

CLEARFIELD CITY COUNCIL MEETING MINUTES
7:00 PM POLICY MEETING
August 11, 2026

City Building
55 South State Street
Clearfield City, Utah

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PRESIDING: Mayor Mark Shepherd

PRESENT: Mayor Mark Shepherd, Councilmember Karece Thompson, Councilmember Dakota Wurth, Councilmember Megan Ratchford, Councilmember Danielle King

ABSENT: Councilmember Nike Peterson

STAFF PRESENT: City Manager JJ Allen, Assistant City Manager Spencer Brimley, City Attorney Stuart Williams, Police Chief Kelly Bennett, Community Services Director Eric Howes, Finance Manager Rich Knapp, Senior Accountant Lee Naylor, Public Works Director Adam Favero, Streets Supervisor Brad Wheeler, Community Development Director Stacy Millgate, Associate Planner Tyson Stoddard, Communications Manager Shaundra Rushton, City Recorder Nancy Dean, Deputy City Recorder Chersty Titensor

VISITORS: Michael Christensen, Cristy Zobrosky, Frank Zobrosky, Christine Fernandez, Sam Fernandez

Mayor Shepherd called the meeting to order at 7:01 p.m.

Councilmember Megan Ratchford led the opening ceremonies.

APPROVAL OF MINUTES

July 14, 2025 – Work Meeting

July 28, 2026 – Policy Meeting

Councilmember Thompson moved to approve the minutes for the July 14, 2026 work meeting, and the July 28, 2026 policy meeting with corrections as discussed, seconded by Councilmember Ratchford.

RESULT: **Passed [4 TO 0]**

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

PUBLIC HEARING TO RECEIVE PUBLIC COMMENT ON THE FISCAL YEAR 2027
BUDGET ENTERPRISE FUND TRANSFERS TO THE GENERAL FUND

Finance Manager Rich Knapp explained that State law required a public hearing before adoption of a budget containing transfers from Enterprise Funds to the General Fund. He explained that Enterprise Funds were fee-supported utility funds, while the General Fund primarily contained tax-supported revenues and expenses. He stated that the proposed transfers supported shared administrative services, including finance, human resources, legal, information technology, management, and other services provided to the Enterprise Funds. He also described a non-cash transfer recognizing the value of water used by governmental operations, including parks, open space, and City facilities, for which the City did not bill itself through the utility system. Mr. Knapp stated that notice of the transfers would also be included in a one-third-page notice in the following month's utility bill.

Mayor Shepherd opened the public hearing. No public comments were received.

Councilmember Ratchford moved to close the public hearing at 7:06 p.m., seconded by Councilmember Thompson.

RESULT: Passed [4 TO 0]

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

PUBLIC HEARING TO RECEIVE PUBLIC COMMENT ON ZTA 2026-0704, A CITY
INITIATED ZONING TEXT AMENDMENT TO THE DOWNTOWN FORM BASED CODE
REMOVING MULTI-FAMILY RESIDENTIAL AS A PERMITTED TYPE ON SECONDARY
STREETS IN THE URBAN CORE COMMERCE (UC) ZONE

Associate Planner Tyson Stoddard presented a City-initiated Zoning Text Amendment 2026-0704 to amend the Downtown Form Based Code by removing multifamily residential as a permitted building type on secondary streets within the Urban Core Commerce (UC) Zone. Mr. Stoddard explained that the amendment followed previous City Council discussion regarding the upcoming Civic and Town Center planning process and consideration of temporary land-use regulations within the UC Zone. He stated that the proposed amendment was intended to preserve opportunities for commercial and mixed-use redevelopment around City Hall while the Civic and Town Center planning process was completed.

Mr. Stoddard explained that amendments were proposed to Sections 2.8 and 3.4 of the Form Based Code, along with related development tables. He stated that the amendment supported the General Plan objective of continuing efforts to transform downtown Clearfield into a vibrant center of activity and gathering spaces. Mr. Stoddard explained that although multifamily buildings could increase the residential population and support surrounding businesses, the amendment prioritized mixed-use buildings that could provide active ground-

floor commercial uses and pedestrian-oriented destinations. Residential apartments would continue to be permitted on upper stories of mixed-use buildings in the UC Zone, and multifamily buildings would remain permitted on secondary streets within the Urban Residential Zone.

Mr. Stoddard read a written public comment submitted by resident, Michael Christensen, into the record. Mr. Christensen stated that prioritizing ground-floor commercial uses had merit but expressed concern that Clearfield had not yet achieved sufficient residential density within walking distance to support existing and future ground-floor businesses. He suggested that additional residential construction could help create the customer base necessary for successful mixed-use development. Mr. Christensen recommended either denying the proposed amendment to allow additional residential development or modifying the regulations to require non-municipal redevelopment in the UC Zone to be at least five stories in height to increase residential density around ground-floor retail.

Mr. Stoddard reported that one resident had also spoken during the Planning Commission public hearing and that the Planning Commission subsequently forwarded a recommendation of approval to the City Council. He identified the Council's available actions as approval, denial, or tabling of the amendment.

Mayor Shepherd opened the public hearing.

PUBLIC COMMENT

Michael Christensen addressed the Council and clarified that his suggestion to establish a minimum building height had not been presented to the Planning Commission because he developed the idea after its meeting. He suggested a third option of tabling the amendment and returning it to the Planning Commission so it could consider whether a minimum building elevation or height requirement should be incorporated before Council action.

No additional public comments were received.

Councilmember Ratchford moved to close the public hearing at 7:17 p.m., seconded by Councilmember King.

RESULT: **Passed [4 TO 0]**

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

OPEN COMMENT PERIOD

Resident Christy Zobrosky addressed the Council regarding ongoing code enforcement concerns in her neighborhood. She stated that vegetation, vehicle parking, sidewalk obstructions, and other recurring conditions had created visibility and pedestrian safety

concerns, particularly because the area served as a safe walking route for South Clearfield Elementary students. She reported that code enforcement officers had previously inspected and measured vegetation at the property and that the required trimming limits had been marked on a fence. She expressed concern that violations were temporarily corrected following enforcement action but later recurred. She also raised concerns regarding vehicles parked on grass or in locations affecting visibility, weeds obstructing sidewalks, enforcement occurring primarily during regular City business hours, and tall dry vegetation that could create a fire hazard. Ms. Zobrosky requested stronger and more consistent City code enforcement.

Mayor Shepherd acknowledged the concerns and stated that Ms. Zobrosky was currently working with staff. Mayor Shepherd indicated that staff would continue working with her regarding the matter. Ms. Zobrosky reiterated that the issues had persisted for several years and expressed additional concerns regarding neighboring property maintenance.

Michael Christensen addressed the Council regarding the discussion of filling Mabey Pond and the repair or replacement of a well near 200 South. He encouraged the Council to consider using secondary water rather than groundwater to fill the pond. Mr. Christensen stated that culinary groundwater was a valuable resource in a desert environment and suggested working with Weber Basin/Davis and Weber Counties Canal Company or another secondary water provider to reduce reliance on groundwater for the pond.

PRESENTATION AND DISCUSSION ON THE PROPOSED PROPERTY TAX IMPACT SCHEDULE (PTIS)

Finance Manager Rich Knapp requested to present the budget, proposed tax rate, and property tax impact schedule together because the items were closely related. He stated that this was the final meeting in the Fiscal Year 2027 (FY27) budget process and reviewed the approximately six-month public process, which included 11 public meetings. He described the process in three phases: establishing priorities and evaluating staffing, compensation, capital needs, operations, utility sustainability, rates, and debt; narrowing requests and making budget decisions; and publicly reviewing the proposed budget through tentative adoption, property tax discussions, the interim budget, and final adoption. Mr. Knapp reported that approximately \$1.8 million in projects and requests had been reduced or deferred during the process and that additional requests had been eliminated before preparation of the draft budget.

Mr. Knapp summarized governmental funds at approximately \$33 million in revenues and transfers and approximately \$40 million in expenditures, including approximately \$11.5 million in capital projects. He explained that the planned reduction in available cash was intentional because accumulated funds from prior years were being used for one-time expenses and that ongoing governmental operations remained balanced. Utility funds included approximately \$18 million in revenues and approximately \$17.5 million in capital expenditures. Combined City revenues were approximately \$50 million, with an overall budget of approximately \$70 million.

Mr. Knapp reviewed the General Fund and stated that its principal revenue sources included sales tax, energy tax, Aquatic and Fitness Center revenues, and property tax. He explained that

the budget was primarily service-oriented, with most expenditures supporting personnel and daily operations, and that public safety represented the largest expenditure category at more than \$8.7 million. He also discussed street maintenance and reconstruction expenditures.

Mr. Knapp identified major FY27 changes, including an approximately \$350,000 net effect from slowing sales and energy tax revenues, the proposed property tax increase, utility rate increases beginning January 2027 averaging approximately \$2.55 per month for water, sewer, and stormwater, and a July increase of approximately \$0.85 per month for each green waste container. Staffing changes included a new assistant position at the Aquatic and Fitness Center offset by reductions elsewhere, two Public Works positions dedicated to pipe cleaning in place of contracted services, a reduction in the Layton dispatch contract, and the transfer of emergency planning responsibilities to the North Davis Fire District. Mr. Knapp also reported approximately \$4.3 million in new Water, Sewer, and Storm Fund project allocations and identified the Bicentennial Park renovation and Jazz basketball court as notable park projects.

Mr. Knapp stated that the budget maintained approximately 63 days of General Fund operating expenses in reserve and that ongoing General Fund revenues exceeded ongoing expenses. He thanked the departments, staff, Mayor, and Council for their work and stated that revenues, expenditures, rates, and fees had been extensively reviewed during the public process. Staff recommended adoption of the final FY27 budget.

Mayor Shepherd thanked staff for the extensive budget preparation process and emphasized that the approximately \$1.8 million in deferred or eliminated projects represented services and projects the City would otherwise have preferred to complete.

PROPOSED PROPERTY TAX RATE AND PROPERTY TAX IMPACT SCHEDULE

Mr. Knapp reviewed the proposed 2026 property tax rate. He explained that increased property values caused the certified tax rate to adjust downward because the certified rate was designed to generate approximately the same property tax revenue as the previous year, excluding new growth. Staff proposed a tax rate of 0.001253, which was anticipated to generate approximately 6.59 percent more property tax revenue than the certified rate of 0.001176. Mr. Knapp reported approximately \$148,000 in revenue from new growth and \$233,106 in additional revenue from the proposed increase above the certified tax rate. He estimated that the increase would cost the owner of an average residence valued at approximately \$510,000 an additional \$21.60 per year, resulting in approximately \$351.47 annually in City property taxes for that residence.

Mr. Knapp explained that five budget priorities totaling \$233,106 had been identified during the budget process as items that would not be funded if the property tax increase was not approved. He stated that those items were contained in the Property Tax Impact Schedule.

City Manager JJ Allen reviewed the Property Tax Impact Schedule and stated that it had been developed based on Council direction. He emphasized that none of the listed items represented new services or service-level expansions; instead, failure to approve the additional property tax revenue would result in reductions to existing service levels. The schedule included \$25,000 in

Community Services facility contracted services; \$10,000 in Police patrol and investigations equipment acquisition and replacement; \$60,000 in Public Works street maintenance activities, including striping, streetlight maintenance, and pothole repairs; \$121,606 in parks expenses, including \$75,000 for a slope mower and the remaining amount for grounds maintenance materials and supplies; and \$16,500 in Administration communications funding to renew the City's new texting service for resident engagement, feedback, and work orders.

Councilmember Wurth requested clarification regarding the prior year's Truth in Taxation process and its relationship to the current proposed tax increase. Mr. Allen explained that the Council had completed a property tax increase process the previous year that would have generated approximately \$190,000 and cost the average household approximately \$19 annually. He stated that a change in State law had removed the Utah State Tax Commission's discretion regarding procedural compliance and that the previously approved increase was rejected because the process did not meet every statutory requirement. Mr. Allen stated that the current proposed increase of approximately \$233,000 was approximately \$43,000 more than the prior year proposal and would cost the average household approximately \$21.60 per year. He explained that most of the current increase would recover revenue the City had intended to implement the previous year.

Mayor Shepherd explained that one procedural requirement missed during the prior year was displaying information during the public hearing regarding the tax actions of every taxing entity in the County. Mayor Shepherd stated that the required information had not been provided by the County and that failure to display it resulted in rejection of the City's approved tax increase. Mayor Shepherd emphasized that the previous year's budget had already been adopted assuming receipt of the additional revenue, resulting in approximately \$180,000 less in reserves than anticipated. Mayor Shepherd clarified that the proposed increase was not intended to replenish those reserves but that the prior year revenue loss had created additional budget pressure.

Councilmember Wurth thanked staff for the deliberate six-month budget process and stated that the Council had worked to make informed decisions, fulfill its fiduciary responsibilities, maintain essential City services, and determine which projects could be delayed. He stated that services such as snow removal, pothole repair, and public safety needed to continue and that the circumstances made the current Truth in Taxation process necessary.

APPROVAL OF RESOLUTION 2026R-20 SETTING THE CITY'S 2026 PROPERTY TAX RATE AT 0.001253, A RATE ABOVE THE DAVIS COUNTY CERTIFIED TAX RATE

Councilmember Wurth moved to approve Resolution 2026R-20 setting the City's 2026 property tax rate at 0.001253 and authorize the mayor's signature to any necessary documents, seconded by Councilmember Ratchford.

RESULT: Passed [4 TO 0]

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

APPROVAL OF ORDINANCE 2026-11 ADOPTING THE FISCAL YEAR 2027 FINAL BUDGET

Mayor Shepherd asked whether the Council had any additional questions regarding the Fiscal Year 2027 budget. Hearing none, Mayor Shepherd requested a motion.

Councilmember Ratchford moved to approve Ordinance 2026-11 adopting the Fiscal Year 2027 Final Budget and authorize the mayor's signature to any necessary documents, seconded by Councilmember Thompson.

RESULT: Passed [4 TO 0]

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

APPROVAL OF ORDINANCE 2026-12 AMENDING THE DOWNTOWN FORM BASED CODE TO REMOVE MULTI FAMILY RESIDENTIAL AS A PERMITTED BUILDING TYPE ON SECONDARY STREETS WITHIN THE URBAN CORE COMMERCE (UC) ZONE

Mayor Shepherd introduced Ordinance 2026-12 amending the Downtown Form Based Code to remove multifamily residential as a permitted building type on secondary streets within the Urban Core Commerce Zone. In response to earlier public comments, Mayor Shepherd stated that downtown commercial rents were comparable to rents in strip malls and that most existing downtown businesses were performing well. Mayor Shepherd explained that the Form Based Code already required residential buildings to be a minimum of four stories and discussed the cost differences associated with constructing taller buildings. Mayor Shepherd noted that the approved Lakeside development included five residential stories above a concrete podium with approximately 26,000 square feet of ground-floor commercial space and stated that potential commercial tenants were already being pursued.

Mayor Shepherd explained that the purpose of the amendment was to protect opportunities for commercial redevelopment as properties such as Clearfield Town Square were eventually redeveloped. Mayor Shepherd expressed concern that existing commercial areas could otherwise be replaced entirely by residential development and stated a preference for maintaining a balanced, walkable downtown district containing both commercial and residential uses.

Councilmember Wurth thanked Michael Christensen for his written comments and emphasized that the amendment would not prohibit residential development within the UC Zone. Councilmember Wurth noted that Lakeside Square had 296 residential units currently entitled. Councilmember Wurth stated that preserving the existing commercial tax base and future commercial redevelopment opportunities was valuable and explained that the City's role

was to establish regulatory tools that enabled development rather than determine the market or construct projects.

Mayor Shepherd reiterated a preference to avoid replacing existing commercial centers entirely with housing and stated that the goal was to create a walkable downtown district. Mayor Shepherd also referenced efforts to identify an alternative water source for the pond.

Councilmember Thompson stated before voting that he remained concerned about allowing mixed-use development on some secondary streets because mixed-use buildings would continue to contain a significant residential component. Councilmember Thompson stated a preference for additional opportunities for exclusively commercial development and explained that this concern would be the basis for a negative vote, while acknowledging the merit of portions of the discussion.

Councilmember King moved to approve Ordinance 2026-12 amending the Downtown Form Based Code to remove Multi-Family Residential as a permitted building type on secondary streets within the Urban Core Commerce (UC) zone and authorize the mayor's signature to any necessary documents, seconded by Councilmember Wurth.

RESULT: Passed [3 TO 1]

YES: Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: Councilmember Thompson

ABSENT: Councilmember Nike Peterson

APPROVAL OF RESOLUTION 2026R-21 APPROVING AMENDMENTS TO THE CITY COUNCIL RULES OF ORDER

Mayor Shepherd introduced Resolution 2026R-21 approving amendments to the City Council Rules of Order and stated that the Council had previously reviewed the proposed changes, most of which were minor updates. No additional questions or concerns were raised.

Councilmember Ratchford moved to approve Resolution 2026R-21 approving amendments to the City Council Rules of Order and Procedures and authorize the mayor's signature to any necessary documents, seconded by Councilmember Thompson.

RESULT: Passed [4 TO 0]

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

APPROVAL OF RESOLUTION 2026R-22 APPROVING AMENDMENTS TO THE PLANNING COMMISSION BYLAWS

Mayor Shepherd introduced Resolution 2026R-22 approving amendments to the Planning Commission Bylaws and characterized the amendments as periodic cleanup of the bylaws. No

concerns were raised.

Councilmember Wurth moved to approve Resolution 2026R-22 approving amendments to the Planning Commission Bylaws and authorize the mayor's signature to any necessary documents, seconded by Councilmember Ratchford.

RESULT: Passed [4 TO 0]

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

COMMUNICATION ITEMS

MAYOR'S REPORT

Mayor Mark Shepherd

- Mayor Shepherd reported on recent housing-related work in Washington, D.C., including preparations for implementation of the 21st Century Road to Housing Act. Mayor Shepherd stated that the legislation incorporated approximately 52 individual bills and that cities would need to prepare for the resulting requirements.
- Mayor Shepherd reported participating with other mayors in a UTA rail inspection trip between Clearfield and Ogden. Mayor Shepherd discussed UTA's vegetation management and track maintenance practices and contrasted those practices with conditions along Union Pacific property. Mayor Shepherd stated that vegetation along railroad rights-of-way could create fire concerns and praised UTA for its maintenance and inspection efforts. Mayor Shepherd encouraged residents living near the tracks to remain aware of potential fire hazards.
- Mayor Shepherd reminded the Council of upcoming back-to-school activities and thanked those volunteering at Antelope Elementary.
- Mayor Shepherd also announced a ribbon cutting at Clearfield High School for the new CTC building on Thursday, August 13, 2026 at 5:00 p.m.
- Mayor Shepherd thanked City lobbyist Steve Hiatt for work related to Opportunity Zone 2.0. Mayor Shepherd explained that Clearfield contained two Opportunity Zones and that federal changes requiring a reduction in the number of zones and increased designation of rural areas placed Clearfield's zones at risk. Mayor Shepherd stated that losing the designations could negatively affect development at Clearfield Station, Lakeside, and the area between them. Mayor Shepherd reported that Mr. Hiatt had worked extensively with the Governor's Office and GOED and had prepared a report supporting the City's position.

CITY COUNCIL'S REPORTS

Councilmember Wurth

- Councilmember Wurth reminded everyone that the Bubble Party on the Bridge would be held Saturday, August 15, 2026 at noon.

Councilmember Ratchford

- Councilmember Ratchford reported that the North Davis Fire District had approved its budget without an increase in its tax rate.
- Councilmember Ratchford also reported on the Salute Picnic at Hill Air Force Base, attended

by approximately 2,500 airmen and family members. Councilmember Ratchford stated that five new commanders had recently arrived and were interested in strengthening partnerships and connections with the surrounding community.

Councilmember King

- Councilmember King reported working with North Davis Communities That Care and Blue Star Families to organize a service member picnic and food distribution. Councilmember King thanked City Manager Allen and City staff for collecting food at City Hall and the Aquatic Center. Councilmember King stated that the event provided books for children, groceries and food for military families, recreational activities, and dinner. Councilmember King emphasized the importance of supporting military families experiencing food insecurity or lacking strong community connections and thanked staff for supporting the event.

Councilmember Thompson

- Councilmember Thompson recognized Jasmine Reyes for work with Clearfield Job Corps and the Food and Fellowship program. Councilmember Thompson explained that the effort supported Job Corps students who had experienced difficulty exercising their religious rights to leave the center to attend religious services. Councilmember Thompson reported that approximately 12 students were currently participating and that the program also provided food distribution, community support, and information about transitional opportunities. Councilmember Thompson emphasized the importance of ensuring that students of all faiths could attend their respective churches, mosques, synagogues, or other religious institutions and thanked Ms. Reyes for supporting the students.

CITY MANAGER'S REPORT

JJ Allen, City Manager

- Mr. Allen thanked Finance Manager Rich Knapp, Senior Accountant Lee Naylor, City Recorder Nancy Dean, and other staff involved in the Fiscal Year 2027 budget process, particularly because of changes in State law that required additional tracking and procedural work. Mr. Allen also recognized staff efforts associated with other City initiatives, including traffic enforcement and the launch of the new community texting application.
- Mr. Allen reminded the Council of the Employee Appreciation Carnival scheduled for September 19 and asked members who had not already done so to RSVP.
- Allen also reminded the Council of the City Council retreat scheduled for Friday and asked members to complete the assigned preparation in advance so the retreat exercises would be productive.

STAFF REPORTS

Nancy R. Dean, City Recorder

- Ms. Dean reviewed the upcoming Council schedule. She stated that no City Council meeting would be held the following Tuesday, August 18, 2026. The Council would return the Tuesday, August 25, 2026 for a work session, with staff still evaluating whether sufficient items would be available for a policy session. She also stated that work and policy sessions were scheduled for September 8, 2026.

Kelly Bennett, Police Chief

- Chief Bennett reminded the Council that the National Night Out Against Crime would be held August 27, 2026 at Steed Park from 6:00 to 8:00 p.m. Chief Bennett stated that participating

community resources would include Davis Behavioral Health, Safe Harbor, the Davis County Health Department, and other organizations, and that free hot dogs would be provided.

- Chief Bennett also reported that the Police Department was again conducting its cruiser-based school supply collection for Clearfield schools. The cruiser would be present at the upcoming citywide back-to-school event at Fisher Park, and collected supplies would subsequently be distributed to Clearfield schools. Chief Bennett stated that the cruiser would also be present at National Night Out Against Crime.

Councilmember Thompson moved to adjourn at 8:05 p.m., seconded by Councilmember Wurth.

RESULT: Passed [4 TO 0]

YES: Councilmember Thompson, Councilmember Wurth, Councilmember Ratchford, Councilmember King

NO: None

ABSENT: Councilmember Nike Peterson

**APPROVED AND ADOPTED
This 8th day of September 2026**

/s/ Mark R. Shepherd, Mayor

ATTEST:

/s/ Nancy R. Dean, City Recorder

I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Tuesday, August 11, 2026.

/s/ Nancy R. Dean, City Recorder