

THE STATE OF UTAH
COUNTY OF SEVIER
CITY OF RICHFIELD

At the City Council
In and for said City
May 12, 2026

Minutes of the Richfield City Council meeting held on Tuesday, May 12, 2026, at 7:00 p.m. in the Council Chambers of the Richfield City Office Building located at 75 East Center, Richfield, Utah. Mayor Bryan L. Burrows presiding.

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| 1. CALL TO ORDER | a. Tourism presentation |
| 2. OPENING REMARKS | b. Public hearing Enberson |
| 3. PLEDGE OF ALLEGIANCE | c. Public hearing Winkel |
| 4. ROLL CALL | d. Overlay ordinance |
| 5. MINUTES APPROVED | e. Budget presentation |
| 6. CONFLICT OF INTEREST | 8. OTHER BUSINESS |
| 7. BUSINESS | 9. ADJOURNMENT |

City Council meeting on Tuesday, May 12, 2026, at 7:00 p.m. The agenda shall be as follows: (The agenda may be accelerated, or line items may be discussed in any order.)

1. **OPENING REMARKS Councilmember Thomas**
2. **PLEDGE OF ALLEGIANCE** led by Councilmember Hansen
3. **ROLL CALL** – Councilmembers Brayden Gardner, Kevin Arrington, Kip Hansen, Kendrick Thomas and Andrew Chappell, Mayor Bryan Burrows (not voting), Finance Director Rob Jenson, City Administrator Michele Jolley. Also, in attendance, Michael Snow, Corey Winkel, Russ Brightwell, Amy Myers, J Glecher, Tim Hunt, Michell Olsen, Elizabeth Steele, Isaac Steel, Alexa Wilson, Carson DeMille, Danielle White, Max White, Tanner Thompson, Trent Lloyd, Keith Mogan and David Anderson.
4. **MINUTES APPROVED** - The Council reviewed the minutes of the meeting held on April 28, 2026. **Motion:** Approve the minutes of the April 28, 2026, meeting, **Action:** Approve, **Moved by** Brayden Gardner, **Seconded by** Kip Hansen. **Vote:** Motion carried by unanimous roll call vote (**summary:** Yes = 5). **Yes:** Andrew Chappell, Brayden Gardner, Kendrick Thomas, Kevin Arrington, Kip Hansen.
5. **EXPENDITURES APPROVED** – Consider a motion to approve the warrants and cash disbursements for April 2026. **Motion:** Approve the warrants and cash disbursements for April 2026, **Action:** Approve, **Moved by** Kip Hansen, **Seconded by** Brayden Gardner. **Vote:** Motion carried by unanimous roll call vote (**summary:** Yes = 5). **Yes:** Andrew Chappell, Brayden Gardner, Kendrick Thomas, Kevin Arrington, Kip Hansen.
6. **CONFLICT OF INTEREST – No conflicts declared.**
7. **BUSINESS**
 - a. Presentation on County Tourism by Amy Myers. She is over tourism and

1 events in Sevier County and has been for four years.

2 Myers addressed the council explaining that she is the destination/marketing
3 manager for the County. Her job is to market a landmass and everything you
4 can do in that mass. The branding of the area as Utah's Trail Country is
5 continuing. She presented a video that is part of a YouTube channel
6 promoting Richfield as a tourism destination. She also showed a website,
7 which was developed with the help of a marketing agency –
8 richfieldutah.com. The Tourism, Recreation, Cultural, Convention, and Airport
9 Facilities Tax Act requires a board to look at tourism dollars and how to best
10 use them to help market the area. Michele Jolley was appointed to the
11 board to represent Richfield City as it is where the majority of Transient Room
12 Tax is generated.

13 Richfield was the top word that was used when people were trying to find
14 the area. The marketing also includes a new logo, which utilizes the image of
15 a pheasant calling back to the area's history of once being known as the
16 rooster valley. Myers said they are also being mindful of the agricultural
17 heritage and that it remains a driver of the area. There was a lot that went
18 into the decision to promote what is available.

19 When looking at marketing dollars, 80 percent is required to be spent outside of
20 the state. They have sources of data that are used to determine where
21 people are coming from to help make decisions in how future marketing
22 funds are spent. Tourism based businesses are also an important facet, such
23 as bicycle shuttle companies and fishing guilds at Fish Lake.

24 They are also looking at marketing to international tourists. They still prioritize
25 new events, such as the PRC rodeo that is being hosted this week.

26 They have worked with several events supporting the Blackhawk, Fremont
27 Indian State Park and other events. Dark Skies is one of the biggest requested
28 areas in international tourism. Utah is marketed at the "Dark Sky State." Right
29 now they are looking at hosted events that capitalize on the Dark Sky
30 concept. In one full year of marketing, they have as a county crossed the \$1
31 million mark in what the county brought in in transient room tax money. This
32 means that the area has seen some \$8 million brought in.

33 Councilmember Arrington said one of the data points available to the travel
34 council is the VISA data, which identifies where you spent and how much.
35 Phone data is also used to track how many visitors are.

36 Councilmember Chappell said he likes what was presented and would like
37 all small businesses in the area to have something similar.

38 Councilmember Thomas asked what is needed for future expansion – is it
39 more hotel rooms, more amenities, more trails.

40 Myers said the thing that is missing is guides. The County is DIY. If you don't
41 have your own machine or equipment, you can't do the activities. Now
42 there is a mountain bike business that allows for rental of bikes, which gives
43 people access. This allowed an international team to experience the area's
44 mountain bike trails. There are also guided tours of Pando. They are also
45 doing tours and dark sky events at Fremont Indian State Park. Other
46 businesses are also getting involved, including providing tours of the area,
47 including agriculture operations and mines. It is starting, but it takes someone
48 to take a chance on the tourism. You want an experience where someone is

1 going to teach you how to do it so you can have an experience without fear
2 of the unknown. People know how to fish, but they want to know how to fish
3 this lake specifically.

4 Mayor Burrows asked if the information the travel council has is available to
5 others, such as a person who is considering building a hotel in the area.

6 Myers said she has the information available for the local area. The state
7 information is actually processed by a person named Kim Gardner who
8 creates a report that explains how many dollars convert into how many jobs.
9 Much of this information is also available at Utah.travel.gov.

10 This information is also used when the county tourism applies for grants to pay
11 for the marketing. The data has to be tracked to qualify for grants. Myers said
12 she was not expecting to cross the \$1 million mark, which represents 23
13 percent growth in TRT tax.

14 Councilmember Hansen asked what the channel on Youtube is called. It is
15 Richfield Utah [[@RichfieldUtah](https://www.youtube.com/channel/UCRichfieldUtah)]. There are several videos on the channel
16 promoting different attractions in the area.

17 Houston Holt said his mountain bike shuttling business has seen more than
18 double the clients in the past year. He said there are going to be four
19 different mountain bike races in the County this year.

20 b. Public hearing to receive comments on a proposed annexation of 6.87
21 acres of land belonging to Mark Enberson and located at approximately
22 1000 W 1800 S. Mayor Burrows opened the hearing at 7:36 pm. Hearing no
23 comments, Mayor Burrows closed the hearing at 7:37 pm

24 c. Public hearing to receive comments on a proposed annexation of 5.33
25 acres of land belonging to Corey Winkel and located at approximately 650
26 East 1260 North. Mayor Burrows opened the hearing at 7:38 p.m. Hearing no
27 comments, Mayor Burrows closed the hearing at 7:38 p.m.

28
29 d. Consider approving a proposal to move forward with the process to
30 amend the General Plan and text amendments to Title 17 of the Zoning
31 Code and to allow and adopt a missing middle overlay zone for R1-10
32 zoning for SITLA's 20+ acres in southeast Richfield, including a requirement for
33 the development of a master plan. Missing middle homes are small-scale,
34 compact units designed for affordability.

35 SITLA's Aaron Langston addressed the council via Zoom. Langston has been
36 involved in real estate development for the trust for the last two decades.
37 The goal is to build something on the parcel that is beneficial for Richfield. He
38 said at some point he would like to go over what they have done in other
39 places. They want to provide homes that local people can afford. They are
40 not looking to go dense and throw up apartments all over. They can select
41 partners that put a cap on their projects' profitability. This could prevent the
42 City from making concessions and then having the developer do the project
43 and then selling it at the maximum market value. SITLA wants to provide
44 something that truly is affordable, and there have been some very good
45 success stories throughout the state.

46 Councilmember Hansen asked for examples of this overlay zone being used
47 and to what effect.

48 Langston said this specific model hasn't been used, but there are SITLA

1 developments that are similar, such as one in Washington City in Washington
2 County. They reduced the setbacks, and increased the density for single
3 family housing. They gave some concessions, and the developer was
4 required to sell the homes at 105 percent of the cost. SITLA gets a
5 percentage of the gross selling price of the home. In Washington SITLA has
6 reduced its share and capped the developer's share in what has been a
7 successful project. It's Coral Canyon.

8 Councilmember Chappell asked about the size of the overlay zone, and why
9 it extended beyond the boundaries of the SITLA held land.

10 Langston said SITLA has no ability to impose anything on privately held land,
11 and that the proposed overlay was a concept accounting for what could
12 be development in the future. He said SITLA would not oppose reducing the
13 proposed overlay to just its holdings.

14 Alexa Wilson, representing SITLA, said it was also part of an effort to not look
15 at that parcel in isolation. Much of the land in the proposal isn't even in the
16 City, it was meant as a conceptual idea for what future growth could be.

17 Councilmember Chappell said the holistic view should be limited to what
18 SITLA has and what can be developed with that. If there is a way to build
19 smaller, single-family homes for less money, that sounds great but making it
20 conditional upon having apartments or commercial included it becomes an
21 issue.

22 Langston said even if the City adopted the proposal, SITLA would still come
23 back with a plan that would have to be approved. SITLA wants to work with
24 the City and not be in a vacuum. The idea is to produce something that is
25 good for the town as a whole. If this is a situation where the City wants to look
26 at just what was done in Washington County and it's just single family
27 detached, SITLA is OK with that idea.

28 City Administrator Jolley said by way of clarification, what the council is
29 voting on tonight is not necessarily denying the missing middle concept.
30 There is a process that would include amending the general plan and the
31 zoning code. Those amendments are what the council is considering tonight.
32 It would be creating an overlay zone that is not currently in the ordinance.

33
34 Councilmember Hansen said Richfield would wind up being the test balloon
35 for this type of zoning, which he doesn't consider a zone at all. The City has
36 put tremendous effort into it current general plan. The City has implemented
37 multiple zoning approaches at varying densities, some of which were more
38 successful than others. The process hasn't been taken lightly. Hansen said he
39 is not in favor of amending the general plan and zoning ordinance at this
40 point.

41 Councilmember Chappell asked if the City doesn't approve the overlay
42 zone, what are the other options.

43 Administrator Jolley said there are a lot of different options. They could
44 rezone it as R1-6, which is 6,000-square foot lots. The City is in the process of
45 refining its RM-11 zone, which could allow 4,500-square foot single family lots.
46 There are a lot of tools in the existing zoning that could be used. If you
47 reduce the lot size and put a deed restriction saying it must be a single
48 family, those types of tools can be implemented. Cottage homes, duplexes

1 and other types of housing could still be built without the overlay. It would just
2 take some creativity and not rezoning the entire piece as one type of zone.
3 Mayor Burrows said there are quite a few older people who would like to see
4 something like what is being considered with smaller, single-level homes. It's
5 something that is better addressed on a case-by-case basis.

6 Councilmember Chappell asked SITLA what it's next step would be.

7 Wilson said this was a good faith effort to help the City achieve its goals. If this
8 doesn't hit the mark, they will think about a different approach.

9 Councilmember Chappell said he favors the approach of using the
10 available tools and seeing if there are some restrictions that could be
11 loosened up to create more single-family homes sold below market value.
12 Tanner Thompson, resident, asked how SITLA can perform its function of
13 maximizing property value if it sells homes at less than market value.

14 Langston said his mission is indeed to make as much money for the state as
15 possible. Part of how that is done is a bid of magic in terms of how they look
16 at finance. Looking at Richfield, the current absorption rates are about 1
17 percent per year due to the one percent growth per year. Roughly, look at
18 how much property is held by SITLA, and consider if it is built out at the level
19 the market has consistently seen, it's going to take X number of years to
20 develop that. Based on that, X number of dollars are put into the permanent
21 fund. In Washington County they did a PCD [Planned Community
22 Development], which would be a similar idea to what is proposed here. If
23 SITLA built this, there would be a higher absorption rate because they would
24 be beating the market. It may take 10 years to build out or five years to build
25 out. That increases the net present value, which is how SITLA monetizes the
26 land. Selecting the right development partner is critical. They need someone
27 who is willing to invest for a five percent return. However, there are those
28 willing to do it.

29 **Motion:** Deny the proposed proposal to move forward with the process to
30 amend the General Plan and text amendments to Title 17 of the Zoning
31 Code and to allow and adopt a missing middle overlay zone for R1-10
32 zoning for SITLA's 20+ acres in southeast Richfield, including a requirement for
33 the development of a master plan. Missing middle homes are small-scale,
34 compact units designed for affordability. **Action:** Approve motion, **Moved by**
35 Kip Hansen, **Seconded by** Brayden Gardner.

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

37 **Yes:** Andrew Chappell, Brayden Gardner, Kendrick Thomas, Kevin Arrington,
38 Kip Hansen.

39
40 e. Presentation of Mayor Burrows' proposed budget for fiscal year 2026/2027.
41 The budget has to be adopted typically by the 20th of June, which may
42 require a special work meeting, Administrator Jolley said. If the City were to
43 implement a property tax increase, new legislative requirements establish
44 that the process of notification would have had to have started on May 1.
45 Mayor Burrows said this budget is a total of \$9,489,280. At this point revenues
46 are down but should come in close to where the City's revenues have been.
47 Revenue is anticipated to be flat this year. Expenses have come down a little
48 as well in the proposed budget. There is a 3 percent cost of living increase

1 and healthcare has increased 17 percent, and state retirement has
2 increased from .81 to 1.30.

3 The pool project will be completed in 2026, and the payment for that to the
4 Utah Permanent Community Impact Fund Board is included in this budget.
5 The 400 West project is also on schedule to start this year. The 100 East bridge
6 is also in the process as well. The City is also looking at trying to put in a sewer
7 line near the golf course. There is also the possibility of installing a booster
8 pump on the north end of town. A new water tank on the north end is also
9 something that is likely needed.

10 While sales tax has been down, costs have all gone up on the supplies and
11 materials the City uses. The City is not keeping up, and a possible increase in
12 property tax may have to be considered, but it is too late to start that process
13 this year, Mayor Burrows said. However, the City is going to have to address
14 water and sewer rates. The City is going into the hole in these funds. Fuel is
15 also a driving factor, and if it does come down, it won't be until October or
16 November, which will affect the garbage pickup service. He encouraged
17 the council to go through the budget.

18 Financial Director Jenson said both the City and White's Sanitation have
19 been trying to absorb fuel costs. That is an example of the types of costs the
20 City has been trying to absorb in its enterprise funds, and now it's to the point
21 it is falling behind in them. There has been a water rate analysis, which
22 includes where the City is at, where it is proposing to go to and where it
23 should be. The sewer fund is in the same boat. The enterprise funds, water
24 and sewer, are the one area in the budget where the City is allowed to carry
25 a balance, and this year Jenson had to do some work in order to get them to
26 just zero out. The City needs to be aware of where it is so that the funds can
27 continue to function as intended.

28 Mayor Burrows said he has always advocated for the City to be very
29 conservative when it comes to raising rates. However, it is time to start raising
30 some rates as much as he doesn't to. Everything it is getting more expensive,
31 including just running the pumps.

32 Jenson said the prices just keep going up for everything.

33 Administrator Jolley pointed out the revenue streams the City has from
34 various taxes, the only one it can affect or change is property tax. The only
35 one it controls is that of property tax. Sales tax, transportation tax and even
36 the Parks Arts and Recreation tax can't be changed. The last time the City
37 did an increase, it was a 35 percent increase that netted approximately
38 \$300,000 in revenue. It's the only way to keep up with inflation. Some
39 communities do truth and taxation every year to keep up with inflation. The
40 department heads in the City have been very careful in their spending. They
41 have tried to save money, which has been put into capital projects for
42 equipment and improvements they need. One area that has been put on
43 the back burner for several years is the golf course, so it's time for it to receive
44 some of the PAR tax and recreation tax. The City was awarded a grant at the
45 golf course for some improvements and the match on that will have to be
46 paid. The system out at the golf course is old and needs to be addressed.

47 Councilmember Gardner asked about property tax and what could be
48 considered.

1 Mayor Burrows said he would like to see what the percentages would be to
2 increase revenue by \$300,000, \$400,000 and \$500,000. With property tax, cities
3 figure an amount they would like to ask for and its figured out from there,
4 instead of just saying it should be a certain percentage. When you ask for
5 \$300,000 and it turns out to be 30 percent, that illustrates how little the City is
6 actually getting from the property tax. The full property tax amount is huge,
7 but the City's portion of that is quite small. He said perhaps a \$400,000
8 increase would be about a \$30 to \$40 a year increase.

9 Councilmember Hansen asked when the last time the City entered truth in
10 taxation prior to the increase three years ago. It had been over 20 years,
11 Administrator Jolley said.

12 Councilmember Hansen said it almost needs to be a standard operating
13 procedure, but he understands the instinct not to increase it.

14 Richfield City brings in just a little more than \$1 million in property tax each
15 year. Mayor Burrows said prior to that the City was bringing in between
16 \$700,000 and \$800,000, which is not very much when considering a \$10
17 million budget.

18 Councilmember Gardner asked about a transportation utility fee, which may
19 be an alternative to a property tax increase.

20 Administrator Jolley said the state views those types of fees the same as taxes
21 in most instances. The Legislature has been trying to eliminate many of those,
22 but some communities have been successful in implementing those. It's
23 something to consider, however, it would be a restricted fund that could only
24 be used on roads. It requires a lot of analysis prior to implementation. The first
25 step would be to find out how much the analysis would cost.

26 Councilmember Thomas asked if the funds from a transportation utility fee
27 would be restricted to certain uses. Yes, it would be restricted.

28 Financial Director Jenson the Legislative session seemed focused on making
29 the taxation process as transparent as possible. Some may feel that the state
30 is pushing to make communities use fees for everything instead of property
31 tax, but at the end of the day it is still basically a tax under a different name.
32 Impact fees are an example of how funds collected are restricted, and the
33 City has to account for how they are spent. Any change requires a new
34 analysis of each impact fee. The Utah League of Cities and Towns have
35 some great resources to help brush up on the fundamentals of truth in
36 taxation in the state.

37 Carson DeMille, Jones & DeMille Engineering suggested that since Richfield is
38 a smaller municipality, it would wait until it does a major project before
39 heading into the analysis of impact fees. That way it would have something
40 to gage it against.

41 The analysis of each impact fee can be done separately, Administrator
42 Jolley said.

43 Councilmember Hansen said they don't all have to be raised at the same
44 time.

45 In the case of police and fire, you can only use the impact fee within the
46 square footage of the building in which they are located.

47 Mayor Burrows said when the City set its current impact fees, it was common
48 to purchase an acre foot of water for \$8,000, while now it's \$15,000 or

1 \$16,000. The value has gone up, but the City isn't allowed to increase its fees
2 without analysis.

3 Administrator Jolley asked if the council would like to have a work session at
4 6 p.m. to work through the budget prior to its next regular meeting. The next
5 meeting will require that the tentative budget is adopted, so a work meeting
6 would be beneficial. Following that, a public hearing for the budget will
7 have to be hosted in June.
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9

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11 8. **OTHER BUSINESS** - Councilmember Hansen asked for an update on the pool
12 construction. Administrator Jolley said it is on schedule and, tentatively, the hope is
13 to have it open at the end of August. The actual pool will be poured starting next
14 Monday.

15 Financial Director Jenson said any council member can coordinate a tour of the
16 construction with Brady Edwards.

17 Councilmember Thomas said the first phase of the footings for the construction of
18 the metal "R" located on the west hills have been completed.
19

20 9. **ADJOURNMENT** Motion: Adjourn the meeting **Action:** Approve, Moved by Kip
21 Hansen, Seconded by Brayden Gardner.

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

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