



**MINUTES OF THE SPRINGDALE TOWN COUNCIL WORK MEETING
HELD WEDNESDAY, APRIL 3, 2026,
AT THE CANYON COMMUNITY CENTER, 126 LION BOULEVARD, SPRINGDALE, UTAH**

MEMBERS PRESENT: Mayor Barbara Bruno, Council Members Jack Burns, Randy Aton, Pat Campbell, and Kyla Topham

ALSO PRESENT: Town Manager Thomas Dansie, Director of Community Development Niall Connolly, Zoning Administrator Kyndal Sagers, and Town Clerk Robin Romero, recording.

The Special Work Meeting convened at 12:00 pm.

Approval of the Special Work Meeting Agenda

Randy Aton moved to approve the Special Work Meeting Agenda. The motion was seconded by Pat Campbell.

Vote on the motion:

Campbell: Aye

Aton: Aye

Bruno: Aye

Burns: Aye

Topham: Aye

The motion passed unanimously.

A. Administrative Non-Action Items

1. Review and possible direction to staff regarding the Town Council meeting procedures and protocols

Town Manager Thomas Dansie said State law required all public bodies to adopt rules of procedure for operation of meetings to ensure compliance with the Utah Open and Public Meetings Act (OPMA). The Town of Springdale adopted Rules of Procedure and a Code of Conduct for public bodies in 2012, and Rules of Procedure were updated and revised in 2023. During recent annual public officials training, emphasis was placed on the need for rules of procedure to govern public meetings, and members of the Council subsequently asked to review and discuss the adopted Springdale Rules of Procedure. Mr. Campbell suggested the Rules of Procedure should address harassment and offensive language.

Mayor Bruno asked if members of the Council were inclined to adopt one of the three example documents provided by the Utah League of Cities and Towns (ULCT) as a starting point. Mr. Campbell said he liked the “Short and Formal” example best for a starting point. Ms. Topham said she would not want rules to be too detailed or formal. She commented that the dynamics of the Town Council shifted over time. Mr. Campbell said he liked Rules 1, 6, and 7 in the “Long and Business Casual” example, which he felt matched the way Mayor Bruno currently conducted meetings.

The Council reviewed language concerning the public participation portion of a meeting agenda. The staff report included the following questions for discussion.

- What is the Council's position regarding the expectation that public officials and/or staff will respond to and answer questions from residents "on the spot" during a meeting?
- Should the public participation portion of the meeting continue to be a question and comment period, or should it be a period only for comments?
- Should comments be accepted for all topics, or only for topics that are not on the current agenda?
- Should the public participation period continue to be at the beginning of the meeting, or should it be placed at the end of the agenda?
- Should the be standards regarding which members of the public are allowed to participate in the comment period?
- What is the responsibility of the Town to add information submitted by members of the public during the public participation portion of the meeting to the meeting minutes?

Mr. Campbell said he did not agree with the expectation to respond to questions on the spot. Mr. Aton said he believed it would depend on the situation, and commented that a back-and-forth could make a meeting go too long. Mr. Burns said the situation could become a debate. Mayor Bruno said that sometimes the questions asked were "gotcha" questions, meant to catch someone off guard.

Mayor Bruno pointed out that a question-and-answer situation could result in discussion of topics not on the agenda. She said she was comfortable with the title "comment period," and said residents with questions could contact staff any time. Ms. Topham said caution should be used in any back-and-forth between the podium and the dais, which could turn into an argument and become chaotic quickly. Ms. Topham said she believed comment periods were valid, but suggested placing a limit on questions. Mayor Bruno suggested comments could be acknowledged by letting a commenter with a question know that someone would contact them on the topic. Mr. Burns said he believed questions could be entertained situationally, but the protocol should be for comments only.

Mr. Aton said he agreed the comment period should be for comments only, but expressed concern with the public perception if the public could not ask questions for public hearing agenda items. Mayor Bruno said she knew many other municipalities did not allow comments or questions about public hearing items during the public comment period to prevent the public comment period from becoming a de facto public hearing.

Mayor Bruno said she knew Rockville only allowed public comment from residents of Rockville and owners of property in Rockville. Mayor Bruno said she spoke with Mr. Dansie on the question, and Mr. Dansie expressed the opinion that the more open the meeting could be, the better. Ms. Topham said she felt the resident or property-owner status should not matter, and expressed support for anyone willing to take the time to show up and comment. Mr. Burns said he wanted to know if a commenter was a resident or not, but would not want to set limits on who could comment. Mr. Campbell said he agreed.

Mayor Bruno said she believed the public comment period should continue to be at the beginning of Council meetings. She said members of the Council could request that something be added to meeting minutes, and asked the Council if they thought members of the public should be able to request that documents be added to the minutes. Mayor Bruno expressed the opinion that a member of the Council should need to request that supplemental documents provided by the public during a public comment period be included in the minutes. Mr. Dansie advised that such a request should be made by a Councilmember at some point during the meeting. A majority of the Council indicated support.

Mayor Bruno summarized that the Council wanted the public comment period to remain a comment period only, at the beginning of meetings, with public comments limited to 3 minutes. The topic of comments was not limited, but individuals would be asked to hold comment on public hearing items included on the agenda to the appropriate public hearing. Inclusion in meeting minutes of supplemental items provided by the public would need to be requested by a member of the Council.

Staff prepared the following questions for Council discussion concerning meeting preparation/meeting packets/other public body communications.

- If a member of a public body has extensive proposed changes to a contract or document, is it more effective to call staff in advance of the meeting to discuss, and would that help staff be better prepared to address changes at the meeting?
- What is the most effective and appropriate time and method for contacting staff with questions about meeting agenda items?
- What are the responsibilities of members of public bodies relative to documents and records that are classified as Town records?
- What are the responsibilities of staff members to protect confidentiality when information is proprietary or not publicly available? How can staff members communicate with public officials regarding such information?

Mayor Bruno said a contract needing substantial revision was recently presented to the Council, and revisions were discussed and made during the meeting. She suggested that, in the interest of time, staff should be contacted prior to a meeting if many technical revisions were needed. Ms. Topham commented that substantive changes should be discussed by the Council in open meeting. A majority of the Council expressed agreement.

Mayor Bruno asked if there was a time staff would not want to be contacted with questions about the meeting agenda. Mr. Dansie said staff would generally best be able to support and help the Council if contacted during regular office hours. Ms. Topham said she would not expect staff to respond to questions out of office hours except in emergencies. Mr. Dansie said Community Development had set aside the last Thursday afternoon of each month to answer questions about big Community Development issues and projects. He said staff made themselves available to answer questions as much as possible. Mayor Bruno added that members of the Council should schedule appointments for the Thursday afternoon discussions to avoid more than two being present at a time. She emphasized that staff should not feel obligated to respond to emails from the Council outside office hours. Ms. Topham said the same should be understood for messages from the public.

Mr. Campbell asked that the Council be copied on staff responses to email questions from residents that were submitted to the Council. Ms. Topham said she agreed with the request. Mr. Aton said he did not expect staff to respond to his messages outside of office hours.

Responding to a question from Mayor Bruno, Town Clerk Robin Romero referred to the Government Records Access and Management Act (GRAMA), and said staff were responsible for: making sure information was shared as it was requested; redacting information that was protected; and complying with any other classified document requirements. Ms. Romero said the Town Attorney was typically not involved in a GRAMA request unless the request specifically involved legal matters.

A majority of the Council said they were comfortable with the Rules of Order as currently adopted. Mr. Campbell explained his request to add language prohibiting use of profanity in public meetings to the Code of Conduct.

The Council discussed the three sample Rules of Procedure and Order included in the staff packet. The entire Council expressed a preference for a more casual, less formal procedure format. Ms. Topham said she wanted the Council to mean what they said, and say what they meant, and said she did not think any of the three sample documents, if adopted, would accurately reflect procedure in current Springdale Town Council meetings. She said she liked current procedure of the Council, and acknowledged that procedure may change as elected officials and dynamics changed.

The Council reviewed General Conduct for Officials in the current Conduct Policy. Mr. Campbell said he believed the language was repetitive and could be consolidated. Mr. Aton suggested removal of the direction to wait to be acknowledged by the Chair before speaking (c). A majority of the Council indicated agreement.

Mayor Bruno referred to item (h) under General Conduct for Officials, “protect the public good – Public Officials do not represent a specific neighborhood, business, individual, or interest.” Ms. Topham said she believed the statement was good because it was inevitable that members of the Council would know their neighborhood best. Mayor Bruno said as an elected official she made decisions she believed were good for the whole Town, not just for her neighborhood.

Mayor Bruno referred to item (j) regarding cell phones being switched to silent or off during meetings. Mr. Campbell suggested members of the Council should not be allowed during a Council meeting to text individuals not present about topics under discussion during the meeting to ensure compliance with OPMA. Mr. Dansie said such a prohibition could be added to the rules if desired by the Council. Mr. Dansie said he agreed such behavior would fly in the face of an open meeting unless such communication were disclosed during the meeting. Ms. Romero said she felt the question was one of public perception. Ms. Topham said she sometimes used her phone during a meeting for access to documents under discussion. A majority of the Council appeared to support direction for devices to be on silent or off during meetings.

The Council reviewed Conduct with Co-Officials and Conduct with City Staff (changed to Conduct with Town Staff). Mr. Campbell said he had read through the document and prepared a consolidated draft. Mayor Bruno asked Mr. Campbell to send his proposed revisions to staff for review.

Mr. Burns referred to item (d) under Conduct with Town Staff, “refrain from giving direction to Staff on behalf of the Public Body without having received the express authority of the Public Body to do so.” Mr. Burns pointed out that members of the Council each had individual liaison assignments. Mayor Bruno asked whether members of the Council should take questions pertaining to conduct or performance to the Town Manager, or go directly to the staff member with responsibility over the department in question. Mr. Dansie said the question was covered under (c), “discuss directly with the Town Manager any displeasure with or concerns about a department or Staff member.”

Regarding communication about liaison assignments, Mr. Dansie suggested involving the appropriate Council liaison in questions to staff. Mayor Bruno added a Council liaison may be able to answer a question without needing to involve staff and take up staff time. Ms. Topham commented that she was not a gatekeeper as a liaison, and would never tell another member of the Council to not ask staff a question. Mr. Aton pointed out that item (d) specifically addressed giving direction to staff. He said he believed it appropriate for the Council to ask questions, but should not give direction without authority of the Council. Mr. Aton suggested the Council should take questions to department managers without needing to go through a liaison. Mayor Bruno summarized that members of the Council should use judgement in determining who to contact with questions. Ms. Romero said the monthly Community Development Report listed a staff contact for each project or topic so the Council would know who to contact for more information.

The Council reviewed Conduct with the Public and Conduct with Other Agencies. Mr. Burns asked if something should be included under Conduct with Other Agencies about dealing with the press. Mayor Bruno said one of her responsibilities as Mayor was being the media contact. She suggested adding language specifying the Town Manager as staff point of contact, and the Mayor as Council point of contact. The Town Manager or Mayor may refer the media to someone else if appropriate. A majority of the Council indicated support.

Mr. Burns suggested adding a statement that the Council was politically neutral. Mayor Bruno said she assumed residents knew the position was non-partisan. Mr. Dansie made the comment that

when adopted, the document would become policy, and violation of Town policy would open members of the Council up to some exposure and risk.

Mr. Dansie advised that individual members of the Council should not speak on behalf of the entire Council or the Town unless authorized by a majority of the Council to do so. The Council discussed the Mayor providing support for outside causes or entities, such as the Zion Forever Project. A majority of the Council indicated agreement that the Mayor should obtain approval from the Council before signing an endorsement on behalf of the Council or the Town. The Council reviewed Conduct with Other Town Bodies and made no changes.

The Council reviewed Ethical Conduct. Mr. Campbell commented that the document was last updated 14 years ago, and suggested including a requirement for review by the Council every four years. Mr. Aton said he believed the document had stood the test of time, and expressed the opinion that, unless a significant procedural change was made to State Code, he did not think a specific timeframe needed to be set for review. Mr. Burns said he would support setting a timeframe for review, even if changes were not needed. Mayor Bruno suggested providing the document to new members of the Council, and asking that they point out anything they felt needed to be updated, and sign that it had been read. Ms. Topham said the Council had had productive conversation that evening, whether changes were made or not. She expressed the opinion that review of the document was valuable, and suggested requiring review by the Council at least every eight years. A majority of the Council indicated support for providing the document to new members of the Council for review. Mr. Dansie pointed out that directions in the document applied to elected and appointed individuals (Town Council and Planning Commission).

The Council reviewed Conduct of Town Staff. Mr. Campbell asked if current language covered harassment and bullying. Mr. Dansie said the topic was addressed in the Town Personnel Policy, but could be added to the Code of Conduct if desired. Mr. Burns suggested referencing training required by the Town Personnel Policy. A majority expressed agreement.

B. Adjourn

Randy Aton made a motion to adjourn at 1:54 pm. The motion was seconded by Kyla Topham.

Vote on the motion:

Campbell: Aye

Aton: Aye

Bruno: Aye

Burns: Aye

Topham: Aye

The motion passed unanimously.

April Raddatz, Deputy Town Clerk

APPROVAL: _____ DATE: _____

A recording of the public meeting is available by accessing the Town's YouTube channel at <https://www.youtube.com/@SpringdaleTownPublicMeetings>.