



Ogden City

City Council Work Session Notice

January 26, 2016 – *immediately following the City Council meeting that begins at 6:00 p.m.*

City Council Work Room

Municipal Building – Third Floor

2549 Washington Boulevard, Ogden, Utah 84401

Notice is hereby given that the City Council will meet in a work session on Tuesday, January 26, 2016, immediately following the City Council meeting that begins at 6:00 p.m., in the Council work room, located at 2549 Washington Boulevard, Weber County, Utah.

The purpose of the work session includes presentations and discussions regarding:

- Landfill Closure Plan Amendment,
- Cemetery Ordinance Amendment,
- Fleet and Facilities Management and Operations Study, and
- Council Business.

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In compliance with the Americans with Disabilities Act, persons needing auxiliary communicative aids and services for these meetings should contact the Management Services Department at 629-8701 (TDD# 629-8949) or by email: [ADACompliance@ci.ogden.ut.us](mailto:ADACompliance@ci.ogden.ut.us) at least 48 hours in advance of the meeting.

#### CERTIFICATE OF POSTING

The undersigned, duly appointed City Recorder, does hereby certify that the above notice and/or agenda was posted in three public places within the Ogden City Limits on this 22nd day of January, 2016. These public places being: 1) City Recorder's Office on the 2nd floor of the Municipal Building; 2) 2nd floor foyer of the Municipal Building; and 3) the Weber County Library. A copy was posted to the Utah State Public Notice Website and the Ogden City Website, as well as provided to the Standard-Examiner.

TRACY HANSEN, MMC  
OGDEN CITY RECORDER

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Ogden City Council Agenda Information Line – 801-629-8159



# City Council Work Session COUNCIL STAFF REVIEW

## **PROPOSED WEBER COUNTY LANDFILL CLOSURE PLAN – FORMER WEST OGDEN LANDFILL SITE**

**PURPOSE OF WORK SESSION:** Review the proposed agreement

**PLANNING COMMISSION RECOMMENDATION:** Approval of the agreement (6-0)

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### ***Executive Summary***

The proposed agreement is an update to the landfill closure plan agreement first approved in 1997. The agreement, between Ogden City and Weber County, sets forth the standards for maintenance and limits of development on the former landfill site in west Ogden. The proposed agreement has updated standards and new uses included from those which were included in the original. These uses include the proposed gun range discussed as part of the development of the West Ogden Community Plan in 2014.

### ***Background***

In 1997, the Weber County landfill located in west Ogden south of A through F Avenues closed. The closure of the landfill necessitated the development of a closure plan that would outline the maintenance of the site and improvements that were to take place. The landfill closure plan was approved by Weber County and Ogden City in 1997. Since that time, improvements have been made to the site which include the development of trails and open space areas. Several smaller amendments have been made to the 1997 closure plan during that time as well. In 2014, during the development of the West Ogden Community Plan, Weber County indicated an interest in developing a gun range in west Ogden on a piece of property included in the landfill closure plan. Such a use was not included in the 1997 closure plan. After discussion and review, the gun range use was included as an option in the community plan with the understanding that the closure plan would need to be updated prior to the City's consideration of the gun range.

Over the past year, Weber County has been working with Ogden City to develop an updated landfill closure plan for the former west Ogden landfill site. The purpose of the updated closure plan was not only to include the proposed gun range use but was intended to be an update to the 1997 agreement which covered a period of only twenty years. As the



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City's Planning and Legal Staff have reviewed the proposed agreement, there were a number of issues they felt should be addressed in the new plan. A number of proposed changes to the landfill area were included in the West Ogden Community Plan update in 2014. Many of these changes have been incorporated into the proposed closure plan. These items include the removal of barbed-wire fencing, trail development, renaming of the park, and the removal of prohibitive signage.

### *Gun Range Use*

The proposed gun range use has been talked about for years. The issue first came up in 1998 when a proposal was made for a gun range at the southwest corner of the landfill site. The proposal was denied at that time as it was determined that the use was not compatible with the nature park. Discussions regarding a possible gun range surfaced again during the development of the West Ogden Community Plan update in 2013 and 2014. Weber County expressed interest in developing a gun range on a site at the southwest corner of the property included in the closure plan. Since the gun range use was not something that was permitted in the 1997 closure plan, it was understood that the closure plan would need to be amended. In addition, since the use was not included in the previously adopted West Ogden Community Plan, language would need to be added to the West Ogden Community Plan update if a gun range were to be developed on the former landfill site.

Throughout the gun range discussions in 2013 and 2014, the City worked with Weber County, the Ogden Police Department and the Weber County Sheriff's Office to conduct research and site visits. Both the Planning Commission and the City Council visited the proposed site with the Police Department and the Sheriff's Office providing live-fire demonstrations to illustrate the noise levels that would potentially exist. The site itself is a bowl-shaped depression from which fill dirt was extracted to cover the landfill; the gun range site was never used for landfill. After review and research was completed, the City approved the community plan update with language that would allow a gun range to be developed. As a follow-up to the community plan update, an ordinance providing standards for gun ranges was developed and approved by the City in 2014. The approval of the updated closure plan constitutes the last major plan amendment that needs to take place in order for Weber County to apply for a use permit for the gun range in west Ogden.

***Current Proposal*** The current proposal is an update to the 1997 landfill closure plan. The plan is proposed to cover a span of fifty (50) years and has a number of



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site improvements included. The improvements include the renaming of the area to Observatory Park, improvements to the recreational trails on the site, trailhead upgrades, and fencing changes. The agreement requires that the improvements be made within eighteen (18) months of the approval of the plan. The plan also includes the installation of a fishing pier or dock on the Weber River, and, as previously discussed, the option of the development a gun and archery range.

### ***Planning Commission***

The proposal was reviewed by the Planning Commission at the February 4, 2015 meeting and was given a recommendation of approval with a vote of 6-0. The Planning Commission made the motion subject to Planning Staff's recommendations as outlined in the Planning Commission report. These changes have been incorporated into the draft forwarded to the Council. The Commission made the recommendation of approval with the finding that the amendments coincide with the West Ogden Community Plan and the City's Open Space Plan.

***Public Comment*** No public comment was received at the meeting.

### ***Questions for Administrative Staff***

1. Please provide a summary of the work that has been completed from the 1997 closure plan.
2. What happens if the improvements included in the proposed plan are not completed in the 18-month timeframe?
3. Please provide an overview of the proposed changes to the trails on the site and the Ogden Trails Network Committee's recommendations.
4. How long will a closure plan need to be in place for the landfill site?
5. What further steps are necessary for the development of a gun range on the site?



**OGDEN CITY COUNCIL TRANSMITTAL**

**RECEIVED**

NOV 10 2015

OGDEN CITY  
COUNCIL OFFICE

**DATE:** November 6, 2015  
**TO:** Ogden City Council  
**THRU:** Mark Johnson, CAO  
**FROM:** Tom Christopulos, CED Director  
**RE:** Request to amend the Weber County Landfill Closure Plan.  
**STAFF CONTACT:** Greg Montgomery, Planning Manager  
**REQUESTED TIMELINE:** December 15, 2015

**RECOMMENDATION:**

**Approval** of the proposed closure plan amendment, subject to the following:

1. The plan include removing the barbed-wire off of the parameter fencing.
2. The plan note that parking lots will be open to the public during daylight hours.
3. The modified trails on the site be reviewed and approved by the Ogden Trails Network Committee.
4. The plan note the park being named "Observatory Park."
5. All plan improvements being completed within 18 months of plan amendment approval.
6. The plan include removing the "no trespassing" signs around the park.
7. All department staff comments be satisfied.

**DOCUMENTS:** Resolution, February 4, 2015 Staff Report

**DISCUSSION:**

The applicant, Mr. Gary Larid, representing Weber County informed the Commission that the amendments to the closure plan are a result of the County Commissioners wanting to develop a gun and archery range on the site. Mr. Larid also indicated that much of the original closure plan had become outdated so additional improvements are being included in the amendment.

Staff explained to the Commission that this proposal is to amend the Weber County Landfill Closure Plan that was approved in 1997. It was pointed out by staff that the proposed gun range would be located in the southwest area of the landfill site, where a large pit was created when soil was removed from this area to cover the cap of the landfill. Staff noted that the general area of the gun range shown on the proposed plan would not interfere with surrounding trails. Staff explained that new trails were being proposed on the site, which is conducive with the plan for this area, but is recommending that the trail development of this site be reviewed and approved by the Ogden Trails Network Committee (OTN). Staff described changes which have occurred on the site since the landfills closure, including the development of the Kingfisher Trail Loop, which contains a birdwatching area, wetlands, and a lookout point. Staff noted that while the Kingfisher Trail and its amenities were not part of the closure plan, they are in keeping with the intent of the plan and should be retained.

Staff noted that there are additional amendments being requested which include an archery range at the west end of the site that would also function without interfering with proposed or existing trails. It was explained by staff that the proposal included removing the old office building/weigh station at the A Avenue entrance as it has deteriorated and become a hazard. Staff pointed-out that this area was to have the building developed into a restroom and the surrounding pavement turned into a parking lot. Staff explained that the proposal would still maintain the development of the parking lot, but apparently funds to develop the restroom were transferred to build the restroom at the nearby Kayak Park. Additionally staff mentioned that an addition feature to be installed is an ADA accessible fishing dock on the Weber River at the northeast side of the site.

Staff also explained that there was a lot of community input regarding the landfill site when the recently approved West Ogden Community Plan was being developed. Staff noted that the development of the West Ogden Community Plan had implemented the need for several improvements on the site. Staff explained that the community had perceived that the site was restricted from access or use due to the unwelcoming barbed-wire security fencing, locked gate, and “no trespassing” signs. Staff pointed-out that along with the proposed amendment, staff was recommending that the features and improvements discussed in the West Ogden Community Plan also be included in the amendment, which included making the site more inviting. Staff noted that the improvements being recommended by staff included removing the barbed-wire off of the parameter fencing, keeping parking lots open during daylight hours. Staff also explained that the site has a significant history where the Federal Government had developed an observatory station on the site that was used to aid in the surveying of the entire wester United States. Staff noted that the proposed amendment included putting an observatory monument at the highest point of the site and that this area could be used by stargazers. Staff also noted that the West Ogden Community Plan included that the park should be renamed to “Observatory Park,” which staff has included in their recommendation.

The Commission discussed the need to remove the “no trespassing” signs around the site, as the site is to function as a public park (this was not included in staff’s recommendations). This requirement was added to the Commission’s vote of approval. The Commission also discussed if there would be a need for restrooms on the site, but noted that restrooms were available at West Ogden Park and Fort Buenaventura. The Commission also expressed concerns that the Kingfisher Loop Trail would be removed with the changes. Staff reemphasized to the Commission that proposed plan amendment did not propose discontinuing the trail.

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**PLANNING COMMISSION ACTION:**

The Planning Commission reviewed this petition on February 4, 2015 and recommended *approval* of the proposed amendment to the Weber County Landfill Closure Plan, subject to staff recommendations (including the addition to have all “no trespassing” signs removed around the park), finding that the amendment coincide with the provisions outlined in the West Ogden Community and Open Space Plans.

**PLANNING COMMISSIONERS VOTE:**

|                | <u>Yes</u> | <u>No</u> |
|----------------|------------|-----------|
| Blaisdell..... | X          |           |
| Herman.....    | X          |           |
| Orton.....     | X          |           |
| Patterson..... | X          |           |
| Schade.....    | X          |           |
| Wright.....    | X          |           |

**Note:**

After the Planning Commission made their recommendation, the County submitted reviewed designs to the State office that assesses the landfill closure for approval of the revisions. Once their approval was obtained, the County proceeded to develop a drawing which could be used as an exhibit for the new agreement. That map was submitted for review to the Ogden Trails Network Committee in September of 2015. Research was conducted to determine trail locations on the site which would interact well with the proposed shooting ranges. In working with the Ogden Trails Network Committee, Weber County, Weber Pathways, and the Gun Range Committee, a plan was generated to show the modification of existing trails, as well as the development of new trails on the site. This plan was reviewed and approved by the Ogden Trails Network Committee, as it was directed by the Planning Commission, on November 5, 2015 subject to conditions.

RESOLUTION NO. \_\_\_\_\_

**A RESOLUTION OF OGDEN CITY, UTAH, AUTHORIZING AMENDMENTS TO THE 1997 SOLID WASTE DISPOSAL SERVICES AGREEMENT BETWEEN OGDEN CITY AND WEBER COUNTY BY AMENDING THE WEBER COUNTY LANDFILL CLOSURE PLAN; AND PROVIDING THAT THIS ORDINANCE SHALL BECOME EFFECTIVE IMMEDIATELY UPON POSTING AFTER FINAL PASSAGE.**

**WHEREAS**, the Ogden City Planning Commission has reviewed a petition to amend the Weber County Landfill Closure plan and;

**WHEREAS**, the City Council has determined that it is in the best interests of the City to amend the 1997 Interlocal Cooperation Agreement for Solid Waste Disposal Services by amending the Weber County Landfill Closure plan.

**NOW, THEREFORE, the Council of Ogden City hereby ordains:**

**SECTION 1. Interlocal Agreement Amended.** The Council of Ogden City hereby approves the proposed changes to the Weber County Landfill Closure Plan by amending the 1997 Interlocal Cooperation Agreement for Solid Waste Disposal Services between Weber County and Ogden City, to address the following items:

1. Removing the barbed wire off the perimeter fencing of the landfill.
2. Provide for parking lots to remain open to the public during daylight hours.
3. The modified trails on the site be reviewed and approved by the Ogden Trails Network Committee.
4. The park be named "Observatory Park".
5. All plan improvements will be completed within 18 months of plan amendment approval.

**SECTION 2. New Agreement.** The proposed Completion of Landfill Closure Plan Interlocal Agreement attached hereto as Exhibit A is hereby approved.



**EXHIBIT A**  
**PROPOSED INTERLOCAL AGREEMENT**

**INTERLOCAL COOPERATION AGREEMENT BETWEEN  
WEBER COUNTY AND OGDEN CITY**

**FOR COMPLETION OF LANDFILL CLOSURE PLAN**

**This Agreement is** made pursuant to the provisions of the Utah Interlocal Cooperation Act, U.C.A. 11-13-1 et seq., and by and between **Weber County**, a subdivision of the state of Utah, hereinafter referred to as "County," and **Ogden City**, a Municipal Cooperation of the state of Utah, hereinafter referred to as "City," with County and City hereinafter jointly referred to as "Parties."

**WITNESSETH**

**WHEREAS**, the Utah Interlocal Cooperation Act, Title 11, Chapter 13, Utah Code Annotated 1953 as amended, permits local government units to make the most efficient use of their powers to provide the benefit of economy of scale, and authorizes public agencies of the State of Utah to enter into agreements one with another for the purpose of exercised or capable of being exercised by such public agencies; and

**WHEREAS**, Weber County owns land in West Ogden on which a landfill was formerly operated (the "County Land"), which is more particularly described in **Exhibit A**, and that has been capped and is now maintained pursuant to a landfill closure plan approved by the State of Utah Department of Environmental Quality; and

**WHEREAS**, City owns land (the "City Land"), which is more particularly described in **Exhibit B**, located adjacent to the County Land and which was incorporated in the landfill and is covered by the closure plan, together the County Land and City Land are herein identified as the "Closed Landfill"; and

**WHEREAS**, in April, 1997, City and County entered into an interlocal agreement for solid waste disposal services (the "1997 Agreement") which included, in part, a commitment by County to expend landfill funds to complete the then approved landfill closure and development plan; and

**WHEREAS**, City has adopted a community plan for the West Ogden Community in which certain uses of the County property are identified, including the development of trailheads and the establishment of official trails; and

**WHEREAS**, the 1997 Agreement included a provision that changes to the landfill closure plan would be reviewed by City through its normal planning and zoning process; and

**WHEREAS**, County is now seeking to amend the landfill closure plan; and

**WHEREAS**, Ogden City has asked for, and received, the review and approval of the Ogden Trails Network Committee for the proposed public trails across the Closed Landfill.

**NOW, THEREFORE**, the Parties agree as follows;

**ARTICLE ONE  
TERM**

**1.01** This Agreement shall be for a period of fifty (50) years commencing January 1, 2016, and ending December 31, 2065.

**ARTICLE TWO  
COUNTY IMPROVEMENTS**

- 2.01** Weber County, through its Solid Waste Division or such other division or department as it directs, in furtherance of the goals of the West Ogden Plan, will make changes and improvements to the Closed Landfill, with the attendant costs to be borne by County, by:
- A. Name. Renaming the Closed Landfill as Observatory Park. The name will be used by the City and County at trailheads, on maps and in other documents or official designations.
  - B. Recreational Trails. County will construct and maintain the trails as shown on the map attached hereto as **Exhibit C**, and incorporated herein by reference. These trails shall be maintained by County and operated in a way that allows both pedestrian and bicycle use.
    - a. Prior to construction of a new trail or section of trail, County will flag the proposed route and allow City, through the Ogden Trails Network committee, the opportunity to provide input and suggestions on the actual alignment.
    - b. Maintenance shall include mowing and other methods designed to keep the trails free of weeds and other infringements while accommodating the need to avoid potential violations of environmental and other covenants associated with the landfill closure.
    - c. County may develop additional trails or trail systems for single use or multiple use purposes on the Observatory Park Property without approval by City so long as the trail system shown on **Exhibit C** is not impaired.
    - d. Trails shall be left open for use during daylight hours, except for those portions of the trail that may need to be temporarily closed for a

special event.

- C. Trailheads. County will make improvements to trailheads at the south end of "A" Avenue and "E" Avenue and keep those improvements in good condition. These improvements shall include:
- a. Paved parking areas as approved by City's planning department and meeting City's right of way ordinance.
  - b. Removal of the existing gates at the end of "A" Avenue or, at the County's option, leaving the gates in place and keeping them open during daylight hours. If the gates remain, they shall not be closed except at night.
  - c. Removal of the existing building at the end of "A" Avenue.
  - d. Trailhead signage consistent with other trails operated within Ogden City.
  - e. Construction and maintenance of a pavilion or mini-shelter at the "A" Avenue trailhead consistent with those in place elsewhere along the Ogden City trail system.
- D. Fencing: County will:
- a. Install and maintain fencing along the north and west boundary of Observatory Park, including the City Property, and at such other locations as deemed appropriate by County;
  - b. Remove barbed-wire or other security wire running along the top of the fence along the north boundary line of Observatory Park.

**2.02** The improvements described in section 2.01 shall be completed within eighteen (18) months after the effective date of this Agreement, except that the boardwalk replacing the existing loop trail on the west side of the Kingfisher wetlands need only be installed prior to the closure of the existing loop trail, which may be later than eighteen (18) months.

**2.03** Property Ownership. Neither party intends by this Agreement to provide or convey an ownership interest in real property owned by that party, but merely to provide for the management of each party's property as described herein. Upon termination of this Agreement, each party shall manage and/or dispose of its real property upon such terms as it sees fit.

### **ARTICLE THREE OTHER IMPROVEMENTS**

**3.01** Fishing pier: **Exhibit C** may include a fishing pier or fishing dock on the Weber River. Prior to installing this feature, County will coordinate with City's engineering department to ensure that the feature will be designed and

installed in a way that is compatible with the overall restoration and improvement of the Weber River. In order to accomplish this objective, County may delay installation of the pier/dock in order to have the work coincide with additional work on the river.

- 3.02** Gun Range and Archery Range. This Agreement does not include any review, authorization or permit for the proposed gun range or archery range, even though **Exhibit C** depicts a possible location for one or both of those features. Although the approved changes to the closure plan may accommodate those features, any required City review and approval will be initiated and completed outside of the terms of this Agreement.

#### **ARTICLE FOUR COMPLETION OF WORK**

- 4.01** County shall obtain all necessary permits to complete the work described in this Agreement.

#### **ARTICLE FIVE AMENDMENT OF PRIOR AGREEMENT**

- 5.01** By entering into this Agreement, County and City intend and agree to supersede Section 8.05.B. of the 1997 Interlocal Agreement in its entirety and declare that the closure conditions described in that subsection are of no further force or effect.

#### **ARTICLE SIX INDEMNIFICATION**

- 6.01** Each of the Parties to this agreement agrees to defend, hold harmless and indemnify the other Party for the wrongful or negligent acts of their respective employees, agents, volunteers and invitees against any and all liabilities, claims, damages, actions, suits, proceedings, costs and expenses including reasonable counsel fees and expenses of investigation, which arise by reason of any accidents, damages, injuries (including injuries resulting in death) either to persons or property or both; provided, however, that in no event shall the indemnification obligation of either Party hereunder exceed the amount set forth in the Utah Governmental Immunity Act or similar provision in effect at the time judgment is entered. Personal injury or property damage shall have the same meaning as defined in the Utah Governmental Immunity Act. In no event shall this section be construed with respect to third Parties as a

waiver of any governmental immunity to which the Parties, or either of them, are otherwise entitled.

#### **ARTICLE SEVEN ADMINISTRATION**

- 7.01** The City and County are not creating and do not intend to create any separate legal entity to provide for the administration of this Agreement. This Agreement shall be administered by the administrative or governing body of each Party as necessary to implement its terms.
- 7.02** The City and County shall each pay for their respective obligations under this Agreement out of their own funds and this Agreement does not create an obligation for either party to pay or reimburse any costs incurred by the other party to implement the terms contained herein.

#### **ARTICLE EIGHT MISCELLANEOUS**

- 8.01** Amendments. This agreement may be amended in whole or in part at any time by the Parties by a written amendment approved and signed by all Parties in the manner provided by law.
- 8.02** Authorization. The individuals signing this agreement on behalf of each of the Parties confirm that they are the duly authorized representatives of the Parties and are lawfully enabled to sign this agreement on behalf of the Parties.
- 8.03** Entire Agreement. This Agreement shall constitute the entire agreement between the City and County as to the subject matter described and any prior understanding or representation of any kind preceding the date of this Agreement shall not be binding upon either Party except to the extent incorporated in this Agreement.
- 8.04** Filing of Agreement. An executed counterpart of this agreement shall be filed with the keeper of the records of each of the Parties.
- 8.05** Governing Law. This agreement shall be governed by and construed in accordance with the applicable laws of the United States and the State of Utah.
- 8.06** No Third Party Beneficiaries. This agreement is not intended to benefit any party or person not named as a Party specifically herein.
- 8.07** Paragraph Headings. Titles to paragraphs in this Agreement are solely for the

convenience of the Parties and should not be used to explain, modify, simplify or aid in the interpretation of the provisions of this Agreement.

- 8.08** Resolutions of Approval. Each Party to this agreement shall determine whether a resolution is required for this type of interlocal agreement and shall act in accordance therewith. If execution of this Agreement is determined to be an executive function by a Party in accordance with the provisions of the Interlocal Cooperation Act as set forth in Title 11, Chapter 13, Utah Code, the adoption of a resolution of approval is not required.
- 8.09** Review by Authorized Attorney. In accordance with the provisions of Section 11-13-202.5(3), Utah Code, this agreement shall be submitted to the attorney authorized to represent each Party for review as to proper form and compliance with applicable law before this agreement may take effect.
- 8.10** Severability. If any provisions of this agreement are held to be invalid or unenforceable by a court of proper jurisdiction, the remaining provisions shall remain in full force and effect.

DATED this \_\_\_\_\_ day of \_\_\_\_\_, 2015.

**OGDEN CITY,  
a Municipal Corporation**

By \_\_\_\_\_

**ATTEST:**

\_\_\_\_\_  
Ogden City Recorder

**ATTORNEY REVIEW**

The undersigned, being the authorized attorney for Ogden City, has reviewed the foregoing agreement and finds it to be in proper form and compatible with state law.

Dated this \_\_\_\_ day of \_\_\_\_\_, 2015.

By \_\_\_\_\_  
Ogden City Attorney

**WEBER COUNTY**

By: \_\_\_\_\_  
Commission Chair

**ATTORNEY REVIEW**

The undersigned, being the authorized attorney for Weber County, has reviewed the foregoing agreement and finds it to be in proper form and compatible with state law.

Dated this \_\_\_\_ day of \_\_\_\_\_, 2015.

By \_\_\_\_\_  
County Attorney

EXHIBIT A

County Property

Parcel 1:

AN IRREGULAR TRACT OF LAND SITUATED IN THE EAST 1/2 OF SECTION 31, TOWNSHIP 6 NORTH, RANGE 1 WEST, SALT LAKE MERIDIAN, IN THE CITY OF OGDEN, WEBER COUNTY, UTAH, BOUNDED AND DESCRIBED AS FOLLOWS: BEGINNING AT THE CENTER OF SAID SECTION 31; THENCE NORTH ALONG THE NORTH AND SOUTH CENTER LINE OF SAID SECTION 31, A DISTANCE OF 1306.8 FEET, MORE OR LESS, TO THE NORTHWEST CORNER OF THE SOUTHWEST QUARTER OF THE NORTHEAST QUARTER OF SAID SECTION 31; THENCE SOUTH 89D40' EAST ALONG THE NORTH LINE OF SAID SOUTHWEST QUARTER OF THE NORTHEAST QUARTER OF SECTION 31, A DISTANCE OF 1357.49 FEET MORE OR LESS TO THE NORTHEAST CORNER THEREOF; THENCE NORTH ALONG THE WEST LINE OF THE NORTHEAST QUARTER OF THE NORTHEAST QUARTER OF SAID SECTION 31, A DISTANCE OF 1306.82 FEET MORE OR LESS TO THE NORTHWEST CORNER THEREOF; THENCE SOUTH 89D34' EAST ALONG THE NORTH LINE OF SAID SECTION 31, A DISTANCE OF 626.91 FEET THENCE SOUTH 22D27' EAST 368.66 FEET, THENCE SOUTH 56D26' EAST 322.34 FEET, THENCE SOUTH 45D10' WEST A DISTANCE OF 335.2 FEET; SOUTH 11D15' EAST A DISTANCE OF 324.4 FEET; NORTH 88D15' WEST A DISTANCE OF 370.2 FEET; SOUTH 57D31' WEST A DISTANCE OF 253.4 FEET; SOUTH 46D35' WEST A DISTANCE OF 113.5 FEET, SOUTH 25D31' WEST A DISTANCE OF 158.7 FEET; SOUTH 32D39' WEST A DISTANCE OF 69.9 FEET, SOUTH 9D35' WEST A DISTANCE OF 259.0 FEET; SOUTH 18D18' EAST A DISTANCE OF 170.2 FEET; SOUTH 32D30' EAST A DISTANCE OF 81.7 FEET; SOUTH 8D52' EAST A DISTANCE OF 388.3 FEET; SOUTH 6D48' EAST A DISTANCE OF 89.0 FEET; SOUTH 80D50' EAST A DISTANCE OF 404.2 FEET; SOUTH 13D03' WEST A DISTANCE OF 203.3 FEET; SOUTH 36D39' WEST A DISTANCE OF 271.7 FEET; SOUTH 47D13' WEST A DISTANCE OF 74.1 FEET MORE OR LESS TO A POINT THAT IS 256.0 FEET DISTANT NORTHERLY MEASURED AS RIGHT ANGLES, FROM THE NORTH LINE OF 30TH STREET PRODUCED; THENCE WESTERLY ALONG A STRAIGHT LINE PARALLEL WITH AND 256.0 FEET DISTANT NORTHERLY MEASURED AT RIGHT ANGLES, FROM THE WESTERLY PRODUCTION OF THE NORTH LINE OF 30TH STREET, WHICH IS APPROXIMATELY PARALLEL WITH AND 305.5 FEET, MORE OR LESS, DISTANT NORTHERLY, FROM THE CENTER LINE OF THE SOUTHERLY MAIN TRACK OF THE OREGON SHORT LINE RAILROAD COMPANY(A PORTION OF WHICH IS LEASED TO THE OGDEN UNION RAILWAY AND DEPOT COMPANY) AS NOW CONSTRUCTED AND OPERATED, A DISTANCE OF 1722.79 FEET, MORE OR

LESS, TO A POINT IN SAID NORTH AND SOUTH CENTER LINE OF SECTION 31;  
THENCE NORTH ALONG SAID NORTH AND SOUTH CENTER LINE OF SECTION 31, A  
DISTANCE OF 333.4 FEET TO THE POINT OF BEGINNING. CONTAINING 83.69 ACRES  
MORE OR LESS.

Land Serial No. 14-039-0004

Parcel 2:

ALL OF LOTS 1 TO 32 INCLUSIVE, BLOCK 12, RIVER PARK ADDITION, OGDEN CITY,  
WEBER COUNTY, UTAH.

Land Serial No. 14-049-0001

Parcel 3:

ALL OF LOTS 3 THRU 29, BLOCK 4, AND LOTS 3 THRU 30, BLOCK 5, RIVER PARK  
ADDITION, OGDEN CITY, WEBER COUNTY, UTAH.

Land Serial No. 14-045-0002

Parcel 4:

ALL OF LOTS 31 AND 32, BLOCK 5, RIVER PARK ADDITION, OGDEN CITY, WEBER  
COUNTY, UTAH.

Land Serial No. 14-045-0019

Parcel 5:

ALL OF LOTS 1 AND 2, BLOCK 5, RIVER PARK ADDITION, OGDEN CITY, WEBER COUNTY, UTAH.

Land Serial No. 14-045-0008

Parcel 6:

ALL OF LOTS 3 THRU 29, BLOCK 4, AND LOTS 3 THRU 30, BLOCK 5, RIVER PARK ADDITION, OGDEN CITY, WEBER COUNTY, UTAH.

Land Serial No. 14-045-0002

Parcel 7:

ALL OF LOTS 30, 31 AND 32, BLOCK 4, RIVER PARK ADDITION, OGDEN CITY, WEBER COUNTY, UTAH.

Land Serial No. 14-045-0007

Parcel 8:

PART OF LOTS 5 TO 15, INCLUSIVE, BLOCK 12, WEST OGDEN ADDITION, OGDEN CITY, WEBER COUNTY, UTAH. AND PART OF THE VACATED ALLEY IN SAID BLOCK, ALL DESCRIBED AS FOLLOWS: BEGINNING AT THE NORTHWEST CORNER OF LOT 5; RUNNING THENCE SOUTH 199.35 FEET; THENCE EAST 148.5 FEET; THENCE NORTH 65.55 FEET; THENCE EAST 148.5 FEET; THENCE NORTH 58.45 FEET; THENCE WEST 151.5 FEET; THENCE NORTH 76 FEET; THENCE WEST 145.5 FEET TO THE POINT OF BEGINNING.

Land Serial No. 14-029-0004

Parcel 9:

ALL OF LOTS 1, 2, 3, 4, 5 AND 6, BLOCK 15, WEST OGDEN ADDITION, OGDEN CITY, WEBER COUNTY, UTAH.

Land Serial No. 14-029-0011

Parcel 10:

PART OF THE NORTHEAST QUARTER OF SECTION 31, TOWNSHIP 6 NORTH, RANGE 1 WEST, SALT LAKE MERIDIAN, U.S. SURVEY, BEING THE WEST 763 FEET OF THE EAST 928 FEET OF THE NORTHWEST QUARTER OF THE NORTHEAST QUARTER OF SECTION 31. CONTAINING 23.12 ACRES MORE OR LESS.

Land Serial No. 14-039-0001

Parcel 11:

THE EAST 165 FEET OF THE NORTHWEST QUARTER OF THE NORTHEAST QUARTER OF SECTION 31, TOWNSHIP 6 NORTH, RANGE 1 WEST, SALT LAKE MERIDIAN, U.S. SURVEY.

Land Serial No. 14-039-0002

Parcel 12:

ALL OF LOTS 1 TO 12, INCLUSIVE, BLOCK 17, WEST OGDEN ADDITION TO OGDEN CITY, WEBER COUNTY, UTAH.

Land Serial No. 14-027-0026

EXHIBIT B

City Property

Parcel 1:

ALL THAT CERTAIN PIECE OR PARCEL OF LAND KNOWN AND DESCRIBED AS FOLLOWS, TO-WIT: PART OF THE SOUTHEAST QUARTER OF SECTION 30, TOWNSHIP 6 NORTH, RANGE 1 WEST, SALT LAKE MERIDIAN, U.S. SURVEY: BEGINNING AT A POINT 560.5 FEET EAST OF THE SOUTHWEST CORNER OF SAID QUARTER SECTION; RUNNING THENCE NORTH 267.4 FEET; THENCE EAST 417.4 FEET; THENCE SOUTH 267.4 FEET; THENCE WEST 417.4 FEET TO THE PLACE OF BEGINNING. CONTAINING 2.57 ACRES, M/L. ALSO: A RIGHT-OF-WAY FOR A WAGON ROAD TO AND FROM THE AFORESAID LAND.

Land Serial No. 14-029-0012

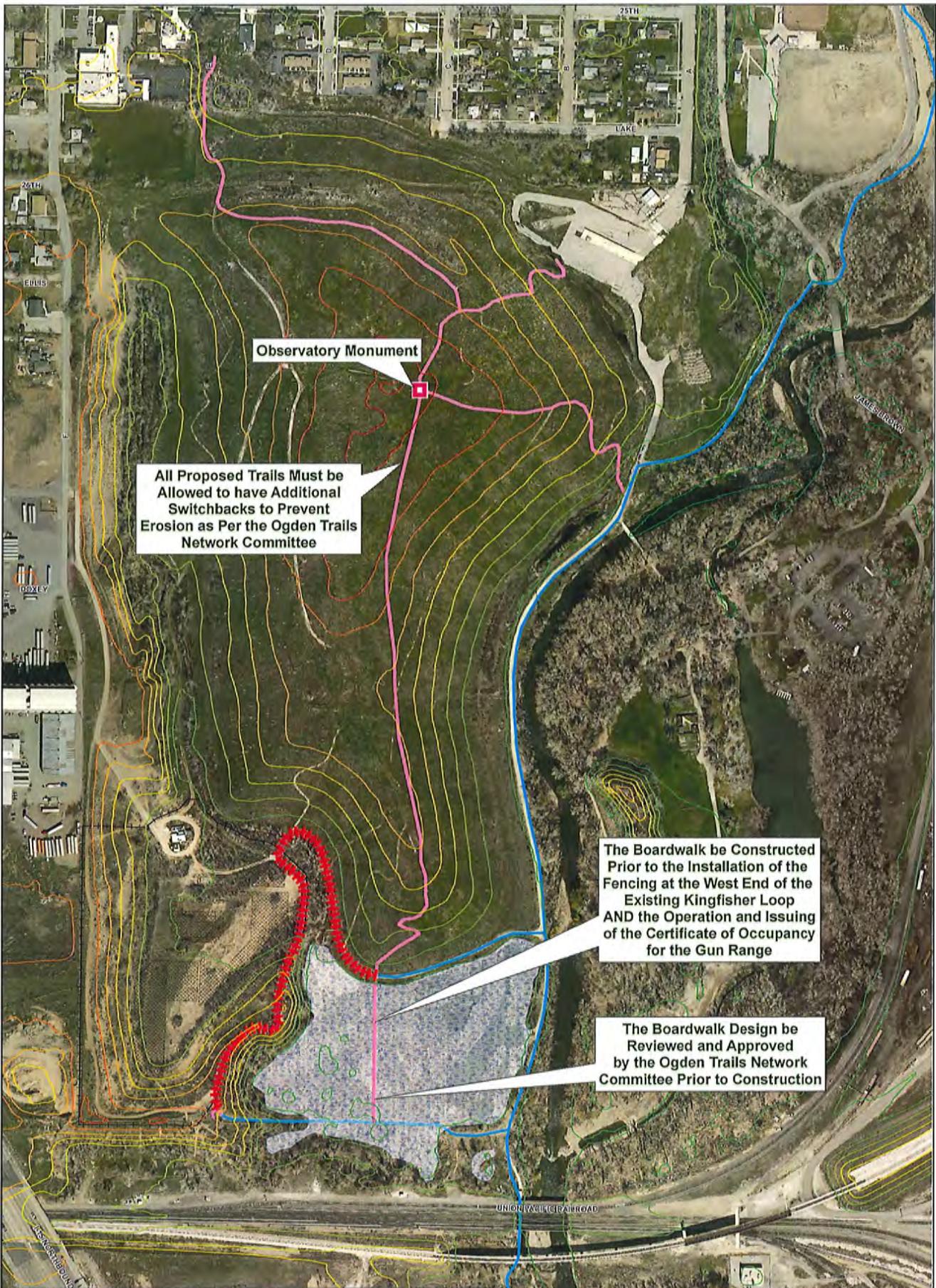
Parcel 2:

ALL OF LOTS 1 TO 3, BLOCK 16, WEST OGDEN ADDITION, OGDEN CITY, WEBER COUNTY, UTAH.

Land Serial No. 14-027-0023

Exhibit C

Observatory Park Development Map  
(Amended Landfill Closure Plan)



**Observatory Monument**

**All Proposed Trails Must be Allowed to have Additional Switchbacks to Prevent Erosion as Per the Ogden Trails Network Committee**

**The Boardwalk be Constructed Prior to the Installation of the Fencing at the West End of the Existing Kingfisher Loop AND the Operation and Issuing of the Certificate of Occupancy for the Gun Range**

**The Boardwalk Design be Reviewed and Approved by the Ogden Trails Network Committee Prior to Construction**

# Observatory Park Trails

|                      |                               |
|----------------------|-------------------------------|
| Existing Trails      | SHOOTING RANGE SECURITY FENCE |
| Trails to be Removed | WETLAND                       |
| Proposed Final Trail | GUN RANGE SITE PLAN           |

Ogden  
Aerial: 4/2014  
Map: 11/2016  
Contour: 10' Intervals

0 125 250 500 750 1,000 Feet

N  
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S

February 4, 2015

ATTACHMENT C

## OGDEN CITY PLANNING COMMISSION

**SUBJECT:** CONSIDERATION TO AMEND THE WEBER COUNTY LANDFILL CLOSURE PLAN

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**PETITIONER'S REQUESTED ACTION:** Approval of the proposed plan amendments

**PLANNING STAFF RECOMMENDATION:** Staff recommends **approval** of the proposed closure plan amendment, subject to the following:

1. The plan include removing the barbed-wire off of the parameter fencing.
2. The plan note that parking lots will be open to the public during daylight hours.
3. The modified trails on the site be reviewed and approved by the Ogden Trails Network Committee.
4. The plan note the park being name "Observatory Park."
5. All plan improvements being completed within 18 months of plan amendment approval.
6. All department staff comments be satisfied.

---

**FINDINGS FOR ACTION:**

The Commission will need to determine whether or not the proposed plan amendments coincide with the provisions or outlined in the West Ogden Community and Open Space Plans.

---

**CONTACTS**

Petitioner: Weber County  
2380 Washington Blvd. Suite 360  
Ogden, Utah 84401

Staff report: Joseph R. Simpson  
(801)629-8923  
josephsimpson@ogdencity.com

---

**PAST ACTIONS AT THIS LOCATION**

- Federal mandates required the landfill be closed by October 1996.
- October 21, 1993- The County holds a public meeting for affected parties to develop the final end use of the landfill after closure. The use of a private consultant to develop the closure plan was at the suggestion of Ogden City to use closure money to develop a closure plan beyond the minimum technical requirements so that the property can be reclaimed. Ogden's participation in the closure plan is due to the payment of landfill fees that contribute to the closure fund and the facility is located within city boundaries.
- March 4, 1994- Work session held with City Council to discuss the alternatives of the consultant for the closure plan. A passive recreation complex is the preferred alternative.
- March 7, 1994- The consultants alternative were presented to WACOG. They voted that Weber County and Ogden City jointly submit the proposed closure plan.
- April 14, 1994- A public meeting was held in West Ogden to get feedback on the proposed closure plan.
- May 4, 1994- Landfill closure plan was presented to Ogden City Planning Commission for review and approval based on the Commission being required to find that action of any public facility within City limits is consistent with the general plan and also does not impact the surrounding neighborhood. The Planning

Commission recommended approval of option A-2 for the development of a passive recreation complex.

- April 15, 1997- An interlocal agreement is signed between Ogden City and Weber County regarding solid waste transfer and closure plan of land fill. Agreement states in section 8.05 that the county will use post closure funds to implement approved closure plan incorporated into agreement. If closure plan is to be amended then it must go through normal planning and zoning review process with attendant cost of new uses borne by county. County is to finish approved closure plan within 18 months of interlocal agreement.
- July 1997- Landfill permanently closed.
- January 13, 1998- Concern raised by city council that a gun range is proposed at landfill closure site. Explained that any such change would have to be approved by Council since a rezoning would be needed and the interlocal agreement plan does not call for a gun range.
- July 21, 1998- The City Council holds a hearing to consider a gun range at the southwest corner of the land fill closure site and denies the use as incompatible with the nature park.
- November 24, 1998- Majority of landfill site rezoned from M-2 to 0-1 to reflect use of site as a nature park and prohibit other uses not shown on the approved landfill closure plan.
- June 2004- Plan amended to include the gas to energy facility and also realignment of roads and facilities with the acquisition of Fort Buenaventura. Plan included short and long term developments of parking, visitor's center, camping areas.
- April 2014- West Ogden Community Plan in amended and includes language about improving the landfill site and developing recreational activities.

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#### APPLICABLE GENERAL PLAN PROVISIONS

- 10.D.1.A.** Allow for change of open space uses to meet the changing needs of the public. For instance, recreation interests change over time, so the design of open space to meet a particular recreation need would need to change as well. As the public needs change the goals of the Natural, Cultivated and Urban Environments are to be maintained.
- 10.D.3.A.** Connect trails to the Ogden and Weber Parkways and Bonneville Shoreline Trails in particular by using creeks, canals, abandoned rail beds and public ways. In areas where it is possible to create loop trail systems it should be encouraged.
- 10.D.3.G.** Provide appropriate links between the trails and pathway systems from parks and neighborhoods.
- 10.D.5.F.** Continually evaluate the recreation needs and determine the adequacy of existing desired amenities and services.
- 14.N.C.11**
- 11.A. Develop a trail head at the south end of E Avenue, providing parking and restrooms for trail users.
- 11.B. Develop the existing paved area at the south end of A Avenue into a trail head, creating a parking lot and restroom facility.
- 11.C. Develop "official" trails on the cap of the old landfill site, connecting the new trailhead at E Avenue with the King Fisher Loop Trail and Centennial Trail near the Fort Buenaventura Trail connection.

11.D. Develop a trail connection between the end of the Denver Rio Grande Rail Trail in Roy City to the King Fisher Loop/Centennial Trail junction. **High Priority**

11.G. Provide interpretive signs along the trails and bench features to enhance the trail users experience.

**14.N.C.12**

12.A. Adopt a positive name for the nature park, instead of referring to it as “the old landfill site.” “Observatory Park” or “River Park” are suggested names.

12.B. Encourage the County to complete the landfill restoration plan by doing the following:

- a. Make improvements to the perimeter of the County nature park to make it more inviting. Remove the security barbed wire from the existing fence and install pedestrian/bicycle access gates at developed trailheads. Remove the gates at the end of A Avenue and install fencing around the perimeter of the parking lot. Install signage to be inviting, but also outline the park rules. **High Priority**
- b. Encourage the County to complete the development of recreational activities on the old landfill site; including Frisbee Golf, archery, horseback riding, bicycling, and hiking. If a gun range is to be developed its design and location will need to respect and work with the existing trails and not hinder future trails. It will also need to respect the wetland development and residential community that exists in order to be a permitted use. Gun range regulations must be adopted in the Zoning Ordinance before a gun range can be considered in the community. **High Priority**
- c. Develop parking lots and restrooms at the old landfill site near the south ends of A Avenue and E Avenue.

12.C. Encourage annual events on the old landfill site like Winterfest to draw attention to the park.

**14.N.C.17.B.** Work with the County to vacate the platted alleys and streets on the old landfill site.

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**A. CHARACTER OF AREA SURROUNDING REQUEST**

- North – Single-family neighborhood
- South – Railroad tracks
- East – Weber River, Fort Buenaventura, Centennial Trail
- West – Cargill, Food Bank, Residential

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**B. DESCRIPTION OF PROJECT**

Weber County is requesting approval to amend the Weber County Landfill Closure Plan. This plan was approved in 1997 as a result of the landfill being closed and capped over. The plan implemented “passive” recreational trails and features that limited use to pedestrians, bicyclists, and horses. These “passive” uses on the site are intended to prevent disturbing the cap on the old landfill.

As the West Ogden Community Plan was recently being developed and approved, there was great interest in improving and adding features to the landfill site. These improvements and features

have been adopted into the plan and have resulted in the proposed amendments for the closure plan.

There is an area identified at “foothill area” that is not located on the cap, but is where fill dirt was obtained to cover the cap. This area has interest in being developed as outdoor gun range and is one of the amendments being proposed. Another amendment is to have a field archery range developed near the detention basin area identified on the west end of the site. Both of these features would be funded separately from the closure funds.

Proposed features that would be completed using the remaining landfill closure funds and other special grants include:

- Pedestrian access entrances at E and A Avenues
- Developing a small trailhead parking lot on E Avenue
- Removing the old landfill office/scale house and developing a public parking lot
- Fencing a portion of the parking lot at A Avenue to open up to the public
- Installing a fishing dock with wheelchair access to the Weber River
- Installing signage to outline the history, use and rules of the park
- Creating an observation area at the top of the landfill with signage to commemorate the U.S. Observatory that was located near D Avenue.

The amended plan would also have some slight modifications to the trails on the cap. Instead of creating a loop system on the top of the cap, there are two dead ending trails, one leading to a “lookout point” where the observation area would be created.

There is also some proposed modification to the “irrigated upland” area located near A Avenue. The approved plan has this area being developed as a typical community park with several features. With the West Ogden Park being located close by, the County feels that this area would be best used as a grass area for picnicking and casual recreation.

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#### **C. SUMMARY OF ISSUES**

1. Do the proposed plan amendments coincide with the provisions outlined in the West Ogden Community and Open Space Plans?
2. When should the improvements be completed on the site?

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#### **D. STAFF ANALYSIS OF PROPOSAL**

In considering this proposal, it is important to determine if the proposed amendments to the Landfill Closure Plan are consistent with the provisions in the West Ogden Community and Open Space Plans.

The Open Space Plan discusses the need to allow for open spaces to change over time, especially as recreation interests and demands change. As it has been nearly 18 years since the initial closure plan was approved, there have been changes in recreation interests and demands. Some of these different interests and demands have come through the recent development of the West Ogden Community Plan. As the West Ogden Community Plan was being developed there was a lot of interest and discussion over developing a gun range and archery range on the site. The West Ogden Plan has included language to support developing these features on the site, with requirement to develop an ordinance for the gun range. The gun range ordinance has been developed and will require the details and conditions of any

gun range being developed on the site to be reviewed as part of a Conditional Use Permit application. The details for a gun range are NOT being reviewed as part of this amendment.

Other items that came from the West Ogden Community Plan focused on making improvements to the site. These improvements seem to be details that were overlooked in the initial closure plan, which included better public access between the neighborhood and the park. The proposed amendment to put pedestrian entrances on A Avenue and E Avenue will open access between the surrounding residential neighborhood and the park. Access is also made available to the public by providing parking at A and E Avenues. Fencing will be installed inside the parking lot, but pedestrian entrances will be installed to allow access to the park and trails. Fencing is needed to prevent vehicle from accessing and damaging the cap. The signage proposed at the entrances to the park is also a result from the West Ogden Community Plan. The signage will make the site more inviting and help secure the integrity of the landfill cap.

The old office/scale house building was going to be used as a "maintenance facility," but it has become severely dilapidated. The proposed amendment to remove the structure will allow will improve the image of the area and allow for a larger parking lot.

The plan amendment will also add a fishing dock on the Weber River, which is a feature compatible with surrounding site and in line with the outdoor recreation activities discussed in the West Ogden Community Plan.

The development of Observatory Demonstration Area pays homage to the U.S. Observatory that was once located on the site. The West Ogden Community Plan stresses the importance of recognizing this history, and even recommends that park be renamed "Observatory Park." Staff is recommending that the plan reflect this as well by renaming the park.

There are a few items discussed in the West Ogden Community Plan that have not been addressed in the proposed closure plan amendment. These include removing the barbed wire strands off of the existing parameter fence. The barbed wire makes the park look uninviting and is no longer necessary. Many in the community have commented that they did not think they were allowed on the site because the gate on A Avenue is always closed. Staff is recommending that the amended closure plan include that the gates will remain open during daylight hours, as this is the standard for the parks in the city.

The proposed closure plan amendment has the trails being modified where there are two dead end trails on the cap. The Open Space Plan points out that when possible trails should be created in a loop. Staff is recommending that the plan amendment take this into consideration and have the modified trails be reviewed and approved by the Ogden Trails Network Committee.

The initial closure plan gave an 18 month period to install the improvements on the site. Staff is recommending that this same time frame be applied with the new amendments to the closure plan.

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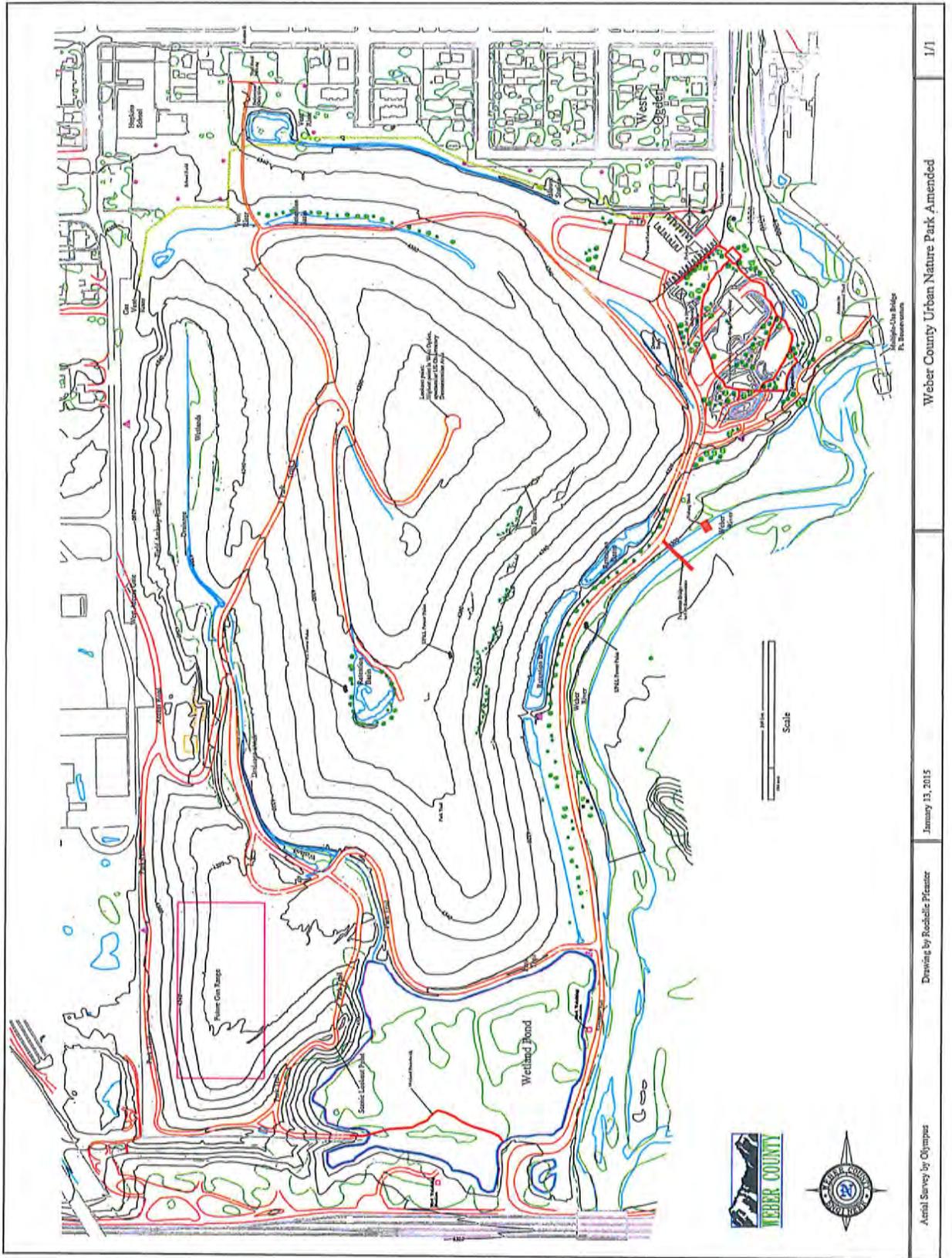
**E. STAFF RECOMMENDATION**

Staff recommends **approval** of the proposed closure plan amendment, subject to the following:

1. The plan include removing the barbed-wire off of the parameter fencing.
2. The plan note that parking lots will be open to the public during daylight hours.
3. The modified trails on the site be reviewed and approved by the Ogden Trails Network Committee.
4. The plan note the park being name "Observatory Park."
5. All plan improvements being completed within 18 months of plan amendment approval.
6. All department staff comments be satisfied.

**ATTACHMENTS**

- 1 Proposed Amended Closure Plan
- 2 Previously Approved Closure Plan
- 3 Applicant Letters
- 4 Department Staff Comments





## Final End Use Plan

In the original Weber County Closure Plan dated October 5, 1994 prepared by CH2M Hill, the proposed use of the landfill was to be an urban nature park. There were two alternatives for the development of the park with the intent to develop alternative, A-1 at closure and the language, "If public use of the facilities warrants, the features of Alternative A-2 would be implemented." These alternatives are attached as Figures 1 and 2 respectively.

In 1997, an inter-local agreement was signed in which the County agreed to implement the elements of the A-2 proposal. In 1998 the County formed a committee to study a location for a County owned gun range and one recommendation was to amend the closure plan and use the south west corner of the old landfill for a gun range. In July 1998 the City held a public hearing to consider a gun range proposal but ultimately the planning commission turned it down.

In 2000 the State Parks Board proposed closing Fort Buenaventura which is located directly east of the landfill. At that time Weber County was able to acquire the Fort from the State and proposed using the landfill as part of the Fort for overflow and running and biking events. In some ways the acquisition of the Fort and its master plan has been in conflict with the original closure plan. However the Fort has been able to utilize the area during larger events for additional parking.

The landfill was closed and capped and revegetated according to the final closure plan in 1996. However, the elements of the final Alternative A-2 have never been completed due to the continued dialogue in regard to the gun range, Fort Buenaventura, and other possible changes that have been suggested over the years. The county and the City have accepted the elements of the attached Amended Alternative as the final use of the landfill and propose this change to the Division of Environmental Quality.

The attached drawing shows the implementation of a gun range as well as the uses of the land at the A Avenue gate. There will also be additional parking for events and other activities related to the Fort with better public access to the park. There will be two pedestrian accesses added for the West Ogden community that will be designed to restrict motorized vehicle use, but open use to neighboring residents.

Improvements as described in the alternative A-3 (attached as Figure 3) proposal shall be completed. This alternative provides hiking and biking trails, wildlife habitat improvements, improved river access and a gun range for public use. The existing irrigated uplands will be restored and additional trees will be planted so that the grass may also be used for overflow parking for Fort Buenaventura.

Recreation facilities will consist of the following elements:

- 1.7 miles of mowed hiking and mountain bike trails 6 feet in width.
- Asphalted section of the centennial trail that runs through the landfill.
- Pedestrian gates at E Avenue and A Avenue.

- Remove existing structures and repair parking lot.
- Install a covered rest area near the parking.
- Fence a portion of the parking at A avenue for better public access.
- Pedestrian Boardwalk over wetland area.
- Observation area for bird/nature watching at the wetlands.
- Fishing dock for wheelchair access to the Weber River.
- Bridge to connect Fort Buenaventure.
- Gun Range in the South West area
- Archery Ranges for stationary targets and Field targets.
- Cowboy Action range.
- Detailed Signage outlining the History, current use, and rules of use for the Park.
- An observation area at the top of the landfill with signage to commemorate the U.S Observatory that was located near D Avenue.

Financial obligations for the Gun Range will be acquired through outside sources other than the landfill closure funds. Other elements of this closure revision will be paid out of remaining landfill closure funds and special grants.



**Matthew G Bell**  
Commissioner  
mbell@co.weber.ut.us

**Kerry W. Gibson**  
Commissioner  
kgibson@co.weber.ut.us

**Charles J. Ebert**  
Commissioner  
jebert@co.weber.ut.us

**County Commission**  
Weber Center  
2380 Washington Blvd.  
Suite 360  
Ogden, UT 84401  
(801) 399-8406  
FAX (801) 399-8305  
[www.co.weber.ut.us](http://www.co.weber.ut.us)

January 20, 2015

Scott Anderson  
Utah Department of Environmental Quality  
Division of Solid and Hazardous Waste  
P.O. Box 144880 Salt Lake City Utah  
State Office Building  
195 North 1950 West,  
Salt Lake City, Utah 84116

Dear Mr. Anderson,

The Weber County Commission has been working with community groups for the past several years in the hopes of finding a central site to allow safe practice and professionally supervised use of fire arms in Weber County. After much research and study, we have determined that the property located to the South and West of the closed Weber County landfill will be the optimal area. This site was never part of the "fill" area of the landfill but was included in the original closure plan because it was used as the "borrow" area.

We have attached a new drawing and amendment to the plan for your review. None of the changes to the plan would affect the cap in anyway. As you may know the landfill site included 116 acres with a large wetland area in the South East portion. The landfill itself only occupies about 66 acres of the total site. The proposed gun and archery ranges would not be located on the cap or wetland areas but would utilize the foothill areas of the plan. It would be constructed in such a way that all fired rounds would be captured and reused or recycled with total separation from existing ground water.

Please review the amended plan as soon as possible and let us know of any concerns or suggested changes. Thank you in advance for your timely consideration of this proposed change.

Sincerely,

Kerry Gibson  
Chairman, Weber County Commission



Printed on recycled paper

2549 WASHINGTON BLVD. OGDEN, UT 84401 - 801-629-8985 - [www.ogdencity.com](http://www.ogdencity.com)**2599 A Ave., Weber County Landfill Closure Plan Amendment****KEY DATES**

|                                    |                  |
|------------------------------------|------------------|
| Original Site Plan Submittal Date: | January 20, 2015 |
| <b>Comment Due Date:</b>           | January 29, 2015 |
| <b>Comments sent to applicant:</b> |                  |

**GENERAL PROJECT INFORMATION****PROJECT INFORMATION**

|                     |                                                    |
|---------------------|----------------------------------------------------|
| Project Name/Desc.: | Weber County Landfill Closure Plan Amendment       |
| Parcel ID:          | 14-039-0004, 14-039-0002, 14-039-0001, 14-039-0005 |
| Address:            | 2599 A Avenue                                      |
| Project Valuation:  | NA                                                 |

**PROJECT TEAM**

| ROLE                                | NAME          | EMAIL                      | PHONE        |
|-------------------------------------|---------------|----------------------------|--------------|
| <b>Ogden City Point of Contact:</b> | JaNae Stewart | permits.insp@ogdencity.com | 801.629.8985 |
| Project Contact:                    | Kerry Gibson  | kgibson@co.weber.ut.us     | 801.399.8406 |
| Owner:                              | Weber County  |                            |              |
| Architect/Other:                    | Unknown       |                            |              |
| Engineer:                           | Unknown       |                            |              |
| Contractor:                         | Unknown       |                            |              |

**OTHER REVIEW ITEMS**

|                           |      |
|---------------------------|------|
| Central Weber Sewer Dist: | NA   |
| UDOT:                     |      |
| Escrow Comments:          | None |
| Business License:         | None |

## SITE PLAN REVIEW COMMENTS

### BUILDING SERVICES DIVISION COMMENTS

Comments By: Steve Patrick

Email: [stevepatrick@ogdencity.com](mailto:stevepatrick@ogdencity.com)

Phone: 801.629.8957

**1ST REVIEW STATUS & COMMENTS: APPROVED with general information comments**

**Reviewed Date: 1-30-15**

**General Information** From Building Services: All new buildings require the following be submitted for review and approval prior to issuance of building permits.

1. ( 3 ) sets of construction plans, ( 3 ) sets of structural calculations, and ( 3 ) sets of geotechnical soil reports all stamped by a Utah licensed design professional and ( 3 ) sets of Energy Code compliance documents/reports based on the current adopted Utah State Construction Code.
2. In addition to # 1, If a pre-engineered pre-fabricated "metal building" is to be constructed, provide a copy the building manufacturer's current International Accreditation Services (IAS) approved fabricator certification and 2 sets of FINAL building plans and reactions marked "FOR CONSTRUCTION" – all stamped, signed and dated by a licensed Utah engineer are required to accompany plans submitted to the Building Department for a building permit.
3. Prior to issuance of building permits, a Sanitary Sewer Impact Fee calculation form must be submitted from Central Weber Sewer Improvement District (CWSID), contact the district regarding your project. CWSID # 801-731-3011.
4. The public utility companies should be contacted for specific utility policies and regulations regarding service meter locations and any other applicable regulations.
5. If the project is located in **Business Depot Ogden (BDO)**: Approval letter or LRA approval stamp on construction plans is required for all new buildings and exterior changes to existing buildings.

### ENGINEERING DIVISION COMMENTS

Comments By: David Daniels / Taylor Nielsen / Brady Herd

Email: [daviddaniels@ogdencity.com](mailto:daviddaniels@ogdencity.com) / [taylornielson@ogdencity.com](mailto:taylornielson@ogdencity.com) / [bradyherd@ogdencity.com](mailto:bradyherd@ogdencity.com)

Phone: 801.629.8986

**1ST REVIEW STATUS & COMMENTS: See Comments Below**

**Reviewed Date: 1/28/2015**

1. Preliminary layout of the amended plan is acceptable to Engineering
2. Further plans and details will need to be submitted for review once the project has transitioned from the amended preliminary phase to site design phase. The plans that will be submitted for review should include the proposed site development with utility use and sizes. Please also refer to Ogden City's Engineering Standards for further clarification on site design and plan set requirements.

### WATER QUALITY DIVISION COMMENTS

Comments By: Ruston Monson

Email: [rustonmonson@ogdencity.com](mailto:rustonmonson@ogdencity.com)

Phone: 801.629.8334

**1ST REVIEW STATUS & COMMENTS: APPROVED**

**Reviewed Date: 1/26/2015**

**FIRE DEPARTMENT COMMENTS**

Comments By: Kevin Brown  
Email: [kevinbrown@ogdencity.com](mailto:kevinbrown@ogdencity.com)  
Phone: 801.629.8070

**1ST REVIEW STATUS & COMMENTS: Approved with comments**  
**Reviewed Date: 01/29/15**

1. Additional comments regarding access and site improvements will be made once the project moves to that phase.

**PLANNING DIVISION COMMENTS**

Comments By: Joseph Simpson  
Email: [josephsimpson@ogdencity.com](mailto:josephsimpson@ogdencity.com)  
Phone: 801.629.8923

**1ST REVIEW STATUS & COMMENTS: Planning Commission and Mayor Approvals Must be Obtained.**  
**Reviewed Date: 1/29/2015**

**ADDITIONAL COMMENTS**



# City Council Work Session COUNCIL STAFF REVIEW

## REVIEW OF PROPOSED AMENDMENTS TO THE CEMETERIES ORDINANCE

### PURPOSE OF WORK SESSION:

To review the proposed amendments to the City's Cemeteries ordinance regarding plot maintenance and termination of rights

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### ***Executive Summary***

Administration is proposing several changes to the City's Cemeteries ordinance regarding plot maintenance and abandonment/termination rights. The proposed amendments address the manner in which trees, shrubs, and flowers may be planted and removed. The amendments also address the abandonment of rights with regard to burial plots. The proposed amendments add language to the City code from the state code regarding how the City handles the termination of rights.

### ***Background***

The Administration has been working on a set of Administrative policies regarding the City's cemeteries and has determined that several changes to the City code should be made as well. The changes to the City code are more specific to the planting and removal of trees, shrubs, and flowers and to the process for the termination of rights to a burial plot while the Administrative policies have more to do with specific standards for interment, headstones, and flowers and grave decorations. The Administrative policies cannot be and are not proposed to be outside the standards of the City code; rather, the Administrative code provides additional policy direction for Administrative staff beyond that of the City code. A copy of the proposed Administrative code is attached to the report for reference. The Council will consider and take action on the City code changes but will not take action on the Administrative policies as these are approved by the Mayor.

### ***Current Proposal***

The current proposal includes changes that require the written approval of the Sexton, or Public Services Director, to plant or remove any authorized or unauthorized plantings. The proposed amendments also provide a written policy for the abandonment or termination of rights to a burial plot. The proposed process mirrors the state's alternative process for the termination of rights. This includes a notification process which includes standards for contacting the last known owner and a public notification



RECEIVED

DEC 09 2015

OGDEN CITY  
COUNCIL OFFICE

## Ogden City Council Transmittal

Date: December 8, 2015  
To: Ogden City Council  
From: Jay M. Lowder, Public Services Director, ext. 8215  
RE: Proposed amendments to the Ogden City Cemetery Code

Staff Contact: Perry Huffaker, Public Ways and Parks Manager, ext. 8420  
Requested Timeline: As soon as possible  
Recommendation: Adopt the proposed ordinance updating the Ogden City Cemetery Code  
Documents: Proposed Ordinance and the proposed Administrative Policy.

### Executive Summary:

The Ogden City cemetery code was last updated in 1995. In addition to some housekeeping changes, the proposed ordinance clarifies the City's stance on private plantings and maintenance. A proposed new section addresses the issue of abandoned burial plots.

For the Council's information, a draft administrative policy for the cemetery has been provided. This policy documents procedures that have been consistently applied over the past thirty years but have never been adopted as City policy.

### Background:

The current Ogden City cemetery code has not been updated since 1995. At the request and under the direction of the Public Services Director, the Public Ways and Parks Manager reviewed the code, and the operating policies and practices of the cemetery.

### Proposal:

After reviewing the Ogden City cemetery code and discussing the impact of the changes with staff, the Public Ways and Parks Division proposes several changes be made to the cemetery code.

#### Section 6-3-6. A – Approval Required

This section requires that a person seek approval from the sexton to plant trees, shrubs and flowers and addresses removal of vegetation planted in violation of the policy. The proposed ordinance requires that permission to plant be granted in writing. The proposed ordinance also gives staff the right to remove private plantings that are in the way of making burials or any that are considered unsafe.

#### Section 6-3-6.B – Removal by Owner

This section states that grave owners are responsible and/or have the right to remove trees, shrubs, and other private plantings or the City may do so after reasonable effort to notify the property owner. The proposed ordinance gives the sole right to the City to remove any plants, trees, shrubs, or flowers rooted in the soil whether approved by the City or planted in violation of section 6-3-6.A.

#### Section 6-3-6.C -- Removal by City

This section gives the City the right to remove plants, shrubs, and trees planted with the City's approval. The proposed ordinance extends the City's right of removal to all plantings, adds language to address safety concerns, and establishes a limb-free height in accordance with the current Ogden City forestry code.

#### Section 6-3-15 – Abandonment/Termination of Rights

The cemetery code does not currently address the issue of abandonment of burial plots. Although it is estimated that there is approximately twenty years of inventory remaining in the Ogden City Cemetery at current rates of sale, the Administration desires to be proactive in creating a process whereby an individual's interest in an unused burial plot may be terminated in accordance with Utah law.

#### **Fiscal Impact:**

No fiscal impact. All services can be accomplished within current staffing levels and budget.

ORDINANCE NO. \_\_\_\_\_

**AN ORDINANCE OF OGDEN CITY, UTAH, AMENDING THE OGDEN MUNICIPAL CODE BY AMENDING CHAPTER 3 OF TITLE 6 TO REVISE PROVISIONS REGARDING THE OGDEN CITY CEMETERY; AND BY PROVIDING THAT THIS ORDINANCE SHALL BECOME EFFECTIVE IMMEDIATELY UPON POSTING AFTER FINAL PASSAGE.**

**The Council of Ogden City hereby ordains:**

**SECTION 1.** Section amended. Section of the Ogden Municipal Code is hereby amended to read and provide as follows:

**6-3-1: [DEFINITIONS:]**

PERPETUAL CARE: As used in this Chapter, means the filling of the grave, the placing of topsoil upon the grave, the filling and seeding of the grave site with suitable grass seed and watering and cutting of the grass, but does not include any other service. Charges shall be made for all other services and improvements in accordance with fee schedules established by the City Council.

SEXTON: As used in this Chapter, means [~~Community~~] Public Services Director, or the Director's designee. Inasmuch as the law of the State designates a "sexton" as the administrative head of a cemetery, the term "sexton" in the State laws shall be construed to mean the [~~Community~~] Public Services Director, or the Director's designee.

**6-3-2: [SUPERINTENDENT; DUTIES:]**

- A. **[General:]** It shall be the duty of the Sexton to take charge of the City Cemetery, to maintain and improve the grounds thereof; to direct the digging of all graves required for the burial of the dead therein; to direct all removals, changes and other authorized operations, and maintain all necessary records; to take charge of all funeral corteges while in the environs of the cemetery; and to regulate all traffic within the cemetery as deemed necessary.
- B. **[Collect Fees; Issue Receipts:]** The Sexton is authorized to collect from those requiring the services provided by the cemetery, such fees as shall be established in Title 4, Chapter 6 of this Code. Receipts shall be issued for all fees received, the original to be given to the person paying the fee, and the duplicate to be filed with the City Recorder, to be retained in the cemetery records in the City Recorder's office.
- C. **[Promulgate Additional Regulations:]** The Sexton shall have the authority to promulgate additional reasonable regulations concerning the care, use and maintenance of markers, headstones, monuments and vaults; the planting of shrubs, flowers and landscaping; the conducting of burials or disinterments therein; the

placement of temporary decorations; visits to the cemetery by the public; and other matters as necessary for the administration and management of the cemetery. All such rules and regulations shall be subject to the approval of the Mayor.

### **6-3-3: [BURIAL OR REMOVAL:]**

- A. **[Within Cemetery:]** No person shall be allowed to bury their dead within the limits of the City except in cemeteries, and no cemeteries shall be established except as provided in the Zoning Title. No person, except the owner of a lot upon which interment is to be made, shall use a space or lot in the City Cemetery, without first obtaining a written permit from the owner of the lot, or legal heirs, which permit shall be filed with the City.
- B. **[Permit Required:]** Before burying the body of any deceased person in the City Cemetery or before permitting the removal of the body of any person buried therein, the City shall require the production of a permit from the County Health Department. After burial or removal, the permit shall be endorsed with the initial letter of the plat and the numbers of the block and lot, together with the position where the body is buried, or from which the body is removed, and the permit shall be filed in the permanent records of the cemetery.
- C. **[Statement:]** Before burying any body in the City Cemetery, the relatives or persons having charge of the body shall be required to furnish in writing to the City a statement giving the name of the person deceased, with the names of his or her parents, wife or husband, date and place of birth, date and place of death, date of funeral, together with a signed statement of permission from the lot owner or heirs allowing the burial to be made on the lot. Such information shall be entered in the cemetery records and the statement forwarded to the City Recorder.
- D. **[Vaults; Exception:]** All burials in the City Cemetery must be made in concrete, metal or fiberglass vaults of standard sizes and approved designs, except in the case of infants and cremains, which will be cemented by the City.
- E. **[Sundays And Holidays Prohibited:]** Except in so-called Health Department cases, there shall be no burials on Sundays or legal holidays. No interments, removals or inurnments whatsoever will be permitted on Memorial Day.

### **6-3-4: [DISINTERMENT:]**

No person shall disinter any body buried in the City Cemetery, except under the direction of the Sexton, and before disinterment, the Sexton shall require a written order from the owner of the lot or his heirs authorizing such removal, together with a permit from the County Health Department. It is unlawful to remove the body of a person that has died of a contagious disease within two (2) years of the date of burial, unless such body has been buried in an hermetically sealed casket or vault and is found to be so encased at the time of removal. The City assumes no responsibility for the condition of

any casket or vault involved in any removal. Fees for such removals will be charged according to the work involved, with a base fee established by the City Council.

**6-3-5: [BURIAL ARRANGEMENTS:]**

- A. **[Required; Time Limit:]** All persons in charge of bodies to be buried in the City Cemetery must make the necessary arrangements for the digging of graves, time of arrival at the cemetery, supplier of vault and other pertinent matters at least forty eight (48) hours prior to such burials. Families desiring to purchase grave space for such a burial must contact the Sexton at least forty eight (48) hours prior to burial time.
- B. **[Arrivals At Cemetery:]** It shall be required of all funeral directors that they inform all those intending to attend funeral services in the City Cemetery, whether or not they are arriving individually or in the funeral cortege, that they must enter the cemetery at the designated entrance and abide by all traffic and parking regulations. No automobiles shall park in the designated funeral zones unless they arrive in the cortege. All funeral corteges must arrive at the City Cemetery no later than four thirty o'clock (4:30) P.M., and any cortege arriving after four thirty o'clock (4:30) P.M. shall be charged additional fees as determined by the City Council.

**6-3-6: [PLANTING TREES, SHRUBS, FLOWERS OR OTHER ADDITIONS:]**

- A. **[Approval Required:]** In all sections of the City Cemetery, except the Memorial Park section, which section continues to be controlled by Section 6-3-7 of this Chapter, it is unlawful for any person to plant any trees, shrubs, flowers or other additions except under the direction and with the written approval of the Sexton. Any planting made in violation of this Section may be removed by the City for maintenance, safety, or interment purposes, after reasonable effort to notify the person that is in control of the lot involved. In cases where removal is necessitated by safety, reasonable effort will be made to notify the person or persons in control of affected lot/lots after removal is performed.
- B. **[Removal By Owner:]** ~~[All trees, shrubs, flowers and other additions, except those planted under the direction and with the approval of the Sexton, and all trees which are not branch free for at least six feet (6') above the ground shall be removed by the grave owners or persons in control thereof, and those not so removed may be removed by the City after reasonable effort to notify the person in control of the lot involved.]~~ It is unlawful for any owner to remove plant material including trees, shrubs, flowers and other additions when that plant material has been planted in the soil, whether in accordance with the provisions of this section and with approval of the Sexton, or whether planted in violation of this section.
- C. **[Removal By City:]** All trees, shrubs, flowers and other additions which are planted and installed with the approval and under the direction of the Sexton, and all trees, shrubs, flowers, and other additions planted and installed in violation of this section

may be removed by the City after reasonable effort to notify the person then in control of the lot involved. When removal is necessitated by safety, reasonable effort will be made to notify the person or persons in control of affected lot/lots after removal is made and safety satisfied. All removals made for safety purposes will first be inspected by the Sexton or his or her designee. ~~[unless, at least once each year they are reasonably maintained by trimming and other care acceptable to the Sexton.]~~ All trees shall be kept limb free to a height of seven feet (7') to ensure the free and safe passage of pedestrians. ~~[which have no branches up to at least six feet (6') above the ground are not effected by this Section and may remain.]~~

- D. The provisions of this Section shall not restrict the placement of fresh flowers or other similar temporary decorations placed in accordance with cemetery regulations.

#### **6-3-7: [MEMORIAL PARK SECTION:]**

In that section of the City Cemetery designated as the Memorial Park, all headstones, markers and urns shall be installed so as to be flat and level with the ground. It shall be the responsibility of the Sexton to arrange and maintain the trees, shrubs, flowers and other landscaping so as to enhance the symmetry and beauty of this section. It is unlawful for any person to place any trees, shrubs, flowers or other additions other than fresh cut flowers or other similar temporary decorations in said section except under the direction and with the approval of the Sexton.

#### **6-3-8: [TIFFANY MEMORIAL PET CEMETERY:]**

- A. **[Established:]** There is hereby established a section of the City Cemetery to be known as the Tiffany Memorial Pet Cemetery. That section of the cemetery shall be reserved for and restricted to the burial of dead animals. The burial of human remains shall not be allowed in the Tiffany Memorial Pet Cemetery, nor shall the burial of the remains of dead animals be allowed in the other sections of the City Cemetery.
- B. **[Regulations:]** Except as otherwise provided herein, the Tiffany Memorial Pet Cemetery shall be subject to and governed by all of the provisions of this Chapter and any regulations adopted pursuant thereto.
- C. **[Markers; Maintenance:]** All headstones, markers and urns shall be installed so as to be flat and level with the ground. It shall be the responsibility of the Sexton to arrange and maintain the trees, shrubs, flowers and other landscaping so as to enhance the symmetry and beauty of the Tiffany Memorial Pet Cemetery. It shall be unlawful for any person to plant any trees, shrubs, flowers or other additions in said cemetery except under the direction and with the approval of the Sexton.

### 6-3-9: [RULES AND REGULATIONS:]

- A. **[Hours:]** The City Cemetery shall be open to the public from one hour before sunrise to one hour after sunset. It is unlawful for any person to be in the cemetery during any other hours without the permission of the City, and the presence of any unauthorized person during such other hours shall constitute trespassing.
- B. **[Traffic:]** It is unlawful for any person to drive at a speed greater than fifteen (15) miles per hour in the City Cemetery. The Sexton is authorized to promulgate any other appropriate regulations concerning the driving or parking of motor vehicles and the use of roads and streets in the City Cemetery.
- C. **[Work Within Cemetery; Approval Required:]** In order that the City Cemetery may carry out and execute its obligations of perpetual care to purchasers and property owners of lots and grave sites within the cemetery, the Sexton shall restrict all work on lots to that done by cemetery crews under his/her direction. Any person desiring to perform any work within the cemetery must first secure the approval and permission of the Sexton and pay any applicable fees required. All settings of vases, markers and monuments and all plantings of trees, shrubs and flowers must be approved by the Sexton before the work is commenced, and all work shall be performed under his/her direction.

### 6-3-10: [LOT SALES:]

- A. **[Authority:]** The Sexton is empowered to sell lots in the cemetery and shall collect, before occupancy, all amounts arising from such sales. All monies, dues and fees collected by him/her shall be turned in to the City Treasurer. Each purchaser shall receive a receipt describing each lot or part thereof so purchased, together with the amount paid and the balance due, if any. The Sexton shall file the duplicate of the receipt for record with the City Recorder, to be retained in the cemetery records in the City Recorder's office. The prices for lots, parts of lots or single grave spaces shall be established by the City Council and shall include the perpetual care fee on the lots or spaces.
- B. **[Purchase Agreements:]** Lots or portions thereof shall be sold for cash or under a written agreement whereby the title is retained by the City and the purchaser agrees to pay the balance within a specified time limit. In no event shall title to any lot or portion thereof pass to the purchaser, nor shall any person be buried therein until the purchase price and perpetual care fee for the lot or portion thereof has been paid in full; provided, however, that burials may be made in any lot or portion thereof for which there has been executed a title-retaining purchase agreement providing for the payment of the total purchase price, including the perpetual care fee, within six (6) months from the date of burial.

- C. **[Purchases By City:]** The Sexton, when directed to do so by the Mayor, or the Mayor's designee, may purchase for the City, with funds provided for that purpose, any unused lots or portions of lots in the City Cemetery; provided, however, that it is unlawful for any officer or employee of the City to trade, deal in or make a profit, directly or indirectly, out of any transaction involving any such sale, purchase or transfer of any such property.

#### **6-3-11: [PROHIBITED ACTS:]**

- A. **[Lot Alterations:]** No person shall erect a fence, coping, corner post, hedge or other boundary marker upon any lot or lots, nor grade the ground thereof. The City shall, when requested, furnish the true lines of lots according to the official survey. The Sexton shall have the general care of all lots and grave sites and shall make all general improvements thereon.
- B. **[Damaging Property:]** Any person who injures, molests or defaces or otherwise damages or removes any headstone, curbing, urn, monument, tree, shrub, flowers, funeral flowers, floral pieces, vases and containers or any other property in the cemetery, shall be guilty of a Class B misdemeanor.
- C. **[Depositing Refuse:]** It is unlawful for any person to throw or deposit in any part of the City Cemetery the carcass of any dead animal, bulky waste, community waste, construction and demolition waste, garbage, hazardous waste, junk or salvage material, litter, market waste, trade waste, or any other solid waste, as such terms are defined in Title 12 of this Code, or any object or substance that will detract from the beauty of the cemetery.
- D. **[Animals:]** It is unlawful for any person to take any animal into the City Cemetery or to permit any animal to enter the cemetery without first having obtained permission therefor from the Sexton.

#### **6-3-12: [PERPETUAL CARE FUND:]**

There is established a Perpetual Care Fund for the maintenance and improvement of lots and portions thereof in the City Cemetery, and there shall be deposited in the Fund forty percent (40%) of the purchase price of every lot or portion thereof that is sold or transferred by the City after the effective date of the ordinance codified in this Chapter. Upon the payment in full of the perpetual care fee for any lot, the owner thereof shall be relieved of liability for the costs of the services of the City in caring for the lot. All sums paid for the perpetual care of lots in the cemetery shall be deposited in the City treasury and shall constitute and become a Perpetual Cemetery Improvement Fund, and the interest or income from the Fund shall be used for the perpetual care of the lots for which such sums were paid. In no event shall title to any lots in the City cemetery pass to the purchaser, nor shall any person be buried therein, until the perpetual care for the property shall be paid in full; provided, however, that burials may be made in any lot or portion thereof for which there has been executed a title-retaining purchase agreement

providing for the payment of the total purchase price, including the perpetual care fee, within six (6) months from the date of burial.

**6-3-13: LOT [MAINTENANCE CHARGES:]**

A. **[Liability:]** The care and maintenance of all lots for which a Perpetual Care Fund has not been established shall be furnished by the City at rates established by the City Council. All such charges shall become a personal liability of the owners of said lots and, in addition thereto, shall constitute a lien against said lots as is set forth in subsection B of this Section.

B. **[Lien; Notice:]** The cost of all services rendered by the City or its employees in watering, beautifying, maintaining or caring for any unoccupied lots or portions thereof in the City Cemetery for which a Perpetual Care Fund has not been established in accordance with the provisions of this Chapter shall constitute a lien against said lot or lots. If the costs for such services remain unpaid for a period of six (6) months, the lien created in this Section for said services may be foreclosed in a court of competent jurisdiction in the manner provided by the laws of the State for the foreclosure of mechanics' liens; provided, however, that in lieu of the notices required for the foreclosure of mechanics' liens, the following notices shall be given:

1. A notice of the action to foreclose said lien shall be published once each week for three (3) consecutive weeks in a newspaper having general circulation in the County. The notice shall contain a description of the property, the amount of the lien and the name and last known address of the owner of the property or, if said person is known to be deceased, the names and last known addresses of any known heirs.
2. A copy of the notice shall be mailed to the owner of the property at his last known address or, if known to be deceased, to any known heirs of the deceased person at their last known addresses. Copies of the notice shall also be posted in conspicuous places at the offices of the City Cemetery and at one other public place for a period of three (3) consecutive weeks.

C. **[Foreclosure:]**

1. **City Bidding:** The City shall be entitled to bid on all cemetery lots sold in any foreclosure proceedings as set forth in subsection B of this Section. Any lot sold through foreclosure may be redeemed within six (6) months from the date of sale by paying to the purchaser thereof the amount paid for said lot.
2. **Excess Proceeds:** Any excess proceeds from the sale of lots remaining after the payment of all liens and any costs involved in the foreclosure of the liens, including reasonable attorney fees, shall be paid to the owner, or if deceased, to any known heirs of said owner. If the owner or his heirs cannot be located within

a reasonable time after the sale of the lots, any such excess proceeds shall be paid into the Perpetual Care Fund established by Section 6-3-12 of this Chapter.

**6-3-14: [PENALTY:]**

Any person violating any of the provisions of this Chapter or any rules or regulations established under this Chapter shall be deemed guilty of a Class B misdemeanor and, upon conviction thereof, shall, unless a different penalty is provided in specific cases, be punished as set forth in Title 1, Chapter 4 of this Code.

**6-3-15 [ABANDONMENT/TERMINATION OF RIGHTS:]**

Pursuant to Utah Code Ann. § 8-5-6, as amended, or any successor provision, the City Council may pass a resolution demanding that the owner of a lot, site or portion of the cemetery, which has been unused for burial purposes for more than sixty (60) years, file with the City Recorder notice of any claim to the lot, site, or portion of the cemetery. Notice to the owner shall be provided as set forth in Utah Code Ann. §8-5-6, as amended, or any successor provision. If for thirty (30) days after the last date of service or publication of the resolution, the owner or person with a legal interest in the cemetery lot fails to state a valid interest in the use of the cemetery lot, site or portion of the cemetery for burial purposes, the owner's rights are terminated and that portion of the cemetery shall be vested in the City.

**SECTION 2. Effective date.** This ordinance shall be effective immediately upon posting after final passage.

**PASSED, ADOPTED AND ORDERED POSTED** by the Council of Ogden City,  
Utah this \_\_\_\_\_ day of \_\_\_\_\_, 2015.

\_\_\_\_\_  
CHAIR

**ATTEST:**

\_\_\_\_\_  
CITY RECORDER

**TRANSMITTED TO THE MAYOR ON:** \_\_\_\_\_

MAYOR'S ACTION:  Approved  Vetoed

\_\_\_\_\_  
MAYOR

ATTEST:

\_\_\_\_\_  
CITY RECORDER

POSTING DATE: \_\_\_\_\_

EFFECTIVE DATE: \_\_\_\_\_

APPROVED AS TO FORM: MAB 12/7/15  
Legal Date

\* The headings, catchlines or catchwords suggested for use in the Ogden Municipal Code and which are bracketed at the beginning of sections or subsections, shall not be considered to be a part of the ordinance adopted herein.

|                                                        |                                                                                        |
|--------------------------------------------------------|----------------------------------------------------------------------------------------|
| <b>OGDEN CITY POLICY</b><br><b>Office of the Mayor</b> | Policy No:                                                                             |
|                                                        | Page: 1 of                                                                             |
| Subject: CEMETERY                                      | Effective Date: _____, 20____<br>Replaces and Supersedes former Policy No., effective. |
| Department: PUBLIC SERVICES                            | Reviewed by:                                                                           |
| Division: PUBLIC WAYS & PARKS                          | Review Date:                                                                           |
| Authorized Signature:                                  | Michael P. Caldwell, Mayor                                                             |

## PURPOSE

As authorized by Ogden Municipal Code section 6-3-2.C., it is the purpose of this policy to enact reasonable regulations concerning the care, use and maintenance of markers, headstones, monuments and vaults; the planting of shrubs, flowers and landscaping; the conducting of burials or disinterments therein; the placement of temporary decorations; visits to the cemetery by the public; and other matters as necessary for the administration and management of the cemetery.

## POLICIES

### A. INTERMENTS:

1. Interments and disinterments are to be completed by Ogden City personnel only.
2. Funeral orders must come from a licensed funeral home, with the exception of cremation burials. A copy of the death certificate is required for all interments, cremation burials and disinterments.
3. In accordance with Ogden City Municipal Code 6-3-3.D, green burials are not allowed in the Ogden City Cemetery.
4. Ogden City reserves the right to correct any and all interment errors, up to and including, the moving of vaults to the correct location.
5. One adult vault per grave space is allowed.
6. Above ground burials and/or burials inside headstones or as part of a headstone are prohibited.

### B. FLOWERS AND GRAVE DECORATIONS:

1. Ogden City reserves the right to maintain perpetual care provisions. Pending interference with maintenance of cemetery grounds, temporary floral arrangements and grave decorations are permitted. Private plantings are not permitted in the cemetery. Ogden City reserves the right to remove any and all floral decorations,

private plantings, shrubs, trees, or plants placed in the turf areas of the cemetery.

2. Flowers associated with funeral services will be removed by Ogden City personnel one week following the funeral service. Weathered or unsightly grave decorations, and arrangements or decorations interfering with maintenance of cemetery grounds, will be removed by Ogden City personnel.
3. Weather permitting, Ogden City will perform a complete removal of all floral arrangements and grave decorations in March and June of each year. Shepherds hooks and other temporary floral decorations will remain in place so long as they are situated immediately adjacent to the headstone marker.
4. Ogden City reserves the right to prevent the removal of trees, shrubs, and plants.

#### C. HEADSTONES:

1. Upright markers are allowed in the cemetery with the exception of the Memorial Park section.
2. Minimum height of a headstone or grave marker is a six inch (6") concrete border on all sides. During the course of interment or disinterment, moving of monuments, headstones, and bench markers is the responsibility of family of the deceased.
3. Bench style headstones are permitted with permission of the Ogden City Cemetery Sexton or his or her designee. Bench style headstones must be made of stone, rock, or granite, must be a maximum of two pieces excluding the base, and may not include a back. Dimensions of the marker may not exceed fifty inches (50") length on a double grave, twenty-five inches (25") on a single grave and may not exceed twenty-four inches (24") height and depth. A continuous, unbroken six inch (6") concrete base border must be attached to the bench prior to placement.
4. Permanent copings, rock beds, shrubs, trees, flowers and other foliage are prohibited in the mow strip and will be removed if preventing perpetual care provisions.
5. All permanent headstones, benches and other grave markers must be manufactured by a licensed monument company or supplier and may only be made of stone, rock, granite, or bronze. All stones placed in the cemetery must be manufactured off site. On site mixing or pouring of concrete is prohibited. Statues and other structures may not be attached to headstones in the Memorial Park section of the cemetery.
6. Vases and vase holders must be placed separately and are prohibited from being included with the headstone, marker or concrete border.
7. Existing grave markers are grandfathered and are not subject to removal or replacement unless necessary for convenience or hazard. In the event of such removal for convenience or hazard, the new marker may be returned as originally constructed. Any replacement of existing markers must be approved by Ogden City Cemetery personnel.
8. Care and maintenance of headstones and grave markers is the responsibility of the family of the deceased.
9. Ogden City reserves the right to prohibit the placement of any headstone, bench, or

monument that does not comply with this policy. All work within the cemetery must be pre-approved by cemetery personnel.

DRAFT

## **Chapter 5**

### **Rights and Title to Cemetery Lots**

#### **8-5-1 Unused or unkept lots -- Notice procedures.**

- (1) If a municipality or cemetery maintenance district owns a cemetery and has conveyed cemetery lots or parcels by deed with or without restrictions, and the grantee, or persons claiming through the grantee, for more than 60 years:
  - (a) have not used portions of the lots or parcels for purposes of burial and have not provided for the care of the lots or parcels beyond that uniformly provided for all lots of the cemetery, and during the 60-year period have not given the municipality or cemetery maintenance district written notice of any claim or interest in the lots or parcels; or
  - (b) have not used a portion of the lots or parcels for purposes of burial and have not kept the lots or parcels free of weeds or brush, but have allowed it to remain entirely unimproved for more than 20 years, and the lots or parcels are located in the portion of the cemetery where they adjoin or are adjacent to improved parts of the cemetery and by reason of their unimproved condition detract from the appearance of the cemetery, interfere with its harmonious improvements, and furnish a place for the growth of weeds and brush, then the municipality or cemetery maintenance district shall demand of the grantee or persons claiming through the grantee either of the following:
    - (i) that they file with the municipality or cemetery maintenance district a written notice of claim or interest in and to the lots or parcels recorded by evidence of their claim of ownership within 50 days after the service of a copy of the notice of demand; or
    - (ii) that they keep the premises clear of weeds and in a condition of harmony with other adjoining lots.
- (2) The municipality or cemetery maintenance district shall serve a copy of the demand or notice required by Subsection (1) on the grantee or persons claiming through the grantee in accordance with the Utah Rules of Civil Procedure.

Amended by Chapter 123, 2002 General Session

#### **8-5-2 Action in district court for title to lots.**

If either the grantee, or person claiming through the grantee, fails to comply with the demand or notice, the municipality or cemetery maintenance district may bring an action in the district court of the county in which the cemetery is located against all parties who have not responded to the notice for the purpose of terminating the rights of the parties in the lots or parcels and restoring the lots or parcels to the municipality or cemetery maintenance district free of any right, title, or interest of the grantee, persons claiming through the grantee, their heirs, or assigns. Any action to reclaim title to grave sites, parcels, or lots shall be brought and determined in the same manner as actions concerning other real property. The portion of any grave site, lot, or parcel in which a body is buried may not be included in any action to revest title to the lot, site, or parcel in the municipality or cemetery maintenance district, and the grave site in which a body is interred shall remain undisturbed together with any adjoining property so as to allow the proper approach to the grave site.

Amended by Chapter 123, 2002 General Session

#### **8-5-3 Abandonment -- Standards -- Prima facie evidence.**

The fact that the grantee or holder of a lot or parcel in a cemetery has not used portions of the lots or parcels for the purpose of burial for more than 60 years shall be prima facie evidence that the grantee or holder had abandoned the lots or parcels if during that time the grantee or holder:

- (1) has not provided the care to the lots or parcels provided uniformly to all lots or parcels within the cemetery;
- (2) has not given to the municipality or cemetery maintenance district a written notice of claim or interest in the lots or parcels; or
- (3) has not kept the lots or parcels free of weeds or brush.

Amended by Chapter 123, 2002 General Session

**8-5-4 Copy of judgment to be filed with county recorder.**

A certified copy of the judgment in the action to revest title to cemetery lots, sites, or parcels shall be filed with the county recorder in the county in which the lots, sites, or parcels are located.

Enacted by Chapter 132, 1985 General Session

**8-5-5 Proceeds of resale of lots.**

The proceeds from the subsequent resale of any lot or parcel, title to which has been revested in the municipality or cemetery maintenance district under Section 8-5-2 or 8-5-6, less the costs and expenses incurred in the proceeding, shall become part of the permanent care and improvement fund of the municipality or cemetery maintenance district, subject to subsequent disposition under Title 10, Chapter 5, Uniform Fiscal Procedures Act for Utah Towns, Title 10, Chapter 6, Uniform Fiscal Procedures Act for Utah Cities, or Title 17B, Chapter 1, Part 6, Fiscal Procedures for Local Districts.

Amended by Chapter 329, 2007 General Session

**8-5-6 Alternative council or board procedures for notice -- Termination of rights.**

- (1) As an alternative to the procedures set forth in Sections 8-5-1 through 8-5-4, a municipal council or cemetery maintenance district board may pass a resolution demanding that the owner of a lot, site, or portion of the cemetery, which has been unused for burial purposes for more than 60 years, file with the county recorder, city recorder, or town clerk notice of any claim to the lot, site, or portion of the cemetery.
- (2) The municipal council or cemetery maintenance district board shall then cause a copy of the resolution to be personally served on the owner in the same manner as personal service of process in a civil action. The resolution shall notify the owner that the owner shall, within 60 days after service of the resolution on the owner, express interest in maintaining the cemetery lot, site, or portion of the cemetery and submit satisfactory evidence of an intention to use the lot, site, or portion of the cemetery for a burial.
- (3) If the owner cannot be personally served with the resolution of the municipal council or cemetery maintenance district board as required in Subsection (2), the municipal council or cemetery maintenance district board shall publish its resolution:
  - (a)
    - (i) for three successive weeks in a newspaper of general circulation within the county; and
    - (ii) in accordance with Section 45-1-101 for three weeks; and
  - (b) mail a copy of the resolution within 14 days after the publication to the owner's last known address, if available.

- (4) If, for 30 days after the last date of service or publication of the municipal council's or cemetery maintenance district board's resolution, the owner or person with a legal interest in the cemetery lot fails to state a valid interest in the use of the cemetery lot, site, or portion of the cemetery for burial purposes, the owner's rights are terminated and that portion of the cemetery shall be vested in the municipality or cemetery maintenance district.

Amended by Chapter 388, 2009 General Session

**8-5-7 Sale of only right to be buried.**

Municipalities and cemetery maintenance districts shall sell only the right to be buried in the cemetery and all cemetery lots or parcels sold by a municipality after April 29, 1985, or by a cemetery maintenance district after June 1, 2001 shall be rights to be buried only. Nothing in this section shall prevent municipalities or cemetery maintenance districts from imposing additional terms on the sale of rights to burial.

Amended by Chapter 123, 2002 General Session

**8-5-8 Municipal and maintenance district cemeteries -- Rights of lot holders -- Compensation -- Perpetual care charges.**

- (1) The owner, grantee, or person claiming through the grantee shall have the right, on presentation of the certificate of title or right to burial to the municipality or cemetery maintenance district, for any lot or parcel which has reverted to the municipality or cemetery maintenance district, at the option of the municipality or cemetery maintenance district, to:
- (a) be compensated for the lot or parcel at the reasonable value of the lot or parcel as of the date the certificate is presented to the municipality or cemetery maintenance district;
  - (b) receive a right to burial to another lot or parcel if the right to burial or title to the lot or parcel has been sold by the municipality or cemetery maintenance district; or
  - (c) receive the right to burial to the lot or parcel if the municipality or cemetery maintenance district has not sold the right to burial to the lot or parcel.
- (2) Nothing in this section prevents a municipality or cemetery maintenance district from collecting unpaid perpetual care charges from a person claiming title or the right to burial.

Amended by Chapter 123, 2002 General Session



# City Council Work Session COUNCIL STAFF REVIEW

## **FLEET AND FACILITIES MANAGEMENT AND OPERATIONS STUDY**

*- Recommendation of Matrix Consulting, Ltd. as Consultant*

### **PURPOSE OF**

**WORK SESSION:** To Review and Discuss Staff's Recommendation that Matrix Consulting, Ltd., Conduct the Fleet and Facilities Management and Operations Study

---

### *Executive*

#### *Summary*

Council staff will review the proposal of Matrix Consulting, Ltd., the firm being recommended to complete the Management and Operations Study of the Ogden City Fleet and Facilities Division.

### *Background*

#### **July 2015**

Following the conclusion of the FY2016 budget cycle, the Administration recommended that the Council's next management study be conducted on the City's Facilities Section of the Fleet and Facilities Division. The last audit of the Fleet and Facilities Division was completed in 2002 and was conducted only on the Fleet Section. After further discussion, it was determined that a study of the full Division was in order with focus on the Facilities Section.

#### **August 15, 2015**

A Request for Proposal for a General Management and Operations Study of the Ogden City Fleet and Facilities Division was advertised in accordance with the City's purchasing policies.

#### **September 29, 2015**

Five (5) consulting firms submitted proposals in response to the RFP:

- Asset Management Association
- Baker Tilly
- Municipal Solutions, LLC
- The Novak Consulting Group
- Matrix Consulting Group, Ltd.



# City Council Work Session

## COUNCIL STAFF REVIEW

### **December 15, 2015**

Two firms were interviewed by a selection committee comprised of the following:

- Bill Cook, Executive Director, City Council
- Janene Eller-Smith, Deputy Director, City Council (Project Manager)
- Mark Johnson, CAO
- Police Chief Mike Ashment (Chair, Fleet and Facilities Committee)
- Gregg Buxton, Management Services Director
- Mara Brown, Deputy City Attorney

*CS Note: At the time of the interviews the Fleet and Facilities Division Manager position was vacant.*

The two firms interviewed were

- The Novak Consulting Group
- Matrix Consulting Group, Ltd.

### ***Proposal***

The selection committee is recommending the City enter into an agreement with Matrix Consulting Group, Ltd., to complete the Management and Operations Study of the Ogden City Fleet and Facilities Division. A summary of the scope of services as outlined in the RFP follows:

#### **A. General Description**

The study shall analyze the policies, procedures, management and operations of the Ogden Fleet and Facilities Division, to respond to the issues outlined below. The analysis shall include comparisons with similar-situated cities in the United States, especially those located in the West. Criteria such as city size, demographics, large central city, age of city neighborhoods, form of government, etc. should be used in the comparisons wherever possible.

Further analysis should be conducted to determine if the current Fleet and Facilities operations are cost-competitive with the private sector and/or operating within industry standards.



# City Council Work Session

## COUNCIL STAFF REVIEW

The study **WILL NOT** address the condition of the fleet or city facilities. The study is meant to focus on the management structure, staffing levels, efficiency and effectiveness of day-to-day operations, and the sufficiency of supporting data management tools and data collected etc., used by the Division to complete its mission.

### **B. Management and Performance Review**

1. Review current Fleet and Facilities Division operations.
  - a. Overall Operational Philosophy.
  - b. Organization, staffing, and productivity.
  - c. Administrative procedures, policies, manuals.
  - d. Customer service.
  - e. Performance measures.
  - f. Financing methods.
  - g. Contracted services.
  - h. Billings to users.
  - i. Equipment inventory, inventory control, level of inventory, service level.
  - j. Enterprise Resource Planning (ERP) Software Requirements.
  - k. Other Departments.
2. Review of Management Best Practices.

### **C. Personnel Management and Training**

1. Determine if the Division is meeting the required standards for performance evaluation, promotion, compensation, discipline and removal.
2. Review and evaluate the Division's employee training procedures. Determine if the training supports the mission of the Division, the technical aspects of each respective job, and the City's expectation for customer service.
3. Determine if there are sufficient opportunities for professional and management training of employees.
4. Determine if there is sufficient cross-training of employees to ensure there is no loss of service capability when absences—planned or emergency—take place.



# City Council Work Session

## COUNCIL STAFF REVIEW

### **D. Data Collection/Management**

1. Determine whether the present and/or planned information management and office automation systems used for creating, recording, storing, retrieving, analyzing, using and distributing information are appropriate and adequate for the tasks required.
2. Review data management for compliance with federal, state, and local requirements, as well as industry standards.
3. Determine if the Division is collecting the data that is most helpful in determining whether the goals of the Division are being met. Identify the data that will give managers the information needed to make resource management decisions for the City.
4. Ensure that the data processing and management needs of the Division, including inventory control, work order management, etc., will be met by the new ERP system.

### **E. Records Management**

1. Evaluate the effectiveness of the record keeping and retrieval systems.
2. Evaluate the Division's workload management systems to determine if the systems are operational and effectively used throughout all applicable functions.

### **F. Fiscal Management**

1. Review the Division's fiscal management practices to determine if practices are adequate and appropriate with regard to budget development, preparation, management and control. Make recommendations for change and improvement, where appropriate.
2. Determine whether billings for functions and operations of the Division reflect actual costs of services provided. Make recommendations for change and improvement, where appropriate.
3. Identify the funding levels needed to bring the Division to an optimal level. Make funding level recommendations that fit within the City's budgetary constraints.



# City Council Work Session

## COUNCIL STAFF REVIEW

### **G. Strategic Planning**

Review the Division planning processes and long range plan for adequacy.  
Provide recommendations for change and improvement, if necessary.

#### ***Attachment***

Proposed Contract (which includes the RFP, the Matrix Proposal and Matrix's revised cost)

---

**Board Staff Contact: Janene Eller-Smith, (801)629-8165**

## PROFESSIONAL SERVICES AGREEMENT

**THIS AGREEMENT**, entered into as of the \_\_\_\_ day of January, 2016 (“Effective Date”), by and between **OGDEN CITY CORPORATION**, a municipal corporation of the State of Utah, hereinafter "City," and **MATRIX CONSULTING GROUP, LTD.**, hereinafter "Contractor.”

### WITNESSETH:

**WHEREAS**, City has established a need for certain professional services; and

**WHEREAS**, Contractor has proposed to provide such professional services.

**NOW, THEREFORE**, in consideration of the mutual covenants and agreements stated herein and of the payments for services hereinafter described, the parties hereto mutually agree as follows:

1. **Performance of Services.** City hereby agrees to engage Contractor, and Contractor hereby agrees to perform the services outlined in the Proposal to Conduct a Management and Operations Study of the Fleet and Facilities Division for Ogden City, set forth in Exhibit "A," incorporated herein by reference. Any services not specifically described therein but which may be fairly implied as required thereby or necessary to complete the work for the use or purpose intended, shall be within the scope of services to be provided hereunder.

2. **Time of Performance.** This Agreement shall commence on the Effective Date entered above, and shall terminate on June 30, 2016, subject to budgetary appropriations by the Ogden City Council, unless sooner terminated as hereinafter set forth.

**3. Compensation.** Contractor shall be paid as specified under Exhibit "B", Price Schedule, attached hereto and incorporated by this reference.

**4. Termination of Agreement for Cause.** If, through any cause, Contractor shall fail to fulfill, in a timely and proper manner, its obligations under this Agreement, or if Contractor shall violate any of the covenants, agreements or stipulations of this Agreement, City shall have the right to terminate this Agreement by giving written notice to Contractor of such termination and specifying the effective date thereof. In the event of termination for cause, Contractor shall be entitled to receive only the pro rata share of the total compensation which is equal to any satisfactory work completed as of the date of termination. Upon termination, Contractor shall reimburse the City for any prepaid payments received in excess of the pro rata share earned by Contractor. Notwithstanding the above, Contractor shall not be relieved of liability to City for damages sustained by City by virtue of any breach of the Agreement by Contractor, and City may withhold any payments to Contractor for the purpose of setoff until such time as the exact amount of damages due City from Contractor is determined.

**5. Termination for Convenience.** The City or Contractor may terminate the Agreement at any time by giving written notice to the other and specifying the effective date thereof. If the Agreement is terminated by City as provided herein, City shall pay Contractor a percentage of the established fee for work performed up to the time of such termination. Said percentage shall be based on the ratio of work completed to the total work required.

**6. Non-assignability.** Contractor shall not assign nor transfer any interest in this Agreement without the prior written consent of the City thereto.

**7. Interest of Contractor.** Contractor covenants that Contractor presently has no interest and shall not acquire any interest, direct or indirect, which would conflict in any manner or degree with the performance of the services hereunder. Contractor further covenants that in the performance of this Agreement no person having such interest shall be employed.

**8. Indemnification.** Contractor agrees to indemnify, and save harmless City and its authorized agents, officers and employees from and against any and all claims, damages, demands, actions, costs and charges arising out of or by reason of Contractor 's performance or failure to perform this agreement.

**9. Attorney's Fees.** In the event either party institutes litigation to enforce its rights under this Agreement, the prevailing party in such litigation shall be entitled to an award of its reasonable attorney's fees and costs.

**10. Notice.** Any notice, or notices, required or permitted to be given pursuant to this Agreement, may be personally served on the other party by the party giving such notice, or may be served by certified mail, return receipt requested, to the following addresses:

City: Bill Cook  
Council Executive Director  
Ogden City Council Office  
2549 Washington Boulevard, Suite 320  
Ogden, Utah 84401

Copy to:  
Ogden City Attorney  
2549 Washington Boulevard, Suite 820  
Ogden, Utah 84401

Contractor: Richard P. Brady, President  
Matrix Consulting Group, Ltd.  
201 San Antonio Circle, Suite 14B  
Mountain View, CA 94040

**11. Independent Contractor.** Contractor is independent of the City and shall perform all services according to its own methods without being subject to the control of the City except as to the results obtained. The City shall not carry Worker's Compensation insurance or any health or accident insurance to cover Contractor. The City shall not pay nor be responsible for any contribution to Social Security, unemployment insurance, federal or state withholding taxes, nor provide any other contributions or benefits which might be expected in an employer-employee relationship. Contractor, as an independent contractor, shall provide and be responsible for any and all of Contractor, and its employees or agents, Worker's Compensation contributions, federal and state withholding, unemployment compensation contributions and social security tax withholding, etc. Contractor agrees to report and pay any contributions for taxes, unemployment insurance, Social Security and other benefits.

**12. When Rights and Remedies Not Waived.** In no event shall any payment by City hereunder constitute or be construed to be a waiver by City of any breach of conditions or any default which may then exist, or while any such breach or default shall exist, in no way impair or prejudice any right or remedy available to City with respect to such breach or default.

**13. Integrated Document.** This Agreement embodies the entire agreement between City and Contractor for the scope of services and the terms and conditions. No verbal agreements or conversations with any officer, agent or employee of City prior

to the execution of this Agreement shall affect or modify any of the terms or obligations contained in any documents comprising this Agreement. Any such verbal agreement shall be considered as unofficial information and in no way binding upon City.

**14. Compliance with Laws.** Contractor shall comply with all laws, ordinances, regulations, rules, etc., of the federal, state and local governments in connection with the performance of this Agreement.

**15. Furnishing of W-9.** Payment under this Agreement is contingent upon Contractor furnishing City with a completed W-9 IRS tax form, which shall be attached hereto and incorporated herein. Contractor shall cooperate with City in furnishing any additional information City may need to comply with rules and regulations of the Internal Revenue Service.

**16. Employment Status Verification.** Contractor shall register and participate in the Status Verification System and comply with Utah Code Ann. § 63G-12-302 of the Utah Identity Document and Verification Act.

**17. Severability of Provisions.** If any provisions of this Agreement are held invalid, the remainder of this Agreement shall not be affected thereby if such remainder would then continue to conform to the terms and requirements of applicable law.

**18. Modifications.** No oral modifications or amendments to this Agreement shall be effective, but this Agreement may be modified or amended by written agreement.

**19. Governing Law.** This Agreement, its terms and conditions, shall be governed by Utah law. The forum or venue for litigation of any dispute arising from or related to this agreement shall be the courts of the State of Utah.

**IN WITNESS WHEREOF**, the parties hereto execute the foregoing instrument as of the day and year first above written.

**MATRIX CONSULTING GROUP, LTD.**

By: \_\_\_\_\_  
Richard P. Brady, President

**OGDEN CITY CORPORATION**

By: \_\_\_\_\_  
Marcia L. White, Chair  
Ogden City Council

ATTEST:  
  
City Recorder

Approved as to Form: \_\_\_\_\_  
City Attorney                      Date

**EXHIBIT A**

**SCOPE OF SERVICES**

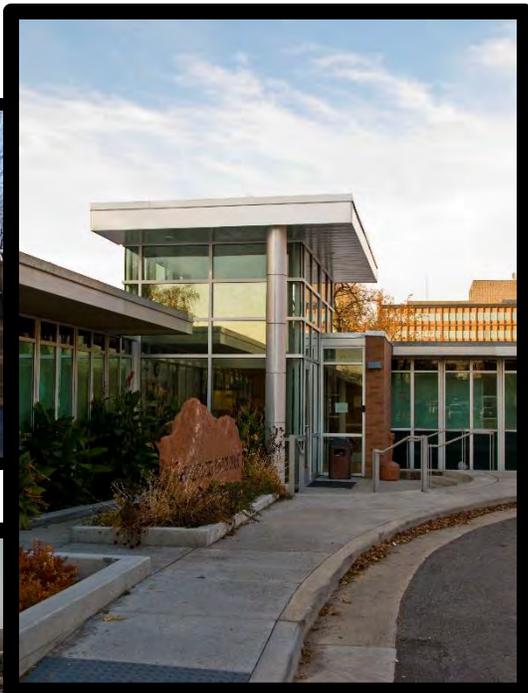
**A-1**

**Ogden City Council  
Request for Proposal for a  
General Management and Operations Study of  
Ogden City Fleet and Facilities**

**A-2**

**Matrix Consulting Group, Ltd.'s  
Proposal to Conduct a  
Management and Operations Study  
of the Fleet and Facilities Division**

OGDEN CITY COUNCIL  
REQUEST FOR PROPOSAL  
for a  
GENERAL MANAGEMENT AND OPERATIONS STUDY  
of  
OGDEN CITY FLEET AND FACILITIES



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**OGDEN CITY COUNCIL**  
**REQUEST FOR PROPOSAL**  
**for a**  
**General Management and Operations Study**  
**of the**  
**Ogden City Fleet and Facilities Division**

**I. REQUEST FOR PROPOSAL**

The Ogden City Council is soliciting proposals from qualified consulting firms to conduct a general management and operations study of the Ogden City Fleet and Facilities Division. This Request for Proposal describes the City, the Fleet and Facilities Division, the scope of work, proposal requirements, selection criteria and other related information.

**II. OGDEN CITY**

Ogden City was incorporated in 1851. With a population of approximately 83,000 contained in an area of 27 square miles, it is the largest municipality in Weber County and serves as the county seat. Ogden City has stable, older neighborhoods undergoing revitalization, newer neighborhoods experiencing some growth, and a central business district also undergoing revitalization. Many of the county's recreational, leisure and cultural opportunities are located in Ogden. It is home to Weber State University, a public institution with a total enrollment of 26,000.

The City operates under a Council-Mayor form of government, operating similar to the executive and legislative branches of the federal government. A seven (7) member Council sets city policy and authorizes all budgetary actions. Council members are elected on a non-partisan basis. The Mayor is responsible for all administrative operations of the City and, with the assistance of the Chief Administrative Office (CAO), manages six (6) departments: Legal, Public Services (includes Parks and Public Ways, Recreation, the Water, Sewer, Storm Sewer Utilities, and Golf Enterprise), Community and Economic Development (including the Airport Enterprise), Management Services (includes the Justice Court, Human Resources, Finance, Fleet and Facilities, and IT), Police, and Fire.

### III. FLEET AND FACILITIES DIVISION

**A. Internal Service Fund.** The City's Fleet and Facilities Division operates as an internal service fund within the Department of Management Services and has a FY2015 total operating budget of \$11.25 Million dollars.

The Fleet and Facilities Internal Service Fund is used to account for the financing of goods or services provided by the Division to other departments/divisions on a breakeven or cost reimbursement basis. The Fund includes cost of operating a maintenance facility for automotive, mechanical, and electrical equipment used by other departments. These costs are billed to the other departments at actual cost, including burdened personnel costs. This fund also accounts for maintenance of City facilities, management of the City's radio tower and radio equipment, and operation of a central warehouse.

Charges to the using departments are handled as follows:

Fleet charges:

- The Division establishes lease rates for vehicles and equipment that include maintenance and replacement costs. As maintenance is completed, charges are billed to the vehicle or equipment asset listed on the replacement schedule to evaluate the sufficiency of the lease rates
- For equipment that will be replaced by sources other than the equipment replacement program (General Fund), the using department is billed directly for actual maintenance and repair costs
- Fuel is billed to departments based on actual use. It is up to using departments to determine how to budget for fuel

Facilities charges:

- Facilities maintains an asset list and charges costs to the asset as work is performed
- Some buildings/assets receive an allocated amount for the year to cover operating and maintenance
- Using departments responsible for buildings/assets that are not scheduled for replacement are billed directly
- Some buildings/assets or City functions are billed for Facilities services only upon service requests
- Requests that are more than maintenance or considered a special project are billed directly to the City function

Stores charges:

- An overhead allocation is charged on parts/inventory to cover personnel costs. This allocation is updated annually
- Stores charges materials to assets maintained by fleet and facilities. These materials are charged to the asset or through direct bills to City functions

**B. Organizational Structure.** The Fleet and Facilities Division is divided into four sections: Facilities, Fleet, Stores, and Communications. The Division Manager, with assistance of a Senior Project Coordinator, manages the four sections of the Division. Administrative support is provided to all Division sections by two (2) full-time Senior Office Assistants and one (1) part-time Office Assistant. Primary functions of each section are as follows:

**Facilities (Budget - \$2.36 M).** The Facilities Section is responsible for maintenance of several Ogden City facilities (approximately 500,000 sq. feet total), and assists with maintenance on others as requested. The section is also responsible for project management of some City construction projects, and property management of over 1,000 parcels of city-owned property. One (1) crew leader and two (2) maintenance technicians carry out the day to day activities. Outside contractors are engaged as necessary to accomplish the work.

In 2013 a Facility Condition Assessment was completed on all Ogden City facilities. This report provided, among other information, an overview of each asset, detailed costs associated with recommended repairs and maintenance, and a lifecycle component inventory. The report also highlighted the backlog of critical repairs needed to various facilities and provided optimal timelines for completion of each repair or replacement. A summary of the 2013 Facility Condition Assessment is attached as Exhibit C. The full report will be provided to the successful consultant.

**Fleet (Budget - \$ 7.58 M).** The Fleet Section is responsible for vehicle and equipment maintenance, repair, licensing, vehicle and equipment surplus, emergency services for Fleet equipment, procurement, warranty repair, and contract maintenance of 700 vehicles and other mechanical equipment. This section also maintains the City's emergency generators and the CNG fueling facility. One (1) shop supervisor and six (6) mechanics complete the work.

Fleet equipment purchase and replacement decisions are made based on recommendations from the Fleet Committee comprised of representatives from the using departments. Replacement value of the City's fleet is approximately \$22 million.

**Stores (Budget - \$1.16 M).** The Stores Section maintains an inventory of approximately \$850,000 and is staffed by three (3) parts technicians, two (2) full-time and one (1) part-time.

**Communications (Budget - \$0.16 M).** The Communications section is responsible for radio communication services, surveillance equipment and camera infrastructure, building access, and magnetic card reader access to all City facilities. One (1) full-time employee provides these services.

A copy of the Division's organization chart is attached at Exhibit B.

#### **IV. WRITTEN AGREEMENT REQUIRED**

The selected consultant must be willing to negotiate and enter into a written agreement with Ogden City to provide all services required under the Scope of Services set forth in this solicitation or as may be modified by the written agreement.

#### **V. SCOPE OF SERVICES**

##### **A. General Description**

The study shall analyze the policies, procedures, management and operations of the Ogden Fleet and Facilities Division, to respond to the issues outlined below. The analysis shall include comparisons with similar-situated cities in the United States, especially those located in the West. Criteria such as city size, demographics, large central city, age of city neighborhoods, form of government, etc. should be used in the comparisons wherever possible.

Further analysis should be conducted to determine if the current Fleet and Facilities operations are cost-competitive with the private sector and/or operating within industry standards.

The study **WILL NOT** address the condition of the fleet or city facilities. The study is meant to focus on the management structure, staffing levels, efficiency and effectiveness of day-to-day operations, and the sufficiency of supporting data management tools and data collected etc., used by the Division to complete its mission.

**B. Management and Performance Review**

1. Review current Fleet and Facilities Division operations. The Consultant shall obtain an in-depth understanding of the Division's current operations and plans for future operation, and the extent to which desired results and benefits are being achieved. This information should be obtained via interviews with the Department Director, the Division Manager, and other representatives of the using departments as deemed appropriate. Information will also be gleaned from on-site visits and a review of policies, procedures, manuals, budget documents, or other written information relating to the operation of the Division.

Special emphasis shall be given to the following areas of operation within the Division during the management and performance review:

- a. Overall Operational Philosophy. Evaluate the overall philosophy for the Division's operations. Determine whether the business-type model used is the best approach for the City or whether a different approach is recommended. (Example: The City's recently shifted its philosophy on information technology from a charge-back/business type model to an overall investment model.)
- b. Organization, staffing, and productivity. Appraise the level of staffing, organization, and level of training of personnel. Evaluate indirect duties versus direct work and workflow processes. Determine whether the Division is staffed at the correct level and is using the existing staff as efficiently and effectively as possible. Make recommendations for change and improvement if appropriate.

- c. Administrative procedures, policies, manuals. Evaluate the appropriateness of and compliance with existing procedures and policies. Identify and evaluate the impact of such administrative procedures, policies and manuals on the efficiency and competitiveness of the Division. Make recommendations for change and improvement if appropriate.
- d. Customer service. Determine the actual and desired levels of service (quality, accessibility, responsiveness, timeliness, down time, etc.) and cost. If recommended service levels are lower than the current service level, identify and quantify all impacts on the affected customer departments. Review existing project coordination and management to determine if changes should be made to optimize service levels for the other departments. Make recommendations for change and improvement if appropriate.
- e. Performance measures. Evaluate appropriateness and use of performance measures, tracking, and current performance levels. Determine whether current performance levels are high or low compared to industry standards. Make recommendations for change and improvement if appropriate.
- f. Financing methods. Assess the current financial practices of the Division and make recommendations that will allow the Division to operate within its budgetary parameters. Make recommendations for change and improvement if appropriate.
- g. Contracted services. Evaluate work that is being performed under contract with outside providers. Make recommendations regarding existing contracts and how to make them more cost-effective or how to increase vendor performance. Identify functions currently being outsourced by the Division and analyze the cost-effectiveness and impact on service levels due to the outsourcing. Make

recommendations for change and improvement if appropriate.

- h. Billings to users. Evaluate the methods used to bill users for services. Evaluate the budgeting information and annual budget development process. Identify the labor rate calculation, equipment mark-ups, overhead rate, and related information. Make observations and recommendations regarding how the Division plans and develops its budget to arrive at the rates and charges currently used. Make recommendations for change and improvement if appropriate.
- i. Equipment inventory, inventory control, level of inventory, service level. Evaluate the systems and methods used to manage inventories. Evaluate contracts with outside providers used for the acquisition of equipment and supplies. Make recommendations for change and improvement if appropriate.
- j. Enterprise Resource Planning (ERP) Software Requirements. Review data processing and management needs and weigh needs against the new ERP system currently in development. Makes recommendations for change and improvement if appropriate. (Note: Acquisition of the new ERP system is underway. Implementation will be phased. It is anticipated that the modules that will be used by Fleet and Facilities Division will not be implemented until 2017.)
- j. Other Departments. Review practices of other Departments—particularly relating to facilities maintenance and warehousing—to ensure that services provided by the Division are not being unduly duplicated. If duplication exists, identify ways to increase efficiency and effectiveness. Determine if more or less centralization of services is best for the City as a whole. Make other recommendations for change and improvement if appropriate.

2. Review of Management Best Practices. Analyze the extent to which current and future operations are or will be competitive with the private sector (if appropriate) based on the review of current operations of fleet and facilities maintenance and best practices from other comparable jurisdictions. The Consultant shall make recommendations for improvements within the Division that shall increase overall performance based on best practices, and competitiveness with the private sector, appropriate.

**C. Personnel Management and Training**

1. Determine if the Division is meeting the required standards for performance evaluation, promotion, compensation, discipline and removal.
2. Review and evaluate the Division's employee training procedures. Determine if the training supports the mission of the Division, the technical aspects of each respective job, and the City's expectation for customer service.
3. Determine if there are sufficient opportunities for professional and management training of employees.
4. Determine if there is sufficient cross-training of employees to ensure there is no loss of service capability when absences—planned or emergency—take place.

**D. Data Collection/Management**

1. Determine whether the present and/or planned information management and office automation systems used for creating, recording, storing, retrieving, analyzing, using and distributing information are appropriate and adequate for the tasks required.
2. Review data management for compliance with federal, state, and local requirements, as well as industry standards.
3. Determine if the Division is collecting the data that is most helpful in determining whether the goals of the Division are being met. Identify the data that will give managers the information needed to make resource management decisions for the City.

4. Ensure that the data processing and management needs of the Division, including inventory control, work order management, etc., will be met by the new ERP system.

**E. Records Management**

1. Evaluate the effectiveness of the record keeping and retrieval systems.
2. Evaluate the Division's workload management systems to determine if the systems are operational and effectively used throughout all applicable functions.

**F. Fiscal Management**

1. Review the Division's fiscal management practices to determine if practices are adequate and appropriate with regard to budget development, preparation, management and control. Make recommendations for change and improvement, where appropriate.
2. Determine whether billings for functions and operations of the Division reflect actual costs of services provided. Make recommendations for change and improvement, where appropriate.
3. Identify the funding levels needed to bring the Division to an optimal level. Make funding level recommendations that fit within the City's budgetary constraints.

**G. Strategic Planning**

Review the Division planning processes and long range plan for adequacy. Provide recommendations for change and improvement, if necessary.

**VI. DELIVERABLES**

- A. Consultant will document all study findings, conclusions and recommendations in a formal study report. The consultant will identify

opportunities for improvement in all areas identified in the Scope of Services, and develop specific recommendations for implementation of those improvements.

Recommendations should be given a time frame for completion (e.g., immediate implementation, next fiscal year, within three years, etc.) to provide direction for the Division in incorporating the changes. Budgetary constraints on implementation should be taken into consideration

- B. Consultant will provide information describing the purpose of the study, methodology, time frame, and introduce the consultant staff to Fleet and Facilities employees and other City employees in an orientation meeting. This meeting(s) may be conducted in person or by using a web-based method.
- C. Consultant will survey Department Directors and Division Managers in the City to determine their views toward the Fleet and Facilities Division relating to service provision, delivery, and other expectations. The results of the anonymous survey will be included and reported in the final report.
- D. Consultant will survey employees of the Division regarding their perception of Division mission, goals and objectives, workload, information, supervision, training, policies and procedures, promotion, resources, etc. The results of the anonymous survey will be included and reported in the final report
- E. Consultant will provide monthly status reports to the Project Coordinator including a summary of all costs incurred and work performed by project team members during the period.
- F. Consultant will provide the Council Executive Director, Project Manager, the CAO, the Management Services Director, and the Division Manager, and the Chair of the Fleet and Facilities Committee draft copies (six (6) copies) of the final report of findings and recommendations for review and comment prior to the final printing. The review of the draft report will be for factual accuracy only. (Whether s/he disagrees or agrees with the recommendations can be expressed in a formal response once the final report has been delivered).

- H. Consultant will make oral presentations of the results of the study to the City Council at a regularly scheduled Council Work Session. This presentation will assist the Council in understanding the implications of the report and the consultant's recommendations. This presentation will be made in the City Council Work Room at the City offices.
- I. Consultant will make an oral presentation of the results of the study to the Division employees so that they may hear the recommendations directly from the consultant.
- J. Consultant will provide eight (8) copies of the final report and any attachments to the Project Coordinator. Consultant will also provide a copy of the final report in an electronic (PDF) format.

## **VII. PROPOSED WORK SCHEDULE**

|                       |                                  |
|-----------------------|----------------------------------|
| August 15             | RFP Advertised                   |
| August 24 or 31, 2015 | Intent to Bid Notification Due** |
| September 29          | Responses Due                    |
| October 9, 2015       | Internal Review Complete         |
| October 12, 2015      | Finalists notified               |
| November 2-6, 2015    | Interviews/Selection             |
| November 17, 2015     | City Council Interview/Approval  |
| November 9-30, 2015   | Contract Completed               |
| December 1, 2015      | Consultant Begins Work           |
| March 15, 2016        | Project Completion               |
| April 5, 2015 (T)     | Report to City Council           |

\*\*Notification of the consultant's intent to bid will allow Ogden City to more effectively manage questions and information requests and ensure that all interested parties get all requested information and answers to questions at the same time. Failure to provide a notice of intent to bid will not preclude a consultant from submitting a proposal. However, the consultant assumes all responsibility for any missed information.

Services required must be commenced by December 1, 2015, and be completed no later than March 15, 2016, unless another date is negotiated by the successful consultant prior to award of the contract.

## VIII. PROPOSAL

In order to assist the selection committee, proposals from consultants must be submitted in the same sequence shown below.

1. Cover Sheet (See Exhibit A).
2. A statement indicating whether your organization is national, regional or local.
3. A description of your organization's professional qualifications.
4. A statement indicating the number of employees, by level, that will handle the study.
5. A separate listing of current and prior clients, indicating the following:
  - A. Type(s) of services performed.
  - B. Indicate the names, addresses and telephone numbers of persons who may be contacted by the selection committee as references. Governmental clients are preferred.
6. Provide a resume for each study team member, and indicate the experience for each team member who would be assigned to the Ogden City study, including:
  - A. Name of individual.
  - B. Education/Professional credentials.
  - C. Experience in Facilities and/or Fleet management studies.
  - D. Experience in government facilities and/or fleet management.
  - E. Hourly rates to be charged for each team member.
  - F. Amount of time of each member dedicated to each study.
  - G. Their position on each study.

- H. Percentage of time senior or higher level personnel will be on-site.
- 7. A tentative schedule for completing the study within time frames specified herein.
- 8. A quoted price for each area and a "Not to exceed" total cost for the study.
- 9. Any additional information, which, in the opinion of the consultant, would be relevant to the City's evaluation process.
- 10. A written work plan outlining in detail how the consultant proposes to perform the services required.
- 11. A list of specific exceptions to any and all items, conditions and requirements contained in the RFP.
- 12. The signature of an authorized representative must appear on the cover sheet of the consultant's proposal. Signature on this form will be interpreted to indicate the consultant's willingness to comply with all the terms and conditions set forth in this Request for Proposal unless specific written exceptions are noted.
- 13. A list of any proposed exceptions to the terms and conditions of the attached agreement.
- 14. Information pertaining to any area of facilities and/or fleet administration and operations which are customarily reviewed during such a study which have not been mentioned in the "Scope of Services" section of the RFP.

## **IX. EVALUATION CRITERIA**

- 1. Following the receipt of proposals, the City-appointed selection committee will select finalists for further evaluation. The finalists will be selected based upon consideration of the following criteria:
  - A. Availability of national, local and regional resources.

- B. Number and depth of office staff to be used in carrying out the study.
- C. Level of expertise and experience of personnel in performing this type of study.
- E. Quality of the work plan used by the study team.
- F. Experience, education and training of personnel as it relates to Fleet and Facilities management and operations studies, particularly local government experience.
- F. Proposed schedule for completion of the required study functions within the specified deadlines.
- G. Hourly rates and a not-to-exceed price for completion of the work outlined in the Scope of Services in similar format as follows:

**Price Quote**

Hourly rates to be charged as follows:

| CLASSIFICATION   | RATE     |
|------------------|----------|
| Partner          | \$ _____ |
| Manager          | \$ _____ |
| Field Supervisor | \$ _____ |
| Staff            | \$ _____ |
| Clerical         | \$ _____ |
| Other: _____     | \$ _____ |

Not to Exceed cost to perform the Ogden City Fleet and Facilities Division General Management and Operations Study is \$ \_\_\_\_\_.

2. A selection committee consisting of the Council Executive Director, Council Deputy Director, Management Services Department Director, Fleet and Facilities Division Manager, and the chief deputy city attorney will evaluate all proposals received. Following evaluation by the committee, three or four finalists will be selected for further consideration.

The Committee will conduct oral interviews with each finalist. The individual designated as the project manager should be in attendance at the

interview. Other team members may attend at the discretion of the proposing consultant. All costs associated with travel to this interview are the responsibility of the consultant. The City will make every effort to accommodate flight and other schedules to minimize the cost to the proposing consultants.

Proposing consultants should be prepared to discuss all aspects of their proposal. In addition to the criteria for the proposals, finalists will be evaluated based on the following criteria:

- A. Professional qualifications and ability to present required information.
  - B. Previous experience.
  - C. Comments from references.
  - D. Ability to communicate effectively with the City Council, Department employees, and the public.
  - E. Willingness and ability to perform in an informal advisory capacity to the City Council.
  - E. Willingness and ability of the consultant to cooperate and work with the City Council staff in performance of the required study functions.
3. The selected consultant will be required to meet with the City Council at one of their regularly scheduled work sessions to present their proposal prior to entering into a contract. The City Council must approve the contract prior to commencement. All costs associated with travel to this interview are the responsibility of the consultant. The City will make every effort to accommodate flight and other schedules to minimize the cost to the consultant.

## **X. NOTICE OF SELECTION**

The City Council hopes to select the consultant to perform the Division management study by November 6, 2015. The selected consultant will be notified

as soon as possible. If a written agreement cannot be negotiated with the selected consultant within a reasonable period of time after selection, the City reserves the right to terminate negotiations and select a consultant from among the other finalists.

## **XI. SUBMISSION OF PROPOSALS**

In order to be considered for award, the consultant must submit six (6) copies and an electronic PDF of the written proposal to **the Purchasing Division, Ogden City, 2549 Washington Boulevard, Suite 500, Ogden, Utah, 84401, prior to 4:00 p.m. on September 29, 2015.** All proposals will be delivered in a sealed package and **Fleet and Facilities General Management and Operations Study** must be marked in a conspicuous place on the outside of the package. Proposals which are not received in the Purchasing Division prior to the time and date specified herein will be considered late. **LATE PROPOSALS WILL NOT BE CONSIDERED FOR AWARD.**

The City reserves the right to reject any and all proposals and to waive any informality or technicality in proposals received, in the interest of the City.

## **XII. PROPOSAL COORDINATOR – CITY CONTACT**

Questions concerning the scope of work or the meaning or intent of these specifications should be directed in writing to Sandy Poll, Ogden City Purchasing. Ms. Poll can be reached at 2549 Washington Boulevard, Suite 510, Ogden, Utah 84401; (801) 629-8743 or via e-mail at [SandyPoll@ogdencity.com](mailto:SandyPoll@ogdencity.com).

Note that all questions received prior to the due date for the Intent to Bid will be handled at the discretion of Ms. Poll. After the due date for the Intent to Bid, every effort will be made to the same information to all consultants who have communicated an intent to bid.

## **XIII. PROJECT MANAGER – CITY CONTACT**

Janene Eller-Smith, Council Deputy Director will serve as the project manager and the contact for this project. Ms. Eller-Smith can be reached at the Office of the Ogden City Council, 2549 Washington Boulevard, Suite 320, Ogden, Utah 84401; (801) 629-8165 or via e-mail at [janene@ogdencity.com](mailto:janene@ogdencity.com).

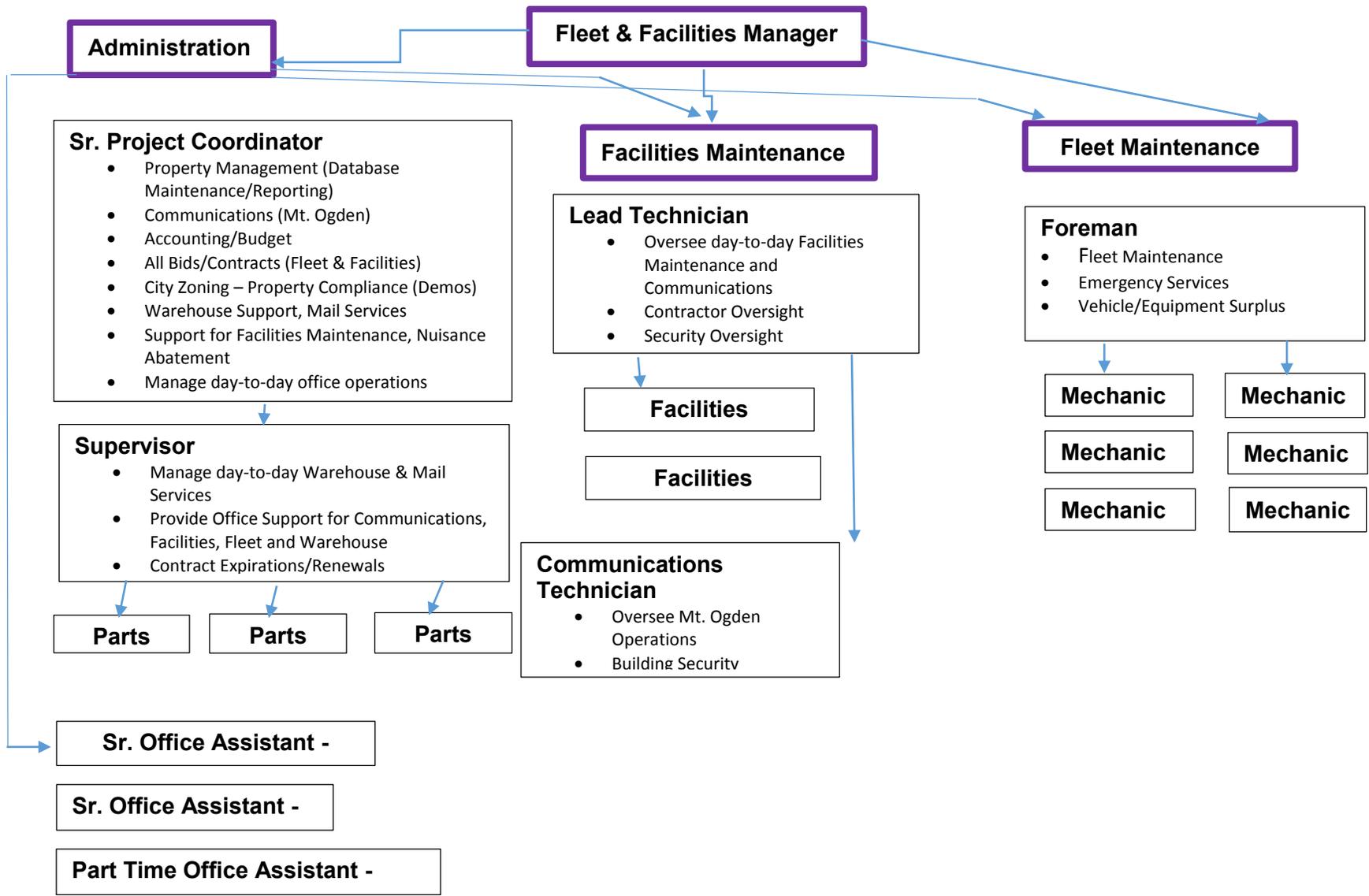
**EXHIBIT A**

**COVER SHEET FOR PROPOSAL**



**EXHIBIT B**

**FLEET AND FACILITIES DIVISION  
ORGANIZATIONAL CHART**



**EXHIBIT C**

**SUMMARY – 2013 FACILITIES CONDITION REPORT**

FACILITIES RENEWAL NEEDS COMPARISON

| Asset Code           | Asset Name                      | Immediate  | Critical           | Non-Critical       | Deferred Renewal    | 2014             | 2015             | 2016               | 2017               | 2018             | 2019               | 2020               | 2021               | 2022               | 2023               | 10-YR. TOT. NEEDS   |
|----------------------|---------------------------------|------------|--------------------|--------------------|---------------------|------------------|------------------|--------------------|--------------------|------------------|--------------------|--------------------|--------------------|--------------------|--------------------|---------------------|
| 04007                | UNION PACIFIC TERMINAL STATION  | 0          | 124,045            | 2,635,764          | 3,417,970           | 286,422          | 80,544           | 28,335             | 797,955            | 383,628          | 259,015            | 981,183            | 694,078            | 29,844             | 0                  | 6,938,975           |
| 101400               | FRANCOM PUBLIC SAFETY           | 0          | 7,131              | 0                  | 0                   | 24,348           | 0                | 0                  | 707,337            | 0                | 403,668            | 32,732             | 145,476            | 400,871            | 756,183            | 2,470,614           |
| 101821               | MT. OGDEN GOLF COURSE CLUBHOUSE | 0          | 8,461              | 210,885            | 373,696             | 0                | 0                | 0                  | 201,791            | 4,647            | 0                  | 0                  | 0                  | 128,287            | 2,064              | 710,483             |
| 101858               | MARSHALL WHITE CENTER           | 0          | 34,664             | 167,413            | 3,449,039           | 0                | 60,683           | 0                  | 221,864            | 70,195           | 0                  | 471,069            | 0                  | 0                  | 25,127             | 4,297,977           |
| 102110               | COMMUNITY SERVICES              | 0          | 75,278             | 61,981             | 44,652              | 0                | 0                | 244                | 0                  | 0                | 0                  | 71,794             | 0                  | 21,707             | 0                  | 138,368             |
| 108501               | JUNCTION NORTH PARKING          | 0          | 346,778            | 862,197            | 104,501             | 0                | 0                | 417,224            | 0                  | 0                | 6,754              | 0                  | 878,702            | 0                  | 0                  | 1,407,182           |
| 108506               | JUNCTION SOUTH PARKING          | 0          | 647,878            | 1,548,979          | 1,818,757           | 37,310           | 1,854            | 757,155            | 0                  | 32,973           | 24,788             | 0                  | 0                  | 0                  | 0                  | 2,672,838           |
| 140190               | FIRE STATION NO. 4              | 0          | 64,133             | 106,044            | 220,700             | 0                | 5,862            | 39,888             | 0                  | 0                | 0                  | 114,730            | 0                  | 798                | 0                  | 381,977             |
| 250400               | JUSTICE COURT                   | 0          | 2,553              | 233,213            | 30,634              | 0                | 0                | 142,308            | 0                  | 43,593           | 0                  | 72,456             | 0                  | 38,054             | 90,036             | 417,080             |
| 400400               | OGDEN AIRPORT TERMINAL BUILDING | 0          | 69,941             | 262,412            | 896,522             | 0                | 143,592          | 0                  | 121,603            | 0                | 0                  | 188,140            | 0                  | 13,648             | 1,359              | 1,364,864           |
| 421734               | MUNICIPAL BUILDING              | 0          | 3,012              | 263,290            | 0                   | 227,017          | 0                | 1,068,563          | 0                  | 12,757           | 668,139            | 313,841            | 0                  | 1,026,991          | 220,393            | 3,537,701           |
| 551400               | LORIN FARR POOL                 | 0          | 122,691            | 138,989            | 495,910             | 0                | 40,984           | 24,394             | 0                  | 0                | 0                  | 19,765             | 0                  | 24,893             | 45,707             | 651,653             |
| 565400               | GOLDEN HOURS CENTER             | 0          | 2,553              | 160,965            | 863,916             | 0                | 51,769           | 0                  | 41,089             | 4,732            | 88,703             | 304,691            | 77,059             | 110,365            | 4,340              | 1,547,663           |
| 573400               | EL MONTE GOLF COURSE CLUBHOUSE  | 0          | 162,437            | 108,349            | 168,904             | 0                | 1,591            | 0                  | 0                  | 69,234           | 0                  | 3,155              | 0                  | 28,642             | 1,835              | 273,360             |
| 601400               | PUBLIC WORKS COMPOUND           | 0          | 4,842              | 23,674             | 0                   | 0                | 0                | 0                  | 40,001             | 315,012          | 0                  | 155,977            | 0                  | 376,146            | 67,754             | 974,891             |
| 606400               | COMMUNICATIONS AND OLD WATER    | 0          | 91,073             | 95,169             | 1,144,495           | 0                | 20,925           | 0                  | 7,210              | 0                | 0                  | 70,172             | 0                  | 184,653            | 0                  | 1,427,456           |
| 608400               | FLEET AND VEHICLE               | 0          | 3,208              | 29,933             | 0                   | 0                | 0                | 0                  | 52,764             | 0                | 24,155             | 117,749            | 0                  | 192,400            | 0                  | 387,069             |
| <b>GRAND TOTALS:</b> |                                 | <b>\$0</b> | <b>\$1,768,678</b> | <b>\$6,908,246</b> | <b>\$13,029,495</b> | <b>\$335,099</b> | <b>\$407,804</b> | <b>\$2,478,110</b> | <b>\$2,181,614</b> | <b>\$996,770</b> | <b>\$1,478,322</b> | <b>\$2,917,424</b> | <b>\$1,795,315</b> | <b>\$2,577,501</b> | <b>\$1,234,797</b> | <b>\$29,600,151</b> |





**Proposal to Conduct a Management and  
Operations Study of the Fleet and Facilities  
Division**

**OGDEN CITY, UTAH**



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# **COVER SHEET**

**CONTRACTOR'S PROPOSAL FOR  
PROFESSIONAL MANAGEMENT AND OPERATIONS STUDY SERVICES**

TO: The Purchasing Officer of Ogden City Corporation

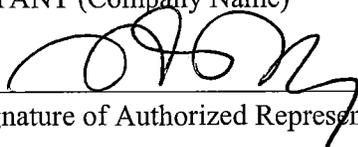
Proposal of

\_\_\_\_\_  
(an individual) (a partnership) (a corporation) duly organized under the laws of the State  
of \_\_\_\_\_.

The undersigned, having carefully read and considered the Request For Proposal for Professional Auditing Services for the Ogden City Council, does hereby offer to perform such services on behalf of the City, in the manner described, subject to and in accordance with the terms and conditions set forth in the attached proposal and at the rates indicated in our response to this solicitation.

\_\_\_\_\_  
CONSULTANT (Company Name)

\_\_\_\_\_  
Date

BY:   
Signature of Authorized Representative

PRINCIPAL OFFICE ADDRESS:

\_\_\_\_\_  
\_\_\_\_\_  
(City) (County) (State)

TELEPHONE: \_\_\_\_\_ FAX: \_\_\_\_\_

E-MAIL: \_\_\_\_\_

# **LETTER OF TRANSMITTAL**



September 28, 2015

Ms. Sandy Poll  
 Purchasing Division  
 City of Ogden City  
 2549 Washington Boulevard, Suite 500  
 Ogden City, UT 84401

Dear Ms. Poll:

The Matrix Consulting Group is pleased to provide you with a proposal to Conduct a General Management and Operations Study of the Fleet and Facilities Divisions for the City of Ogden City. The Matrix Consulting Group is a firm comprised of highly experienced consultants specializing in the analysis of fleet and facilities management services. We have structured a proposal and a project team that will provide the City with the highest possible quality of consulting services.

A review of our proposal will show that the Matrix Consulting Group and our proposed project team have decades of experience evaluating municipal services, which includes fleet and facilities maintenance and management operations in Utah and throughout the United States. The references we have provided can attest to the depth, quality and value of our analysis. Our team's fleet and facilities management service analytical experience includes hundreds of projects, including this partial list of assignments conducted in just the past few years:

|                   |                               |                             |
|-------------------|-------------------------------|-----------------------------|
| Albany, NY        | Imperial Irrigation Dist., CA | <b>Salt Lake County, UT</b> |
| Albuquerque, NM   | Long Beach, CA                | San Clemente, CA            |
| Avon, CT          | Lowell, MA                    | San Luis Obispo, CA         |
| Boston, MA        | Maricopa County, AZ           | Scottsdale, AZ              |
| Brattleboro, VT   | Marion County, OR             | Spokane, WA                 |
| Cedar Rapids, IA  | Montpelier, VT                | Springfield, MA             |
| DeKalb County, GA | Niles, IL                     | Sunnyvale, CA               |
| Falmouth, MA      | Oakland, CA                   | Tiburon, CA                 |
| Franklin, TN      | Orland Park, IL               | The United Nations          |
| Gloucester, MA    | Palo Alto, CA                 | Waltham, MA                 |
| Greenwich, CT     | <b>Salt Lake City, UT</b>     | White Plains, NY            |

In addition we are conducting a facilities study for Brookline, Massachusetts and have just completed draft maintenance stud reports for Rock County (WI), Northampton (MA) and Amherst (NH).

As the table demonstrates we have significant fleet and facilities management analytical experience, including a recent engagement to analyze County-wide operations in Salt Lake County which included both the Fleet Management and Facilities Management Departments. In addition, we recently completed a study for Salt

Lake City in which we evaluated its Golf Fund. This project also included an evaluation of the condition of the facilities of the Fund.

Our credibility in the analysis of facilities is bolstered by the fact that we assisted the United Nations in developing a staff reorganization and preventive maintenance plan when they remodeled their New York facilities (the Secretariat and General Assembly buildings).

Finally, the firm has experience in over 1,000 studies since it was formed 13 years ago with every function of local government. This provides us with vast knowledge of the needs of operational departments relating to fleet and facilities.

There are many significant aspects of our firm, our project team, our experience and our approach which distinguish us in this analytical industry. These elements are summarized by the following points:

- As President of the firm, I will provide oversight and quality control for deliverables. I have conducted many previous fleet and facilities maintenance and management service studies.
- Our proposed staff members are extremely experienced, having themselves conducted scores of fleet and facilities maintenance and management service studies. To maintain quality and consistency our team has no subcontractors.
- We are a fact-based firm providing detailed data collection and analysis.
- We obtain extensive input from stakeholders, including City management, elected officials, department and divisional staff, and others.
- We work closely with our clients through interim reports and review meetings.
- We provide our clients with detailed implementation plans.

If you have any questions, please do not hesitate to contact me at our headquarters office at 650-858-0507 or via email at [rbrady@matrixcg.net](mailto:rbrady@matrixcg.net).

Richard P. Brady  
President



**Matrix Consulting Group**

# **1. FIRM QUALIFICATIONS AND EXPERIENCE**

# 1. FIRM QUALIFICATIONS AND EXPERIENCE

In this section of the proposal we provide an introduction to the Matrix Consulting Group, which provides a summary of the firm and its strength as an organization in terms of its client base, as well as its analytical philosophy, and particular focus on the subject matter in Ogden City’s needs for a fleet and facilities management consultant.

## 1. PROFESSIONAL QUALIFICATIONS OF THE MATRIX CONSULTING GROUP

The Matrix Consulting Group is a national management consulting firm dedicated to providing assistance to local government. While we provide a wide variety of services to local government, the analysis of fleet and facilities management services is a key facet of our business. Key elements of our approach to working with local government and its fleet and facilities maintenance and management services include the following:

- We were founded in 2002. However, the principals and senior staff of our firm have worked together in this and other consulting organizations *as one team* for between 10 and 30 years.
- We are incorporated in the State of California, with offices in Massachusetts, Illinois, Washington and Texas. We are also incorporated in the State of Utah.
- Our *only* market and service focus is management, staffing, organization and operations analysis of local government, including fleet and facilities management.
- We have extensive fleet and facilities management analytical experience across the country, having worked with many such municipal agencies for over 30 years.
- We have conducted over 100 studies of fleet and facilities management departments. Some recent studies include the following:

|                                                                                                                                                                       |                                                                                                                                                                                             |                                                                                                                                                                                                 |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Albany, NY<br>Albuquerque, NM<br>Avon, CT<br>Boston, MA<br>Brattleboro, VT<br>Cedar Rapids, IA<br>DeKalb County, GA<br>Falmouth, MA<br>Franklin, TN<br>Gloucester, MA | Imperial Irrigation Dist., CA<br>Long Beach, CA<br>Lowell, MA<br>Maricopa County, AZ<br>Marion County, OR<br>Montpelier, VT<br>Niles, IL<br>Oakland, CA<br>Orland Park, IL<br>Palo Alto, CA | <b>Salt Lake County, UT</b><br>San Clemente, CA<br>San Luis Obispo, CA<br>Scottsdale, AZ<br>Spokane, WA<br>Springfield, MA<br>Sunnyvale, CA<br>Tiburon, CA<br>The United Nations<br>Waltham, MA |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

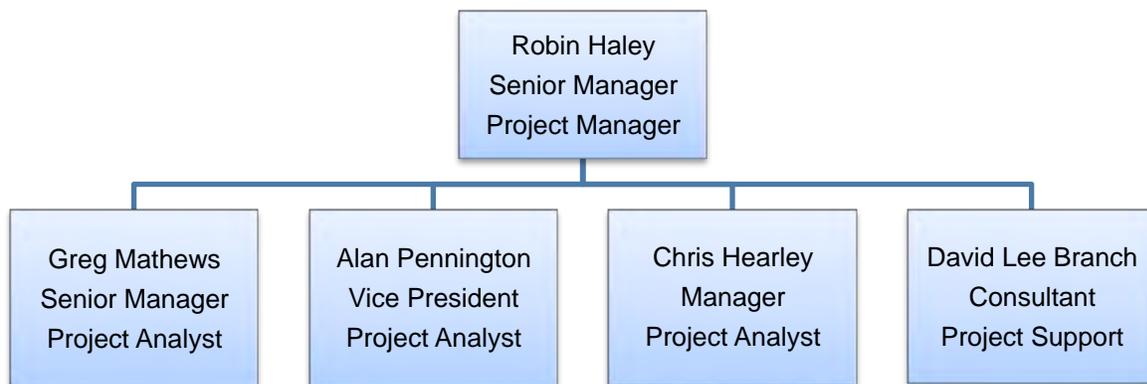
In addition we are conducting a facilities study for Brookline, Massachusetts and have just completed draft maintenance stud reports for Rock County (WI), Northampton (MA) and Amherst (NH).

Our credibility in this area is bolstered by the fact that we assisted the United Nations in developing a staff reorganization and preventive maintenance plan when they remodeled their New York facilities (the Secretariat and General Assembly buildings).

Finally, the firm has experience in over 1,000 studies since it was formed 13 years ago with every function of local government. This provides us with vast knowledge of the needs of operational departments relating to both fleet and facilities management in municipal organizations.

**2. EMPLOYEES WHO WILL HANDLE THE STUDY**

For this engagement, we are proposing a project team consisting of many of our senior staff who have extensive public works experience that includes fleet and facilities management and other related service areas. We would commit these personnel to this engagement upon selection. The following organization chart provides the names, positions and project roles of our proposed team members.



**3. CURRENT CLIENTS**

The Matrix Consulting Group has provided consulting services nationally to hundreds of previous clients since our inception in 2002. The resumes of our senior staff members are provided as an attachment to this proposal, and these include comprehensive listings of the clients for which we have provided consulting services.

**OGDEN CITY, UTAH****Proposal to Conduct a Management and Operations Study of the Fleet and Facilities Division**

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As our previous client list is too long to list in this proposal, we have provided, in the table below, the list of current clients for whom each of our proposed project team members is providing services, as well as the nature of these consulting services.

| <b>Client</b>              | <b>Team Members</b>                                | <b>Service</b>                                                     |
|----------------------------|----------------------------------------------------|--------------------------------------------------------------------|
| <b>Butte County, CA</b>    | Greg Mathews                                       | Emergency Communications                                           |
| <b>Hennepin County, MN</b> | Greg Mathews                                       | Sheriff Department Operations                                      |
| <b>Honolulu, HI</b>        | Greg Mathews                                       | Public Utilities Study                                             |
| <b>Niles, IL</b>           | Alan Pennington                                    | Community Development Study                                        |
| <b>Oconomowoc, WI</b>      | Robin Haley                                        | DPW/Engineering/Facilities                                         |
| <b>Peoria County, IL</b>   | David Lee Branch<br>Robin Haley<br>Alan Pennington | Facilities Management, Fleet Management, General County Operations |
| <b>Trumbull, CT</b>        | David Lee Branch<br>Robin Haley                    | Parks and Recreation/Fleet Management                              |
| <b>Seattle, WA</b>         | Alan Pennington<br>Chris Hearley                   | Parks and Recreation Operations Analysis                           |

**4. REFERENCES**

The following table provides recent illustrative references for our firm and the key project team members.

| Client                                                                                                                                       | Project Summary                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Reference                                                                                                          |
|----------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------|
| <p><b>Palo Alto, California</b></p> <p><b>Organizational Assessment of Facilities Management</b></p> <p><b>2014 – 2015</b></p>               | <p>The Matrix Consulting Group conducted a study of this city’s facilities management function that included analyses of organizational structure, use of technology, planning and scheduling, staffing analysis, and more. The project team recommended the authorization of a Facilities Manager position to institute an asset management program, implement the Department’s computerized maintenance management system, implement predictive maintenance techniques, and ensuring that preventive maintenance, which had been lagging, was performed according to schedule. Other recommendations focused on redesigning certain positions to better align with the needs of the organization, developing a strategic plan for the Facilities Management, as well as others.</p>                                                                                                                                                                                                         | <p>Walter Passmore<br/>Urban Forester<br/>250 Hamilton Ave.<br/>Palo Alto, CA 94301</p> <p>(650) 496-5986</p>      |
| <p><b>Salt Lake County, Utah</b></p> <p><b>Process Improvement and Business Process Reengineering Services</b></p> <p><b>2014 – 2015</b></p> | <p>During this engagement, the firm conducted an organizational scan for the entire County organization to identify key issues, processes and staffing allocations impacting services. This effort included interviews with representatives from each functional area and a county-wide employee survey. From this effort, a listing of prioritized areas for further inquiry was developed and evaluated. The additional areas included: development of a performance management program framework for implementation by the County Mayor’s Office, an evaluation of staffing levels, organizational structure and processes for all County operations, including fleet and facilities functions. Areas of duplication in internal service delivery were identified and recommendations made to streamline services, reallocate staff to centralized functions, and implement service level agreements between internal service functions and operating departments. Of particular note,</p> | <p>Carleton Christianson, Director<br/>2001 S. State Street<br/>Salt Lake City, UT 84114</p> <p>(385) 468.7032</p> |

| Client                                                                                                                                     | Project Summary                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | Reference                                                                                                                                              |
|--------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Lowell, Massachusetts</b></p> <p><b>Organizational and Space Needs Analysis of Fleet Maintenance Services</b></p> <p><b>2015</b></p> | <p>The City of Lowell historically has provided fleet maintenance and repair services in four different locations in the City under three different departments – Public Works, Fire and Police. Working with Lavalee Brensinger Architects, the project team analyzed the feasibility of consolidating fleet maintenance services in the City. This included the analysis of equipment to determine the technological needs, the optimum mechanic staffing levels as well as the managerial and administrative needs of a consolidated department. The project team also determined the space needs of a consolidated facility that included right-sizing the numbers and sizes of bay space, vehicle wash facility, fueling site, administrative and managerial office space, mechanical space, as well as the parking space needed for City equipment as well as visitor parking.</p> | <p>Robert Robicsek<br/>Principal<br/>Lavalee Brensinger Architects<br/>155 Dow Street, Suite 400<br/>Manchester, NH 03101</p> <p>603.622.5450 x110</p> |
| <p><b>Niles, Illinois</b></p> <p><b>Operational Review of the Public Services Department</b></p> <p><b>2013</b></p>                        | <p>This operations performance review consisted of a comprehensive organizational and management analysis of the Public Services Department. Recommendations included enhancements to the use and application of the computerized maintenance management system, the work planning and scheduling systems, preventive maintenance of the Village's infrastructure, asset management practices, capital project management practices, organizational structure, outsourcing of non-core activities, etc.</p>                                                                                                                                                                                                                                                                                                                                                                              | <p>Steven Vinezeano<br/>Village Manager<br/>1000 Civic Center Drive<br/>Niles, IL 60714</p> <p>(847) 588-8000</p>                                      |
| <p><b>Greenwich, Connecticut</b></p> <p><b>Facilities Management Consolidation Feasibility Study</b></p> <p><b>2012</b></p>                | <p>In this study, the Matrix project team analyzed the feasibility of consolidating the Town and Schools facilities management functions. The project team analyzed operational practices, custodial staffing ratios, training, and work planning and scheduling to assess the feasibility of consolidating these functions.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <p>Peter Mynarski<br/>Comptroller<br/>101 Field Point Road<br/>Greenwich, CT 06830</p> <p>(203) 622-7720</p>                                           |

**5. BRIEF RESUMES OF PROPOSED PROJECT TEAM MEMBERS**

In the brief biographies provided below, please note that we have indicated the approximately percentage of time each consultant will be on site in Ogden City. The hourly rates for our consultants, as well as the total number of hours for each, are provided in Section 3 of this proposal, in which we outline the fees charged for services.

A summary of the experience of our consultants is provided below, with more extensive resumes provided in the attachment to this proposal.

The Matrix Consulting Group is not proposing the use of any subcontractors on this engagement because the experience and expertise to conduct this study reside among our staff. This also has the effect of making quality and customer service consistently high in our projects.

**ROBIN HALEY** is a Senior Manager with the Matrix Consulting Group and brings over 26 years of consulting experience at the local, state and federal level. His primary areas of work include analyses of fleet, facilities, engineering and utilities, organization and management consulting, as well as productivity and benchmarking studies. Mr. Haley has consulted in numerous functional areas in government including public works, public safety, community development, planning, human and social services, finance, human resources, organizational development, as well as administrative and support services. Mr. Haley has conducted over 70 fleet and facilities operational reviews that have focused on fleet right-sizing, asset replacement methodology, inventory optimization, facility project management, and other facets of operations and organization. Some of Mr. Haley's municipal clients include Salt Lake County (UT), Maricopa County (AZ), Polk County (FL), Chelsea (MA), Springfield (MA), Onondaga County (NY), Douglas County (OR), Charleston County (SC), Nashville (TN), and Aurora (CO). He received his B.S. degree from the Georgia Institute of Technology and his M.B.A. from Georgia State University. ***Mr. Haley will serve as the Project Manager on this engagement, providing oversight, quality assurance and quality control aspects. Mr. Haley will be on site for approximately 33% of his total time on the project. His hourly billing rate for this project is \$200.***

**GREG MATHEWS** – Mr. Mathews is a Senior Manager and has over twenty years of public sector experience, performing as both a senior management consultant and executive manager. As Deputy Director of Auditing for the Los Angeles City Controller's Office, he managed the day-to-day functions of the Performance Auditing, Follow-up and Management Assessment sections. For over fifteen years, Mr. Mathews has provided public sector consulting services to cities, counties and special districts throughout the Western U.S., and has completed comprehensive management studies encompassing over 200 operating departments including public works and utilities. Mr. Mathews has participated as lead consultant in over 100 consulting engagements, with emphasis in the public works field, including both fleet and facilities management. His experience includes assignments for Vacaville (CA), Spokane (WA), Goodyear (AZ), Sunnyvale (CA), South Coast Water District (CA), Tualatin Valley Water District (OR), the Santa Clara Valley Water District (CA), the Association of California Water Agencies (ACWA), and Barstow (CA). He has an MPA from USC. ***Mr. Mathews will serve as a Project Analyst on this engagement. Mr. Mathews will be on site for approximately 33% of his total time on the project. His hourly billing rate for this project is \$200.***

**ALAN PENNINGTON** – Mr. Pennington is a Vice President with the Matrix Consulting Group with over 10 years of local government management consulting experience. Additionally, he has over 15 years of experience as a top manager in the public sector in Illinois and Maine before joining Matrix. These top management positions included Assistant City Manager, Assistant Human Resources Director and Labor Relations Manager. His experience conducting Public Works studies includes: Alexandria (VA), Avon (CT), Charleston County (SC), Franklin (TN), Johnson County (KS), Marion County (OR), Milwaukee (WI), Missouri Department of Conservation (MO), Orland Park (IL), Raymore (MO), South Coast Water District (CA) and White Plains (NY). His fleet and facilities management experience includes numerous financial and administrative analyses, including the analysis of charge-back systems, financial controls, budgeting and customer service. Mr. Pennington has taught collective bargaining and economics at Bradley University and Eureka College. Mr. Pennington has a BA (Public Management) and M.P.A. from the University of Maine. ***Mr. Pennington will serve as a Project Analyst on this engagement. Mr. Pennington will be on site for approximately 33% of his time on the project. His hourly billing rate for this project is \$200.***

**CHRIS HEARLEY** is a Manager with the Matrix Consulting Group and has been an operational finance manager in several public agencies. Prior experience included two years as the Director of Business for the Glens Falls School District and 22 years with the Budget Office for the City of Albany, NY, the last 17 years as Budget Director. As Director managed all business related functions including budgeting, accounting, human resources, payroll, purchasing, transportation, facility operations and food service. Streamlined the budget process, recommended and implemented cost saving measures and led the District to its' first balanced budget in more than a decade. Developed strategic planning initiatives including the use of multi-year revenue and expense forecasting. Assisted the Deputy Mayor in managing day-to-day operations of City Administration, oversaw Administrative Services, Personnel and Purchasing. In addition, assisted with the planning, design and financing of major capital projects, examined departmental programs for financial, policy and community implications and reviewed all departmental expenditures. ***Mr. Hearley would serve as a Project Analyst for this assignment. Mr. Hearley would be on site for approximately 33% of his time on the project. His hourly billing rate for this project is \$125.***

**DAVID LEE BRANCH** – Mr. Branch is a Consultant with the Matrix Consulting Group. Mr. Branch is assigned to support our senior staff in all subject areas but focuses on supporting staff in our general management consulting practice. Prior to joining the Matrix Consulting Group he completed internships with the City of Riverside, CA Planning Division and the public policy department of the Los Angeles Area Chamber of Commerce. During his time with the firm, he has worked in a supporting role to senior project analysts on numerous projects. He is an alumnus of the 2011 Teach For America St. Louis Corps. Mr. Branch received his BS in Public Policy, Management, and Planning from USC and his Masters of Education from University of Missouri St. Louis. ***Mr. Branch will provide support to the Project Analysts on this engagement. Mr. Branch will be on site for approximately 25% of his time on the project. His hourly billing rate for this project is \$100***

## **2. TENTATIVE PROJECT SCHEDULE**

## 2. TENTATIVE PROJECT SCHEDULE

The chart, below, shows our proposed time schedule by week for accomplishing each of the tasks associated with the project work plan provided in this section of the proposal.

| TASK / WEEK                | 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 | 10 | 11 | 12 | 13 | 14 | 15 | 16 |
|----------------------------|---|---|---|---|---|---|---|---|---|----|----|----|----|----|----|----|
| 1. Kickoff Meetings        |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |
| 2. Profile                 |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |
| 3. Best Practices          |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |
| 4. Opinion Surveys         |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |
| 5. Evaluate Work Practices |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |
| 6. Evaluate Administration |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |
| 7. Evaluate Organization   |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |
| 8. Draft and Final Reports |   |   |   |   |   |   |   |   |   |    |    |    |    |    |    |    |

We are prepared to begin promptly following award of the contract and complete work within a sixteen (16) week period, as specified in the City’s Request for Proposals.

### **3. PRICE**

### 3. PRICE

Based on our task plan, we propose to conduct this study for not to exceed price of **\$99,950**, inclusive of all professional fees and expenses, at the level of detail outlined in our proposal.

| Task                      | Haley           | Mathews         | Pennington      | Hearley         | Branch         | Total Hours     |
|---------------------------|-----------------|-----------------|-----------------|-----------------|----------------|-----------------|
| 1. Initiation             | 8               | 0               | 0               | 0               | 0              | 8               |
| 2. Profile                | 32              | 32              | 24              | 16              | 16             | 120             |
| 3. Best Practices         | 16              | 16              | 16              | 16              | 8              | 72              |
| 4. Opinion Surveys        | 8               | 0               | 0               | 0               | 40             | 48              |
| 5. Work Practices         | 32              | 28              | 8               | 16              | 8              | 92              |
| 6. Admin / Financial      | 8               | 0               | 24              | 32              | 8              | 72              |
| 7. Organization           | 8               | 8               | 8               | 8               | 0              | 32              |
| 8. Final Report           | 32              | 24              | 24              | 16              | 0              | 96              |
| <b>TOTAL HOURS</b>        | <b>144</b>      | <b>108</b>      | <b>104</b>      | <b>104</b>      | <b>80</b>      | <b>540</b>      |
| <b>RATE PER HOUR</b>      | <b>\$200</b>    | <b>\$200</b>    | <b>\$200</b>    | <b>\$125</b>    | <b>\$100</b>   |                 |
| <b>TOTAL COST</b>         | <b>\$28,800</b> | <b>\$21,600</b> | <b>\$20,800</b> | <b>\$13,000</b> | <b>\$8,000</b> | <b>\$92,200</b> |
| <b>EXPENSES</b>           |                 |                 |                 |                 |                | <b>\$7,750</b>  |
| <b>TOTAL PROJECT COST</b> |                 |                 |                 |                 |                | <b>\$99,950</b> |

The cost for each task of the study is provide in the table below:

| Task                        | Cost            |
|-----------------------------|-----------------|
| 1. Kickoff Meetings         | \$1,600         |
| 2. Profile                  | \$19,110        |
| 3. Best Practices           | \$13,175        |
| 4. Opinion Surveys          | \$6,800         |
| 5. Evaluate Work Practices  | \$16,450        |
| 6. Evaluate Admin/Financial | \$12,220        |
| 7. Evaluate Organization    | \$12,100        |
| 8. Draft and Final Reports  | \$18,245        |
| <b>TOTAL PROJECT COST</b>   | <b>\$99,700</b> |

## **4. WORK PLAN**

## 4. WORK PLAN

This section of our proposal provides our management plan to ensure study success, as well as details for our proposed Scope of Work. The Matrix Consulting Group believes that it is important for the City to understand our fact-based work approach.

### 1. PROPOSED APPROACH FOR CONDUCTING THE ANALYSIS OF FLEET AND FACILITIES MANAGEMENT.

We believe that several aspects of our study approach should be mentioned and stressed. Our intent is not merely to describe what tasks we will perform to conduct the analysis of fleet and facilities management, but also how we will produce results that are accurate and concrete, substantive, defensible and can be implemented. These aspects are described in the paragraphs below.

#### (1) Project Management

One critical success factor in conducting a project of this size and complexity in an efficient, timely, and effective manner is project management. The Matrix Consulting Group utilizes project management approaches that assure that (a) efficiencies can be achieved in the gathering and analysis of information; (b) disruption to the day-to-day operations of the City can be minimized; and (c) later tasks can build upon the results of earlier ones so that backtracking and redundant work effort (and unnecessary costs to the departments) can be avoided.

#### (2) Information Gathering

Equally important to the success of the project are the methods that we will use to collect, analyze, and present information in order to formulate findings and develop and assure acceptance of recommendations. The Matrix Consulting Group has developed and fine-tuned over the years, a number of information gathering tools and techniques. These tools enable us to gather information efficiently and quickly. The tools that we will employ in this project include

- **Formal field data documentation.** These are written checklists that specify the types of documentary material (e.g., organization charts, policy and procedure manuals, etc.) and quantitative information (e.g., work order data, facility inventory data, fleet listing, budget information, etc.) we are seeking in order to evaluate workload, staffing, and benchmark operations. They will serve as an initial blueprint for our staff to follow in assembling pertinent information.
- **Interviews.** Employee interviews are a staple of our consulting approach. We utilize interviews to gain a perspective regarding such issues as:

- Staffing and responsibilities of the staff of the organizations included in the study.
  - Current workload, inventory, and workload trends.
  - Basic service level goals and objectives established to guide divisional activities and to establish accountability for service delivery.
  - The work scheduling system utilized by the organizations (e.g., 4/10, 5/8, other).
  - Effectiveness of the use of work planning and scheduling systems.
- **Site Inspections.** Visits to the four facilities maintained by the organizations will afford consulting team members an opportunity to observe these facilities and discuss the issues associated with the maintenance and repair of these facilities.

As the next section demonstrates, this attention to detail carries through to our analysis.

### **(3) Data Analysis**

The Matrix Consulting Group uses a number of proven analytical methodologies that we have developed in areas such as the following:

- **Best Practices Analysis.** Best practices analysis of services, efficiency and effectiveness has been increasingly utilized in the public sector to evaluate organizations. This approach will be useful in this study to assess the City of Ogden City's current approaches to delivery of fleet and facilities management services. We would utilize a list of quantitative and qualitative best practices that have been developed by the Matrix Consulting Group to benchmark these services. This list of "best management practices" that we have developed in other studies and by professional associations would be utilized to identify potential strengths and improvement opportunities in existing fleet and facilities management operations and services.
- **Benchmarking.** The Matrix Consulting Group employs benchmarking techniques in every review we conduct. In this assignment, the Matrix Consulting Group would benchmark the City of Ogden City against other public and private sector organizations. We will identify key cost drivers and performance metrics that will be used to facilitate comparisons to other similar cities. Ogden City's actual data will be reviewed and analyzed to categorize the existing information into pre-established formats for benchmarking studies. Some of the key metrics that will be used to facilitate comparisons to existing benchmark data are:

- Space Utilization
- Maintenance - costs and percent of PM activity
- Energy consumption and costs
- Custodial costs, staffing and cleaning frequencies
- Fleet size and composition
- Parts availability
- Mechanic and Technician targets for chargeability to work orders
- Turn around (work-cycle) time
- Equipment Performance (reliability data)

The ability to conduct this full range of benchmarking will depend to a great extent on the availability of data from Ogden City. In addition to serving as a valuable diagnostic tool, benchmarking adds an important tool. The cause of a variance between actual practice and these benchmarks may result from poor data. Regardless, the performance statistic will have served its purpose in drawing attention to an area in need of review.

#### **(4) An Inclusive, Stakeholder Oriented Approach**

Employee involvement is a critical component of the review. If selected to conduct the review of the organizations, we would propose the following approaches to ensure staff involvement is maximized over the course of the project.

- At the beginning of the project, we would prepare a brief handout for distribution to all full-time and part-time staff of the Division that introduces our project team; describes project objectives; and shows the project schedule. This handout would be distributed to employees at an initial introductory, briefing session at which we would introduce the team and answer questions about the study. We have found that this initial briefing session is useful in reducing anxiety frequently associated with a review project.
- We would conduct personal interviews with selected employees of the Division. During these interviews, we would explain the purpose of the study, solicit employees' input regarding improvement opportunities and solicit information regarding each employee's work assignment.
- We will work with the City's assigned Project Coordinator on this project. We envision the Project Coordinator's role to include reviewing and critiquing our

findings, conclusions, and recommendations as they are developed. We will also provide monthly status reports to the Project Coordinator, including a summary of all costs incurred and work performed by project team members during the period. We also strongly suggest the creation of a project steering committee comprised of fleet and facilities maintenance staff as well as City management and representatives of key customer departments.

The following section contains the project team's detailed work plan for conducting the analysis of fleet and facilities management.

## **2. WORK PLAN**

This section of the proposal provides a statement of the programs, services proposed, and methodologies to be used in the analysis of fleet and facilities management.

### **Task 1 Develop an Understanding of the Key Issues Impacting Fleet and Facilities Management.**

To realistically evaluate operations, we need to develop an understanding of the key issues impacting and shaping service requirements for the Division of Fleet and Facilities. To gain this perspective and develop a clear focus for the analysis, we will conduct interviews with the key members of Ogden City's management team. These interviews would focus on exploring issues and attitudes in the following areas:

- Goals and objectives of the study;
- Key operating issues associated with fleet and facilities management services such as the adequacy of preventive maintenance, the response time to corrective work orders, etc.;
- Impacts of growth of the fleet and of facilities on the Division and the related impact any growth will have on staffing;
- Adequacy of data collection and management reporting capabilities, and the extent to which information systems are effectively utilized to manage preventive and corrective maintenance, the use for performance management and measurement, etc.;
- The philosophy regarding contracting for fleet and facilities maintenance services provided by the Division;
- The degree of centralization of fleet and facilities maintenance and repair, and the Division's philosophy regarding centralization versus decentralization of functions;

- The Division’s degree of strategic planning, and how the plan fits with the City’s overall strategic goals;
- The extent of resource constraints impacting the Division such as deferred maintenance in facilities and possible deferral of vehicle and equipment replacement, both now and as expected in coming years, given the growth in the fleet and facilities; and
- Key internal issues that need to be addressed in the study of fleet and facilities management.

Based on the results of these initial interviews, we will prepare a detailed project work plan for the weeks that follow.

***Task Result: The result of this task will be a detailed project plan which will be presented to the Project Coordinator and the project steering committee.***

**Task 2      Develop a Profile of Ogden City’s Fleet and Facilities Management Service Delivery**

In the second task, the project team would develop a profile of the organization, staffing, budgets and operations relating to fleet and facilities management in Ogden City. The project team would develop this understanding based upon the following work tasks:

- Document the current plan of organization for delivery of fleet and facilities management in the division, including:
  - The structure and functions of fleet and facilities management within the two sections;
  - Staffing levels for fleet and facilities management within the separate sections;
  - The basic job responsibilities for management, supervisory and operational staff involved in fleet and facilities management; and
  - The budgets for the current and two prior fiscal years at a level of detail showing the authorized budget for the organizations providing fleet and facilities management services.
- Document all key programs and operations of facilities management services including:
  - How staff are scheduled and deployed;

- The facilities maintained, the square footage and operating hours of these facilities, and any unique operating demands with these facilities such as the 24/7 demands by the Police Department and Fire Department;
  - Approaches to managing construction and repair projects;
  - Basic service levels and workload in the maintenance and repair of facilities;
  - The facility inventory data (such as the number of air handlers, boilers, cooling towers, elevators, emergency generators, etc. by facility) for Ogden City facilities (to the extent this data is available); and
  - The extent of contracted services by type, size, cost, and methods utilized to administer and manage the contract.
- Document all key programs and operations of fleet management services including:
    - How staff are scheduled and deployed;
    - The fleet of vehicles and equipment maintained, including the makes and models, user department, fuel type, utilization (miles or engine hours);
    - Policies regarding outsourcing of services;
    - Service levels and policies regarding priority of repair;
  - Document management systems available to support operations, including:
    - Financial reporting and budgeting systems;
    - Organizational business processes and procedures;
    - Policies and procedures for fleet and facilities management services;
    - Use and capabilities of computerized maintenance management systems;
    - Performance reporting systems; and
    - Customer satisfaction monitoring and reporting.

Once these initial data collection activities have been completed, the project team will prepare a summary descriptive profile that presents our understanding of the current organization, staffing, operations and costs of fleet and facilities management services in Ogden City. This profile will be circulated among staff for comment to ensure

the accuracy of our understanding. The profile would then be presented to the Project Coordinator and project steering committee. Once completed and reviewed, the profile information will provide the basis for analysis conducted and completed in subsequent study tasks.

***Task Result: The deliverable for this task would be a detailed profile of the Fleet and Facilities Division, including staffing levels, organizational structure, budgets, workloads, fleet and facilities maintained, and others. This profile will be reviewed with Division management as well as with the Project Coordinator and project steering committee.***

**Task 3 Compare Ogden City Fleet and Facilities Management Programs and Practices to Those of Other Cities and to “Best Management Practices”.**

The purpose of this task is to evaluate fleet and facilities management services in the context of best management practices in the profession and also other cities in Utah and the Mountain West delivering comparable services.

This task will initially consist of the development of measures for the use in evaluating fleet and facilities management services in Ogden City against other cities. These could include measures regarding services delivered by contract, productivity, service levels, expenditures, staffing levels by function, the extent of inventory maintained per fleet and facilities management technician, etc. Once these measures have been selected, the Matrix Consulting Group would select at least six other cities, primarily in Utah and the Mountain West, in consultation with Ogden City, for purposes of this comparative survey. These would be cities of comparable population, service provision, and other factors. Upon collection of this data from these other cities, we would identify findings and conclusions based upon the comparison of these other cities versus Ogden City.

In addition, the Matrix Consulting Group would evaluate fleet and facilities management services in the context of best management practices. This benchmarking would focus both on quantitative and qualitative measures. We have presented in the following table, some representative samples for facilities management.

| <b>Illustrative Facilities Management Best Management Practices</b>                                                                                                          |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A replacement reserve or sinking fund is used to insure the timely replacement of facility assets.                                                                           |
| A multiple year facility equipment replacement plan has been developed to identify future peak year funding requirements so that this can be dealt with in a planned manner. |
| The Facilities section has installed energy management systems that monitor energy use by facility and supply ventilation and lighting to areas based on occupancy.          |
| Building components are periodically inspected for condition and maintenance needs.                                                                                          |

The preventive maintenance compliance rate by the Facilities section is 95%. That is, 95% of all building components receive preventative maintenance within 10% of the due date in accordance with manufacturer guidelines.

The facility management services of the City average a preventive maintenance work order to all work order ratio of not less than 35% (National average is 15%). That is, not less than 35% of the work orders are preventive maintenance work orders.

The facility management services of the City complete 70% of the Emergency and High priority work orders in 3 workdays or less

The City has deployed a fully functional CMMS for facility management (e.g., a work order system, annual work program development, weekly or bi-weekly work planning and scheduling system, staff resource leveling [staff available versus workload], a reporting system to report actual versus planned performance, asset management system, defined service levels and performance standards for each work activity, etc.)

We would expect to evaluate the programs and practices of fleet and facilities management services against best practices in areas such as management and strategic planning of preventive maintenance and deferred maintenance, human resource management, prioritization of construction projects, maintenance management, training, asset management including compliance with GASB 34, indoor air quality management, etc. The best practices utilized for comparison in this task would be based upon our accumulated knowledge and experience with efficient and effective fleet and facilities management organizations across the country, as well as through accepted industry benchmarks from such organizations as NAFA, APWA, IFMA, and others.

Once the results have been completely analyzed, the project team would utilize them as a component in the definition of a detailed issue list that would highlight potential issues and improvement opportunities related to fleet and facilities management organization and operations.

***Task Result: The result of this task will be documentation of the comparison of the Fleet and Facilities Division's comparison to best management practices, as well as to other peer cities. This document will be distributed to Division management, as well as to the Project Coordinator and the project steering committee.***

#### **Task 4 Assess Customer and Employee Attitudes Toward Service Delivery**

In a project that focuses of organizations that provide internal services, it is critical for the project team to assess the degree of satisfaction with those services, both from the perspectives of the staff who deliver the services, as well as the customers who receive them. In this task, the project team will develop two surveys. One survey will be administered to the management and staff of the Fleet and Facilities Division, and one will be administered to the City's department and division directors who receive services from the Division. Both will be administered electronically, and both will be

anonymous. Representative topics to be covered in the Division management and employee survey would include the following:

|                                                                                                                                                                    |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Perceptions regarding the Division's mission, goals and objectives.                                                                                                |
| Attitudes toward the types, levels and quality of services provided.                                                                                               |
| Attitudes toward the balance of workloads and staffing.                                                                                                            |
| Attitudes toward organizational elements such as coordination of staff and services, internal management of operations, scheduling and deployment, and the like.   |
| Perceptions regarding key management issues such as planning of work to be performed, internal communications, dissemination of relevant information and the like. |
| Views regarding opportunities to restructure services, reduce costs, etc.                                                                                          |
| Views regarding the adequacy of training opportunities, promotional opportunities, etc.                                                                            |
| Views regarding the adequacy of policies and procedures.                                                                                                           |

Concurrent with the Division management and employee survey, the project team will also administer an anonymous survey to all City department and division directors to elicit their views regarding the services they receive from the Fleet and Facilities Division. Representative topics to be covered in this customer survey would include the following:

|                                                                                                  |
|--------------------------------------------------------------------------------------------------|
| Perceptions of the quality of services delivered                                                 |
| Perceptions of the value received for the service rates charged                                  |
| Attitudes toward the customer service orientation of the Division                                |
| Attitudes toward the billing documentation provided to customers                                 |
| Attitudes toward the notifications customers receive regarding preventive maintenance scheduling |

Following the receipt of these surveys, the project team will tabulate and summarize the results and will discuss the findings with the Division and with the Project Coordinator.

***Task Result: The result of this task will be summaries of the employee and customer surveys. Pertinent findings will be utilized in the draft report as appropriate, and the full surveys will be included in the report as appendices.***

#### **Task 5 Evaluate Work Practices, Staff Productivity and Service Levels.**

In this work task, the Matrix Consulting Group will analyze the efficiency and effectiveness in the delivery of fleet and facilities management services in Ogden City.

This assessment will include an evaluation of the adequacy of service levels for corrective, scheduled, preventive/predictive, and discretionary maintenance, energy conservation, systems operations, and housekeeping.

Examples of the types of tasks that we would perform in conducting this assessment are presented below.

- **Gather and analyze the appropriate policies, procedures, and operations guidelines** that affect staffing and services for the delivery of fleet and facilities management services.
  
- **Analyze the level of preventive maintenance, and the extent of labor hours required to provide preventive maintenance at a level suggested by industry guidelines.** The assessment of staffing requirements for preventive maintenance by the Matrix Consulting Group would document:
  - The labor hours required to consistently meet preventive maintenance guidelines by facility and craft including facility condition assessments;
  - That portion of preventive maintenance that is currently performed by contractors; and
  - Opportunities to expand the use of contractors for the performance of this work, if any.

The assessment will include the documentation of the existing levels of service and the gaps that exist between these actual levels of service versus industry guidelines. These gaps would be identified by equipment item, the number of that type of equipment, the actual maintenance frequency, and the frequency guideline. This assessment may require an estimate of staff hour allocation in the absence of work orders.

- **Assess the extent of the backlog of deferred maintenance, and the labor hours required for deferred maintenance.** The extent of deferred maintenance is an excellent indicator of the condition of Ogden City facilities and its equipment. It reflects the cumulative effects of underfunding of facilities maintenance and repair. The evaluation of the deferred maintenance is necessary for the assessment of staffing requirements and outsourcing requirements (for those projects that are more appropriate for contractors). The review of the extent of deferred maintenance would include the identification of those types of work that should be performed by Ogden City's staff (versus contractors), the estimated labor hours required, and the estimated priority and timing for the accomplishment of the deferred maintenance.

- **Evaluate the extent of labor hours allocated to corrective maintenance.** The Matrix Consulting Group would document and evaluate the facilities management work program as it regards corrective maintenance in terms of:
  - The amount of corrective maintenance labor hours by facility;
  - The amount of corrective maintenance labor by task and type of craft;
  - The use of contractors, if any, to perform corrective maintenance; and
  - An assessment of the extent that implementation of an effective preventive maintenance program could lessen the demand for corrective maintenance. This would be determined by sampling work orders to identify the extent and type of corrective maintenance that could have been avoided and could reduce the demand for corrective maintenance.

This assessment may require an estimate of staff hour allocation in the absence of work orders.

- **Analyze the extent of labor hours allocated to discretionary maintenance and whether some or all of this work could be cost-effectively performed by contractors.** Discretionary maintenance consists of work requested by customers that is not part of the base level of service. The project team would assess the impact of the possible reallocation of discretionary maintenance to contractors on the ability of the organizations to provide more effective preventive maintenance. This would include the identification of the types of work performed in delivering discretionary maintenance by sampling work orders, the crafts that are delivering discretionary maintenance, and the possible cost impact of the use of contractors to provide this service. This assessment may require an estimate of staff hour allocation in the absence of work orders.
- **Evaluate the level of staffing for fleet and facilities management.** We would utilize benchmarks developed by the *International Facility Management Association* to document the amount of staff necessary for effective maintenance of the City's facilities. This analysis would include the type of staff (specialists versus generalists). Based upon this analysis we would evaluate the cost effectiveness of outsourcing some or all of the facility management services delivered. For fleet maintenance services, our project team would analyze the number and type of work orders completed by mechanic staff, and would also compare the number of Vehicle Equivalent Units (VEU) maintained per mechanic to workload norms.
- **Evaluate the adequacy of major work practices.** This analysis would focus on opportunities to improve work practices within the Division, and would identify opportunities to reallocate staff to programs such as preventive maintenance where additional staff hours are clearly required to meet reasonable levels of

service. This analysis would focus on the identification of opportunities to streamline work practices to increase utilization levels and/or reduce requirements for staff, overhead and equipment. Through the analysis of major work practices, the consulting team will seek to determine if:

- Crew sizes in various units are appropriate to the type and volume of work performed;
  - Ways exist to reduce travel time and unproductive staff usage;
  - The frequency of various work tasks now performed is necessary (core services) or can be reduced or eliminated (non-core); and
  - The amount of labor hours required to complete tasks is reasonable.
- **Evaluate work planning and scheduling.** This analysis would focus on systems and processes used to plan and schedule facilities and fleet management to improve the efficient utilization of staff including steps such as:
    - Evaluation of the overall maintenance management systems employed to support operations including workforce planning; facility and vehicle condition inspections; maintenance frequencies; maintenance standards; staff assignments to maintenance tasks; and systems and procedures employed to monitor performance of both scheduled and unscheduled maintenance programs.
    - The existence of basic frequency and task time completion standards for operations and maintenance work activities and, if available, whether the information is used to monitor actual staff performance.
    - The effective use of information generated by maintenance management systems to compare staff hours allocated to preventive maintenance and scheduled activities versus unscheduled maintenance and repair activities.
  - **Evaluate the mix of in-house and outsourced fleet and facilities maintenance services.** The use of contracted services can be an effective means of minimizing overall costs to the City, as well as maximizing service level provision. In certain cases, it makes economic sense to outsource services in when the hiring and/or training and certification of internal staff is cost prohibitive due to the relatively few number of repairs required for specific types of expertise. Therefore, even in cases for which hourly rates of contractors are well above those paid to internal staff, the overall cost to the City may be minimized because of the relatively few hours expended for expert services. On the other hand, organizations are continually evolving, and it makes sense to also continually reassess decisions such as these from time to time, as workloads and

required skill sets are also continually evolving. The project team will make these assessments based on an assessment of workload trends and expenditures for outsourced maintenance and repairs.

- **Evaluate the adequacy of asset management.** The American Public Works Association has developed a *Guidance Position Statement for Public Works Infrastructure Asset Management*.<sup>1</sup> We would evaluate the effectiveness of Ogden City's asset management practices for fleet and facilities management as it pertains to policies and procedures, the availability of facility asset and fleet inventory data, the extent of building condition assessments, the development of five-year major maintenance plans, the development of five-year vehicle replacement plans, etc.
- **Evaluate inventories and inventory controls.** Inventory supply operations should be a balance of several factors, including the frequency of need, the risk associated with stock-out of required parts, the cost of stocking parts, and the space available to stock them. Overlaying these factors, however, is the need to accurately account for the locations and disbursements of the parts on hand. In these regards, enterprise resource planning software can greatly facilitate decisions regarding the frequently-used parts and supplies, and can also facilitate the physical inventory counts on a periodic basis. The project team will evaluate these factors, as well as the contracts with outside providers of equipment, parts and supplies, and will make recommendations to make this facet of operations more efficient.
- **Assess the cost competitiveness of Fleet and Facilities Operations.** Once the project team has evaluated the actual cost of operations for the Fleet and Facilities functions, we will compare the fully-burdened hourly rates to those charged by the primary contractors used by the City, as well as other local providers of fleet and facilities repair. If these costs are determined to be uncompetitive, the project team will identify the elements of cost that are the major contributors to this imbalance, and make recommendations for reducing costs, as appropriate.
- **Assess the degree of centralization of fleet and facilities maintenance and repair.** The degree of centralization of fleet and facilities will be assessed to determine which departments, if any, are performing the services provided by the Division, and the degree to which they are duplicated. Typically, centralizing these functions results in a greater degree of standardization of repair and maintenance, as well as asset replacement, record-keeping, and parts inventories. If our interviews and observations indicate that there are duplicative services being performed, our project team will identify these, and assess the likely costs associated with their duplication, and make appropriate recommendations for reducing or eliminating any wasted efforts on the parts of

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<sup>1</sup> Guidance Position Statement for Public Works Infrastructure Asset Management, American Public Works Association, 2003

City staff.

- **Evaluate the adequacy of capital project services.** In this step, the project team would evaluate the effectiveness of capital project services using a number of different approaches such as comparing the approach used for project management to those recommended by the *Project Management Institute* in the Project Management Body of Knowledge. In addition, the project team would also evaluate whether capital repairs are funded adequately considering the extent of deferred maintenance and other backlogs, and whether construction projects are managed effectively.
- **Evaluate the overall operational philosophy of the Division.** The Fleet and Facilities Division operates as an internal services fund, charging users for services on a cost-reimbursement basis designed to break even. The project team will evaluate this charge-back method to determine if this is the most efficient method, or if there are alternative models that would either simplify billing procedures, result in a more predictable method of reimbursement, or a combination of these, or other, benefits.

The results of this task will include detailed recommendations to address the efficiency and effectiveness in the delivery of fleet and facilities operational management services.

***Task Result: The result of this work task will be a thorough analysis of the Division's operational work practices regarding staffing allocations, asset management, outsourcing decisions, work management, and others.***

#### **Task 6 Evaluate Administrative and Financial Practices.**

Having evaluated the staffing and operations in the previous task, the project team will, in this task, evaluate the administrative and financial practices of the Fleet and Facilities Division. Examples of the types of tasks that we would perform in conducting this assessment are presented below.

- **Evaluate administrative policies and procedures.** Policies provide guidance on how the organization reaches its goals and objectives, with procedures defining the methods by which employees comply with these policies, and define their scopes of responsibilities. The Matrix project team will evaluate the Division's existing policies and procedures within these contexts, and will make recommendations for additional, revised or enhanced policies and procedures in the manual.
- **Evaluate the adequacy of records management.** Our project team will assess the current practices as they relate to the Division's record keeping, and the degree to which current systems facilitate retrieval of data when needed. We will

also evaluate the Division's workload management systems to determine if they are operational and effectively used.

- **Evaluate the adequacy of training.** The professions of fleet and facilities maintenance are becoming increasingly driven by technology. The cost effectiveness of services is, in many instances, enabled by technology: energy management systems and computerized fleet diagnostics are good examples. The ability of an organization to address this challenge is based upon the technical competencies of its fleet and facilities maintenance staff. In this step, the project team would evaluate the adequacy and availability of training for fleet and facilities maintenance staff, and whether Ogden City is improving the skills of its staff so that these staff can more effectively meet these demands. Our team will also evaluate whether the Division is meeting required standards in conducting performance evaluations, in awarding promotions, compensation increases, and others. This step will also involve an assessment of whether there is adequate cross-training of staff within each of the sections of the Division to minimize downtime in service capabilities due to absences or vacancies.
- **Evaluate customer service practices and levels of service.** The Fleet and Facilities Division has established service levels that are expected by its customers. When available resources are misaligned with established service levels, conflict can occur. Specifically, when resources are insufficient to provide expected service levels, this impacts the services provided by user departments. Conversely, excessive resource availability in comparison to service levels results in excessive costs and lower average productivity. The project team will evaluate the degree to which resources and service levels are aligned, and make recommendations to correct any gaps.
- **Evaluate performance measures.** In an earlier task, the project team will have compared certain Ogden City Fleet and Facilities Division performance metrics against those of comparative agencies and against best management practices. In this task, the project team will evaluate the appropriateness of the measures themselves. The objective of a well-designed performance measurement system is not to simply report performance, but to enable the organization to assess trends and improvement opportunities by isolating their causes. Too many performance measurement systems are simple statements of workloads (e.g., the numbers of work orders completed, or the value of parts purchased), rather than reflections of the efficiency with which the work was completed (e.g., 95% of preventive maintenance events completed within 24 hours of schedule; downtime of emergency vehicles and equipment is less than 2%, etc.). The project team will assess the appropriateness of the current performance measures in use in the Division, and make recommendations for any necessary refinements in order to make these measures more meaningful to managers in identifying trends and in taking corrective measures.
- **Evaluate the adequacy of cost recovery for fleet and facilities management**

**services.** The delivery of fleet and facilities management services is accomplished through an internal service fund in Ogden City. In this step, the project team would evaluate the adequacy of charge-backs to cover fully-burdened costs. This would include an assessment regarding whether effective funding and charge-back mechanisms and accounting structures have been established for all facilities and fleet services provided to users. This will also include an analysis of the financial practices of the Division and its ability to operate within budgetary parameters.

- **Evaluate the methods used to bill users of fleet and facilities maintenance services.** The project team will analyze the methodology used by the Fleet and Facilities Division to determine labor rates, equipment mark-ups, overhead rates, mark-ups on contracted services, parts and fuel, as well as others. The projection of these rates should be a product of analysis of previous trends, the condition of the fleet and facilities, any major renovations and replacements that need to occur, improvements in technology, and others. The project team will evaluate these factors, and make recommendations regarding the adequacy of charges to users, and whether any changes are required in order to make the billing process both more accurate and more understandable to users.
- **Evaluate data processing and management needs.** At this point in the study, the project team will have ascertained the degree to which the Division is utilizing information, and whether there are additional needs for management in its analysis of data. Our team will assess the degree of the Division's data management practices with federal, state and local requirements, and will identify any additional data processing needs and any additional reporting needs that will enable Division managers to plan and schedule work, to analyze the results, and to make needed corrections to operations, staffing, training, customer service, and other elements. The project team will also assess the capabilities of the City's new ERP to assist in meeting the goals and objectives of Division management, as well as its capabilities to accommodate any additional data processing needs as identified earlier in this step.
- **Evaluate fiscal management practices of the Division.** Our project team will evaluate fiscal practices as they relate to budget preparation and development, budget monitoring, cash handling, separation of financial duties, and others. We will also, in this step, determine whether billings are reflective of the actual costs of the actual costs of the services provided, and how the Division establishes its billing rates to ensure a break-even point. To the extent that budgets are not in balance with needed services, the project team will make recommendations to bring the Division's budget to an optimal level.
- **Evaluate the Division's approach to strategic planning.** In this step, our project team will evaluate the Division's long range plan to determine whether it adequately and realistically evaluates its long term needs, as well as the needs of its customers.

The results of this task will include detailed recommendations to address the Division's administrative and financial policies and practices.

***Task Result: The result of this work task will be a thorough analysis of the Division's administrative and financial practices relating to its policies and procedures, budget development and monitoring, fiscal management, strategic planning, records management, data collection and analysis, and others.***

**Task 7 Evaluate Organizational Issues and Evaluate Preliminary Alternatives.**

In this work task, the project team will evaluate issues associated with the organizational approach to the delivery of fleet and facilities management services. Several issues could be addressed in this analysis, including:

- Is the organization structure too "tiered" or too "flat"?
- Are services within the Fleet and Facilities Division placed too high or too low in in regard to their importance?
- Are spans of control for fleet and facilities management services too broad or too limited?
- Does the plan of management organization for fleet and facilities management services provide for adequate communication and coordination?
- Are there any overlapping or duplicated functions for fleet and facilities management services?
- Does the plan of organization provide clear lines of authority and responsibility for fleet and facilities management services?
- Are management and supervisory personnel spending their time on high priority work?
- Are management and supervisory personnel properly utilized?

In addition to evaluating the current approach to fleet and facilities management services, we will also utilize comparative information drawn from similarly-sized cities with operations of comparable scope.

Based on the answers developed to the questions/issues posed above, the project team will develop preliminary alternative plans of organization and management staffing. We will review the results of these issues analyses and preliminary

organizational implications with the Project Coordinator. This analysis and review will provide the basis for our final analysis of organizational alternatives.

**Task 8 Prepare a Final Report and Provide Plans for Implementing Improvement Opportunities.**

Upon the conclusion of this analysis, we would prepare a report that summarizes the results of each of the work tasks described above. The report will identify opportunities for improvement in:

- Management and performance of the Fleet and Facilities Division
- Organization, staffing and productivity
- Administrative procedures
- Customer service
- Performance measures
- Financing methods
- Decision processes related to contracting for services
- Billing processes
- Management of inventory
- Maximizing the utility of technology, including the new ERP software
- Centralization of services
- Personnel management and training
- Data collection and management
- Records management
- Fiscal management
- Strategic planning

Once the draft report is complete, we will submit six (6) copies to the Council Executive Director, the Project Manager, the CAO, the Management Services Director, the Division Manager and the Chair of the Fleet and Facilities Committee. Once the report is checked for factual accuracy and comments returned to our project team, we

will provide eight (8) copies of the final report, and all attachments to the Project Coordinator. We will also provide an electronic copy of the report in PDF format. The project team will also make an oral presentation to the City Council at a Council Work Session, and to the employees of the Fleet and Facilities Division.

***Task Result: The result of this task will be the production of draft and final reports as well as oral presentations of the results of the study to the City Council and to the Division employees.***

## **5. EXCEPTIONS**

## **5. EXCEPTIONS**

The Matrix Consulting Group has read all items, conditions and requirements contained in the City's Request for Proposals and makes no exceptions to these.

# **APPENDIX – RESUMES OF THE SENIOR PROJECT TEAM MEMBERS**

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| <p><b>ROBIN G. HALEY</b><br/> <b>SENIOR MANAGER, MATRIX CONSULTING GROUP</b></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <p><b>Background:</b> Mr. Haley has over 26 years of public management consulting experience, with a primary emphasis on public works related services. This includes a diverse area of experience that includes fleet management, facilities management, utilities, streets and highways, solid waste and recycling, rights-of-way maintenance, parks and recreation and customer service management systems. Additionally, Mr. Haley has 10 years of experience as a financial analyst in the transportation and defense contracting industries, with responsibility for budgeting and budget oversight, cost estimation and customer service.</p> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <p><b>Agency-Wide Studies:</b> Managed and conducted studies of city and county organizations. Scopes of work included analyses of organizational structure, management and planning, staffing, performance measurement and management, operational requirements, policies and procedures</p>                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <p>Alexandria, Louisiana<br/>                 Allegan County, Michigan<br/>                 Augusta-Richmond, Georgia<br/>                 Beaufort County, South Carolina<br/>                 Brattleboro, Vermont<br/>                 Brunswick, Georgia<br/>                 Charleston County, Georgia<br/>                 Chatham County, Georgia<br/>                 East Chicago, Indiana<br/>                 Effingham County, Georgia<br/>                 Farmington Hills, Michigan<br/>                 Gainesville, Georgia<br/>                 Gary, Indiana<br/>                 Glynn County, Georgia</p>                      | <p>Hall County, Georgia<br/>                 Hammond, Indiana<br/>                 Hobart, Indiana<br/>                 Hyattsville, Maryland<br/>                 Knox County, Tennessee<br/>                 Lake County, Indiana<br/>                 Lawrence, Massachusetts<br/>                 Maryland Transportation Authority<br/>                 Polk County, Florida<br/>                 Prescott Valley, Arizona<br/>                 San Antonio, Texas<br/>                 Venice, Florida<br/>                 Waltham, Massachusetts<br/>                 Whiting, Indiana</p>                            |
| <p><b>Administrative Services:</b> Managed and conducted studies of internal service functions, including human resources, information technology, purchasing, risk management and finance. Scopes of services included analyses of resource requirements, workflow, customer service practices, and comparison to best management practices and peer agencies.</p>                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <p>Ada County (ID) Highway District - Finance, Purchasing<br/>                 Augusta-Richmond (GA) - Tax Commissioner<br/>                 Barnstable (MA) - Tax Assessor<br/>                 Beaufort County (SC) - Tax Increment Financing<br/>                 Brattleboro (VT) - Town Clerk, Lister<br/>                 Chatham County (GA) - Finance<br/>                 Effingham County (GA) - Finance, Tax Collector, Purchasing<br/>                 Farmington Hills (MI) - Finance, Purchasing<br/>                 Floyd County (GA) - Tax Assessor, Human Resources</p>                                                            | <p>Gainesville and Hall County (GA) - Tax Assessor, Finance, Human Resources<br/>                 Knox County (TN) - Finance, Human Resources, Risk Management, Trustee<br/>                 Las Vegas (NV) Metropolitan Police Department - Human Resources<br/>                 Lawrence (MA) - Finance<br/>                 Maryland Transportation Authority - Human Resources, Risk Management, Purchasing<br/>                 Nashville and Davidson County (TN) - Internal Services Benchmarking<br/>                 Prescott Valley (AZ) - Finance<br/>                 Waltham (MA) - Finance, Human Resources</p> |
| <p><b>Fire and Emergency Medical Services:</b> Mr. Haley has conducted studies of fire and emergency medical services which have included analyses of station location, deployment, response policies, staffing, fire prevention, training and administration.</p>                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <p>Americus, Georgia<br/>                 Moline, Illinois<br/>                 Putnam County, Georgia</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <p>Rock Island, Illinois<br/>                 Sun Prairie, Wisconsin<br/>                 Troup County and Lagrange, Georgia</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |

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| <p><b>ROBIN G. HALEY</b><br/> <b>SENIOR MANAGER, MATRIX CONSULTING GROUP</b></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                        |
| <p><b>Indirect Cost Allocation Plans:</b> Mr. Haley has performed numerous studies in the allocation of indirect costs for the purpose of claiming these costs against federal and state grants in accordance with Federal Circular OMB-A87.</p>                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                                                        |
| <p>Chattanooga, Tennessee<br/>                 Fulton County, Georgia<br/>                 Gainesville, Georgia<br/>                 Jackson, Mississippi</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | <p>Jefferson County, Alabama<br/>                 Mobile County, Alabama<br/>                 Nashville-Davidson County, Tennessee</p> |
| <p><b>Public Works and Utilities:</b> Mr. Haley has conducted and managed many studies of public works and utilities functions, including streets, solid waste and recycling, fleet management, engineering, water and wastewater utilities, traffic and facilities management. Scopes of services have included analyses of street replacement and resurfacing, management and planning of maintenance activities, crew sizes, staffing requirements, fleet and equipment needs, vehicle maintenance and replacement, infrastructure maintenance and replacement, staff utilization, customer service and responsiveness, as well as other functions.</p> |                                                                                                                                        |
| <p><b>Arizona</b> Maricopa County, Peoria, Pinal County, Prescott Valley</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <p><b>Missouri</b> Lee's Summit</p>                                                                                                    |
| <p><b>California</b> Ventura County, West Covina</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | <p><b>Nebraska</b> Sarpy County</p>                                                                                                    |
| <p><b>Colorado</b> Aurora, Thornton</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | <p><b>New York</b> Onondaga County</p>                                                                                                 |
| <p><b>Florida</b> Escambia County Utilities Authority, Hernando County, Pasco County Sheriff, Polk County, Tampa, Venice</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | <p><b>North Carolina</b> Nags Head, Winston-Salem</p>                                                                                  |
| <p><b>Georgia</b> Augusta-Richmond, Floyd County, Gainesville, Hall County, Macon</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      | <p><b>North Dakota</b> Grand Forks</p>                                                                                                 |
| <p><b>Idaho</b> Ada County Highway District</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | <p><b>Oregon</b> Douglas County</p>                                                                                                    |
| <p><b>Illinois</b> Moline, Rock Island</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | <p><b>Puerto Rico</b> Ponce</p>                                                                                                        |
| <p><b>Indiana</b> East Chicago, Gary, Hammond, Lake County, Whiting</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | <p><b>South Carolina</b> Beaufort County, Charleston County, Hilton Head Public Service Dist. No. 1, Rock Hill</p>                     |
| <p><b>Louisiana</b> Alexandria</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         | <p><b>Tennessee</b> Nashville, Springfield</p>                                                                                         |
| <p><b>Massachusetts</b> Chelsea, Haverhill, Lawrence, Springfield, Waltham</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             | <p><b>Texas</b> San Antonio, Southlake</p>                                                                                             |
| <p><b>Michigan</b> Farmington Hills</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | <p><b>Virginia</b> Lynchburg</p>                                                                                                       |
| <p><b>Mississippi</b> Jackson</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          | <p><b>Wisconsin</b> Milwaukee, Waukesha</p>                                                                                            |
| <p><b>Education:</b><br/> <b>B.S.</b> Georgia Institute of Technology, Atlanta, Georgia 1980<br/> <b>M.B.A.</b> Georgia State University 1988</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                          |                                                                                                                                        |

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| <p><b>GREG MATHEWS</b><br/> <b>SENIOR MANAGER, MATRIX CONSULTING GROUP</b></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p><b>BACKGROUND:</b> Greg Mathews has over 27 years of private and public sector experience, performing as both a senior management consultant and executive manager. As Deputy Director of Auditing for the Los Angeles City Controller’s Office, he managed the day-to-day functions of the Performance Auditing, Follow-up, and Management Assessment sections in the Performance Audit Division for this elected official. This work was preceded by seven years at the Orange County Sanitation District—the third largest wastewater organization west of the Mississippi— as Administrative Services Manager and part of the Executive Leadership Team. He began is public sector career at the Pasadena Police Department later moving to the Public Works’ Parks Division. For nearly fourteen years he has provided public sector consulting services to states, cities, counties, and special districts throughout the U.S., and has completed comprehensive management studies encompassing over 120 operating departments. He has participated as project manager or lead consultant in over 80 consulting engagements, with emphasis in various public safety, public works, parks/recreation, public utilities and administrative fields.</p> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p><b>Agency-Wide Studies:</b> Conducted studies of entire city and county organizations. Scopes of work included organizational structure and allocation of functions, management spans of control, service and staffing levels, operational requirements, information technology assessment, as well as policies and procedures review.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p>Albuquerque (NM)<br/>                 Barstow (CA)<br/>                 Carlsbad (CA)<br/>                 Douglas (AZ)<br/>                 Goodyear (AZ)<br/>                 Hanford (CA)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <p>Matanuska-Susitna Borough (AK)<br/>                 Monroe County (MI)<br/>                 Rancho Mirage (CA)<br/>                 Roseville (CA)<br/>                 San Rafael (CA)<br/>                 Spokane (WA)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                               |
| <p><b>Public Works, Transportation, Parks &amp; Recreation and Public Utilities:</b> Performed studies of fleets, roads, parks, recreation, traffic, water, sewer and other infrastructure maintenance to include engineering services. Study scopes included the effectiveness of maintenance management, feasibility studies, technology used, crew sizes, fleet utilization and specifications, staff utilization, and the level of service to the community served. Mr. Mathews has been a multiple guest lecturer at the Association of Local Government Auditors (ALGA) related to fleet practices and performance management.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p>Association of CA Water Agencies<br/>                 Bay Area Quality Mgmt District (CA)<br/>                 Banning (CA)<br/>                 Boise (ID)<br/>                 Carlsbad MWD (CA)<br/>                 Chino Valley Public Agencies (CA)<br/>                 Denton (TX)<br/>                 El Centro (CA)<br/>                 Grand Rapids (MI)<br/>                 Imperial Irrigation District (CA)<br/>                 Indian Wells (CA)<br/>                 Jackson County (OR)<br/>                 Marion County (OR)<br/>                 Modesto (CA)<br/>                 Nevada Power (NV)<br/>                 Moorpark (CA)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       | <p>Monrovia (CA)<br/>                 Monterey County (CA)<br/>                 Napa County (CA)<br/>                 Redmond (WA)<br/>                 Renton (WA)<br/>                 SAFCA (CA)<br/>                 Santa Barbara (CA)<br/>                 San Diego County (CA)<br/>                 San Mateo County (CA)<br/>                 Santa Clara Valley WD (CA)<br/>                 South Coast Water District (CA)<br/>                 South San Francisco (CA)<br/>                 Sunnyvale (CA)<br/>                 Tualatin Valley Water District (OR)<br/>                 Upland (CA)<br/>                 Washington Dept. of Transportation</p> |

**GREG MATHEWS  
SENIOR MANAGER, MATRIX CONSULTING GROUP**

**Public Safety Studies:** Conducted studies of dispatch, law enforcement, fire, and emergency medical response throughout the country to include feasibility studies, organizational and operational reviews, policy and procedure audit, staffing/scheduling practices, implementation of key performance metrics and use of information technology.

Alameda County (CA)  
Aurora (CO)  
Beverly Hills (CA)  
Burbank (CA)  
Corvallis (OR)  
Chula Vista (CA)  
Eastpointe (MI)  
Glendale (CA)  
Goleta (CA)  
Glenn County (CA)  
Greene County (MO)  
Inglewood (CA)  
Jackson County (OR)  
Kenmore (WA)  
Laguna Beach (CA)  
Laguna Nigel (CA)  
Lake Forest (CA)  
Long Beach (CA)  
Los Angeles (CA)  
Medford (OR)

Milwaukee (WI)  
Mission Viejo (CA)  
Monterey County (CA)  
Montville (NJ)  
Omaha (NE)  
Orange County (CA)  
Orange County (FL)  
Placer County (CA)  
Reno, Sparks and Washoe Co. (NV)  
Republic (MO)  
San Clemente (CA)  
San Juan Capistrano (CA)  
San Mateo County (CA)  
San Rafael (CA)  
Santa Monica (CA)  
Simi Valley (CA)  
South Pasadena (CA)  
Stamford (CT)  
Tacoma (WA)  
University of Missouri (KS)

**EDUCATION:**

Mr. Mathews received his B.A. from UC Davis and M.P.A. degree from the University of Southern California.

**OGDEN CITY, UTAH**

**Proposal to Conduct a Management and Operations Study of the Fleet and Facilities Division**

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| <p><b>ALAN D. PENNINGTON</b><br/> <b>VICE PRESIDENT, MATRIX CONSULTING GROUP</b></p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p><b>Background:</b> Alan Pennington is a Vice President with the Matrix Consulting Group based in the St. Louis regional office. He has been employed by the Matrix Consulting Group since 2005. Prior to that he served for over 15 years in public sector positions in Maine and Illinois. He served in Peoria, Illinois (from 1992 – 2005), in various positions including Assistant City Manager, Assistant Human Resources Director, and Labor Relations Manager. Mr. Pennington has conducted operational studies and analysis, budget preparation, implementation of performance measurement systems, direct supervision of an emergency communications center, equal opportunity unit and a labor negotiator.</p> |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p><b>Agency-Wide Studies:</b> Participated on project teams conducting evaluations of entire city organizations. Work scope included evaluation of business processes, service levels, policies and procedures, staffing levels, evaluation of spans of control, and reviewing alternatives options for overall organizational structure.</p>                                                                                                                                                                                                                                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p>Albuquerque, New Mexico<br/>                 Corporation for Public Broadcasting, Wash, D.C.<br/>                 Fort Morgan, Colorado<br/>                 Franklin Township, New Jersey<br/>                 Half Moon Bay, California<br/>                 Johnson County, Kansas<br/>                 Montpelier, Vermont<br/>                 Mt. Lebanon, Pennsylvania<br/>                 Orland Park, Illinois</p>                                                                                                                                                                                                                                                                                             | <p>Orleans, Massachusetts<br/>                 Peoria County, Illinois<br/>                 Rancho Mirage, California<br/>                 Rancho Palos Verdes, California<br/>                 Raymore, Missouri<br/>                 Roseville, California<br/>                 South Coast Water District, California<br/>                 University at Albany - SUNY<br/>                 Washington State Ferries</p>                                                                                                                                                                                    |
| <p><b>Administrative Services:</b> Conducted studies of administrative support services including Human Resources, Finances, Procurement, and City Clerk. Study scope of work included performance measurement, customer service (internal and external), technology utilization, staffing evaluations, policy and procedure review, and comparison to best management practices.</p>                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p>Avon (CT) - HR, Finance, Maintenance<br/>                 Charlotte (NC) - Procurement<br/>                 CPS Consultants (CA) – Organizational, HR<br/>                 Highland Park (IL) – HR<br/>                 Ketchikan (AK) - HR<br/>                 Marshall University (WV) - Procurement<br/>                 Matanuska (AK) - School Site Selection<br/>                 Missouri Department of Conservation – HR<br/>                 Missouri Department of Conservation – Asset Management<br/>                 Peoria County (IL) - HR, Procurement, Finance<br/>                 Portsmouth (NH) - Labor Relations, Overtime</p>                                                                    | <p>Reno/Washoe County (NV) – Procurement<br/>                 Salt Lake City (UT) - Human Resources<br/>                 Santa Clara Valley Water (CA) - Procurement<br/>                 Springfield (MA) - City Clerk<br/>                 Springfield (MA) - Finance, Procurement<br/>                 Sunnyvale (CA) – Finance, Procurement<br/>                 Volusia County Transportation Planning Organization (FL) – Human Resources<br/>                 University of Maryland University College – Human Resources, Payroll<br/>                 West Virginia University (WV) – Procurement</p> |
| <p><b>Courts:</b> Conducted evaluation of the Court Clerk Administrative Operations. Areas evaluated including Court Clerk utilization, training and allocation, technology, finances, human resources, revenue collection, and policies and procedures related to support the Court and Judges.</p>                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p>Franklin County, Ohio (Municipal Court Clerk)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | <p>Nashville-Davidson, Tennessee (Juvenile Ct. Clerk)</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |
| <p><b>Parks and Recreation:</b> Evaluated parks and recreational functions including scope of services provided, utilization of facilities, public-private partnerships, preventive maintenance and long-range planning, and technology utilization.</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |
| <p>Grand Rapids, Michigan<br/>                 Los Angeles, California</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  | <p>Orleans, Massachusetts<br/>                 Southlake, Texas</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |

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| <p><b>ALAN D. PENNINGTON</b><br/> <b>VICE PRESIDENT, MATRIX CONSULTING GROUP</b></p>                                                                                                                                                                                                                                                                                                                                                               |                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p><b>Community Development (Planning, Building, Code Enforcement):</b> Evaluated the development review and permitting processes. Conducted assessment of staffing, operations, process mapping, technology utilization, performance level assessment, and customer service.</p>                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p>Cupertino, California<br/>                 Dayton, Ohio<br/>                 Des Moines, Washington<br/>                 Greenville, South Carolina<br/>                 Gwinnett County, Georgia<br/>                 Hanover County, Virginia<br/>                 Hilton Head Island, South Carolina<br/>                 Johnson City, Tennessee<br/>                 Lawrence, Kansas</p>                                                  | <p>Lee's Summit, Missouri (Code Administration)<br/>                 Lee's Summit, Missouri (Planning)<br/>                 Little Rock, Arkansas<br/>                 Manatee County, Florida<br/>                 Marion County, Oregon<br/>                 San Jose, California<br/>                 Springfield, Massachusetts<br/>                 Sunrise, Florida (two studies)<br/>                 West Palm Beach, Florida</p> |
| <p><b>Public Works and Utilities:</b> Conducted studies of full service public works departments including maintenance, fleet, traffic, engineering, and roads. Studies have focused on evaluation of maintenance management, crew sizes and staff utilization, technology, organizational structure, standard operating procedures, levels of performance management, and feasibility of shares services with neighboring governmental units.</p> |                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p>Alexandria, Virginia<br/>                 Charleston County, South Carolina<br/>                 Franklin, Tennessee (Water/Wastewater)<br/>                 Franklin, Tennessee (Fleet Management)</p>                                                                                                                                                                                                                                         | <p>Milwaukee, Wisconsin<br/>                 Nashville-Davidson County, Tennessee<br/>                 Orleans, Massachusetts<br/>                 Washington County, New York</p>                                                                                                                                                                                                                                                        |
| <p><b>Public Safety:</b> Mr. Pennington has conducted a variety of studies related to public safety areas covering the range of Police and Fire Services. On larger studies, Mr. Pennington has focused on evaluation and assessment of the Administrative Services (Human Resources, Finance, Records Administration, etc.).</p>                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p>Des Peres, Missouri (Public Safety)<br/>                 Jacksonville, Florida Sheriff (Admin. Services)<br/>                 Omaha, Nebraska (Collective Bargaining)</p>                                                                                                                                                                                                                                                                       | <p>Orange County Sheriff, Florida (Admin. Services)<br/>                 Raymore, Missouri (Police)<br/>                 West Des Moines, Iowa (Fire)</p>                                                                                                                                                                                                                                                                                 |
| <p><b>PROFESSIONAL ASSOCIATIONS:</b><br/>                 American Association of Code Enforcement (AACE)<br/>                 American Planning Association (APA)<br/>                 International Code Council (ICC)</p>                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p><b>KEY SKILLS:</b><br/>                 Six Sigma Deployment Champion Certified</p>                                                                                                                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| <p><b>EDUCATION:</b><br/>                 BA, University of Maine – Public Management; 1990.<br/>                 MPA, University of Maine – Public Administration, 1992.</p>                                                                                                                                                                                                                                                                      |                                                                                                                                                                                                                                                                                                                                                                                                                                           |

**EXHIBIT B**  
**COMPENSATION**



December 22, 2015

Janene Eller-Smith, MPA/JD  
 Deputy Director, City Council  
 Ogden City  
 2549 Washington Blvd., Suite 320  
 Ogden, UT 84401

Dear Ms. Eller-Smith:

We are pleased that the City has selected the Matrix Consulting Group as its preferred choice to conduct the Management and Operations Study of the Fleet and Facilities Division. As you and Robin Haley discussed on the phone last week, we have reviewed our original proposal and have determined that we can reduce our price to accommodate the City’s budget. We propose a revised project price of **\$76,800**. The following table provides a breakdown of our revised price by task and by consultant.

| Task                      | Haley           | Mathews         | Pennington      | Hearley        | Branch         | Total Hours     |
|---------------------------|-----------------|-----------------|-----------------|----------------|----------------|-----------------|
| 1. Initiation             | 8               | 0               | 0               | 0              | 0              | 8               |
| 2. Profile                | 24              | 24              | 24              | 8              | 8              | 88              |
| 3. Best Practices         | 16              | 16              | 16              | 16             | 8              | 72              |
| 4. Opinion Surveys        | 4               | 0               | 0               | 0              | 32             | 36              |
| 5. Work Practices         | 24              | 16              | 8               | 8              | 8              | 64              |
| 6. Admin/Financial        | 8               | 0               | 16              | 16             | 0              | 40              |
| 7. Organization           | 8               | 8               | 8               | 8              | 0              | 32              |
| 8. Final Report           | 24              | 16              | 16              | 16             | 0              | 72              |
| <b>TOTAL HOURS</b>        | <b>116</b>      | <b>80</b>       | <b>88</b>       | <b>72</b>      | <b>56</b>      | <b>412</b>      |
| <b>RATE PER HOUR</b>      | <b>\$200</b>    | <b>\$200</b>    | <b>\$200</b>    | <b>\$125</b>   | <b>\$100</b>   |                 |
| <b>TOTAL COST</b>         | <b>\$23,200</b> | <b>\$16,000</b> | <b>\$17,600</b> | <b>\$9,000</b> | <b>\$5,600</b> | <b>\$71,400</b> |
| <b>EXPENSES</b>           |                 |                 |                 |                |                | <b>\$5,400</b>  |
| <b>TOTAL PROJECT COST</b> |                 |                 |                 |                |                | <b>\$76,800</b> |

The following points summarize our proposed reductions:

- Although we propose to interview all staff in the Division, we will reduce the time to conduct these interviews and follow-up with them on work processes. This also reduces the time needed to develop the ‘descriptive profile’.
- Because we are accelerating and reducing our interview schedule of Division staff, we are able to reduce the number of trips and the expenses for the project.

- The summaries of the employee and customer surveys will be reduced, though still comprehensive.
- In the analytical tasks in our proposal (Tasks 6 – 7) we will work with you to focus the majority of time on issues identified in the 'diagnostic assessment', Task 3, and not dedicate extensive time on non-issues. This affects the time needed for the development of the project report too.
- Finally, if we can work with the City on a schedule which combines review trips, this reduces the time needed for each task.

We are pleased to have the opportunity to work with Ogden City on this important project. If you have any questions or require additional information, please contact me at the letterhead address, by phone at 650-858-0507 or via e-mail at [rbrady@matrixcg.net](mailto:rbrady@matrixcg.net).

Richard P. Brady  
President

***Matrix Consulting Group***