CLEARFIELD CITY COUNCIL MEETING MINUTES
6:00 PM WORK MEETING
March 03, 2026

City Building
55 South State Street
Clearfield City, Utah

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PRESIDING: Mayor Mark Shepherd

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

ABSENT: Councilmember Karece Thompson

STAFF PRESENT: City Manager JJ Allen, Assistant City Manager Spencer Brimley, City Attorney Stuart Williams, Community Services Director Eric Howes, Streets Supervisor Brad Wheeler, Finance Manager Rich Knapp, Finance Department Lee Naylor, Community Development Director Stacy Millgate, Community Relations Director Shaundra Rushton, City Recorder Nancy Dean, Deputy City Recorder Chersty Titensor

DISCUSSION OF PROPOSED FEE INCREASES TO THE CONSOLIDATED FEE SCHEDULE

Eric Howes, Community Services Director presented several proposed fee adjustments. He recommended increasing picnic shelter rental fees from $20 to $40 for residents and from $40 to $80 for non-residents for four-hour time blocks. The Director also recommended eliminating the amphitheater rental fee and removing unused scoreboard rental fees due to lack of demand over the past 14 years. Additionally, Fourth of July fees would be reorganized under a special event category without substantive fee changes.

Mr. Howes provided an extensive overview of cemetery capacity and policy considerations, noting limited availability of unsold plots and explaining that pre-1990 purchases conveyed land ownership, while post-1990 purchases grant burial rights only. He reported that the City could potentially add 60–100 plots through expansion but emphasized that overall capacity remains limited. Staff indicated that future policy decisions may be needed regarding the sale of plots to non-residents. The Council discussed cemetery expansion options, including the potential addition of a columbarium wall and use of adjacent land. Councilmembers raised questions regarding eligibility of cemetery improvements for park impact fee funding. Staff responded that such improvements were not currently included in the Capital Facilities Plan but could potentially be evaluated in a future impact fee study.

Mr. Howes presented proposed **c**emetery fee increases, including raising adult interment fees from $300 to $500 for residents and from $600 to $1,000 for non-residents. Infant interment fees would increase from $200 to $300 for residents and from $300 to $500 for non-residents. Additional fees for Saturday, holiday, and after-hours services were proposed, including a Saturday/holiday fee of $800 for residents and $1,500 for non-residents, and an hourly after-hours rate of $300. Disinterment fees were proposed to increase from $500 to $1,000. He also explained the increases were necessary due to staffing limitations and overtime costs. The Council discussed cemetery policies, including whether to restrict sales to non-residents and how to handle individuals with prior ties to the community. Councilmembers expressed interest in developing a policy to address the scenarios in the future. Mayor Shepherd indicated support for allowing non-resident burials if fees were appropriately structured.

Additional cemetery-related changes included increasing transfer fees to better reflect administrative costs, increasing headstone movement fees, and restricting interments on certain holidays. Councilmembers discussed adjusting transfer fees to better align with the cost difference between resident and non-resident plots, and staff agreed to bring revised options back for consideration.

Mr. Howes presented updates to the special event fee structure, proposing a flat $100 application fee and eliminating requirements for low-impact events. A new “displacing the public” fee was introduced for events using non-reservable public spaces. Initial proposals included a daily fee plus a per-participant charge; however, the Council expressed a preference for an hourly fee structure for consistency with existing rental practices. Staff was directed to revise the proposal accordingly. The Council also discussed fees for police services, intersection closures, and event-related impacts on public safety agencies. Staff confirmed coordination with emergency services during event review processes and agreed to explore potential cost-sharing or fee alignment with partner agencies. Discussion followed regarding park rental cleaning fees. Councilmembers recommended eliminating refundable cleaning deposits and instead incorporating cleaning costs into rental fees to reduce administrative burden. Staff agreed to evaluate and revise this approach.

Rich Knapp, Finance Manager presented proposed updates to utility fees and billing policies. He recommended implementing scheduled rate increases for 2028 based on prior rate studies and conducting a new third-party rate study in the same year to inform future adjustments. Mr. Knapp also proposed modifying language in the fee schedule to remove meter size restrictions for residential accounts, allowing for greater flexibility.

Additional proposals included increasing delinquency-related fees, implementing an after-hours service connection fee, and revising water meter damage fees to reflect actual costs. Councilmembers discussed the frequency and nature of water meter damage incidents and expressed support for full cost recovery, particularly when damage results from intentional tampering. The Council engaged in a detailed discussion regarding water rate structures, including the balance between base rates and usage-based fees. Staff and Councilmembers noted that prior reliance on usage-based pricing created revenue instability during periods of conservation, leading to budget shortfalls. The Council acknowledged the need to balance conservation incentives with financial stability and agreed to revisit the issue during future utility fund discussions.

Stacy Millgate, Community Development Director, presented minor updates to planning, zoning, and business license fees to align the Consolidated Fee Schedule with existing City code. Changes included updating terminology for accessory dwelling units, adding sign violation fees, revising plan review fees for identical building plans, and adjusting penalties for operating a business without a license. Staff reported that unlicensed business activity occurred approximately 15–20 times annually, typically involving smaller or home-based businesses. Councilmembers discussed appropriate penalty levels and emphasized the importance of maintaining deterrence.

DISCUSSION ON STAFF'S RECOMMENDATION FOR A CONSULTANT TO COMPLETE AN IMPACT FEE ANALYSIS (IFA) AND TO UPDATE THE CITY'S PARK IMPACT FEE FACILITY PLAN (IFFP) AND CAPITAL FACILITIES PLAN (CFP).

Eric Howes, Community Services Director recommended awarding a contract to Zions Public Finance to update the City's Impact Fee Facilities Plan and Capital Facilities Plan. The proposed contract amount was $47,500, with a recommended budget not to exceed $55,000 including contingency. Staff indicated the study would take approximately six to eight months and would be funded through existing impact fees. The Council expressed support for proceeding with the recommendation, with formal approval to follow.

The Council also discussed the proposed All-Abilities Playground project, with staff requesting authorization to proceed with ordering equipment contingent upon confirmation that the project qualifies for impact fee funding. The Council provided general support for moving forward once written confirmation that the project qualified to utilize impact fees was obtained from the consultant.

FISCAL YEAR 2027 PROPOSED BUDGET – REVENUES AND OPERATIONAL EXPENSES

JJ Allen, City Manager, emphasized that the discussion was informational only and that the Council was not yet at a decision-making stage. Mr. Allen explained that staff had not yet completed a full analysis of revenues and expenditures, but preliminary projections indicated a likely gap where anticipated expenses would exceed revenues. Mr. Allen stated that the gap had not yet been fully quantified and would be more clearly defined by mid-April as staff continued budget development. Mr. Allen also outlined anticipated changes to the budget process due to pending state legislation (HB 236). He explained that the City would still present a tentative budget on May 12, but unlike prior years, Council adoption of the tentative budget would not be required; instead, it would be presented and filed for public review. He further explained that the proposed legislation would require adoption of an interim budget by June 30, which would govern City operations from July 1 until the completion of truth-in-taxation hearings in August. Following those hearings, the Council would then adopt a final budget later in August. Mr. Allen summarized the updated process as consisting of three steps: tentative, interim, and final budget adoption.

Rich Knapp, Finance Manager, provided additional detail regarding the budget calendar and revenue projections, and noted that the City was planning for a truth-in-taxation hearing around August 4, which would be held as a standalone meeting dedicated solely to that purpose.

Mr. Knapp, Finance Manager, then presented an overview of projected revenues and financial trends, highlighting several key changes. Sales tax revenues were projected to increase, while energy tax revenues were trending downward. Building permit revenues were also expected to decline due to slowing activity. Court-related revenues were decreasing, and cable franchise revenues continued a long-term decline. Additionally, transfers from community development areas were decreasing, resulting in less funding to the General Fund. Overall, these changes resulted in a net projected revenue increase of approximately $188,000; however, Mr. Knapp noted that projected personnel cost increases alone were approximately $950,000, creating a structural imbalance between revenues and expenditures.

Mr. Knapp discussed property tax considerations, and explained that maintaining the prior year's intended tax rate would generate approximately $196,000 in additional revenue, which equated to an estimated $19 annual increase per household. He noted that this would restore revenue levels that were previously anticipated but not realized.

Additional budget adjustments were reviewed, including increases in utility-related costs such as water purchases and electricity usage, as well as smaller operational changes. These included funding for an employee appreciation event, a commissioner appreciation dinner, reductions in certain contracted services, and an increase to the sidewalk program budget. Mr. Knapp also noted specific new or adjusted costs, such as an annual charge for a water meter connection related to the I-15 interchange project.

The discussion included restricted and one-time funding sources, including approximately $100,000 in funds from a development agreement. A portion of these funds had been identified for community events such as fireworks and entertainment, while the remaining balance had not yet been formally allocated. Councilmembers discussed potential uses and noted that some funding may already be informally committed to prior initiatives.

The Council also discussed capital equipment and vehicle replacement planning as part of the broader budget review. Mr. Knapp presented historical spending trends and outlined proposed vehicle replacements, noting that no new vehicle additions were included and that all proposed purchases were replacements. Police vehicle replacements were estimated at a net cost of approximately $330,000, with additional upfitting costs. Non-police vehicle replacements were also outlined, along with associated costs.

Staff explained that vehicle replacement timing was being evaluated in coordination with a fleet management consultant to determine the most cost-effective lifecycle for City vehicles. The Council discussed the importance of identifying an optimal replacement schedule to avoid excessive maintenance costs associated with aging equipment.

Throughout the discussion, staff reiterated that the budget remained in a preliminary stage, with additional refinement, analysis, and Council direction to occur in upcoming meetings prior to formal adoption.

Councilmember Wurth moved to adjourn at 7:55 p.m., seconded by Councilmember Ratchford.

RESULT: Passed [4 TO 0]
YES: Councilmember Peterson, Councilmember Ratchford, Councilmember Wurth, Councilmember King
NO: None
ABSENT: Councilmember Karece Thompson

APPROVED AND ADOPTED
This 28th day of April 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, March 03, 2026.

/s/ Nancy R. Dean, City Recorder