

**MINUTES OF THE CITY OF WEST JORDAN
CITY COUNCIL BUDGET WORKSHOP**

Wednesday, September 3, 2014

6:00 p.m.

Community Room

8000 South Redwood Road

West Jordan, Utah 84088

COUNCIL: Mayor Kim V. Rolfe and Council Members Judy Hansen, Chris M. McConnehey, and Chad Nichols. Council Members Jeff Haaga, Ben Southworth, and Justin D. Stoker were excused.

STAFF: Bryce Haderlie, Interim City Manager; Jeffrey Robinson, City Attorney; Carol Herman, Deputy City Clerk; Tom Burdett, Development Director; Ryan Bradshaw, Finance Manager/Controller; Reed Scharman, Deputy Fire Chief; Brian Clegg, Interim Parks Director; David Naylor, Urban Forester; Robert Thorup, Deputy City Attorney, and Betty Naylor, Utilities Representative.

I. CALL TO ORDER

Mayor Rolfe called the meeting to order at 6:05 p.m.

II. CLOSED SESSION

DISCUSS THE SALE, LEASE OR PURCHASE OR REAL PROPERTY

The closed session was not held due to the lack of a quorum.

MOTION: Councilmember Nichols moved to convene the Workshop in the Community Room to discuss Critical Needs for the Parks Maintenance and adjourn from there. The motion was seconded by Councilmember McConnehey and passed 4-0 in favor.

Health Insurance Brokers

Bryce Haderlie asked if the Council wanted to participate in the review process for the Health Insurance Broker.

Councilmember McConnehey suggested that Mayor Rolfe participate.

Mayor Rolfe agreed.

Compensation Committee

Bryce Haderlie informed the Council that Doug Diamond was participating on the Committee. He asked for a consensus or any objections from the Council regarding:

- 1) Step and Grade System
- 2) COLA's

The Council provided their brief comments.

Bryce Haderlie and Doug Diamond listened to the comments provided by the Council.

Mayor Rolfe indicated that Council did not oppose the direction addressed by Bryce Haderlie.

III. DISCUSSION ITEM **DISCUSSION CRITICAL NEEDS**

Parks Maintenance and rotation

Brian Clegg said there were there were three main areas lacking in the Parks Department.

- Resources
- Old Equipment
- Insufficient funding

He reported that it was evident that residents wanted nice parks, open-space, and they wanted these areas maintained.

The City's Parks Department was responsible for a total of 338 acres of parks. The Parks Department was not satisfied with the current maintenance due to allocated resources and funding. They would like to see a weekly rotation, not the 10 to 14 day rotation which was currently being used (provided staff was available).

Brian Clegg commented on deficiencies in the parks:

- Archaic irrigation systems
- Inefficient irrigation system

He reported that the new Calsense would identify several of these problems. However, it was going to take 2-3 years for implementation.

Mayor Rolfe questioned whether in most case was wiring a direct bury, or in conduit?

Brian Clegg reported that wiring was done by direct bury, but they were starting to have contractors put in one spare wire per valve.

Mayor Rolfe said in the future, he would like to see the wiring in conduit.

Brian Clegg reported that specifications were currently being rewritten. He said parks would like to have one additional maintenance crew; so there would be an East, West, and Central maintenance crew. Currently, overtime was wearing on personnel.

He reviewed the Parks Five-Year Maintenance Plan estimated costs.

Estimated total cost to implement the Parks Five-Year Maintenance Plan.

Ongoing Amount	One-time Amount
\$579,787	\$2,127,184

David Naylor commented on the overtime issue. If employees signed up for every slot they would be working 105-hour weeks (7-day workweek). He reported that during the Summer the parks looked great; however, this was due to the overtime and mowing the lawns weekly.

Brian Clegg reminded the Council that on-call hours were totally different.

Councilmember Hansen asked about park strips.

- One-time costs
 - He felt the City should bond for it and get it done
- On-going costs
 - A solution must be discussed and found

Mayor Rolfe wanted to see full-time staff rather than seasonal staff. Although, some seasonal might still be needed.

Councilmember McConnehey commented on the following:

- Bringing park strip maintenance back in-house
 - He was in-favor
- What could be done to reduce the maintenance needs
 - Staff ideas –
 - Remove volleyball courts (some) replace with basketball courts or turf
 - New development add mow strips under chain link fences

Mayor Rolfe indicated that when the new system was fully implemented water would be shut off automatically saving personnel and water.

Brian Clegg commented on the grass baseball infields at Veterans Memorial Park. He reported that the fields were in bad shape. He wanted to skim the diamonds and eliminate the grass infields, leaving just dirt infields, thus making the fields look better and saving the maintenance time.

Mayor Rolfe felt it was the City's job to explain this issue to the Leagues, and let them know why this would be in the best interest of the City.

Councilmember McConnehey wanted staff to speak with the League's Presidents prior to taking any action.

Bryce Haderlie suggested having Brian Clegg speak with Julie Brown regarding this issue. He said she had issues which also needed to be discussed with the Leagues and both topics could be addressed at the same time. The Council agreed.

Urban Forestry

David Naylor reported that the West Jordan Urban Forestry was created in 1999, under the Parks Division in the Public Works Department. The program started with one (1) Urban

Forester; the City had approximately 1,700 street tree and 1,600 park trees. Today, the City had approximately 4,300 street trees, 4,400 parks trees, and 4,900 native open space trees.

He reviewed the Urban Forestry Five-Year Plan:

2015/2016

Item: Create a functioning Urban Forestry Program by acquiring the need staffing and equipment to maintain the Urban Forest.

Justification: Year one (1) would require one full time field arborist and two seasonal employees.

2016/2017

Item: Acquire needed equipment for the Urban Forestry crew to be efficient in the day-to-day operations.

Justification: Year two (2) would be working on building efficiencies within the system.

2017/2018

Item: One full-time tree care specialist and two seasonal employees. Additional budget would be needed to fund an additional 100 replacement trees and to fund, equipment, chemical and irrigation supplies.

Justification: Tree care specialist and crew would be focused on preventive tree issues.

2018/2019

Item: Establish City operated tree farm with equipment.

Justification: City operated tree farm is a long-term investment.

2019/2020

Item: Keep resources in line with current maintenance responsibilities and additional growth.

Justification: Years 1, 2, 3, and 4 were designed to take care of our current responsibilities and would have to expand as the City grows and develops.

Estimated total cost to implement the first four-year of this Urban Forestry Five-Year Plan.

Ongoing Amount
\$147,802

One-time Amount
\$503,771

The Council and staff discussed the importance of having trees.

Trail maintenance

Brian Clegg reported that the City maintains 26 miles of trails throughout the City. He said with use of the trails came maintenance.

Brian Clegg reviewed the Trail Maintenance Five-Year Plan.

2015/2017

Item: Create a trail maintenance crew

Justification: This crew would maintain the many miles of trails throughout the City. With this crew they would be able to keep up on the required maintenance and inspection needs of the trails.

2016/2017

Item: Compile a Trail deficiency list and prioritize needs.

Justification: Compiling a deficiency list for the City trail system. This would be crucial to complete so a workable Operation and Maintenance plan could be implemented for the City's trail system.

2017/2018

Item: Secure Capital funding for needed trail repairs and program funding for the perpetual maintenance of the City's trail system.

Justification: Funding sources in place to have a pro-active approach on trail upkeep and needed repairs.

2018/2019

Item: Implement the operation and maintenance plan for the City's trail system.

Justification: This would allow City staff to have a clear plan in place to follow and budget for the needs of the City's trail system.

2019/2020

Item: Access trail maintenance program adjust accordingly due to growth with needed resources (Funding, staffing and equipment)

Justification: Adjust trail maintenance program accordingly.

Estimated total cost to implement the Trail Maintenance Five-Year Plan.

Ongoing Amount
\$67,400

One-time Amount
\$68,454

David Naylor asked if the Council would be interested in having volunteers throughout the day down at the Jordan River trail, as trail counters, to see the approximate number of users of the trail.

The Council agreed.

Brian Clegg reported that currently there was no funding for asphalt repair or asphalt maintenance for any of the trails.

Natural space/Weed abatement maintenance

Brian Clegg said currently the City had a weed abatement crew which was in place to: 1) Provide and maintain a high level of quality weed control along all main arterials, right of ways, bike paths, detention ponds, lots and easements, and 2) To control weeds so that they do not exceed 12" in height

as per City Ordinance. The crew currently maintained 556 plus acres of open space, but there would be substantial increases in properties that would be maintained by the weed abatement crew in the near future, due to additional properties coming on line.

Brian Clegg reviewed the Natural Space/Weed Abatement Five-Year Plan.

2015/2016

Item: Obtain additional staffing for natural space maintenance and the increased weed abatement efforts.

Justification: These positions were needed to keep up with the current growth and also the expectations of the weed abatement program.

2016/2017

Item: Obtain needed equipment for weed abatement efforts.

Justification: Equipment needed for weed abatement efforts

2017/2018

Item: Staff and obtain needed resources according to growth.

Justification: Obtain staff and needed resources to match growth in the City.

2018/2019

Item: Staff and obtain needed resources according to growth.

Justification: Obtain staff and needed resources to match growth in the City.

2019/2020

Item: Staff and obtain needed resources according to growth.

Justification: Obtain staff and needed resources to match growth in the City.

Estimated total cost to implement the Natural Space/Weed Abatement Maintenance Five-year Plan.

Ongoing Amount	One-time Amount
\$67,251	\$129,154

1. Parks Capital Projects Budget and Improvements

Ryan Bradshaw said a deficiency list had been created. The deficiency list provided a priority list, park name, location, size (acre), and costs. There were 36 parks on the list.

- Deficiency list total: \$4,040,260:79.

He said last week at the Council meeting, the possibility of taking out a \$5 million bond to handle some of these issues, was discussed.

A fund balance Analysis of Capital Projects (parks)

Fund Balance Analysis of Capital Projects (Parks)			
	Unrestricted	Restricted	Total
Fund Balance End of			
FY 2013-2014 (Projected)	\$ 1,849,547.77	\$ 1,448,265.41	\$ 3,297,813.18
FY 2014-2015			
Revenue for Projects	\$ 753,000.00	\$ 818,750.00	\$ 1,571,750.00
New Projects Expenses	\$ (2,142,110.00)	\$ (780,250.00)	\$ (2,922,360.00)
Change to Fund Balance	\$ (1,389,110.00)	\$ 38,500.00	\$ (1,350,610.00)
Fund Balance (End of 2014-2015)	\$ 460,437.77	\$ 1,486,765.41	\$ 1,947,203.18
FY 2015-2016			
Revenue for Projects	\$ 753,000.00	\$ 845,656.00	\$ 1,597,656.00
New Projects Expenses	\$ (419,250.00)	\$ (1,385,750.00)	\$ (1,805,000.00)
Change to Fund Balance	\$ 333,750.00	\$ (540,094.00)	\$ (206,344.00)
Fund Balance (End of 2015-2016)	\$ 794,187.77	\$ 946,671.41	\$ 1,740,859.18
FY 2016-2017			
Revenue for Projects	\$ 753,000.00	\$ 877,483.00	\$ 1,630,483.00
New Projects Expenses	\$ (720,751.00)	\$ (773,650.00)	\$ (1,494,401.00)
Change to Fund Balance	\$ 32,249.00	\$ 105,833.00	\$ 136,082.00
Fund Balance (End of 2016-2017)	\$ 826,436.77	\$ 1,050,504.41	\$ 1,876,941.18
FY 2017-2018			
Revenue for Projects	\$ 753,000.00	\$ 918,857.00	\$ 1,671,857.00
New Projects Expenses	\$ (311,000.00)	\$ (2,394,000.00)	\$ (2,705,000.00)
Change to Fund Balance	\$ 442,000.00	\$ (1,475,143.00)	\$ (1,033,143.00)
Fund Balance (End of 2017-2018)	\$ 1,268,436.77	\$ (424,638.59)	\$ 843,798.18
FY 2018-2019			
Revenue for Projects	\$ 1,253,000.00	\$ 962,299.00	\$ 2,215,299.00
New Projects Expenses	\$ (355,000.00)	\$ -	\$ (355,000.00)
Change to Fund Balance	\$ 898,000.00	\$ 962,299.00	\$ 1,860,299.00
Fund Balance (End of 2018-2019)	\$ 2,166,436.77	\$ 537,660.41	\$ 2,704,097.18

Ryan Bradshaw said if the City were to take out a \$5 million bond and had to pay off that bond every year, we would be looking at about \$500,000 to \$550,000 per year.

He said in this Capital Plan, staff set aside in the first two years \$100,000 to address some deficiencies and in the subsequent three years \$200,000 was set aside.

Below was an updated Fund Balance Analysis:

Fund Balance Analysis of Capital Projects (Parks)			
	Unrestricted	Restricted	Total
Fund Balance End of			
FY 2013-2014 (Projected)	\$ 1,849,547.77	\$ 1,448,265.41	\$ 3,297,813.18
FY 2014-2015			
Revenue for Projects	\$ 753,000.00	\$ 818,750.00	\$ 1,571,750.00
New Projects Expenses	\$ (2,592,110.00)	\$ (780,250.00)	\$ (3,372,360.00)
Change to Fund Balance	\$ (1,839,110.00)	\$ 38,500.00	\$ (1,800,610.00)
Fund Balance (End of 2014-2015)	\$ 10,437.77	\$ 1,486,765.41	\$ 1,497,203.18
FY 2015-2016			
Revenue for Projects	\$ 753,000.00	\$ 845,656.00	\$ 1,598,656.00
New Projects Expenses	\$ (869,250.00)	\$ (1,385,750.00)	\$ (2,255,000.00)
Change to Fund Balance	\$ (116,250.00)	\$ (540,094.00)	\$ (656,344.00)
Fund Balance (End of 2015-2016)	\$ (105,812.23)	\$ 946,671.41	\$ 840,859.18
FY 2016-2017			
Revenue for Projects	\$ 753,000.00	\$ 877,483.00	\$ 1,630,483.00
New Projects Expenses	\$ (1,070,751.00)	\$ (773,650.00)	\$ (1,844,401.00)
Change to Fund Balance	\$ (317,751.00)	\$ 103,833.00	\$ (213,918.00)
Fund Balance (End of 2016-2017)	\$ (423,563.23)	\$ 1,050,504.41	\$ 626,941.18
FY 2017-2018			
Revenue for Projects	\$ 753,000.00	\$ 918,857.00	\$ 1,671,857.00
New Projects Expenses	\$ (561,000.00)	\$ (2,394,000.00)	\$ (2,955,000.00)
Change to Fund Balance	\$ 192,000.00	\$ (1,475,143.00)	\$ (1,283,143.00)
Fund Balance (End of 2017-2018)	\$ (231,563.23)	\$ (424,638.59)	\$ (656,201.82)
FY 2018-2019			
Revenue for Projects	\$ 1,253,000.00	\$ 962,299.00	\$ 2,215,299.00
New Projects Expenses	\$ (605,000.00)	\$ -	\$ (605,000.00)
Change to Fund Balance	\$ 648,000.00	\$ 962,299.00	\$ 1,610,299.00
Fund Balance (End of 2018-2019)	\$ 416,436.77	\$ 537,660.41	\$ 954,097.18

Ryan Bradshaw said with the current Capital Project, as the plan was currently laid out, the City would struggle to pay off a \$5 million bond without some infusion of cash.

Mayor Rolfe did not want to see any money spent on the Soccer Complex unless absolutely necessary, due to the Sunset Clause ending nine seasons from now. He felt the City needed to start planning on new possible locations.

He felt that the City needed to get a bond in place to take care of repairs that were absolutely

necessary, and dangerous to the residents. He felt this should be brought back, so Council could review the bonding. He also briefly commented on utilizing Impact Fees in the future.

Brian Clegg asked to what level the Council wanted to go regarding soccer in the future.

Mayor Rolfe did not want to see one location. He felt tournaments could be played at various locations resulting in less impact to the fields. He wanted to make sure less fortunate children had the opportunity to play.

Councilmember McConnehey wanted to see multi-use fields.

Brian Clegg would prefer to cater to the West Jordan Youth. He said currently staff was making proposed changes to the Facilities Use Manual.

Reed Scharman addressed parking issues.

Councilmember Nichols commented on the possibility of Salt Lake City allowing the City to purchase property at the Soccer Complex.

Mayor Rolfe explained that Salt Lake City wanted to buy our Fleet Facility and expand the airport. He believed by October. 31, 2024, our time was done at the Soccer Complex.

He said as for the discussion this evening, he realized that not all of the Council were present, but questioned how the staff should continue. He shared several concepts with the Council:

- 1) Do we want to start to fund our park system so we do not have to expect the Parks Department to come back every year and beg for money just to maintain things?
- 2) Parks Department had been losing over 50 percent of parks personnel through rotations. Are we making sure that our skilled staff was being paid enough to make this a career, should they want to?
- 3) Storm Detention should the storm detention funds be paying to take care of storm detention, and does the City have a spillover effect of parks, or do we have a shared portion? Levels of service; were you satisfied with two-weeks vs. one- week.

He reviewed the decisions needed by staff:

- 1) Do we charge detention basin costs to Storm Water Fund?
- 2) What level of parks operations and maintenance level-of-service does West Jordan want?
- 3) How do we address existing deficiencies?
- 4) How do we fund replacement of facilities/amenities at end of their useful life?
- 5) How do we increase maintenance funding for existing parks, new parks, trail park strips, and open space that would be dedicated to the City for maintenance?
 - a. Do we create a Parks District or Districts?
 - b. Do we charge a Parks Fee on the utility bills?
 - c. Do we increase user fees for athletic fields?
- 6) If we are not willing to increase revenues for the Parks Division was status quo good enough?

Bryce Haderlie reported that legislation was probably coming impossible to create these district utility fees.

He said Councilmember Haaga was excused but provided the following comments:

- 1) Opposed - utility bill collections due to the impact on the poor and elderly
- 2) Identify different source of funding
- 3) Supported the measures and bringing the parks up to a standard everyone would be proud of, but would like to explore ways of making this less of an effect on the poor and elderly.
- 4) He would like to see the Ron Wood Park and Sierra Newbold Park continue to be maintained and expanded.

Mayor Rolfe commented on the Parks, Trails & Open Space surveys turned in by people in attendance at the meetings. He ranked the comments regarding any kind of park fee:

- Neutral – 83
- Against – 499
- In-favor – 35

He felt the City Council should direct Ryan Bradshaw to look at bonding for the minimum of the \$5 million, whether it needed to be in 2014 or 2015 based on the interest. He wanted this to be brought before the Council immediately for a public hearing. He felt Council needed to make hard decisions to dedicate funding currently, and over the next five years. He reported that 99% of the residents' comments wanted better parks and trails systems, but they did not want to pay more. This winter he wanted to see up staffing and deficiencies corrected especially the ones that posed a danger to the citizens.

He said he was pleased with the funding stream, but the question was how to address the deficiencies in the labor. Equipment could be addressed with the bond, but leaving out the Soccer Complex as much as possible.

Councilmember Nichols brought up one-time spending verse the on-going spending. He said while in attendance at the Park meetings, people that spoke with him, all said to leave things alone. He explained to the citizens that he was one of the Councilmembers that raided the park funds, and took the parks down to a lower standard of service, in order to keep the taxes from being raised. Now, Police, Fire, and Public Works were funded, but Parks were not. In every case residents preferred a fee over a property tax increase because it protected the parks. He liked the idea of a fee, which he believed was transparent. He supported the \$5 million bond issue and felt Council should look at the cost. He supported the idea of a fee, not necessarily a neutral reduction in property taxes, but it a bit higher on the fee side. This would provide a small increase which might fund an extra \$100,000 to \$200,000 per year to start building the parks department back up.

Bryce Haderlie asked if the Council envisioned including businesses.

Councilmember Nichols said yes, business property values were impacted.

Councilmember Nichols commented on the following:

- Districts to see how many parks were being serviced in each area
- Whether there was something in our landscaping policy that would promote lower

maintenance cost as a City

- Parks that were under-utilized get rid of them
- Revisions to the Impact Fee law (so it could be used for maintenance)

Councilmember McConnehey agreed that if staff was stretched on schedules, under-utilized parks should be the first thing we stop maintaining.

Councilmember McConnehey commented on the following:

- Struggled with having a fee, rather have it taken care of with the General Fund
- Liked money set aside specifically for the parks (but could be done through budgeting)
- Would rather not use bonding money for maintenance, but it might be appropriate in this case to bring maintenance up to speed, provided there was a mechanism to maintain the maintenance going forward
- Requested equipment (can any of this equipment be borrowed from other departments) (on-going costs for replacement)

David Naylor explained that some of the equipment could be used during the winter and summer months (F-350's could be used for snow plowing)

He commented on the replacement of 2010 Park staff layoffs. He said three (3) people were lost during-the layoffs.

Councilmember McConnehey said in this case bonding would make up for what had happened in the past and bring the City up to current. He felt the City must also have a plan to maintain it going forward.

Mayor Rolfe agreed there were two separate issues. The bond would take care of getting the capital for: trucks, equipment, and repairs. The separate issue for maintenance of long on-going costs must be addressed. He agreed that it must be done within the General Fund budget.

Councilmember Hansen was against lowering property taxes. Previous Council's voted against raising property taxes, causing recent Councilmember's to agree with a large rate increase. She agreed the General Fund could be used. She addressed the issue of pocket parks, and was against them. She felt that developers should not be allowed to use them as leverage, or as an incentive.

Mayor Rolfe felt if developers added a pocket park in the center of a development with a Home Owners Association (HOA) fee to handle the park, then it would be a bonus to the residents. However, he was against small pockets parks developments, which must be maintained by the City. He would like to see developers pay towards multi-use parks.

Councilmember Hansen was against HOA's in most cases.

Mayor Rolfe commented on citizens using the Jordan River Trail, and absolutely wanted the head count.

Councilmember Nichols reported that decisions made now regarding developer standard could affect the parks department in the future.

**Ron Wood Maintenance needs
City Hall tree replacement and landscape**

David Naylor commented on the City Hall landscape design. He addressed Phase I which was the area to the back of City Hall. He said trees were dead, and the turf was in bad shape. He felt this area needed to be addressed immediately.

Mayor Rolfe hoped that with the reduction of scope as part of this bond, and with the exception of the green area, and the Soccer Complex being cut down to necessary items only, City staff would be able to propose a plan very soon to address the Phase 1 area. He felt the green area in the report might need to wait to be addressed until 2017.

Brian Clegg said there were dead trees in the back of City Hall, and questioned whether staff should leave the trees until spring. He also addressed the holiday lights on the trees.

The Council and staff discussed focusing on the front of City Hall where holiday lights were more visible.

It was unanimous that the dead trees should be removed now, not waiting for spring.

Bryce Haderlie clarified that along with this bond, it was recognized that there would be a need to collect more revenue from the citizens. He asked whether the direction was to start working on a fee or was that still up for debate.

Mayor Rolfe said it was still up to debate, but clearly the three Councilmembers present indicated that it was not an option. He believed the on-going funding would be through the amount that exceeds the rainy day fund limit. He felt the City would finish north of \$2 million above surplus fund balance in 2015. He was not using fund balance to fund this, he was speaking of surplus funds he felt the City needed \$500,000 for staffing in the next calendar year.

Councilmember Nichols was hopeful, but felt the City needed to look at sales tax projections through the winter. He addressed the issue of staffing for May/April. He was concerned with relying on possible new development. He did not like property tax increases, but liked the idea of a fee.

Mayor Rolfe said when the first numbers come in for this fiscal year; the Council could see how things were trending.

V. ADJOURN

MOTION: Councilmember Nichols moved to adjourn. The motion was seconded by Councilmember McConnehey.

The meeting recessed at 8:30 p.m.

The content of the minutes is not intended, nor are they submitted, as a verbatim transcription of the meeting. These minutes are a brief overview of what occurred at the meeting.

KIM V. ROLFE
Mayor

ATTEST:

CAROL HERMAN, CMC
Deputy City Clerk

Approved this 24th day of September 2014