

Minutes of the City Council Work Session of the Syracuse City Council, held on April 28, 2026 at 6:00 p.m., in a hybrid in-person/electronic format via Zoom, meeting ID 874 5636 0940, in-person in the City Council Conference Room at 1979 W. 1900 S., and streamed on the Syracuse City YouTube Channel in accordance with House Bill 5002, Open and Public Meetings Act Amendments, signed into law on June 25, 2020.

Present: Councilmembers: Andrea Brown
Brett Cragun
Paul Watson
Julie Robertson
Abraham Pollard

Mayor Dave Maughan
City Manager Brody Bovero
Deputy City Recorder Marisa Graham

City Employees Present:

Assistant City Manager Stephen Marshall
City Attorney Colin Winchester
Fire Chief Aaron Byington
Police Chief Alex Davis
Kresta Robinson Parks and Recreation Director
Community and Economic Development Director Noah Steele
Public Works Director Robert Whiteley
Communications Specialist Kara Finley

The purpose of the Work Session was to receive public comments; discuss and review draft Interlocal Agreement with Layton City for Emergency Dispatch Services; discussion and consideration of Interlocal Cooperation Agreement with Davis County to conduct the Community Development Block Grant (CDBG) program for Fiscal Years (FY) 2027, 2028, and 2029; review application for a zone change for property located at 3000 W. and 1700 S., Agriculture (A-1) to General Commercial (GC); discuss recommendation to Planning Commission regarding amendments to Section 10.45 of the Syracuse Municipal Code (SMC) pertaining to signal and lighting regulations; discussion of proposed ordinance requiring recycling at multi-family housing developments; discussion and consideration of potential amendment to commercial development standards; discuss potential amendments to the site plan approval process; review draft memo to Utah Department of Transportation (UDOT) regarding affordable housing directive from Governor Cox; discuss potential amendment to the gravity flow sewer ordinance; discussion of the surplus of two parcels of real property located at 508 W. 2700 S. and 546 W. and 2525 S; discussion of proposed mutual aid agreement for Information Technology (IT) support in the event of a cyber security attack; discuss draft amendments to Recruitment and Retention Policy; and discussion of the 2027 budget overview pertaining to operation expense items follow up, five-year roads/infrastructure plan, five-year capital equipment/project plan, five-year Information Technologies (IT) plan, five-year parks plan, and utility rate summary.

Public comments

There were no public comments.

Discussion/review of draft Interlocal Cooperation Agreement with Layton City for Emergency Dispatch Services.

A staff memo from Administration explained the proposed Interlocal Cooperation Agreement establishes a regional framework for emergency dispatch services administered by Layton City. Under this agreement, Syracuse City would transition its dispatch services from Davis County to Layton City's Emergency Communications Center (ECC). A copy of the agreement is included in the Council packet.

Syracuse City Responsibilities

As a participating agency, Syracuse City would be responsible for:

- Paying its proportionate share of dispatch service costs based on the established fee methodology.
- Pay quarterly invoices within 30 days.
- Contributing to operational and capital costs necessary to maintain service levels.
- Ensuring compliance with applicable policies, including CJIS requirements for data access and security.
- Participating in advisory groups to provide input on operations, budgets, and policies.
- Retaining ownership of its own field equipment (radios, vehicles, etc.).

Syracuse would not have operational control of the dispatch center but would have input through the advisory governance structure.

Layton City Responsibilities

Under the agreement, Layton City serves as the sole administering agency for dispatch services and is responsible for:

- Operating and managing the Emergency Communications Center, including staffing, training, and day-to-day operations.
- Maintaining full authority over dispatch operations and service delivery.
- Establishing and administering the annual budget and fee structure.
- Providing dispatch services for 9-1-1 and non-emergency calls.
- Invoicing participating agencies and providing annual financial reporting.
- Maintaining ownership of all dispatch-related infrastructure, systems, and equipment.
- Providing governance structure support, including advisory groups for participating agencies.

Layton retains primary control over operations, and no separate joint entity is created through this agreement. The proposed transition to Layton City dispatch services will have a financial impact on the City’s budget:

- **FY Upcoming Cost (Layton):** \$392,000
- **Current Cost (Davis County):** Approximately \$150,000
- **Net Increase:** \$242,000 annually

This increase has been previously discussed with the City Council during the budget retreat. The proposed funding mechanism is a monthly dispatch fee assessed on utility bills, which would offset the additional cost without significantly impacting the General Fund.

Mayor Maughan reviewed the staff memo and after a brief discussion with the Council, the Mayor and Council expressed support for the proposed agreement. The Mayor concluded that this item would move forward to the May 12 business meeting for a vote.

Discussion/consideration of Interlocal Cooperation Agreement with Davis County to conduct the Community Development Block Grant (CDBG) Program for Fiscal Years (FY) 2027, 2028, and 2029.

A staff memo from Administration explained that Davis County administers the Community Development Block Grant (CDBG) on behalf of most cities in the county, except Clearfield and Layton. The CDBG program provides federally funded grants to low-income areas. Any proposed project must demonstrate that it primarily benefits low/moderate income households. This proposed inter-local agreement would continue the county's ongoing management of the program for another three years. Davis County Community Services Manager Ryan Steinbeigle is the current grant administrator. The following table summarizes the recent use of the grant funds:

Year	Grant Description	Amount	Grantee/City
2025	Home Rehabilitation	\$210,000	Habitat for Humanity
2025	Foundation Stabilization	\$150,000	Woods Cross City
2025	Waterline Replacement	\$250,000	South Davis Water
2025	Pre-Kindergarten Camp	\$107,000	Davis School District
2025	Landlord Mediation	\$29,000	Open Doors
2024	Home Rehabilitation	\$150,000	Habitat for Humanity
2024	Foundation Stabilization	\$115,000	Woods Cross City
2024	Waterline Replacement	\$199,000	South Davis Water
2024	ADA Improvements	\$126,000	Fruit Heights
2024	ADA Improvements	\$60,000	Davis Health Dept.
2024	Domestic Violence	\$40,000	Safe Harbor
2024	Job Training/Coaching	\$67,758	PARC
2024	Landlord Mediation	\$25,000	Open Doors

The Mayor reviewed the staff memo and explained that this is multi-year grant program that the County administers; he explained that the benefit of participating through the County is that the City has the opportunity to receive the grant without the additional administrative costs.

The Council showed support for moving forward with this item and the Mayor indicated this item will be on the May 12 business agenda for the Council to take action on.

Planning item E1: Application for zone change for property located at 3000 W. and 1700 S., Agriculture (A-) to General Commercial (GC).

A staff memo from the Community and Economic Development (CED) Department explained that the City has received an application to rezone parcels 12-0490183 (2.77 acres) and 12-049-0181 (2.778 acres). The parcels are located approximately on the northwest corner of 3000 West and 1700 South. The property is owned by Syracuse City. The proposed

rezone is to prepare the land for commercial development as anticipated in the Memorandum of Understanding (MOU) approved October 14, 2025. The MOU was recently amended on April 14, 2026. The General Plan designation for the property is commercial, and this request matches the General Plan.

The Mayor reviewed the staff memo and the Council briefly discussed the proposed zone change. The Council expressed general support, noting the location was well-suited for commercial use and that prior actions had already been moving in this direction.

The Mayor concluded that this item would move forward to the consent agenda at the next business meeting.

Planning item E2: Discussion/consideration of recommendation to Planning Commission regarding amendments to Section 10.45 of the Syracuse Municipal Code (SMC) pertaining to sign and lighting regulations.

A staff memo from the Community and Economic Development (CED) Department explained that the City's signage ordinance is found in chapter 10.45 'Sign and Lighting Regulations'. The goal of the ordinance is to require signs that are aesthetically pleasing, harmonious to the built environment, not excessive or confusing, not hazardous to motorists or pedestrians, approve the appearance of the City, and safeguard property values. The City has received an application to amend the regulations. The applicant/developer is requesting taller/larger signage than what is allowed by current ordinance. They claim that the elevated freeway limits visibility to their signage. Please see attached for their proposed signage package and existing ordinance.

The Mayor and CED Director Steele reviewed the staff memo; CED Director Steele explained that this item originated from a request related to a commercial property at 3000 West and 1700 South, where a business seeks signage visible above the West Davis Corridor freeway overpass. The current ordinance limits sign height to 25 feet; the applicant is proposing 50 feet. Mr. Steele explained that there is rationale for allowing taller signage in proximity to a freeway, and that this would need to go to the Planning Commission for a public hearing before returning to the Council.

Mayor Maughan suggested the ordinance language should specify properties "directly adjacent to a freeway overpass" to prevent proliferation in other areas. There was discussion about whether the restriction should be limited to overpasses with freeway access, or all overpasses. Councilmember Watson indicated he was comfortable allowing the increased height wherever a sign would otherwise not be visible due to an overpass, regardless of whether there is an exit.

The Council expressed support for including language requiring a dark background citing nighttime light pollution concerns and noting the applicant's own proposal already featured a darker background design. There was a brief discussion regarding excessive billboards along the freeway and Mayor Maughan clarified that the existing Scenic Byway ordinance prevents billboards along the West Davis Corridor, so any sign covered by this amendment would need to be located on the property of the business it advertises.

The Mayor concluded that this item will be forwarded to the Planning Commission for their review and then this item will return to a future agenda for the Council to review and discuss.

Planning item E3: Discussion/consideration of proposed ordinance requiring recycling at multi-family housing developments.

A staff memo from Administration explained that the Mayor has requested this discussion based on his assignment to the Administrative Control Board of the Wasatch Integrated Waste Management District (WIWMD). The District has identified multi-family housing as a land use that is placing large amounts of recyclable materials into the landfill. The District encourages as much recycling as possible because recycling extends the useful life of the landfill. Unfortunately, most apartment complexes do not offer recycling. Many times, the space a second recycling dumpster would occupy competes with needed space for required parking or landscaping. Prior to construction, every apartment project is required to go through site plan review where staff and planning commission ensure that the location and design of the proposed trash enclosure meet the ordinance. The ordinance requires that the location of garbage collection containers are fully screened from view with fencing and landscaping. The Syracuse City Ordinances do not require recycling at apartment complexes and businesses. Also, apartment complexes do not go through the city system for regular garbage collection, recycling, or green waste. They contract garbage collection privately. Town homes, however, do have city cans, which at times create challenges because of the space they occupy. The district has asked cities to consider requiring recycling at apartment complexes. There are a few strategies to consider. The ordinance could be amended to require all new complexes to build a larger dumpster area to accommodate a recycling dumpster as well as a regular dumpster. However, this does not get the hundreds of existing units recycling or necessarily ensure that future apartments will offer recycling just because they have the space. The second strategy is to work with the existing complexes to retrofit recycling programs into their property management. Additional feedback from the various property managers in the city would be valuable to inform how to best craft a new ordinance.

The Mayor reviewed the staff memo and explained that he attended a WIWMD meeting where he learned that recycling participation at multi-family developments is near zero because no dumpsters are provided; District staff estimated

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that requiring recycling containers at these properties could divert a meaningful percentage of material from the landfill, thereby extending its calculated 23-year lifespan. Mr. Steele noted the issue has both a land-use planning component as well as a utility code administration component, amending ordinance exemptions for commercial and multi-family properties. Existing apartment complexes could potentially be required to add a recycling container but could not be required to install screening enclosures unless they were going through new construction or site plan review. Mr. Steele acknowledged that dedicating a parking stall for a recycling dumpster could be a concern at developments with tight parking, as overflow parking already generates complaints from adjacent single-family neighborhoods.

Councilmember Watson raised the concern that residents would deposit general garbage in recycling bins. The Mayor noted this is a risk with single-family service as well, and that the District operates a single-stream system sorted at a materials recovery facility. He also noted WIWMD generates over \$1 million annually from recycled materials.

Responsive to Council discussion about the City's ability to require apartment complexes to provide recycling services to residents, City Attorney Colin Winchester confirmed that retroactive application to already-approved developments would be limited by vested rights at the time of application; however, a utility ordinance amendment could potentially apply more broadly.

The Mayor concluded that staff had enough information to consider appropriate code amendments and bring those back to the Council for continued discussion at a future work session meeting.

Planning item E4: Discussion/consideration of potential amendment to commercial development standards.

A staff memo from Administration explained that the mayor has requested this discussion based on a recent site plan application approved by Planning Commission on April 7, 2026. The parcel, which is .991 acres, is the proposed site for a new coffee shop. The coffee shop did not need the entire property, so the developer set aside a little less than half of the site as 'future development'. The developer requested site plan approval of just the area to be developed, not the entire lot. Once the rest of the property is ready to develop, the remainder will be required to apply for site plan approval. The concern with this situation is that in the meantime, the future development area will remain without landscaping or other improvements. The owner/developer will, at the minimum, be required to mow the weeds down to 12" to comply with code enforcement rules. Also, the area that was left undeveloped is adjacent to an existing single-family home. Commercial next to single family requires a fence and landscaping, however, the developer argues that the fence and landscaping can wait until the next phase is developed, as it is not part of the 'site'. He says the development is not technically adjacent to the single family as it is separated by the vacant future development area. The developer argues that the coffee project boundary and the future development boundary, even though on the same lot, are separate 'sites'. It is common to leave a 'pad' for future development as part of a commercial subdivision; however, the pad is most always on its own property. Below is our ordinance and in red is a potential amendment to consider.

10.20.090 Site plan review.

(1) The entire site shall be developed at one time unless a phased development plan is approved. **For purposes of site planning, a 'site' shall extend to recorded lot boundaries.**

Mayor Maughan reviewed the staff memo and explained this item arose from a Planning Commission hearing where a developer proposed building on approximately two-thirds of a small commercial parcel and leaving the remaining one-third of the parcel which is too small for any code-compliant commercial use, undeveloped adjacent to a residential property. He noted that residential properties are already subject to landscaping improvement requirements and argued that commercial properties should be treated similarly.

CED Director Steele suggested crafting language that defines a "site" as extending to the full property boundary, so that developers cannot leave portions of a parcel unimproved. He also suggested language targeting "remnant" or narrow leftover strips that must be incorporated into a landscaping plan.

There was a discussion regarding a minimum lot size and Mayor Maughan suggested considering a minimum viable commercial lot size, noting that no standard commercial business requiring parking can realistically operate on less than half an acre. Parcels smaller than that threshold might be required to be incorporated into the primary development. The Mayor acknowledged that a timeframe, such as five or ten years, would need to be established before improvement is required, similar to how residential landscaping requirements are phased.

The Council felt comfortable with the proposed changes and Mayor Maughan concluded by asking the Council to share any specific revisions or ideas with staff before the next meeting, at which the matter would be discussed further and possible action can be taken at the May 12 business meeting.

Budget items E5: Discussion/consideration of potential amendment to site plan approval process.

A staff memo from Administration explained that City ordinance assigns Planning Commission as the land use authority for site plans. All commercial, industrial, office, and multi-family residential projects are required to receive site plan

approval prior to construction. Site plans are purely administrative in nature. If the proposed plans meet the City's ordinances as adopted at time of application, the City must approve the plans. The Mayor has requested this discussion to explore the possibility of assigning the City Council as the land use authority for site plans.

The Mayor reviewed the staff memo and he raised the question of whether the City Council should resume final approval authority over site plans, which was delegated to the Planning Commission approximately four years ago. His concern stemmed from a recent Planning Commission meeting where a traffic safety issue specifically, potential vehicle backup onto Antelope Drive from a drive-through business was deferred to the Utah Department of Transportation (UDOT) rather than addressed as a condition of approval.

CED Director Steele cautioned that site plan approval is an administrative function; if a project meets ordinance requirements, it generally must be approved. He noted that re-inserting City Council into the final approval process could delay the development timeline. City Attorney Winchester indicated he would need to review state statutes, as recent legislative activity has moved toward accelerating land-use approvals.

The Mayor and CED Director facilitated a high-level discussion that centered around requiring all additional external approvals upfront and reviewing those documents as the first step in the permitting process. The Council supported rather than reinstating City Council final approval, require that applicants obtain all necessary outside agency approvals (including UDOT access permits) as part of a complete application before a matter proceeds to Planning Commission. Mayor Maughan noted this could be implemented as an administrative interpretation of the existing completeness requirement without a formal ordinance change. The Mayor and Councilmember Watson suggested additional training for the Planning Commission members on traffic safety and the limitations of relying on outside agencies to resolve issues after approval.

The Council showed support for treating all required outside agency approvals as a prerequisite for a complete application to be implemented administratively and staff were directed to consider scheduling a traffic safety training session for the Planning Commission members.

Planning item E6: Council review of draft memo to Utah Department of Transportation (UDOT) regarding affordable housing directive from Governor Cox.

A staff memo from Administration explained that Governor Cox has directed the Utah Department of Transportation (UDOT) to identify properties they own that could possibly be used for housing. In response, UDOT has published a map of their properties throughout the state that, in their opinion, may be good candidates. The link can be found at the following web address: <https://gis.udot.utah.gov/affordable-housing>. There are two properties on the map that are located within Syracuse City limits. For this reason, UDOT has approached the city to further investigate the development potential of the properties that appeared on the map in preparation to sell them at auction. The first property is a 4.366 acre parcel located approximately 2700 S and West Davis Highway. The general plan for the property is medium density residential. The zoning is Residential (R-1) which has a minimum lot size of 12,000 sf. This triangular shaped property only has public road frontage from a narrow tip 69 feet wide. Also, this frontage location is only 114' feet away from 2400 W, which would be too close to safely build another access road. The limited frontage also has many utility conflicts that block the would-be road location. Because of its long and narrow shape, there are also concerns about fire response to the southern edge of the property. When staff met with the state officials, these concerns were communicated to them. The second is 3.905 acres located approximately 3700 S and West Davis Highway. It is zoned General Commercial (GC) and Agriculture (A-1). General plan is for 'Low Density Residential'. This property has approximately 660' of road frontage and appears to have fewer development challenges as the first property. A single-family development project named Still Water Phase 1 is located directly to the west of the property and is comprised mostly of 6,000 sf lots. In order to develop something similar density on the UDOT property, a zoning map amendment from GC and A-1 to Planned Residential Development (PRD) would be required. PRD zones also require a development agreement. Since the PRD zone is not congruent with the 'Low Density Residential' designation in the master plan, an amendment of the general plan map from low to medium density residential would also be required. Prospective developers would be required to apply for each of these amendments and go through the standard development approval process.

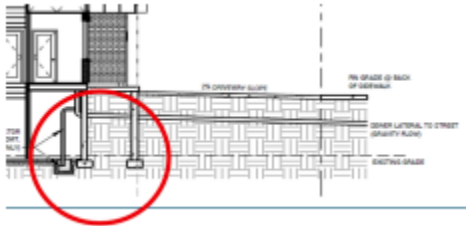
CED Director Steele presented a draft memo responding to the Utah Department of Transportation (UDOT's) inquiry about two surplus UDOT properties in Syracuse identified as potential affordable housing sites under Governor Cox's directive. The Council had previously discussed this item in a prior work session meeting and Mr. Steele's memo reflected that prior direction.

The Council supported the draft memo and staff were directed to finalize the memo.

Discussion/consideration of potential amendment to the gravity flow sewer ordinance.

A staff memo from the City Attorney Winchester explained that a developer recently sought permission to install sewage injector pumps in unfinished basements in several to-be-constructed single family homes. The basement floors in these

proposed homes will be below the elevation of the sewer laterals. Installation of these sewage injector pump systems would allow homeowners to later finish their basements and include bathrooms, kitchens or laundry rooms, all of which discharge sewage. Our current city ordinance generally prohibits grinder pumps, but it does not mention sewage injector pumps. In a grinder pump system, sewage is macerated into a slurry by rotating blades. The slurry is then pumped vertically to an elevation above the sewer lateral, where it joins the sewer lateral via gravity and flows via gravity to the sewer main. In a sewage injector pump system, there is no maceration. The pump's inlet and outlet are larger than those in a grinder pump system, allowing sewage up to 2" in diameter to be pumped vertically to an elevation above the sewer lateral, where it joins the sewer lateral via gravity and flows via gravity to the sewer main.



Mayor Maughan reviewed the staff memo and explained this item was prompted by a developer who sought to interpret the existing ordinance as permitting the design of pressurized sewer systems in new subdivisions. He provided extensive background, explaining that the Council has consistently opposed pressurized sewer because of the liability and infrastructure risks it creates, including potential sewage backups that can cascade through adjacent properties.

City Attorney Winchester explained he is proposing to remove language that allowed pressurized systems only if operated through a public special service district and replacing it with a cleaner prohibition. He is also recommending requiring a building permit for any individual private pumping device, so the City knows where such systems exist.

Public Works Director Whiteley confirmed there are currently only three or four known private pumping devices in the City, all installed under exceptional individual circumstances. He emphasized that allowing such systems by design in new subdivisions would create long-term maintenance and liability problems for residents who may not understand or maintain them over their approximately 15-year useful life.

The Council expressed support for the proposed changes to the ordinance and the Mayor concluded that this item would move forward to May 12 business meeting for consideration and a vote.

Discussion/consideration of the surplus of two parcels of real property located at 508 W. 2700 S. and 546 W. 2525 S.

A staff memo from Administration explained that these properties were identified in the Transportation Impact Fee Facilities Plan requiring acquisition for a road widening project. The Transportation Impact Fee fund was used to purchase these properties. The portions of the properties that were needed for road widening have been deeded to the roadway right-of-way. Road construction is nearing completion. An appraisal of the properties is currently underway to determine the current market value of the properties. A Request for Proposal has been posted to acquire a real estate agent to facilitate the sale of these properties. These properties will need to be considered surplus by city council prior to selling the properties.

Public Works Director Whiteley explained the status of two residential properties purchased by the City for road widening purposes. The needed right-of-way has been acquired and construction is nearing completion; the remainder of each parcel is now proposed to be declared surplus and sold. An appraisal is in process and a Request for Proposals for a realtor has been posted. The Council and Public Work Works Director discussed the parameters of the sale of these properties. The Council supported staff putting these properties out to bid for 30 days and set a disclosed minimum bid of 5% of the appraised value.

The Council showed support for this item and the Mayor concluded that this item will be on the agenda at the May 12 business meeting for a public hearing and a vote.

Discussion/consideration of proposed mutual aid agreement for Information Technology (IT) support in the event of a cyber security attack.

A staff memo from Administrative Services Director/City Recorder Brown explained that the City's Information Technology (IT) Manager, Cory McDermaid, has proposed that the City enter into a Mutual Aid Agreement for IT support in the event of a cyber security attack. When Mr. McDermaid first joined the City, he had several questions that he felt were best answered by the experience of other municipal IT leaders. He made connections with the Utah Local Government IT Leaders group, which has been an invaluable resource. Through this group, the City has been given the opportunity to participate in a Mutual Aid Agreement. Mr. McDermaid has spent time assessing the City's cybersecurity and disaster recovery readiness and, at this point, believes the City is in a stronger position to both join the agreement and contribute effectively if assistance is

needed. The proposed agreement enables Utah local governments to support each other's IT operations during emergencies (e.g., cyberattacks, disasters) by sharing personnel, equipment, and expertise. The terms of the proposed Mutual Aid Agreement are summarized as follows:

- **Purpose:** Strengthen continuity and security of IT services through mutual aid, not routine operations.
- **Voluntary Support:** Each party decides when it can assist without impacting its own services.
- **Response Structure:** Requests go through IT leaders; the requesting party leads incident command. Up to 40 hours of aid is typically no-cost, with cost recovery options after.
- **Minimum Standards:** To receive aid, entities must maintain basic cybersecurity and disaster recovery capabilities.
- **Liability & Legal:** Each party is responsible for its own actions; governmental immunity and confidentiality protections apply.
- **Term:** Five-year agreement with renewal; allows new participants

IT Manager McDermaid explained that the proposed mutual aid agreement provides up to 43 hours of IT assistance from participating entities across the state in the event of significant cybersecurity incident. He noted it functions as a safety net alongside the City's managed service provider.

The Council briefly discussed this item and ultimately felt comfortable with the proposed agreement. The Mayor concluded that this item would move forward to the consent agenda at the next business meeting.

Discuss draft amendments to Recruitment and Retention Policy.

A staff memo from Administration explained as discussed in the annual budget retreat, this item is aimed at re-evaluating Syracuse City's Recruitment and Retention Policy. While the catalyst for this re-evaluation is the growing concern over the policy's affordability, particularly in light of personnel costs outpacing City revenue growth and the resulting structural deficit in the General Fund- the primary intent of this discussion is twofold:

1. Review the importance of having a well-balanced policy, particularly regarding competitive compensation and budget affordability.
2. Begin discussing some concrete proposals in "bite-size" sections, so the Council can adequately consider each part of the policy during the meetings. This discussion will only focus on Section 2.C.1 of the policy.

Revisiting the Purpose and Goals of the Policy

The current policy aims to:

- Attract and retain the best talent possible in a competitive market;
- Minimize inefficiencies associated with high employee turnover and lack of knowledge or talent;
- Provide a stable and transparent system of employee career advancement;
- Reward performance over tenure;
- Benchmark compensation and benefits regularly to remain competitive in the market.

Section Discussion: Personnel Market Comparison

The comparison market is under Section C.1 of the policy (attached). Here is a summary of the proposed changes to this section of the policy:

1. **Adding Benchmark Cities for Unique Positions:** Some positions do not have enough comparables in other cities to calculate an average of the top 3, 4, or 5. The proposed amendments in subsections iii and iv allow administration, in these instances, to compare additional cities based on similar demographics as Syracuse, but also taking into account geographical location.
Analysis: This change aims to provide a more accurate accounting of the wages for positions that are more unique. Without the extra comparisons, the city is sometimes only able to average two cities, or even just have one comparable.
2. **Removing Clause on Eliminating a Benchmark City:** It is proposed that subsection iv in the current policy be deleted since this action is already covered under the following section (b)(iii).
Analysis: Since the drafting of the current policy, the city has been able to address the vast majority of inconsistencies and errors that sometimes occur in the data.
3. **Benchmarking All Positions at the Same Time:** Since every year is different, in terms of the financial and budgetary needs of the city, there has been concerns with treating employee groups differently as it relates to benchmarking comparisons. For example, under the draft policy you might have a "normal" budget year followed by a "constrained" year. This results in half of the employees being treated differently in terms of compensation.
Analysis: By conducting the benchmarking every year, it resolves this concern, but it also results in positions receiving incremental wage adjustments rather than bigger swings every two years.

City Manager Bovero reviewed his staff memo and explained that the intent of this item is to work through the policy in sections rather than all at once. The discussion focused on two aspects of how the City benchmarks compensation; comparable cities and the benchmarking frequency. The current policy compares Syracuse City to seven peer cities and uses the average of the top three as the basis for pay scales. This works for most positions, but some roles are not held by enough of the comparison cities to generate an average of three. The proposed amendment would add up to six additional cities in a secondary pool, and a broader tertiary list for the rare positions where even the secondary pool is insufficient.

Mayor Maughan and the Council expressed hesitation about including cities they do not realistically compete with for labor or cities more than approximately 30 minutes from Syracuse. The preferred direction was to look at expanding comparable positions across different employer types rather than reaching geographically further for city-to-city comparisons.

Mr. Bovero proposed moving from a biennial to an annual benchmarking cycle for all City positions simultaneously. The rationale was both financial pertaining to smaller annual adjustments rather than large biennial ones and equity-related, as the current staggered approach results in different employee groups being reviewed in different fiscal years with potentially different financial conditions. Mr. Bovero noted that the addition of an HR staff member in recent years has made annual review more administratively feasible.

The Mayor concluded by directing staff to refine the policy language and return this item will return for continued discussion at a future work session meeting.

2027 Budget overview discussion:

- 1. Operational expense items follow-up;**
- 2. Five-year roads/infrastructure plan;**
- 3. Five-year capital equipment/project plan;**
- 4. Five-year Information Technologies (IT) plan;**
- 5. Five-year Parks plan;**
- 6. Utility rate summary**

A staff memo from Administration explained that there are a couple of items that staff wanted further feedback from the council on.

1. Crossing Guard Coordinator - \$8,500

- a. This would free up police officer time to focus on other duties.
- b. Continue to add new crossing guards with new DSD elementary.

2. UDOT Park and Ride and station 33 land maintenance - \$25,000

- a. We are contractually obligated to maintain the park and rides based on our agreement with UDOT.
- b. General Fund or Class C Road Fund options.
- c. Station 33 land maintenance - \$6,000 for weed and snow mitigation.

3. Retirement pickup for public safety - \$43,000.

- a. Tier II hybrid public safety employees
- b. The city has picked up the two previous increases
- c. This would be an additional pickup of 1.25% for employees
- d. The city can only pick up public safety. All of city employees are required to pay their contributions.
- e. Total employees required retirement contribution:
Public Employee = 1.3%
Public Safety = 5.98%. The city has picked up 4.73% in previous two years. 1.25% is new portion this year.

4. Public Works Concept Plan – 50k funded out of Class C Funds

- a. Concept plan for a future public works building
- b. Running out of space with current staffing levels

5-Year Capital and Building Plan

- Please review the 5-year capital and building plan on the Teams channel.
- Total requests = \$8,492,000 or \$1,698,400 per year,
- Total funding = \$5,500,000 or \$1,100,000 per year
- Shortage / Needed Funding = \$2,992,000 or \$598,400 per year.

5-Year Infrastructure Plan

- Please review the 5-year infrastructure plan on the Teams channel.
- Total requests = \$36,444,580 or \$7,288,916 per year (excluding impact funds)
- Total funding = \$28,833,037 or \$5,766,607 per year (excluding impact funds)
- Shortage / Needed Funding = \$9,187,907 or \$1,837,581 per year.

- \$722,497 in road funding over 5 years or \$144,500 per year
- \$8,465,410 in utility funding over 5 years or \$1,693,082 per year.
 - \$13.44 per user per month increase to fully fund 5-year plan

	<u>Class C Roads</u>	<u>Secondary</u>	<u>Storm</u>	<u>Culinary</u>	<u>Sewer</u>	<u>Total</u>
Two Month Minimum Cash Balance Needed	\$ 458,020	\$ 709,793	\$ 624,750	\$ 170,922	\$ 737,268	\$ 2,700,754
Ending Cash Balance - 5 year plan	(\$264,476)	(\$6,750,907)	(\$2,345,392)	\$1,467,689	\$1,405,933	\$ (6,487,153)
Total Cash Needed to Fund 5 year plan	\$ 722,497	\$ 7,460,700	\$ 2,970,142	\$ (1,296,767)	\$ (668,665)	\$ 9,187,907
Utility Rate Change Needed		\$ 11.84	\$ 4.71	\$ (2.06)	\$ (1.06)	\$ 13.44

Road Assessment and Condition Study

- Completed a road condition assessment study in 2025.
- Excellent, Good, Fair, and Poor condition roads.
- Goal is to keep road conditions at an acceptable level determined by study.
- Road Utility Fee could be implemented to maintain road conditions.
- Extend the lift of roads, less expensive than complete road replacement.

Streetlight Fund

- Replaced all streetlights in 2012 to reduce power usage.
- Life – 20 years
- Total cost to replace lights over next five years would be \$1,600,000.
- Need \$320,000 per year for next 5 years to replace existing lights.
- Street light fee only generates \$125,000 per year for light replacement.
- Deficit funding needed = \$195,000 per year.

5-Year IT Plan

- Please review the 5-year IT plan on the Teams channel.
- Funding increase of \$200,000 per year incorporated into budget proposal.
- Funding needed for new phone system - \$100k to 115k over 5 years.

5-Year Parks Plan

- Please review the 5-year Parks plan on the Teams channel.
- RAP Tax Renewal in 2027 – 10-year period.
- Future project considerations not funded on 5-year plan.
 - Regional Park next phase ~ 40,000,000 for remainder of park
 - Community Center expansion ~ 10,000,000

General Fund Balance

- With the current changes to the budget discussed above, the projected budget shortfall for FY2027 is approximately \$316,000.

Summary of utility fee increases by budget item.

<u>Expense</u>	<u>Rate Change</u>	<u>Notes</u>
3 new parks employees	\$1.91	2 park maintenance works and admin
Emergency Dispatch Fees	\$3.09	Full cost of dispatch services
Water Supply Increases	\$1.23	Both Culinary and Secondary Water
Employee Comp and Benefits	\$0.86	Includes R & R, benefits increase
Fully Fund 5 Year IT Plan	\$0.32	20% portion of the 200k IT budget increase
Customer Portal	\$0.40	State Reporting Requirement
New Maintenance Superintendent	\$0.08	Promotion not a new position
Total Fee Change	\$7.89	

Utility Rate Comparisons to other cities

City	Total Utility Bill
WEST POINT	\$105.23
CLINTON CITY	\$118.31
SYRACUSE CITY	\$118.86
LAYTON CITY	\$123.31
ROY CITY	\$130.27
SUNSET CITY	\$134.39
CLEARFIELD CITY	\$135.59
KAYSVILLE CITY	\$139.52
FARMINGTON CITY	\$144.53
AVERAGE RATE	\$127.78

Assistant City Manager Marshall reviewed his staff memo and facilitated a high-level discussion among the Council regarding the 2027 budget.

Mayor Maughan advocated for the Crossing Guard Coordinator position, noting that 35 crossing guards are currently managed by a police officer, and four new crossings are being added with the opening of the Stillwater Elementary School this fall. The Council reached consensus to include this item, as it effectively returns officer time to patrol duty at far less cost than hiring an additional officer.

Park-and-Ride Maintenance is approximately \$25,000 total; \$19,000 for the park-and-ride lot, \$6,000 for the Station 33 land. The Council discussed whether class C road funds could be used for park-and-ride maintenance. City Attorney Winchester noted that the applicable Utah Department of Transportation (UDOT) rule allows class C funds for "eligible class C roads and related facilities," and that a park-and-ride could arguably qualify, though it is not explicitly listed. The \$19,000 park-and-ride portion was tentatively supported for class C funding; the \$6,000 for Station 33 land maintenance was tabled for further discussion, with a suggestion to explore leasing the approximately 2.5-acre parcel to offset maintenance costs.

Tier 2 Hybrid Public Safety Retirement Contribution (1.25% increase), included in the draft budget. The legislature authorized a third increase to the public safety hybrid retirement contribution rate. The City has historically absorbed the public safety portion (currently 4.73% total, with this newest 1.25% tranche being optional). Both Police Chief Alex Davis and Fire Chief Aaron Byington confirmed that employees are aware of the change and that comparable cities which did not absorb prior increases have experienced retention problems. The Council reached consensus to retain this item in the budget.

Public Works Concept Plan is approximately \$50,000, a one-time expense from class C funds. The Council tentatively supported including the item in the budget pending further discussion of a transportation utility fee to address the broader road funding gap.

Mr. Marshall presented the five-year roads and infrastructure plan, noting a funding gap of approximately \$144,000 per year (approximately \$722,000 over five years across all utility and road funds). Several projects were highlighted in red in the packet, indicating they were pushed out a year due to insufficient funding. A significant portion of the shortfall was attributed to approximately ten secondary water line replacement projects that had previously been scheduled based on a state metering mandate deadline that no longer applies in the same form. Mr. Whiteley indicated these lines, mostly 3- to 6-inch water mains, could be pushed beyond the five-year window without significant risk, as the City has found an alternative compliance approach using grant funding for the metering component. Removing or deferring these projects substantially reduces the apparent deficit. The Council noted that project costs have approximately tripled since pre-COVID, contributing to the structural gap between revenues and planned expenditures. Mr. Marshall was directed to revise the five-year plan to reflect deferral of the secondary water line projects and bring a revised summary to the next work session. A transportation utility fee analysis was also requested for the May work session.

Mr. Marshall presented the five-year general fund capital plan. Total requests over five years are approximately \$8.5 million against \$5.5 million in available funding, a gap of approximately \$3 million (roughly \$600,000 per year). The capital plan is funded through an annual general fund transfer of approximately \$1.1 million, a figure that has not kept pace with growing needs.

Councilmember Cragun expressed concern that the Council was repeatedly deferring difficult funding decisions, noting that the combination of the capital plan shortfall (~\$300,000) and the general fund operating deficit (~\$316,000) already represents approximately \$600,000 in unaddressed obligations, with the gap compounding annually.

Councilmember Watson acknowledged the structural problem but argued for a measured, year-by-year approach that exhausts all alternatives; grants, new commercial revenue, utility fees, and business development, before resorting to property

tax increases. He emphasized that property tax increases, once enacted, are rarely reversed, while commercial development now underway represents near-term revenue that has not yet been incorporated into projections.

Mayor Maughan acknowledged the tension between fiscal prudence and citizen sensitivity, noting that residents are expressing enough financial stress that some are questioning basic services. He expressed confidence that ongoing commercial development, grant funding, and strategic savings would continue to chip away at the structural gap, as has been accomplished with the roads fund over the prior decade.

Councilmember Brown stated the Council is not proposing to fund everything but should begin taking incremental steps to address the deficits rather than continuing to defer them. The Council also noted that proceeds from the sale of the two surplus homes must be returned to the Road Impact Fee Fund by statute.

The \$200,000 annual IT budget increment discussed at the budget retreat was confirmed as included in the draft budget. The outstanding item was the phone system replacement. IT Manager McDermaid explained that the current phone system is end-of-life and at risk of a complete outage. Two options were presented:

- On-premise system: Higher upfront cost (~\$70,000 estimated first-year), lower ongoing cost.
- Cloud-based (VoIP) system: Lower first-year cost (~\$35,000 estimated), consistent annual per-user cost thereafter, and considered more adaptable over the long term.

The Council discussed redundancy concerns (cloud-based phones rely on Internet connectivity), with the consensus that Utopia Fiber's uptime record and the availability of mobile app failover on most VoIP platforms adequately mitigate that risk. The Council expressed a preference for exploring the cloud-based system. The Council authorized staff to move forward by incorporating the phone system replacement into the budget and to solicit formal vendor proposals. Staff were directed to find offsetting savings within the existing IT budget to accommodate the cost.

Mr. Marshall highlighted two key points from the parks five-year plan:

- RAP Tax Renewal: The Recreation, Arts, and Parks (RAP) tax, 0.1% sales tax approved by voters on a ten-year basis, is due for renewal in 2027. The Council expressed unanimous support for placing the renewal on the ballot, noting that it has historically passed easily and that nearly every city in Davis County now participates.
- Unfunded Major Projects: Two significant projects are not included in the five-year plan: Regional Park Phase 2 and a future community center expansion. Both were noted as increasingly necessary given that current parks and the community center are operating at or near full programmatic capacity. Mayor Maughan indicated he is actively pursuing alternative funding sources for at least one of these projects.

Staff were directed to proceed with preparing the RAP Tax renewal for the 2027 ballot. Major capital projects remain unfunded and will require further planning.

Mr. Marshall presented a summary of all proposed utility fee adjustments across six utility funds. The total proposed increase is \$7.89 per user per month, bringing the average monthly utility bill from approximately \$118.86 to approximately \$126.75. This figure incorporates:

- Three new parks employees
- Emergency dispatch fee (\$5.00 of the total increase, passed through as a utility fee)
- Water supply cost increases
- IT five-year plan funding
- Customer portal/meter read system
- New Public Works Superintendent position
- Employee compensation and benefits

Mayor Maughan noted that Syracuse's rates, even with the proposed increase, would remain in the middle of the range compared to neighboring communities. The Council also noted that utility fees are preferable to property tax increases in that they apply to all occupants, including renters and tax-exempt entities, rather than solely to property owners.

The meeting adjourned at 9:29 p.m.

Dave Maughan
Mayor

Cassie Z. Brown, MMC
City Recorder

Date approved: May 12, 2026