

Please note: these minutes have been prepared with a timestamp linking the agenda items to the video discussion. Electronic version of minutes will allow citizens to view discussion held during council meeting.



## PROVO MUNICIPAL COUNCIL

### Work Meeting Minutes

12:00 PM, Tuesday, April 20, 2021

Hybrid Meeting: [youtube.com/provocitycouncil](https://www.youtube.com/provocitycouncil) or Council Chambers,  
351 W Center Street, Provo, UT 84601

### Agenda ([0:00:00](#))

#### Roll Call

The following elected officials participated:

Council Chair David Sewell, conducting  
Council Vice-chair David Shipley  
Councilor George Handley  
Councilor Bill Fillmore  
Councilor Shannon Ellsworth  
Councilor David Harding  
Councilor Travis Hoban  
Mayor Michelle Kaufusi

#### Prayer

Councilor David Sewell offered the prayer.

#### Approval of Minutes

December 15, 2020 Work Meeting  
March 16, 2021 Work Meeting  
*Approved by unanimous consent.*

#### Business

1. **A presentation regarding the Mayor's Office fiscal year 2021-2022 budget. (21-015) ([0:21:56](#))**

Wayne Parker, CAO, gave an overview on the functions of the Mayor's Office. He shared the four pillars that Mayor Michelle Kaufusi has identified as priorities in fiscal year 2022: safe and sound, forward-looking, economically vibrant, and welcoming. Beyond the general department functions, Mr. Parker highlighted other outreach, public engagement efforts, accomplishments, and recognitions of the Mayor's Office and City generally. In response to a question from Councilor Shannon Ellsworth, Mr. Parker explained that "Provo Pulse" was a survey program conducted through Qualtrics. It was designed to take a quick pulse of a given issue by sending a brief survey of 3-4 questions to about 3500 emails of informed and engaged residents.

Councilor David Harding noted there was some overlap between the Mayor's four pillars and some past areas of focus the Council had identified. He thought those pillars were important to consider as the Council considers policy direction for the City. Ms. Ellsworth observed that there were so many different city websites and social media accounts. She asked about ways the City could streamline these and reduce redundancy. Mr. Parker explained that it was time for substantial updates to the City website; they were waiting until the Workday HR software project was complete, in order to free up time and resources within the Information Systems department. He noted that some of the side websites had cropped up due to the limitations of the format and structure of the outdated City website. *Presentation only.*

**2. A presentation regarding Public Works (Fleet) fiscal year 2021-2022 budget. (21-015) (0:47:30)**

Brian Torgersen, Public Services Division Director, introduced the presentation and Warren Merritt, Fleet Manager, presented. Mr. Merritt highlighted the challenges impacting fleet funding. Jimmy McKnight, Public Works Budget Analyst, shared details on how fleet replacement was implemented to balance the number of vehicles replaced along with balancing the budget over time (since some vehicles like dump trucks cost more). The City's Fleet Advisory Committee has recommended a request of an additional \$89,000 in this year's base budget to cover recommended General Fund fleet replacements in the coming fiscal year.

Councilor David Shipley asked whether there were any loans (i.e., lease agreements with vehicle manufacturers, etc.) for vehicle purchases which carried over multiple years. Mr. McKnight shared more details about how the fleet vehicles are purchased through the fleet replacement fund. Mr. McKnight noted that some more sophisticated technological vehicles or heavy equipment may be sourced through an outside vendor or bid out due to their specialized nature but were all reflected in the costs covered by the fleet replacement fund.

Councilor George Handley asked about the savings from hybrid vehicles due to increased mileage and fuel-efficiency, along with the longer lifespan and lower long-term maintenance costs associated with such vehicles. Mr. Torgersen noted that these savings appeared in the City's operational funds across all departments but did not necessarily show in the fleet replacement fund specifically. Mr. Shipley clarified the meaning of this explanation—the Council's policy on alternative-fuel vehicles is costing more for fleet replacement up-front with the purchase of hybrids, but the policy has resulted in operational savings on fuel costs and maintenance, which are passed on as savings to individual departments.

Councilor David Harding asked for additional clarification on the savings associated with hybrid vehicles. Mr. Merritt explained that the maintenance schedule for many hybrid vehicles with oil changes and other routine maintenance was relatively similar to traditional vehicles. Brake pads were one of the main areas of maintenance savings. Studies show that the fuel savings are visible over a period of about 5.5 years. The higher resale cost will also appear on the back end of vehicle replacement. Mr. Harding had several more detailed questions that he indicated he could follow up on directly with Mr. Merritt. Mr. McKnight clarified additional information about the vehicle replacement bank and how this interfaced with specific departments. All vehicle purchases occur from a general fund account for vehicle replacement. Any department with

specific vehicle needs all have their vehicle purchases handled this way. If a specific department had higher cost vehicles due to specialized needs, this would be reflected in the general services account rather than the department budget. All vehicle operations, such as maintenance and fuel costs, are handled through the department's budget. *Presentation only.*

**3. A resolution supporting the submittal of the 2021 Land and Water Conservation Grant application to secure grant funding to aid providing park improvements for the Provo Regional Sports Park. (21-052) ([1:12:39](#))**

Doug Robins, Parks and Recreation Assistant Director, presented. The department was drafting a grant proposal that needed a statement of commitment from the Council to include with the application. The Land and Water Conservation Fund is a federal grant generated through federal land resources and leases throughout the country. It is administered locally by the Utah Division of Natural Resources and State Parks. Mr. Robins said that Exchange Park, Riverside Park, the Provo River Trail, and Provost, Sertoma, South Fork, and Fort Utah Parks were all constructed with LCWF. The grant requires that the City match the funds up front, after which the costs are reimbursed to the City with the grant. The City uses Parks and Recreation Capital Improvement Project funds for the match. They have requested the Council's support and that the Council approve the accompanying resolution. *Presentation only. This item was already scheduled for the Council Meeting on April 20, 2021.*

**4. A presentation by Dr. Rugh regarding diversity and inclusion. (21-056) ([1:15:45](#))**

Dr. Jacob Rugh, professor of sociology at BYU, presented. He began by comparing the U.S. military, multiracial religious congregations, multiracial families or interracial couples, and athletic teams—all these groups have distinct goals that are not related to racial diversity and inclusion, but their main goals benefit from having diversity, equity, and inclusion. Dr. Rugh discussed a mutual obligations approach proposed by Emerson & Yancey (2011 Oxford University Press) which balances obligations from both majority and minority members to lead to beneficial outcomes. He noted examples of this approach and how it often works when grounded in common core values and genuine respect. There are many shared values in Provo, including faith, family, hard work, civic life, pioneering, freedom, education, and independence.

Dr. Rugh shared more of his background; he has many generations of family history connected to Provo and the early Saints' migration to Utah. He was raised on the South Side of Chicago where his ward was one of the most racially integrated congregations in a very integrated neighborhood in a city that was largely still very racially segregated. He shared the stories and background of his family's friends and community members when he was a kid and young adult. Their church congregation always included integrated leadership teams; research has shown how important this is for young children of color and in Dr. Rugh's experience, it made a lasting impression on him as well. He made a list comparing his experience growing up in Chicago with that of his kids growing up in Utah and there were many similarities that surprised him. Dr. Rugh also highlighted BYU's recent efforts with their Committee on Race, Equity, and Belonging, which recently released a report available online at [race.byu.edu](https://race.byu.edu). The committee is comprised of many people with different racial backgrounds and professional backgrounds, as well as other differences. Their joint values and commitment to the mission of BYU aligns them around a

shared goal. This initiative has been a major focus of President Kevin Worthen, who said this will be a defining part of BYU now and many years into the future.

Dr. Rugh shared stories of Provo residents related to common community values in Provo. He illustrated these ideas with data from the area as well, using Census, Zillow, and other statistics. There are many dimensions of diversity among Provo residents, including religious affiliation, disability, gender, race and ethnicity, marital status, education, occupation, and age or generation. Some statistics Dr. Rugh cited related to age, household type, homeownership levels, non-white populations in Provo, and types of housing. By examining changes to many of these statistics, the data illustrates paradigms of change and stability in Provo. He noted that Hispanic/Latino was the largest racial minority group in both Provo in the U.S., increasing from 3% in Provo in 1970 to 25.6% in 2019. As of 2019, 83% of Latinos in Provo are U.S. citizens. Dr. Rugh also noted that housing was central to many considerations with diversity and inclusion as housing was the greatest source of wealth for Americans. Dr. Rugh also shared evidence-based methods surrounding programs to achieve better representation, sharing research from the Harvard Business Review as well as data from one of his BYU colleagues, Jessica Preece. He noted that diversity had a spiritual dimension as well, which involved agency, sacrifice, and reconciliation. Diversity can start to become a meaningless term because it is used to describe so many things; by anchoring diversity in core values, it becomes concrete and attainable.

Councilors shared comments and feedback. Councilor George Handley thought the data and stories were compelling and rang true of his experience in Provo. He wondered how to better engage Provo's Latino population. Dr. Rugh shared Tinesha Zandamela's experience running for office in Provo; when she canvassed heavily Latino neighborhoods, residents there were impressed that she even cared. Dr. Rugh suggested that it would take creative approaches to outreach. He suggested there are Latino graduates of BYU or UVU could be great ambassadors and help reach those communities. There are also opportunities to engage people in the workplace and across faith communities.

Councilor Shannon Ellsworth was interested in how to make public spaces and the built environment safer for women and others. Dr. Rugh suggested making inclusion a fundamental part of the design and planning process, rather than an afterthought or add-on. Many other jurisdictions have best practices in place that could be instructive for Provo. Councilor Bill Fillmore expressed appreciation for this enlightening presentation and said he suspected several Councilors would like to visit with Dr. Rugh again soon. Councilor David Sewell also said he found the presentation very enlightening and eye-opening. Councilor David Harding also appreciated Dr. Rugh's approach; he felt that so much of the national dialogue was polarizing. Mr. Harding shared other ideas and mentioned political representation. Dr. Rugh said that descriptive versus substantive representation was an important element that political scientists examine, and research shows that it is important. *Presentation only.*

**5. A presentation from BikeWalk Provo on how people get around in Provo. (21-055) ([2:32:11](#))**

Austin Taylor, Executive Director of BikeWalk Provo, presented. BikeWalk Provo is a 501c3 non-profit advocacy group in Provo. Chris Wiltsie, BikeWalk Provo volunteer and Bike Utah,

also presented. Mr. Taylor commended the City’s Engineering division for the work they have done in recent years to make important improvements for active transportation, including slowing cars on collector streets, planting street trees, and adding new bike lanes and sidewalks on 900 West. Mr. Taylor also thanked Dave Decker, Public Works Director, for his direction and support of those improvements.

BikeWalk Provo received a recent grant which they used to collect streetlight data to show how people move and get around in Provo. Mr. Taylor explained how the streetlight data was gathered and how it was used to illustrate a broader picture of how different users travel. They created a GIS barrier around Provo and analyzing the data, determined that 37% of automobile trips happen within the City limits (meaning that both the origin and destination of those trips occur within Provo). Of those trips, the vast majority are under 3 miles; 3 miles is the typical bike-shed (where it is more practical and likely that people would ride a bike). The pedestrian trip range is typically up to .5 or 1 mile. Bicycle commuters may make longer trips of up to 6 miles. Mr. Taylor elaborated on the patterns of cyclist traffic shown by the streetlight data, which shows concentrations around the urban core and for travelers going to work and school. Mr. Taylor and Mr. Wiltsie elaborated on the pedestrian data and noted how this was impacted by the connectivity of Provo’s neighborhoods and pedestrian infrastructure.

There are many interconnected factors that impact the built environment, including travel patterns, transportation policies and investments, and land development patterns. The City has the ability to look at factors within its control. Active transportation, including cycling and walking, contribute to the physical health of the populace, and the environmental, social, and economic health and safety of the community. One of the prime considerations for the city is limiting distance between origins and destinations by limiting parking lots, building houses closer together, and other strategies to bring these concepts into the transportation system.

Mr. Taylor shared a document from Mountainland Association of Governments about connectivity in communities and he highlighted several strategies the City could pursue:

- Origins and destinations (a factor of zoning)
- Adopt complete streets policy
- Adopt form-based code
- Spread out same uses in different areas of the city
  - Provo’s zoning is use-based; this is much easier to do under form-based code
- Legalize ADUs citywide
  - This would help meet critical housing needs in a way that would not require new infrastructure from the City. Such an approach raises densities in an incremental way that does not change the character of the neighborhood.
- Expand TOD (transit-oriented development) and “middle housing” zones
  - There is potential for more TOD development along the UVX route, such as along 700 North where UVX comes every 5 mins which are still zoned RC with low-density duplexes. More transit-oriented denser housing along 700 North and elsewhere would expand the range of active transportation.
- Middle housing zones – expand use of LDR and MDR zones

Councilor Shannon Ellsworth thanked Mr. Taylor and Mr. Wiltsie for their data-driven and -illustrated presentation. Councilor George Handley, who rides an e-bike, was excited to promote other alternatives of active transit. He thought that if Provo residents could catch onto the ease, vision, and convenience of active transportation, that would be amazing; short vehicle trips are the most fuel-inefficient trips. *Presentation only.*

**6. A presentation regarding the Provo City Parking Master Plan. (21-028) ([2:57:36](#))**

Gary McGinn, Community and Neighborhood Services Director, presented. He shared details on parking planning, coordination, and enforcement. He noted that parking issues were complex and very nuanced. Javin Weaver, Planner, also presented. He highlighted the strategic items at the end of the parking management plan. He highlighted each of the primary recommended action items and how they have accomplished each of these objectives:

1. Organizational planning and leadership
2. Proactive program and facility planning
3. Effective Program Management
4. Leverage Technology
5. Responsible Asset Management
6. Customer-Oriented Communications, Education and Service
7. Mobility and Transportation Management
8. Financial Accountability and Training

Sandy Bussio, Parking Enforcement Administrator, presented. She shared background information on parking enforcement and management, noting that there has been some reorganization of the role as it has been moved between several different departments over the last few years. One of the biggest challenges has been retaining parking enforcement staff. She noted that the 72-hour violations were some of the most challenging and time-consuming to enforce as license plate-readers could not help with this.

Councilors asked questions and shared comments. Councilor David Shipley asked about the parking financials and whether there was a lag in our collections process. Ms. Bussio shared details on the delay in the collections process. Mr. Shipley also asked about the challenges with staffing levels. Ms. Bussio indicated that the graveyard shift was the most difficult to fill as they typically needed more experienced and mature employees due to the security concerns. Mr. McGinn also noted the impact of the soft hiring-freeze on their operations. Councilor David Harding shared comments on graveyard shift compensation and said he felt the City has made great progress with parking over the last five years. Mr. McGinn was interested in coming back to do a deep dive on parking. Councilor David Sewell was interested in more information on the tenure for parking enforcement staffing. Ms. Bussio said that since 2017, they have had 12 parttime parking officers terminate their employment. Most have left for promotions from their fulltime jobs or have graduated from college and moved on. A fulltime staff member is still with the city and they hope to hire another fulltime staff for the graveyard shift. *Presentation only.*

**7. A discussion regarding the Council's budget priorities for FY 2021-2022. (21-015) ([3:32:36](#))**

Cliff Strachan, Council Executive Director, presented. Mr. Strachan highlighted the Council's previously discussed priorities and how these items related to the supplemental list, noting that more requests were received than funds available. David Mortensen, Budget Officer, also presented. Mr. Mortensen highlighted the supplemental requests, which were categorized as critical, necessary, or aspirational. He noted that funds cut due to the COVID-19 pandemic were addressed separately from regular supplemental requests. There were 18 requests deemed critical totaling about \$2.2 million; of this, only \$60,000 was for one-time funding and the rest was for ongoing funding. Mr. Mortensen reviewed the supplemental requests in more detail.

Councilor David Sewell opened the Council discussion; he noted the purpose of the discussion and he reviewed a previous budget intent statement that the Council had drafted. He noted that the Council may need to take a more granular approach to restoring pre-pandemic funding as some items may be better deferred until the following year.

Councilors shared comments. Councilor George Handley felt that funding a sustainability coordinator position was a critical need for the city. Councilor David Harding shared feedback arising from the Carryovers Committee's work and review of the carryovers process. He felt the Council should develop outcome-based priorities and allow the City Administration to develop their requests in response. Mr. Sewell noted that the focus of the discussion at this time was only on ongoing expenses. Councilor David Shipley was supportive and appreciated Mr. Sewell's efforts to reach consensus and hear the concerns of Councilors. Mr. Shipley agreed that the Council could include outcome-based intent language to build in an element of accountability in the budget. Mr. Handley also felt the public safety and police officer funding was important. He was interested in the Administration's feedback about how to meet these needs. He agreed with Councilors' previous comments regarding outcome-based evaluation of the budget. Councilor Shannon Ellsworth also agreed with previous comments. She hoped the City could identify a short-term and long-term plan for how to meet the needs of additional officers. She noted that many items in the budget represented substantial quality-of-life issues for many Provo residents.

Councilor Bill Fillmore agreed with the previously stated priorities, including restoring the market rate compensation study. He also liked the idea of phasing police staffing since some pertains to airport support and would not be needed until the new terminal was complete. Councilor Travis Hoban echoed earlier comments regarding a police officer staffing plan from the Mayor and City Administration. Councilor David Harding supported the priorities identified in the budget intent document. He supported identifying priorities, desired outcomes, and asking Administration to come back with a budget that addresses these; he thought it best to leave the details to them. He was also interested in understanding the opportunity costs of the different requests that were being made to a specific department such as Community and Neighborhood Services.

Mr. Sewell asked the Mayor for her feedback. Mayor Michelle Kaufusi said that this budget priorities document was very helpful and gave City Administration a path to follow. She acknowledged the sacrifices made by city employees during the pandemic and hoped the Council could help her identify creative ways to make it work. Mayor Kaufusi also passed along Police Chief Rich Ferguson's comments regarding police officer staffing; his main concern was how to keep pace with growth in Provo. Mr. Shipley suggested the Council add a line in the document

that was a forward-looking statement about public safety staffing over the next several years. Mr. Handley wondered if the Council's stated intention was enough and whether a statement was needed. Councilors were supportive of the language displayed on-screen.

**Motion:** Bill Fillmore moved to pass the budget priorities statement displayed on the screen. Seconded by Travis Hoban.

**Vote:** Approved 7:0.

### **Closed Meeting**

The Municipal Council or the Governing Board of the Redevelopment Agency will consider a motion to close the meeting for the purposes of holding a strategy session to discuss pending or reasonably imminent litigation, and/or to discuss the purchase, sale, exchange, or lease of real property, and/or the character, professional competence, or physical or mental health of an individual in conformance with 52-4-204 and 52-4-205 et. seq., Utah Code.

Brian Jones, Council Attorney, outlined the basis for the Closed Meeting.

**Motion:** Shannon Ellsworth moved to enter a closed session. Seconded by David Harding.

**Vote:** Approved 7:0.

### **Adjournment**

*Adjourned by unanimous consent.*