



ROY CITY CORPORATION

Work Session Minutes

Date: June 9, 2026

Time: 5:30 p.m.

Roy City Basement Conference Room, 5051 S 1900 W. Roy, UT 84067

These are the approved minutes that have been prepared in draft form before being approved by the public body that held the open meeting. These final meeting minutes were approved in the July 21, 2026, City Council Meeting. Notice of this meeting was provided in accordance with Utah Code Ann. § 52-4-203. This meeting was also streamed on YouTube, and the video archive can be found at youtube.com/@RoyCityCorporation.

Elected Members present:

Mayor Ann Jackson
Councilmember Hulbert
Councilmember Jackson
Councilmember Saxton
Councilmember Sphar
Councilmember Wilson

Legislative Staff present:

City Manager, Matt Andrews
City Recorder, Brittany Fowers

Legal Staff present:

City Attorney, Matt Wilson

Department Directors present: C.E.D Director, Brody Flint; Police Chief, Matt Gwynn; Fire Chief, Theron Williams; Parks and Recreation Director, Michelle Howard; Public Works Director, Brandon Edwards.

A. Welcome and Roll Call

Mayor Jackson welcomed those in attendance and noted which Elected Members were in attendance.

B. Topic of Discussion

1. Fiscal Year 2027 Budget

Mayor Jackson announced that the City needed to finalize their budget by June 16th. She discussed how she, the Council, and City Staff had worked very hard to solve the budget issues and reminded the audience that there was not a public comment section that evening. She indicated where on the City's website the public could find more information about the budget.

Mayor Jackson shared that the Council had cut the fireworks show at Roy Days in order to save money, but a local resident and personal friend, Mike Schultz, had donated \$35,000 to fund the fireworks display. She said that Mr. Schultz's wife had a foundation that would cover the costs. She also reported that another private citizen, who wished to remain anonymous, had donated money as well to pay for the police security at the event. Mayor Jackson emphasized that thanks to the generosity of these two residents, the fireworks show and police presence at Roy Days would be possible.

Councilmember Wilson asked the Council to establish what their ultimate goals for the City were. She pointed out that if the Councilmembers all had different goals for the meeting and for the budget, it would be difficult to come to a resolution. Councilmember Wilson shared what her own goals were, and she



said her top priority was to close the wage gap in Roy City and get the staff to median wage. She spoke about the importance of fiscal responsibility and said that for her, it seemed irresponsible to use one-time monies. She also stated that it was her goal to avoid a tax increase the following year.

Councilmember Jackson thought it was a good idea to find their shared goals. She first asked for clarity about if it was more accurate to refer to the 'average' or 'mean' wage. City Manager Andrews replied that it was most accurate to use 'average.' Councilmember Jackson then said she was committed to achieving an average wage that year in order to stem the employee turnover.

Councilmember Hulbert agreed that wages were a top priority for her, although she added that she wanted to be careful about what cuts they made so that they did not unduly impact the residents. She discussed that the residents were not at fault for the choices that the City had made over the last two decades and she did not want them to be punished by the loss of services.

Councilmember Sphar also agreed that closing the wage gap was important to him, and he clarified that his main concern were the wages on the lower end, where he felt there was more of a disparity. He commented that the wage gap and ensuring turnover was a loss of money for the City. Councilmember Sphar discussed that while his original hope was to gradually adjust the wages over three or four years, he was increasingly realizing that they needed to do as much as possible this year to fix the issue.

Councilmember Saxton firstly announced that the City was not going to paint the street poles, which would save the City about \$80,000. Councilmember Wilson interjected to note that the money needed to remain in their Class C Road fund; they could not transfer that money to their General Fund. Councilmember Wilson also noted that they needed three Councilmembers to affirm that they were not painting the street poles. Councilmembers Sphar and Hulbert provided the additional votes.

Councilmember Saxton then opined that a 55% increase was too high. He felt that if they went with the 55% increase, it was still possible that they would have to do another increase the following year. Councilmember Saxton said that his previously presented suggestion of an 18% increase would work and reiterated some of the details of his proposal. He stated that his goal was to shrink the 55% figure and said the lowest alternative he had heard thus far was 30%, which he still felt was too high.

Councilmember Jackson said that it seemed the end goals for all of the Councilmembers were distinct. She said that for her, the goal was to pay the City Staff an average wage and said she did not want to compromise on 'average.' She said that Councilmember Saxton's goal of shrinking the property tax increase would result in them having to reduce the COLA. Councilmember Jackson said the 55% tax rate had been calculated specifically to get City employees up to an average wage. She summarized that it seemed she and Councilmember Saxton were not on the same page and asked what tax rate he would be comfortable with. She noted that a 30% tax rate still left City employees 10% below the average. Councilmember Saxton said he was comfortable with keeping the employees 10% below for one more year and said he did not understand why the other Councilmembers wanted to completely remedy the



wage gap in a single year. Councilmember Saxton expressed that he deeply appreciated and trusted the Staff, although he did not think it was necessary to adjust the wage gap this year. Councilmember Saxton emphasized that the 55% increase would greatly impact the residents of Roy City. Councilmember Saxton also noted that other cities in the area had used one-time funds to resolve issues and he did not think it was unreasonable for Roy City to dip into their reserves to fix this problem and alleviate the burden on taxpayers.

City Manager Andrews responded to the comment about one-time funds. He explained that using one-time funds was essentially like taking out a loan and he said if they were unable to pay that back it would cause further issues down the road. City Manager Andrews added that their fund balance was actually lower than other cities in the area, and so especially for that reason he would not recommend that they take money out of their reserve funds. Mayor Jackson asked if departments in the City got to spend any leftover money in their budgets at the end of the fiscal year and City Manager Andrews replied that they put unused funds back into the Capital Projects fund. City Manager Andrews added that although other cities allowed departments to spend leftover funds, Roy City did not have that mentality.

Mayor Jackson asked how much money had been saved by the Councilmembers in the last several years by not taking their COLA increases or any other raises. City Manager Andrews summarized it had resulted in a savings of about \$41,000 over the course of the last five years. Mayor Jackson felt that was a substantial savings and felt it was important for the public to recognize that the Councilmembers were committed to saving money for the City. Mayor Jackson commented that she had been working tirelessly with the City Staff about how to lower costs within the City and resolve their budget constraints. She added that whenever they made cuts to City services residents got upset about it and occasionally, they stepped in and donated money to save the service, such as with the Roy Days firework display.

Councilmember Jackson also reiterated the point that if they took events and services out of the budget, that was a permanent change. Councilmember Hulbert emphasized this point and said both the Council and public needed to be aware of that point.

Councilmember Wilson said if they cut the Roy Days' Friday events and the fireworks show from the budget that would yield a 1% tax increase. She asked what would happen if they left those items in the budget even though they were being paid for with donations. City Manager Andrews explained that if they cut the items from the budget but had them covered by a private donation, it would essentially be a revenue offset and would be considered a one-time donation, unless the sponsors agreed to cover the events on an ongoing basis.

Councilmember Sphar commented that it was frustrating to have to comb through the budget and cut so many services and events that cultivated a sense of community in Roy. He wished that there were higher-cost items that they could cut, since many of the items that they had identified were relatively small. He discussed that all departments in the City were important and he did not want to have to substantially make cuts to any of them. Mayor Jackson agreed that it was difficult to have to make cuts to City



services that were valued by residents. Mayor Jackson spoke about how she and her family had personally benefitted from Parks and Recreation programs, Roy Days, and other City services. Mayor Jackson noted that it was also important to have competent employees who were well-paid working for the City. Mayor Jackson added that Roy City was a relatively low-cost town to live in and said that she did not want a tax raise, either, although she knew that they needed to find a way to solve their budget crisis. Mayor Jackson said that she certainly did not want to enact a historic tax raise and she spoke about how she and the City Staff had been working hard to find ways to cut the rate down.

Councilmember Jackson shared some estimates about how much cutting certain events and services would save the City overall. Councilmember Jackson discussed that at first, she thought that making small cuts across all of the departments could be enough to alleviate the budget deficit. She said that the more she looked into the budget, however, she had found that smaller cuts were not sufficient. She used the example of the salmon bake at Roy Days, and said that although it seemed like a substantial amount of money, it did not make a real impact on the City's overall budget. Councilmember Jackson emphasized that they needed to make more serious cuts to the City's departments in order to make a difference. She highlighted that she was not willing to continuing underpaying employees in the City. She stated it was crucial that they paid a fair, livable, wage to City Staff. She expressed how important it was to stop the turnover in the City and called for the Councilmembers to do more than make 'good faith' budget cuts.

Councilmember Jackson listed some items that she thought could be cut from the budget. She first proposed the Roy City recreational tackle football team. She noted that there were alternative club teams in the area, so if Roy youth wanted to play on a team they could still do so. She acknowledged that it only accounted for 0.5% of the overall budget, but thought it was a reasonable cut that would not disproportionality impact the residents of the City. She also noted that the attendance for the salmon bake had trended down in recent years, so they could consider cutting that as well.

Councilmember Hulbert asked if some of the recreational sports teams made money and Parks and Recreation Director Howard replied that most of their teams did make money or at least broke even through the revenue raised from fees. Councilmember Wilson commented that so far that year, their teams had resulted in \$12,000 in revenue for the City.

Councilmember Wilson circled back to Councilmember Saxton's claim that the 55% increase did not represent or serve the Roy citizens. Councilmember Wilson pointed out that because the high turnover actually cost the taxpayers' money, and so she argued that a tax increase would actually yield higher-quality and more cost-effective City services for residents. Councilmember Saxton opined that the City could maintain a good level of service by turning their Fire department over to Weber, without having to increase their taxes. Councilmember Saxton reaffirmed that he did not think it was acceptable to levy a 55% increase on the residents. Councilmember Wilson stated that it was important to consider what '55%' meant. She said that 55% in Roy equated to about \$17 per month, and reiterated that the employee turnover was costing the residents far more than that amount.



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Councilmember Saxton spoke about the reason for the Truth in Taxation law and said it was important to consider that for some residents and businesses in Roy City, the tax increase would be an undue burden. He emphasized that he wanted to help the Council and the City. He said it was not acceptable to make cuts to City services like the football team. Councilmember Saxton expressed that he was not against helping the City Staff and recalled that he had been the one to advocate for COLA raises back in March. Councilmember Saxton opined that the Council just needed to show momentum; they did not need to solve the entire wage gap issue in one year. He thought it was absurd that the other Councilmembers refused to use reserve funds.

Councilmember Wilson stated it was not feasible or wise to use one-time expenses to cover COLA increases. Councilmember Hulbert commented it was important to look to the future and not end up in the same position again. Mayor Jackson added that if they annexed into Weber Fire District, it would result in a small savings for the City. City Manager Andrews provided additional context about how the use of one-time monies would function as well as the timeline for approving the budget. Councilmember Hulbert summarized that the Council had time to think through some of Councilmember Saxton's ideas as well as other cost-saving ideas. Councilmember Jackson then elaborated about the tax implications for Roy residents if they were to annex into Weber Fire.

Councilmember Hulbert proposed some ideas for cuts. She first brought up the Beautification Committee, which she acknowledged did not have a large budget. She explained that the actions of the committee aligned with the work of Parks and Recreation and she reported that she had consulted with City Staff, who had told her cutting their budget would be okay. Mayor Jackson listed some of the things that the City did with the Beautification fund, including decorating light poles and xeriscaping. Parks and Recreation Director Howard proposed creating a Parks and Recreation Commission in lieu of the Beautification Committee, which could serve as an advisory board for the Parks and Recreation department. Mayor Jackson also suggested cutting the Arts Council. Councilmember Hulbert agreed they could cut back on the Arts Council although they should not get rid of it entirely because it received grants. Councilmember Hulbert added that the Arts Council was volunteer-run and she acknowledged how hard the volunteers worked. Mayor Jackson proposed that the number of Arts Council events be cut down and the other Councilmembers agreed that was a good option. Councilmember Hulbert added that the Council should work with the Arts Council on a potential restructure.

Councilmember Wilson asked how much it would be to cut down on the dumpster program. City Manager Andrews replied he could look into that although he clarified that the funding for that did not come out of the General Fund. Councilmember Hulbert highlighted the point that not all of the City's employees were paid from the General Fund; some were paid from the Enterprise or other funds.

Councilmember Hulbert expanded on her point and gave the example of the Christmas lights. She said that even if those were cut, that would not impact their fund balance. Mayor Jackson added that the Christmas lights were partly discounted and she and City Manager Andrews briefly discussed fixed costs. Mayor Jackson spoke about the many services in Roy City, like the Christmas lights, that gave Roy its



character. Mayor Jackson said that she knew of many residents who were willing to pay the 55% property tax raise in order to preserve their level of service. Parks and Recreation Director Howard provided more information about how the department allocated labor for the Christmas lights. Mayor Jackson reiterated how great the Christmas lights were for the City. Councilmember Wilson added that when people came to Roy to see the lights they also spent money, so there was an economic benefit. Councilmember Sphar agreed, though he noted it was difficult to quantify that kind of economic gain.

Councilmember Hulbert said they needed to close the gap between revenue and expenses. She wondered if they could set up the City in a way that would enable them to track the correlation between the money they spent on advertising and revenue generated in the City. Mayor Jackson commented that there were many businesses coming into Roy, including a hotel, that would further the City's economic development. Mayor Jackson added that it was particularly helpful that Roy was located right off of the highway. Mayor Jackson said they just needed to wait to see the benefits of those businesses.

Mayor Jackson provided context about why their previous 28% proposal had not gone through. She said that the City had done everything correctly, although there had been unclear legislative changes at the State level that she felt had set Roy City up for failure. City Manager Andrews elaborated on this point and said that last year, there had been changes in State legislation about noticing and Roy City, as well as many other taxing agencies, had failed to comply with the updates. City Manager Andrews explained that the specific issue for Roy was in regard to noticing on their website. Councilmember Hulbert added that State laws like that one cost the municipalities money to implement, which in turn cost their taxpayers more money. Councilmember Hulbert said that the League of Cities and Towns often tried to push back on those kinds of State-led initiatives for that reason.

Councilmember Jackson asked the Council to elaborate on their cost-savings ideas as well as their findings about the Roy City workforce. Councilmember Hulbert replied that Roy City staff was very lean, and she gave details about the Parks and Recreation department as an example. Councilmember Hulbert noted that although there were several part-time and seasonal staff members, there were surprisingly few full-time Staff members. Councilmember Hulbert also brought up Public Works and Public Works Director Edwards commented that even his high-level supervisors got out and worked in the field; not just in the office. Public Works Director Edwards added that many of his employees were cross-trained. Councilmember Hulbert then observed that their Economic Development team was very small as well. Councilmember Hulbert commented that despite the staffing difficulties, Roy City still maintained a very high level of staffing and was willing to let people go if they did not meet City standards. Councilmember Hulbert summarized that Roy City's staff was smaller than many comparably sized cities.

Councilmember Wilson addressed public comments she had received about making cuts to City Staff. She specifically acknowledged one suggestion the Council had heard to cut eight full-time employees. She assured the audience that the Council had looked very carefully at the feasibility of doing this and said that the departments were already operating with limited staff. She said that the Council had looked



through each position in the City very carefully and were aware of the exact cost and function of each role. Councilmember Wilson summarized that they needed to show respect and consideration for the employees of the City and the much-needed services that they provided.

Councilmember Sphar said that he hoped to see sales tax revenue continue to trend upwards, which would help alleviate the need to increase the property tax. Mayor Jackson said that all the Councilmembers agreed it was important to pay their employees better. Councilmember Jackson noted that Councilmember Saxton also felt it was crucial to pay the employees a fair wage; he just had a different approach than the others. Councilmember Saxton expounded on his plan and affirmed that it did not forget City employees. Councilmember Jackson asked what would happen the following year if they went with his suggestion to use one-time funds. Councilmember Saxton anticipated that the Council would be able to pay back their reserve funds with sales tax generated throughout the year. Councilmember Saxton emphasized that almost none of the residents he had spoken to were in favor of the increase. Councilmember Saxton added that his plan did not require making any cuts.

Councilmember Hulbert summarized that Councilmember Saxton's approach was to take two years, rather than one, to fix the wage gap. Councilmember Saxton pointed out that since the Council would be the same in the following year, it would be appropriate to have a two-year plan. Mayor Jackson commented that she, Management Services Director Howard, and other Councilmembers had held meetings in which they ran the numbers to see what would happen if they made various choices. City Manager Andrews noted that those estimates had been made with the assumption that Roy City kept its fire department and said they could generate new projections about revenue if they chose to annex into Weber.

Councilmember Wilson spoke about how quickly the reserve fund would dwindle if they dipped into it to cover employee COLAs. Councilmember Saxton said again that they could pay it back with sales tax revenue, or if sales tax was insufficient, then at that point they could raise property tax again. Councilmember Wilson said that if they went with the 30% tax increase, it would not entirely close the wage gap, and she asked Councilmember Saxton how the City would come up with the missing 10% needed to get their employees to average wage. Councilmember Saxton acknowledged there were no guarantees, although he said that his plan would at least give the Council a chance to keep its momentum. Councilmember Saxton said that his plan assured a 2.5% COLA for employees. Councilmember Wilson and Councilmember Hulbert replied it made them nervous to dedicate one-time funds for such a use.

Councilmember Jackson appreciated that Councilmember Saxton's goal was to lower the 55% figure. Councilmember Jackson discussed that based on her experience with City Staff, she felt that the wage gap issue was very dire and they did not have time to solve it over the course of two years. She said that she knew of many employees in the City who were actively seeking new jobs because they were underpaid. Councilmember Hulbert added that this decision was also about the residents, since they would lose services if they had another exodus of City employees.



Councilmember Saxton acknowledged this point, although he believed that the residents of Roy City could not handle such a high property tax increase. He pointed out that \$17 per month was the average, and for some people it would be much more than that amount. Councilmember Jackson discussed the way that property taxes were calculated. Councilmember Jackson appreciated that the property taxes were difficult for everyone in the City, including her personally, although she emphasized that she did not see another way out of their budget crisis without raising the taxes. Councilmember Jackson said that currently, their tax rate was below average and they charged very little for services. Councilmember Jackson said that the proposed tax rate increase was reasonable given the level of services the City provided.

Councilmember Wilson stated that the Council had tried to be reasonable to everyone and she did not think that the tax rate would cause them to lose credibility as a City or a Council. Councilmember Saxton opined that passing a 55% tax rate would signal to taxpayers that the Council was not able to work with the Staff. Councilmember Saxton said they would have the same fight the following year.

Councilmember Hulbert offered some information about the history of the COLA. She said that there had been no COLA from 2010 to 2018, and there had been a five-year freeze on merit raises as well. She said that those pauses were part of the reason the City was in this predicament now and she stated she did not want the Council to end up facing this problem again in the future. Councilmember Hulbert was conscious of the fact that the economy was not in good shape, although she said she also did not want the City to fall apart if there were not enough employees to run it. Councilmember Hulbert said she wanted to hear from residents about what they wanted and if they would be in favor of a two-year plan to adjust the wages.

Mayor Jackson commented that she had spoken with mayors in other cities and reported that many other municipalities had faced similar difficulties to what Roy was dealing with. Mayor Jackson said that it had taken other cities many years to get out of the financial hole, but eventually reached a point where they were able to function with just 2-3% tax increases every year. Mayor Jackson added that Roy City had less space than many of these other cities and thus had less options for development. Councilmember Sphar agreed that Roy City was more of a redevelopment city than a development city. Mayor Jackson said that many of the surrounding cities were able to pay more than Roy City and many of their former employees had left Roy to go work for those cities' governments.

Mayor Jackson thanked everyone for their comments that evening and said she and the Council would continue to listen to public comments and work towards a solution.

C. Adjournment

Councilmember Sphar motioned to adjourn the meeting; Councilmember Saxton seconded the motion; all present members voted in favor and the meeting adjourned at 7:47 PM.



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Ann Jackson, Mayor

Attest:

Brittany Fowers, City Recorder

FINAL