

CLEARFIELD CITY COUNCIL MEETING MINUTES  
6:00 PM WORK MEETING  
January 13, 2026

City Building  
55 South State Street  
Clearfield City, Utah

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PRESIDING: Mayor Mark Shepherd

PRESENT: Mayor Mark Shepherd, Councilmember Karece Thompson, Councilmember Nike Peterson, Councilmember Megan Ratchford, Councilmember Dakota Wurth, Councilmember Danielle King

STAFF PRESENT: City Manager JJ Allen, Assistant City Manager Spencer Brimley, City Attorney Stuart Williams, Community Services Director Eric Howes, Community Services Deputy Director Curtis Dickson, Police Chief Kelly Bennett, Public Works Director Adam Favero, Finance Manager Rich Knapp, Finance Department Lee Naylor, Community Development Director Stacy Millgate, Planner Tyson Stoddard, City Recorder Nancy Dean, Deputy City Recorder Chersty Titensor

VISITORS: Warren Anderson – HBME, LLC., Tony DeMille

Mayor Shepherd called the meeting to order at 7:01 p.m.

DISCUSSION OF THE AUDIT AND ANNUAL FINANCIAL REPORT FOR FISCAL YEAR 2025

Rich Knapp, Finance Manager, presented the annual independent financial audit conducted by HBME, LLC. Auditor Warren Anderson summarized the results of the audit and reported that the city received an unmodified “clean” opinion. The auditor stated that the financial statements were presented fairly in all material respects and that there were no reportable findings related to compliance with state law, federal requirements, or internal controls. The auditor noted the preparedness and responsiveness of city staff throughout the audit process.

Councilmember Thompson asked questions regarding fund balance trends, capital drawdowns, operating cash reserves, and internal controls. Auditor Anderson clarified that budgeting decisions and reserve levels were outside the scope of the audit but confirmed that the city’s fund balance met state requirements. Mr. Knapp acknowledged that fund balances were decreasing due to planned expenditures and provided additional context.

DISCUSSION TO CONSIDER HIRING THE BUDGETED FULL-TIME PARKS CREW LEAD OR TO CONTINUE CONTRACTING A PORTION OF THE PARKS MAINTENANCE

Eric Howes, Community Services Director, presented a review of contracted parks maintenance services using Lawn Butler during the 2025 mowing season. The presentation included a comparison of contracted services versus in-house staffing, including cost per acre, staffing capacity, equipment efficiency, and operational flexibility. Mr. Howes explained that Lawn Butler maintained approximately 6.44 acres across multiple park and open space locations and performed mowing, trimming, edging, limited weed control, and trash pickup.

The Council discussed the advantages and disadvantages of contracting versus hiring additional full-time staff. JJ Allen, City Manager, noted financial uncertainty related to recent revenue projections and expressed concern about currently committing to additional permanent staff. Several councilmembers emphasized the flexibility of contracting, particularly given budget constraints. Staff indicated that if Council later wished to add staff, recruitment would need to begin promptly. No direction was finalized, and the item remained for future budget consideration.

DISCUSSION ON A ZONING MAP AMENDMENT REQUEST BY DAVIS COUNTY TO REZONE THE PROPERTIES LOCATED AT 160 SOUTH DEPOT STREET FROM UR (URBAN MIXED RESIDENTIAL) TO CV (CIVIC)

Tyson Stoddard, Planner, presented a request from Davis County to rezone several parcels located south of the Davis County Health Department from Urban Residential (UR) to Civic (CV). The purpose of the request was to align zoning with existing county-owned property and to facilitate redevelopment of the former Dee's Service Center into an emissions testing and challenge facility. The proposed facility would include offices, a training area, and a single emissions testing bay.

Staff explained that the proposed Civic zoning was consistent with the City's General Plan future land use designation and that the Planning Commission had recommended approval. Councilmember Peterson asked questions regarding whether emissions testing would be permitted within the Civic zone. Staff clarified that the use would be classified as a public service under the Form Based Code. The Council discussed the timing of the request and confirmed that the item would proceed to a public hearing and policy meeting on January 27, 2026.

DISCUSSION ON A ZONING TEXT AMENDMENT REQUEST BY CLEARFIELD CITY TO ESTABLISH A SUPPORTIVE HOUSING OVER ZONE (S-H ZONE)

Tyson Stoddard, Planner, provided an in-depth presentation regarding a proposed Supportive Housing (SH) Overlay Zone in response to recent State of Utah legislation addressing homelessness and Davis County's efforts to establish a permanent, year-round supportive housing facility. Staff explained that Davis County intended to develop a facility consisting of approximately 60 units, combining permanent supportive housing for individuals earning 0–30%

of area median income and transitional housing for individuals earning up to 60% of area median income. It was emphasized that the County had no plans to establish an emergency shelter and had not yet identified a specific site.

Mr. Stoddard explained that permanent supportive housing would serve individuals who might require long-term or lifetime supportive services, including individuals with disabilities, while transitional housing would serve individuals expected to transition to independent housing. He noted that multiple agencies, including hospitals, behavioral health providers, and workforce services had committed to providing support services at any future facility.

Mr. Stoddard proposed that the Supportive Housing Overlay Zone be limited exclusively to properties located within the C-1 Commercial Zone. The overlay would not apply automatically; instead, any proposal would require City Council approval of both a rezone and a development agreement. A map was presented identifying C-1 properties citywide, with staff noting that only a limited number of parcels were realistically large enough to accommodate a facility of the size proposed by Davis County.

**Councilmember Peterson moved to adjourn the work meeting to reconvene in a policy meeting at 6:59 p.m., seconded by Councilmember Wurth.**

**RESULT: Passed [5 TO 0]**

YES: Councilmember Thompson, Councilmember Peterson, Councilmember Ratchford, Councilmember Wurth, Councilmember King

NO: None

Mayor Shepherd reconvened the meeting at 8:00 p.m.

Councilmembers expressed concerns regarding density, proximity to existing neighborhoods, access to employment opportunities, transit availability, and long-term impacts to surrounding property owners. Councilmember Thompson questioned whether the proposed locations provided adequate access to jobs for residents in transitional housing and expressed concern that individuals could remain disconnected from employment opportunities. Councilmember Peterson emphasized that access to workforce services alone would not sufficiently address long-term housing stability.

Mayor Shepherd expressed concern about allowing housing within a commercial zone and emphasized the importance of ensuring that any supportive housing development would be tightly regulated. Staff and the City Attorney clarified that a development agreement would be required for any proposal, allowing the city to impose conditions including unit caps, building height limits, density restrictions, operational requirements, and service expectations.

General consensus was expressed to continue refining the ordinance with restrictive standards to ensure city discretion, neighborhood compatibility, and deterrence of speculative development. Mr. Stoddard was directed to incorporate Council feedback and prepare revised language for consideration at the January 27, 2026 policy meeting.

## DEPARTMENT UPDATES

### **FUNDS OWED TO UTAH RETIREMENT SYSTEMS (URS)**

Stuart Williams, City Attorney, reported that the City was contacted by the Utah Department of Labor on December 17 regarding a complaint filed by a former employee related to pension contributions during a period of military leave beginning around 2009. The City Attorney explained that under state and federal law, employees on qualifying military leave were entitled to continued Utah Retirement Systems (URS) pension contributions unless specific disqualifying circumstances apply. Staff stated that, at the time, the city elected not to remit pension contributions but instead set aside approximately \$50,000 in anticipation of a potential return by the employee.

The employee later returned briefly to employment, worked one day, and resigned the same day. Following the resignation, the employee filed a complaint directly with the Department of Labor and URS. Staff explained that while the city had sufficient funds reserved to cover the original contributions, URS did not receive investment interest on those funds during the intervening years. As a result, the city might be responsible for interest owed to make URS whole. The City Attorney stated there were no fines or penalties assessed and that staff were actively working with the Department of Labor investigator and URS to resolve the matter.

### **INTIMATE PARTNER VIOLENCE (IPV) / STRANGULATION EXAMS**

Kelly Bennett, Police Chief, provided an informational update regarding strangulation investigations and associated medical examinations in cases of intimate partner violence. Chief Bennett explained that strangulation was defined broadly as any pressure applied to the neck, even if minimal, and emphasized that such incidents were treated as high-risk due to the potential for serious injury or delayed fatality. Chief Bennett noted that recent training had been provided to officers to reinforce trauma-informed, victim-centered investigative practices.

Chief Bennett reported that Safe Harbor had historically conducted strangulation examinations using federal grant funding, which covered both nursing services and exam costs. However, the grant funding for strangulation exams had been fully expended within a short period of time. Safe Harbor continued to cover the nursing portion of the exams, while the city was now responsible for the examination cost, currently \$650 per exam. Chief Bennett stated that since early November there had been a notable increase in the number of strangulation exams, exceeding prior annual totals, which created unanticipated budget impacts. Chief Bennett further explained that if a victim elected to obtain an exam outside the local area, such as in Salt Lake County, the city could be responsible for the full cost of the exam, approximately \$1,300.

Councilmembers asked clarifying questions regarding the definition of strangulation, funding limitations, and whether costs could be denied in certain circumstances. Chief Bennett stated that the city could not ethically or practically refuse to authorize exams, even when victims were hesitant to cooperate, because the evidence could be critical for future prosecution. Mr. Williams suggested exploring potential supplemental funding options with regional partners. Mr. Allen acknowledged the budget implications and indicated staff would continue to monitor costs.

## **COMMUNITY SERVICES STRUCTURAL MODIFICATIONS**

Eric Howes, Community Services Director, presented a detailed, informational overview of structural modifications implemented or proposed within the Community Services Department. Mr. Howes explained that the changes were intended to improve efficiency, clarify supervisory roles, and better manage increasing service demands without adding significant staffing.

### **a. Administration**

Mr. Howes explained that administrative reporting relationships had been adjusted so that the four division managers now reported to the Community Services Director through the Deputy Director. The Deputy Director provided day-to-day operational support and guidance to managers, allowing the Director to focus on long-term planning, policy development, and strategic initiatives. Mr. Howes stated that administrative assistants and part-time support staff reported directly to the Director. Mr. Howes noted that the department had been operating under the revised structure for several months and that the changes had improved role clarity and reduced confusion regarding responsibilities.

### **b. Facilities**

Mr. Howes discussed Facilities staffing challenges, noting that Facilities staff had previously been dispersed across multiple buildings without a centralized reporting location. Plans were described to relocate Facilities staff to a shared space in the former Public Works building, where morning coordination meetings and access to shop space could occur. Mr. Howes emphasized the importance of cross-training Facilities staff so they could respond to maintenance issues citywide rather than being limited to specific buildings.

### **c. Parks and Open Spaces**

Mr. Howes explained that job titles and responsibilities within Parks operations had been clarified by renaming certain positions as crew leads, reflecting their supervisory role over part-time staff. Mr. Howes also described operational changes to address workload inequities, noting that one crew had previously been responsible for approximately 200 acres of open space and parks. The department was redistributing open space responsibilities across all crews so that each crew managed a combination of park, cemetery, and open space areas, creating a more balanced and equitable workload.

### **d. Recreation & Arts**

Mr. Howes reported that recreation and arts supervisory staff had been consolidated into the Art Center facility and reclassified to support both recreation and arts programming rather than operating in separate silos. This approach allowed staff to respond more flexibly to higher recreation demand without increasing personnel. Mr. Howes also noted efforts to maintain program momentum in anticipation of upcoming staff leave, emphasizing cross-training and shared responsibility.

### **e. Aquatic & Fitness Center**

Mr. Howes discussed staffing ratios at the Aquatic & Fitness Center, noting that a small number of full-time supervisors managed a very large part-time workforce. Proposed adjustments included reducing the number of managers on duty and front desk staffing to create an assistant manager position. The change would distribute supervisory responsibilities more evenly, allow

the center manager to focus on planning and operations, and improve support for frontline supervisors. Additional details were scheduled for further discussion at a future meeting.

### **700 SOUTH UTILITY UNDERGROUNDING**

Spencer Brimley, Assistant City Manager, provided an informational update on the 700 South utility undergrounding project. Mr. Brimley explained that the Community Development and Redevelopment Agency (CDRA) Board had previously set aside funding for the project and that progress had been limited until a new consultant team and utility contacts were established. Jones and Associates had completed a design for undergrounding the power lines and were assisting with easement acquisition from affected property owners.

Mr. Brimley reported that approximately \$14,000 had been expended to date for design and professional services, while the majority of the allocated project funding remained unspent pending completion of easements and coordination with Rocky Mountain Power. Mr. Brimley explained that the project scope had been modified due to private development, with certain segments of undergrounding to be completed by a developer rather than the city. Additional work would include undergrounding a light pole fed from the south side of the corridor.

Council discussed coordination challenges with telecommunications providers, anticipated timing uncertainties, and the importance of securing easements that could accommodate future utility undergrounding. Staff indicated that easements were being designed broadly enough to allow for telecom participation if feasible. No formal action was taken.

### **PRIVACY PROGRAM UPDATE**

Spencer Brimley, Assistant City Manager, presented an update on the city's implementation of the Utah Government Data Privacy Act. Staff explained that the Act required cities to establish formal privacy programs, provide employee training, and ensure third-party vendor compliance. The City initiated its data privacy program prior to the December 31, 2025 deadline.

Staff reported that approximately 75% of city employees had completed required privacy training and that all new employees would be required to complete training within 30 days of hire. Mr. Brimley stated that annual reporting to the State would be required and that full compliance was expected by July 2027.

The City Manager was identified as the chief administrative officer responsible for compliance, with coordination among departments including Information Technology, Human Resources, and the Recorder's Office. Staff emphasized that the State was providing guidance, training resources, and flexibility in implementation timelines. The update was informational only.

**Councilmember Wurth moved to adjourn the work meeting at 8:50 p.m., seconded by Councilmember Thompson.**

**RESULT: Passed [5 TO 0]**

**YES:** Councilmember Thompson, Councilmember Peterson, Councilmember Ratchford, Councilmember Wurth, Councilmember King

**NO:** None

*\*\*The minutes for the CDRA are in a separate location\*\**

**APPROVED AND ADOPTED  
This 27<sup>th</sup> day of January 2026**

**/s/ Mark R. Shepherd, Mayor**

**ATTEST:**

**/s/ Nancy R. Dean, City Recorder**

I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Tuesday, January 13, 2026.

/s/ Nancy R. Dean, City Recorder