak with the mayors as well.

UNFUNDED MANDATES
Mr. Allen pointed out a list of programs that were required but were unfunded. SRO, crossing guards, mental wellness, early intervention software, body-worn cameras, MIHP/Station Area Plans, zoning ordinance updates, EPA regulations, GRAMA, OPMA, public noticing, GASB

The Council took a lunch break 11:50 a.m.

The meeting reconvened at 12:30 p.m.

COUNCIL ROUNDTABLE
Mayor Shepherd and Councilmember Ratchford introduced themselves and offered insights which allowed the other councilmembers and staff to understand their motivations, background, vision, irritants, what they wanted to accomplish in the City, and what inspired them.

ROTATING DEPARTMENT ROUNDTABLES
The councilmembers visited six stations where the various departments offered an overview of their priorities and processes.

The Council took a short break.

The meeting reconvened at 2:23 p.m.

ECONOMIC DEVELOPMENT
Spencer Brimley, Assistant City Manager, took some time to explain his vision for Economic Development in the City. He discussed trying to find a way to measure creating a place where people wanted to be. He introduced a three-pronged Economic Development Strategy and Plan to approach future opportunities and support existing development. The three prongs were: Retention, Relationships, and Recruitment.

RETENTION
He thought it was important to focus on what the City had and work to keep it. He proposed that he reached out to local businesses to survey them to understand their needs, challenges and growth opportunities. He thought the City could provide some support to businesses and recognize businesses and encourage growth through allowed incentive programs. He pointed out that Economic Development was a long game.

RELATIONSHIPS
He felt creating relationships with organizations and people outside of the community was important and represented the Council's priorities. He wanted to find a way to articulate the City's vision of creating a place. Mr. Allen said that the locally owned businesses were where the City got the magnifier economically. National chains did not necessarily create a place and character. Mr. Brimley said that communities looked for a vibe that draws people to it. He looked to build relationships with the following:

- Clearfield City Council – to understand their vision and priorities.
- Davis Chamber of Commerce – by attending Chamber events, lunches and leadership

Institute.

- ICSC – He said their first participation this year was fruitful, and discovered the need to go with a purpose and reason to accomplish something.
- Utah Alliance for Economic Development – Member of this organization and would participate in their events.
- Freeport Center – Colby Cooley was the new manager of the Freeport Center. Mr. Cooley had a new vision of the Freeport Center as a resource to the City and as an opportunity.
- Corporate partners (HQ): Lifetime, Northrup Grumman – important to maintain relationships with these partners.
- Brokers (PPP)
    - Legend Hills
    - Clearfield Station
    - Lakeside Square

RECRUITMENT

Mr. Brimley acknowledged this prong would take time. He wanted to contract an Economic Development Analysis since the last one had been completed in 2016. He felt it was important to look at ways to improve and grow and see what the market could bear. He thought it was important to know what the City was trying to recruit for before going out and recruiting. He planned on targeting industries for recruitment, such as aerospace/defense/cyber security, commercial – office, hospitality , entertainment, retail, and restaurants.

He invited members of the Council to offer their thoughts and vision of Economic Development in the City. Councilmember Wurth thought it was important to hone in on robust employment centers – Aerospace/Defense/CyberSecurity. Councilmember Ratchford would like to see daily activity locations such as nail salons, hair salons, etc. She pointed out that for many activities she had to go outside the City. Councilmember Peterson wanted to see efforts to lean into the existing demographics which provided a diverse cross section of families and had the seeds for ethnic foods, and markets. She wanted to see him go after smaller restaurants and look for opportunities to help businesses get off the ground, or go from mobile to brick and mortar, and create an ethnic hub which would be harmonious with being Utah's Military City and Project One to let people know they were welcome here. Councilmember Thompson mentioned that the only way to make "place" was to chase authenticity and not big box or corporations. He wanted to see anchor tenant food places. He also said aerospace, defense and cybersecurity were the way and if the City could create more community maybe they would buy into Clearfield City because they see something thriving here. Councilmember Ratchford brought up bowling alleys. Councilmember Wurth wanted to push the incubator idea a little further. He said he would love to see economic partnership with Davis Tech, Weber State, to put an emphasis on an entrepreneurial incubator for military members or spouses and partners. He pointed out that Clearfield City had invested heavily in mixed-use but every mixed-use space could not be a restaurant. He thought what made 25th Street in Ogden and Main Street in Bountiful alluring was that they had successful mom and pop boutique shops that gave it character and he thought there were residents in the community with the same talent that had not been tapped. Councilmember Ratchford mentioned that the base turned over every two years, the CyberSecurity world was turning over every 5-7 years. People coming in were looking for services they could utilize now

and for the next couple of years until they transplanted here or move on to their next station. She said she had people coming to the hotel asking where they could go to get certain services and activities. Mr. Brimley acknowledged there were some voids in the City that would come with time and building relationships. He recognized that small businesses were the life blood of the community.

WHAT WOULD I DO...?
Mr. Brimley had previously been asked what he would do if he had all the money in the world. He gave it more thought and pointed out a few items that he thought were priorities:

- Infrastructure was the backbone of economic opportunity. Clearfield City had an aging infrastructure, so he saw it as an important focus. Utilities, Parking structures – he said that due to the City's limited land and parking lots would take away economic opportunity. He said connectivity was a big issue which was difficult with Freeport Center in the middle of the City as well as large roadways such as Hwy 193, Antelope, State and Main Street.
- Acquire parcels of land – Councilmember Peterson brought up properties like 200 South and State Street where it was difficult to apply Form Based Code. Mr. Brimley said there were parcels throughout the City that were less than 1/3 acre that were undevelopable because they were privately owned. He wanted to then connect with partners to sell them.
- Grants for home repairs and improvements – cleaning up neighborhoods one area at a time.

Mr. Brimley said he had a draft economic plan that he was using as the basis of an action plan as he met once a month with the city manager and mayor. His next step was to start the RFP for the Economic Development Analysis. Councilmember Ratchford asked what Mr. Brimley's obstacles were. Mr. Brimley thought that having enough time in the day was an obstacle, but he was utilizing it to the best of his ability. He said he was getting more acquainted with the new divisions he was overseeing. He did not see any hindrance or barriers other than taking the time to get it all done.

COUNCIL ROUNDTABLE
Councilmember Peterson and Councilmember Roper introduced themselves and offered insights which allowed the other councilmembers and staff to understand their motivations, background, vision, irritants, what they wanted to accomplish in the City, and what inspired them.

There was a break in the discussions.

TRUST, CONFLICT AND ARTIFICIAL HARMONY
Mr. Allen said this part of the agenda was due to a few conversations about whether there was a lack of trust or artificial harmony within the group. He showed the pyramid graphic from the book, "The Five Dysfunctions of a Team" which briefly explained a possible reason for absence of trust and artificial harmony. He encouraged an open forum for discussion. There was a discussion to ascertain the basis of any concerns and strategies to prevent feelings of distrust in the future.

ROSES AND THORNS
Staff and Council discussed the items in the retreat that they liked and what was unneeded.

The meeting adjourned at 4:42 p.m.

APPROVED AND ADOPTED
This 8th day of October 2024

/s/ Mark R. Shepherd, Mayor

ATTEST:

/s/ Nancy R. Dean, City Recorder

I hereby certify that the forgoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Friday, August 23, 2024.

/s/ Nancy R. Dean, City Recorder