Five County
Association of Governments

1070 West 1600 South, Bldg. B
Saint George, UT 84770
Office (435) 673-3548

M E M O R A N D U M

To: **All Steering Committee Members and Interested Parties**

From: **Beaver County Commissioner, Wade Hollingshead**

Subject: **Steering Committee Meeting, at 11:00 AM on Thursday, May 28th, 2026, in Cedar City, Utah**

(Lunch will be provided to Steering Committee members and FCAOG Staff at the meeting location at 12:00 noon.)

The next meeting of the Steering Committee will be determined at this steering meeting. The meeting is at its regular location: **Festival Hall Conference Center; Room 1; Address: 96 North Main St., Cedar City, Utah**.

While in-person attendance by Steering Committee members is preferred and encouraged, any Steering Committee member may participate via a zoom meeting, if necessary, in order for them to join in this meeting. Presenters may also be able to utilize this method, if necessary, presenters should contact Darin Bushman (see below) to arrange that. Those participating via zoom should please mute your audio when initially joining in. The public may participate, in-person, at the meeting location shown above.

Materials are attached to assist board members in preparing for this meeting and to inform other interested parties of what will be taking place during this meeting of our association's governing body.

Please review all materials and address any questions or concerns to AOG staff, C/O Executive Director Darin Bushman: Dbushman@fivecounty.utah.gov
Staff will thus be able to research answers to your questions or concerns prior to the Steering Committee meeting.

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A G E N D A
STEERING COMMITTEE MEETING

FESTIVAL HALL CONFERENCE CENTER IN ROOM 1
ADDRESS: 96 NORTH MAIN ST., CEDAR CITY, UTAH
WEDNESDAY, May 28th, 2026
Meeting starts at 11:00 am. MST
(Board members may participate electronically if necessary)

1. **Welcome and Introductions of all in attendance.** *- Commissioner Jerry Taylor, Vice-Chair*

2. **Pledge of Allegiance.** *- Led by invitation of the Vice-Chair*

3. **Review and Approve Draft Minutes of Steering Committee May 13th, 2025** [Approval Requires Motion & Vote] **Vice-Chair**

4. **Presentation of Working Group Proposal – Darin**

5. **Adoption of Financial Funding Model** [Approval Requires Motion and Vote] **– Vice-Chair**

6. **Review of Bylaw Implications and Adoption of Bylaw Changes if necessary** [Approval Requires Motion and Vote] **– Vice-Chair**

7. **Other Business as called by the Vice-Chair**

8. **Adjournment**

FIVE COUNTY ASSOCIATION OF GOVERNMENTS

Steering Committee Meeting

MINUTES

Date: May 13, 2026	**Time:** Following Finance Committee Meeting
Location: Festival Hall, Cedar City, Utah	**Called to Order by:** Commissioner Wade Hollingshead

1. Call to Order and Attendance

The Steering Committee meeting was called to order by Chair - Commissioner Wade Hollingshead. The meeting followed the Finance Committee meeting held earlier the same day.

Members / Representatives Present

- Darin Bushman, Executive Director, Five County AOG
- Carrie Schonlaw, Deputy Director, Five County AOG
- Allison McCoy, CFO, Five County AOG
- Jen Wong, HR Director, Five County AOG
- Michael Johnson, Five County AOG
- Nathan Wiberg, Five County AOG
- Andrea Escobar, CSS Director, Five County AOG
- Minerva Marquez, Program Manager, Community Support Services, Five County AOG
- Jody Matavao, CSS Supervisor, Five County AOG
- Molly Halterman, Mayor, Cedar Parowan
- Nolan Davis, Mayor Milford
- Jean Krause, Mayor of Virgin, Washington County
- Melanie Torgersen, Mayor Escalante
- Celeste Myeres, Kane County Commissioner
- Gil Almquist, Washington County Commissioner
- Jerry Taylor, Garfield County Commissioner
- Wade Hollingshead, Beaver County Commissioner
- Curtis Barney, Garfield County School District
- Ray Spencer, Mayor Orderville
- Burke Staheli, Washington County School District
- Stephanie Hill, Iron County School District
- Taylor Glover, Kane County School District (new member -- welcomed)
- James Leavitt, District Director, Office of Representative Celeste Malloy
- Ajla Hadzialijagic, Governor's Office of Planning and Budget (participating remotely)
- Oscar Alba, Department of Workforce Services
- Rebecca Smedley, Five County AOG
- Brad Last, Utah Tech University (remote)

The attendees recided the Pledge of Allegiance

2. Approval of Minutes -- March 11, 2025

Minutes from the March 11, 2025 Steering Committee meeting were included in the meeting packet and distributed in advance.

Motion:	Approve the minutes of the March 11, 2025 Steering Committee meeting as presented.
Moved by:	Committee member Gil Almquist
Seconded by:	Committee member Jerry Taylor
Vote:	Approved unanimously

3. Finance Committee Budget Report -- Review and Approval

CFO Allison McCoy provided a summary of items reviewed and approved by the Finance Committee earlier the same day, presented for Steering Committee ratification.

Indirect Cost Allocation Plan

- FCAOG has elected to adopt the federal de minimis indirect cost rate of 15% for FY2027, up from the prior rate of 13.51%.
- The cost pool is based on total salaries and fringe benefits across all non-administrative departments. The 15% rate is applied monthly to cover overhead and administrative costs of the organization.
- The de minimis rate does not require negotiation with a federal cognizant agency, reducing administrative burden significantly compared to a negotiated rate.

Fringe Benefit Rates

- Workers compensation, unemployment insurance, FICA, and URS retirement rates were reviewed. URS rates decreased by 1% across all tiers for the coming fiscal year.

Health Insurance

- United Healthcare proposed a 22% premium increase. Following a competitive bid process, FCAOG is switching to Select Health, resulting in approximately 2.5% cost savings for FY2027.
- Dental and vision coverage is transitioning from EMI to Aflac. Life insurance policies remain with EHP. The Employee Assistance Program (EAP) continues with Select Health.
- HSA employer contributions are being significantly reduced -- from over $600/month for the family plan to a flat $250/month -- as the only mechanism to maintain cost neutrality on the high-deductible health plan.

Fleet Mileage and Facility Charges

- Fleet mileage rate increased from $0.35 to $0.55 per mile, generating an estimated additional $28,000 annually. This cost is allocated to departments based on fleet usage.
- Building space charge for the Washington County facility increased from $0.65 to $0.86 per square foot, generating an estimated additional $18,500 annually. Staff noted a further increase will likely be needed next year to break even.

Cost of Living Adjustment (COLA)

- A 3% COLA was approved for FY2027. The Finance Committee voted to distribute the COLA as a flat equal dollar amount per employee (calculated from total salary pool divided by number of employees), rather than as a percentage of individual salary. Part-time employees will be prorated.

Motion:	Approve the FY2027 budget items as reviewed and recommended by the Finance Committee, including the indirect cost allocation plan, fringe benefit rates, health insurance transition to Select Health and Aflac, fleet mileage and facility rate increases, and 3% COLA with equal dollar distribution.
Moved by:	Committee member Gil Almquist
Seconded by:	Committee member Burke Staheli
Vote:	Approved unanimously

4. Human Resources Update

HR Director Jen Wong provided the following staffing update:

- Current total staff: 73.
- No staffing changes in the Administration or AAA programs, with the exception of one retirement in AAA. The position was posted, took approximately two months to fill, and the new hire is expected to start at the end of the month.
- Community Support Services (CSS): One employee on extended FMLA will not be returning for medical reasons. That position is not being filled at this time pending budget review.
- A part-time front desk person has been hired to provide afternoon coverage, supplementing the existing morning staff. CSS is now housed in the main FCAOG building, which has increased lobby traffic. Most client visits are appointment-based (AAA, BSO, CSS), though walk-in volume is also notable. Parking has become a staffing discussion point due to increased client traffic.
- Transportation: a vacant transportation planner position has been filled by Carlos Besana, the new transportation planner.

5. Executive Director Update

Executive Director Darin Bushman provided an organizational update covering the following:

Website and Weekly Briefing

- A new FCAOG website has launched. Members were encouraged to explore it.
- A weekly briefing is now being distributed to Steering Committee members. The briefing is curated from approximately 150 articles per week and highlights policy developments affecting member counties, cities, and school districts, as well as AOG accomplishments and regional wins. Members were encouraged to submit their own wins for inclusion and to provide feedback on format and content.

Social Media

- FCAOG has significantly increased its social media presence. A social media team has been organized with representation from each functional area of the organization to curate and post content.

Building and Facilities

- CSS is now fully housed in the main FCAOG building.
- The former CSS building is listed for lease with NAI. A prospective tenant (ICE) did not proceed due to a policy prohibition against locating adjacent to a school (Chrysalis is located next door).
- A CDBG grant application for land acquisition was denied. CDBG ruled that a combined land-and-building purchase does not qualify under the land-only grant category. FCAOG is now

evaluating CIB as a funding source for the full acquisition of the land and building, and the remodel.

Audits and Financial Operations

- Three audits completed since the last meeting with no findings: Heat, Aging Caregivers, and Weatherization.
- Accounts payable is now fully electronic. Directors and supervisors input and approve transactions digitally; check runs are produced with the Executive Director's pre-printed signature and reviewed by him before release.
- An electronic purchase order system has been implemented for applicable purchases.

Fleet

- Fleet condition remains a critical challenge. The current 19-vehicle fleet has a total estimated value of approximately $70,000. One vehicle recently required an estimated $3,700 in repairs and tires against an offered trade-in value of $2,000. Fleet replacement planning is ongoing.

Other

- The spring AOG event is scheduled for the following day in Cedar City. Steering Committee members were invited to attend.
- FCAOG leadership staff are currently participating in USU's remote leadership training program.

6. Area Agency on Aging -- Four-Year Area Plan Update

Deputy Director Carrie Schonlaw presented the FY2024-2027 Area Agency on Aging (AAA) Plan update. This is the fourth and final year of the current four-year plan; a full comprehensive plan will be developed next year. An 80-page plan document was included in member packets.

Senior Centers

- FCAOG operates as an umbrella organization for 13 senior centers across the five-county region. Centers are county-owned and operated; FCAOG provides funding, technical assistance, training, contract management, and program oversight.
- The Minersville Center remains closed (since the COVID pandemic) due to staffing challenges. Seniors in that area are served through Beaver County's meal delivery and food programs. Twelve centers are currently active.

Key Programs and Collaborations

- A multidisciplinary team meets regularly to staff complex and difficult senior cases, drawing participants from senior centers, adult community services, local law enforcement, the Medicaid fraud unit, and guardianship programs.
- The Aging Advisory Council meets quarterly, reviewed the area plan in April, and approved it for submission to the Steering Committee.
- Outreach efforts are ongoing for veteran-specific programming and for the Paiute Tribe, which serves on both the multidisciplinary team and the Aging Advisory Council.

Nutrition

- Most nutrition services are delivered through senior centers. Federal requirements call for five meals per week; FCAOG operates under a waiver allowing a minimum of three meals per week.
- Meal timing is a county-level decision. Most centers serve 11:30 AM to noon; Beaver County operates an evening meal at approximately 4:00 PM.

- A $25,000 grant from IHC was secured to address malnutrition risk in older adults -- a metric at which Utah ranks highest in the nation. A part-time nutrition specialist has been hired and trained with the state dietitian. The specialist is conducting county-by-county in-home malnutrition screenings for high-risk individuals identified through senior center assessments, then connecting them with resources and healthcare providers. The pilot is intended to demonstrate impact and support future funding requests.

Memory Matters Closure

- Memory Matters, the only adult daycare provider in the five-county region, closed earlier this year. FCAOG has absorbed as many of their services as possible, including support groups, telephone reassurance coordination, and a cognitive screening (SAGE) at the Huntsman Senior Games previously run with Utah Tech and SUU volunteers.
- Adult daycare services cannot be replaced without additional dedicated funding; that gap remains unresolved.

Evidence-Based Programs and Volunteers

- FCAOG trains and certifies volunteers in seven evidence-based programs including chronic pain management, fall prevention, Walk with Ease, Stepping On, and Tai Chi -- delivered primarily at senior centers and community sites.
- Volunteer recruitment is a priority; older adult volunteers often relate well to program participants due to shared experience.
- The telephone reassurance program (daily wellness check calls to isolated seniors) continues to perform well.

Challenges

- Case manager recruitment: FCAOG is federally required to employ case managers certified as licensed social service workers or through the National Academy of Certified Care Managers. One recent vacancy took over two months to fill. Staff are working with the state to explore funding competitiveness and potential certification requirement adjustments.
- Senior center staffing shortages continue regionwide.
- Rising costs of food, transportation, and in-home service providers, without commensurate increases in funding, are reducing the total number of clients that can be served.

Plan Contents

- The plan includes county-level reports submitted by senior center coordinators, federal assurances, service projections for the coming year, and estimates of unserved eligible individuals in the region. A photo section highlights program activities across the five-county area.
- A notable volunteer tribute is included honoring a senior companion who served for 26 years until her passing this past year.

Motion:	Accept the FY2024-2027 Area Agency on Aging Area Plan Update as presented.
Moved by:	Committee member Paul Cozzens
Seconded by:	Committee member Nolan Davis
Vote:	Approved unanimously

7. Financial Stability and Local Contribution Model -- Concept Approval

This item should have been included in Item 4, but was left out of the discussion, requiring a separate motion and vote. Executive Director Bushman presented a summary of FCAOG's financial position and a proposal to expand the local government contribution base. This item was discussed in detail at the Finance Committee meeting and brought to the Steering Committee for conceptual approval.

Current Financial Condition

- FCAOG operates with no meaningful reserve. The agency has utilized its $350,000 line of credit with State Bank of Southern Utah three times in the past year, including a draw of approximately $277,000 to meet payroll and operating obligations.
- Since 2019, FCAOG revenues have grown by approximately $4.4 million, while local participation contributions have grown by only $20,000.
- Current annual local contributions total $160,000, provided exclusively by the five member counties. This represents less than 2% of total services delivered -- estimated at nearly $14 million annually.
- GFOA recommends governmental entities maintain a minimum reserve of 16.7% of revenues, with a target of 20-25%. FCAOG's current reserve position is effectively zero.

Proposed Approach

- The founding bylaws (52 years old) contemplated that counties, cities, and school districts would share in the cost of the AOG. Cities and school districts have never contributed.
- The proposal is to expand the contributor base from 5 payers (counties only) to approximately 48 payers (counties, cities, and school districts), raising an additional $400,000 annually above current contributions.
- A conceptual distribution framework discussed: counties at 70%, cities at 20%, and school districts at 10% of the new $400,000. Final percentages are not locked in.
- Within each category, distribution would be weighted by population (Kem C. Gardner data for cities and counties) and student enrollment (for school districts), with a base rate component to account for fixed administrative costs of serving each entity.
- Initial revenue would prioritize fleet replacement before reserve building, with a five-year target of $1,000,000 in organizational reserve.
- Cities and school districts would not likely be billed until January of FY2028 given current budget cycle timing. Some school district representatives indicated they may be able to move sooner if given rough numbers quickly. There were concerns among committee members that we can't wait until FY2028.

Discussion

- Multiple commissioners expressed strong support for the AOG and concern about its financial vulnerability. The value proposition -- $160,000 in contributions generating $14 million in services -- was cited repeatedly.
- School district representatives requested a one-page summary tailored to specific contributing entities, showing what services benefit their populations, to use when approaching their boards.
- The risk of member counties departing the AOG (Washington County going independent or smaller counties joining Region 6) was raised as a historical concern and cited as evidence of the importance of retaining and strengthening the organization.
- A suggestion was made to explore a third funding component (beyond base rate and per capita) to account for the higher cost of serving geographically remote or rural communities.
- The committee agreed that cities should be engaged soon, potentially through a combined working meeting with mayors.

Next Steps

- Finance Committee to hold a working meeting to finalize the distribution model and policy framework.

- Steering Committee working meeting to follow, with all mayors invited to participate.
- Legal counsel to be included to advise on interlocal agreement authority and bylaw amendment requirements.
- Numbers to be shared with school district business administrators as soon as possible to allow for potential mid-year budget amendments.

Motion:	Approve in concept the expansion of the local government contribution model to include cities and school districts as contributing members, with a target of raising an additional $400,000 annually, and direct the Finance Committee to develop a detailed distribution model and policy for future Steering Committee action.
Moved by:	Committee member Nolan Davis
Seconded by:	Committee member Mollie Halterman
Vote:	Approved unanimously

8. Town Center Initiative -- Governor's Office of Planning and Budget

Nathan Wiberg presented on behalf of Ajla Hadzialijagic from the Governor's Office of Planning and Budget (GOPB), who participated remotely but experienced audio difficulties. FCAOG staff (Mike and Roger/Kevin) will co-lead local implementation.

Overview

- GOPB is partnering with AOGs statewide to develop maps of locally identified community centers -- clusters of private development and strategic public investment (city halls, post offices, transit, libraries, senior centers, housing) that serve as the heart of a town.
- Centers vary significantly in scale, shape, and type. The initiative distinguishes between urban and rural centers; rural categories are designed to be flexible and locally responsive. Industrial districts and travel service districts are also recognized as types of centers in rural contexts.
- Benefits of the framework include promoting efficient use of limited resources through infill development, reducing growth pressure on surrounding areas, preserving open space and agricultural land, and creating community gathering places.
- Previous survey work conducted approximately one year ago gathered input from cities and towns on what types of centers exist and what they might look like in their communities.

Next Steps

- FCAOG staff will coordinate with individual communities -- meeting with them to identify existing centers and categorize them in alignment with the statewide initiative.
- Washington County communities within the MPO boundary have already begun this process through the Metropolitan Planning Organization; interested parties should contact MPO staff (Lee or Thomas). Rural communities outside the MPO should contact FCAOG's Mike and team.
- Ajla Hadzialijagic from GOPB will also be available to communities directly.
- The final product will be an interactive statewide map overlaying centers with transportation, housing, and infrastructure data to support coordinated planning and funding decisions.

Discussion

A committee member raised concerns about the potential trajectory of such initiatives -- from voluntary participation to incentive-based to mandated -- and about the risk of densification tied to technology surveillance in assisted housing. Key responses:

- FCAOG's role is to educate, encourage, and assist communities -- not to mandate outcomes. The AOG does not seek to impose zoning or development requirements.

- GOPB's stated goal is to create a planning tool for communities to use as they see fit, not to push development models inconsistent with local context.
- The distinction was drawn between identifying centers (which is community-driven and descriptive) and creating zoning districts (which would require local legislative action and is not part of this initiative).

No action required. Item presented for information.

9. CDBG Annual Action Plan -- Public Hearing Approval

Two CDBG-related public hearing minutes were brought for approval.

First Public Hearing -- Community Needs Identification

The first public hearing is the annual CDBG outreach process through which the five-county region solicits and identifies community needs in preparation for the CDBG program. This is a federal requirement.

Motion:	Approve the minutes of the CDBG First Public Hearing for the Annual Action Plan.
Moved by:	Committee member Jerry Taylor
Seconded by:	Committee member Gil Almquist
Vote:	Approved unanimously

Second Public Hearing -- Funded Projects

The second public hearing documents the specific projects being funded in the current CDBG program year:

- FCAOG: Administration and Planning
- FCAOG: Vehicle acquisition
- Beaver County (on behalf of the Fire District): Ambulance acquisition

Motion:	Approve the minutes of the CDBG Second Public Hearing for the Annual Action Plan.
Moved by:	Committee member Paul Cozzens
Seconded by:	Committee member Jerry Taylor
Vote:	Approved unanimously

10. Congressional Update -- Office of Representative Celeste Malloy

James Leavitt, District Director for Representative Celeste Malloy, provided a legislative update and reminded members that Congresswoman Malloy's office can provide letters of support for federal grant applications upon request.

Rural Health -- SRS and SUPPORT Act

- Congresswoman Malloy is actively engaged in rural health funding. Her office assisted in securing approximately $1 million for Garfield County and $44 million statewide through the Secure Rural Schools (SRS) program and related health funding mechanisms.

Reconciliation and the WEST Act

- The Trump administration rescinded the Biden-era Landscape Health Rule, which had created conservation and mitigation leases undermining the multiple-use framework on federal lands.
- The WEST Act, which would have nullified that rule, passed the House previously but cannot achieve the 60-vote threshold required in the Senate as a standalone bill.
- Congressional leadership is pursuing a third budget reconciliation package, targeted for passage by August recess. Mr. Levitt expressed skepticism about the timeline but noted that reconciliation could potentially serve as a vehicle to codify the rescission, provided the policy can satisfy the Senate parliamentarian's budget nexus requirement -- the same obstacle that prevented its inclusion in prior reconciliation efforts.

Glen Canyon Dam -- Thermal Curtain Feasibility Study

- Congresswoman Malloy has been pursuing the Glen Canyon Feasibility Study Act, which would direct the Bureau of Reclamation to study the viability of a thermal curtain below Glen Canyon Dam. The curtain would allow release of warmer surface water rather than cold deep water, potentially eliminating the need for bypass flows to benefit downstream fish populations -- flows that waste significant water and increase power costs.
- The bill has stalled in committee. However, Mr. Leavitt reported that the Appropriations Committee is allowing report language to be inserted that would direct Reclamation to conduct the feasibility study, effectively achieving the bill's intent through the appropriations process.

Great Salt Lake

- President Trump's statement about providing $1 billion for the Great Salt Lake was acknowledged but placed in context: a presidential statement does not constitute an appropriation, and a major authorization bill would be required before any such funding could be deployed.
- Congresswoman Malloy's office is pursuing targeted Appropriations Committee actions that could be helpful. Members interested in details were invited to contact the office's policy team.
- The governor's recent meeting with the President was noted to have covered a wide range of Utah water issues; the President's public focus on the Great Salt Lake was described as a simplified takeaway from a broader conversation.
- The state water plan (including lakes) is currently in draft form and near completion.

North Rim Rebuild

- Congressional funding of $2.1 billion for the North Rim rebuild and restoration passed the House unanimously. Mr. Leavitt noted he would follow up on the current Senate status of that funding.

Grand Staircase-Escalante -- Congressional Review Act (CRA)

- The deadline for the Senate to pass the Grand Staircase CRA resolution is approximately June 10, 2026 (60 legislative calendar days). The House is not subject to the same deadline.
- Chairman Westerman (House Natural Resources Committee) is waiting to see Senate action before bringing the resolution before the Speaker, to demonstrate it is a genuine Utah priority. Mr. Leavitt expressed confidence that Senate action is achievable.

Colorado River -- Desalination

- A committee member raised the concept of upper basin states funding desalination infrastructure in California and Mexico to allow lower basin states to reduce Colorado River draws, thereby replenishing Lake Powell.
- Mr. Leavitt acknowledged this is a long-term concept with merit but noted significant political complexity: California and Arizona hold seats on the House Natural Resources Committee and

have mixed views. Some California moderates have shown openness; coastal advocacy groups are a counterweight.

- Congresswoman Malloy is prioritizing water relationships and has invited California moderates to visit Utah in August to discuss regional water issues. A long-term, regionally coordinated approach was described as the most viable path.

11. Partner / Member Updates

Utah Tech University -- Brad Last (remote)

- Utah Tech recently completed four commencements. Members who attended were thanked.
- Utah Tech and Southern Utah University (SUU) will transition from the Western Athletic Conference (WAC) to the Big Sky Conference for most sports beginning next year. Men's soccer and baseball will compete in the Mountain West Conference.
- President Last expressed appreciation for the work of commissioners, mayors, and staff represented in the meeting, noting the complexity and importance of local government coordination.

12. Adjournment

There being no further business, the Steering Committee meeting was adjourned.

FIVE COUNTY ASSOCIATION OF GOVERNMENTS

Proposed Amendments to the Articles of Association and Bylaws

Authorizing direct AOG invoicing of counties, cities, and school districts

PREPARED FOR	Steering Committee, Five County Association of Governments
PREPARED BY	Office of the Executive Director
PURPOSE	Companion document to the Finance Committee participation framework recommendation. Identifies the specific provisions in the Articles of Association and Bylaws that limit AOG assessments to counties, and proposes amendments to authorize direct invoicing of cities and school districts as named co-equal member classes.
DATE	May 2026

Executive Summary

Two governing provisions currently restrict AOG assessment authority to member counties. To implement the Finance Committee's recommended three-way participation framework with direct invoicing of cities and school districts, the Steering Committee will need to amend:

1. **Articles of Association, Article II-F** (Assessments). Requires a two-thirds vote per Article X.
2. **Bylaws, Article V, Section 2** (Assessments). Requires a majority vote per Bylaws Article VI, Section 2.

A third amendment to

3. **Bylaws, Article V, Section 4** (Fiscal Year) is also proposed to align the Bylaws with the AOG's actual July 1 to June 30 fiscal year used in audited financial statements.

Three optional, supporting amendments to Steering Committee composition are described in Section 5 but are not strictly required to implement direct invoicing. The Articles already name mayors, county commissioners, and school board members as Official Representatives (Article III-C) and as voting members of the Steering Committee (Article IV-A), and Article IX-B already anticipates that municipalities and school boards may withdraw as members, implying member status with corresponding assessment authority.

1. Summary of Proposed Amendments

Document & Section	Change	Vote Required	Priority
Articles, Article II-F	Expand assessment authority to allow direct levy on member counties, member municipalities, and member school districts. Establish a hardship appeal process at the County Commission level.	**Two-thirds**	**Required**
Bylaws, Article V, Section 2	Mirror the Articles amendment operationally. Authorize an annually adopted assessment schedule in place of the embedded calculation methodology. Add the hardship appeal process.	**Majority**	**Required**
Bylaws, Article V, Section 4	Update fiscal year to July 1 to June 30 to match the actual audit and budget cycle.	**Majority**	**Recommended**
Articles, Article IV-A and Bylaws, Article I, Section 5	Optional: clarify Steering Committee membership and voting rights for cities and school districts beyond the current one-mayor / one-school-board-chair per county composition.	**Two-thirds / Majority**	**Optional**

2. Articles of Association, Article II-F

Article II-F is the primary constitutional limit on AOG assessment authority. As currently written, it authorizes the Steering Committee to levy assessments only on member counties. The proposed amendment extends that authority to cities and school districts, directs the Association to invoice each member entity directly, and establishes a hardship appeal process that keeps the AOG out of ability-to-pay decisions. Specific assessment calculation methods are left to an annual schedule adopted by the Steering Committee so the framework can be refined over time without further amendment.

CURRENT TEXT

F. Assessments

The Steering Committee shall have the authority to levy assessments on member counties for funds to operate the Association. The participating units of government within each county shall determine their proportionate share of the assessment.

PROPOSED AMENDED TEXT

F. Assessments

The Steering Committee shall have the authority to levy assessments on ~~member counties~~**member counties, member municipalities, and member school districts** for funds to operate the Association. **The Steering Committee shall adopt an annual**

assessment schedule, and the Association shall invoice each member entity directly in accordance with that schedule. ~~The participating units of government within each county shall determine their proportionate share of the assessment.~~

A member municipality or member school district may file a hardship appeal with the County Commission of the county in which it is located. The County Commission shall have sole authority to grant or deny the appeal. If the appeal is granted, the county shall pay the appealing member's assessment to the Association within the original assessment due date. Absent a county-granted hardship appeal, each member entity remains directly responsible to the Association for its full assessment. The Association shall have no role in evaluating or deciding hardship appeals.

RATIONALE

- Names all three classes of Official Representatives identified in Article III-C (counties, municipalities, and school districts) as entities subject to direct assessment by the Association.
- Leaves the assessment calculation method out of the Articles. The Steering Committee adopts an annual assessment schedule, allowing the framework to be refined year over year without requiring a two-thirds Articles amendment for each adjustment.
- Establishes a hardship appeal process at the County Commission level. The County Commission decides; if it grants relief, the county pays the assessment within the original due date. The AOG is not in the position of judging which entities can or cannot afford to pay.
- If a county denies a hardship appeal, the member entity remains directly responsible to the Association. The AOG's revenue is not contingent on county decisions.
- Consistent with Article IX-B, which already provides that any county, municipality, or school board may withdraw from membership and that assessment monies paid by a withdrawing member shall be retained by the Association. This language already anticipates direct member assessments.
- Consistent with Article III-A, which defines the Association as a "Cooperative body of city, county, and school district governments."

3. Bylaws, Article V, Section 2

Bylaws Article V, Section 2 is the operational counterpart to Articles II-F. The current text directs the Steering Committee to recommend assessments to each county and embeds a specific assessment basis (population, assessed valuation, and retail sales). The proposed amendment removes the embedded calculation method and instead authorizes the Steering Committee to adopt an annual assessment schedule, giving the AOG flexibility to refine the framework over time by a single Steering Committee vote rather than a bylaws amendment. The hardship appeal mechanism mirrors the Articles amendment.

CURRENT TEXT

Section 2. Assessments

After adoption of the annual budget, the Steering Committee shall recommend to each county within the Association the amount of the budget that constitutes their assessment for the year. Assessments shall be levied on member counties on the basis of population as determined by the most recent census, assessed valuation, and retail sales, and shall be for funding projects, programs, research studies, and activities involving more than one local unit of government. Special assessments shall be levied on a member local unit of government in the event that it wishes to contract with the Association to provide a special service to that unit of government alone.

PROPOSED AMENDED TEXT

Section 2. Assessments

After adoption of the annual budget, the Steering Committee shall ~~recommend to each county within the Association the amount of the budget that constitutes their assessment for the year~~**adopt an annual assessment schedule allocating the budget among member counties, member municipalities, and member school districts**. **The Executive Director shall invoice each member entity directly in accordance with the assessment schedule.** Assessments shall be ~~levied on member counties on the basis of population as determined by the most recent census, assessed valuation, and retail sales, and shall be~~**levied** for funding projects, programs, research studies, and activities involving more than one local unit of government.

A member municipality or member school district may file a written hardship appeal with the County Commission of the county in which it is located. The County Commission shall have sole authority to grant or deny the appeal. If the appeal is granted, the county shall pay the appealing member's assessment to the Association within the original assessment due date. Absent a county-granted hardship appeal, each member entity remains directly responsible to the Association for its full assessment. The Association shall have no role in evaluating or deciding hardship appeals.

Special assessments shall be levied on a member local unit of government in the event that it wishes to contract with the Association to provide a special service to that unit of government alone.

RATIONALE

- Mirrors the Articles II-F amendment in operational form so the Steering Committee, Executive Director, and finance staff have a single bylaws section governing direct invoicing and hardship appeals.
- Removes the embedded calculation methodology (the legacy basis of population, assessed valuation, and retail sales) and replaces it with annual Steering Committee adoption of an assessment schedule. The Steering Committee can refine the calculation framework over time by a single vote, without a bylaws amendment.
- Establishes the hardship appeal process at the County Commission level, with the county paying within the original assessment due date if the appeal is granted. The AOG is not in the position of judging ability to pay.
- Retains the special-assessment provision unchanged so contract-for-service arrangements with individual entities continue to function as they do today.

- Provides express authority for the Executive Director to invoice member entities directly.

4. Bylaws, Article V, Section 4 (Fiscal Year)

The Bylaws currently define the fiscal year as January 1 to December 31. The AOG's audited financial statements and all monthly snapshots use a July 1 to June 30 fiscal year. This amendment aligns the Bylaws with actual practice. Although technical, it is a clean opportunity to address the inconsistency in the same amendment cycle.

CURRENT TEXT

Section 4. Fiscal Year

The fiscal year of the Association shall commence on January 1, and shall end on December 31.

PROPOSED AMENDED TEXT

Section 4. Fiscal Year

The fiscal year of the Association shall commence on ~~January 1~~**July 1**, and shall end on ~~December 31~~**June 30**.

RATIONALE

- Matches the fiscal year reflected in every annual audit report on file (Hafen Buckner Everett & Graff PC) and in the monthly financial snapshots.
- Eliminates a long-standing technical discrepancy that could be raised in a future audit finding.

5. Voting Requirements and Process

Document	Threshold	Procedural Source
Articles of Association	**Two-thirds of total members' vote**	Articles, Article X (Amendments). Written notice stating the proposed amendments must be provided in advance.
Bylaws	**Majority of the Steering Committee**	Bylaws, Article VI, Section 2 (Majority Vote for Amendment).

Recommended procedural sequence:

1. First Steering Committee meeting: notice provided in writing of all proposed amendments. Initial discussion and Q&A.

2. Member entity engagement window: Executive Director and staff present the proposed amendments to county commissions, city councils, and school boards across all five counties.
3. Second Steering Committee meeting: vote on Articles amendment first (two-thirds threshold). If adopted, vote on companion Bylaws amendments (majority threshold) in the same session.
4. Effective date: as set in the amendment resolution. Recommend an effective date timed to the FY2027 invoicing cycle (January 2027) to align with the participation framework rollout.

6. Implementation Considerations

Statutory authority

The Articles cite Title 11, Chapter 13 of the Utah Code (Interlocal Cooperation Act) as the statutory basis for the Association. Title 11, Chapter 13 authorizes any public agency (counties, cities, towns, or school districts) to enter into cooperative agreements with other public agencies to perform services each is authorized to provide. Direct AOG assessment of cities and school districts is therefore within existing statutory authority and does not require state legislative action.

Interlocal agreements

Cities and school districts that do not currently have an interlocal agreement with the Association may be asked to execute one as a condition of formal membership status under the amended Articles. Staff should prepare a model interlocal agreement for Steering Committee review concurrent with the amendments.

Withdrawal mechanism

Article IX-B already permits any county, municipality, or school board to withdraw from membership upon 30 days written notice. No amendment to the withdrawal provision is required, although the Steering Committee may wish to clarify whether a withdrawing member remains liable for the current fiscal year's assessment.

REQUESTED ACTION

Steering Committee direction to staff to prepare a formal amendment packet for first reading at the next regular meeting, incorporating the proposed text in Sections 2, 3, and 4, with the optional amendments in Section 5 reserved for separate consideration.