

# Boulder Town, Utah Minutes

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## **Boulder Town Council**

### Regular Meeting

Tuesday, December 2, 2025

6:00 PM at Boulder Town Community Center

Boulder Community Center, 351 North 100 East, Boulder, UT 84716 Phone: 435-335-7300

The time stamp (0:00:00) marks the beginning of this item in the meeting's recording.

### **1. OPENING CEREMONIES (0:00-3:40)**

#### **1.1 Call to Order (0:00-0:28)**

Mayor Conrad Jepsen called the regular meeting to order at 6:00 PM, noting it was hopefully the last meeting of December 2025.

#### **1.2 Roll Call and Determination of Quorum (0:28-0:37)**

The Mayor requested a roll call.

- Council Member Gladys LeFevre - Present
- Council Member Josh Ellis - Present
- Council Member John Veranth - Present
- Council Member Ray Gardner - Present
- Mayor Conrad Jepsen - Present

Mayor Conrad Jepsen confirmed a quorum was present. He also noted that Elizabeth Julian was present as staff.

#### **1.3 Pledge of Allegiance (0:45-1:06)**

Mayor Conrad Jepsen led the Pledge of Allegiance.

#### **1.4 Motion to Adopt the Agenda (1:14-2:49)**

Mayor Conrad Jepsen called for a motion to adopt the agenda as presented. Councilmember Gladys LeFevre made the motion. Before a second could be offered, Councilmember Josh Ellis interjected with a motion to amend the agenda to remove item 5.2, the Boulder Farmstead Water Company agreement. Discussion ensued about whether to remove this item. Councilmember Gladys LeFevre wanted to discuss the item, expressing "I vote no" on removing it. Councilmember Ray Gardner also wanted to discuss it since it was his last meeting.

**Amended Motion:** Councilmember Josh Ellis made a motion to amend the agenda to item 5.2, The Boulder Farmstead Agreement. Councilmember John Veranth seconded.

**Vote on Amendment: Vote on Amendment:** Councilmembers Gladys LeFevre - no, Josh Ellis - aye, John Veranth - aye, Ray Gardner - no, and Mayor Conrad Jepsen - no. **Amendment failed 3-2.**

**Amendment failed 3-2.**

The council then returned to the original motion to approve the agenda as presented.

**Motion:** Councilmember Gladys LeFevre moved to approve the agenda as presented. Councilmember John Veranth seconded.

**Vote:** All in favor by voice vote. **Motion Passed unanimously.**

### **1.5. Conflict of Interest Disclosure (3:00-3:10)**

Mayor Conrad Jepsen asked whether anyone had conflicts of interest regarding the agenda items. None were disclosed.

## **2. CONSENT AGENDA (3:10-4:02)**

Mayor Conrad Jepsen requested a motion to approve the consent agenda, which included draft minutes from the November 4th regular meeting and public hearing, the November 13th special canvass meeting, the November 13th special work meeting, and financial reports from Dave Sanderson.

**Motion:** Councilmember Gladys LeFevre moved to accept the consent agenda. Councilmember Josh Ellis seconded.

**Vote:** All in favor by voice vote. **Motion Passed unanimously.**

## **3. REPORTS AND PRESENTATIONS (4:13-5:47)**

### **3.1. 2025 Municipal Election (4:13-4:34)**

Mayor Conrad Jepsen reported that Election Officer Elizabeth Julian finished the post-election canvass work and submitted official documents to the county clerk and lieutenant governor's offices. She also sent reminders to candidates that the final financial disclosure was due by 5 PM on December 4th.

### **3.2. America250 Utah | Boulder Town (4:39-4:58)**

Mayor Conrad Jepsen noted they had a wonderful time celebrating the designation of November 19th as James Garfield Day, thanks to the committee's work with the

Garfield County Commission. He reminded everyone to keep logging volunteer hours for the Give Boulder A Hand initiative on the town website.

### **3.3. Relevant Legislative Changes - Town Attorney Michael Winn (5:02-5:55)**

Town Attorney Michael Winn reported that he was asked to provide more information on the right of first refusal for county-level annexations. However, since the council had made clear there was no interest in annexation, he suggested skipping the discussion. He asked if there was any interest from the council. Hearing none, Mayor Conrad Jepsen thanked him and moved on.

## **4. PUBLIC COMMENT ON AGENDA ITEMS (6:12-18:48)**

**Cheryl Cox** (7:27-10:44) spoke about the Boulder Farmstead Water Company contract. She submitted a letter for public view and council members. While not opposed to paying for services to keep hydrants safe, she had several concerns about the contract. She noted uncertainty about when fees are due (before or after service), unnecessary handwritten additions regarding snow, and her primary concern that Section 8 requires written approval from governing boards. She noted that the contract was signed on October 20, 2025, before council approval, which she believed rendered it invalid. She cited 2018 discussions in which the town attorney advised against long-term contracts that bind future councils. She suggested annual renewals instead of a 5-year term.

**Mark Nelson** (10:50-13:39) commented on the RSTR ordinance. He challenged the third whereas clause about allowing additional short-term rentals being consistent with the general plan's promotion of home-based businesses, stating this was never discussed when home-based businesses were considered. He questioned why RSTRs licensed before the ordinance would be exempt from the requirement that license holders be present during guest stays, arguing that you cannot expand nonconforming uses and should work to extinguish them. He found the definition of "license holder/manager" vague and questioned whether landowners could have multiple properties with separate license holders. He expressed concern about the town mandating decisions by the Board of Adjustments and reiterated that nonconforming uses should be extinguished, not perpetuated.

**Corry Johnson** (14:10-17:29), Boulder Fire Chief and town maintenance person, opposed paying the water company for hydrant maintenance, arguing it's already their job, comparing it to not paying power companies to maintain poles. He recounted how they previously paid Boulder Farmstead for ISO insurance rating purposes, but the water company never provided the required records. He discovered they don't need those records, and Boulder already has the best possible insurance rating for a town of its size. He suggested that if they're going to pay someone, it should be the town maintenance person, not the water company, for work he believes is already their responsibility.

**Steve Cox** (18:07-20:26) noted the immediate problem was that the council wasn't looking at the contract Boulder Town actually signed, but rather a first draft with scribbles. He pointed out that key elements of the final contract were missing from the version being reviewed. As mayor, when the last agreement was signed, he had notes showing that input from both attorneys led to essential changes. He recommended postponing action until they could review the signed 2018 contract.

## **5. DISCUSSIONS AND POSSIBLE ACTION (20:36-1:11:45)**

### **5.1. Residential Short-Term Rental (RSTR) Ordinance Amendment (20:36-30:03)**

**Motion:** *Mayor Conrad Jepsen made a motion to strike items B, C, and E from section 112.04 on RSTR operations and reorder the remaining two items.*

Mayor Conrad Jepsen explained that B was redundant because applicants already follow building codes, C was redundant because license holders must follow applicable laws anyway, and E was unnecessary because stricter lighting rules for RSTRs than for homes and other lodging businesses were unnecessary.

Councilmember Josh Ellis expressed frustration about not having a marked-up copy after working on this for 11 months. He explained that B ensures compliance not only with building codes but also with public health (septic), nuisance, and safety regulations. He argued that C is the only method for addressing complaints - without these clauses, there's no recourse for complaints once a CUP is issued.

Councilmember John Veranth countered that issues such as noise, fighting, and trespassing are covered under state law. He clarified the distinction between conditional use permits (land use decisions) and annual business license renewals. He explained that B and C provide criteria for denying business license renewals in the event of operational problems.

Councilmember John Veranth suggested removing only item E while keeping B and C for enforcement provisions.

**Amendment to Original Motion:** *Councilmember John Veranth suggested amending the motion to remove only item E and leave B and C. Councilmember Josh Ellis seconded.*

**Vote on Amendment:** *Councilmembers Gladys LeFevre - aye, Josh Ellis - aye, John Veranth - aye, Ray Gardner - no, Mayor Conrad Jepsen - no.*

**Result: Amendment Passed 3-2** *to remove only item E and leave B and C.*

**Vote on Revised Motion:** Councilmembers Gladys LeFevre - aye, Josh Ellis - aye, John Veranth - aye, Ray Gardner - no, Mayor Conrad Jepsen - aye.

**Result: Motion Passed 4-1.** to accept the revisions to strike E from section 112.04.

Following this, the council moved to approve ordinance 2025-8, amending the Boulder Town Code by adding Section 112.01 and repealing and replacing, in its entirety, Section 153.204, Residential Short-term Rentals.

**Motion:** Councilmember John Veranth moved to approve the ordinance draft as amended tonight. Councilmember Gladys LeFevre seconded.

**Roll Call Vote:** Councilmembers Gladys LeFevre - aye, Josh Ellis - aye, John Veranth - aye, Ray Gardner - no, Mayor Conrad Jepsen - aye.

**Result: Passed 4-1** to approve the revised draft ordinance amending ordinance 153.204 residential short-term rentals as ordinance 2025-8 at 6:30 PM on Tuesday, December 2, 2025.

## **5.2. Boulder Farmstead Water Company Agreement (31:08-41:42)**

Mayor Conrad Jepsen called for a motion to accept the contract with Boulder Farmstead as presented.

**Motion:** Councilmember Gladys LeFevre moved to accept the contract. Mayor Conrad Jepsen seconded for discussion.

Extensive discussion followed. Councilmember Ray Gardner objected to the \$1,500 payment as a giveaway, preferring either monthly invoices showing work done or having Corry use additional winter hours for hydrant maintenance.

Councilmember John Veranth requested a detailed review of the provisions Steve Cox mentioned and the multi-year versus annual contract issue, suggesting that the next town council should handle them.

Councilmember Josh Ellis strongly opposed, questioning why they would pay the water company to maintain their own infrastructure, noting it's their responsibility per standards and Utah code. He expressed concern about the process, noting they sent revision 4 to the water company in August 2024 with no response, then a different contract appeared, already signed. He detailed that four revisions were tediously reviewed line by line in public meetings. He questioned the \$1,500 for snow removal, given that John Veranth shoveled out an entire subdivision in under 2 hours with 18 inches of snow. He emphasized that they don't need immediate snow removal, since by the time they arrive at a fire, the house is already engulfed. He noted the town already pays the water company \$6,000 annually through water bills and questioned what problem this contract solves beyond the water company

wanting money. He criticized the lack of water company representation at meetings and suggested inappropriate ex parte communications occurred.

Town Attorney Michael Winn clarified that the council needed to determine whether to ratify the mayor's execution of the agreement. He further noted that the contract in question does not incorporate his previously presented recommendations to the town council.

The contract's validity was questioned, with discussion indicating that the Town Ordinances require the clerk's signature on the attest line.

Following further procedural discussion:

***Motion Withdrawn:*** Councilmember Gladys LeFevre withdrew her motion with Councilmember Conrad Jepsen's permission as seconder. All council members agreed to the withdrawal.

**Action:** The decision on the Boulder Farmstead Water Company agreement was postponed to a later meeting, with a recommendation to use the April [2024] draft presented by Michael Winn as the starting point.

### **5.3. Meeting Ordinance Amendment (41:47)**

This item was postponed to the January meeting.

### **5.4. Property North of Community Center (41:49–42:10)**

Mayor Conrad Jepsen reported the planning commission wasn't ready with options yet. They shared the survey results in the meeting materials, and the Planning Commission will discuss them at their December 16th meeting.

### **5.5. General Plan (42:16–52:09)**

Mayor Conrad Jepsen asked outgoing Councilmembers Gladys LeFevre and Ray Gardner to share ideas for the future regarding general plan revision.

Councilmember Gladys LeFevre expressed concern about limiting Airbnbs within city limits, potentially pushing demand outside city limits, where they'd still use infrastructure but not benefit from the tax revenue.

She noted Boulder hasn't been used for agriculture in 30–40 years, just divided and developed for real estate. She warned that imposing overly restrictive conditions on remaining large landowners would force them to subdivide and sell to developers.

Councilmember Ray Gardner delivered extensive remarks about agriculture in Boulder. He identified two primary obstacles: prolonged drought conditions and real estate prices that surpassed what agriculture could support 30–40 years ago.

He explained that agricultural producers face uncertain financial futures, and restrictive ordinances push them toward selling to developers - the only business plan that makes sense at current land prices.

He emphasized that Boulder's best chance of maintaining agriculture and open spaces is to allow property owners, especially agricultural ones, to diversify their operations. He warned that backing property owners into a corner with restrictive ordinances, and that selling out is the only option. He expressed increased concern that the town will embrace more ordinances, putting pressure on property owners.

Councilmember Ray Gardner questioned who they're preserving open space for - posterity or second and third homeowners? He noted that people with resources can hire professionals to navigate ordinances, while younger people without resources get pushed out.

He encouraged the council to consider the long-term effects of restrictions, noting the more restricted he feels as a property owner, the more inclined he is to "cash in and go someplace else."

Councilmember John Veranth asked both Gladys and Ray, as landowners and business owners, whether tourism or service-related jobs align with their financial plans.

Councilmember Gladys LeFevre responded that it's the only option in Boulder, even though they don't particularly like it.

Councilmember Ray Gardner explained that his campground venture uses only a couple of acres, allowing him to avoid further development. He'd rather look at pasture than a subdivision, but acknowledged, "That pasture isn't what it used to be."

He reiterated that Boulder needs to consider the long-term effects of restricting property owners' ability to diversify income.

## **6. COUNCIL AND STAFF REPORTS (53:13-1:06:26)**

**Councilmember Josh Ellis** reported that the fire department flow-tested the big truck, which feeds into their ISO insurance score to ensure it pumps as much water as expected. Mayor Conrad Jepsen asked about the search for the fire truck. Ellis needs to contact someone knowledgeable about the differences between fire tenders and water trucks, including pumps, ratings, baffling, and flow rates. He's struggling to specify requirements without expertise, noting that restricting the search from 100,000 vehicles to just five fire tenders might not be worth it.

**Councilmember Gladys LeFevre** reported on an extensive list:

- Travel council event funding deadline is December 22nd for events providing a positive economic impact to Garfield County
- Expressed safety concerns about playground equipment: the horse swing's back, hitting children's heads, the merry-go-round is dangerous (most playgrounds no longer allow them), and the slide lacks easy steps for small children.
- Cemetery updates: has enough flags for veterans with 2-3 extra to bring down after Christmas market; gophers are terrible and unlikely to freeze this winter; needs PVC pipe caps for flag rebar
- Cemetery board members: Cheylene Mackay replaced by Ellayna LeFevre (who is no longer in town), Camille Hall, Stacy Davis, Carrie Ryan, and Gladys LeFevre as town board representative - needs replacements
- No current requirements for grave markers, though she's been keeping records
- Has a list of reserved plots to give to Elizabeth Julian
- West side road needs a barrow pit to prevent rain damage through the cemetery; Mark Austin is willing to help
- Gladys LeFevre will turn over materials to Elizabeth Julian

**Councilmember John Veranth** reported nothing new on roads. Planning commission issues are covered as individual line items.

**Councilmember Ray Gardner** had no reports on assigned items concerning the library, park, or code enforcement.

**Mayor Conrad Jepsen** had no report.

**Town Clerk Elizabeth Julian** provided staff updates to accompany the written report included in the meeting materials:

- Looked into Google Voice for administration, but will wait due to switching Google Workspace accounts for government compliance, requiring US-based cloud storage
- Working with Five County AOG on secure state contract rates to reduce the costs of Google Workspace when switching and adding
- Postponed discussion on advertising/hiring for town clerk and deputy clerk positions. Josh Ellis instead suggested a teaser announcement on the Pegboard saying positions will be posted in 2026, and Conrad approved.
- Reminded about Utah League of Cities and Towns trainings, including Government 101 (in-person Salt Lake City this Saturday, online following Saturday), which is a prerequisite for future trainings and fulfills Open Public Meeting Annual Training requirements.



- Board and commission open seats are posted on November 18th, with appointments scheduled for January.
- Banking updates: completed initial steps to bring Boulder Town and Local Building Authority into entity compliance, paid overdue fees, and opened a new State Bank of Southern Utah account with Conrad and herself as signatories.
- At the Boulder Irrigation annual meeting on December 8th, the town has shares to assign for voting.
- Pending RSTR business license application awaiting ordinance outcome: Catmull
- Two completed permits approved: Tomlin Ranch barn project and Cove Fort Irrigation Company LLC subdivision (contingent on fee payment)
- Digital workflow meeting scheduled with Conrad, Nancy, and the administrative staff to update applications.

**Councilmember Josh Ellis** added that he's been working with Zoning Administrator Erin Smith for a year on subdivisions, with the first application nearing completion through the entire process. Smith has kept a list of administrative changes and clarifications needed. They plan to propose ordinance changes at the January planning commission meeting - all administrative rewording with no substantial content changes.

## **7. SUMMARY OF ACTIONS AND FOLLOW-UP (1:06:30-1:07:41)**

Town Clerk Elizabeth Julian summarized tonight's decisions:

- Agenda adopted as presented
- Consent agenda adopted with suggested changes as presented
- Michael Winn will not share county annexation information due to a lack of council interest
- RSTR ordinance amendment passed with revision to strike E from section 112.04, recorded as ordinance 2025-8
- Boulder Farmstead Water Company agreement postponed with recommendation to start from April [2024] draft
- Meeting ordinance amendment postponed to January
- Planning Commission will discuss property north of the community center on December 16th; the survey summary is in the meeting materials.
- Ray Gardner and Gladys LeFevre shared input on general plan revisions.

## **8. GENERAL PUBLIC COMMENT (1:07:44-1:07:57)**

No public comments were offered in person or online.

## **9. FUTURE BUSINESS AND MEETING CONFIRMATION (1:08:00-1:13:05)**

Mayor Conrad Jepsen noted that Town Clerk Elizabeth Julian will ensure all annual requirements are on the January agenda.

Council suggestions for January agenda:

- **Councilmember John Veranth:** HVAC discussion with written recommendation based on bids; financial reports as a full agenda item (not consent) since Dave Sanderson promised mid-year reports starting the second half of the year due to unfavorable trends; decide when to reopen the budget for unbudgeted expenses. He will be four time zones away but will try to attend via FaceTime [sic] at midnight his time.
- **Councilmember Josh Ellis:** Alcohol ordinance rewrite and time change ordinance addition

Since Councilmember John Veranth will be in Antarctica and three new members will be seated, two current members must attend January's meeting to approve tonight's minutes. After a discussion about the requirement for a quorum of members who attended tonight's meeting, members agreed to address this in January.

The January regular meeting is confirmed for Tuesday, January 6th at 6:00 PM (not 7:00 PM).

## **11. ADJOURNMENT (1:13:47)**

With no objection, Mayor Conrad Jepsen adjourned the meeting at 7:14 PM.

Following adjournment, Mayor Conrad Jepsen invited everyone to enjoy cinnamon rolls, cupcakes, and cookies in appreciation of Councilmember Gladys LeFevre's 44 years of service (exact years debated).

Elizabeth Julian also offered thanks to Councilmember Ray Gardner and Mayor Conrad Jepsen for their service.

Mayor Jepsen thanked the council for their patience as he learned the role.

Councilmember Josh Ellis specifically thanked Mayor Jepsen, and then Councilmembers Gardner and LeFevre, for not selecting him as mayor, stating it was "the best decision taken in the last 9 months for sure."

Approved by Town Council: January 6, 2026

Recorded by: Elizabeth Julian, Boulder Town Clerk

Notice and Agenda:  2025-12-02 TC Notice & Agenda Regular

Audio Recording:  2025-12-02 TC Audio Recording.m4a

Video Recording:  2025-12-02 TC Video Recording.mp4

Draft Minutes Posted: December 3, 2025

Minutes Posted: January 9, 2026