

THE STATE OF UTAH  
COUNTY OF SEVIER  
CITY OF RICHFIELD

At the City Council  
In and For Said City  
January 13, 2026

Minutes of the Richfield City Council meeting held on Tuesday, January 13, 2026, at 7:00 p.m. in the Council Chambers of the Richfield City office building located at 75 East Center, Richfield, Utah. Mayor Bryan L. Burrows presiding.

- |                         |                              |
|-------------------------|------------------------------|
| 1. OPENING REMARKS      | 11. BUSINESS INCENTIVES      |
| 2. PLEDGE OF ALLEGIANCE | 12. UDOT PROPERTY SUBSTATION |
| 3. ROLL CALL            | RESOLUTION                   |
| 4. SWEARING IN          | 13. HELIBASE HANGAR LEASE    |
| 5. APPOINTMENTS         | 14. LAND AND WATER           |
| 6. MINUTES              | CONSERVATION GRANT           |
| 7. EXPENDITURES         | APPLICATION                  |
| 8. CONFLICT OF INTEREST | 15. OTHER BUSINESS           |
| 9. YOUTH CITY COUNCIL   | 16. MEETING ADJOURNED        |
| 10. PLANNING COMMISSION |                              |
| REPORT                  |                              |

- 1 1. OPENING REMARKS were offered by Kevin Arrington.  
2  
3 2. PLEDGE OF ALLEGIANCE was led by Kip Hansen.  
4  
5 3. Roll Call. **Present:** Bryan Burrows (Not voting), Brayden Gardner, Kip  
6 Hansen, Kevin Arrington, Kendrick Thomas, Andrew Chappell, Michele Jolley  
7 (Not voting), Rob Jenson (Not voting).  
8 Also, Ken Feeby, Russ Brightwell, Adam Robinson, J Glaekies, Tyson Barber,  
9 Keven Orton, Jenna Draper, John Draper, Mitch Dickinson, Michael Snow, Laurie  
10 Burrows, Javen Roach, Kenzie Draper, Elizabeth Steele, Emma Larsen, Gavin  
11 Larsen, Isaac Steele, Kianna Byers, Bostyn Winters, Micklane Farmer, Greg  
12 Jensen, Aleah Jorgensen, Carson DeMille, Scott Turner, Tyson Hansen, Richard  
13 Luekenga, Amy Myers, Maganda Telford, Lincoln Reed, Hanna Brake, Shelby  
14 Wright, Cullen Irvine, Chris Riet, Tom Denison, Trent Lloyd, Keith Mogan and  
15 David Anderson.  
16  
17 4. Deputy Clerk David Anderson administered the oath of office to council  
18 members Kevin Arrington and Andrew Chappell as well as Mayor Bryan Burrows.

1  
2 5. APPOINTMENTS – Mayor Bryan Burrows appointed the following people to  
3 positions:  
4 Michele Jolley as City Manager, Trent Lloyd as Police Chief, Marlee Christiansen  
5 as the City Treasurer, Robert Jenson as the City Financial Director, Michele Jolley  
6 as the Recorder, Fire Chief Dustin Anderson as elected through his department,  
7 and Mayor Pro Temp Kip Hansen.

8 **Motion:** Approve the appointments, **Action:** Approve, **Moved by** Kevin Arrington,  
9 **Seconded by** Brayden Gardner. **Vote:** Motion carried by unanimous roll call vote  
10 (summary: Yes = 5).

11 **Yes:** Brayden Gardner, Andrew Chappell, Kendrick Thomas, Kip Hansen, Kevin  
12 Arrington.

13 Mayor Burrows also asked Kip Hansen to serve as the representative to the  
14 Library Board, and Kevin Arrington as the representative on the Independence  
15 Day committee.

16  
17 6. MINUTES APPROVED. The City Council reviewed the minutes of the meeting  
18 held on December 9, 2025. **Motion:** Approve the minutes of the December 9,  
19 2025 meeting, **Action:** Approve, **Moved by** Kip Hansen, **Seconded by** Brayden  
20 Gardner.

21 **Vote:** Motion carried by unanimous roll call vote (summary: Yes = 5).

22 **Yes:** Brayden Gardner, Andrew Chappell, Kendrick Thomas, Kip Hansen, Kevin  
23 Arrington.

24  
25 7. EXPENDITURES APPROVED. The Council reviewed the December 2025 Warrant  
26 Register. **Motion:** Approve the expenditures on the December 2025 warrant  
27 register, **Action:** Approve, **Moved by** Brayden Gardner, **Seconded by** Kendrick  
28 Thomas. **Vote:** Motion carried by unanimous roll call vote (summary: Yes = 5).  
29 **Yes:** Brayden Gardner, Andrew Chappell, Kendrick Thomas, Kip Hansen, Kevin  
30 Arrington.

31  
32 8. CONFLICT OF INTEREST DECLARATIONS – Hearing none, Mayor Burrows moved  
33 to the next item.

34  
35 9. Youth City Council to discuss the events they are planning for the upcoming  
36 year.  Kiana Byers is the Mayor of the Richfield City Youth City Council. She  
37 said the council is working to help commemorate the 250<sup>th</sup> anniversary of the  
38 United States, there is an effort to do service. Since the Youth City Council is  
39 already service focused, it presented a set of service projects for the City  
40 Council's approval. As the Social Science Sterling Scholar candidate at Richfield  
41 High School, Byers is organizing a project to go through the cemetery and  
42 identify all of the veterans.

1 Youth city council member Bostyn Winters stated that on Martin Luther King Day  
2 they are going to gather a group to clean-up trash around the community. The  
3 National Flag Foundation is organizing the Night to Unite effort, where in citizens  
4 are being asked to light up buildings in red, white and blue on July 4. The RYCC  
5 is helping to promote that effort locally and find a way to light up the water tank  
6 if possible.

7 The Richfield Youth City Council will also put in a float based on the symbols and  
8 iconic figures from United States history. There will also be an effort to promote  
9 the Wreaths Across America locally for veterans graves in Richfield. In an effort  
10 to bring Americans back together, the RYCC will also be promoting America's  
11 Potluck, and effort to get neighbors to engage with each other with dialog and  
12 a shared meal.



13  
14  
15 10. Planning Commission Report. Deputy Clerk Anderson provided the report.  
16 There was a public hearing on a proposed zoning change. No comments were  
17 received, but the property owner later rescinded the request. The Commission  
18 approved a conditional use for the construction of an accessory building in an  
19 RR-1 Zone, which is an allowed conditional use in that area. The commission also  
20 approved the Pioneer Lane project, an eventual 14-unit development off of 800  
21 South. This is the same project the council approved the use for last month. The  
22 Commission also discussed some revisions to the RM-11 development standards.  
23 Kendall Welch, the city's contracted planner, helped in that discussion. The goal  
24 is to address the things the City has run into with plan reviews. One of those items  
25 is the city code doesn't currently allow a zero setback for townhomes, so they  
26 have to be completed via a development agreement. Part of this effort is to  
27 create a standard so shared wall developments don't always have to be  
28 subject to a development agreement. A small green icon representing a document or file, consisting of a green square with a white icon inside.

29  
30 11. Malcolm Nash to discuss options the City has for incentivizing businesses.  
31 Nash, Sevier County's Economic Development Director, said he had been  
32 approached by the owner of the Holiday Inn Express, Gary Patel, who asked if  
33 there were any incentives available. Nash reached out to some colleagues. The  
34 first option is tax increment financing, where a development takes place and  
35 the resulting growth in property tax is captured and used as an incentive to  
36 offset the development costs. That money is returned to the development. Using  
37 a financial model, Nash determined that the increase in property tax would be  
38 approximately \$1.569 million based on a value of \$11 million over a 15-year  
39 period of time. A portion of the captured revenue would have to go to the state  
40 for housing projects as required by state code. The total value of the incentive  
41 would be \$1.1 million over the 15 years. There would still be some revenue that  
42 would go to the school district, county and City. It can happen, but it depends

1 on the City. There are policy issues in play. If a City wants certain types of  
2 developments to come in, this is a way to do it.

3 Community Reinvestment Areas are a way to do it. The other way to do it is  
4 through the Inland Port Authority, which utilizes a more streamlined process. One  
5 advantage is that the Inland Port doesn't require approval from the county and  
6 the school district. It's the same tool used by Industrial Injection in Richfield. The  
7 project would have to fall into the inland port project area.

8 Jenna Draper, representing the Utah Inland Port Authority, said even if the  
9 proposal is not within the project area, it can be amended in as little as one  
10 meeting cycle – 30 days. It would be a 75/25 split, with 75 percent going to the  
11 developer, while 25 percent would go to the taxing entities. The City would also  
12 have the ability to set benchmarks, such as employment, that could be met in  
13 order to qualify for the incentive. The biggest help to this project would likely be  
14 putting in the public infrastructure, which the incentive could be used to offset.  
15 Just because the differential (property tax increment) is generated on a parcel,  
16 it doesn't have to be spent on that parcel. It just has to benefit the project area.  
17 Nash said the mechanism is the same, but it just depends on the avenue the  
18 City is interested in using. Nash said even running the model with some generous  
19 assumptions, it would not reach the number Mr. Patel has asked for, which is  
20 approximately \$1.5 million. He is just trying to see what is possible, and what  
21 could be negotiated. It comes down to the City's interest in incentivizing certain  
22 developments, and if it has an interest in incentivizing a hotel.

23 The difference between the two is the tax increment financing would require  
24 both the county and the school board to sign off on it, while the inland port  
25 would automatically draw those two entities in.

26 Councilmember Chappell asked for clarification for what the incentive would  
27 be.

28 Nash explained 75 percent of the property tax increment would go back to the  
29 developer over 15 years, with 10 percent going to the state for housing and an  
30 administrative fee. There is also a negligible amount that goes back to the city,  
31 county and school district. The solar farm in the county used the incentive and  
32 those funds were set aside for student housing for Snow College Richfield's  
33 campus. It's a negotiation point between the developer and the City. It's  
34 important to understand that Nash's model assumes that all taxing entities  
35 agree to the percentage of the incremental increase is stripped off for the  
36 project. Depreciation schedules also have to be included in the calculations.  
37 Mayor Burrows said the school board may come back and say they only want  
38 10 percent of its share included in the incentive. He also asked how those funds  
39 are accounted for.

40 The redevelopment agency would have its own fund set aside, according to  
41 Nash. It's a restricted fund that would have to be tracked by Richfield City.  
42 Mayor Burrows asked what would be better for the developer?  
43 Nash said it depends on how fast he wants to move on it and how much work  
44 the City is willing to do.

1 Sevier County Commissioner Greg Jensen said these incentives are a good thing  
2 that the state Legislature nearly took away. It's a wonderful asset for local  
3 governments. It's really up to the City to decide if this development will provide  
4 benefits that justify the incentive.

5 City Administrator Jolley said the state is looking at placing some additional limits  
6 on property tax. If those were to be put in place, how would that affect the  
7 incentive?

8 Nash said it would likely just be grandfathered in. He said the baseload property  
9 tax would remain the same, and the limits would just be on future incremental  
10 growth.

11 Councilmember Arrington asked what the advantages are to each. Nash said  
12 they offer essentially the same benefits, but the Inland Port is more streamlined. It  
13 comes down to deciding if the amount of economic impact justifies the  
14 incentive.

15 Councilmember Chappell asked who would negotiate the incentive. Nash  
16 explained if it is a traditional incremental tax financing, the City itself would  
17 negotiate the outcome. With the Inland Port, Jenna Draper would assist the City,  
18 but the City would ultimately decide what level of incentive it wants to offer.

19 Councilmember Thomas asked if what was shown is typical of what other  
20 communities have done with incentives. Draper explained that she wouldn't  
21 recommend giving the entire 75 percent, and withholding some for other  
22 projects.

23 Mayor Burrows said the advantage to this type of project is that it wouldn't have  
24 much of an effect on school populations, so the school district may be more apt  
25 to sign off on it.

26 Nash said the school district would have to make the decision as to whether  
27 they want to give up revenue that could help in running the schools.

28 Councilmember Hansen explained the school district would also look at the  
29 positive effects it could have for drawing events to the community, reducing  
30 travel obligations for team and expanding the ability to host events.

31 No action was taken.



32 12. Consider adopting Resolution 2026-1 supporting UDOT's sale of property to  
33 Rocky Mountain Power for the construction and operation of a new electrical  
34 substation.

35 Mayor Burrows declared a conflict of interest, noting that while he is a non-voting  
36 member, he works for Rocky Mountain Power. He said Richfield City needs three  
37 things to grow, power, water and sewer. The substation would also result in a  
38 substantial amount of property tax in Richfield City.

39 Tyson Barber from Rocky Mountain Power addressed the council and explained  
40 why the new substation is needed in Richfield City. One item discussed was  
41 adding a hotel to the south end of town as discussed earlier in the meeting.  
42 Running the lines to do that would constitute a considerable expense. Having a  
43 substation in the area would cut down on that expense. The substation would  
44 make it more economical for more businesses to move the area. The Industrial

1 Injection building had to build a line at considerable distance to address its  
2 electricity needs.

3 Richard Luekenga, a resident, asked why not put it on the north side of the  
4 freeway. According to the Rocky Mountain Power representatives, it would be in  
5 the wrong place to achieve what is needed on the south end of town.

6 Mayor Burrows said that the Utah Department of Transportation has remnant  
7 properties, and this is one of those. As such, UDOT is required to offer these  
8 properties to the municipality in which they are located prior to putting them up  
9 for auction. What is being asked is if Richfield City has a use it would like to acquire  
10 the property for – that is the foundational question.

11 Councilmember Hansen said where it is a public entity, they can't enter into a  
12 private contract with a person to purchase it individually. Richfield doesn't have  
13 a say whether it is sold or not, but it does have the right of first refusal if it has an  
14 anticipated public purpose for the property.

15 Mayor Burrows said the City should consider if it would be in the overall benefit to  
16 the community. It can be a low-profile station with a block wall around it.

17 Councilmember Gardner asked why this location is better than others. The Rocky  
18 Mountain Power representatives explained it has to be within a mile of the lines to  
19 the west of the freeway. If not, they have to build more transmission lines to back  
20 it up. If the line between Sigurd and Richfield goes down, this would allow for  
21 repairs without shutting down power for significant portions of the City. It would  
22 act as a backup that allows more flexibility for repairs to be done without shutting  
23 power off for the entire town.

24 Councilmember Gardner stated that he did some research, and asked what the  
25 benefits are at this location besides right-of-way. He asked why not move it south  
26 of the golf course. The Rocky Mountain Power representatives explained that it is  
27 an ideal location where proposed. For every mile it is moved, it will cost \$1.3 million  
28 extra or a \$7.2 million difference. This is currently planned to be an approximately  
29 \$14 million project.

30 Councilmember Chappell asked if it isn't built at the proposed location, would  
31 Richfield City just have to go without a substation. The RMP representatives  
32 explained that time is of the essence, as they have spent a year looking for an  
33 identifying a prime location. Richfield is also nearing the limit of its capacity. RMP  
34 is not going to leave Richfield without power, but if the capacity is reached, we  
35 don't want to tell people they can't connect their new construction projects until  
36 such a time as capacity has been increased. It would also take approximately a  
37 year to build the substation.

38 Councilmember Thomas asked what the process is if the City approves it tonight.  
39 The property would have to be purchased.

40 Councilmember Hansen said at the essence of it, the City is only saying it does or  
41 doesn't have an interest in owning the property.

42 Councilmember Thomas asked what if the City denied it tonight.

43 Mayor Burrows said the City would need to find a use for the property. Also,  
44 Richfield City would not be able to resell it to another user. Also, the improvements  
45 would be subject to property tax.

46 Councilmember Chappell said the resolution states that Richfield City supports  
47 the building of a substation, so if the only question is if Richfield wants it or not, the

1 resolution should reflect that.

2  **Motion:** Adopt the resolution **Action:** Approve, **Moved by** Kip Hansen, **for lack**  
3 **of a second, motion failed.** 

4 Mayor Burrows asked if the item is tabled what would be done in the next two  
5 weeks before it is taken off the table. It would likely have to come up for a public  
6 bid if the City passes on it. Should the resolution be rewritten in that time?

7 Councilmember Gardner said he would like to have the extra time to look at the  
8 issue. Councilmember Chappell said he would like to make sure the resolution is  
9 saying what it's saying. He said he's not against it, and that the spot does make  
10 sense.

11 Councilmember Thomas wanted to make sure that the issues that need  
12 addressing prior to the item coming back to the council are addressed, starting  
13 with the statement of support of a substation. Councilmember Gardner said he  
14 started out with a hard no on the issue, but would like to research it more before  
15 he votes on it. He said he's just not ready at this point to act.

16 **Motion:** Table the resolution until the next meeting, **Action:** Table, **Moved by**  
17 Brayden Gardner, **Seconded by** Andrew Chappell.

18 **Vote:** Motion carried by unanimous roll call vote (**summary:** Yes = 5). **Yes:** Brayden  
19 Gardner, Andrew Chappell, Kendrick Thomas, Kip Hansen, Kevin Arrington.

20  
21 13. John Draper and Mitch Dickinson to discuss the construction of a hangar at  
22 the Airport to be used by the State Wildland Fire for a helibase.

23 Mayor Burrows said the location of a helibase at Richfield's Airport could be a  
24 benefit to the City. Airport Manager Adam Robinson is also in attendance to help  
25 discuss the issue. Mike Melton from State Wildland Fire attended via Zoom.

26 Draper said they have been in talks with Mike for a while. The idea is to build a  
27 hangar they can operate out of that is a 120 by 120 feet. They would like a  
28 separate access for employees that will be working at the hangar.

29 Mayor Burrows asked about facilities for the people who stay there?

30 Draper said he anticipates people working shifts in the building, but not staying  
31 there overnight. Staff will be located at the facility full-time. Richfield is a good  
32 central location for this type of facility.

33 City Administrator Jolley shared a copy of a layout that is part of the Airport Master  
34 Plan, which is in the process of being written. In talking with the engineer, a couple  
35 of options were created for the hangar location – one to the north and one  
36 located closer to the midpoint of the runway. There is a lot of interest in the airport  
37 right now, and these are the two locations that would make the most sense for  
38 this type of use. There would have to be some infrastructure built out, including  
39 access. One issue is that the Federal Aviation Administration would have to  
40 approve any outside access, as that is something it controls.

41 Mayor Burrows said going to the north creates a separate apron that prevents  
42 them from having to go through the other hangars. Draper said they haven't  
43 decided which location they would prefer at this point.

44 City Administrator Jolley said most of the activity when there were fire suppression  
45 activities during the past summer, most of the activity was to the south, which  
46 could provide some better access for aircraft.

47 Councilmember Arrington asked if water and sewer would be needed. It would

1 have to be installed in either location. It looks like the southern option would be  
2 better for connecting services, plus it may be tighter having all the activity on the  
3 north.

4 Airport Manager Robinson said he is amenable to either location. There is sewer  
5 and water along the Industrial Park Road.

6 Councilmember Hansen said he is favor of pursuing this and an action item should  
7 be put on the agenda for the next meeting.

8

9 14. Consider adopting Resolution 2026-2 submittal of the 2025 Land and Water  
10 Conservation Grant Application to secure grant funding to assist with irrigation  
11 improvements for the golf course.

12 City Administrator Jolley explained the grant program and the need for the golf  
13 course project. Previously, the City received a grant for \$50,000 to do a water  
14 study and see what needs to be done to improve the irrigation system at the  
15 golf course. That study showed a new filter system and a new pump are  
16 needed. The excess of the \$50,000 grand will be used to purchase a filter. The  
17 City is applying for a grant from the LWCF for \$250,000, with a match of \$250,000.  
18 This project could be completed for less than that, so essentially LWCF would  
19 pay half and the City would pay half. This would secure a new pump station  
20 and building. The pump station itself would cost approximately \$321,508.

21 Mayor Burrows said currently the system isn't very efficient, so this is designed to  
22 make it more efficient. There is some funds available in the golf course capital  
23 improvements fund as well as in the PAR tax. The City would have to match the  
24 grant dollar for dollar.

25 Councilmember Gardner asked if there is a possibility of applying for more and  
26 adding more to the project.

27 Administrator Jolley said the project has been scaled to fit what the City can  
28 afford right now. The \$250,000 number is what the City can fund currently, so  
29 that is why the application is for that amount.  **Motion:** Adopt Resolution  
30 2026-2 submittal of the 2025 Land and Water Conservation Grant Application to  
31 secure grant funding to assist with irrigation improvements for the golf course,

32 **Action:** Approve, **Moved by** Kevin Arrington **Seconded by** Kip Hansen.

33 **Vote:** Motion carried by unanimous roll call vote (**summary:** Yes = 5).

34 **Yes:** Brayden Gardner, Andrew Chappell, Kendrick Thomas, Kip Hansen, Kevin  
35 Arrington.

36

37 15. OTHER BUSINESS.

38 Police Chief Lloyd said he is working on stats for 2025 and will present them at a  
39 future meeting. Also, there is now a School Resource Officer at each school in  
40 Richfield. Richfield City officers are at the high school and Pahvant Elementary,  
41 while the Sevier County Sheriff's Office has officers at Ashman Elementary and  
42 the middle school. Cedar Ridge High School doesn't have an SRO, but it's on  
43 the campus of Richfield High School, so it's not legally required.

1 There has also been a huge problem at Center and Main with people driving  
2 through the crosswalk while crossing guards and children are still in it. Lloyd is  
3 working with UDOT to extend the length of red lights to give more time for  
4 pedestrians to cross. UDOT is also building a single direction light at 500 North to  
5 turn red and stop cars for pedestrians.

6  
7 Councilmember Hansen said he likes the new electronic marquee on the City  
8 park.

9  
10 Councilmember Thomas said the private citizens who are helping the raise  
11 money for the R on the hill are starting to get more active. He would like to have  
12 some help with the effort so he isn't the only City representative. They are  
13 looking to raise some \$50,000 and have it completed by the first home football  
14 game of 2026. There may be a need for the City to help with the costs.

15  
16 City Administrator Jolley presented the sales tax numbers for November. The  
17 results were mixed overall. 

18  
19 Deputy Clerk Anderson explained that the Pioneer Lane 14-plex project got a  
20 little out of order. While the project has been approved, it does require a  
21 development agreement because under the current City code there isn't a  
22 place for townhomes. This is because of the zero setback required for shared  
23 wall townhomes. When staff realized the development agreement wasn't in  
24 place, the city attorney was contacted. The city attorney advised if the  
25 developers would sign the agreement, they would be bound to it. However, it  
26 still needs to be approved by the City Council and has to have a public hearing  
27 with the planning commission. Anderson gave the council copies of the  
28 agreement to look over. The attorney advised to have the council look at the  
29 agreement and see if there are items that they disagree with in the agreement  
30 or any that should be added. That way the developers would be able to sign it  
31 and know that it likely will be adopted by the City Council. However, they would  
32 proceed at their own risk knowing that the development agreement hasn't yet  
33 been signed by the City Council.

34 Mayor Burrows asked about requirements like curb and gutter and fencing.  
35 Deputy Clerk Anderson said this is for things that are above the code, while  
36 those items are still required.

37 Mayor Burrows asked if a development agreement would be needed with every  
38 townhome. Currently yes, but with some of the proposed changes to RM-11, the  
39 hope is to reduce the number of times a development agreement is needed.  
40 City Engineer Micklane Farmer explained the setbacks are being reduced due  
41 to the fact that there are shared walls between units that are subdivided, but  
42 the other setbacks would remain in place. On the planning commission side, it  
43 was approved with a 3-2 vote.

1 Councilmember Gardner asked if Anderson and Micklane were OK with the  
2 agreement. They were.  
3 Councilmember Hansen asked what the concerns were of the two planning  
4 commission members who voted against it. Deputy Clerk Anderson said they  
5 were philosophical concerns about putting more of this type of development in  
6 the city and what will be the effects of adding more multi-family housing in the  
7 area, and if it is really needed.

8  
9 16. MEETING ADJOURNED. **Motion:** Adjourn the meeting, **Action:** Adjourn,  
10 **Moved by** Brayden Gardner, **Seconded by** Kevin Arrington.  
11 **Vote:** Motion carried by unanimous roll call vote (**summary:** Yes = 5).  
12 **Yes:** Brayden Gardner, Andrew Chappell, Kendrick Thomas, Kip Hansen, Kevin  
13 Arrington.

PASSED and APPROVED this 27 day of January 2026.

---

Recorder