

Minutes of the Work Session meeting of the Syracuse City Council held on October 22, 2019 at 6:00 p.m., in the Council Work Session Room, 1979 West 1900 South, Syracuse City, Davis County, Utah.

Present: Councilmembers: Lisa W. Bingham
Corinne N. Bolduc
Dave Maughan
Doug Peterson
Jordan Savage

Mayor Mike Gailey
City Manager Brody Bovero
City Recorder Cassie Z. Brown

City Employees Present:

Administrative Services Director Steve Marshall
City Attorney Paul Roberts
Public Works Director Robert Whiteley
Police Chief Garret Atkin
Fire Chief Aaron Byington
Parks and Recreation Director Kresta Robinson
Community and Economic Development Director Noah Steele

The purpose of the Work Session was to receive public comments; hear a request to be on the agenda from Weber State University (WSU) students proposing adoption of an ‘anti-vaping’ resolution; discuss the following Planning items:

- Transportation Connectivity Study report, Tim Sullivan of consulting firm Township Range (hired by Utah Department of Transportation(UDOT)).
- Continued review of proposed Ordinance 19-12 amending the Syracuse City Zoning Map from R-1 to RPC, for property located at 2600 West 3200 South, approving the submitted preliminary plat, and approving an execution of a development agreement.
- Proposed zone change for property located at approximately 1516 S. 4000 W., A-1 Agricultural to R-1 Residential.
- Application for Minor Subdivision Approval, Dutch Manor Subdivision, located at approximately 2228 S. 1660 W.
- Consideration of economic development incentive for EOS Fitness located in the Shadow Point shopping center.
- Recommendation from Planning Commission to amend Syracuse City Code section 10.30.020(F)(4)(a)(v) pertaining to temporary carports.
- Recommendation from Planning Commission to amend Syracuse City Code section 10.30.020 (B) pertaining to building materials.

Discuss proposed boundary adjustment resolution with Clearfield City and cemetery design options; discuss proposed amendments to the Fiscal Year (FY) 2019-2020 Budget; discuss proposed amendments to the Transportation Impact Fee Analysis (IFA) and Impact Fee Facilities Plan (IFFP); receive an update regarding pending eminent domain actions; discuss a legislative mandate regarding pressurized secondary water metering plans; review proposed Youth Court bylaws; discuss the organization and administration of the City’s Youth Council; discuss a resolution amending City Council Rules of Order and Procedure pertaining to training opportunities for individual Councilmembers; receive a report from City Councilmembers regarding their attendance of the Utah League of Cities and Towns (ULCT) Annual Conference; and conduct the Police Department Biennial Review.

Councilmember Maughan offered an invocation, after which Councilmember Bolduc led the audience in the Pledge of Allegiance.

Public comments

There were no public comments.

Request to be on the agenda: Weber State University (WSU) students proposing adoption of an 'anti-vaping' resolution.

An administrative staff memo explained Councilmember Bingham was approached by Weber State University (WSU) students who are asking that the Council consider adoption of an 'anti-vaping' resolution. The students will be in attendance at the meeting to answer any questions about this initiative.

Councilmember Bingham introduced the WSU students who contacted her about this initiative. She noted that she has worked with them to craft a draft version of the resolution they are hopeful the Council will adopt. She invited them to provide a brief presentation to the Council regarding this matter.

Council discussion of the item began with Councilmember Savage. He noted he is not opposed to this type of action, but wondered why other harmful habits, such as cigarette smoking, are not included in the proposed resolution. Councilmember Bolduc stated she can understand that concern, but indicated that at present, there are many problems arising for those who have vaped; addiction occurs much more quickly, and the negative side effects are more harmful and immediate than for cigarette smoking. Councilmember Bingham agreed and noted this resolution is very timely considering the national media attention being paid to the harmful side effects of vaping, which can include death. She stated she is supportive of this resolution as she feels it sends a message to residents that the City cares about preserving strong family units in this community. Councilmember Peterson agreed and noted he works with youth on a daily basis and he has a clear understanding of the need to address the harmful habit of vaping. Councilmember Maughan stated he does not disagree with any comments that have been made about this matter, but he is concerned about adopting meaningless legislation or not including a penalty for disobeying the legislation. This led to high level discussion among the Council about the opportunity to adopt a resolution that could serve to send a message to State legislators about the need to take action to outlaw vaping. Councilmember Maughan also noted he feels that other manufactures of vaping juice or e-cigarettes should be cited in the resolution. The Council agreed and ultimately concluded to allow City Attorney Roberts to work with the WSU students to adjust the language in the resolution in response to the feedback provided by the Council. Mayor Gailey indicated that an action item will be placed on the consent calendar of the November 12 agenda; the Council will have the opportunity to remove the item from the consent calendar for further discussion if they are not comfortable with the adjustments made to the proposed ordinance.

Planning item: Transportation Connectivity Study report, Tim Sullivan of consulting firm Township Range (hired by Utah Department of Transportation (UDOT)).

A staff memo from the Community and Economic Development (CED) Department explained Tim Sullivan, owner of a planning consulting firm named Township Range, has been hired by UDOT to study connectivity within communities that have high growth rates and also State highways. Mr. Sullivan has requested time on the agenda to present his observations of Syracuse City's road, bike, and pedestrian network. This presentation is informational only; ideas presented may spur additional conversations that could be added as future agenda items if desired.

Mr. Steele reviewed his memo and introduced Mr. Sullivan, who used the aid of a PowerPoint presentation to facilitate a review of his observations of street connectivity in Syracuse City. The goals of the discussion are to identify what street connectivity is, the benefits of connected street networks, the tools to create street networks, and the connectivity of the Syracuse street network. He reviewed several images illustrating different types of street layouts, the most traditional of which is a grid network. Effective street connectivity can provide easier access to community destinations and promote walkability. Connected streets improve mobility, improve emergency services, improve safety, improve property values, and improve access to destinations. Street connectivity is not one-size fits all solution; there are different connectivity models depending upon scale and geography. Downtown areas, suburban neighborhoods, rural neighborhoods, and campuses/shopping center/employment centers can all have different street networks that are successful and provide adequate connectivity. The tools the City can use to pursue connectivity include effective plans and policies, development standards, and retrofit strategies; in Syracuse, the most viable tools are plans and policies and development standards as these tools go hand in hand with new development. Utah Communities are adopting street connectivity standards and these standards address things like links between nodes, cul-de-sac lengths, block lengths, and external/stub street spacing. He noted he examined the area east of City Hall and found some connectivity challenges in the City's street network; this includes poor connections of streets and intersections, long blocks and long stretches of up to one third of a mile between connections, and a prevalence of cul-de-sacs. This is common in communities throughout Utah. However, newer development is significantly more connected than older developments; this includes better overall connectivity and fewer cul-de-sacs. Still, the largest

ongoing challenges are very long blocks and lack of external connections. Developments are often built with very few external connections to adjoining or future adjacent developments, and this single weakness threatens to negate all of the other strengths. While the City's Land Use Code does not address connectivity directly, it does address many aspects of connectivity, but the standards are weaker than best practices. The current draft General Plan addresses connectivity in ways that demonstrate City values and priorities, including school access, recreation, and the commercial center. New and revised standards could codify the types of positive connectivity the City is currently seeing while also shoring up the weaknesses in the existing and ongoing development and implementing the General Plan. He concluded his presentation by asking the Council to consider their goals for the community and how street connectivity policies could help achieve those goals. He then facilitated discussion among the Council regarding topics raised in the presentation, such as the prevalence of cul-de-sacs and long blocks, and the fiscal implications of street connectivity policies that could result in more miles of road in the City.

Councilmember Maughan stated he appreciates the information included in the presentation as it helps to reinforce beliefs of the Council; they understand the need for street connectivity, and they have made some City Code adjustments to that end. Councilmember Savage agreed, but noted that he can see that there could be a negative aspect of pursuing street connectivity; policies could be too far reaching, which could result in the construction of unneeded roads that are underutilized.

Councilmember Bolduc stated she is supportive of greater connectivity near community centers and the type of connectivity that promotes walkability.

Mr. Sullivan reiterated that it is possible to strike a balance relating to connectivity; the approach to street connectivity is not an 'all or nothing' concept and it is possible for the City to select options that make the best sense for the community.

Planning item: Continued review of proposed Ordinance 19-12 amending the Syracuse City Zoning Map from R-1 to RPC, for property located at 2600 West 3200 South, approving the submitted preliminary plat, and approving an execution of a development agreement.

A staff memo from the Community and Economic Development (CED) Department provided the following information regarding the application:

Location: 2400 W. 2900 S.

Current Zoning: R-1

Proposed Zone: Residential Planned Community (RPC)

General Plan: Residential Planned Community (RPC)

Proposed Lots Original Plan: 551 lots

Proposed Lots Revised Plan: 390 lots

Applicant Bryan Bayless with CW Land is proposing to amend the zoning map from R-1 to RPC and is seeking approval of a preliminary subdivision for the project. The memo summarized the history of the application dating back to June of 2018; the Council voted to deny the application on September 10, 2019, but reconsidered that action during their October 8, 2019 meeting and tabled the application for continued review of the amendments that have been made to the plan in response to citizen concerns. Staff and the applicant are looking for feedback from the Council regarding whether they can proceed with developing a more detailed preliminary plan for consideration.

Mr. Steele reviewed his staff memo. He presented the updated plan from CW Land and invited Mr. Bayles to orient the Council to the revisions that have been made since the plan was denied on September 10, 2019.

Mr. Bayles stated that the revised plan has 18 percent open space with several trail connections, including an equestrian trail. There are three stub roads to provide future street connectivity as development continues. The major connections to the subdivision will occur on 3200 West and 2400 West. The revised plan was taken to residents following the September 10 meeting, with the goal of addressing their concerns about the density of the areas directly abutting the properties on 2700 South. Additionally, all 'six-packs' were removed from the plan; these are instances of six lots with a shared driveway. Two properties that CW Land currently does not own were removed from the project area plan.

Councilmember Maughan referenced one of the stub roads in the plan and indicated that it may be located to close to another road into the project. Mr. Steele reviewed the plan and stated that the code requires a distance of 7.5 seconds between roads unless otherwise approved by the Planning Commission or City Council. This led to discussion about the

design of the subdivision and future connectivity with the Council concluding to consider the matter further upon completion of a formal design for the project to determine which access road is most desirable.

Councilmember Savage stated he met with residents who live near this property and they raised concerns about the amount of green space in the project that is not usable to them; they felt this project lacks a place for children to play and he asked Mr. Bayles to identify open spaces that can be programmed for play areas for children. Mr. Bayles did as asked, but indicated that the design of the project will change after he hears the direction of the Council tonight; he will need to pursue engineered plans for the project as well as landscape plans. He noted every green space on the property has a use; there is a pool with a tot lot nearby in the green space. There are also trail connections near the pool, which is located in the central gathering place of the community. Every street will have sidewalks to further project connectivity. There is also a pickleball court, another few large areas of irrigated turf, and the equestrian trail, which is a big portion of the open space. There will be a fair amount of passive space and it may be that each individual views that passive space differently. Councilmember Bolduc noted that it is necessary for the residents to engage in some give and take; they asked for larger building lots for the homes in the development because they felt that was needed for children living in the homes to play outside. She noted CW Land responded to that concern by creating larger lots, which resulted in a loss of some of the open space that was previously programmed for playground space. Review of the open space in the plan and the recommended uses of each space continued, after which Councilmember Savage noted the residents' next concern is that the revised plan does not have lots that are in line with R-1 zoning standards. Mr. Bayles stated that is not true; the plan includes 12,000 square foot lots, which is the minimum lot size for the R-1 zone. Councilmember Savage then stated their third concern related to traffic flow and congestion on the roads; he asked how long it will take to build this project. Mr. Bayles stated that is dependent upon the economy, but if the market remains positive, it will take about four years to build at a rate of 100 units per year. Councilmember Savage stated that the West Davis Corridor project is slated to be built in 2023 or 2024 and that road may help to address congestion. He then noted the residents' final concern related to overcrowding of schools; he acknowledged this is not a City issue, but if the City can do anything to urge the Davis School District to build more schools, that should happen. Councilmember Peterson stated there will be a school bond election next year and it is important to ensure Syracuse is well represented in that bond action.

Councilmember Maughan referenced the pocket park on the east side of the project area; it needs to be configured in a way to ensure safety of the area and if that cannot be done, it should be eliminated in order to enlarge surrounding lots. Mr. Bayles stated that there will be fencing between open space and residential lots to increase safety, but it is not possible to eliminate some of the open space because they are wetland areas. Councilmember Maughan stated that proper drainage may be able to mitigate those wetlands and he would prefer that option rather than preserving unused open space, or open space that could lead to safety concerns for residents bordering it. He noted there is a trail that goes through backyards of residential lots and that will lead to calls for police service; the police need to be able to easily see those areas to ensure safety. Councilmember Peterson stated he understands the safety concerns, but he feels there is a good mix of open space in the project. This led to discussion among the Council, Mr. Bayles, and Police Chief Atkin regarding whether the current design of the open space contributes to safety concerns. Chief Atkin stated that so long as the area is visible, there will be natural surveillance by the residents living nearby. Mr. Bayles added that the fencing will be four-foot split rail, which provides adequate visibility.

Councilmember Savage stated he feels the plan is much improved, but there may be some additional concerns to address from the residents. Councilmember Peterson stated he does not want to discount what the residents are saying, but he does not believe the areas they have referenced have a direct impact on them. Councilmember Bingham agreed and noted that the density of the project was reduced to respond to those concerns; 150 units were eliminated, and these are homes that would have contributed to the preservation or creation of open space. Removing 3,500 square foot lots has resulted in an increase in the size of all other lots, which warrants a reduction in green space in her opinion. She stated she does not feel the residents are justified in asking for the same amenities that were included in the previous plan while also asking for fewer homes and larger building lots. Councilmember Savage stated he does not think the residents are asking for that; rather, they are concerned that the open space areas are wetlands and are unusable.

Councilmember Peterson asked if CW Land will still be paying an in-lieu park fee for the project. Mr. Steele stated the zoning designation requires 25 percent open space and the current plan includes 18 percent open space; this means there will still be an in-lieu fee, but that has not been calculated. If the Council is supportive of the conceptual design that has been presented tonight, the developer can proceed with an engineered preliminary plan and development agreement that will be presented to the Council at their next work session meeting. There was brief discussion about amenities that can be included in the passive open spaces to make them more usable.

Planning item: Application for Minor Subdivision Approval, Dutch Manor Subdivision, located at approximately 2228 S. 1660 W.

A staff memo from the Community and Economic Development (CED) Department provided the following information about the application:

Location: Approximately 2228 South 1660 West

Current Zoning: R-2

General Plan: R-2

Total Subdivision Area: 3.8 Acres

Number of Lots: 10

Applicant Phil Holland with Windmill Land Holdings, LLC has requested approval of a 10-lot minor subdivision called Dutch Manor. Subdivisions with 10 or fewer lots are eligible to combine preliminary and final plat approvals.

This proposed project would occupy a hay field which currently has split ownership between the LDS Church and the City. Staff has reviewed the plans and all zoning requirements have been met. Planning Commission reviewed the item on October 1 and is forwarding on a recommendation for approval with the condition that the pedestrian connection to the church be preserved and all other staff comments be addressed. The revised plat included herein has preserved the pedestrian connection by dedicating it to the City.

The memo concluded the goal of the discussion is to determine if this is ready to be voted on during the November 12 business meeting. Other option would be to see the item again in the next work session for further discussion.

Mr. Steele reviewed his staff memo. There was a brief discussion about the implications of accepting the pedestrian connection, with Mr. Steele indicating the adjacent property owner has expressed willingness to maintain the area. The Council indicated their willingness to consider approval of the application during their November 12 business meeting.

Planning item: Proposed zone change for property located at approximately 1516 S. 4000 W., A-1 Agricultural to R-1 Residential.

A staff memo from the Community and Economic Development (CED) Department provided the following information about the application:

Location: 1516 South 4000 West

Current Zoning: A-1

General Plan: Low Density Residential

Total Area: 2 acres

Applicant and Land Owner Joyce Mower has requested approval of a rezone of 1 acre from A-1 (Agriculture) to R-1 (Residential). The intent of this rezone is to reduce the lot from 1 acre to 12,000 square feet and add the back portion to the property next door at 1518 South 4000 West. The property is within a platted subdivision (Rhoades Estates Phase 2) which would require a subdivision amendment. The applicant has requested the rezone before applying for the subdivision amendment to ensure that they will be able to move forward as desired. All abutting properties to the north and west of this property are zoned R-1. Reducing the lot size on this parcel will add more property to the lot to the south which will not allow for further development unless the lot to the south is subdivided in the future. Because of this, the proposed rezone will not result in any noticeable impacts to the area. The General Plan designation for this property is Low Density Residential which supports R-1 Zoning.

The Planning Commission reviewed the application on October 15th and is forwarding a recommendation for approval. However, there was a little mis-understanding with the application. The applicant intended for 2 acres to be rezoned but it was interpreted that only 1 acre was to be rezoned. Only the north 1 acre was noticed property and Planning Commission will re-review the item on November 5th as a technicality to ensure that all public noticing requirements are met.

The memo concluded the goals of this discussion is to decide if this application is ready to move on to the voting meeting on November 12. Another option would be to table the item until next work meeting for more discussion.

Mr. Steele reviewed his staff memo. The Council indicated their willingness to consider approval of the application during their November 12 business meeting.

Planning item: Consideration of economic development incentive for EOS Fitness located in the Shadow Point shopping center.

A staff memo from the Community and Economic Development (CED) Department explained the property owner of the Shadow Point Shopping Center has approached the City indicating that EOS Fitness (formerly Golds Gym) is not going to stay in their location long term because their standard facility footprint is much larger than the 18,000 square feet they are currently leasing. EOS gyms usually average roughly 40,000 square feet and usually include more amenities such as a pool, indoor basketball court, etc. As such, EOS began a property search for a new store location that could accommodate the larger footprint. They were looking in West Point and other surrounding communities and if they were to build a new gym outside the community, the Shadow Point shopping center would be left with yet another empty space. In order to entice EOS to not relocate to another City, and to build a new gym next door on the large building pad that is available, the Shadow Point property owner Jim Talbot and property manager Matt Swain are requesting a property tax incentive from the City to build the building, which once 'built to suit', would then be leased to EOS.

A new gym would benefit the City in many ways. It would generate an increase in property taxes, it would increase jobs, and also generate more traffic to the center, giving surrounding businesses a boost in sales.

Following are the main points of the proposed draft incentive structure:

- Once the building is built, assessed, and property taxes are paid, a rebate of 75 percent of what the RDA receives would be returned to the owner.
- The RDA receives only 60 percent of the assessed value within the area once triggered, so this is 75 percent of the 60 percent.
- This is estimated to be roughly \$26,000 per year if the building were to be assessed at \$5.1 million.
- The actual amount received depends on the assessed value of the building and the current tax rate.
- The tax rebate incentive would only be available while EOS occupies the building. If EOS were to move out or close, then the incentive would be discontinued.
- The incentive would expire once the project area expires in the year 2040.

The memo concluded the goal of the discussion is to determine if this request is advantageous to the economic growth of the City and if it is ready to move on to a Redevelopment Agency (RDA) voting meeting on November 12. Other options are to table until next work meeting for more information or to not pursue this further.

Mr. Steele reviewed the memo and facilitated discussion among the Council regarding the potential economic benefit associated with a fitness center; Councilmembers Maughan and Savage indicated they feel the requested incentive is high when considering the benefit that the fitness center will create for other commercial uses in the area.

Matt Swain discussed the history of the Shadowpoint Shopping Center; it has been difficult to retain commercial businesses in the Center and he feels it is necessary to pursue an economic investment in order to incentivize EOS to improve their facility and remain at the Center. This will generate increased traffic in the area; gym-goers will shop at businesses in the area of the gym, which will create a return on the City's investment. He noted time is of the essence and he is hopeful the City will be able to move forward quickly. He presented a conceptual plan for the gym project and noted that this plan follows EOS's updated model for new gym facilities in the area.

The Council continued with philosophical discussion and debate regarding the merits of the request for the incentive and they ultimately concluded to support the incentive in order to aid in improving the Shadowpoint Shopping Center and, in turn, improving the City's tax base. Councilmember Maughan stated one condition of his support is that EOS must move forward with a project identified on the concept plan rather than do a smaller project or half of what has been presented thus far. Mr. Swain stated that he has no doubts that EOS will construct a full size 40,000 square foot facility at the site. Administrative Services Director Marshall added that the incentive agreement could tie the incentive amount to the size of the project. Mr. Swain stated he will move forward with EOS with the expectation that formal action will be taken on the incentive in November.

Planning item: Recommendation from Planning Commission to amend Syracuse City Code section 10.30.020(F)(4)(a)(v) pertaining to temporary carports.

A staff memo from the Community and Economic Development (CED) Department explained the City Council requested to review the height requirements for carports and other accessory structures. Current maximum height for a

detached 'temporary carport' is 10 feet. The memo referenced a separate document including heights of common items stored under carports.

The Planning Commission reviewed the item and held a public hearing concerning the proposed amendment and is forwarding a recommendation to not adjust the current ordinance with a finding that permanent garage structures or offsite storage of recreational vehicles are preferred over temporary carports. They also indicated that temporary carports are more likely to fall into disrepair and allowing taller carports would have a greater impact to surrounding neighbors since carports can be located in side yards.

The memo concluded the goal of the discussion is to decide if the item is ready to go to a vote in the next business meeting or if more discussion is needed in the next work meeting.

Mr. Steele reviewed the staff memo and facilitated discussion among the Council regarding the implications of the ordinance amendment; the Council indicated support for considering adjustments to the ordinance to provide flexible standards for the storage of accessory recreational vehicles on residential properties. They debated the appropriate height of a carport and appropriate standards for temporary structures; they concluded to support an amendment to allow carports to have a maximum height of 14-feet.

Planning item: Recommendation from Planning Commission to amend Syracuse City Code section 10.30.020 (B) pertaining to building materials.

A staff memo from the Community and Economic Development (CED) Department explained David Lewis, employee of homebuilder D.R. Horton, has applied to amend the City's building materials ordinance. The current City ordinance requires the front of a home to be covered with either 75 percent brick, rock, or stone when accompanied with stucco, or 30 percent brick, rock, or stone when accompanied by cement fiber board.

The memo concluded the goal of the discussion is to determine if the Council is willing to consider the proposed amendment; if so, the item will be sent to the Planning Commission for further review.

Mr. Steele reviewed the staff memo and summarized the ordinance amendments D.R. Horton is seeking. This led to debate among the Council regarding the durability and maintenance requirements of building materials, such as Hardie board, when compared to the materials currently required on homes – brick, rock, and stone. Councilmembers Maughan and Savage indicated they feel that Hardie board requires more maintenance and could fall into disrepair sooner than homes built of brick, rock, and stone. Councilmember Bingham disagreed and indicated that Hardie board is as durable, if not more durable, than other building materials currently being used in home construction.

Dave Lewis, Project Manager for the Criddle Farms project, introduced Richard McCann and Jade Ming, also of D.R. Horton. Mr. McCann is an architect for D.R. Horton and he is very well versed in current design standards and durability of building project. Mr. McCann presented a document identifying the many different design styles offered by D.R. Horton; he also provided a sample of Hardie board and indicated that it is true that this material is much more durable than other popular building materials. He noted that the stone material used on homes is not real stone and it is common for stone to fall off of a home, requiring ongoing maintenance or eventual replacement. He stated that currently the most popular home styles are craftsman and farmhouse; in order to be a true farmhouse, stone should not be used. Ninety-percent of farmhouse homes do not include stone. This is not a case of a developer trying to 'cut corners' to save money; rather, Hardie board is just as durable and expensive as other building materials that the City currently requires. Councilmember Maughan stated that while Hardie board may be durable, there are other building materials similar to Hardie board that may not be as durable and other builders may use those materials if the proposed code amendments are approved. Mr. McCann stated that the D.R. Horton will always use Hardie board, but the code could simply indicate that cementitious fiber board is an allowed building material.

Mayor Gailey stated the matter before the City Council tonight is to determine if this request should be referred to the Planning Commission for a proposal to the Council. Councilmembers Bingham and Bolduc indicated their willingness to refer the issue to the Planning Commission. Councilmember Peterson stated he is also supportive of that action, but he would like for them to focus on the ratio of building materials allowed. Mr. Lewis stated that D.R. Horton's desire is for Hardie board to be considered a stone product so that they have the option of having the front of a home being 100 percent Hardie Board.

Councilmember Maughan stated he would vote in opposition to referring the matter to the Planning Commission. Councilmember Savage indicated he is willing to hear a recommendation from the Planning Commission, but he wants research done into other products to determine that they are comparable to Hardie board.

Discuss proposed boundary adjustment resolution with Clearfield City and cemetery design options.

A staff memo from the City Manager explained a draft layout of an expansion of the City cemetery and potential subdivision allowed by Clearfield City's R-1-6 zoning has been prepared along with a draft resolution for the municipal boundary adjustment. As has been discussed in the past, the Syracuse Cemetery is entering its final phases where all plots will be purchased. In previous discussions, the Council also considered the City's future cemetery service and it was decided that, based on a time horizon of the year 2050, an expansion of approximately six to eight acres would be needed. The City utilized the services of EDA Land Planning, a cemetery design specialist, to provide a general layout of primary features for a cemetery expansion. The cemetery expansion layout also provided the location of the municipal boundary adjustment that would need to be made based on discussions with Clearfield City.

Based on the layout of the proposed cemetery expansion and subdivision, the solid red line on the attached drawing indicates the location of the proposed municipal boundary adjustment. The process for a boundary adjustment is somewhat complex, requiring specific notices, as well as a simultaneous process with the other City. A resolution will also be required of the Council, a draft resolution is also attached.

Along with the municipal boundary adjustment, the City will also need to apply to Clearfield City for a subdivision and rezoning of the property. The suggested rezoning request is the R-1-6 zone. The remainder of the property would be inside Syracuse City limits due to the boundary adjustment. The subdivision/rezoning application would begin approximately the same time as the boundary adjustment. It should be made clear that this subdivision would only divide the City's property into two parcels. The layout of specific residential lots is for illustrative purpose only. The actual residential subdivision would occur later, probably after a developer has acquired the property. After the subdivision/rezoning application is approved, the City can move forward with the sale of the property in Clearfield. Proceeds from the sale may be used at the discretion of the Council, however some consideration should be made for the cost of building the cemetery expansion, which could be covered by the proceeds of the sale, at least in-part.

The following items outline the goals of this discussion:

1. Discuss the overall plan and process for the cemetery expansion, subdivision/rezone request, and boundary adjustment.
2. Provide staff with direction to move forward with a survey of the future plat and municipal boundary line, and begin the process with Clearfield City.

City Manager Bovero reviewed the staff memo after which Mr. Steele reviewed the draft layout for the cemetery provided by EDA Land Planning. This led to high level discussion about the appropriate northern boundary between Syracuse City and Clearfield City, with a focus on preserving adequate access to the portion of the City-owned property that will eventually be developed for the expansion of the City's cemetery. Councilmember Maughan suggested there may be an opportunity for the City to lease property from Rocky Mountain Power within their power line easement that could be used for parking for the cemetery; he also suggested that the City's northern boundary be located on the south side of the public road that will be used to access the cemetery. The Council supported this concept and indicated they are also supportive of the draft design that will accompany the formal boundary adjustment action.

Discussion regarding proposed amendments to the Fiscal Year (FY) 2019-2020 Budget.

A staff memo from the Administrative Services Director explained referenced the detailed **capital projects** listing included in the meeting packet. In this budget opening, Administration is proposing new line items and updates to approved projects as follows:

- New Project - 2000 West with Secondary (1700 South to 2700 South) - \$1,410,000.
- New Project – Heritage Parkway – 2000 West to Banbury - \$250,000.
- New Project – Banbury Drive – Dallas to 700 South - \$400,000.
- New Project – Detention Basin Impr. – 900 S. 2000 W.- \$50,000.
- Carryover – 500 Wet Phase 1 (50% of 6.77 match) - \$150,000.
- Carryover – Bluff & Gentile Roundabout - \$1,344,000.
- Carryover – 1200 South Expansion – south side of road - \$100,000.
- Carryover – Upsize Water lines – 2000 W – 3000S to 3350S - \$100,000.
- Carryover – 16” Culinary Main to Tank - \$1,176,000.
- Carryover – Freeport Storm Drain - \$194,000.
- Carryover – 800 West & 3050 South - \$500,000.

- Carryover – Linear Park - \$173,000.
- Carryover – 2175 Culinary Project – 2000 W to Bluff - \$935,000.
- Carryover – Rental Home upgrades – 555 W 2525 S - \$10,000.
- Revised project – 3 Million Gallon water tank - \$5,330,000.
- Revised projects – all projects associated with WDC - \$0 – move to FY2021.
- Changes to **operational budgets:**
 - General Fund – major changes**
 - \$50,000 – move the economic development plan to general fund from capital projects.
 - \$16,818 – increase liquor fund expenses for purchase of new police dog. This is allocated from funds received from the grant.
 - All Other Funds – Significant Changes**
 - Increase park maintenance budget of \$15,000 for irrigation controllers and new pumps at the 6-way roundabout.
 - Increase transportation impact Fund by \$10,000 impact plan update and study for roundabout at 3000 West and 2700 South.
 - Depreciation expense increase in culinary, secondary, water, and sewer. This is a noncash expense. It is based upon new projects added to list.
 - Added the bond interest payment for the water tower to budget for \$63,000. First payment of interest is due in February 2020.
 - Various changes to capital projects fund including additions, deletions of vehicles. See spreadsheet.

Following is the outline of the goals of this discussion:

1. Evaluate capital project listing and timing of projects
2. Review operational budget changes.
3. Place on November 12th business meeting for action with any suggest changes from council discussion.

Administrative Services Director Marshall reviewed his staff memo. The Council offered their support for considering the budget amendments during their business meeting in November.

Discussion regarding proposed amendments to the Transportation Impact Fee Analysis (IFA) and Impact Fee Facilities Plan (IFFP).

A staff memo from the Administrative Services Director explained City Administration is proposing an amendment to the Transportation Impact Fee Analysis (IFA) and Impact Fee Facilities Plan (IFFP). This proposed amendment is to move projects forward in the transportation master plan to the IFFP in order to have those projects eligible for transportation impact fee expenses. The main driver of this change was receiving Wasatch Front Regional Council (WFRC) grant money that pushed the project forward in priority.

Administration also assessed and are recommending pushing forward other projects that would be eligible sooner according to the IFFP. All these project changes will influence the calculation of our Transportation Impact Fee. Most likely, this fee will go up since we are adding additional projects to the IFFP. The amended plans are not complete so the adjusted fee recommendation is not yet known; that information will be available in advance of the meeting.

The memo concluded the following is the outline the goals of this discussion:

1. Determine if we want to amend our IFA and IFFP to bring projects forward in our master plan. Specifically, for the 500 West expansion in conjunction with WFRC grant monies we received.
2. Discuss the potential change on the transportation impact fee charged for new development.

Administrative Services Director Marshall reviewed his staff memo and he and Public Works Director Whiteley reviewed the updated project lists included in both the IFA and IFFP; the project list informs the impact fee projections included in the IFA. It will also be necessary to adjust the City's fee schedule to recognize the adjusted impact fees.

The Council briefly discussed the manner in which impact fees influence developments in the City; they concluded that it is important for new development to pay for the impact on the City and they offered their support for considering the impact fee adjustments during their business meeting in November.

Update regarding pending eminent domain actions.

A staff memo from the City Attorney explained there are two properties associated with the Bluff Road project that have not completed a property transfer. The first is the 198 square foot parcel which sits in the middle of the right of way,

where Bluff meets 1000 West. The City effected service on the trust listed as property owner, and has moved for a motion of immediate occupancy with the Court. The request to submit for decision was filed last week, so hopefully we will have court approval in the next month or so. The City still has not had any communication from the trust or other interested individuals. The second property is to the South of Gentile, near the intersection with Bluff Road. Mediation with the property owner has been scheduled for Monday next week, and we are optimistic that we can reach an agreement. If a resolution is reached, no further action by the Council will be needed. If not, Administration intends to schedule a public hearing and resolution adoption related to pursuing eminent domain for that property during the November business meeting. This staff memo is just intended to give the Council notification of the status of this matter, so that the hearing in November (if necessary) is not a surprise.

City Attorney Roberts reviewed his staff memo.

Legislative mandate: pressurized secondary water metering plan.

A staff memo from the Public Works Director explained summarized four matters addressed in a letter from the Division of Water Resources:

- Part 1. New Construction Meter requirement is already in place.
- Part 2. Metering Plan requirement is required to be complete and submitted to the Division by Dec 31, 2019.
- Part 3. Annual Water Use Reporting requirement can be accomplished for the most part with our customer account software and reports from our irrigation suppliers.
- Part 4. Funding from the Board of Water Resources describes ways that pressure irrigation companies can apply for a loan to fund meters.

Administration intends to focus on item three. The metering plan is a single sheet form that must be completed and submitted to the Division. The form includes contact information for the company, number of connections organized by user type, total cost to convert existing services to meters (with an estimated range at \$1100 to \$1800 each), start and completion dates for conversion, and how it will be funded.

Administration does not need a formal Council action to complete the form. However, completion of the form will impact future commitments. The information on this form needs to reflect what the Council desires based upon the legislative mandate.

Staff is seeking direction from the Council; completion of the form is not urgent, and discussion of this matter can be continued in a future work session meeting if that is what the Council desires.

Public Works Director Whiteley reviewed his staff memo and asked for Council direction regarding development of a metering plan. This led to philosophical discussion and debate among the Council regarding the flaws of the unfunded mandate enacted by the State Legislature. Mr. Bovero stated that given the limitations on state funding, it is necessary for the Council to consider how much money each year they are willing to allocate for retrofitting the City's secondary water system. If other funding sources, such as grants, become available, the plan can be accelerated. The Council discussed opportunities for partnering with individual property owners to pay the cost for retrofitting their secondary water access to install a water meter. They also acknowledged that secondary water meters will be required for new-builds in the City. Mr. Whiteley stated that the metering plan required by the State must include a start date and completion date. Councilmember Peterson stated the start date could be next year, with the completion date mirroring anticipated build-out of the City. Mr. Bovero stated that a funding component is needed as well. Councilmember Savage stated he would support allocating \$15,000 per year, which would allow for the installation of 10 meters per year, in perpetuity; grant funds and other sources will be pursued to accelerate the plan. The Council stated they support that concept and authorize staff to include that information in the metering plan.

Review of proposed Youth Court bylaws.

A staff memo from the City Attorney explained the Syracuse Youth Court has been running and functioning for many years, apparently under non-ratified bylaws. The bylaws have been updated and the Youth Court is seeking Council input on them. If the Council is ready to vote on these bylaws or if simple changes are suggested to the text, Administration is seeking to have the item placed on the business meeting agenda in November.

City Attorney Roberts reviewed his staff memo. The Council offered their support for an action item on the November 12 agenda for approval of the bylaws.

Discussion regarding organization and administration of Youth Council.

An administrative staff memo explained through Mayor Gailey, Councilmember Bingham requested an opportunity to discuss with the Council and City Administration the current organization of the Youth Council.

Councilmember Bingham stated she wanted to discuss this item to consider the makeup of the leadership of the City's Youth Council; there is currently just one Youth Council Advisor and it has been difficult to reach her. She asked for consideration of term limits and more than one advisor. The Council stated they are supportive of appointing two advisors and reducing the term to two-years; the terms for each advisor should be staggered so that their terms do not expire at the same time. Councilmember Bingham stated she will continue to work to make contact with the current advisor. Mayor Gailey stated that he would like to discuss the makeup of the Youth Council further with Councilmember Bingham and members of City Administration; following those continued discussions he will report back to the Council.

Discussion proposed resolution amending City Council Rules of Order and Procedure pertaining to training opportunities for individual Councilmembers.

A staff memo from the City Attorney explained the City's annual budget includes funding for training opportunities available to the entire City Council; however, throughout the year, training opportunities for individual Councilmembers may arise. The Council has indicated their desire to review each of these opportunities as a group and City Administration has proposed including this directive in the Council's Rules of Order and Procedure. This issue was discussed at the August 27 work session meeting and the Council reached consensus to amend the rules document to create policy relating to the manner in which training opportunities for individual Councilmembers will be addressed.

City Recorder Brown reviewed the staff memo. Councilmember Savage stated that rather than requiring a training opportunity for an individual Councilmember to be discussed in an actual Council meeting, he would like for the entire Council to be informed of the opportunity. This led to discussion about the concept of sending an email to all Councilmembers about a training opportunity, with Ms. Brown expressing concern that an email could lead to dialogue or debate, which would be a violation of the Open and Public Meetings Act. The Council discussed the issue further and determined to implement a two-step process that would provide for an email message to be sent to the entire Council and if just one Councilmember objects, there will be an agenda item on the next meeting agenda for public discussion of the issue. This rule will be in tact regardless of the funding source for the training.

Police Department Biennial Review.

Police Chief Atkin used the aid of a PowerPoint presentation to facilitate the Council's Biennial Review of his Department. The guiding principles of the Department are pride, accountability, cooperation, and excellence. He noted his presentation will discuss the annual reports for the Department, Police Department expectations, 2017 and 2018 statistics, efficiency measures, technology, and future considerations. In 2016, he implemented the process of providing the Council with an annual report, which has been successful in communicating the operations of the Department. Police Department Vision Statement Number One is that the Syracuse Police Department is a well-trained, professional Police force. State law requires officers to engage in 40 hours of training per year, but the average Syracuse Officer receives 87 hours; training highlights include sexual assault training, active shooter training, advanced emergency management, virtual use of force simulator, leadership training, in-house instruction, and drug interdiction/symptomology training. The Department is accredited with many other programs and academies that benefit the Officers. Vision Statement Number Two is Syracuse Police Department is responsive to crime and other community issues. This includes street level drug enforcement, crimes against persons/property, traffic accidents, and school/student safety. Vision Statement Number Three is Syracuse Police Officers are courteous and service-oriented. Vision Statement Number Four is Syracuse Police Officers are part of the community and respected by the public. He stated he views these two statements as being connected to one another; in 2017 and 2018, on average, Syracuse Police Officers used force on 0.3 percent of all cases. Vision Statement Number Five is that the City will incorporate improvements, events, and services that create an overall feeling of connection and pride in the City by its residents. He stated the Department participates in many different community events, such as the Make-A-Wish program, Pumpkin Walk, Miss Syracuse Pageant, Heritage Days, RadKids, Special Olympics Torch Run, Cops 'N Kids, and the Nigh Out Against Crime. He presented several photographs taken at these events. He then discussed the current organizational chart for the Department; there are 27 total members, with 24 sworn officers, not including crossing guards. He then discussed call volume by year; in 2017 there were 15,380 calls for service, but only 8,983 were assigned a case number. Police activity in 2018 increased to 16,498, but cases decreased to 8,647. He then reviewed charts that illustrated

case volume by day and case volume by time for the years 2017 and 2018. Additionally, he presented a graph providing a comparison of crime types for Syracuse, Kaysville, Farmington, Centerville, West Bountiful, Pleasant View, and Mapleton. These cities are part of the Utah League of Cities and Towns (ULCT) “high income residential” category; they are also cities that have their own Police Department. He then moved to a discussion of mutual aid received and given; in 2018, the Department received mutual aid 17 times and that has increased to 43 in just the first nine months of September. Mutual aid given reduced from 41 in 2018 to 34 in 2019. Mutual aid is a law enforcement related call in which the agency in the jurisdiction of occurrence was unable to respond when the call was dispatched. Mutual aid given is fairly evenly dispersed between Clearfield, Clinton, and West Point. The difference in mutual aid received is largely alarms and suspicious circumstances calls. He then discussed call response times, which improved in 2018 when compared to 2017.

Chief Atkin then discussed budgetary issues; he offered a graph comparing the City’s budget with the budget of the previously mentioned cities. Technology tools have the potential of improving the department, but they will also have a budget implication. Examples of technology tools include the dragon transcription program, which is intended to reduce paperwork; analytics software programs; and less lethal weapons. Future considerations for the Department that will also budget impacts relate to staff retention; the Department faces many hiring obstacles:

- Good economy + lower unemployment = fewer entry level candidates;
- Less young people interested in level entry = fewer entry level candidates;
- Recent test for new officers;
- Limitations on ability to attract lateral hires;
- Background issues of candidates;
- Incentives offered by other agencies; and
- Increase in manpower needs.

There are definite costs associated with losing Police Officers, such as a loss of productivity, loss of proactivity, and reduced service levels. Organization costs include loss of knowledge, loss of relationships, lower morale, increased risk, increased danger, and increased poaching. Hard costs include money wasted on training, costs associated with Field Training Officers, and increased overtime for remaining Officers. Officers typically leave the Department for the following reasons:

- | | | |
|------------------------|----|-------------------------------|
| • Better culture | 7 | • More opportunity |
| • More development | 8 | • Quality of Life/Flexibility |
| • Lack of input | 9 | • Danger |
| • Lack of appreciation | 10 | • Housing costs |
| • Better ethics | 11 | • Retirement |
| • Better management | 12 | • Better compensation |

Retirement adjustments also impacts the City’s ability to retain employees. The State of Utah has decided adjust retirement rates to 50 percent for all current/future Tier Two Officers after 25 years of service; this will take effect July 1, 2020. However, this action is not fully retroactive to current Tier Two employees. Salary has a direct impact on retirement and veteran officers typically think about this more. There are currently four Officers eligible for retirement, one more eligible in 2020, and four more eligible within five years. Compensation also impacts retention; the Department is in within the 60th percentile for uniform allowances. The average allowance for comparison cities is \$1,044 and Syracuse offers \$720. Out of the 12 comparison cities that provided information, more than half are paying overtime at 80 hours instead of making officers work 86 hours. More than half of the comparison cities have a Master Officer Program, which is not offered in Syracuse. Additionally, the average compensation rates for all positions in the Department are below the 60th percentile. This ranges from 3.9 percent below for Police Officer One to 10.4 percent for Chief and Assistant Chief. This a problem that will compound from year to year as other agencies are offering increases while Syracuse remains at current rates.

The West Davis Corridor could have an impact on Police operations in the City as it could cause an increase in homes and residents, traffic, commercial businesses, and schools. It could also have an impact on response times, heavier vehicle traffic, and more accidents. For this reason, it may be necessary to consider creating a traffic unit in the future. The final future consideration relates to increases in other types of workload for the Department that will result in the need for a third full-time administrative professional and part time crossing guard supervisor.

Chief Atkin concluded by thanking the Council for their attention and support. The Council thanked Chief Atkin for the level of detail provided in his presentation and for his service to the community.

Report from City Councilmembers regarding their attendance of the Utah League of Cities and Towns (ULCT) Annual Conference.

1 An administrative staff memo explained several Councilmembers attended the recent ULCT Annual Conference.
2 This item was included on the agenda to provide those Councilmembers with an opportunity to report on the sessions they
3 attended.

4 Councilmembers Bolduc, Bingham, Savage, and Maughan attended the recent ULCT Annual Conference; they
5 provided a report of various sessions they attended, with a focus on topics such as preparing for growth; tax reform; land use
6 regulation; community building and beautification; public/private partnerships (P3s); community revitalization; challenges
7 associated with rapid growth; technological improvements; traffic and infrastructure issues; resources at the State level that
8 the City may be underutilizing; open space requirements for sizeable developments; the future of cell-towers and co-location
9 on City light poles; the concept of reducing parking area requirements, especially in smaller cities, and capitalizing on unused
10 parking space; improving marketing of park space and recreation amenities; creating a safe exchange zone in the City; and
11 requirements related to open space.

12
13 **Public comments.**

14 There were no public comments.

15
16 **Discussion of future agenda items/Council announcements.**

17 The Council briefly discussed their desire for future agenda items. There were also a few announcements regarding
18 to upcoming community events.
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21 The meeting adjourned at 10:06 p.m.
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28 _____
29 Mike Gailey
30 Mayor

Cassie Z. Brown, MMC
City Recorder

31 Date approved: November 12, 2019